ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES

AN ASSESSMENT OF THE MANAGEMENT CAPACITY OF THE WOREDA EDUCATION OFFICES IN THE AMHARA REGION

BY
FANTA MOGES

May, 2001

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

Name: Ayalew Shibeshi (Associate Professor)

Signature: _____

Date: 23/05/2001

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BY
FANTA MOGES BEHONEGN
FACULTY OF EDUCATION

Approved by the Examining Board

Girmay Berhe
Chairman, Department Graduate Committee

Ayalew Shibeshi (Associate Professor)
Advisor

Taffesse Asfaw
Examiner, External

Seyoum Teferra (Professor)
Examiner, Internal

AN ASSESSMENT OF THE MANAGEMENT CAPACITY OF THE WOREDA EDUCATION OFFICES IN THE AMHARA REGION

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FANTA MOGES

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ACRONYMS

ANRS	Amhara National Regional State
ANRSC	Amhara Regional State Council
ARCSC	Amhara Regional Civil Service Commission
AREB	Amhara Regional Education Bureau
CRCs	Cluster Resource Centers
CSTCs	Community Skill Training Centers
ESDP	Education Sector Development Programme
ETP	Education and Training Policy
MOE	Ministry of Education
NGOs	Non Government Organizations
REB	Regional Education Bureau
TCS	Teachers Career Structure
TGE	Transitional Government of Ethiopia
WAC	Woreda Administrative Council
WEO	Woreda Education Office
WETB	Woreda Education and Training Board
ZED	Zone Education Department

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ABSTRACT

The purpose of this study is to assess the management capacity of WEOs and to identify the major problems of management at WEOs in the Amhara Region.

Organizational structure, qualification and experience of educational managers and staff authority and functions of management such as planning, decision making, allocation and utilization of resource and information flow were used as indicators to assess the management capacity of WEOs.

To this end, the study was conducted in 5 zones, 22 WEOs and 105 schools. 20 ZED and 88 WEO officials and experts and 105 school principals were used as the subjects of the study to obtain the necessary data. Questionnaire, document analysis and unstructured interview were the instruments used for data collection. The data collected through the questionnaire were analyzed using percentage and mean rank statistical instruments.

Findings from the data analysis revealed that no attention was given to educational management as a discipline even though every manager at all levels of the educational system should have been equipped with the necessary managerial skills in order to manage the system efficiently and effectively. In most cases, the less qualified persons are assigned as heads of WEOs. WEOs' education managers as well as other employees lack skills in and insights in to planning and management. Regarding the organizational structure, many of the positions in the WEOs are low graded and there is only one position for graduates in each WEO. There are 2 to 13 vacancies in each woreda. Besides, the authority delegated to them is not adequate enough for doing the job. Not only are the resources in the education sector inadequate, but also the available scarce resources are not properly utilized. Unfair distribution, late arrival, improper utilization and poor handling of instructional materials, following the wrong trend of budget allocation, failure to release budget on time, procuring poor goods and services, inability to utilize the allocated budget and to handle conflicts are exactly attributed to inefficient management. In sum, these findings indicated that WEO has no capacity to manage the education system.

Following the findings and conclusions drawn, it is recommended that the REB in collaboration with the concerned sector bureaux- Regional Planning and Economic Development Bureau, Regional Finance Bureau, Regional Civil Service Commission and ANRS council need to reclassify positions in the WEOs, develop new organizational structure, make wider study and revise the criteria used for selecting and appointing heads of WEOs and school principals, and develop different training packages in the area of educational planning and management to train employees that work in all levels of the education system.

CHAPTER ONE

THE PROBLEM AND ITS APPROACH

1.1 BACKGROUND OF THE STUDY

Nowadays, decentralization of education is being practiced both in developed and developing countries (Govinda, 1997). According to Forojalla (1993), in a decentralized system, local educational organizations have authority to make decisions on various educational managerial functions such as recruiting, training, staffing, promoting, finance generating and utilizing and curriculum material development depending on the nature of decentralization a country adapted. It is because "decentralization is dispersal of authority through delegation that gives successively lower-level managers greater decision making responsibility" (Holt, 1993:298).

In Ethiopia, too, with the formulation of the new Education and Training policy (ETP), educational management has been decentralized since 1994 (TGE, 1994). As per the policy, the intention of decentralizing the educational management is to make it democratic and professional so that problems of relevance, quality, access and equity of education and training will be alleviated. Accordingly, in the Amhara National Regional State, " Woreda Education Offices" (WEOs) were established and started carrying out educational manegerial tasks in 1994. As per the Ministry of Education (1988) stipulations, the WEOs are responsible for the overall management of primary and secondary schools. They are also accountable to the Woreda Education and Training Boards (WETBs).

Prior to the 1991 government change in Ethiopia, the educational management system had four levels i.e the Ministry of Education (MOE), Regional Education Office, 'Awraja' Education Office and the school. Soon after the formulation of the new ETP in 1994, the education management system was reorganized into five levels which are Ministry of Education, Regional Education Bureau (REB), Zonal Education Department (ZED), "Woreda" Education Office and the school. This shows that the "Awraja" Education Office which was the former immediate responsible body for schools was replaced by "Woreda" Education Office.

Earlier, 'Woreda' was the lower administrative echelon which came next to 'Awraja'. In those days educational management was not taking place at woreda level. Educational management at WEO is thus a new event that took place as a result of decentralization. It is said to be a new event because of the functions given to it and its location which is geographically nearer to schools than the former "awraja". In an attempt of decentralizing the educational management system new tasks were given to WEOs. These new jobs will also lead to the development of new organizational structure that is assumed to serve as a means to an end. According to Brown and Moberg (in Ayalew 1991:1), "management is marshaling both human and material resources towards common organizational goals". Every organization is also formally established for the explicit purpose of achieving certain goals. In this case, organizations differ from one another in the functions they carry out which call for special technical skills. Likewise, educational management has distinct features which make it different from other areas of management (Ayalew, 1991).

In support of this, Hanson (1996) pointed out that since everyone in a community be it an individual or institution is considered a stakeholder in education, management in education is becoming exceedingly more complex than other organizations. Because of its complexity and uniqueness, educational leaders need to have training in educational management to carry out their managerial tasks properly. Similarly, woreda education offices need to have educational managers and other staff who are trained in educational management as well as effective organizational set up so that they can properly utilize the resources in order to maintain desired change in schools. Ahuja (1983) noted that though various resources such as human, material and financial are important to make the educational organization productive, the human asset is especially the one that changes those resources into productive ones. This makes clear that the WEOs need to have the capacity to manage the educational system in order to encourage desirable performance in schools. Otherwise, it is hardly possible to achieve the intended objectives because incapacitated management of the educational system is one of the major constraints to attain educational goals (Fuller, 1985).

Though the overall intention of decentralization of educational management is to create efficient educational management, it will not materialize unless capacitated WEOs are established. The capacity of educational management at WEOs influences the performance of schools. The more efficient the management of WEOs, the better the performance of schools will be. For the last six years, with the introduction of the new ETP, large-scale reform of the

education system has taken place. Many of the reforms are attached to the schools where the actual teaching learning process is conducted. So, the WEOs need to be able to give the necessary technical and administrative support to schools so that each school can successfully implement the reforms because "imposed change is unlikely to enhance the learning process particularly in an educational context" (Lomax, 1996:48-49). The WEOs can do this only when they are able to establish effective organizational set up and a kind of management that can promote greater efficiency in the use of scarce resources. However, since the current status of the management capacity of WEOs is not known, the question of whether the WEOs have the capacity to manage the educational system or not remains open for investigation. Hence, a study on this issue seems to be timely and relevant.

1.2 Statement of the Problem

As it has been indicated in the preceding pages, educational management at WEOs is a new phenomenon in the country. Management can be affected for different reasons. It has become a sensitive issue in the region because WEOs are the immediate responsible bodies for schools where the actual teaching-learning process takes place. Besides, to the best knowledge of the present writer studies on management capacity of WEOs have not been carried out in the Amhara National Regional State.

The purpose of this study is therefore, to assess the management capacity of the WEOs and to identify the major problems of management therein. The study also attempts to forward possible solutions by way of recommendations. In so doing, it tries to answer the following basic questions.

1. Organizational Structure
   a. Do WEOs have authority, which is commensurate with responsibility?
   b. Are procedures, rules and regulations clear?
2. Staffing
   a. Are the various positions in the WEOs filled?
   b. Do the educational managers and staff of the WEOs have the requisite qualifications?
3. Performance of WEOs

   How well do the WEOs staff perform in:

   - planning?
   - provision of instructional materials?

- allocation of finance?
- assignment of employees?
- provision of information?
- conflict resolution?
- provision of pedagogical assistance?

1.3. Significance of the Study

The study is important in the following respects.

1. It will reveal the status of the managerial capacity of WEOs to manage the educational system. It will also pinpoint the major problems that affect educational management at WEOs. These might help the concerned authorities to take timely measures to minimize the problems if not possible to avoid.
2. The recommendations made may be used for improving the educational management system at WEOs in Amhara Region in the future.
3. The study may also add to the literature on the area and open ways for further research.

1.4. Delimitation of the Study

Though management is carried out at various levels of the educational system and can be analyzed from different angles such as process, approaches and effects, the emphasis of this study is delimited only to assessing the management capacity of WEOs to manage the educational system. Taking into account the time and other resources required for the data collection process, the study covers only the Amhara Region. The Amhara Region has 11 zones with a total of 105 woredas. It was not manageable to conduct the study in all zones and woredas of the Region. Thus the study is delimited to five zones and 22 woredas of the Region.

1.5 Limitations of the Study

Since the study was not conducted on nation-wide, the findings which are the basis for generalization are not supposed to be free from some limitations which are likely to appear on other same studies. In fact, the basis taken into consideration for not undertaking a nation-wide based research was due to time constraints and unmanageability of the size.

Due to shortage of reference materials, which are based on exhaustive research work in Ethiopian context related to the study, the researcher has mainly depended on foreign sources. Few respondents were also reluctant to fill out and return the questionnaires within the expected time frame. The researcher had to make relentless effort to come up with this out come.

1.6 Methods and Procedures

This study used descriptive survey method. This method was found to be sound for assessing the management capacity of the existing WEOs in the Amhara Region because the focus is on identifying the general features of the issue.

1.6.1 Sources of Data

To accomplish the purpose of the study, relevant literature review was made. Besides, primary data was gathered from related area personnel, i.e. 20 ZED and 88 WEO officials and staff, 110 primary and secondary school principals. Apart from these sources of data, documents related to qualification and experience of the WEO officials and staff as well as the positions which were not filled were examined.

1.6.2 Measures /Variables

Organizational structure, qualification and experience of educational managers and staff, authority and functions of management such as planning and decision making are measures (variables) of the study.

1.6.3 Instruments for Data Collection

Three basic instruments were used in the process of gathering the necessary data for the study. These were two sets of structured questionnaires (one set for ZED and WEO officials and experts, one set for primary and secondary school principals), unstructured interview and document analysis.

1.6.4 Procedures of Data Collection

As it is indicated in the delimitation of the study, it is difficult to assess the management capacity of all WEOs in the Region. This forced the researcher to conduct the study on limited zones, woredas and schools of the Region. In doing so, five ZEDs (45.45 percent) were selected as sample zones of the study using stratified sampling technique. The Zones of the Region were stratified based on their geographical location (zones located in the East and West of the Region).

From the five Eastern Zones, two zones (North Showa and South Wollo) and from the six western zones, three zones (East Gojjam, Awi and North Gondar) were selected as sample zones of the study using random sampling technique. From the sample zones, 22 woredas (five woredas from each of the four zones and two woredas from one sample zone- Awi) were also selected as sample woredas of the study using the random sampling technique. After the sample zones and woredas were identified, 110 sample schools (five schools from each sample woreda) were randomly selected. Sixteen of them are secondary schools.

Accordingly, 22 WEO heads (one from each sample woreda) and 110 school principals (one from each sample school) were selected as the sample population of study using availability sampling technique. Besides, 20 ZED officials and experts (four from each sample zone) and 66 officials and experts (three from each sample woreda) were randomly selected as the sample population of this study. Thus, a total of 218 respondents were used in the study.

The respondents of the study were also categorized into two groups. One group of the respondents consists of ZED and WEO officials and experts. On the other hand, the sample school principals were taken to be the other group of respondents of the study. Two sets of questionnaires were prepared for the two groups of the study and pretested in two woredas (Mecha and Bahir Dar) in order to avoid errors related to language, ideas, logic, etc, and to enrich the framed items. The selection of the woredas was arbitrary as the purpose of this stage was to confirm the applicability of the instrument. As a result of the pilot test, changes were made on the questionnaires. Then, the final copies were distributed to the respondents as depicted in Table 1.

Table 1. Number of Respondents by Type and Zone

Respondents	Zones					
	North Showa	South Wollo	East Gojjam	Awi	North Gondar	Total
ZED officials and experts	4	4	4	4	4	20
WEO officials and experts	20	20	20	8	20	88
School principals	25	25	25	10	25	110
Total						218

1.6.5 Methods of Data Analysis

The data obtained through the sets of questionnaires were tallied, tabulated and the frequency counts were changed into percentage. Then, the two statistical tools- percentage and mean rank were employed for analysis. The data were also processed by a computer. On the other hand, the information which was collected using unstructured interview was reported through narrative description as obejectively as possible to complement those data which were obtained through questionnaires.

1.7 Operational Definitions

Management is " planning, organizing, leading and controlling the work of organization members and of using all available resources to reach stated organizational goals"(Stoner J., R.Edward Freeman and Daniel R.G., 1998:7).

Organizational Structure is "the way in which an organization's activities are divided, organized and coordinated... to achieve goals" (Stoner J., R. Edward Freeman and Daniel., R.G. 1998:7).

Capacity is " the ultimate limit to which an individual could develop any functions, given optimum training and environment" (Good, 1973:78). It is operationalized in terms of the scope of organizational structure, the number, education level, experience and relevant training of the personnel of the Woreda Education Office to manage the educational system.

Officials- in this context, refers to those heads of ZEDs and WEOs, team leaders, service heads, main section and section heads in both ZEDs and WEOs.

Authority- is the right to make decisions on resources and activities for which one is responsible (Holt, 1993).

Responsibility is" the accountability (obligation) for reaching objectives using resources properly and adhering to organizational goals" (Rue and Byars, 1990:24).

Zone " is an administrative locality, and hierarchy next to the region consisting of limited woredas under it" (ANRS, 1995:35).

Woreda is the lower administrative hierarchy next to the zone consisting of a certain number of kebeles under it (ANRS, 1995).

1.8 Organization of the Study

The study consists of four chapters. The first chapter contains the background of the study and its approach. The second chapter deals with the review of the related literature. The third chapter provides the presentation and analysis of the data. Lastly, the fourth chapter presents the summary, conclusions and recommendations of the study.

CHAPTER TWO

REVIEW OF THE RELATED LITERATURE

In this chapter, the conceptual framework of management, the skills and qualities required of educational managers, the roles and functions of WEOs are presented.

2.1. What is Management?

Different authors define management in different ways. Paisey and Alan (1987:3) define management as " the process of marshalling and combining resources of all kinds ... to ensure that set objectives are reached." For Adesina (1990:7), " management is the organization and mobilization of all human and material resources in a particular system." According to Brown and Moberg (in Ayalew 1991:1), management is basically "...marshalling both human and material resources towards common organizational goals."

