

**THE PRACTICES AND PROBLEMS OF RESTRUCTURING
EDUCATIONAL ORGANIZATIONS:
THE CASE OF OROMIA REGION**

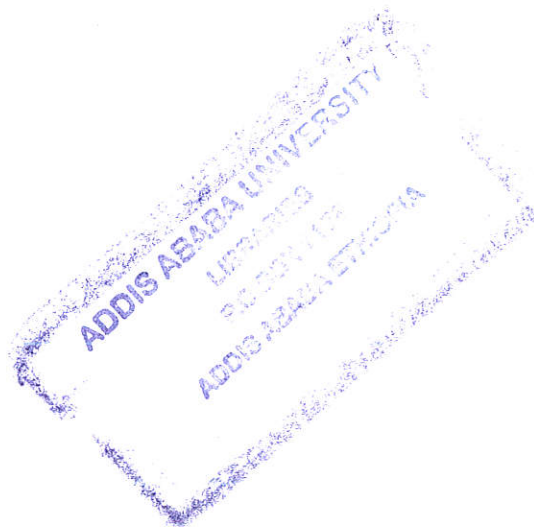
**A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES
ADDIS ABABA UNIVERSITY
COLLEGE OF EDUCATION
DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT**

BY

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**IN PARTIAL FULFILLMENT OF THE REQUIREMENTS OF THE MASTER OF
ARTS DEGREE IN EDUCATIONAL PLANNING AND MANAGEMENT**



**MARCH 2007
ADDIS ABABA**

ACKNOWLEDGEMENTS

First and foremost, I would like to extend my profound thanks to my advisor Jeilu Oumer/Ph.D./ for his unreserved guidance, critical comments and invaluable technical assistance made throughout the study without which the development and completion of this study would have been impossible.

My sincere gratitude also goes to Ato Belete Negesso Who first had initiated and inspired me to think and plan about my further study and ultimately facilitated the path that took me to hold such opportunity.

I also extend my deepest thanks to Teshome Lema, Getachew Adere, Teshome Daba, Tadesse Negash and to all my friends who helped me in many respects during the course of my study.

I am also indebted to all the officials and staff members of REB, RCSC, RBCB, ZEO and WEO for their valuable cooperation in providing me with all the necessary data / information that made my study so complete.

Finally, my special thanks shall go to W/t Tenagne Dagne who sacrificed her scarce time in typing and editing the manuscript carefully.

Getachew Negash
March 2007

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ABSTRACT

Since recent years, several attempts have been made to reorganize and restructure the educational organizations of Oromia regional state along with the decentralization policy and strategies so as to fulfill the envisaged educational goals and objectives. However, the frequent organizational and structural design was one of the critical problems that impeded the realization of such goals. To that effect the frequent practices of reorganization and restructuring of educational institutions had gone up to the extent of being the fashion of the day. The major purposes of the study, therefore, were to assess the practices and problems of restructuring educational organizations of the region. It was mainly intended to examine the effectiveness of organizational structure in supporting the delivery of regional educational services and its compatibilities with the goals, mission and strategies of educational organizations.

The research methodology employed in this study was descriptive survey. Accordingly, research questionnaires were prepared and pilot tested and administered to a sample of 176 subjects of which 159 of the questionnaire were properly filled in and returned. The respondents were selected using purposive as well as availability sampling methods. In addition to this, the structured interview, observation check-list and review of various organizational documents were also used. The gathered data were analyzed using some statistical tools like percentage and means, chi-square, t-test, and one-way ANOVA test.

The major findings of the study showed that there were highly frequent reorganizing and restructuring of the educational organizations that were originated from lack of adequate preparation and vigorous study to restructure them. Consequently, these practices resulted in poor institutional performances both at organizational as well as individual levels. The study also revealed that there was incompatibility of manpower requirement with approved organizational structure. To this effect, the existing manpower was found to be inadequate both in terms of quantity and quality required.

Therefore, in order to mitigate these problems, it is recommended that the Regional Education Bureau should take some intervention strategies in creating viable and effective organizational structure and system that respond to the need of the society based on professional study. It should also establish transparent and clearly defined parameter which serves to create effective organizational structure that can support the implementation of the on going decentralization policy and strategies of the country.

CHAPTER 1

THE PROBLEM AND ITS APPROACH

This chapter deals with the introduction, statement of the problem, purpose of the study, significance of the study, delimitation of the study, limitations of the study, research design and methodology, definition of key terms and organization of the study.

1.1. Introduction

In the past recent years, all over the world, education has been given a great deal of attention almost by all nations. As all agree, education is perhaps the most important key and prime tool to alleviate poverty and to bring about sustainable socio- economic and political development. Education also leads to a better governance, more effective conflict resolutions, increased competitiveness, improved health conditions and overall social and economic development (OECBB, 2004:1 and UNICEF, 2002: 97).

To this end, educational management is the field of study and practice concerned with the operation of educational organizations despite the fact that the modern educational administrative system should be designed to overcome the challenges of education system (Bush, 1986:1). Thus, educational goals and objectives can not be realized without the existence of efficient and effective organizational arrangements. As several studies indicate, the role that the educational organizations play in development process is significantly indispensable. To this effect, any educational institution as a system should possess at least three inseparable characteristics. These features include effective organizational structure, sufficient and skilled manpower and clear working procedures and systems (MCB, 1994: 4).

Here, it is logical to raise one basic question as to why people establish and reorganize an Institution. The reason is that organizations are creation of men which are necessary for people to achieve their common goals. Educational institutions are also parts of organizations which serve different purposes. So, they require continuous analysis and diagnosis of their purposes, strategies, organizational structure, system, culture and

resources. These call for the task of reorganizing and redesigning of organizational structure. This is because an organization structure is not static like building that can be done once and for all. They are dynamic in nature. Hence its structures and systems of arrangements must serve the ever changing tasks and interests which may necessitate the reorganizing process to take place (EMI, 2003: 2).

Hence, the process of organizing and recognizing educational institutions is not a simple task due to the fact that it involves constructing an organizational chart showing the duties of each position and its relationships with other positions in the hierarchy. The major purpose of organizing is to bring about flexible, responsive, effective communication and administrative system. In other words, its purpose is to give each person a distinct task and to ensure that these tasks and activities are basically coordinated and integrated in a way that the organization could accomplish its goals (Armstrong, 1999:12).

Thus, educational managers should have to possess the skills and knowledge of organizing their educational establishments. In the same token, they are expected to be sufficiently equipped with the theories and practices of educational organization and management. If not, the consequences of wrongly designed organizational structures have a great potential to cripple the whole processes and the accomplishments of educational goals and objectives (Mullins, 1996: 357).

Consequently, in conducting the activities of reorganizing and restructuring of educational institutions, educational officials must be free from any arbitrary felt needs and must be equipped with basic assumptions and rationale behind the tasks of reorganization. To this end, the tasks of recognizing educational establishments usually take place when changes in the purpose, mission, and volume of activities, complexities of task, strategies and incompatibility of function occur (EMI, 2003: 3).

As Lyons (1997:70) has described, educational reforms and systematic designs have been made at large in the past recent years in many countries. This is also true for Ethiopia in general and Oromia regional state in particular. The effect of these changes must be seen in line with the present organizational system which involves diversified

aspects of institutional arrangements. This implies that there is a need for a wider and comprehensive view of organizing and managing the education system with particular focus on improving the accessibility, quality, equity and relevance of education and training, because the objectives and strategies of the Ethiopia's ETP of 1994 called for fundamental restructuring and improved educational system which emanate from the philosophy of the policy and the ESDP (GFDRE, 1999).

So far, several structural adjustments and reorganizing processes have been made in the regional civil service institutions of Oromia which the regional education Bureau/REB/ is one part. The REB has been reorganized at regional level with eleven process teams (departments) and other five process teams (services). The bureau has also 17 zonal and 254 woreda education branch offices and 6 teachers training colleges which are directly accountable to the bureau. In addition to this, it is supposed to administer and serve 192 secondary and preparatory schools, 5043 primary schools and 38 technical & vocational schools (OECBB, 2004: 118-250). These would necessitate the REB to be reorganized in view of creating feasible, flexible system of management which enable educational sector to plan, organize, co-ordinate, execute and control the operation of educational activities efficiently and effectively.

Other factors that necessitate the reorganization and restructuring of education sectors are perhaps that in a recent past, many private academic institutions were established due to the existence of relatively conducive educational policy environment and high demand for educational services. Based on the market oriented educational policy, several private schools and colleges were constructed at different localities of the region. Hence, the process of their foundation, reorganization, and liquidation requires the existence of clear and transparent procedures and efficient administrative system so as to co-ordinate, control and give them support for their smooth operation.

Thus, all these processes require new organizational arrangements, structural design and adoption of compatible legal frameworks fitting to the new situations. In fact, in order to enhance execution capacity for better accomplishments of educational policy,

programs, plans, and strategies, there must be flexible, dynamic and responsive organizational systems.

1.2. Statement of the Problem

A shift from centralization to decentralization of educational services is now becoming the question of the day. The new education and training policy /ETP/ of 1994 has clearly addressed the need for adopting decentralized educational management system at regional level. In accordance with the new federal arrangements, the Oromia education system has been decentralized with a major devolution of power and authority to grass root level. Accordingly, the regional education bureau is entrusted with the roles and responsibilities of preparing educational plans, programs and projects, developing curriculum, publishing/producing and distributing of educational support inputs.

To this effect, the bureau has functionally been reorganized and restructured into two divisions. One is the general education division and the other is the technical and vocational training division. Moreover the bureau is departmentalized into eleven line departments and five supporting staff services. That is, to create efficient and effective organizational system in expanding and improving the relevance, quality, accessibility and equity of education and training (Megeleta Oromia, 2004). The process of such reorganization is to enable the bureau to be capable enough in designing, implementing, controlling and maintaining the activities of general education, teachers' training, technical/vocational training and provision and distribution of educational support inputs.

The Bureau has been engaged in launching the new improvement project plan called Business Process Reengineering/BPR/ so as to serve properly the interest of the general public and the private educational sectors; and to accomplish the educational goals and objectives envisaged under the education policy. However, though it seemed quite a lofty principle, some people regarded it as a strategy for reducing the size of the existing workforce.

Nevertheless, whatever plan of change we do have and whatever mechanisms and strategies we use in reorganizing and restructuring, the internal management and

administration system of organization as well as the human side of reorganizing should be taken into account due to the fact that any organizational change may have either positive or negative effects on the subject. This is because any reform should not be limited only to revising organizational structure and its legal framework, but also requires revising of the human aspects. There are situations where this event affects the smooth operation of the business, work performance, morale and expectation of the employees by creating tensions, frustration, dissatisfaction, high rate of turnover etc. (Mullins, 1996: 357).

Therefore, even though, so many efforts have been made to design new organizational arrangements, the problems of institutional and administrative incompetence seem the major obstacles in attempting to fulfill the envisaged educational goals and objectives. The frequent organizational and structural design might be one of the critical problems that impeded the realization of such goals. As common experiences show, within few years several works have been done with regard to reorganization of educational establishments and reclassification of jobs positions. But, all these efforts have not yet brought about visible results. This might be due to lack of conducting vigorous study through external consultancy services or because of the absence of the required skills and talents in testing the validity of the needs and the effectiveness of the existing organizational structure.

On the other hand, the Oromia regional state, under the guidance of the then Oromia Economic Project Study Office conducted the study of organization and systems of the regional state in 1999. The proposal was multi-sectoral focusing on inverted pyramid/decentralized type of organizational structure. Nevertheless, since the study was not conducted in depth; and some how general, it was not in a position to reflect the context and address the specific problems of the education sector (OESPO, 1999).

Therefore, studying the practices and problems of organizational restructuring in education and devising appropriate strategies that could alleviate the overall problems of structural adjustments of regional, zonal and woreda educational institutions would be timely and imperative.

In light of the above problems, the objectives of this study were:

1. To assess the overall organizational arrangements of the regional educational institutions so as to evaluate its compatibility with the envisioned goals, missions and strategies;
2. To find out the problems associated with the adequacy of manpower requirements against the approved organizational structure;
3. To assess some possible consequences attributed to excessive, frequent and massive reorganization of educational institutions;
4. To assess whether the frequent restructuring activities of the regional educational institutions were need based or not; and
5. To forward some possible mechanisms of organizing educational organizations that enable them to bring about sustainable attainment of educational goals and objectives.

Based on the above objectives, the study was expected to address and find out some valuable solutions to the following basic research questions:

1. To what extent do the current organizational arrangements and structural design fit into the mission, goals and strategies of the education sector of the region?
2. Could the current organizational structure create enabling environment for coordination of tasks, delegation of power and authority and establishment of clearly defined line of communication channels?
3. What are the practical problems related to the staffing aspects of the educational organizational structure?
4. What are the possible implications of the frequent and massive reorganization and restructuring of educational organizations?
5. What are the commonly used parameters and standards of reorganizing and restructuring of regional, zonal and woreda educational organizations?

1.3. Significance of the Study

This researcher believes that there is a strong desire to identify and analyze the actual existing problems related to the activities of reorganization and redesigning of administrative structure of the regional educational institutions. Therefore, this study has the following significant contributions.

1. This study will provide some basic information and feedback to the Regional educational policy makers and officials the extent of the strengths and weaknesses of the existing organizational structures of educational Institutions found at various administrative levels;
2. It might contribute to revealing better ways of organizing educational institutions in order to create efficient, effective, responsive and moderately stable organizational systems;
3. It would make the regional educational policy makers and managers to understand and be conscious about the implications and the consequences of the frequent restructuring of educational organizations on the overall organizational performances; and enable them to take immediate remedial actions;
4. It may serve as a spring board for undertaking further similar studies.

1.4. Delimitations of the Study

This study was delimited to dealing with the practices and problems of reorganizing and restructuring of Oromia Regional Education Bureau, Zonal and Woreda Education Offices. It gave more attention to the administrative structural aspects of the educational organizations. In order to have reasonable and manageable size of the study, the study was further delimited to educational personnel, experts and officials of various administrative echelons. Thus, it did not incorporate schools and private educational organizations.