Management is also defined as " the process of planning, organizing, leading and controlling the work of organization members and of using all available organizational resources to reach stated organizational goals" (Stoner, Edward and Daniel, 1998:7). Though different authors define management in different ways, these definitions denote that management is not a simple task. It is rather a complex task that deals with the manipulation of time, human, material and financial resources in the attempt of attaining the goals of any undertaking. From these definitions it can also be clearly seen that the main purpose of management in any organization is directing and utilizing the available resources in a manner that can help to attain the objectives for which the organization is established.

2.2. Similarities and Differences in Executing Functions by Organizational Level

Management functions are similar at all levels of a system or organization because every body is a manager for the task assigned to him, except may be those at the grass roots level. However, the scope of authority, the level of responsibility and the nature of the task to be performed differ because of the difference of the tasks to be performed at each level of an organization (Adesina, 1990). It is also not deniable that job specifications vary from one managerial position to another. Circumstances, too, can affect managerial functions

differently; what is similar to all is that they involve broad managerial functions. Moreover, management " is inescapable and ubiquitous; it exists because diverse human beings have to work together in organizations" (Paisey and Alan, 1987:3).

As a manager everyone makes decision. The decision could be either routine or unique. Routine decisions deal with operating procedures and are made through a thorough knowledge of rules, regulations and policies of organization. Mostly, it is carried out by the lower level managers who are managers of their work. On the other hand, unique or innovative decisions deal with new decisions which go beyond established procedures. In such a case, those top and middle level managers who are involved in making unique decisions deal with exceptional problems which usually require creativity. To bring about creativity, managers need to develop manegerial skills which enable them to examine the problem from every angle and to think as many solutions as possible for the particular problem so that they will be successful in influencing the work group to accomplish the task as desired (Carr, 1995).

2.3. The Characteristics of Educational Management

According to Blue and Scott (in Morphet, Johns and Reller 1982), every organization is formally established for the explicit purpose of achieving certain goals. In this case, organizations differ from one another in the functions they carry out which requires special technical skills and abilities. However, this does not mean that there are no similarities among formal organizations. They are similar at least in having basic categories such as participant, managers, clients and the public at large. Katz (in Ayalew, 1991) also points out that human and conceptual skills which are required of managers are common to all managerial activities in all organizations.

Though there are some similarities between the management of educational and other organizations, educational management has distinct features which make it different from other areas of management. As Bush et al (in Ayalew 1991) stated, the following are the major distinctive features that make educational management different from that of other organizations.

- It is more difficult to define educational objectives than defining objectives of industrial plants or other service giving organizations.

- The inputs in education are difficult to process in the same way as other raw materials are processed in a factory.
- Unlike other organizations there is no much difference in qualification between managers and subordinates.
- Evaluation of output in education is difficult.

2.4. Decentralized Educational Management Versus Centralized Educational Management

Nowadays, decentralized and centralized educational management systems are being practical in different countries. Each has got its own merits and demerits depending on the situation because the functions of the education system are affected differently by the degree of centralization at different levels of the system (Faustor and Carlos 1995). Highly centralized system will force top level managers to involve in routine administrative duties which can be delegated to lower levels. In such a case, they cannot effectively perform the major managerial functions such as planning broad policies, designing strategies and the like. Moreover, in some cases, decentralization-devolving certain function with appropriate authority, responsibility and resources to lower levels will make the system efficient. "A more decentralized governance structure is needed so that schools, ... can offer their local communities the services, programs and activities which they desire " (Sander and Peter, 1984:41). On the other hand, centralization may be efficient for some purposes "such as producing textbooks and training teachers because it achieves economies of scale which are practically important when financial and managerial resources are scarce" (Lockheed and Adriaan, 1991:119).

2.5. Determinant Factors of the Management Capacity of An Educational Institution

In any educational organization, for plans and programs to be successfully implemented, there must be an ideal management capacity. The management capacity need to be raised to a level where it can mobilize resources, respond to various requests and handle challenges effectively (Sack and Mahieddine, 1997). Unless effective management is seen as a top priority by policy makers, the scarce resources which are allocated for education will not be utilized properly. In such a case, it will be difficult to do the job as intended. If the job is also not properly done it

will have a negative effect on the future development of a country because education and development are interdependent (Rogers, 1992). The success or failure of any organization largely depends on its structure, managers and staff competence, resources, legal, regulatory and political environment (Prokopenko, 1998).

2.5.1. Organizational Structure

According to Hicks (in Forojalla 1993:146), " structure refers to the arrangement of authority, accountability, relationships, activities and communication channels within an organization." It is a deliberate patterning of relationships as well as a means for grouping the activities and assigning them to specific positions and people to realize organizational goals (Paisey, 1992). This shows its importance in getting the work of an organization accomplished. However, all organizations cannot have the same type of structure because each has got its own particular purpose. This particular purpose undoubtedly necessitates the designing of a structure that can serve the specific purposes of the organization. Therefore, since it is an instrumental device serving as a means to achieve organizational goals, careful consideration has to be given to it.

Organizational structures can be either effective or ineffective depending on the way how jobs, authority and positions are distributed in the organization or at all management levels of the education system (Lockheed and Adriaan, 1991). People in an organization may not do their jobs properly for one reason or another. One of the causes could be attributable to the structure where responsibility is not coupled with authority and resource (Knight 1993). They fail to do their jobs effectively when they have no the authority or resources to do the job. The responsibility given to one person or a group of people in any organization must be commensurate to authority delegated. Otherwise, it is hardly possible to perform the task as desired. If the delegation of authority does not match with responsibility, organizations will be affected adversely (Organ and Thomas, 1991).

Rules and procedures regulate behavior in an organization (Owens, 1998). These rules and procedures clarify issues as how to proceed in the organization in the course of carrying out duties and responsibilities. " Each person... should know exactly how and when he or she will interact with others to achieve the mission and move ever closer to the ideal vision " (Kaufman, 1995:95). This helps to minimize, if not to avoid, duplication of efforts and ineffectiveness. In addition to this, they contribute in raising staff security and sensitivity to

duties and responsibilities by showing as how various issues can be tackled (Davies and Linda, 1994).

Understanding rules and procedures of an organization means understanding the system. So, managers need to give due attention to orienting rules and procedures particularly to the newly recruited and assigned personnel. It minimizes adjustment problems (Adesina, 1990). If those newly recruited and assigned personnel are not adequately informed as how to handle the new job in the new system they may fail to do it as per the interest of the organization.

2.5.2. Personnel

The success of educational organizations largely depends on the type and adequacy of personnel they have. Hence, "employees must be selected and placed on those jobs with care" (Bittel, 1985:160). Each position has to be filled with appropriate type of personnel.

In any organization, both managers and other employees can contribute best to the success of the organization when they possess the required skills. The level of education and training of individuals can have direct influence on the quality of their performance and consequently on the attainment of organizational objectives (Lockheed and Adriaan,1991). Therefore, there is a need to staff organizations with people who have the appropriate type and level of education and training.

Nowadays, the initial training each personnel has for the position he/she holds is becoming inadequate because our contemporary world is characterized by rapid development of science and technology which affect many jobs and modify the corresponding qualifications and skills required (Bertrand, 1992). This development brings about changes in all spheres of human activities. Employee's past experiences, tools, attitudes, needs, and interests become obsolete and no more serve them. This shows that continuous on the job training is of paramount importance to cope up with the changing world in carrying out duties and responsibilities as per the organization's new interest. In addition to this, the initial training may not be comprehensive enough to encompass all the knowledge and skills required for the job (Hallak, 1990).

Similarly, the change in education and training policy requires the performance of new jobs. These new jobs may also require relatively new skills that veteran employees in the WEOs, ZEDs, REB and MOE do not have. In such a case there is a need to organize short term on-the-job trainings so that employees can have the necessary skills needed to the jobs. Therefore, continuous training and education are required to enable employees cope up with the changing environment.

2.5.3. Finance

Finance is needed for the proper operation of any organization. It is unimaginable to attain the goal with out money. This is true of the educational organizations too. The managerial and instructional personnel of all levels and programs, materials to be used and all other essentials need money (Adesina, 1990). It is of paramount importance specially, at a school level where the actual teaching-learning activity is carried out. The amount of finance that is available to schools and the way it is utilized influences the quality of their performances. So, this resource need to be managed wisely in order to increase its contribution to the betterment of the quality of education (Lockheed and Andriaan, 1991).

This requires the establishment of a good system of financial management. In order to establish good system of financial management, educational managers at all levels must be equipped with pertinent information that will enable them to answer the basic questions which can enhance the proper utilization of finance (Frith, 1988). The questions that must come to the minds of those managers are: for what purpose to use? How much to use? When to use and through whom to use it?

In addition to this, clear long term plans and priorities as well as operational plans which need to be linked to the budget contribute to the establishment of effective financial management system (Knight, 1993:25-35). Budget, which is expressed in monetary terms is a quantitative statement of the resources set aside for planning, carrying out and controlling activities for a given period of time at all levels of the organization (Stoner, Edward and Daniel, 1998:568-569). Therefore, several factors have to be considered and critically examined in budgeting at all levels to properly allocate and utilize the scarce financial resource in the management of education.

2.5.4 Instructional Materials

Education was conceived as a process of transmitting factual knowledge and the teaching learning activities were verbal-oriented and not activity-oriented. Memorizing facts was considered as sufficient and successful learning. The learners were discouraged not to be inquisitive and little attention was given to their ability. In general, it was teacher-centered; the teacher is authoritarian; whatever he/she says is correct and accepted by the learners who are passive listeners (Romi Zomski, 1989; Sampath K. et al 1984).

However, nowadays, the learner-centered approach which encourages the active participation of the learners with optimum use of instructional materials has been on use, and the teacher is intended to play a facilitating role (Nunan, 1993). This can materialize when instructional materials such as text books, teacher guides, books, work books, reference materials, science-kits, and other relevant teaching aids that can contribute to the enhancement of learners' achievement are available.

In Ethiopian context, too, as per the standard set, the availability of adequate and appropriate instructional materials to any educational program is one of the prerequisites to be fulfilled (MOE, 1987). Instructional materials that can facilitate the teaching learning process need to be easily accessible to both teachers and learners. Although shortage of instructional materials makes the lessons abstract and meaningless, Carron and Ta (1996) noted that availability and adequacy alone is not enough. It has also to be the appropriate ones. When the right type of instructional materials are used by teachers and students at any level of the education system, the teaching- learning process is facilitated and a sense of working together is developed.

According to Lockheed and Adriaan (1991:47), " instructional materials are critical ingredients in learning, and the intended curriculum cannot be easily implemented without them." Teachers' effectiveness is also increased in an environment where instructional materials are available and properly selected and utilized. Moreover, all materials should be relevant to the experience of learners of each level because a level too advanced discourages and a level that is low lacks challenges and creates loss of interest.

2.6. The Skills and Qualities Required of an Educational Manager as a Leader

All managers at various levels of the education system have a definite task to perform as managers though they may use different skills because of the difference in the nature of the task, competence and skill they have (Lockheed and Adriaan, 1991). They can do their jobs effectively when they have the required skills and competence. The unqualified and inexperienced individuals cannot manage the overall education system. They can also have the required skills such as planning, organizing, decision making, supervising, evaluating, communicating, motivating, and conflict resolving when they have at least the basic level of education and training in the fundamentals of managerial practice.

2.6.1. Planning Skills

Planning is the foundation upon which other management functions are based because it logically precedes the execution of all other manegerial activities (Kemmerer and Doguly, 1997). Planning is a means of providing alternative ways of achieving the same objectives. It is also means of determining priorities which help to determine how to make the best use of available resources. If educational managers are to manage the education system properly, there is a need for planning because " school improvement is the result of careful planning, particularly in the use of scarce resources" (Poston,Paula and Connie, 1992:156).

Since resources are scarce, planning helps to use the available resources efficiently. Planning should also be based on reliable data. Because careful planning can address problems like the gap between demand and supply of education, the imbalance in educational achievement among different woredas, the low social demand for schooling and the like. Since the whole idea of management is to bring about efficiency and effectiveness, the aim of educational planning is to make " ... education more effective and efficient in responding to the needs and goals of its students and society " (Coombs, 1975:14). So, education managers as planners can contribute to the betterment of the system when they have the skills in and insights into educational planning (Cohen and Geske, 1990).

2.6.2. Organizing Skills

Good plans can do nothing unless activities are properly organized. The activities in an organization are interrelated; they are not done in isolation. However, specific activities need to be assigned to individuals on the basis of their qualification, experience and interest. They are to be organized in such a way that they can bring out desired results. This requires effective organization. Effective organization will also "require a lot of wisdom, maturity and objectivity on the part of the manager" (Adesina, 1990:11). Educational programs of all types or levels can be carried out properly when things are organized properly. In an environment where there is proper organization, " everybody would be great at all the jobs " (Carr, 1995:35). Therefore, education managers need to have organizing skills so that plans can be implemented and educational establishments can properly function.

2.6.3. Decision Making Skills

Decision making is the process of defining problems, generating alternative solutions, choosing one alternative and implementing it (Holt, 1993). It is central to management and a key factor for success or failure in the process of accomplishing tasks for the attainment of organizational goals. It is also key because all other managerial functions can be interpreted best interms of decisions made (Cunningham, 1982). For effective decision making in educational organization, better educational managerial capacity and participation in decision making of all that will be affected by the decision is very important because no individual has sufficient expertise and knowledge to make good decisions (Owens, 1998).

However, making a good decision alone is not enough. It has to be implemented. Hanson (1996) indicates that a decision is complete only when it is put into action. Nowadays, decentralization of education is being practiced both in developed and developing countries. According to Forojalla (1993), in a decentralized system, local educational organizations have authority to make decisions on various educational managerial functions such as recruiting, training, staffing, promoting, finance generating and utilizing and curriculum material development, depending on the nature of decentralization a country has adapted.
Therefore, the capacity that managers have to make sound decisions will increase the level of efficiency in managing resources towards the attainment of organizational goals.

2.6.4. Supervisory Skills

Supervision is an integral part of management that helps education managers and planners to manage educational organizations. Supervision covers " ... all those services whose main function is to inspect, control, evaluate and/or advise, assist and support school heads and teachers " (Carron G.and Anton, 1997:1). It is an instrument with which authorities maintain a necessary contact with organizations to ensure that the system is working satisfactorily and efficiently. It also helps to establish positive relationship between the leader and subordinates (Adesina, 1990).

Teachers who are the most important actors in the proper operation of any educational system have needs that cannot be satisfied either by their own efforts or efforts of colleagues with similar experience which seek the support of professionals with high level skills (Buckley and David , 1990). So, those new teachers particularly who are assigned in the periphery are to be assisted to understand the purposes, responsibilities and relationships of their positions and the directions of their efforts in order to facilitate the teaching learning process (Nielsen and William 1997). This seems to be true because what matters is not only adequacy and quality of resources provided to schools but how they are used in the classroom. Similarly, the new administrative personnel need professional support from within or outside the organization in which they work because they are expected to perform several tasks of which some could be new to them. As Carrion and Anton (1997) pointed out, in an era of increased decentralization and school autonomy, there is a need to strengthen the skills of personnel involved in supervision. In general, supervisory skills will enable managers of all levels in the educational system to provide the right type of support to organizations. Employees cannot be successful in attaining organizational objectives if they don't get the support they need such as technical assistance, the right tools or supplies (Carr, 1995).