1.5. Limitations of the Study

It is obvious that research work can not be totally free from limitations. To this end, some limitations were also observed in this research study. One apparent limitation was the inadequate existence of case studies in similar context. Another limitation was that some respondents were reluctant to fill in and return the research questionnaires as per the required time. In addition, some educational officials were found to be reluctant to disclose information and provide some important organizational documents which might have add more value to this particular study.

1.6. Research Methodology and Data Sources

1.6.1. Research Methodology

Since the purpose of this study was to assess the problems related to the frequent practices of reorganizing and restructuring of educational organizations, the researcher preferred to employ a descriptive survey method. The method enabled the researcher to conduct broad size studies and to identify the current practices and problems of frequent structural adjustments and other felt needs of the people working within the system. Moreover, the method also seemed sufficient to provide adequate information and enable the researcher to suggest some valuable options which may help educational managers to maintain sustainable educational administrative systems.

1.6.2 Sources of Data

In order to secure more sufficient and reliable information both the primary and secondary sources were used. These included governmental or official documents which constituted organizational profiles, existing organizational structure, proclamations, regulations, directives, working manuals, as well as responses of respondents selected from regional, zonal and woreda educational officials and experts. In addition to this, some of authorities and experts of Oromia Civil Service Commission and Oromia Capacity Building Bureau were consulted. This is due to the fact that their strategic position and direct involvement in the study and approval of the proposals of

reorganizing and restructuring of the educational institutions made them to be part of the study.

1.6.3. Sample Population and Sampling Techniques

The Regional Government of Oromia has 17 zones with 254 woredas. For the purpose of this study zones were categorized into 4 sub-regions in accordance with their geographical settings. These were:

- Western sub-region: West Wollega, East Wollega , Horro Guduru ,llu Aba Bora, and Jima and Kelem Wollega,
- Eastern sub-region: East Hararge and West Hararge,
- Southern sub-region: Borena , Guji ,Bale, Arsi and West Arsi,
- Central sub-region: West Shewa, East Shewa, North Shewa, and South West Shewa.

From each four sub-regions, one zone was randomly selected. Accordingly, Jima, East Hararge, Guji and North Shewa Zonal Educational offices and 24 woreda education offices were randomly chosen. In order to collect relevant and detailed information, educational managers and educational personnel as a major respondents were also selected based on the purposive and availability sampling technique so as to obtain more relevant and reliable information from those who in one or another way had direct relationships with the issue under the study.

The researcher believed that the sample taken was reasonable because of the fact that the standard of the organizational structure and job grading system as well as the prevailing practices and problems were likely similar and results obtained from these selected institutions and individual respondents made the sample adequate to represent the rest of the regional educational institutions.

1.6.4. Data Gathering Tools

The primary data were collected using research questionnaires from to regional, zonal and woreda education officials and personnel. This was because of the fact that it was an appropriate data gathering tools to obtain factual and sufficient information

regarding the views, opinions and attitudes of the respondents towards the problems under consideration. Besides, it covered large number of population under the study (Seyoum and Ayalew, 1989: 72). Accordingly, the questionnaire constituted close-ended and a few open-ended question items which were prepared in English. At the same time, by considering the understanding level of the respondents of zonal and woreda education offices, the questionnaires were translated into 'Afaan Oromo' which is the working language of the region. Pilot testing had been conducted at Akaki Woreda Education Office of East Shewa Zone before the actual time of data gathering began. Consequently, some efforts were made to detect and correct certain ambiguous and unclear statements of the draft questionnaire items.

In addition to this, observation check-lists, structured interview and focus group discussions were thoroughly conducted with the higher officials and professionals of REB, ZEO, WEO, RCSC and RBCB on issues that required more clarifications. On top of these, secondary data were also reviewed. To this effect, certain important organizational documents like organizational structure, charts, proclamations and functional / job descriptions were critically reviewed.

1.6.5. Method of Data Analysis

The gathered data were tabulated and analyzed using SPSS software so as to compute some advanced statistical tools. Accordingly, some data analysis methods such as percentage, chi-square, t-test and one-way ANOVA test and Tukey's, HSD post hoc test were employed for the purpose of data analysis and data interpretation. This analysis involved both the qualitative and the quantitative techniques (Best and Kahn, 2003:373).

1.7. Operational Definition of Terms

Centralization: The degree to which decisions making is concentrated at a single point in the organization (Robbins, 1989: 400).

Decentralization: A process whereby some higher central source of responsibility and authority assigns certain functions and duties to subordinate positions; accomplished through delegation (Good, 1973:167).

Downsizing: A reduction in the number of people employed by a firm (Mondy, 1999 : 158).

Establishments: A term used to designate the status quo or the traditional structure of the institution (Good, 1973: 219).

Reengineering: Fundamental rethinking, radical redesign and dramatic improvement of work process (Hammer & J. Champy, 1993: 32).

Restructuring: To give a new structure to organization (Webster's Dictionary, 1971:1937).

Structure: It is a network that distributes tasks to be performed among the people Acting at various lines of social positions so as to determine their roles and relationships within them selves (Mbamba, 1992:75).

1.8. Organization of the Study

First and foremost, this study was organized into four Chapters. Chapter one dealt with the problems and its approach. The second Chapter described the review of relevant literature. The third Chapter presented the analysis, presentation and interpretation of the data. Fourth Chapter contained summary, conclusions, and recommendations of the study. Finally, certain lists of reference materials used and some supportive evidences were annexed.

CHAPTER 2

THE REVIEW OF RELATED LITERATURE

This chapter presents the review of related literature and lays down the conceptual framework for the study. It mainly comprises of the Concepts, overview and elements of organizational structure and design. It also deals with the theories and practice of job analysis, job evaluation and job grading. In addition, it discusses about the current practice of educational system in Ethiopia in relation to the ongoing decentralization policy and strategies which the country has been pursuing. The chapter is divided into seven sub topics which are expected to give theoretical background to understand about reorganizing and restructuring organizations and its implications.

2.1. The Concept and Essence of Organization

2.1.1. The Concept of Organization

The word Organization is often used and widely understood in our daily lives. It has been defined in a number of ways by psychologists, sociologists, management theorists and the practitioners as well. As cited in Chandan (1997), organization has been defined by Chester Barnard, a well known management practitioner; as a system of consciously coordinated activities or efforts of two or more persons. It is a formal and co-operative system in which people gathered together and formally organized to combine their efforts for achieving common purposes.

In accordance with the above definition, an organization is a purposeful social unit which consists of a number of people who perform tasks so as to coordinate and integrate human efforts in gearing towards meeting common interests.

2.1.2. The Essence of the Organization

The essence of an organization can be more understood by describing the evolution of management practices. In light of this, the application of management knowledge is as old as the human civilization. Although, the development of management thought is relatively a recent event in origin, organization as the function of management has been in practice since the time immemorial. For instance, the construction and completion of huge project like the Great Wall of China, Egyptian pyramid and Axumite obelisk could have been unthinkable without the organized human efforts. According to the view of Chandan (1997:5) and Murugan (2005:44), it would be natural, thus, to assume that all functions of modern management namely planning, organizing, directing, controlling and coordinating played significant roles in the construction of these monuments. This implies the activities of organization have been with us from the time of antiquity in the form of organized, goal- oriented and successful manner.

2.2. Reorganizing and Restructuring Organizations

2.2.1. The Importance of Reorganizing and Restructuring

Reorganizing is the process of developing an organization in which all activities required are grouped together so as to create integration , cooperation and flexibility in operation that can provide effective communication and decision making and response to changes (Armstrong, 1999:12).

Emphasizing this point, Cummings and Christopher (1997:270) has argued that increasing competition and rapid technological and environmental changes are compelling many organizations to revisit their structure to escape from rigid bureaucracies, in a view of creating more flexible structure. Generally speaking, reorganization and restructuring should be directed towards bringing about improvement in efficiency and flexibility which enhance the organization capacity to absorb risks and react to changes successfully (Child, 1984:269).

2.2.2. Reorganizing Processes

The management process consists of at least five basic functions, namely planning, organizing, directing, controlling, and coordination. These functions are tools for managers to achieve goals and objectives of the organization. These basic managerial functions are interrelated and interdependent in which a significant change in one function can affect the functioning of the others. Organizing as one of managerial functions refers to the process of defining tasks, allocating resources and arranging coordinated work activities to implement plans. It implies that it is the process of defining tasks and arranging people and resources together to perform the planned activities (Schermerhorn, 1976:5).

According to Agarwal, (2004), the organizing function usually comprises the activities required for the implementation of pre-determined goals. These include: (i) identifying activities to be performed; (ii) the logical grouping of these activities into jobs and regrouping of jobs into functions and departments; (iii) assignment of jobs to specific people and positions; (iv) linking them through line of authority and responsibility; (v) delegating such authority and responsibility to employees; and (vi) establishing reporting relationships. Generally, the function of organizing involves grouping of activities into various departments and sections.

In other words, the steps of organizing involve departmentalizing, creating span of control, line and staff, designing organizational structure, delegating authorities and drawing an organizational chart. An organizational structure design process is basically an adjustment or improvement oriented task carried out to align the resources of organization to the accomplishment of its mission, vision and strategic goals and objectives (Plunkett and Raymond, 1989:188).

The term departmentalization, thus, refers to the task of horizontal differentiation of the activities. These activities are usually done whenever the organization expands or contracts in its scope. It is the process of dividing tasks through designing of organizational structure. Knezevich in (Ayalew, 1991:55) identified the following form of departmentalization. These consist of departmentalization by: (1) function (2) product

or services (3) process (4) customer or services (5) location (6) time and (7) subject matter.

Departmentalization by Function: It is a distinct and the most commonly used method of organizing. According to this form of departmentalization, organization is divided into groups of activities which carry out specialized tasks in a single place. It is very important tools for brining the specialized skills and knowledge needed for the accomplishment of particular activities. It also helps to avoid duplication of efforts, increase specialization and efficiency and will create a room for visible line of promotion and advancement.

Departmentalization by Product or Services: This method involves the process of combining all activities into a single unit. According to this form of departmentalization, members of the organization are identified by their relationship to the product or services under consideration. Subsequently, all activities associated with particular service may be grouped together.

Departmentalization by Process: It deals with the sequence of operation that takes place in a given organization. In educational institution for instance, teaching is the dominant process, but this process unlike industrial process may not be visible and widely applicable. However, technical vocational school may use extensively such form of departmentalization in order to organize its various sections.

Departmentalization by Customer or Client: This involves basically organizing departments in order to meet the need of a particular customer. This particular form of organizing is that the person in charge should give continuous and undivided service to its client which could be resulted in faster and more satisfactory service to its clients.

Departmentalization by Location: It is the method of organizing on the basis of geographic or territorial division. It is quite important where the region to be administered is somehow large in size; and when top officials give greater consideration for local condition and particularly when the problems of communication seem quite

critical. Such situations may enforce organization to establish branch offices at various administrative hierarchies.

Departmentalization by Time: It is usually used more in industrial organization where shift system is quite indispensable for labor assignment beyond the normal working hours. Most educational institutions also operate on shift basis. For instance, Universities have their regular, summer, and evening program.

Departmentalization by Subject Matter: This type of departmentalization is predominantly used in educational institutions particularly at secondary schools and higher institutions levels. It enables to organize departments on the basis of field of studies.

2.3. Organizational Structure and Design

2.3.1 Organizational Structural Design

Organizational structure is the system of network communication and authority that links people and groups together in order to perform some important tasks (Schermerhorn, 1976:82). Organizational structure involves an arrangement of activities and assignment of personnel to achieve pre-determined organizational goals and objectives in an efficient manner. Besides, it is a means by which various parts of an organization are arranged and tied together in a coordinated manner. A well planned organizational structure reflects the way individuals and groups are arranged with respect to the tasks they perform. In addition, it describes how the overall work of the organization is divided into departments, divisions, sections, units, sub-units and how these divisions/units are coordinated for the completion of the tasks (Cummings and Christopher, 1997:270; and Ford and Sherrill, 1980:275).

A good organizational structure is needed for the purposes of effective coordination of activities. In answering why it is needed, Chandan (1997:225) describes some important elements as follows: (i) each individual in the organization who is assigned a role, responsibilities, and necessary authority must know his position, his role and his

relationships with other fellows. (ii) The activities of all individuals are coordinated and integrated into a common pattern to achieve the organizational objectives in a cohesive manner. (iii) The optimum use of human knowledge, skills and efforts are achieved through organizational structure. One can infer from the above points that a well structured organization would enable the managers to assign the right person to the right position. This in turn would assist the organization to maximize the optimum utilization of its human resources.

Organizations, hence, regardless of their types and size usually create structure in order to facilitate the coordination of activities and control the actions and behavior of their members. However, depending on the existing policy and strategy of the organizations and the philosophy of their management, their organizational structural arrangement could be either rigid or flexible.

According to Robbins (1989:400) an overall organizational structure generally falls into one of the two conventional approaches. This means, organizational structure can be designed on the basis of either Centralized or Decentralized model. The centralized approach is characterized by its rigidity, high complexity, high formalization and limited information network focusing on little room for participation. On the other hand the decentralized approach is characterized by its flexibility and dynamism in which tasks and roles are less rigidly defined with little emphasis on formal job description and job specification. So that it is more flexible, adaptive, responsive system organized around solving unique problems (Chandan, 1994:367; and Robbins, 1989: 400).

By organizational design also we mean that it is the process of achieving coordinated efforts through the structuring of tasks, authorities and work flows of the organization. In other words, organizational design is the process and mechanisms of determining the network through which the units relate to each other both vertical and horizontal hierarchy. It is through these processes that the components of the organization work together. Then, a complete organizational design should deal with all features in the organization such as the people, the behaviors, the values, and the culture that bring the basic skeletons and elements of the organization (Goold and Andrew, 2002:4).

In stating the importance of organizational design, Schermerhorn (1976:91) has described it as the process of choosing and implementing structure that meets the needs of an organization. These imply that the ultimate purpose of organizational design is to put into place the structure that facilitates the smooth implementation of organization's strategies to accomplish key organizational objectives. Most of the contemporary organizations need more organic type of organizational design which is adaptive in nature, more flexible and open in the way they operate and perform best in a more uncertainly operating environment (Lyons, 1977; and Letters, 1980). As a matter of fact, structure is the means for attaining such goals and objectives of the institutions. So, the designer must see things from different perspectives as to how structural arrangements can be devised in a way it suits the purpose given to the organization and expectation of the people working within it (Child, 1984:3).

In addition, most writers have forwarded some advices that any organizational design should take into account such as human factors, intended behavior patterns, key relationships and think carefully about people incentives and cultural issues when selecting and finalizing a preferred design. In supporting this, Goold and Andrew (2002:6) have suggested that human factors should deserve due attention against designing an organization around the strategies and changes. Similarly, Child (1984:4) has suggested that the requirement for organizational design is to create a structure which could not only suit but also fit the needs of the organizations and its employees.

2.3.1.1. The Design Parameters

The strength and weakness of organizational structure is determined by the type of design parameters employed by the managers. According to Mintzberg (1979:66), there are at least nine design parameters employed in designing organizational structure.

These include:-

- 1) How many tasks should a given position contain and how specialized should each task be,
- 2) To what extent should the work content of each position to be standardized,
- 3) On what basis should positions be grouped into units and units into larger units,

- 4) How large should each unit be; how many individuals should report to a given manager,
- 5) To what extent should the output of each position or unit be standardized,
- 6) What mechanisms should be established to facilitate mutual adjustment among parts and units,
- 7) How much decision making power should be delegated to the managers of line units down the chain of authority or hierarchy,
- 8) How much decision making power should pass from the line manager to the staff specialists and operators,
- 9) What skills and knowledge should be required for each position?

In addition to this, at individual level we can consider three parameters in designing of individuals positions in the organizations. These are: (i) the specialization of the role (ii) the formalization of behavior in carrying out it and (iii) the training and indoctrination it requires.

2.3.1.2. Determinant of Organizational Structure

Chandan (1997:230) has emphasized that organizational structure must suit the situation in meeting the organizational objectives. Good organizational structure is the function of a number of factors including the environment, technology, size of the organization, and its life cycle. These four factors would determine the philosophy and strategy of the management and form the foundation for the organizational structure.

2.3.1.3. Major Factors Necessitates the Redesigning of Organizational Structure

a) Change in Purpose/Mission

Additional functions to the organization or reduction of some of the existing functions would bring about changes in organizational purposes. Such changes require redesigning of their structure in order to make it fit to its newly defined purposes or mission.

b) *Change in Volume of Activities*

Change in scope of operation of an organization demands corresponding existence or reduction in structure of organization.

c) *Change in Complexity of Tasks*

Change in the type of technology the organizations uses usually affects the size of the structure, the number of jobs and the quality of human resources the organization should have.

d) *Policy Decision*

A decision to establish, merge, downsize or demolish an organization by owner or policy makers requires changes in organizational structure.

e) *Incompatibility of functions.*

When the functions of an organization become incompatible with the goals and objectives of the organization, the management or its owners may decide to restructure the organization to create harmony between them EMI, (2001).

2.3.1.4. Types of Organizational Structure

Depending on the types of the organizations and the philosophy of their operations, managers can select any one of various structural designs available. According to Chandan (1997:232), some of these organizational designs are indicated as follows:

Line Structure: Line structure is historically the oldest and the simplest form of organization and it is commonly used among all small organizations. All other kinds of structures are the modification of line structures. This form of Structure is basically known by another name scalar organization, which is similar to military organization. This is because; it has been developed in the army (Murugan, 2005:155; and Rashid and Maurice, 1983:145). Its unique feature is that this form of organizational structure is characterized by direct line of authority flowing from the top to the bottom levels of the organizational hierarchies.

Functional Structure: Functional structure is perhaps the most widely used Organizational structure at present in the world. In this type of organization, people who may perform similar work and face similar problems are grouped together. This

facilitates communication within such particular departments and allows them to share their expertise. In addition, it enhances career development with the specialty, reduces duplication of efforts and makes the best use of organizational resources (Cummings and Christopher, 1997: 279).

Line and Staff Structure: This type of structure is basically designed to maintain the balance between centralization and division of work. According to Murugan (2005:159), centralization is a typical feature of line organization whereas functional organization involves too much division of work. Line and staff organizations add the functional specialists to the line structures. This form of organization is most common in many businesses as well as public sector Organizations particularly in large civil service institutions (Chandan, 2004: 232). Having this view in mind, Agarwal (2004:146) added that line and staff are the most widely used concepts in organizing processes; and most educational organizations have line and staff structure. Accordingly, the most widely used catch word and held concepts of line and staff is that line managers are those who are directly represent and responsible for the accomplishment of organizational goals and objectives whilst staff managers are those who are providing support for the line managers and those who play an advisory role (Ayalew ,1991:67).

2.3.1.5. Organizational Chart

Chart is a diagram depicting such elements as: (1) the official levels of authority (2) the various functional units of the organization (3) the established channels of communication and (4) the title of each managers in the Organizational hierarchies.

A typical Organizational chart shows only the formal aspects of the organization in the form of vertical and horizontal dimension. Accordingly, some organizations have either vertical or horizontal or concentric type of organizational chart. However, regardless of their shape it has a potential to show line of authority, responsibility and accountability relationships as well as communication networks (Ayalew, 1991: 83; and Sehrmerhorn, 1976: 83).

2.3.1.6. Organizational Manual

Organizational charts provide basically only limited information about the structure and relationships among its components. However, the existence of organizational manual may complement and supplement organizational charts in many ways (Agarwal, 2004:142).

In elaborating further the benefits of the organizational working manual, Chandan (2004) has stated that manual has several advantages in standardizing work process, providing sufficient information to the position holders and the immediate supervisor about their roles, functions, authority-responsibility relationships in discharging duties and responsibilities expected of them. Therefore, it can be possible to infer that chart performs the functions of clarity of status while manual provides clarity of roles.

2.3.1.7 Some Principles of Organizational Aspects

Span of management: As Amrine (1983:43) states span of control or span of management is one of the most widely known organizational principles. Specifically, this term refers to the numbers of persons that report to any one supervisor or executives. It also indicates the number of organizational levels between the chief executives and the lower level workers. However, long span of control seem to be undesirable in the contemporary situations. This is because to avoid the distortion of information emerging from communication gaps or barriers (Agarwal, 2004).

Flat and tall structure: The type of span of control selected will have a significant effect on the size and shape of a given organization. The terms flat and tall is used to describe the type and the shape of the structures of the organizations.

As Agarwal (2004:127) has stated, the span of management describing the type of the structure depending on a number of facts such as supervisor related factors, subordinate related factors and organizational factors, because of these factors some organizations have a tall organizational structure and more levels in the organization hierarchy where as others prefer to flat organizational structure with a wider span of management and fewer levels of management.

Communication: Communication is the process of transferring information from a sender to a particular receiver by using various modes of communication. Thus, in designing organizational structure it is quite indispensable to establish clear, valid and sound reporting relationships that indicate the extent of responsibility and accountability. This means, it is very important to specify to whom units will report and the nature of the reporting system. It is the nature of reporting system that ultimately determines the process of planning, organizing, directing, controlling, coordinating activities and correcting problems faced in the course of actions. It is also regarded as ground for obtaining feedback and helps the manager to appoint, reward, approve, plan execute and monitor and evaluate performances and to intervene in exceptional circumstances. In any case, the upper levels can not delegate these responsibilities which are necessary to exercise due diligence (Andrew and Richard, 1989; and Goold and Andrew, 2002:150).

Delegation of authority: Delegation is a process through which managers assign some parts of their tasks to their subordinates. This actually does not mean delegation is the abdication of authority and consequently the evasion of accountability. The managers may assign responsibility of certain jobs to the subordinates and retain some tasks that necessarily require the decision of the manager. In doing this, subordinates should be granted authority which is commensurate with responsibilities they are expected to accomplish. At the same time, the subordinates ought to be held accountable for their failure (Agarwal, 2004:161).

2.3.1.8. Benefits of Good Organizational Structure

In briefing or describing, the benefits of good organizational structure, Pringle and others (1988:186) have explained that the benefit of good organizational structure is related directly to that what a theorist calls sound organization. Designing feasible organizational structure, for instance, helps to eliminate weaknesses including gaps in responsibilities, overlapping of functions, duplication of efforts, and patterns of relationships.

2.3.1.9. Consequence of Structural Deficiency

There are several problems which markedly challenge the organization during the course of operation. These are low motivation and moral, being late for job and an inappropriate decisions, conflicts, lack of coordination, rising of overhead costs and generally poor response to new opportunities and external changes.

According to Child (1984:6), all these problems may emanate from wrong and inefficiently designed organizational structure due to the fact that structural deficiencies can play a part in exacerbating all the problems related to restructuring organization. To mention a few, defective organizational structure causes the following practical problems (Burke and Cary, 2002).

Low Motivation and Morale of The Employees; The root causes of this problem may be; (i) decision could be inconsistent and arbitrary in the absence of standard rules and procedures of work process; (ii) people may perceive that they have little responsibility, opportunity for achievements and recognition because there might be insufficient delegation of authority; (iii) there may be lack of clarifying as to what is expected of people and how their performance is going to be assessed; (iv) people are subject to competing pressure because of the absence of clearly identified decision rules, defined priority work program; and (v) people are overloaded due to inadequate supporting systems and existing of poor communication and reporting relationships.

Decision making may be delayed: This problem may occur; (i) necessary information may not be transmitted on time to the appropriate people either because of an over-extended organizational hierarchy; (ii) inadequate procedures to coordinate decision making process when it is segmented into separate units; and (iii) inadequate procedures for evaluation of the results of similar decisions made in the past.

There may be conflict and lack of coordination: The reasons for these problems can be: (i) the existence of conflicting goals ; (ii) people are working out of steps with each other; and (iii) people may not participate into the planning processes.

The organization may not respond innovatively to changing circumstances: This can stem from the fact that: (i) the organization has not established specialized job forecasting and scanning the environment; (ii) there is a failure to ensure that innovation and planning of change are mainstreamed activities backed-up by top management through appropriate procedures and adequate priority and resources; and (iii) inadequate coordination between the parts of the organization in identifying the needs of the organization.

Cost may be rising rapidly: This is also due to the simple fact that (i) organization has a long hierarchy with high ratio of chiefs; (ii) there is an excess of procedure and paper work distracting people's attentions away from productive work and requiring additional staff personnel to administer which might be resulted in an increase of unnecessary overhead costs; (iii) and there is high employees turnover.

Moreover, poor organizational structure may be the result of excessive and frequent reorganizing and restructuring of an organization. On this ground it would have an adverse impact on the smooth operations of the organization. In reinforcing the aforementioned statements, Burke and Cary (2000:12) have agreed that the frequent reorganizing and restructuring of an organization have the following consequences. These are: (i) the hindrance of innovation; (ii) the absence of long-term planning; (iii) unexpected resistance to change, (iv) high turnover of employees; (v) loss of credibility of top management; (vi) conflicting interest, (vii) increased costs, wastage of time and resources; (viii) decreased employees' morale, motivation, job satisfaction, perceived promotion opportunities, commitment to the organization and increased concern about job security. Therefore, in order to avert all these human factors created because of organizational structural deficiency, a range of organizational devices must be employed so as to promote better integration in an organization.

2.3.1.10. Achieving Standardization through Organizational Structure

Ideally, the organizational structure is an outgrowth of its strategies. Thus, aligning structure with the mandate and strategy of the organization can provide a lot of practical benefits. As Wright and Raymond (1996: 135) have suggested, one means by which

structure provides these benefits is through helping to achieve standardization and formalization. This is because, structure would create hierarchy. Hierarchy, in turn, would create divisions, departments and generate a need for some one to manage these units. As a result, a pattern of reporting relationships in the organization would be established. Thus, organizational structures help the organization to differentiate and standardize its tasks into more highly specialized parts and integrate the organization's efforts all together. Besides, organizational structure regulates activities such as operating work flow, pattern of control, information flow and decision making process through which standardization could be maintained (Amrine, 1983:42, Ford and Sherrill, 1980:294; and Mintzberg, 1979: 37).

2.3.1.11. Organizing Trends in the Modern Management

The traditional and pyramid type of organizational structures which has been vertically organized, is giving a way to more inverted pyramid or horizontal structures with an emphasis to employees involvement and customer service (Schermerhorn, 1976: 96).

According to the above statement, we can understand that many organizations prefer to operate with flexible chain of command, less strict unity of command and larger span of control. The intention focuses on having effective delegation and empowerment of employees at all levels of work responsibility. These are why tall organization with many levels of management is often criticized for its inefficient and poor productivity and poor customer service provision. The current trend is to streamline structure by cutting unnecessary levels of management.

Reengineering, for instance, is a recently known approach or intervention of restructuring organizations. According to Hammer and Champy (1993), it is conceptually defined as the fundamental rethinking and radical redesigning of business process so as to achieve dramatic improvement in performance. In supporting the idea of Hammer and Champy, (1993); and Cummings and Christopher (1997:291), have strongly stated that reengineering seeks to transform how organizations traditionally produce and deliver goods and services. It deeply addresses the problems of inefficiencies and irresponsiveness by breaking down specialized units into more integrated and cross

functional work process. Reengineering basically questions why organizations do what they do, and why they do in the way they do. It also demands a shift from specialized to generalized and integrated work process that would result in flat organizational structure which will add value to the customers due to the fact that it streamlines work process and make them faster, flexible and responsive to changes (Cumming and Christopher, 1997:291).

In addition, Robbins (2004:15) has suggested that in the events of rapid and dramatic change, managers should think of the best approach to restructure their organization. Reengineering, for instance, is one of an important trend that has been developed over the past decade due to the fact that there is strong need to improve the quality of products and services that meet the needs of the customers. According to the concept of reengineering, managers should start from the scratch with a clean sheet of paper in redesigning those work process in a way it can add value to the organization and its clients. Thus, the designer should focus on at least three key elements such as organization's distinctive competences, core processes and reorganizing horizontally.