2.6.5. Communication Skills

Communication is one of the most vital skills that managers need. It is said that education and communication must go hand in hand because managers, planners and other experts at all management levels of the education system are expected to be good communicators in order to introduce the innovations in education (Tedesco and Rosa, 1999). An organization cannot

survive unless a means of communication is established among its various operating levels. Managing people who are engaged in different activities at different levels of an organization, too, requires an understanding of several behavioral factors. Communication as one of the central aspects of managerial activities is an important tool for achieving coordination and control (Davies and Linda, 1994). Without communication there cannot be organized activities.

At all levels, strong management is based on good communication systems because management " could not take place without communication, and organizations could not exist without it " (Bush and John, 1994:245). Like any organization, educational establishments, too, can function properly only if they have effective communication systems. Otherwise, resources will be misused, directives will be misunderstood, distorted and misinterpreted. Employees, too, will not understand their duties well, nor can they accomplish them effectively. Moreover, educational managers can do better at resource allocation, planning and program management when effective system of information flow is established because they will be more realistic in doing those managerial functions when reliable information is available to them. That is why it is said " managers rarely work with things but rather with information about things" (Donnelly, et al. 1992:420).

2.6.6. Motivating Skills

Riches and Colin (1994:1) stated, "of all the resources at the disposal of a person or organization, it is only people who can grow and develop and become motivated to achieve certain desired ends ". Motivating people is also central to the purposes of management to enable organizations maintain people who are:

- attracted to staying in organizations,
- to perform their tasks in a dependable manner, and
- to go beyond this to engage themselves in creative and innovative behavior (Bush and John, 1994:223). The way organizations respond to peoples' needs and interests determine the degree of attaining the targets of an organization.

Motivating factors could be monetary or nonmonetary. However, "... people work at their best when they are achieving the greatest satisfaction from their work" (Davies and Linda, 1994:67).

2.6.7. Evaluating Skills

Evaluation is the process of judging the value or worth of something. It could constitute the evaluation of the system itself or the evaluation of all the individuals within the system (Adesina, 1990). According to Glueck (1982:368), " evaluation is personnel decision that affects the status of employees regarding their retention, termination, promotion, demotion, transfer, salary increase or decrease or admission into a training program." It also helps to know the actual operation of the programs and to determine the degree of effectiveness (Heneman et al, 1996).

Evaluation could be of two types namely summative, and formative (Lewy, 1991). Summative evaluation is conducted at the end of implementing a certain program. It often leads to a final report which may be used to repeat or not to repeat certain activities in another project or program, whereas, formative evaluation is conducted during implementation to take the necessary and corrective measures and adjustments at the right time. Therefore, in the course of management, since it is essential to know what has been achieved, evaluation scheme or system needs to be well planned and effectively managed so that it can serve as a means of achieving goals.

2.6.8. Conflict Management Skills

Conflict, which can be constructive as well as destructive depending on the way it is handled, is an inevitable and integral part of everyone's life (Newton and Tony, 1992, Owens, 1998, Bittel, 1985). The main sources of conflict in an organization are:

- insufficient resources to meet the requirements of the sub-units to do their work,
- desire to control the activities of other units, and
- difference among groups of employees in what to do and how to do (Owens, 1998).

If conflict is properly managed it can contribute many useful things to an organization by stimulating creative solutions to problems. However, there is no one best way of managing conflict, it depends on the nature of the conflict.

2.7. The Roles and Functions of Woreda Education Offices

In Ethiopia, prior to the 1991 change of government, the educational management system was highly centralized (TGE, 1994). Resources allocated to education were very inadequate and mismanaged. With the intention of addressing those problems, new strategy which emphasizes the importance of decentralization was devised in 1994. However, centralization may not be the only cause of the problems of the education management system because "both centralization and decentralization ... have potential benefits and liabilities" (Fiske, 1996:8).

Nowadays, decentralization of education is also becoming a global issue and several countries (both developed and developing) are practicing it (Malpica, 1995, Fiske, 1996, Govinda 1997). In a decentralized education management system, local educational organizations have authority to make decisions on various management functions. The overall purpose of decentralization is to make educational organizations of all levels more efficient in making decisions locally and carrying out the day to day activities.

Similarly, in Ethiopia, educational management has been decentralized since 1994 with the formulation of the new Education and Training Policy (TGE, 1994). Its purpose is to make the organization and management of the education system democratic, efficient and professional so that problems of relevance, quality, access and equity of education and training will be alleviated.

2.7.1. Stated Roles and Functions

In 1994, the educational management system had been restructured to operate under a decentralized system. As a result of this restructuring, now the educational management system has five levels, i.e. the Ministry of Education, Regional Education Bureau, Zone Education Department, "Woreda" Education Office and the school. The actual teaching-learning process takes place at school level.

Most of the reforms of the education system that took place after the introduction of the 1994 Education and Training Policy are attached to the schools. The WEOs, as the responsible body to manage schools, have many roles and functions. The roles and functions of WEOs are mainly extracted from documents released by MOE, ANRSC and AREB. So, according to

(MOE, Tahsas 1988, MOE, Megabit1988, REB 1989, REB 1993, ANRS 1992), the following are roles and functions of the WEOs. Their main roles and functions can be broadly categorized into two main categories as management functions and pedagogical functions.

Management Functions

Planning

WEOs:

- plan the implementation of universal basic education programs in the woreda,
- make projections on enrolment and resources (financial, material and human),
- identify, select and propose sites where schools and training centers can be constructed,
- prepare maintenance and rehabilitation schedules,
- prioritize the implementation of all educational activities in terms of time and space,
- organize the annual plan of schools and participate in the preparation of the five year education sector development plan (ESDP).

Human Resource management

WEOs:

- recruit, assign and transfer 1st cycle primary school teachers from school to school within the woreda,
- facilitate teachers promotion as per Teachers Career Structure (TCS),
- check teachers' performance evaluation (TPE),
- screen those employees who can get salary increment which is to be based on individual employee's performances of two years time,
- handle disciplinary cases,
- facilitate retirement process.

Project Management

They:

- organize the annual plan of schools and participate in the preparation of the five year education sector development plan (ESDP),
- pilot new programs and projects,
- create inter-relationships with other sectors, institutions, associations and communities and devise strategies to obtain support for the education sector,
- coordinate NGOs who are involved in education sector within the woreda.

Information Management

They:

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

Financial Management

They:

- prepare annual budget request documents,
- allocate budget to schools and community skill training centers,
- audit school accounts.

Civil Works Management

They:

- involve in supervision and administration of primary school construction,
- maintain and rehabilitate school buildings, furniture and equipment.

Procurement Management

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

- prepare specification and bid documents,
- tender,
- select bidders,
- make contract agreement with the winner bidder,
- procure and distribute stationeries and other materials to schools and CSTCs.

Pedagogical Functions

They:

- check the proper implementations of both primary and secondary school curricula and co-curriculum activities,
- coordinate pilot schools to try out new curriculum materials,
- distribute the curriculum materials to schools, and check whether instructional materials are properly utilized or not,
- coordinate schools to evaluate the curriculum materials, organize the evaluation report and submit to ZEDs,
- encourage research work and select the best research works of the year,
- organize yearly symposium to popularize research works,

- establish school clusters and strengthen the cluster resource centers (CRCs),
- organize school based training for both instructional and administrative personnel at the CRCs,
- select centers for the national examinations,
- carry out basic adult education and community skill training programs,
- work towards ensuring that the quality of education provided complies with the approved standard,
- strengthen school based supervision and services to areas that need special support and to increase girls' participation in education,
- make the necessary effort to integrate education with development.

2.7.2. WEOs Organizational Structure

The kind of activities, duties and responsibilities to employees in the WEO are identified and attached to 27 positions (See appendix A). Pedagogical functions are attached only to six of the 27 positions (ARCSC,1987). The grade given to each position is not attractive to assign well qualified personnel who can give supervisory service to both primary and secondary schools. The grade classification given to the WEOs organizational structure can attract only the less qualified ones while they are supposed to supervise schools which are staffed with better qualified personnel.

2.7.3. Requisite Qualifications for the Positions

Every position is to be filled by a person who has a certain level of qualification because everyone can do his/her job effectively when he/she has the required skills (Govinda, 1997). The skills can be acquired through education and training. Likewise, the positions in the WEOs demand different levels of qualifications which range from grade four up to BA degree. The positions are classified into five categories as professional science, sub-professional science, administration, clerical and financial service and custodial and manual service (ARCSC, 1987). Though the civil service commission classified the positions into five categories, the major activities being carried out by the WEOs can be grouped into two broad areas as pedagogical and management functions. Those activities can be performed as desired when the personnel in an organization have the required skills to perform the tasks assigned to them (Chapman, Lars and Anna, 1997, Carron and Ta Nsoc, 1996). Both categories of

personnel need to have pedagogical and management know-how required for the respective positions they hold and for the proper operation of WEOs. As it is hardly possible to assign a non- qualified person as a nurse, laboratory technician, engineer and the like, it is not recommendable to staff an educational organization with non-qualified personnel.

Duties and responsibilities of employees in an organization change as a result of political, social and economic changes that take place in a country. For example, in those countries where decentralized education system is practiced, functions of teacher management-recruitment, assignment, training, salaries and the like are in the hands of local authorities (Bengrehi, 2000). In most cases, in a decentralized management system, decision making authority on educational functions is transferred from the central government to local institutions (Bray, 1985; Kai-Ming, 1994). Similarly, when a change from centralized to decentralized education system takes place, the distribution of responsibilities across levels of the education management system becomes different from that of the previous one (Chapman, Lars and Anna, 1997; Faustor, 1995).

Likewise, with the decentralization of the education system in Ethiopia that took place in 1994, the roles and responsibilities across all levels of the education management system changed.

Thus, each employee need to be introduced with the new methods and techniques required to perform the new tasks. This makes clear that the WEOs can operate efficiently and effectively when their personnel have both managerial and pedagogical skills required to perform the given tasks.

CHAPTER THREE

PRESENTATION AND ANALYSIS OF THE DATA

This chapter deals with the description of the sample population, analysis and interpretation of the data.

3.1. Characteristics of the Sample Population

Based on the sampling procedure described in chapter one, five ZEDs, 22 WEOs and 110 schools were included in the study. A total of 218 respondents (20 ZED and 88 WEO officials and experts, and 110 school principals) were selected to fill the questionnaires. All questionnaires distributed to the three groups were returned . However, seven questionnaires from the WEO officials and five questionnaires from that of the school principals were discarded because they were not properly completed. Thus, the analysis was made on the basis of information obtained from the properly completed 206 questionnaires (93.3 percent of officials and experts, and 95.4 percent of school principal responses).

The general characteristics of the respondents are presented here under.

Table 2. Characteristics of the Respondents

Characteristics	Respondents							
	ZED officials & experts		WEO officials & experts		School principals		Total	
	No.	%	No.	%	No.	%	No.	%
Sex:								
Male	20	100	81	100	103	98.1	204	99.02
Female	-	-	-	-	2	1.9	2	0.98
Total	20	100	81	100	105	100	206	100
Age:								
20 and Below	-	-	-	-	-	-	-	-
21 - 25	-	-	-	-	3	2.9	3	1.5
26 - 30	2	10	12	14.8	63	60	77	37.4
31 - 35	4	20	14	17.3	18	17.1	36	17.5
36 - 40	9	45	36	44.4	16	15.2	61	29.6
41 and above	5	25	19	23.5	5	4.8	29	14.0
Total	20	100	81	100	105	100	206	100
Level of Education								
Below grade 12	-	-	-	-	-	-	-	-
12th complete	-	-	11	13.6	4	3.8	15	7.3
12 + TTI	-	-	42	51.8	55	52.4	97	47.1
Diploma	-	-	28	34.6	31	29.5	59	28.6
1st degree	19	95	-	-	12	11.4	31	15.1
2nd degree	1	5	-	-	3	2.9	4	1.9
Total	20	100	81	100	105	100	206	100
Specialization								
Educational administration	1	5	2	2.5	2	1.9	5	2.4
Pedagogical science	7	35	-	-	5	4.7	12	5.8
Subject major	12	60	26	32.1	39	37.2	77	37.4
No Specialization	-	-	53	65.4	59	56.2	112	54.4
Total	20	100	81	100	105	100	206	100
Experience (service)								
1 - 5 years	-	-	-	-	13	12.4	13	6.3
6 - 10	1	5	9	11.1	16	15.2	26	12.6
11 - 15	5	25	16	19.8	39	37.2	60	29.1
16 - 20	11	55	21	25.92	24	22.8	56	27.2
21 - 25	3	15	23	28.4	7	6.7	33	16.1
26 and above	-	-	12	14.8	6	5.7	18	8.7
Total	20	100	81	100	105	100	206	100

As shown in Table 1, of the total respondents, almost all (99.08 percent) are males. Only 1.9 percent of school principals are females, but none among ZED and WEO officials and experts. This shows that female participation as school principals is very low and completely inexistent in the leadership as well as expert positions in both ZEDs and WEOs. This low participation of females might be the result of cultural contexts because even their participation in teaching profession is low. According to the 1999/2000 annual educational statistics abstract of AREB, only 38.01 percent, 14.3 percent and 5.5 percent of the teachers in the first cycle, the second cycle of primary schools, and secondary schools respectively are females.

Regarding the age distribution, ZED and WEO officials have similar concentration in almost the same intervals. Nearly the majority (45 and 44.5 percent) of ZED and WEO officials and experts are between 36 and 40 years while 60 percent of school principals are between 26 and 30. This shows that in most cases employees are promoted to WEO and ZED levels on the basis of service, not competence. This seems to be true because the current civil service regulation favours service more than performance.

As depicted in Table 2, all WEO officials, and expert respondents who are currently working in the WEOs are under graduates even though they are supposed to give both managerial and pedagogical assistance to primary and secondary schools. This is also true for other employees in all sample WEOs except one person in Dessie WEO (see appendix B). The main reason for this is the organizational structure itself. Of the 27 positions in the WEOs, only one position can accommodate graduates (see Appendix-A).

Concerning the qualification, only negligible size of the total respondents, (2.4 percent) were trained in educational management. Moreover, in 1992 (E.C.) it was found that out of those employees who were qualified in the field of educational management at diploma, BA and MA levels, a significant number of them - 111 (39.5 percent) were assigned to teach in schools (see Appendix C). On the other hand, in most cases, schools and WEOs are being headed by those who have no formal training in the area of educational management. In that same year there were 2882 primary and 81 secondary schools in the region (REB, 1992). Though these figures indicate the need for more qualified educational leaders in the area of educational management, nearly all schools are headed by principals who have no training in the area of educational management. This implies that less attention is given to the discipline

even though every manager at all levels of the educational system should have been equipped with the necessary managerial skills in order to manage the system efficiently and effectively.

As Table 2 above depicts, 6.3 percent of school principals have one to five years of work experience while there is no one in ZED and WEO who has work experience in this range. This indicates that the selection and placement of educational leaders and experts requires work experience on the job and related tasks.

3.2. Analysis and Interpretation of Data

3.2.1 Organizational Structure

In any system, organizational structure plays an important role to accomplish or not to accomplish tasks as intended. Good plans can do nothing if things are not organized in a way that the right people are doing the right things (Carr, 1995). In this case, a question was included in the questionnaire to know what the respondents feel about the current WEO organizational structure. Table 3 shows the results.