Thus, Business Process Reengineering /Management require radically restructuring an organization or redefining the job responsibilities, although it is not an easy job. The whole purpose of reengineering, therefore, is to promote speedy decisions and quality services through an efficient system and also to promote participation among employees doing similar thing, because participation in a work process enables them to work in a virtual team with members of other departments and make them aware of their role and contribution in overall success of the process.

2.3.1.12 Guidelines for Effective Organizational Structure

There are some established guidelines that are common to all organizations that need to be organized and structured. These guidelines, as identified by Chandan (1997:204), are the following:

1. The line of authority should be clearly stated and should run from top to bottom of the organizations.

2. Each person in the organization should report to only one supervisor.
3. The responsibility and authority of each immediate supervisor should be clearly established in writing.
4. The higher managers are responsible for the act of their subordinates.
5. The authority and responsibility should be delegated down the line in the hierarchy.
6. The number of levels of authority should be as few as possible.
7. The principle of specialization should be applied where ever possible.
8. The line function and the staff function should be kept separate.
9. The span of management/control should be reasonable and well established; and
10. The organization should be simple.

2.3.2. Organizational Change and Its Management

Change involves moving from one state of affairs or conditions to another and that may affect the interests of individuals, groups and an entire organization. According to the view of Lunenburg and Ornstein (1991: 214), there are many factors that can cause change. Pressures on an organization to change can emanate from either internal or external environment. These may include government intervention, society's values, economic conditions, change in technology and explosion of knowledge (information), internal employee' needs and administrative processes (Hick, 1981).

In a more elaborative way, Mondy and others (1999: 258), have mentioned that any organization whether it is small or big would exercise change. The most important and prominent changes occurring these days in an organization are: (1) change in an organizational structure caused by change of mergers, acquisitions, rapid growth, downsizing, (2) change in an organizational mandate, mission and strategy, (3) change in technology and the way people think and work, and (4) change in human resources utilization.

Organizational effectiveness mainly depends on the established effective work practice which is supported by feasible organizational structural design, and this in turn requires meeting the above major points. This would enable the organization to be

transformed in a way it could change behavior, build skills around performance management, delegation, handling conflict, decision making, building team work and empowering employees. This is not indeed a simple job for a manager, because it demands (i) assessing organization's readiness for change (ii) aligning the organization's vision with the need for change (iii) and designing and implementing action plans for the newly envisioned change that leads organization to real transformation. Nonetheless, if change is to be successfully implemented, it must be approached systematically; otherwise its negative impacts outweigh its benefits due to the reason that change always entails resistance (Child, 1984: 283).

2.4. Elements of Job Design, Job Analysis and Job Evaluation

Once the organizational structure has been designed, the next logical step is to design jobs, conduct evaluation and job grading. These processes involve various preliminary activities consisting of the following elements:

2.4.1. Job Analysis

Various types of jobs are performed in an organization regardless of their purpose, size, nature and character of the work. To this effect, a systematic identification, grouping and compiling of these jobs are highly required due to the fact that it will facilitate the task of placing the appropriate employees for the job so as to guide and enable them to review their work, organize and strengthen the organization. To do this, there is a need to carry out job analysis (EMI: 2001). Job analysis, as defined by Henderson (1985: 146), is a systematic process of collecting, analyzing, interpreting, completion of information related to specific job. It is also the process of determining the duties, skills and talents required to perform them.

Job analysis is performed at least in three conditions: (i) when the organization is established; (ii) when new jobs are created; and (iii) when jobs are significantly changed as a result of new technology, methods, procedures and systems of work. It would help to identify information about work activities, human behavior, working tools and equipment, performance standards, job context, human skills requirement.

These methods of collecting, analyzing and recording data or information on job activities may consist of: (i) conducting interview with workers performing the actual jobs, or with a manager who supervise the work of the worker; (ii) physical observation while the work is being performed; (iii) filling questionnaire by worker performing the jobs or by the manager supervising them (iv) completion of diaries by employees indicating each activity as it is performed over a period of time, and (v) any combination of the above methods (Henderson, 1985: 154).

As explained by Mondy and others (1999:107), in undertaking job analysis, it is likely to design new jobs or eliminate old ones, because of change in work environment. The very purpose of job analysis, therefore, is to obtain answers for the following questions; (i) what physical and mental task does the worker accomplish; (ii) when is the job to be completed; (iii) where is the job to be accomplished; (iv) how does the worker do the job (v) why is the job done and; (vi) what qualifications are needed to perform the job. So, it provides a summary of employees' duties and responsibilities and skill requirement.

2.4.2 Job Description

Job description, in actual sense is the outgrowth of job analyses, and it can be formally defined as a systematic record of job analysis. This indicates that information obtained through job analysis is crucial to the development of job description. Job description must be relevant, accurate and concise with the content of the jobs and what the employees are actually expected to do. It should exactly indicate what, how, and under which conditions the employees perform their assigned duties and responsibilities (EMI, 2001).

According to Mondy and others (1999: 115), job description should also consist of such elements as major duties performed, percentage of standards to be achieved, working conditions and possible work hazards, numbers of employees performing the job and whom they report to and the machines and equipment used to perform the job. Here, we have to bear in mind that job description must describe only the job and not the person who works the job.

2.4.3 Job Specification

Job specification is basically a document that contains the minimum acceptable qualification that a person must possess to perform particular job. It consists of items like educational qualification, skill requirements, experience, personality traits, and physical abilities under which the incumbent must work. In fact, job specification is part and parcel of job description (Haile Selassie, 1999; and Henderson, 1985: 220).

2.4.4. Job Evaluation

Job evaluation is usually concerned with the techniques used to establish a comparative worth of job within an organization. It is a systematic process of comparing jobs with each other in order to come up with rank order of the job in accordance with their complexity or relative worth (EMI, 2001). In job evaluation, it is the job not the person who performs the job that is subjected to evaluation. As Armstrong and Angela (1995: 14) described, the major purpose of job evaluation is to tackle difficulties in managing and maintaining internal equitable grading system by reducing the degree of subjectivity or value judgment.

Before an organization determines the difficulties or values of its job, it must first define their content through conducting job analysis and job description. This is because; job evaluation requires systematic analysis that can provide framework within which judgments can be made. Many organizations use job evaluation system for the following purposes: (i) to provide rational basis for the design and maintenance of equitable pay structures, (ii) to enable consistent decision to be made on grading (iii) to maintain the extent to which there is comparable worth between jobs (iv) to develop hierarchy of job value that can be used to create a pay scale or structure (Mondy and others, 1999: 385; and Armstrong and Angela, 1995: 16). There are at least four methods of job evaluation methods. According to Mondy and others (1999: 386), these job evaluation methods encompass (i) ranking, (ii) factor comparison (iii) point rating; and (iv) classification methods.

Among these techniques of job evaluations, position classification is widely and commonly used in almost all Ethiopian civil service institutions among which educational institution is the one. For instance, the FCSC has been undertaking position classification in: (i) determining duties and responsibilities of various positions; (ii) translating duties and responsibilities in terms of skills requirement; (iii) grouping positions which broadly require similar skills; and (iv) grading of position in terms of degree of accountabilities and responsibilities, volume of work, difficulties of activities and work complexities of tasks (FCSC, Pro. No. 262/ 2002).

2.4.4 Job Grading

After jobs have been evaluated, they should be graded according to the volume, difficulty, and complexity of the work; and this accomplished by the human resources management organs that have the responsibility of administering job evaluation. Some times, however, these activities are done by a committee drawn from different functional departments. In fact, they are expected to be conducted by the O & M experts. At organizational level, typical committee members might include the chief human resources executives and representatives from functional areas such as curriculum, finance, personnel and the like. At national or regional level, there might be an independent organ entrusted with the power and authority to evaluate jobs and at the same time to determine the job's grade level when requested by government or public organizations (EMI, 2001; FCSC, 2002; Gole and Saline, 2003; and Mondy and others, 1999: 385).

2.4.6. Manning

Once, the organizational structure is designed and necessary jobs are identified, the next task of the analyst is determining the minimum number of persons required for hierarchical jobs. That is, determining the number of positions required in each work unit. As elaborated by Mondy and others in (Haile Selassie, 1999:10), in designing and restructuring organization, conducting systematic review of human resource requirement against the job positions is a logical step of doing business. It is to ensure

that the required number of employees is sufficiently available with the required knowledge, skills and work experience.

2.5. Brief Description of Educational System in Ethiopia

Although, the specific starting time of schooling in Ethiopia is not clearly known, some forms of education were experienced before the emergence of Christianity in Ethiopia. This can be evidenced by early literature and inscription, both obtained from statues and coins (Lulusegged, 1969:61).

Beginning with the introduction and wide spread of the Christian faith, the church assumed the role of education and used to perpetuate the churches service to be spread over and diffused into the societies.

As far as modern education is concerned, it was introduced to Ethiopia during the reign of Emperor Menelik II at the turn of this century. It was the Emperor who first realized the significance of modern education to Ethiopia through which the country could have been emancipated from darkness and backwardness, because the traditional education couldn't change the existing situations and meet modern needs satisfactorily (MOI, 2004: 173). Particularly, the growing needs created by increased contact with outside world would create the room for Ethiopia to introduce and expand modern education into the country. However, it was not easy to involve churches' leaders, the clergy, the nobilities and the priests to initiate modern schooling in Ethiopia (Seyoum, 1996).

In 1908 the first modern and secular public school known by the name Menelik II School was opened in Addis Ababa by the order of the Emperor to disseminate modern education under the direction of Egyptian teachers (Seyoum, 1996). As a result, education became one of the significant activities of the government. Being aware of this fact, Emperor Menelik II had initiated the Office of Director of Education and mandated it to run Ethiopian educational issues. Later on, his Imperial Majesty Haile Selassie I elevated the position of director of education to the level of cabinet Ministry. After the Italian invasion was over, the MOE was reorganized in a new form to revitalize and rehabilitate the Ethiopian education system.

Though, many efforts were made to expand modern education in Ethiopia, during this time, education was totally confined to very few areas including the City of Addis Ababa. After the overthrow of the Emperor Haile Selassie's regime, the Dergue regime had tried to expand educational system in Ethiopia at a large, and some sorts of structural modification was made in reorganizing educational institutions. Yet, the education policy was based on socialist orientation; and it was not in a position to bring about the quality of education and solve the country's political and socio-economic problems (Abraham, 1995; OESPO, 1998; and Seoum, 1996).

In order to alleviate all these long lasting social problems, the present Ethiopian government has given priority to the education sector since early 1991. Accordingly, the TGE has devised a decentralized educational development based on identified objectives and needs of the country (MOI, 2004:174).

This new policy of decentralization lends itself to an extensive and broader reorganization and restructuring of education organizations. To revitalize and facilitate the expansion and distribution of education effectively up to the grass root level, the government has also formulated a new Education and Training Policy (ETP) of 1994 along with the education sector strategy and education sector development program so as to meet the country's immediate as well as forthcoming political, economic and social developments.

In order to attain this, the development of ETP, ESDP and the reorganizing and restructuring processes of educational organization are among the efforts that have been directed towards readdressing the problems of accesses, quality, coverage, efficiency and relevancy of education. The basic purpose of the ETP, hence, is to restructure the education system and educational institutions along with this particular policy (MOI, 2004:174).

2.6. The Current Practices and Prospects of Educational System in Ethiopia

Since early 1990's the Ethiopia government has perused a broader development strategy that is basically consistent with internationally agreed Millennium Development Goals (MDGs) which aimed at expanding enrollment ratio, among others. To this effect, the government has introduced decentralizing policy as strategic tools for achieving these goals (DFID, 2005:3).

To fully realize this, Ethiopia initiated a major attempt at educational reform in 1994 by formulating new Education & Training Policy/ETP/ and decentralize educational function to the lower level administrative hierarchies. Accordingly, at Federal level the MOE, at Regional level, the REB, ZEO and WEO have been reorganized and restructured along this policy. The new structure has added one additional layer to the previous structure. Before the new administrative system, structurally there were no Wordea Education offices (OESPO, 1998: 27).

The present educational administrative system is chiefly the output of the decentralization policy. In elaborating this fact, Yigremewu and Haregewoin (2005:31) have explained in such a way that in the legal frameworks of the government of Ethiopia, decentralization has been taken as one of the principal elements of expansion of educational services. This is because the lower level of government structure is assumed to facilitate people's participation by providing adequate legal basis, capacity and organizational management in which various administrative units at various hierarchies share power, authority , responsibility and resources among themselves (Eshetu, 1994:153).

However, as one could understand from a common experience, the hard fact is that the unplanned and illegitimate decentralization decision making would entail excessive and frequent disorganization and restructuring. As a matter of fact, people at different levels of administrative hierarchies have different conception of

their roles, integration of power and authority and means of executing public policy.

In supporting these points, Agalianos and Peter (1994: 63) have stated that restructuring involves many choices and dilemmas. Some of them are the choice between centralization and decentralization. Due to this fact, the challenges of restructuring in education and elsewhere is usually a challenge of abandoning bureaucratic controls, inflexible mandate, paternalistic form of trust and quick system fix. It is also a challenge of building trust in the process of collaboration, risks and continuous improvement. In addition, it is a challenge of supporting and empowering employees and promoting organizational culture and values.

Therefore, the past scenarios of education system and educational institutions in Ethiopia have indicated that it was not proactive to change, but rather it was reactive and tied up with inflexible bureaucratic type of administration system. Thus, the recent and present reform would seem to emphasize in tackling these deep rooted national as well as regional problems.

2.7. Educational Background of Oromia Regional State

Oromia is the most populous region in Ethiopia consisting about 30 percent of the country's population. According to the population projection by CSA as cited in DfID (2005: 6), the number of population in the region is estimated to be 21.7 million divided almost in equal proportion between male and female. The rural population comprises about 85.4 percent (BoFED, 2005).