Table 3. WEOs' Organizational Structure

No	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	Does the current WEO's organizational structure serve to perform tasks effectively?								
	a/ yes	3	15	17	20.9	11	10.5	31	15
	b/ No	17	85	64	79.1	85	80.9	166	80.6
	c/ No response	-	-	-	-	9	8.6	9	4.4
	Total	20	100	81	100	105	100	206	100

As indicated in Table 3, the majority of the three groups of respondents (80.6 percent) responded that the current WEOs' organizational structure does not serve to perform tasks effectively. The responses of 61.7 percent of the respondents to subsequent open ended items justify that the reasons for ineffectiveness of the structure to be:

- low graded positions,

- unbalanced distribution of tasks,
- role diversity,
- wrong arrangement of authority and accountability,
- mismatch between responsibility and authority,
- poor communication channels within and outside WEOs.

Role diversity might be the result of failure to fill vacancies because some of the respondents indicated that as long as there are more vacancies in each WEO, nearly every employee is required to cover two or more positions. This implies that every one is given a long list of duties which is difficult to effectively handle. In such an environment it seems hardly possible to carry out the day to day activities of the WEO as planned. This shows that the delegation of authority, and the arrangement of activities and communication channels are not proper. This improper organising also will not enable the concerned personnel to manage educational activities properly, be accountable and have good relationship. Therefore, it is possible to conclude that the organizational structure is not serving as a means to achieve the specific goals of WEOs.

Table 4 . Adequacy of Authority Vested in the WEOs

No	Item	Respondents							
		ZED officials and experts		WEO officials and experts		school principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	The authority of WEOs								
	a/ enables to do the job	7	35	25	30.9	22	20.9	54	26.2
	b/ does not enable to do the job	13	65	56	69.1	83	79.1	152	73.8
	Total	20	100	81	100	105	100	206	100
2	The authority of WEO								
	a/ matches with its responsibility	4	20	14	17.3	17	16.2	35	16.9
	b/ is less than its responsibility	16	80	67	82.7	88	83.8	171	83.1
	c/ is more than its responsibility	-	-	-	-	-	-	-	-
	Total	20	100	81	100	105	100	206	100

With respect to the authority vested in WEOs, Table 4 shows that about a quarter of the respondents (26.2 percent) assured the helpfulness of authority delegated to jobs in WEOs. On the contrary, the majority (73.8 percent) of the respondents confirmed its inadequacy to do the

job. This indicates the existence of an imbalance between the authority and responsibilities of WEOs. The source of this imbalance, as many of the respondents (65.9 percent) indicated in the open-ended questions may be the high concentration of authority in either WETB or WAC. Even up until the ANRS revised the directives of teachers' career guideline, WEOs had no authority to select and assign school principals (MOE 1988, ANRS 1992). However, still now they are assigned regardless of their area of specialization though " they need to be trained, given regular support and supervision" (Hernes, Gudmund 2000:2). Thus, this shows that the WEOs which are the nearest of all educational management levels to schools are assigned to carry out and accomplish tasks and responsibilities with out adequate authority. Therefore, one can conclude that the authority delegated to them is not adequate enough to carry out the tasks properly.

As the data in item two of Table 4 reveal, no respondent agreed that the authority of WEOs is more than their responsibilities. Only 16.9 percent of them indicated that the authority of WEOs matches with their responsibilities. For the majority (83.1 percent), the authority delegated to WEOs is less than the responsibilities. Consistent with this, some respondents in the three groups indicated in the open-ended question that WEOs are doing the job with much dependency. According to them, in most cases, they seek the approval of WETB or WAC to act even on some of the planned activities. Any organization like WEO can fulfil the expectations demanded of it when it has authority which is commensurate with responsibility.

Managerial weaknesses, too, may arise at the WEO level when educational managers do not have authority or resources to do their job effectively. Consequently, such an environment may also adversely affect the delivery of both primary and secondary education since WEOs are the nearest responsible bodies to manage schools.

As it has been discussed elsewhere in chapter two that decision making is a core task of any managerial function which has the potential to influence future actions of the organizations. So, it is a key factor for success or failure in carrying out tasks to reach the desired end result.

Table 5. Decision Making Approaches

No	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	Decision is mostly made								
	a/ with the directives given by higher level officials	9	45	41	50.6	43	40.9	93	45.1
	b/ individually	2	10	6	7.4	7	6.6	15	7.3
	c/ in groups	5	25	27	33.3	39	37.2	71	34.5
	d/ no definite pattern	4	20	6	7.4	13	12.4	23	11.2
	e/ no response	-	-	1	1.3	3	2.9	4	1.9
	Total	20	100	81	100	105	100	206	100
2	Mostly decisions take								
	a/ long time	11	55	42	51.9	73	69.5	126	61.2
	b/ short time	9	45	39	48.1	32	30.5	80	38.8
	Total	20	100	81	100	105	100	206	100

Another skill that managers at any level are required is decision making. Literature in the area proves the non-existence of one best way of decision making which is applicable for all situations. Decisions can be made individually or in groups within or outside the organization depending on the nature of the issue. In situations where the case is too routine and when it is too technical and requires high level of technical skill, decision can be made individually (Owens, 1998).

Similarly, item one of Table 5 shows that decisions are made both individually and in groups. However, a significant number of the respondents (45.1 percent) indicated that decision is mostly made with the directives given by higher level officials. This means WEOs either have no proper authority to decide on resources or their personnel or lack the required expertise and knowledge to make good decisions. If we refer back to the previous tables (Table 2 and 4) both seem to be causes for decisions to be made with the directives given by higher level officials. The data on those tables confirmed that the WEOs lack both proper authority and qualified personnel.

On the other hand, WEOs are expected to do many things in the process of managing both primary and secondary education programs. Moreover, in the 1994 ETP document, it is stated

that educational management is to be decentralized and educational institutions are to be autonomous in their internal management. Local educational organizations in a decentralized educational management system have authority to make decisions on various educational managerial functions (Forojalla, 1993). However, in most cases, WEOs wait for the directives of higher level officials to make decisions. This may delay and adversely affect the teaching-learning process. Therefore, one way or another, it is possible to say that WEOs are much dependent and incapacitated to make sound decisions that can encourage desirable performance in schools.

A similar question was raised to know the span of time that decisions take. As it is depicted in Table 5, 38.8 percent of the respondents said that decisions take short time, while the majority (61.2 percent) confirmed that decisions take long time. In this case, decisions seem to take long time because as long as most of the decisions are made with the directives given by higher level officials, it undoubtedly takes longer time. If it takes longer time, the decision cannot be implemented within the expected time frame. If it is also not implemented it is not complete because any decision is complete only when it is put into action. Thus, in most cases, decision making at WEOs takes long time.

Table 6. Clarity and Availability of Rules and Directives

No	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	Rules and directives are:								
	a/ easy to understand	20	100	65	80.2	42	40.0	127	61.7
	b/ difficult to understand	-	-	16	19.8	54	51.4	70	34.0
	c/ not comprehendable	-	-	-	-	9	8.6	9	4.3
	Total	20	100	81	100	105	100	206	100
2	Documents of rules and directives are available in the:								
	a/ hands of the head	8	40	34	42.0	56	53.3	98	47.6
	b/ store room	6	30	9	11.1	6	5.7	21	10.2
	c/ library	1	5	-	-	6	5.7	7	3.4
	d/ hands of concerned employees	5	25	38	46.9	37	35.3	80	38.8
	Total	20	100	81	100	105	100	206	100
3	Efforts which were made to introduce rules and directives to employees were:								
	a/ high	-	-	17	21.0	38	36.2	55	26.7
	b/ medium	7	35	40	49.4	57	54.3	104	50.5
	c/ low	13	65	24	29.6	10	9.5	47	22.8
	Total	20	100	81	100	105	100	206	100
4	Managers degree of follow up to ensure that rules and directives are properly utilized is:								
	a/ high	2	10	19	23.4	26	24.8	47	22.8
	b/ medium	10	50	34	42.0	38	36.2	82	39.8
	c/ low	8	40	28	34.6	41	39.0	77	37.4
	Total	20	100	81	100	105	100	206	100

Every organization has rules, procedures and directives to be followed by its employees. They often serve to regulate behavior by clarifying issues as how to proceed in the organization in carrying out tasks (Owens, 1998).

Unless each personnel in an organization is a acquainted with procedures, rules and directives he / she will find it difficult as to how to proceed in the organization in the course of carrying out duties and responsibilities. They continuously govern the proper operations of educational establishments as they do in other organizations.

When we look at item one of Table 6, of the three groups of respondents, the majority of school principal respondents complained that rules and directives are difficult to understand. This shows that there are rules and directives which were not stated in a simple language that every one can understand. In addition to this, the nearby organization -WEO may not organize orientation programs for newly employed and vetran teachers to acquaint them with the newly developed procedures, rules and directives. Orientation programs have paramount importance because with the formulation of the 1994 Education and Training Policy and with the implementation of the new curricula, several procedures, directives and rules have been developed. Therefore, all documents of rules and directives need to be critically examined and restated so that all personnel in the education system can understand them easily.

Inavailability of documents of rules and directives or lack of access to such documents also seems to be a constraint in doing the job. In answering item two of Table 6, more than 50 percent of the respondents indicated that such documents are available in the hands of the head and in the store room only. Moreover, of the total documents that need to be available in both sample WEOs and schools, only 45.8 percent of them were available by the time when the data of this study were collected (see Appendix -D). In addition to this, 34.3 percent of the sample schools were working without having school's organization and management guide book. This means, those documents are inaccessible to most officials, experts and principals. From this, one can conclude that documents of rules and directives are mismanaged, probably due to ignorance or negligence.

Regarding the efforts made to orient rules and directives, the majority (50.5 percent) rated the effort as medium. Only 26.7 percent of the respondents evaluated it as high. It also appears the same if one treats the response of each group. Hence, the efforts made to introduce rules and directives to employees seem insufficient.

Concerning managers' follow up of the execution of rules and directives, Table 6 shows that 22.8 percent and 39.8 percent of the respondents rated the degree of managers' follow up as

high and medium respectively. Only 37.4 percent of them rated it as low. Like the earlier issues, controlling also lacked proper consideration by WEO officials. In general, from what has been said in all items of Table 6, one can conclude that educational managers of all levels have not given due attention to the popularization of those procedures, rules and directives.

3.2.2. Staffing

In any organization, due attention needs to be given to staffing in order to match people and positions so that the right person be assigned for each job. There must be a person who is responsible for the performance of tasks assigned to each position in any organization.

Table 7. Vacancies

No	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	The period that vacancies remain unfilled								
	a/ Long	18	90	73	90.1	69	65.7	160	77.7
	b/ Medium	2	10	8	9.9	28	26.7	38	18.4
	c/ Short	-	-	-	-	8	7.6	8	3.9
	Total	20	100	81	100	105	100	206	100
2	Efforts made to fill the vacancies								
	a/ High	4	20	22	27.2	18	17.1	44	21.4
	b/ Medium	2	10	20	24.7	29	27.6	51	24.8
	c/ Low	14	70	39	48.1	58	55.3	111	53.8
	Total	20	100	81	100	105	100	206	100
3	The practice of allocating budget for vacancies								
	a/ High	-	-	-	-	-	-	-	-
	b/ Medium	5	25	17	20.9	19	18.1	41	19.9
	c/ Low	15	75	64	79.1	86	81.9	165	80.1
	Total	20	100	81	100	105	100	206	100
4	Employees' interest to stay on their jobs								
	a/High	2	10	13	16.0	16	15.2	31	15.1
	b/ Medium	7	35	25	30.9	28	26.7	60	29.1
	c/ Low	11	55	43	53.1	61	58.1	115	55.8
	Total	20	100	81	100	105	100	206	100

As it is indicated in item one of Table 7, the majority of the total respondents (77.7 percent) indicated that the period that vacancies remain unfilled is long. The data obtained from the 2nd set of questionnaires which was designed to know the number of vacancies in the sample WEOs prove this fact. It was found out that 139 (23.4 percent) of the 594 positions were unfilled by the time when the data of this study were collected (see Appendix A). Apart from the data obtained from the two sets of questionnaires, the interview conducted with the heads of sample ZEDs also assured that many positions particularly in rural WEOs remain unfilled for a longer period of time. The major reason attributed to it is non-attractiveness of the positions because of inadequate salary. The salary of each position is low and consequently decreases the tenure of personnel. According to them, the out flow is also increasing since many employees look for better pay. In most cases, the positions in other newly established institutions, be it sectoral or project offices, are filled by drawing persons from all levels of the educational management system.

In sum, while each position requires a person who can perform the tasks assigned to it, vacancies remain unfilled for a longer period of time. The vacancies in sample WEOs vary. There are 2 to 13 vacancies in each WEO (see Appendix-B). This will definitely make it difficult to carry out duties as intended under such conditions.

As item two of Table 7 shows 21.4, 24.8 and 53.8 percent of the respondents rated the efforts made to fill vacancies as high, medium and low respectively. Though the majority (53.8 percent) of the total respondents rated it low, this does not mean that the concerned education officials in the education sector are negligent of it. Most of them have indicated in the last open ended question that they request budget for the unfilled positions every year. They even raise it every quarter as a cause for not doing the jobs as per the annual plan when they sit together with woreda and zone administrative council members to evaluate the implementation of the annual plan. They further said that the concerned body to allocate budget for different sectors does not entertain more than ten percent of their request in the attempt to fill the vacant positions. More than 80 percent of respondents to item three also reflect the inadequacy of allocated budget to undertake its purpose. From this, one can conclude that the WEOs are demanded to fulfil the mission without filling the proposed positions.

In an effort to assess employees' stability in WEOs, respondents were asked to rate how interested employees are to remain in their job. Table 7 shows that the majority (55.8 percent) are not interested in their jobs. One major reason may be the heavy load they encounter as a result of the prevalent vacant positions.

Table 8.The Perceived Constraints to Fill Positions as Ranked by the Respondents and the Mean-Ranks and Rank Values of the Problems.

No.	Perceived Problems	Rank Frequencies							
		1st	2nd	3rd	4th	5th	6th	Mean	Mean Rank
1	Low salary	21	112	129	148	155	108	3.26	3
2	Inadequacy of budget	115	74	72	72	25	42	1.94	1
3	Shortage of manpower	23	118	57	164	175	174	3.59	4
4	Inefficient management	34	86	213	100	55	132	3.01	2
5	Long distance to walk to the work place	6	6	39	156	65	432	4.87	6
6	Working in rural areas	7	16	108	184	255	348	4.74	5

Note: For details see Appendix- F

As it is depicted in Table 8, a list of factors which were supposed to have impact on the attempt of filling positions were ranked by the respondents according to their degree of influence. Accordingly, inadequacy of budget and inefficient management are found to be the two top factors. At the same time those possible constraints like long distance to walk and working in rural areas were considered to have less influence on the effort made to fill positions. This also may mean that those constraints which were considered to have less influence are not felt problems of all levels of the educational management.

Though inadequacy of budget is the problem which takes the fore rank, inefficient management itself takes the second position in its seriousness. In an environment where the management of the system is inefficient, even the available resources cannot be properly utilized, let alone getting additional resource for filling vacancies. This seems to be true because though the recurrent budget which is allocated to the education sector every year is not adequate, even the little that is allocated is not utilized all in all (see Appendix-E).

This condition possibly makes the accomplishment of short and long term Education Sector Development Program (ESDP) very difficult. The report of the second annual review meeting that took place from March 13-15, 2000 also asserts that the overall physical performance for general education in the years 1991 and 1992 (E.C.) was low. The two major reasons cited for this low performance were inavailability of funds on time and problems of implementation capacity (ESDP/ HSDP Secretariats,2000). Those problems of implementation capacity can be associated with inefficient management.

Table 9. Level of Education Required for Positions in the WEOs

No.	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	Is the level of education required for the positions in the WEOs adequate to carry out the job?								
	a/ Yes	3	15	15	18.5	11	10.5	29	14.1
	b/ No	16	80	66	81.5	89	84.8	171	83.0
	c/ No response	1	5	-	-	5	4.7	6	2.9
	Total	20	100	81	100	105	100	206	100

As shown in Table 9, the majority of the respondents (83.0 percent) believe that the level of education required for the positions in the WEOs will not enable to manage the respective jobs. This means that those tasks and duties assigned to WEOs are not congruent with the grade given to the positions. Least graded positions cannot be filled by highly qualified persons, they are mostly filled with less qualified personnel.

An open ended question was also included in both sets of questionnaires in order to give place for respondents where they can elaborate their choices regarding item one of this table. Respondents also elaborated the major reasons for the failure to accomplish WEOs' mission. They indicated that less qualified personnel are assigned. This was also supplemented by the response of heads of the ZEDs for the interview conducted to identify the status of WEOs in

performing tasks. They confirmed that there is no room to accommodate graduates in the WEOs except one position (see Appendix -A).

In any organization due attention needs to be given to classifying jobs and positions from the outset of its establishment. This helps to match people and positions so that the right person can be assigned for each job. Otherwise, the organization will be filled with incompetent people who will break the organization's performance (Bittel, 1985). Similarly, as one can understand from the table and from what has been discussed above the WEOs do not seem quite good to perform their tasks.

Without planning it is difficult to organize people and other resources effectively. Without it managers and their subordinates have little chance to achieve the set goals (Chapman, Lars and Anna 1997).

Table 10. Planning Areas of Emphasis

No.	Item	Responses											
		Strongly agree		Agree		Not sure		Disagree		Strongly disagree		Total	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	During planning emphasis is given to:												
	a/ manpower												
	WEO	9	11.1	15	18.5	11	13.6	46	56.8	-	-	81	100
	School	-	-	12	11.4	-	-	93	88.6	-	-	105	100
	b/ material												
	WEO	2	2.5	13	16.1	3	3.7	41	50.6	22	27.1	81	100
	School	10	9.5	16	15.2	-	-	17	16.2	62	59.1	105	100
	c/ finance												
	WEO	38	46.9	26	32.1	5	6.2	10	12.3	2	2.5	81	100
	School	9	8.6	12	11.4	-	-	61	58.1	23	21.9	105	100
	d/ time												
	WEO	18	22.2	9	11.1	7	8.6	42	51.9	5	6.2	81	100
	School	79	75.2	26	24.8	-	-	-	-	-	-	105	100

performing tasks. They confirmed that there is no room to accommodate graduates in the WEOs except one position (see Appendix -A).

In any organization due attention needs to be given to classifying jobs and positions from the outset of its establishment. This helps to match people and positions so that the right person can be assigned for each job. Otherwise, the organization will be filled with incompetent people who will break the organization's performance (Bittel, 1985). Similarly, as one can understand from the table and from what has been discussed above the WEOs do not seem quite good to perform their tasks.

Without planning it is difficult to organize people and other resources effectively. Without it managers and their subordinates have little chance to achieve the set goals (Chapman, Lars and Anna 1997).

Table 10. Planning Areas of Emphasis

No.	Item	Responses											
		Strongly agree		Agree		Not sure		Disagree		Strongly disagree		Total	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	During planning emphasis is given to:												
	a/ manpower												
	WEO	9	11.1	15	18.5	11	13.6	46	56.8	-	-	81	100
	School	-	-	12	11.4	-	-	93	88.6	-	-	105	100
	b/ material												
	WEO	2	2.5	13	16.1	3	3.7	41	50.6	22	27.1	81	100
	School	10	9.5	16	15.2	-	-	17	16.2	62	59.1	105	100
	c/ finance												
	WEO	38	46.9	26	32.1	5	6.2	10	12.3	2	2.5	81	100
	School	9	8.6	12	11.4	-	-	61	58.1	23	21.9	105	100
	d/ time												
	WEO	18	22.2	9	11.1	7	8.6	42	51.9	5	6.2	81	100
	School	79	75.2	26	24.8	-	-	-	-	-	-	105	100

From the outset by looking at Table 10, one can easily observe that while some of WEO respondents responded not sure, none of school respondents responded to it. This implies that there are officials and experts in the WEOs who do not participate in planning.

As depicted in Table 10, the two groups of respondents give different emphasis to those resources even though they have to be given due consideration in the course of planning.

Regarding manpower, due consideration is not given both at WEO and school level. For schools it may be because supplying teachers and other personnel is the concern of ZED and REB. But for WEO as it has been discussed in item two of Table 7 it may be because of the fact that it is always demanded to fulfil its mission without filling the proposed WEO's positions. However, it seems unwise to plan without considering the type and quantity of manpower needed to implement the plan. Though various resources such as human, material and finance are important to carry out educational as well as managerial activities at any level of the educational system, human resource is the most important of all (Ahuja, 1983). It is the human resource that changes other resources into productive ones in the process of carrying out the given task of an organization. So, without giving due consideration to the man power available or which can be available in the course of planning, planning will remain being paper work; it cannot be implemented.

Similarly, material resource is not given due emphasis during planning in both WEOs and schools. Any organization requires the necessary materials in order to be successful in doing the job. Specially, instructional materials that appeal to at least one of the sense organs and used to achieve the intended learning objectives, need to be available in schools. Teachers' effectiveness is greatly improved in schools where a variety of appropriate types of instructional materials are available.

Moreover, " ... material conditions under which teachers work have a significant influence on their motivation" (Carron and Ta, 1996:97). Despite all these importances that material resource has, it is only few of the two groups of respondents that agreed to give emphasis to material resource at the time of planning. In such a situation, schools may not have the minimum equipment required for effective teaching-learning processes to take place. This means, the teaching learning-process that takes place at schools is predominantly verbal and

not activity-oriented even though the importance of utilization of materials is emphasized in the 1994 Policy Document.

Finance is the other element that needs to be considered during planning. Activities to be performed require finance; that is why plans are linked to a budget required for implementation. In this case, the majority of the WEO respondents -79 percent (the sum of 46.9 and 32.1 percent) asserted that due emphasis is given to finance during planning. On the other hand, the majority of school respondents (80 percent) did not show interest to consider finance during planning. Their response is almost similar to the three of the resources (manpower, material and finance). This implies that either schools do not involve in planning the major activities (may be it is centrally planned at WEO level) or school principals have less awareness about the process of planning.

When it comes to time resource, one can observe marked differences between the two groups of respondents. While all school respondents gave emphasis, only 33.3 percent of WEO respondents emphasized time during planning. This marked difference might have resulted because of the fact that teachers mainly focus on annual course planning; since annual course planning needs detail break down of lessons to be offered and related activities to be performed in semesters, months, weeks, days and periods. On the other hand, WEOs failure to give due attention to time as a resource means ignoring the importance of accomplishing tasks within a given time frame.

3.2.3. Performance of WEOs

Evaluation helps to know to what extent plans are implemented, and objectives or goals are attained. It serves to decide what readjustments to make and how to make them in the course of implementing plans as well as to learn lessons for the improvement of future performance.

Table 11. Evaluation of the Implementation of Plans

No.	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	The implementation of the plan is evaluated:								
	a/ every month	-	-	-	-	31	29.5	31	15.1
	b/ every quarter	20	100	74	91.4	49	46.7	143	69.4
	c/ every six months	-	-	7	8.6	23	21.9	30	14.6
	d/ at the end of the year	-	-	-	-	2	1.9	2	0.9
	e/ not at all	-	-	-	-	-	-	-	-
	Total	20	100	81	100	105	100	206	100

As depicted in Table 11, 15.1 and 69.4 percent of the total respondents confirmed that evaluation takes place every month and every quarter respectively. This may be the result of the directive which was developed by AREB and which has been in use since 1995. The directive encourages the educational management of all levels in the region to carry out evaluation and to report the results to the next higher level on quarterly basis. This is a good trend which has to be encouraged because it gives a chance to secure vital information. The information can be used either to take the necessary corrective measures in the course of implementing the plans or to learn from what had happened and to improve performance in the future. Therefore, it is possible to say that WEOs carry out evaluation on a regular basis.

Table 12. The Perceived Problems in Managing Instructional Materials as Ranked by the Respondents

No.	Perceived Problems	Rank Frequencies							
		1st	2nd	3rd	4th	5th	6th	Mean Rank	Rank
1	Unfair distribution	57	78	123	104	65	180	2.83	2
2	Poor handling	12	50	48	328	170	222	4.02	5
3	Late arrival	48	82	156	36	125	186	3.07	3
4	Inadequate provision	63	72	72	168	180	180	1.72	1
5	Poor quality	5	84	21	112	375	294	4.32	6
6	Improper utilization	21	46	198	76	115	324	3.78	4

Note:- For details see Appendix - G

Instructional materials are of great importance in facilitating effective learning. They increase the efficiency of the education system in general and classroom instruction in particular.

As the data in Table 12 reveal, inadequate provision, unfair distribution and late arrival are ranked as the top three major constraints in managing instructional materials. It does not mean that the rest three- improper utilization, poor handling and poor quality are not problems. They are also problems; their difference is in the degree of severity they have in the process of carrying out teaching-learning activities.

The prevalence of inadequate provision of instructional materials as the most severe problem can be traced to insufficient budget allocation discussed earlier. Even though documents show progressive trend in budget allocation to the sector, it is found not proportional to the annual enrolment rate. Besides much of it goes to salary and civil works (REB, 1992 E.C.).

The occurrence of unfair distribution, late arrival, improper utilization and poor handling problems in their order of severity can be attributed to the already identified characteristic of WEOs- inefficient management. Substantiating this, documents on assessment of the utilization of instructional materials show that text books and other instructional materials were kept in stores disorderly while schools are in need of them (REB 1992 E.C.).

Table.13 Criteria Used to Allocate Budget to Schools

No.	Criteria used	Respondents																	
		WEO officials and experts						School principals						Total					
		Always		Some times		Never		Always		Some times		Never		Always		Some times		Never	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1	Schools' operational plan	56	69.1	21	25.9	4	5.0	7	6.7	15	14.3	83	79.0	63	33.9	36	19.4	87	46.7
2	Number of students	61	75.3	11	13.6	9	11.1	16	15.2	42	40.0	47	44.8	77	41.4	53	28.5	56	30.1
3	Number of teachers	69	85.2	5	6.2	7	8.6	35	33.3	39	37.1	31	29.6	104	55.9	44	23.7	38	20.4
4	Income generated by each school	37	45.7	42	51.9	2	2.4	6	5.7	18	17.1	81	77.2	43	23.1	60	32.3	83	44.6
5	The level of school	72	88.9	5	6.1	4	5.0	46	43.8	44	41.9	15	14.3	118	63.4	49	26.4	19	10.2
6	Consensus of schools	8	9.9	14	17.3	59	72.8	-	-	3	2.9	102	97.1	8	4.3	17	9.1	161	86.6
7	Capacity to utilize	45	55.6	32	39.5	4	4.9	22	20.9	26	24.8	57	54.3	67	36.0	58	31.2	61	32.8

The items in Table 13 were framed to find out how frequently those criteria were used by WEOs in allocating budget to schools. If those criteria are properly used, subjective and unwise utilization of resources will be minimized if not avoided. When subjectivity is minimized, there will be a possibility for distributing or allocating budget fairly among schools.

As the data in the Table above clearly depict the two groups of respondents' responses are different. While the majority of the WEO officials and experts responded that the criteria are always used, the majority of school principals said that they are some times used and at other times never used. This difference is not also limited to the two groups of the respondents. One can observe differences even within respondents of the same group. Some school principals' responses do comply with the majority of WEO respondents' responses. Also there are some WEO respondents who comply with the majority of school principal respondents. This implies that there are some schools which are favored while the majority of schools are disfavored by WEO in allocating budget. This unbalanced allocation of the inadequately available financial resource to schools adversely affects the system as a whole.

As it has been discussed under Table 7 and 8 the budget allocated to education is inadequate. But in the last six years the recurrent budget allocated to the education sector of the Amhara Region was not utilized all in all (see Appendix -D). The wrong trend that the WEOs follow in allocating budget to their respective schools may also contribute to the inability to utilize the recurrent budget in the education sector. Moreover, of the utilized budget, Birr 190,301.70 was embezzled in the year 1992 E.C. (REB, 1992). This shows that the controlling mechanism itself is weak. It does not prevent such misuse.

Table 14. Availability of Finance in Schools

No.	Item	Respondents					
		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%
1	Schools receive the recurrent budget						
	a/ on time	7	8.6	-	-	7	3.8
	b/ late	69	85.2	96	91.4	165	88.7
	c/ no response	5	6.2	9	8.6	14	7.5
	Total	81	100	105	100	186	100
2	Schools receive the budget						
	a/ in cash	5	6.2	3	2.8	8	4.3
	b/ in kind	64	79.0	89	84.8	153	82.3
	c/ in both	12	14.8	13	12.4	25	13.4
	Total	81	100	105	100	186	100

As it is depicted in item one of Table 14, the majority of respondents (88.7 percent)agree that schools receive the recurrent budget lately. Also, in the last open-ended question of the questionnaire which was prepared for the ZED and WEO respondents, some of the WEO respondents complained against the woreda finance office for not releasing the budget allocated for the education sector on time. However, it is difficult to say that the delay is totally created by woreda finance offices, because some of the ZED respondents blamed WEOs in the same open ended question for the delay. This means both WEOs and woreda finance offices are not doing their jobs effectively. This ineffectiveness is also a hindrance for those schools to carry out educational activities as per the annual plan. Moreover, from this one can also conclude that the school plan is not linked or attached to the budget. Therefore, schools cannot do what they ought to do as long as the financial resource needed for their day-to-day activity is centrally managed at woreda level because schools do better when financial management is devolved to school level (Knight, 1993).

Similarly, about the way schools receive budget, the majority of respondents (82.3 percent) agree that schools receive their budget in kind. However, some school respondents expressed in the last open-ended question that they are not comfortable with services and goods that WEOs procure for schools. Yet, schools have not been given the chance to undertake procurement on their own for the reason that the organizational structure of most of the schools do not have positions where personnel for the management of finance and procurement can be assigned.

On the other hand, the AREB had set up a system that is reasonably effective to reduce delay and unnecessary procurement and introduced it to ZEDs in 1995. This system is believed to work effectively in schools whose staff are more than ten. But still they tend to centralize the procurement of goods and services that can easily be procured locally by the respective schools. This implies that schools are deprived of the simplest authority to decide on the already allocated finance. This deprivation brings about mismatch between authority and responsibility. This mismatch makes the school principals impotent to act as leaders.

The nature of information that is available at all levels of the educational management system has impact on schools' activities. Decision makers could do better in resource allocation, planning and program management if better information is available to them (Chapman, Lars and Anna 1997).