On the basis of the current border delineation, the land area of Oromia is estimated at 354,000 square kilometers. The region also occupies nearly 30% of the country's total area and is bordered by all regions except one region, Tigray. Further more, from the administrative point of view, the region is also divided among 17 Zones, 254 Woreda and 6440 Kebeles (DfID, 2005).

The Oromia regional education bureau is one of the executive organs of the regional state. It was proclamation No. 41/1993 which gave primarily the power

and duties of the MOE to REB and mandated it with the duties and responsibilities of discharging regional educational activities (Jeilu, 2001). To this end, the Oromia regional state, within the parameters of the federal policies and strategies of education, has taken a number of steps for the past decade in putting this reform agenda in place. Particularly, within the past few recent years, several attempts have been made in reorganizing and restructuring of regional educational organizations at Regional, Zonal and Woreda levels in a view of supporting the ongoing decentralization policy and the reform agenda.

Accordingly, among the factors that necessitate these tasks of reorganizing and restructuring of education organization are, in a recent past, many academic institutions were established due to the existence of conducive educational policy environment and high demand for educational services. Based on new educational and training policy of 1994, several public, private schools and colleges have come into existence at different localities of the region. Hence, the process of their foundation, reorganization, and liquidation requires the existence of clear and transparent procedures and efficient administrative systems so as to co-ordinate, control and give them necessary supports for their smooth operation. It is obvious that these institutions undoubtedly need their educational programs to be supported, approved and licensed so as to offer state accredited programs. Thus, the educational organizational structures existing at every echelon should satisfy the need for the accomplishment of the aforementioned educational goals and objectives of the region.

CHAPTER 3

PRESENTATION AND ANALYSIS OF DATA

This part of the thesis deals with presentation, analysis and interpretation of the data gathered from the field. The data obtained through questionnaires, interview, observation check list and review of relevant documents were thoroughly analyzed and interpreted accordingly.

3.1 Characteristics of the Study Population

In undertaking this research study, raw data were primarily gathered through the use of various data gathering tools. These data were gathered from the sample respondents of regional education bureau, four zonal and twenty four woreda education offices and other two relevant regional bureaus. To this effect, the questionnaires were filled out by regional, zonal and woreda educational officials and personnel. In addition to this, structured check-lists were used in order to undertake interview and focus group discussions with selected sampled regional, zonal and woreda education officials and personnel as well as senior experts and managers of RCSC. Furthermore, certain important organizational documents like organizational structure, charts, proclamations and functional / job descriptions were thoroughly reviewed.

Accordingly, a total of 176 copies of questionnaires were prepared and distributed to be filled out by respondents of regional, zonal and woreda educational managers and educational personnel. Consequently, the rate of return was found to be 90.3 percent (159). Out of the total respondents, 78.62 percent (125) were educational officials, experts and personnel working at zonal and Woreda education offices whereas the remaining 21.38 percent (34) were from regional level. Depending on their assigned roles, the respondents were categorized into two groups: educational officials or managers and educational experts or personnel of the regional, zonal and Woreda education offices. The former accounted for 42.8 percent (68) and the latter represented 57.2 percent (91) of the total number of the respondents. As far as the composition of

the respondent groups is concerned, REB as an initiator of reorganization and restructuring activities, ZEO/WEO as an implementer and RCSC/RBCB as key partner in studying and approving proposal of new educational organizational structure were involved in the study as the main target groups.

Based on the responses obtained from the sample population, the analysis and interpretation of the data are presented in the following subsequent tables.

Table 1: Respondents' Proportion by Sex, Age Categories and Responsibility

Area of responsibility	Sex						Age (in rang of year)									
	Percent						Percent									
	M		F		Total		18-29		30-39		40-49		50& above		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Officials/ Managers	65	40.9	3	1.9	68	42.8	4	2.5	22	13.8	32	20.1	10	6.3	68	42.8
Experts/ Personnel	84	52.8	7	4.4	91	57.2	6	3.8	31	19.5	44	27.7	10	6.3	91	57.2
Total	149	93.7	10	6.3	159	100	10	6.3	53	33.3	76	47.8	20	12.6	159	100

As depicted in Table 1, sex wise, out of the total 159 respondents, the majority of the respondents which was 93.7 percent (149) were found to be males. The female respondents were extremely low in number which constituted only 6.3 percent (10). From this, it can be said that the proportion of female employees working at managerial posts and experts in the regional, zonal and woreda educational administrative levels was generally low as compared to their male counterparts. Consequently, the responses of the respondents in this study reflected chiefly males' views.

Regarding the age structure, 47.8 percent (76) of the respondents fell between 40 and 49 years old. It is only 6.3 percent (10) of the respondents that were in the range of 18 to 29 years old. This reflects the majority of posts in different administrative levels were occupied by those employees who had more service years/ work experiences.

Table 2: Respondents' Proportion by Educational Level, Field of Studies and Short Term Training Received

No.	Educational Level	N	%
1	M.A/M.Sc	15	9.4
2	B.A/B.Sc	32	20.2
3	Diploma and below	112	70.4
Total		159	100
	Field of Studies		
1	Educational management/teaching	116	72.9
2	Personnel Management	13	8.2
3	Others	30	18.9
Total		159	100
	Short Term Training	Total	
1	Leadership skills	21	13.2
2	Human resource management	20	12.6
3	Planning, supervision & monitoring	16	10.1
4	Various workshops	19	11.9
5	Basic Computer skills	8	5.1
6	Teaching /TTI/	43	27.0
7	Unspecified	32	20.1
Total		159	100

Regarding the respondents' level of education, the summarized data in Table 2 revealed that 70.4 percent (112) of the respondents had diploma and below in their educational level. Of the total respondents, first and second degree holders were 20.2 percent (32) and 9.4 percent (15) respectively. The remaining 13.8 percent (22) constituted employees having certificate and/ or below. In addition to this, out of the total respondents 72.9 percent (116) reported that their field of specialization was educational management/teaching while 8.2 percent (13) were administrative/personnel management stream.

In addition to the above characteristics, the respondents were asked whether they received on job training relevant to their current post or not. As depicted in Table 2, 13.2 percent (21) and 12.6 percent (20) responded that they received on job training in leadership and human resource management, respectively. But, the majority of the respondents which was 27.0 percent (43) of the total respondent groups reported that they attended short term- training in teaching prior to their present position. Moreover, 10.1 percent (16) were also indicated that they received short term training in planning and supervision of educational activities. Others, 20.1 percent (32) didn't specify whether they took short term training or not.

Table 3: Percentage of Respondents by Year of Service

Nº	Service /Work Experience	Range of Service Year											
		Percent											
		Below 6		6-10		11-15		16-20		Above 20		Total	
		N	%	N	%	N	%	N	%	N	%	N	%
1	On Current Position	126	79.2	16	10.1	9	5.7	6	3.8	2	1.3	159	100
2	On other Positions	9	5.7	16	10.1	30	18.9	35	22.0	69	43.4	159	100

As shown in Table 3, 79.2 percent (126) of respondents served below six years on their present positions. This implies the majority of the respondents had few service years in current posts. As indicated in the open-ended question items, this was the effect of the frequent reorganizing and restructuring practices followed by massive placement/assignment of employees to newly created posts. In support of this, interview made with educational officials revealed the existence of frequent turnover of educational officials and personnel caused by frequent restructuring process and other factors. As the result, employees with less experience were pooled to fill the post. Even though, the working experiences of the respondents in current positions seemed less, the overall experiences in the sector were relatively high. Accordingly, 43.4 percent (69) of respondents had twenty and above years of work experience on other positions. They indicated that the overwhelming majority of them had long years of teaching experiences prior to the present positions.

3.2. Analysis of the Practices and Problems of Restructuring Educational Organizations

The base for the analysis of the practices and problems of restructuring educational organizations was the data obtained from the respondents of regional bureaus, zonal and woreda education offices. The respondents were grouped into three categories, REB, ZEO/WEO and RCSC/RBCB. The convincing rationality for these categories is that the regional education bureau was considered to be the sole initiator of restructuring educational organization whereas zonal and woreda education offices were the actual

implementers. The RCSC and RBCB were the government organs which approve the proposed organizational structure. So, in order to determine the outcomes of the study responses and other relevant data gathered through various tools were graded and summarized in the subsequent tables for each item and were also analyzed and interpreted as presented below.

3.2.1. The Effectiveness of Organizational Structure and System of Educational Organizations

Redefinition of objectives and strategies of educational organizations necessitates the existence of effective and corresponding changes in the organization structure. The obvious reason is that taking organizational structure for granted may impede the smooth functioning of educational activities. Thus, its effectiveness could only be measured by reviewing and identifying changes needed in the definition of jobs and functions, flow of communication, coordinating mechanisms and authority-responsibility relationships and necessary changes made in it (Agarwal, 2004:49).

Hence, since organizational structure is supposed to create a room for the existence of effective and efficient coordination and communication systems; the intention of the researcher was to assess the effectiveness of organizational educational structure in accomplishing educational goals and mission.

3.2.1.1. Fitness of the Structure to the Vision and Mission of the Organizations

Educational organization system can be designed by employing various models which enable educational managers to achieve the educational goals and objectives. But, the existence of efficient and effective organizational structural arrangements is quite determinant factor. For obvious reason, efficient and effective organizational structure is often derived from the goals, mission and strategy of the organization and thereby used as a means of accomplishing the goals and objectives set.

Table 4: The Effectiveness and Fitness of Organizational Structure to the Vision and Mission of the Educational Organizations

No.	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level		
			REB	ZEO&WEO	Average Mean
I	The fitness of the organizational structure to:				3.33
1	the vision and mission of your organization	Mean SD	3.43 0.65	3.24 1.06	
2	The strategy of your organization	Mean SD	3.64 0.63	3.31 1.12	3.47
II	The degree to which the current organizational structure create effective organizational system				
1	Coordination of tasks and resources	Mean SD	3.07 0.83	3.64 0.69	3.35
2	Delegation of authority and responsibility	Mean SD	3.29 0.82	3.11 0.87	3.25
3	Communication net-works	Mean SD	2.71 0.61	3.34 1.00	3.02
4	Span of control	Mean SD	2.79 0.58	3.03 0.98	2.91
5	Alleviation of duplication of functions	Mean SD	2.93 0.83	3.56 1.15	3.24
6	Utilization of human, physical and financial resources	Mean SD	3.07 0.73	3.35 0.96	3.21
7	Speedy decision making process	Mean SD	2.79 0.80	3.21 0.95	3.00
8	Allow flexibility	Mean SD	3.00 0.96	4.12 0.99	3.56
9	Impose accountability	Mean SD	2.93 0.92	3.26 0.93	3.09
10	Provision of educational inputs	Mean SD	3.07 0.92	2.41 1.06	2.70

NB. For the purpose of interpretation through out this paper the mean distribution is categorized as 0.50-1.49 very low, 1.50-2.49 low, 2.50-3.49 medium, 3.50-4.49 high and 4.50 and above very high

As it can be seen from items 1 and 2 of Table 4 in part I, respondents were asked whether the current organizational structure fit into the vision, mission and strategy of the educational organizations or not. The mean value (3.43 and 3.24) for REB and ZEO/WEO respectively identified that organizational structure fit to the vision, mission and strategy of the organization to a certain degree and rated 'medium' by respondent groups. This implies that a noticeable proportion of the respondents from regional, zonal

and woreda levels confirmed that the structure fitted partially to the mission and strategy of educational organizations. The average means (3.33. and 3.47) for both items like that of the mean value shows 'medium' as respondents perceived.

In order to test whether there was significant difference in responses or not, the mean values were tested for further statistical analysis. Accordingly, the t-test result did not show significant difference between the views of the two categories of respondents in relation to the fitness of organizational structure to the vision and mission of the organization.

On the other hand, it is quite obvious that in order to deliver educational services effectively and efficiently, the organizational structure should have effective coordination and communication system. Accordingly, as can be noted from item 1 of Table 4 in part II, the computed average mean value (3.35) revealed the extent of coordination of tasks in educational organization was rated 'medium' This shows that the coordination system was not sufficiently designed down the line to the educational administrative structure.

Respondents were also requested to rate the degree to which the existing organizational structure could create adequate delegation of authority and responsibility. As it can be depicted from Table 4, item 2 of part II, the average mean (3.20) indicates 'medium' as viewed by respondents. This implies that the assigned responsibilities were either insufficiently delegated or poorly implemented.

In relation to communication net-work, the respondents were also requested to identify whether the current organizational structure could create enabling environment in having effective communication network or not. Regarding this, the mean value (2.71 and 3.34) for REB for ZEO/WEO with average mean (3.02) indicates that the communication channels were not appropriately designed to a maximum or desired level. This might emanate from the way the decentralization frameworks was designed and implemented. This may be the cause for the frequent complaints heard by the REB due to the fact that the regional bureau blamed the existence of loose reporting relationships between woreda and zone education offices, and between zone education offices and regional education bureau. This means, there were apparent problems and

confusions in discharging national and regional education and training programs and evaluation of educational performances.

Responses in items 4, 5 and 10 of Table 4 revealed that (average mean = 2.91, 2.24 and 2.70, respectively) the organizational structure did not fully provide enabling conditions in creating effective span of control, alleviation of duplication of functions and provision of educational inputs. Particularly, respondents of zone and woreda educational offices perceived that the organizational system was poor in supporting provision of educational inputs as supported by mean value (2.41) for ZEE/WEO. As observed during the course of group discussion respondents from REB claimed that the current organizational structures was quite poor in creating effective organizational system, and thus could not help to accomplish education goals and objectives efficiently and effectively.

Furthermore, as indicated on items 6, 7, and 9 of the same table, an attempt was also made to investigate the extent of the organizational structure in creating conducive environment for proper utilization of human, physical and financial resources, providing speedy decision making process and imposing accountability. The average mean value was found between the range of 2.75 -3.49 indicating the 'medium' result. However, with regard to allowing flexibility as indicated in item 8 of the same table, the mean values 3.00 and 4.12 for REB and ZWO/WEO indicate 'medium' and 'high' results, respectively.

Statistical analysis using t-test at 5% level of significance has shown that the t-calculated (4.030) is greater than the t-table value (1.960). This implies that there is statistically significant difference between the views of the two categories of respondent groups of REB and ZEO/WEO with respect to the degree of flexibility of educational organizational structure.

However, even though, flexibility matters in the task of redesigning and restructuring of any type of organization, it can be realized from the average mean value (3.56) that the result of respondents' view with this respect reflected the impact of the frequent restructuring of educational organizations.

3.2.1.2. Organizational Structure and System in Relation to Some Managerial Principles

Modern management advocates that any organizational structure should involve at least certain underlying principles and create conducive room for sound application of those principles of management. Accordingly, as Table 5 below shows, the respondents from REB, ZEO/WEO and RCSC/RBCB were asked whether the current educational structure reflects the principles of specialization, coordination, communication, controlling (Reporting relationships), flat organizational structure and decentralized functions or not.

Table 5: Respondents' Views Whether the Current Organizational Structure Satisfies some Managerial Principles

№	Items	Respondents						Respondents						Respondents						Sub-Total N=159					
		Percentage						Percentage						Percentage											
		REB N=14						ZEO&WEO N=125						RCSC& RCB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Specialization	2	14.3	3	21.4	9	64.3	67	51.2	34	27.2	24	19.2	8	40.0	4	20.0	8	40.0	74	6.5	41	25.8	41	25.8
2	Coordination	5	35.7	4	28.6	5	35.7	60	48.0	20	16.0	45	36.0	11	55.0	1	5.0	8	40.0	76	47.8	25	15.7	58	36.5
3	Communicatio n	2	14.3	3	21.4	9	64.3	57	45.6	34	27.2	34	27.2	7	35.0	2	10.0	11	55.0	66	41.5	39	24.5	54	34.0
4	Controlling	3	21.4	4	28.6	7	50.0	53	42.4	31	24.8	41	32.8	7	35.0	0	0.0	13	65.0	63	39.6	35	22.0	61	38.4
5	Flat organization	3	21.4	4	28.6	7	50.0	35	28.0	39	31.2	51	40.8	9	45.0	3	15.0	8	40.0	47	29.6	46	28.9	66	41.5
6	Decentralizatio n	5	5.7	2	4.3	7	50.0	59	47.2	23	18.4	43	34.4	15	75.0	1	5.0	4	20.0	79	49.7	26	16.3	54	34.0

NB: Through this paper TSE stands for 'To Some Extent'

As can be observed from item 1 of Table 5, the large proportion of the respondents which is 64.3 percent(9) from REB and 40.0 percent (8) from RCSC/RBCB answered that the structure did not satisfy the principles of specialization to its level of requirement. On the other hand the respondents of ZEO/WEO replied that the structure fully reflects the same principle. However, regarding the validity of the responses, the regional managers and experts particularly those respondents from RCSC seemed more reasonable than their counterparts i.e., zonal and woreda educational offices. This is perhaps, respondents from RCSC had more exposure to know the principles of management while they were dealing with the tasks of restructuring organizations.

Hence, further statistical analysis was made using chi-square χ^2 to test difference in responses. Thus, the chi-square/ χ^2 / result at 5% level of significance showed the calculated value of χ^2 (16.530) is greater than the table value of χ^2 (9.49). This indicates that there is statistically significant difference between the opinions of the two categories of respondents with regard to the extent of the application of specialization in restructuring educational organizations.

With respect to coordination of activities, as can be seen in Table 5, item 2, almost the majority of the three groups of respondents seemed to hold similar position in treating the question provided to them. In light of this, 71.4 percent (10) from REB, 48.0 percent (60) from ZEO/WEO and 55.0 percent (11) from RCSC /RBCB respondents confirmed that the current organizational structure satisfied the principle of coordination while the remaining respondents replied negatively.

In connection with communication, as indicated under item 3 of same table, 64.3 percent (6) of the respondents of REB responded that the structure met the principles of effective communication only to some extent. Only 14.3 percent (2) of respondents from the same organization responded in favor of full application of the principle of communication. On the other hand, 55.0 percent (11) of respondents from RCSC and RBCB answered in the same way. Likewise, 45.6 percent (57) of the respondents from ZEO/WEO replied in favor of the existence of effective communication system.

However, as realized from discussions held with regional educational officials and experts, the structural relationships between woreda and zone, between zone and regional bureau and between woreda and region were not clearly defined. For instance, both ZEO and WEO entertained dual subordination in which they were technically accountable to their respective education offices and administratively to zonal /woreda administration. But, since there was no clearly defined framework that delineates the extent of the responsibilities and accountabilities of zonal and woreda education offices when they were made responsible to their respective administration organs, it might create taking inappropriate decision and confusion in discharging their assigned duties and responsibilities. To describe briefly, though it had been backed up by legal framework, there were no sufficient evidence that revealed the relationships or communication channels supported by clearly defined parameters.

With regard to controlling system or reporting relationships, as observed from item 5 of the same table, the responses were almost similar with that of the responses provided for communication. That is, 50.0 percent (7) of the respondents from REB and 65.0 percent (13) of the respondents from RCSC/RBCB responded that the existing structure satisfied the principle of controlling aspects of the organization only to some extent while 43.4 percent (50) of the respondents from ZEO /WEO claimed that the structure fully satisfied the principles of controlling while the education system was found to be not responding. Consequently, the responses given by regional managers and experts seemed more reasonable than responses given by their zonal and woreda counterparts. The very and typical reason was that the ZEO/WEO respondents resorted to evading accountabilities for which they had been usually blamed for not submitting regular performance reports on time that are required of them. This might be originated from the inappropriate interpretation of the regional constitution regarding the duties and responsibilities enshrined in the constitution itself; and the concept and essence of decentralization as well.

Besides, as depicted by item 6 and 7 of Table 5, the respondents were also asked whether the existing organizational structure reflect the principle of flat organization as well as decentralization of functions or not. In line with this, greater proportion of

respondents endorsed that the structure reflected these principles. For instance, from the total number of respondents under the study, 49.7 percent (79) asserted that the structure of educational organizations could meet the principles of decentralization of educational functions.

As educational officials and experts believed, decentralization constitutionally granted woredas to have the right to execute and manage educational programs at their disposal. To this end, today schools up to grade 12 are being administered by respective wereda council. But, this responsibility was granted by proclamation, there are still limitations to manage them due to shortage of qualified and skilled manpower at woreda level. It was only those TTI complete who supervised and evaluated the performances of the schools and the ongoing teaching-learning process that were being run by those who had Bachelor and above educational level. This might resulted in serious problems of reading and understanding each other.

Thus, even if the current ongoing decentralization policy and business process reengineering signal some signs of delegation of authority and responsibility, in a real term, it was not materialized as it was expected due to lack of execution capacity, working facilities, skilled manpower and the likes. To be clear, although, the zone is a mere extension of the region, it was fully delegated to coordinate and monitor the proper implementation of educational activities. In the same way, Woreda, was legally enjoyed devolutionary type of delegation of power and authority in handling the political, economical and social affairs within its vicinity. But in actual sense, it seemed that all the necessary pre-conditions were not yet fulfilled.

Regarding flatness of the organizational structure 41.5 percent (66) of respondents perceived that the structure was flat to some extent. In fact, when it was discussed with the educational officials at regional level it was suggested that the structure was not totally flat or tall, but rather it was mixed structure. This is to say that at regional level within some departments like curriculum department, there was tall structure having team based and tall administrative hierarchy. On the other hand, particularly, the structure of supporting staff was quite flat as it was designed in the sense of 'BPR'

focusing on creating one stop-shopping or one window service. From this, it can be deduced that the organizational structures of educational institutions were not purely flat or tall structure rather it looked like the hybrids of the two forms of organizational structure.

The Chi-square/ χ^2 / test was also calculated for item 6 of the same table to identify difference in responses. Accordingly, the calculated value of χ^2 (7.434) at 5% level of significance and 4 degree of freedom is less than the table value of χ^2 (9.49). Hence, it can be concluded that there is no significant difference between the opinions of the two categories of respondents in connection with decentralization of functions.

3.2.2. Conditions for the Structural Change in Educational Organizations

An organization, whether it is small or big, would exercise change for various reasons. The most common changes occurring these days in an organization are typically change in an organizational structure that are caused by change of mergers, acquisitions, rapid growth and downsizing (Mondy and his colleagues, 1999: 258). The most frequent change in organizational structure normally emanate from change in organizational mandate, mission and strategy as well as change in technology and the way people think and work and the likes.

3.2.2.1. Change in an Organizational Purpose and Organizational Size

As a matter of fact, whenever there is an expansion or/and contraction of organizational functions, undoubtedly there is a change in an organizational purpose and organizational size. Change in an organizational purpose and organizational size in turn may enforce the management of the organization to modify its organizational structure either to merge or dismantle or totally dissolve it. Hence, in Table 6 below the respondents views were organized around factors necessitates organizational structural modification.

Table 6: Responses Regarding Reason/s leading to Modification of Organizational Structure

№	Factors for organizational structural change	Respondents						Respondents						Respondents						Sub-Total N=159					
		Percentage						Percentage						Percentage											
		REB N=14						ZEO&WEO N=125						RCSC& RBCB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Size	9	64.3	2	14.3	3	21.4	7	58.4	28	22.4	24	19.2	17	85.0	1	5.0	2	10.0	99	62.3	31	19.5	29	18.2
2	purpose	6	42.9	4	28.6	4	28.6	5	42.4	44	35.2	28	22.4	15	75.0	2	10.0	3	15.0	74	46.5	50	31.4	35	22.0
3	Environment	8	57.1	3	21.4	3	21.4	4	34.4	60	48.0	22	17.6	10	50.0	0	0.0	10	50.0	61	38.4	63	39.6	35	22.0
4	competition	8	57.1	3	21.4	3	21.4	2	20.8	64	51.2	35	28.0	8	40.0	2	10.0	10	50.0	42	26.4	69	43.4	48	30.2
5	Technology	9	64.3	2	14.3	3	21.4	6	53.6	25	20.0	33	26.4	16	80.0	0	0.0	4	20.0	92	57.9	27	17.0	40	25.2
6	Volume of work	7	50.0	3	21.4	4	28.6	7	58.4	27	21.6	25	20.0	14	70.0	1	5.0	5	25.0	94	59.1	31	19.5	34	21.4
7	Complexity	8	57.1	2	14.3	4	28.6	6	54.4	32	25.6	25	20.0	15	75.0	2	10.0	3	15.0	91	57.2	36	22.6	32	20.1
8	Policy decision	7	50.0	2	14.3	5	35.7	6	49.6	42	33.6	21	16.8	16	80.0	1	5.0	3	15.0	85	53.5	45	28.3	29	18.2
9	Incompatibility	5	35.7	4	28.6	5	35.7	7	56.8	28	22.4	26	20.8	12	60.0	3	15.0	5	25.0	88	55.3	35	22.0	36	22.6

The respondents from REB, ZEO/WEO and RCSC/RBCB were asked to forward their opinions whether change in organization purpose and organizational size would lead to structural modification. Accordingly, change in organization purpose and change in organizational size would have great contribution to structural change as supported by 64.3 percent (9) and 42.9 percent (6) of respondents of REB, 58.4 percent (73) and 42.4 percent (53) of respondents of ZEO/WEO and 85.0 percent (17) and 75.0 percent (15) of respondents of RCSC/RBCB for item 1 and 2 of Table 6, respectively. This can be evidenced by newly organized ZEO and WEO in the recent past.

Further more, environmental pressure was also taken as another factor for organizational structural change as reported by 57.4 percent (8) of respondents of REB and 50.0 percent (10) of respondents of RCSC / RBCB respectively. On the contrary, 48.0 percent (60) of the respondents from ZEO/WEO replied that environmental pressure does not affect the organizational structure to be changed.

As illustrated on item 4 of Table 6, more than half of the respondents from REB and RCSC / RBCB shared the same stand regarding the greater impact of competition for resources on the issue under question. Yet, 51.2 percent (64) of ZEO/WEO respondents perceived that competition for resources wouldn't lead to structural modification. These dichotomized responses might emanate from lack of sufficient knowledge and information about the profound impact of environmental factors (like political, social, economic and technological factors) and resource constraints. In the contrary, the same respondent groups of ZEO/WEO 53.6 percent (67) reported that change in technology could have greater impact on structural modification. This might be the result of the value they gave to technology that made them take these positions.

Table 7, items 6, 7, 8, and 9 revealed that volume of activities, complexity of tasks, change in policy decision and incompatibility of functions may lead to structural changes as supported by considerable proportion of respondents which accounted for 59.1 percent (94), 57.2 percent (91), 53.5 percent (85) and 55.3 percent (88) of the total respondents under study respectively. Further more, in line with their mandate; the

majority of respondents of RCSC/RBCB endorsed their support that those elements mentioned above could be considered as major factors for organizational structural change. Thus, when closely examined, it can be generalized in such a way that all items listed under table 6, could have a greater contribution to cause organizational change at particular timeframe. This does not mean that, structural modification needs to be conducted frequently.

The result of the calculated chi-square/ χ^2 / of difference in responses revealed that the calculated value of chi-square / χ^2 / (8.233) at 5% level of significance with 4 degree of freedom is less than the table value of / χ^2 / (9.49), Hence, it can be concluded that there is no statistically significant difference between the opinions of the three categories of respondent groups regarding the structural change due to change in purpose and organizational size as well.

3.2.2.2. Availability of Organizational Documents

Availability of organizational documents like policy and strategic documents, organizational mandate, job description, manuals, rules and regulations are not only essential but also very determinant tools for the smooth functioning of the organization in the course of accomplishing pre-determined goals, objectives and strategy of such particular organization. It is a guiding document which indicates the extent of the role and responsibility of each actor in executing educational activities particularly in the course of implementing the anticipated organizational changes. Table 7 below revealed the extent to which those institutional written documents were being available to direct the intended changes.