Table 15. Information Flow

No.	Item	Respondents							
		ZED officials and experts		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%	No.	%
1	Awareness about the importance of information is:								
	a/ high	4	20	19	23.5	27	25.7	50	24.3
	b/ medium	9	45	35	43.2	45	42.9	89	43.2
	c/ low	7	35	27	33.3	33	31.4	67	32.5
	Total	20	100	81	100	105	100	206	100
2	The practice of consolidating pertinent data is:								
	a/ high	1	5	8	9.9	13	12.4	22	10.7
	b/ medium	16	80	42	51.9	67	63.8	125	60.7
	c/ low	3	15	31	38.2	25	23.8	59	28.6
	Total	20	100	81	100	105	100	206	100
3	Completeness of the information flow:								
	a/ high	2	10	6	7.4	16	15.3	24	11.7
	b/ medium	10	50	28	34.6	58	55.2	96	46.6
	c/ low	8	40	47	58.0	31	29.5	86	41.7
	Total	20	100	81	100	105	100	206	100

As item one of Table 15 depicts, only 24.3 percent of the total respondents believe that both teachers and other employees have high awareness of the importance of information.

On the other hand, a significant portion of the respondents (32.5 percent) responded that the awareness among teachers and other employees is low. This implies that the supply of current information or updated data is ignored. In the absence of awareness about its importance no one will tend to organize and supply it to the other part of the organization.

This also may be one of the causes for WEOs to take long time to decide on matters that need to be decided on time as it had been discussed earlier- in item two of Table 5.

Regarding data consolidation, the same table reveals that the majority of the total respondents (60.7 percent) asserted that the practice of consolidating pertinent data is medium. Practically, it is true that the necessary data are not properly consolidated and reported timely. For instance, both MOE and AREB used to produce their own annual educational statistics abstract. However, the financial data that can show the amount of finance allocated and utilized for primary, secondary and other programs are not included for the reason that WEOs and ZEDs fail to report the exact figures on time. Moreover, from the practical experience of the researcher it has been observed that when the REB requests current data, the ZEDs do not respond immediately; they again request the WEOs; the WEOs, too, do not provide them immediately; they in turn request the schools. In this manner, it takes longer time and by the time it reaches REB, it sometimes becomes obsolete. This indicates that still many things need to be done in all levels of the education management in order to have well consolidated data. In the absence of consolidated data any organization cannot perform its tasks as planned.

When it comes to the completeness of the information flow, item three of Table 15 shows the presence of a marked difference among the responses of respondents. Of all groups, the majority of WEO respondents (58 percent) complained for the incompleteness of the information flow. To WEOs this may mean that it receives incomplete information from both the upper and lower levels of the education management system. According to the 1992 E.C. (2000/2001) annual report of REB, the Planning and Engineering Service of REB, too, was in a problem of getting complete information from ZEDs in all programs. In general, one can infer that the flow of information was of little help to do the job.

Table 16. Conflict Management

No.	Items	Respondents					
		ZED and WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%
1	In most cases, the cause for conflict is:						
	a/ failure to evaluate performance	23	22.8	61	58.1	84	40.8
	b/ promotion strategy	16	15.8	23	21.9	39	18.9
	c/ transfer strategy	7	6.9	4	3.8	11	5.3
	d/ mistreating employees	55	54.5	17	16.2	72	35.0
	Total	101	100	105	100	206	100

Table 16 indicates that the two groups of respondents vary in determining the causes for conflict. For the majority of ZED and WEO respondents (54.5 percent) mistreating employees is a cause while failure to evaluate their performances properly is a cause for school principal respondents. In both cases, to mean that failure to evaluate employees' performances as well as mistreating employees could be associated with the kind of rules directives and procedures followed and the capacity each personnel has to utilize the authority delegated to him/her.

Failure to properly evaluate the performance of the instructional personnel may result from ignorance, negligence and nepotism. According to MOE(1988), the evaluators of the teaching personnel are the school management, students and parents. Specially, the two groups of evaluators (students and parents) may lack knowledge of evaluation because in order to carry out the evaluation task more effectively, those involved in teacher evaluation have to be equipped with the necessary knowledge and skill about teacher performance evaluation (Wilson, 1988). Moreover, parents may not have adequate documents of their own which show about teachers' day-to-day performance. In such a situation appraisers may not be honest and work in a way that teachers trust them. This undoubtedly breeds conflict between the instructional personnel and the management body.

Regarding how employees are handled, as depicted in Table 16, the concerned authorities seem to mistreat employees more in ZEDs and WEOs than in schools. Mistreating may mean that authority is not based on a voluntary compliance. In such an environment, the subordinates may implement the decision made not because they see it as something legitimate, but they do it because they are forced to do it. This may make employees to be dissatisfied with their jobs. Therefore, it is possible to say that the concerned officials in ZEDs and WEOs fail to manage conflict wisely.

Table 17. Professional Support

No.	Item	Respondents					
		WEO officials and experts		School principals		Total	
		No.	%	No.	%	No.	%
1	Do you think that the professional support provided to schools by WEOs is sufficient?						
	a/ Yes	12	14.8	10	9.5	22	11.8
	b/ No	65	80.2	78	74.3	143	76.9
	c/ No response	4	5.0	17	16.2	21	11.3
	Total	81	100	105	100	186	100
2	Reasons for not providing sufficient support:						
	a/ lacking considerable expertise	33	40.7	48	45.7	81	43.6
	b/ shortage of budget	28	34.6	29	27.6	57	30.6
	c/ absence of due attention	1	1.2	6	5.7	7	3.8
	d/ all	19	23.5	22	21.0	41	22.0
	Total	81	100	105	100	186	100
3	How often do WEO experts visit schools in a year?						
	a/ Once a year	11	13.6	23	21.9	34	18.3
	b/ Twice a year	43	53.1	51	48.6	94	50.5
	c/ Three times a year	14	17.3	11	10.5	25	13.4
	d/ Four times a year	13	16.0	13	12.4	26	14.0
	e/ Not at all	-	-	7	6.6	7	3.8
	Total	81	100	105	100	186	100

Item one of Table 17 reveals that the majority of the total respondents (76.9 percent) assured that the professional support provided to schools by WEOs is not sufficient. WEOs which are the nearest of all educational management levels to schools may fail to provide supportive services because of scarcity of human and financial resources. This seems to be true since both are constraints to WEOs as discussed under Tables 2,3,7,8 and 9. In addition to this, all the interviewees highly emphasized the importance of developing new WEO organizational structure so that it can accommodate competent and well qualified personnel who can provide professional support to schools. They further elaborated the intensity of the problem by saying that even those available positions are not totally filled in most of the WEOs. Thus, this implies that WEOs are not in a position to offer sufficient professional support due to scarcity of adequately trained manpower and finance. In support of this as the data for item two of Table 17 reveal, considerable portion of the respondents (43.6 percent and 30.6 percent) asserted that lacking considerable expertise and shortage of budget respectively are reasons for not providing sufficient support to schools.

Specially, those teachers in rural areas need to be assisted continuously in order to gear their efforts towards facilitating the teaching-learning process that can increase quality. In many contexts, one major reason for the deterioration of the quality of basic education is related to the inability to provide professional support services (Perera, 1997). Likewise, WEOs' inability to provide professional support will undoubtedly contribute to the deterioration of quality of basic education.

As shown in Table 17, the frequency that experts visit schools in a year is low. According to item three of this table, the frequencies of expert visits to schools are once a year, twice a year, three times a year, four times a year and not at all as asserted by 18.3 percent, 50.5 percent, 13.4 percent, 14.0 percent and 3.8 percent of respondents respectively. In this case, the majority of the schools are visited twice or once in a year. These visits might have taken place only for administrative purpose such as to fill the evaluation form of principals on the basis of certain pre-set criteria. As long as there are schools which were not visited throughout the year, the performance evaluation forms of principals in those schools are filled without measuring the performance against the pre-set criteria. Therefore, this indicates that WEOs are not closely working with schools and some times may feed unreliable information to the next upper level of educational management (ZEDs).

CHAPTER FOUR
SUMMARY, CONCLUSION AND RECOMMENDATIONS

On the basis of the analysis and interpretation of the data gathered from questionnaires, documents and interviews, the following summary, conclusions and recommendations are made.

4.1 Summary

The study was conducted to assess the management capacity of WEOs and to identify the major problems encountered in managing the education system at WEO level with particular reference to the Amhara Region. To this end, basic questions which were classified under three major categories-organizational structure, staffing and the performance of WEOs were raised. The descriptive survey approach was employed as the method of the study.

Five ZEDs, Twenty-two WEOs and 105 schools (16 secondary and 89 primary schools) were included in the study as source of information. The subjects of the study that were used to obtain the necessary information include five heads of ZEDs, 88 WEO officials and experts and 105 school principals. The instruments used to secure the necessary data were two sets of questionnaires, document analysis and interview. However, the latter two were supplements to the questionnaires to make the study more reliable and comprehensive.

The data obtained were analyzed and interpreted using the statistical tools-percentages and mean rank. The following are the major findings of the study.

4.1.1. Female participation as school principals is very low and completely absent in the leadership as well as expert positions in both ZEDs and WEOs.

4.1.2. Service related criteria are given greater regard in promoting principals to higher levels rather than professional competencies. Less attention is also given to assigning of employees who have qualification in the area of educational management to the positions that require management skills in the education system.

4.1.3. The delegation of authority, organizing accountability, relationships, activities and communication channels within and outside WEOs are not proper. This improper arrangement and other factors such as unbalanced distribution of tasks and role diversity made the current WEOs' organizational structure not to serve as a means to achieve the specific goals of WEOs.

4.1.4. There is imbalance between the authority delegated and responsibilities given to WEOs. The authority delegated is less than the responsibilities assigned. The source of this imbalance is the high concentration of authority in WETBs and WRCs. Sometimes, WEOs seek the approval of WETBs or WACs to act on some of the planned activities.

4.1.5. As per the 1994 ETP document, educational management is to be decentralized and educational institutions are to be autonomous in their internal management. However, in most cases, WEOs have to wait for the directives of higher level officials to make decisions. As a result of this, decisions take long time.

4.1.6. With the formulation of the 1994 ETP and with the implementation of the new curricula, several procedures, rules and directives have been developed. However, as it has been asserted by 51.4 percent of school principal respondents, the rules and directives are difficult to understand. The efforts made to introduce the rules and directives to employees are insufficient. Also, those documents are inaccessible to most of the officials, experts and school principals. Moreover, such documents are mismanaged and educational managers of all levels have not given due attention to popularize those procedures, rules and directives.

4.1.7. Because of inadequacy of budget, inefficient management and non-attractiveness of the positions, many positions in the WEOs remain unfilled for longer period of time. Though inadequacy of budget is the problem which takes the fore rank, inefficient management itself takes the second position in its seriousness. The salary of each position is also low and consequently decreased the tenure of personnel. However each WEO is demanded to fulfil its mission without filling the proposed positions.

4.1.8. The overall physical performance for general education in the years 1991 and 1992 (E.C.) was low because of inavailability of funds on time and problems of implementation capacity.

4.1.9. Tasks and duties assigned to WEOs are not congruent with the grade given to the positions. There is no room to accommodate graduates in the WEOs except one position. The level of education required for the positions will not enable to manage the job because low graded positions cannot be filled by highly qualified persons.

4.1.10. During planning, WEOs and schools do not give equal emphasis to resources. For WEOs, finance is priority number one while time is for school principals. Also, both give little attention to human and material resources.

4.1.11. WEOs evaluate the annual plan on a regular basis.

4.1.12. The prevalence of inadequate provision of instructional materials is ranked as the most severe problem of all others. The occurrence of unfair distribution, late arrival, improper utilization and poor handling problems in their order of severity is attributed to inefficient management. Therefore, the most serious problem is not only scarcity of resources but also failure to properly utilize the available scarce resources.

4.1.13. WEOs do not properly use those criteria set for budget allocation purpose. The wrong trend that they follow in allocating budget to their respective schools contributed to the inability to utilize the inadequate recurrent budget in the education sector. Schools receive the recurrent budget late and not on time. Most of the schools also receive their budget in the form of kind or service. However, they are not comfortable with goods and services that WEOs procure for schools.

4.1.14. The awareness that the majority of the employees have about the importance of information is low and the supply of updated data is ignored. The necessary data are not properly consolidated and reported timely. WEOs are not closely working with schools and sometimes feed unreliable information to the next upper level of educational management (ZEDs). Similarly, WEOs receive incomplete information

from both the upper and lower levels of the education management system and the flow of information is of little help to do the job.

4.1.15. Mistreating employees and failure to properly evaluate their performances are major causes for conflicts to breed among employees, and the concerned officials in WEO failed to manage conflicts wisely.

4.1.16. In the process of introducing teachers with the new approaches- methods and techniques of teaching, the professional support provided to schools by WEOs is not sufficient due to scarcity of adequately trained manpower and finance. WEOS' inability to provide professional support contributes to the deterioration of quality of basic education.

4.1.17. Though some of the schools are not visited even once in a year, most of the schools are visited by WEO experts once or twice in a year for administrative purpose-to fill the evaluation form of principals on the basis of pre-set criteria not to provide professional support.

4.2. Conclusions

Based on the findings, the following conclusions are drawn.

4.2.1 Of all other educational management levels, the WEOs are the nearest ones from where schools can get the necessary support and guide to carry out their tasks as desired. WEOs are expected to manage the education system efficiently and to provide all kinds of support needed by the schools. However, the study revealed that no attention is given to the importance of educational management as a discipline while every manager at all levels of the educational system should have been equipped with the necessary managerial skills in order to manage the system efficiently and effectively. Thus, WEOs do not have the required capacity to provide the necessary support to schools.

4.2.2 Organizational structure plays an important role to accomplish tasks as intended. The success or failure of any organization partly depends on its structure. It

contributes to the success of the organization when the arrangements of authority, accountability, relationships, activities and communication channels are proper. But there are no such proper arrangements in WEOs. In most cases, WEOs are to wait for the directives of higher level officials to make decisions while they are responsible for the accomplishment of the tasks. They have no authority which is adequate enough to do the job. This contributes to the increase of managerial weakness. In general, since WEOs have no authority which is commensurate with responsibility, their organizational structure is not serving as a means to an end.

4.2.3 Positions in WEOs are low graded and there is only one position in each WEO that can accommodate a graduate person, and the salary for each position is not attractive. All positions in each WEO are not filled. Tasks and duties assigned to each position are not congruent with the level of education required of employees to fill each position. This incongruity made WEOs to be staffed with less qualified persons. Thus, in WEOs where positions are not filled all in all because of inadequacy of budget and inefficient management, and where they are staffed with less qualified employees, tasks and duties cannot be performed efficiently and effectively.

4.2.4 Though the number of vacancies in WEOs vary (ranges 2 to 13), all are equally required to fulfil their missions. WEOs, too, prepare their annual plan without considering the quality and quantity of manpower and other resources they have. Planning in WEOs is not based on reliable data and tasks are not performed as planned. So, this indicates that WEOs' education managers as planners lack the skills and insights into planning and they are not contributing much for the betterment of the education system.