Table 7: Responses Given Pertaining to the Availability of Written Organizational Documents

№	Items	Respondents						Respondents						Respondents						Total N=159					
		Percentage						Percentage						Percentage											
		REB N=14						ZEO&WEO N=125						RCSC& RCB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Strategic document	12	85.7	0	0.0	2	14.3	96	76.8	18	14.4	11	8.8	9	45.0	7	35.0	4	20.0	117	73.6	25	15.7	17	10.7
2	Mandate	12	85.7	1	7.1	1	7.1	67	53.6	32	25.6	26	20.8	18	90.0	0	0.0	2	10.0	97	61.1	33	20.7	29	18.2
3	Functional description	7	50.0	5	35.7	2	14.3	78	62.4	19	15.2	28	22.4	14	70.0	3	15.0	3	15.0	99	62.3	27	17.0	33	20.7
4	Job description	7	50.0	2	14.3	5	35.7	69	55.2	30	24.0	26	20.8	6	30.0	9	45.0	5	25.0	82	51.6	41	25.8	36	22.6
5	Rules and procedures	7	50.0	3	21.4	4	28.6	56	44.8	32	25.6	37	29.6	19	95.0	1	5.0	0	0.0	82	51.6	36	22.6	41	25.8
6	Working manuals	5	35.7	5	35.7	4	28.6	41	32.8	46	36.8	38	30.4	16	80.0	2	10.0	2	10.0	62	38.1	53	33.3	44	27.7

As clearly indicated in Table 7, high proportion of respondents under the study confirmed that those fundamental written organizational documents like policy and strategic documents, organizational mandate, functional description, job description, rules and procedure, and organizational working manuals were in place as supported by 73.6 percent (117), 61.1 percent (97), 62.3 percent (9), 51.6 percent (82) and 38.1 percent (62) of the total respondents under study.

However, review of documents and separate interview held with educational officials in relation to job description, rules and procedures and working manuals revealed that these documents were not properly and sufficiently available in all educational institutions found at various administrative tiers or echelons. The available ones were not properly communicated and known by the majority of job incumbents and the stakeholders as a whole. In some places, it might be found in the hands of few individual leaders in his/her personal office that resulted in losses of institutional memory. The reason is that there were some individuals who consider it as their personal property and took it to their home when ever they were removed from their posts for one reason or another. These might be due to the effect of frequent restructuring practices of educational organizations, frequent turnover of employees and massive displacement of organizational leaderships.

On top of these, lack of requisite technical skills and capacity in preparing job descriptions and working manuals particularly at zonal and woreda levels were another drawbacks witnessed. As shown in Table 7 item 4, of the respondent groups from RCSC/RBCB 45.0 percent (9) reported that there was no well prepared and properly distributed job description for each individual worker. On the other hand, preparing job specification seems to be highly centralized by RCSC. Because, regional sector bureaus including education bureau, have almost no say in reversing decision taken from the Regional Civil Service Commission regarding the extent of qualification, skills and work experience required to perform a given job. In fact, they may suggest on the document of job description though it was copied then and again without conducting adequate analysis.

Generally, as information obtained from RCSC through review of organizational documents, focus group discussions and responses given to open ended question items indicated that the tasks of reorganization and restructuring was taken place almost every year in the past decade. Consequently, the result reflected poor organizational performances in all respects.

To mention a few of them, the 2000/01 (to restructure the existing one), the /2001/02 (to restructure educational organizations in line with the on going decentralization policy), the /2002/03 (to restructure WEO in three categories of structure having the rank of A, B and C and to reclassify positions in order to make it compatible with the existing profile of regional human resources), the /2003/04 (to merge Oromia Education Bureau with Oromia Capacity Building Supreme Office and Commission for Technical and Vocational Training of Oromia), the /2004/05 (to separate Division of Capacity Building from Education Bureau and reorganize it into Oromia Capacity Building Bureau) and the /2005/06(to organize and restructure the education bureau on the philosophy of BPR were among the others.

From this, it can be realized that the frequent and tiresome practice of reorganization and restructuring educational organizations may go beyond organizational set-up and touch the interests of each individual employee. In addition, it could be safe to conclude that in the absence of organizational documents particularly in the absence of job description and working manuals, it could be difficult and even impossible for individual worker to discharge his/her duties and responsibilities effectively and efficiently.

A brief look at the cross tab chi-square/ χ^2 / value in Table 7, regarding the availability of organizational job descriptions indicated that statistically there was no significant difference among the views of the three respondent groups.

3.2.2.3. The Manpower Requirement of Educational Organizations in Relation to the Approved Organizational Charts

As the name suggests, human resource needs assessment is the process of assessing the number of staff and their skills, experiences, grade mix, allocation, training needs that the organization needs both in the present and in the future so as to accomplish its tasks in a view of achieving its pre-determined goals and objectives (OESPO,1999). The assessment should be conducted and revised at least to a certain reasonable time interval in line with the strategic plan and organizational chart. The assessment of manpower requirements of an organization is quite a logical sequence and the out growth of restructuring activities that can be done simultaneously along with the redesigning of educational organizations.

Table 8: Respondents' Responses Concerning the Availability of Manpower in Terms of Various Categories

№	Items	Respondents						Respondents						Respondents						Total					
		Percentage						Percentage						Percentage						N=159					
		OEB N=14						ZEO&WEO N=125						OCSC&OCBB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE							
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Quantity	1	7.1	7	50.0	6	42.8	14	11.2	92	73.6	19	15.2	2	10.0	11	55.0	7	35.0	17	10.7	110	69.2	32	20.1
2	Education	2	14.3	5	35.7	7	50.0	30	24.0	63	50.4	32	25.6	8	40.0	6	30.0	6	30.0	40	25.2	74	46.5	45	28.3
3	Skills	3	21.4	5	35.7	6	42.8	16	12.8	53	42.4	56	44.8	7	35.0	7	35.0	6	30.0	26	16.3	65	40.9	68	42.8
4	Experience	7	50.0	4	28.6	3	21.4	54	43.2	28	22.4	43	34.4	11	55.0	4	20.0	5	25.0	72	45.3	36	22.6	51	32.1
5	Competence	5	35.7	5	35.7	4	28.6	35	28.0	32	25.6	58	46.4	4	20.0	8	40.0	8	40.0	44	27.7	65	40.9	70	44.0
6	Proportion of Gender	4	28.6	9	64.3	1	7.1	5	4.0	92	73.6	28	22.4	5	25.0	8	40.0	7	35.0	14	8.8	109	68.5	36	22.6

Regarding the issues of the availability of manpower, respondents were asked to give their opinions in terms of various categories. Accordingly, as described in Table 8, the manpower resource existing in educational organizations at regional, zonal and woreda level was found to be inadequate as supported by considerable proportion of the respondents under the study. For instance, regarding such elements as quantity of manpower, educational background and proportion of gender, as indicated in items 1, 2, and 6, 69.2 percent (110), 46.5 percent (74) and 68.5 percent (109) of the total respondents replied that the existing manpower was not completely aligned with the needs of the educational organizations; and moreover, it was incompatible with the approved job positions on organizational structure. In addition to this, as depicted in appendix - G, review of documents verified that as compared to the approved organizational structure the percentages of the existing manpower of Regional Education Bureau, four sampled Zones and 24 sampled Woredas were found to be 88.6 percent, 51.0 percent and 60.4 percent respectively. This implies that the manpower problems are more serious at lower level of educational organizations than the regional level.

Concerning items 3, 4, and 5, in relation to skills , experience and competence, even if the respondents replied affirmatively, as formally and informally discussed with educational official and education personnel, the issues seem quite critical specifically to some remote, backward and newly created Zonal and Worda Educational Offices. The reason is the prevalence of inadequate incentives to attract and retain qualified, skilled, competent and experienced manpower at these remote working areas. Further more, the impact of the employee turnover for seeking better working conditions and more improved payment at the center may aggravate the situations to be very serious and worst.

In relation to gender as indicated on item 6 of the same table, the gap between male and female existing in managerial positions and operating units of educational organizations was quite wider as supported by 64.3 percent (9) , 73.6 percent (92) and 40.0 percent (8) of respondents from REB, ZEO/WEO and RCSC/ RBCB respectively. From this, it can be inferred that the number of women employees in educational organization who were

assigned to the post was quite minimal as compared to their male counterpart. The reason might be the existence of limited chance for women to hold managerial and leadership positions which might be coupled with limited access to educational opportunity and cultural as well as economic barriers to women education in the past.

Further statistical analysis was made using chi-square/ χ^2 / test so as to sort out whether there was difference in responses or not. As a result, the computed value of χ^2 (9.183) at 5% level of significance is less than the table value of χ^2 (9.49). Hence, it can be concluded that there is no significant difference between the opinion of the two categories of respondents concerning the inadequacy of manpower required in both terms of quantity and quality.

3.2.3. The Extent of Stakeholders Involvement and Communication in the Process of Reorganizing and Restructuring Educational Organizations

It is quite obvious that in reorganizing and restructuring process, it is likely for an organization either to be merged (amalgamated) together or separated or dissolved. Consequently, it might have either positive or negative impact on the interests of its stakeholders. Regarding this point, respondents were asked to give their views on the extent of stakeholders' involvement in the course of structural change. This is due to the fact that the most effective way to lead people is to involve them in decision making, build effective communication system and creative supportive environment that provide them opportunities to realize their sense of worthiness. Hence, Table 9 below describes the extent of stakeholders' participation in restructuring regional, zonal and woreda educational organizations. To this effect, responses were rated using the five point likert type scale of very low (1), low (2), medium (3), high (4) and very high (5). The mean score of the scale was interpreted as: very low (0.05-1.49), low (1.50-2.49), medium (2.50-3.49), high (3.50-4.49) and very high (4.4 and above).

Table 9: The Extent of the Involvement of Major Stakeholders in Restructuring Educational Organizations.

No	Items	Mean And Standard	Mean and Standard Deviation of the Respondents by Organizational Level		
			REB	ZEO&WEO	Average Mean
	The degree of the stakeholders involvement the process of reorganization and restructuring				
1	Policy makers /leaders	Mean SD	3.79 1.12	3.78 1.06	3.78
2	Top management of the organization	Mean SD	3.86 0.86	3.54 0.94	3.70
3	Internal Analyst (O & M Unit)	Mean SD	3.00 1.52	3.14 1.00	3.07
4	Consultants/ external firms	Mean SD	2.79 1.48	2.51 1.47	2.65
5	Functional department and the staff concerned	Mean SD	3.07 1.54	3.07 1.03	3.07
6	External organizations	Mean SD	2.71 1.49	2.46 1.36	2.58
7	Zonal education offices	Mean SD	3.21 1.42	3.02 1.26	3.11
8	Woreda education offices	Mean SD	2.93 1.44	3.42 1.10	3.17

NB. For the purpose of interpretation through out this paper the mean distribution is categorized as 0.50-1.49 very low, 1.50-2.49 low, 2.50-3.49 medium, 3.50-4.49 high and 4.50 and above very high.

In Table 9 above, the mean distribution of responses of the respondents on the extent of stakeholders involvement in the process of reorganizing and restructuring of educational organizations were clearly identified.

As is shown in Table 9, all respondent groups except for item 1 and 2 of the same table reported that the involvement of stakeholders was not enough. For item 1 and 2, the mean values are found to be (3.79 and 3.78) and (3.86 and 3.54); and rated by respondents to be 'high' for REB and ZEO/WEO respectively.

On the other hand, as stated in most of management literatures, the establishment of O & M unit in each organization is not only essential but also mandatory in making the work of restructuring so efficient and effective. In spite of this fact, respondents were requested to prove the existence of these units in all educational organizations. To this

end, the average mean value (3.07) of the respondent groups implies the 'intermediate' values as rated by respondents.

Nonetheless, as data obtained from educational officials and organizational chart, this unit was almost non-existent on the chart of educational organizational structure. Consequently, the task of restructuring organization, in most cases, had been handled by committee members organized from different work units of the same organization. After the proposal submitted by the committee and ratified by the top management of the regional education bureau, the final approval was rendered by the Regional Civil Service Commission.

Thus, the RCSC did not take initiative to organize this unit in every organization; rather it resorted to handle the case by its own experts. In order to verify these points, the officials and job analysts of the RCSC were interviewed to disclose the reason for not opening the O & M unit for educational institutions. They responded that they did not consider it as important and full time job. Rather they considered it as double effort which causes unnecessary overhead cost to the organization.

Similarly, in connection with consultancy service in reorganization and restructuring regional educational organization, the mean values (2.79 and 2.51) for REB and ZEO/WEO respectively found to be 'fair' as rated by respondents. Though, the importance of consultancy services in restructuring organization is unquestionable to acquire knowledge and skills, in reality this work custom was almost non-existent not only in educational organizations but also almost in all regional civil service institutions as observed from review of documents in RCSC.

However if it was introduced into educational organization, it could have enabled the organization to establish efficient and effective organizational system which enable to create proper communication network, adequate delegation, speedy decision making, clearly defined responsibility and the extent of accountability. In addition to this, it may help the organization to acquire new skills and knowledge with respect to the issue under consideration. Conversely, the culture of using consultation service in this regard

seems almost absent in the past years. The result of document review and interview held with officials endorsed the non-existence of O & M unit and the use of consultancy service.

In order to test further through statistical analysis, t-test was used. Accordingly the t-test result at $\alpha = 0.05$ significance level, the calculated t- value (0.661) is less than the table value (1.960). This implies that there is no statistically significant difference between responses of REB and ZEO/WEO respondent groups regarding stakeholders' involvement.

Thus, it can be deduced that the absence of active participation of the stakeholders may negatively affect the proper implementation of the proposed organizational structural change. In addition to this, the failure to use professional consultancy service either from private firm or higher academic institutions may also lead to frequent restructuring of educational organization to take place. This might be the result of arbitrary policy decisions, or lack of having requisite capacity to look into the tasks to be performed.