4.2.5 The prevalence of inadequate provision of budget and instructional materials which were ranked as the most severe problems of all others indicate that resources are not sufficient to do the job in the education sector. On the other hand, the occurrence of unfair distribution, late arrival, improper utilization and poor handling of instructional materials, following the wrong trend of budget allocation, failure to release the budget on time and to procure proper goods and services, inability to utilize the allocated budget and to handle conflicts can exactly be attributed to

inefficient management. Therefore, WEOs have no adequate capacity to manage both primary and secondary education programs. It is hardly possible to say that proper education is offered in an environment where scarce resources are mismanaged.

4.3 Recommendations

Based on the findings and conclusions reached, the following possible solutions are recommended so as to improve the management capacity of WEOs.

4.3.1 It was found out in the study that tasks and duties assigned to WEOs are not congruent with the grade given to the positions in the WEOs. Consequently, the WEOs are staffed with less qualified employees than those they supervise. This will not enable them to do their jobs. WEOs could be more effective and efficient in doing their job when they are staffed with better qualified employees. One means to attract such employees to work in the WEOs is to upgrade the positions. Therefore, the Regional Education Bureau in collaboration with the concerned sector bureaux-Regional Planning and Economic Development Bureau, Regional Finance Bureau, Regional Civil Service Commission and ANRS council should do its best to develop new organizational structure that can upgrade positions in the WEOs so that WEOs can be staffed with better qualified employees who can have the capacity to provide the necessary support to schools.

4.3.2 As the study has indicated, WEOs are headed by less qualified and incompetent persons. Less attention is also given to assign employees who have qualification in the area of educational management to the positions that require management skills both in WEOs and in schools. In such a situation employees cannot get due assistance from their immediate superordinates. Employees can get due assistance from their immediate superiors only when educational managers are assigned on the basis of competence and merit; they have to do the job not on any other criteria. The possible recommendation is thus that the Regional Education Bureau in collaboration with the social service sector of the ANRS council make wider study

and revise the criteria used for selecting and appointing heads of WEOs and school principals.

4.3.3 As it has been discovered in this study, WEOs have no authority which is commensurate to their responsibilities. Authority is highly concentrated in WETBs and WACs while WEOs are the nearest of all educational management levels to schools. This is contrary to the principle of decentralized management system. Moreover, organizations like WEOs can fulfil the expectations demanded of them when they have authority which is adequate enough to carry out their tasks. To materialize this, there should be proper arrangement of authority, accountability and responsibility among all levels of the education management system. In order to facilitate this arrangement, the educational management system need to be decentralized so that authority vested in WEOs can be adequate enough to do the job.

4.3.4 It has been pointed out in the study that inability to properly utilize those scarcely available resources is one of the serious problems encountered in the WEOs. WEOs' personnel could be more effective and efficient in doing their jobs if they have continuous exposure to modern thoughts in managing resources. In order to raise understanding about the use of available resources, programs which enable WEOs' personnel to acquire knowledge and skills of management have to be initiated by their respective ZEDs. The ZEDs, for instance, can organize workshops, seminars or conferences where WEO officials, experts and other staff get into groups to discuss on their management problems, or to orient on how to perform tasks and utilize resources for the purpose of attaining organizational goals. In addition to this, the REB shall establish closer attachment with Addis Ababa University in order to devise mechanisms to develop different training packages in the area of educational planning and management so that employees in all levels of the educational management system can be trained in the area as they are on their jobs.

4.3.5 As it has been asserted in the study, documents of rules and directives are inaccessible to most of the employees. The efforts made to introduce procedures, rules and directives to employees are insufficient. On the other hand, with the formulation of the 1994 ETP and with the implementation of the new curricula,

several procedures, rules and directives have been developed. Unless employees are introduced with those procedures, rules and directives they will not have insight as to how to proceed in the organization in the course of carrying out duties and responsibilities. Therefore, educational managers of all levels should give due attention to popularize those procedures, rules and directives by organizing orientation programs and creating conducive work environment where such documents can easily be accessable to all employees.

4.3.6 Schools receive the recurrent budget lately in the form of goods and services. Schools are not also comfortable with goods and services procured by WEOs. This hampers schools from carrying out educational activities as per the annual plan. Thus, WEOs need to be staffed with competent employees who can speed up the process of budget releasing. In addition to this, procurement of goods and services should not be centralized at woreda level. It has to be devolved to the school level. Schools should not be deprived of the simplest authority-to decide on what and how much to procure with the already allocated finance.

4.3.7 It has been pointed out in the study that WEOs prepare their annual plan without considering the quality and quantity of manpower and other resources needed to do the job. Planning is not based on reliable data and tasks are not performed as planned because the supply of current information or updated data is ignored. If WEOs are to utilize the available resources efficiently and to manage the education system properly there is a need for planning. The planning should also be based on reliable data. Reliable data can be available in WEOs if proper information management system is established in the education system. Therefore, the AREB needs to make substantial investments to establish proper information management system.

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APPENDIX - A
Staffing of the WEO

No	Title of the post	Grade	Salary	Required qualification for the post	Number of workers for one WEO	Positions in sample WEOs	
						filled	not filled
1.	Head of WEO	not given	minimum 710	not stated (unknown)	1	17	5
2.	Coordinator for Education Pedagogics Center	Sub p.7	500	Diploma	1	16	6
3.	Junior auditor	Sub p.	420	"	1	18	4
4.	Building supervisor	Sb p.6	420	"	1	5	17
5.	Planning and information section	Sub p.8	600	"	1	20	2
6.	Secretary typist	C.F.S.5	285	12	1	20	2
7.	Head, Adm.& Finance Service	Adm.2	500	Diploma	1	17	5
8.	Personnel officer	Adm.1	420	"	1	20	2
9.	Personnel clerk	C.F.S. 5	285	12	1	17	5
10.	Head-Archieves	C.F.S. 6	347	"	1	19	3
11.	Head- store's section	C.F.S. 5	285	"	1	20	2
12.	Store's clerk	C.F.S. 4	230	"	1	20	2
13.	Head, finance and budget	Adm. 1	420	Diploma	1	14	8
14.	Accounts clerk	C.F.S . 6	347	12	1	17	5
15.	Cashier	C.F.S. 5	285	"	1	17	5
16.	Assistant cashier	C.F.S. 4	230	"	1	19	3
17.	Assistant cashier	C.F.S. 4	230	"	1	16	6
18.	Guard	C.M.S. 2	127	5	1	21	1
19.	Guard	C.M.S. 2	127	5	1	19	3
20.	Messenger	C.M.S. 2	127	"	1	18	4
21.	Photo copy machine operator	C.F.S. 3	182	11	1	9	13
22.	Janitor	C.M.S. 1	105	4	1	19	3
23.	Coordinator for Education Programmes and Supervision	P.S. 4	980	BA	1	11	11
24.	Formal Education Coordinator	Sub p.8	600	Diploma	1	16	6
25.	Training and Educational mass media coordinator	Sub p.8	600	"	1	21	1
26.	Health, sport and Student's service coordinator	Sub p.8	600	"	1	19	3
27.	Coordinator for non-formal Education	Sub. p. 8	600	"	1	10	12
	TOTAL	-	-	-	**27**	455	139

594
Total

Key: P.S. = Professional Science
Sub.p. = Sub Professional Science
C.F.S. = Clerical and financial Service
C.M.S.= Custodial and Manual Service
Adm. = Administration

APPENDIX- B

Employees' Level of Education in the Sample WEOs

No	Zone	Woreda	No. of Employees by Level of Education										Total
			BA	12+3	DIP.	12+ TTI	12	11	10	9	8	Below grade 8	
1	**N.Showa**	Lalo mama meder			1	5	5	-	2	1	-	-	14
2		Meda weromo			3	3	3	1	4	2	-	4	20
3		Debre Birhan		1	2	6	6	-	-	-	1	2	18
4		Eferatanagedem			2	4	4	-	2	1	3	5	21
5		Hagere mariam			-	5	9	-	-	-	-	2	16
6	**S.Wollo**	Kutaber			1	5	7	2	1	-	1	1	18
7		Sayent			1	5	13	-	-	1	1	1	22
8		Dessie	1	-	2	5	8	1	-	1	3	2	23
9		Kombolcha			2	2	9	2	3	-	2	1	21
10		Debresina			1	5	7	1	2	1	-	1	18
11	**N.gondar**	Chelega			2	5	6	-	3	1	1	3	21
12		Denbiya			2	3	9	2	-	-	2	2	20
13		Layarmacho			2	5	13	3	-	-	1	-	24
14		Gonder Zuria			2	3	9	2	-	1	3	-	20
15		Alafa Takusa			1	4	9	-	-	1	1	3	19
16	**Awi**	Ankesha Guagusa			2	7	11	2	-	-	-	-	22
17		Banja Shekudad			2	5	16	-	-	-	-	1	24
18	**E.Gojjam**	Debre Markos			2	5	9	1	3	1	2	1	24
19		Bebugne			1	5	11	-	1	2	4	1	25
20		Enebse Sarmeder			2	5	10	1	-	2	2	-	22
21		Basoliben			2	6	11	-	1	1	-	1	22
22		Dejen			2	7	9	-	-	-	1	2	21
TOTAL					37	105	194	18	22	16	28	33	455

APPENDIX- C

The Assignment of Educational Administration Graduates (Diploma to degree)

No.	Zone	Graduate of Ed. Ad.			Assigned in management positions (School – REB)			Working as teacher		
		MA	BA	Dip.	MA	BA	Dip.	MA	BA	Dip.
1	South Gondar		8	21		8	11		-	10
2	North Wello		5	9		4	5		1	4
3	Bahir Dar		7	8		4	1		3	7
4	Awie		6	8		1	3		5	5
5	South Wello		11	42		6	8		5	34
6	North gondar		10	26		8	24		2	2
7	West Gojjam		5	20		1	8		4	12
8	East Gojjam	1	5	16		4	5	1	1	11
9	North Shoa	1	11	38		10	38	1	1	-
10	Oromia		1	6		1	5		-	1
11	Wag Hamira		-	5		-	4		-	1
12	REB		10	1		10	1		-	-
	Total	2	79	200		57	113	2	22	87

281 Total

111 Total

Source: Data collected by REB for training need assessment in 1999/2000

APPENDIX –D

Document of Rules and Directives that are Available in sample WEOs and Schools

No	Documents of rules and Directives	In Sample WEOs		In Sample Schools		Total	
		Available	Not Available	Available	Not Available	available	Not available
1	Education and Training policy	16	6	48	57	64	63
2	Standard for primary and Secondary Schools	13	9	27	78	40	87
3	Employees' promotion Guide-line	22	-	52	53	74	53
4	Guidelines for Disciplinary cases	20	2	59	46	79	48
5	Transfer Guide line	20	2	59	46	79	48
6	Teachers' career structure	22	-	-	105	22	105
7	Training recruitment Guideline	15	7	30	75	45	82
8	Schools Organization and Mgt Guide book	20	2	69	36	89	38
9	Supervision Guide	19	3	13	92	32	95
	TOTAL	**167**	**31**	**357**	**588**	**524**	**619**

1143
Total

APPENDIX E
Recurrent Budget

Year in E.C	Allocated	Utilized	Not utilized	
			No	%
1986	134,447,780	113,068,575	21,379,205	15.9
1987	167,137,943	161,808,254	5,329,689	3.2
1988	196,366,850	188,072,922	8,293,928	4.3
1989	198,263,657	194,833,925	3,429,732	1.8
1990	225,408,710	204,355,959	21,052,751	9.4
1991	247,985,205	223,718,796	24,266,409	9.8
1992	251,739,166	242,568,680	9,170,486	3.7

Source: REB's Finance Main Section.

APPENDIX F

Detail Calculation of Mean Rank For Table 8

No.	Perceived Problems	Rank and Frequencies						Total (ΣRF)	Mean $\frac{\Sigma RF}{\Sigma F}$	Mean Rank
		1st	2nd	3rd	4th	5th	6th			
1	Least salary	21x1 =21	56x2 = 112	43x3 =129	37x4 =148	31x5 = 155	18x6 =108	673	3.26	3
2	In adequacy of budget	115x1 =115	37x2 = 74	24x3 =72	18x4 =72	5x5 =25	7x6 =42	400	1.94	1
3	Shortage of manpower	23x1 =23	59x2 =118	19x3 =57	41x4 =164	35x5 =175	29x6 =174	711	3.45	4
4	Inefficient management	34x1 =34	43x2 =86	71x3 =213	25x4 =100	11x5 =55	22x6 =132	620	3.01	2
5	Long distance walk to the work place	6x1 =6	3x2 =6	13x3 =39	39x4 =156	73x5 =365	72x6 =432	1004	4.87	6
6	Working in rural areas	7x1 =7	8x2 =16	36x3 =108	46x4 =184	51x5 =255	58x6 =348	918	4.45	5

APPENDIX G

Detail Calculation of Mean Rank For Table 12

No.	Perceived Problems	Rank and Frequencies						Total (ΣRF)	Mean $\left(\frac{\Sigma RF}{\Sigma F}\right)$	Mean Rank
		1^{st}	2^{nd}	3^{rd}	4^{th}	5^{th}	6^{th}			
1	Unfair distribution	57x1 =57	39x2 =78	41x3 =123	26x4 =104	13x5 =65	30x6 =180	607	2.94	2
2	Poor handling	12x1 =12	25x2 =50	16x3 =48	82x4 =328	34x5 =170	37x6 =222	830	4.02	5
3	Late arrival	48x1=48	41x2 =82	52x3 =156	9x4 =36	25x5 =125	31x6 =186	633	3.07	3
4	Inadequate provision	63x1 =63	36x2 =72	24x3 =72	42x4 =168	36x5 =180	5x6 =30	585	2.83	1
5	Poor quality	5x1 =5	42x2 =84	7x3 =21	28x4 =112	75x5 =375	49x6 =294	891	4.32	6
6	Improper utilization	21x1 =21	23x2 =46	66x3 =198	19x4 =76	23x5 =115	54x6 =324	780	3.78	4

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
FACULTY OF EDUCATION
DEPARTMENT OF EDUCATIONAL ADMINISTRATION

Questionnaire to be completed by Primary and Secondary School Principals

The purpose of this questionnaire is to assess the management capacity of woreda education offices.

Note: a/ No need of writing your name on the questionnaire

b/ For multiple choice questions, please answer by writing 'X' mark in the box provided for the choice which you think to be an answer. For questions that require opinions, please write short and precise answer in the space provided.

c/ Your response determines the success of the study and the researcher as well. Thus you are kindly requested to complete the questionnaire carefully.

d/ Your response will be kept confidential.

Thank you for your cooperation.

PART ONE

1. Zone _____ Woreda _____
2. Sex: a) male ☐ b) Female ☐
3. Responsibility in your organization _____
4. Age:
   a/ 20 and below ☐
   b/ 21-25 ☐
   c/ 26-30 ☐
   d/ 31-35 ☐
   e/ 36-40 ☐
   f/ above 41 ☐
5. Level of Education:
   a/ below grade 12 ☐
   b/ 12th grade complete ☐
   c/ TTI graduate ☐
   d/ diploma ☐
   e/ 1st degree ☐
   f/ other _____
6. Specialization:
   a/ Educational Administration ☐
   b/ Pedagogics ☐
   c/ subject specialist ☐
   d/ generalist ☐
7. Service in years:
   a/ 1-5 ☐ b/ 6-10 ☐
   c/ 11-15 ☐ d/ 16-20 ☐
   e/ 21-25 ☐ f/ 26 and above ☐

PART TWO

1. Organizational structure:

1.1 Do you think that the organizational structure of woreda education office will enable to manage educational activities effectively?

a/ Yes ☐

b/ No ☐

1.2 If your answer for question number 1.1 is 'No', please list down the reasons.

1. _____
2. _____
3. _____

2. Adequacy of Authority vested in the WEOs

2.1 Does the authority delegated to woreda education office enable it to fulfil its responsibility?

a/ Yes ☐

b/ No ☐

2.2 When the authority delegated to woreda education office is compared to its responsibility:

a/ it matches with responsibility ☐

b/ responsibility, is higher than authority ☐

c/ authority is higher than responsibility ☐

2.3 What do you usually observe in decision making?

a/ Requesting directives from higher officials to decide ☐

b/ Individual decision making ☐

c/ Group decision making ☐

d/ No definite pattern to make decisions ☐

2.4 Mostly decisions take:

a/ long time ☐

b/ short time ☐

3. Clarity and Availability of Rules and Directives

3.1 Rules and directives that the woreda education receive are:

a/ easy to understand ☐

b/ difficult to understand ☐

c/ not comprehendable ☐

d/ other _____

3.2 Documents of rules and directives are available in the:

a/ hands of the head ☐

b/ store room ☐

c/ library ☐

d/ hands of concerned employees ☐

3.3 Efforts which were made to introduce rules and directives to employees were:

a/ high ☐

b/ medium ☐

c/ low ☐

3.4 The follow up that managers make to ensure that rules and directives are properly utilized is:

a/ high ☐

b/ medium ☐

c/ low ☐

4.Vacancies

4.1 The period that vacancies remain unfilled is:

a/ long ☐

b/ medium ☐

c/ short ☐

4.2 Effort made to fill the vacancies is:

a/ high ☐

b/ medium ☐

c/ low ☐

4.3 The practice of allocating budget for vacancies is:

a/ high ☐

b/ medium ☐

c/ low ☐

4.4 Woreda education office employees' interest to stay on their jobs

a/ high ☐

b/ medium ☐

c/ low ☐

4.5 The problems encountered to fill the vacancies are listed below. Show the degree of the seriousness of the problem in a rank order by writing the numbers 1-6 in the given box i.e. no. 1 for the most serious problem, no.2 for the 2nd most serious problem, etc.

4.5.1 Low salary ☐

4.5.2 Inadequacy of budget ☐

4.5.3 Shortage of manpower ☐

4.5.4 Inefficient management ☐

4.5.5 Long distance to walk ☐

4.5.6 working in rural areas ☐

5. Level of Education

5.1 Is the level of education required for the positions in the woreda education offices adequate to carry out the job?

a/ Yes ☐

b/ No ☐

5.2 If your answer for question no. 5.1 is 'No', please list down the measures to be taken.

1 _____

2 _____

3 _____

6. Planning

6.1 Resources to be considered during planning at the school level are listed below. So, show your response by writing 'X' mark in the space provided against each resource.

	Strongly	Agree	Not sure	Disagree	Strongly disagree
a/ man power					
b/ material					
c/ finance					
d/ time					

6.2 At the school level, the implementation of the annual plan is evaluated:

a/ monthly ☐

b/ quarterly ☐

c/ every six months ☐

d/ at the end of the year ☐

e/ not at all ☐

7. Instructional materials

The presumed educational materials organizing and distributing problems are listed below. Write 1 for the most serious problem, 2 for the 2nd most serious problem and them up to the least problem in the space provided.

7.1 Unfair distribution ☐

7.2 Poor handling ☐

7.3 Late arrival ☐

7.4 Inadequate provision ☐

7.5 Poor quality ☐

7.6 Improper utilization ☐

8. Budget

8.1 The criteria to be used in allocating budget to schools are listed below. So, show how frequently the woreda education office uses the criteria by writing 'x' mark in the space provided against each criterium.

	Always	Some times	Not at all
8.1.1 schools' operational plan			
8.1.2 number of students			
8.1.3 number of teacher			
8.1.4 income generated by each school			
8.1.5 the level of school			
8.1.6 consensus of schools			
8.1.7 capacity to utilize the allocated budget			

8.2 Schools receive the allocated budget:

a/ on time ☐

b/ lately ☐

8.3 Schools receive the budget in the form of:

a/ cash ☐

b/ material ☐

c/ both ☐

9. Information flow

9.1 The level of awareness that teachers and employees have about the importance of information is:

a/ high ☐

b/ medium ☐

c/ low ☐

9.2 The practice of consolidating pertinent data is:

a/ high ☐

b/ medium ☐

c/ low ☐

9.3 Completeness of the information flow is:

a/ high ☐

b/ medium ☐

c/ low ☐

10. Conflict management

In most cases, the cause for conflict is:

a/ failure to properly evaluate performance ☐

b/ promotion strategy ☐

c/ transfer strategy ☐

d/ mistreating employees ☐

11. Professional support

11.1 Do you think that the professional support provided to schools by woreda education office is sufficient?

a/ Yes ☐

b/ No ☐

11.2 If your answer for question number 11.1 is 'No' with which of the following reasons do you agree?

a/ Lacking considerable expertise on the part of employees ☐

b/ shortage of budget ☐

c/ Not paying due attention ☐

d/ all ☐

e/ other _____

11.3 On the average, how often do woreda education office experts visit schools in a year?

a/ Once a year ☐

b/ Twice a year ☐

c/ Three times a year ☐

d/ Four times a year ☐

e/ Not at all ☐

12. Are the following documents of rules and directives available in the woreda education office?

	a/ Yes	b/ No
12.1 Education and Training policy	☐	☐
12.2 Standard for Primary and Secondary Schools	☐	☐
12.3 Employees' Promotion Guide-line	☐	☐
12.4 Guidelines for Disciplinary Cases	☐	☐
12.5 Transfer Guideline	☐	☐
12.6 Teachers' Career Structure	☐	☐
12.7 Training Recruitment Guideline	☐	☐
12.8 Schools Organization and Mgt Guideline	☐	☐
12.9 Supervision Guide	☐	☐

13. If you have any additional suggestion to improve the management capacity of woreda education office, please use the space here under.

ADDIS ABABA UNIVERSITY
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DEPARTMENT OF EDUCATIONAL ADMINISTRATION

Questionnaire to be completed by zone and wereda officials and experts

The purpose of this questionnaire is to assess the management capacity of woreda education offices.

Note: a/ No need of writing your name on the questionnaire

b/ For multiple choice questions, please answer by writing 'X' mark in the box provided for the choice which you think to be an answer. For questions that require opinions, please write short and precise answer in the space provided.

c/ Your response determines the success of the study and the researcher as well. Thus you are kindly requested to complete the questionnaire carefully.

d/ Your response will be kept confidential.

Thank you for your cooperation.

PART ONE

1. Zone _____ Woreda _____
2. Sex: a) male ☐ b) Female ☐
3. Responsibility in your organization _____
4. Age:
   - a/ 20 and below ☐
   - b/ 21-25 ☐
   - c/ 26-30 ☐
   - d/ 31-35 ☐
   - e/ 36-40 ☐
   - f/ above 41 ☐
5. Level of Education:
   - a/ below grade 12 ☐
   - b/ 12th grade complete ☐
   - c/ TTI graduate ☐
   - d/ diploma ☐
   - e/ 1st degree ☐
   - f/ other _____
6. Specialization:
   - a/ Educational Administration ☐
   - b/ Pedagogics ☐
   - c/ subject specialist ☐
   - d/ generalist ☐
7. Service in years:
   - a/ 1-5 ☐
   - b/ 6-10 ☐
   - c/ 11-15 ☐
   - d/ 16-20 ☐
   - e/ 21-25 ☐
   - f/ 26 and above ☐

PART TWO

1. Organizational structure:

1.1 Do you think that the organizational structure of woreda education office will enable to manage educational activities effectively?

a/ Yes ☐

b/ No ☐

1.2 If your answer for question number 1.1 is 'No', please list down the reasons.

1. _____
2. _____
3. _____

2. Adequacy of Authority vested in the WEOs

2.1 Does the authority delegated to woreda education office enable it to fulfil its responsibility?

a/ Yes ☐

b/ No ☐

2.2 When the authority delegated to woreda education office is compared to its responsibility:

a/ it matches with responsibility ☐

b/ responsibility, is higher than authority ☐

c/ authority is higher than responsibility ☐

2.3 What do you usually observe in decision making?

a/ Requesting directives from higher officials to decide ☐

b/ Individual decision making ☐

c/ Group decision making ☐

d/ No definite pattern to make decisions ☐

2.4 Mostly decisions take:

a/ long time ☐

b/ short time ☐

3. Clarity and Availability of Rules and Directives

3.1 Rules and directives that the woreda education receive are:

a/ easy to understand ☐

b/ difficult to understand ☐

c/ not comprehendable ☐

d/ other _____

3.2 Documents of rules and directives are available in the:

a/ hands of the head ☐

b/ store room ☐

c/ library ☐

d/ hands of concerned employees ☐

3.3 Efforts which were made to introduce rules and directives to employees were:

a/ high ☐

b/ medium ☐

c/ low ☐

3.4 The follow up that managers make to ensure that rules and directives are properly utilized is:

a/ high ☐

b/ medium ☐

c/ low ☐

4.Vacancies

4.1 The period that vacancies remain unfilled is:

a/ long ☐

b/ medium ☐

c/ short ☐

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4.3 The practice of allocating budget for vacancies is:

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b/ medium ☐

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b/ medium ☐

c/ low ☐

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4.5.1 Low salary ☐

4.5.2 Inadequacy of budget ☐

4.5.3 Shortage of manpower ☐

4.5.4 Inefficient management ☐

4.5.5 Long distance to walk ☐

4.5.6 working in rural areas ☐

5. Level of Education

5.1 Is the level of education required for the positions in the woreda education offices adequate to carry out the job?

a/ Yes ☐

b/ No ☐

5.2 If your answer for question no. 5.1 is 'No', please list down the measures to be taken.

1 _____

2 _____

3 _____

6. Planning

6.1 Resources to be considered during planning at woreda education level are listed below. So, show your response by writing 'X' mark in the space provided against each resource.

	Strongly	Agree	Not sure	Disagree	Strongly disagree
a/ man power					
b/ material					
c/ finance					
d/ time					

6.2 At woreda level, the implementation of the annual plan is evaluated:

a/ monthly ☐

b/ quarterly ☐

c/ every six months ☐

d/ at the end of the year ☐

e/ not at all ☐

7. Instructional materials

The presumed educational materials organizing and distributing problems are listed below. Write 1 for the most serious problem, 2 for the 2nd most serious problem and them up to the least problem in the space provided.

7.1 Unfair distribution ☐

7.2 Poor handling ☐

7.3 Late arrival ☐

7.4 Inadequate provision ☐

7.5 Poor quality ☐

7.6 Improper utilization ☐

8. Budget

8.1 The criteria to be used in allocating budget to schools are listed below. So, show how frequently the woreda education office uses the criteria by writing 'x' mark in the space provided against each criterium.

	Always	Some times	Not at all
8.1.1 schools' operational plan			
8.1.2 number of students			
8.1.3 number of teacher			
8.1.4 income generated by each school			
8.1.5 the level of school			
8.1.6 consensus of schools			
8.1.7 capacity to utilize the allocated budget			

8.2 Schools receive the allocated budget:

a/ on time ☐

b/ lately ☐

8.3 Schools receive the budget in the form of:

a/ cash ☐

b/ material ☐

c/ both ☐

9. Information flow

9.1 The level of awareness that employees have about the importance of information is:

a/ high ☐

b/ medium ☐

c/ low ☐

9.2 The practice of consolidating pertinent data is:

a/ high ☐

b/ medium ☐

c/ low ☐

9.3 Completeness of the information flow is:

a/ high ☐

b/ medium ☐

c/ low ☐

10. Conflict management

In most cases, the cause for conflict is:

a/ failure to properly evaluate performance ☐

b/ promotion strategy ☐

c/ transfer strategy ☐

d/ mistreating employees ☐

11. Professional support

11.1 Do you think that the professional support provided to schools by woreda education office is sufficient?

a/ Yes ☐

b/ No ☐

11.2 If your answer for question number 11.1 is 'No' with which of the following reasons do you agree?

a/ Lacking considerable expertise on the part of employees ☐

b/ shortage of budget ☐

c/ Not paying due attention ☐

d/ all ☐

e/ other _____

11.3 On the average, how often do woreda education office experts visit schools in a year?

a/ Once a year ☐

b/ Twice a year ☐

c/ Three times a year ☐

d/ Four times a year ☐

e/ Not at all ☐

12. If you have any additional suggestion to improve the management capacity of woreda education office, please use the space here under.

_____

_____

_____

_____

_____

_____

_____

_____

PART THREE

1. Are the following documents of rules and directives available in the woreda education office?

		a/ Yes	b/ No
1.1	Education and Training policy	☐	☐
1.2	Standard for Primary and Secondary Schools	☐	☐
1.3	Employees' Promotion Guide-line	☐	☐
1.4	Guidelines for Disciplinary Cases	☐	☐
1.5	Transfer Guideline	☐	☐
1.6	Teachers' Career Structure	☐	☐
1.7	Training Recruitment Guideline	☐	☐
1.8	Schools Organization and Mgt Guideline	☐	☐
1.9	Supervision Guide	☐	☐

2/ Which of the positions in the woreda education office are filled with employees

No	Title of the post	Filled	Not filled
1.	Head of WEO		
2.	Coordinator for Education Pedagogics Center		
3.	Junior auditor		
4.	Building supervisor		
5.	Planning and information section		
6.	Secretary typist		
7.	Head, Adm.& Finance Service		
8.	Personnel officer		
9.	Personnel clerk		
10.	Head-Archieves		
11.	Head- store's section		
12.	Store's clerk		
13.	Head, finance and budget		
14.	Accounts clerk		
15.	Cashier		
16.	Assistant cashier		
17.	Assistant cashier		
18.	Guard		
19.	Guard		
20.	Messenger		
21.	Photo copy machine operator		
22.	Janitor		
23.	Coordinator for Education Programmes and Supervision		
24.	Formal Education Coordinator		
25.	Training and Educational mass media coordinator		
26.	Health, sport and Student's service coordinator		
27.	Coordinator for non-formal Education		

3/ Employees' level of Education in the woreda Education office

No	Level of Education	No of Employees
3.1	BA	
3.2	12+3	
3.3	Diploma	
3.4	TTI	
3.5	12th grade complete	
3.6	11th " "	
3.7	10th " "	
3.8	9th " "	
3.9	8th " "	
3.10	4th and above	
3.11	Reading and writing	

Appendix – J

INTERVIEW CONDUCTED WITH HEADS OF SAMPLE ZEDs

Zone _____

1. Background Information

   1.1 Age _____
   1.2 Sex _____
   1.3 Year of experience as
      a) teacher _____
      b) principal _____
      c) supervisor _____
      d) manager _____
   1.4 Level of education _____
   1.5 Field of specialization _____

2. What do you think about the level of competence and efficiency that WEO officials and experts have in managing the education system?

3. How are resources utilized?

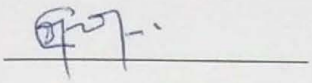
4. What are the major constraints encountered in managing the education system in the zone as a whole?

5. How do you see the implementation of annual plans in WEOs and the information flow between ZEDs and WEOs?

DECLARATION

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

Fanta Moges

Signature 

Addis Ababa University
May 2001