The extent of ZEO and WEO involvement was also assessed and was rated 'fair'. As observed from item 7 and 8 of Table 9, the average mean value (3.11 and 3.17) for ZEO and WEO respectively reflected the level of zonal and woreda education officials and their staff participation in the process of restructuring educational organization. In this respect, as the respondents expressed their views in open ended question items, they blamed that decision for organizational structure usually comes from regional bureau with out giving due recognition to the importance of their active involvement. Moreover, they criticized the regional education bureau for conducting restructuring organizations with out sufficient need assessments and due involvement of the lower level of administrative echelons.

The existing experiences revealed that zonal and woreda educational officials as well as professionals were not consulted to express their feelings and their own problems. Even, sometimes they would not get chances to know what was actually going on at regional level with respect to reorganizing and restructuring organizations. Perhaps, they might be allowed only to provide or suggest their requests for additional manpower if they felt

so. However, they refused and neglected to be communicated as to why and how to organize and restructure their work/operating units. As a result, the extent of their participation in these crucial and determinant issues was found to be very limited. Thus, they were only expected to implement what they were told to do.

The computed t-test result showed that at $\alpha=0.05$, t-calculated (0.074) is less than t-table value (1.960). This means, there is no significant difference between the views of the two categories of respondent groups in connection with the extent of involvement of stakeholders particularly in restructuring educational organizations. From this, it can be realized that by and large the tasks of restructuring educational organization were decided by the policy makers some where without reviewing the context. Consequently, the decision made so far at regional level couldn't tackle the problem of reorganizing and restructuring educational organization particularly at grass root levels but rather it aggravated the problems more to be complex.

3.2.4 Implications and Consequences of the Frequent Reorganizing and Restructuring of Educational Organizations

3.2.4.1. At organizational and individual level

There are a number of problems which highly challenge the management of organization during the course of reorganizing and restructuring processes particularly when it is being done repeatedly. As is depicted in Table 10 below, responses were gathered to assess the implications and inherent consequences attributed to the frequent and irregular reorganizing and restructuring process of educational organizations.

Table 10: Mean Distribution of Possible Implications of Frequent Restructuring of Educational Organizations

Nº	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level					F-ratio
			REB	ZEO & WEO	RCSC & RCB	Average Mean		
The overall effects of organizational structure deficiency								
I.	At organizational level, on:							
1	Overall Organizational performance	Mean SD	3.36 1.08	3.24 1.03	3.10 1.25	3.23	0.255	
2	Decision making process	Mean SD	3.14 1.10	3.17 1.08	3.25 1.41	3.18	0.052	
3	Communication system	Mean SD	3.50 1.16	3.12 1.07	3.55 1.36	3.21	1.794	
4	Coordination effort	Mean SD	3.50 1.22	3.09 1.11	3.25 1.37	3.14	0.891	
5	Conflict of interests	Mean SD	3.93 0.92	2.89 1.34	3.55 1.36	3.06	5.500	
6	Innovation and change orientation	Mean SD	3.50 1.16	2.98 1.16	3.10 1.29	3.04	1.241	
7	Overhead costs.	Mean SD	3.21 1.05	3.06 1.18	4.05 0.89	3.20	6.512	
8	Responsiveness	Mean SD	3.64 1.00	3.33 1.17	2.95 1.39	3.31	1.485	
9	Credibility of the top management	Mean SD	3.00 1.18	3.12 1.12	3.00 1.34	3.09	0.145	
10	Long term plan	Mean SD	3.50 0.94	2.96 1.06	2.95 1.36	3.01	1.576	
11	Utilization of time and resources.	Mean SD	3.29 1.33	3.08 1.13	3.05 1.47	3.09	0.204	
II.	At individual employee level on:							
12	Motivation & employee morale	Mean SD	2.93 1.27	3.13 1.16	3.15 1.35	3.11	0.186	
13	Degree of résistance	Mean SD	3.36 0.93	2.90 1.23	3.55 1.15	3.03	3.081	
14	Job satisfaction	Mean SD	2.93 1.27	3.05 1.11	2.80 1.28	3.01	0.437	
15	Turnover status	Mean SD	4.00 1.18	3.27 1.35	3.90 1.07	3.42	3.527	
16	Promotion and salary increment	Mean SD	2.57 1.28	3.05 1.40	2.85 1.42	2.98	0.841	
17	Training and development	Mean SD	3.36 1.34	3.02 1.26	3.00 1.41	3.04	0.458	
18	Extent of commitment of employees	Mean SD	3.36 1.34	3.16 1.15	2.65 1.23	3.11	1.962	
19	Building up trust	Mean SD	3.29 1.38	3.18 1.22	2.75 1.33	3.13	1.122	
20	Measuring performance	Mean SD	3.00 1.11	2.86 1.19	2.75 1.21	2.86	0.183	
21	Reward system	Mean SD	2.64 1.50	2.77 1.31	2.75 1.45	2.75	0.054	

NB. For the purpose of interpretation through out this paper the mean distribution is categorized as 0.50-1.49 very low, 1.50-2.49 low, 2.50-3.49 medium, 3.50-4.49 high and 4.50 and above very high.

As can be seen from Table 10, the effect of frequent restructuring of organizations is treated separately at organizational and at individual employee level. Accordingly, concerning its implication at organizational level, as depicted in part I of Table 10, for all items, the computed average mean values for respondent groups lies between 3.06 and 3.31 and was rated 'fair' by the respondents. But, this does not indicate very remarkable performance and organizational stability.

More over, during the course of restructuring, conflicts of interests were found to be 'high' as indicated by the mean values (3.93) for REB and (3.55) for RCSC/RBCB respectively. In addition to this, as revealed in item 7 of the same table, the overhead cost rated 'high' as attested by the respondents of RCSO /RBCB (mean value = 4.05). Hence, from this, it can be concluded that whenever the organizations were reorganized and restructured, it posed critical problems on the top management in particular and to its employees in general. The problems could be the inability to plan, to implement and to monitor and evaluate educational performances properly. For this basic reasons, delay in decision making process and irresponsiveness to service delivery and poor reporting system could be obvious events. Besides, with this very volatile and turbulent organizational environment, innovation would be unthinkable and to that extent it could be totally eroded. These can be due to instability of organizational environment. Besides, the credibility of the top management and the survival of the organization itself could be put into question.

On the other hand, according to the mean value (3.50) of REB in Table 10, item 10 with respect to the implementation of long term plan, respondents rated 'high'. However, it seems quite paradox and controversial to have high performance of the implementation of the plan under the context of unstable situations. The reason for such kind of responses could arise either from negligence or from the fear of discrediting the image of their organization or the performances of their leadership. Other respondent groups from ZEO/WEO and RCSC/RBCB (mean value 2.96 and 2.95 respectively) didn't take this position as shown in item 10 of Table 10.

In relation to individual context, the majority of items indicated under part II of Table 10 laid within the range demarcated for 'fair' (2.50-3.49). This can be evidenced by the average mean value that illustrated for respective items. To this end, the lowest and the highest average mean values are 2.75 and 3.42, respectively. Nevertheless, regarding the effects of restructuring on employees turnover, the mean values (3.90) for RCSC /RBCB and (4.00) for REB revealed 'high' and 'very high' respectively as rated by respondents. Likewise, the mean value (2.49, 2.93, 2.57, and 2.64) for items 12, 14, 16, and 21 respectively for REB was rated 'fair' by respondents. For this reason, it can be said that it is not as such a remarkable results. In the same manner, items 20 and 21 (mean values 2.77 and 2.64 respectively) are found to be 'fair' and It is nearly 'low'. The mean value (2.90) of ZEO/WEO for item 13 regarding the degree of resistance was also rated 'fair'; but, as information obtained from informants during interview discussion indicated there was greater degree of complaint in opposing the frequent restructuring processes of educational organization due to fear of loosing job security.

As stated by some respondents, since the outcomes of frequent restructuring of educational organizations hardly benefited the employees in terms of financial aspect, ultimately, they called their letter of job assignment "Derek chek" which means perhaps void cheque. Hence, from this it can be inferred that defective organizational structure that coupled with absence of strategic plan and visionary thinking could severely affect the overall performances of the organization and the interests of individuals as well.

In order to examine closely whether there was difference between the opinions of the three respondent groups, one-way ANOVA test was computed regarding items listed under Table 11. To this end, the ANOVA result showed that except for items 5 and 7 there was no statistically significant difference among respondent groups for the remaining large proportion of items. The post hoc comparison using Tukey's Honestly Significant Difference, HSD method revealed that the mean differences were observed between respondent groups of REB and ZEO/WEO regarding conflict of interests(mean values 3.93 and 2.89); and between ZEO/WEO and RCSC/RBCB concerning increase in an over- head costs (mean score 3.06 and 4.05), respectively.

In general, it can be thought that any irregular restructuring activities that probably based on the will and whims of policy makers without conducting vigorous study and supporting the prevalent pressing needs could have an adverse effect on the proper functioning of the organization and the interests of the employees.

3.2.4.2. Human Resource Utilization Aspect of the Educational Organizations

It is quite obvious that in order to accomplish the mission of a given organization for which it has primarily been established, the strategic and best management and utilization of human, financial and material resource would plays a great role in accomplishing organizational tasks. To this effect, the human capital is quite basic. The poor utilization and complete absence of some basic resource with required quantity and quality may totally collapse the very existence of the organization. Based on this presumption, data was gathered to assess the extent of problems of human resource utilization against few specific items as indicated in Table 11 provided below.

Table 11: Mean Distribution of Problems Associated With the Human Resource Utilization

Nº	Items		Mean and Standard Deviation of the Respondents by Organizational Level		
			REB	ZEO&WEO	Average Mean
	The extent of problems associated with the utilization of human resource aspects in terms of:				
1	The problem of the way Structural was designed	Mean SD	2.36 1.28	3.30 1.15	2.83
2	Mismatch of the approved job positions and actual manpower requirement	Mean SD	3.21 1.19	3.47 1.10	3.34
3	Poor communication system	Mean SD	3.00 1.11	3.31 1.32	3.15
4	Inadequate delegation	Mean SD	2.93 1.27	3.01 1.21	2.97
5	Poor decision making processes	Mean SD	3.14 1.17	3.04 1.28	3.09
6	Inadequacy of rules, procedures system, and working manuals	Mean SD	2.64 1.08	3.60 1.21	3.12
7	Lack of clearly defined goals and objectives	Mean SD	2.36 1.15	2.41 1.37	2.38
8	Lack of employees commitment	Mean SD	3.00 1.36	2.81 1.24	2.90
9	Leadership problems	Mean SD	2.93 0.83	3.10 1.21	3.01
10	Inadequacy of reward system	Mean SD	3.79 0.97	3.70 1.17	3.74

As shown in Table 11, the average mean values of the respondent groups except for item 11 are found to be within the range of 2.50-3.49 and rated 'partially problem'. The average mean value (3.74) for the last item indicates that the reward system was concrete problem of human resource utilization as witnessed by the respondent groups. The document review and interview discussions, made with educational officials and personnel proved this reality. Generally, it can be concluded that the organizational structure is not effective and efficient in providing adequate delegation, clear communication system, speed decision making, committed employees and leadership as well as adequate reward system. The basic reason for this could be the effect of the frequent wholesome reorganizing and restructuring of regional, zonal and woreda educational organizations as discussed under 3.2.2 in this chapter.

As Table 11 above depicts, comparison of mean was made between respondent groups of REB and ZEO/WEO using t-test in order to study the difference in responses in relation to the mismatch between the approved job positions and actually existing manpower. The test for difference between the two mean indicated that at $\alpha=0.05$, t-calculated (0.273) is less than t- table value (1.960). This means, there is no difference between the views of the two categories of respondent in this respects.

From this, it can be inferred that the major causal factors for the above problems could be dissatisfaction of organizational leaders and job incumbents originated from high turnover rate, insufficient reward system both in morale and financial terms which are most probably attributed to either structural factors or policy decisions.

3.2.5 Assessment of Practices in Classifying Job Positions

3.2.5.1. *Evaluation of the Adequacy of Job Position in Educational Organizations*

Before the managers decide to restructure and reclassify positions in their organization, they should first and foremost assess and define the content and magnitude of work through conducting job analysis and job description, and take decision on what type of organizational structure will accommodate and what type of job evaluation methods is

more appropriate and feasible to use. The following table indicates the percentage distribution of responses of the two respondent groups with respect to the processes of identifying, classifying and grading job positions.

Table12: Response with respect to the Adequacy of Job Positions and Types of Organizational Structure and Job Evaluation Techniques

№	Items	Respondents		Respondents		Respondents		Total	
		Percentage		Percentage		Percentage			
		REB		ZEO/WEO		RCSC/RCB			
		N	%	N	%	N	%	N	%
I	Comparison of job position against the approved structure								
1	Adequate	4	28.6	46	36.8	12	60.0	62	36.0
2	Inadequate	9	64.3	70	56.0	8	40.0	87	54.7
3	Surplus	1	7.1	9	7.2	0	0.0	10	6.3
	Total	14	100	125	100	20	100	159	100
II	Types Organizational Structure Used								
1	Line Structure	1	7.1	0		0	0.0	1	2.9
2	Functional Structure	4	28.6	0		9	45.0	13	38.2
3	Line and staff Structure	3	21.4	0		10	50.0	13	38.2
4	Divisional Structure	2	14.3	0		0	0.0	2	5.9
5	Team Structure	4	28.6	0		1	5.0	5	14.7
	Total	14	100	0		20	100	34	100
III	Types job evaluation techniques used to evaluate and grading jobs			0					
1	Ranking method	5	35.7	0		4	20.0	9	26.5
2	Factor comparison method	1	7.1	0		0	0.0	1	2.9
3	Position classification method	4	28.6	0		11	55.0	15	44.1
4	Point rating method	4	28.6	0		5	25.0	9	26.5
5	A combination of all methods	0	0.0	0		0	0.0	0	0
6	Total	14	100	0		20	100	34	100

In Table 12 part I of item 1, the respondents were asked to answer whether the approved job positions were adequate or not as compared to the existing work load or approved posts on organizational chart. Accordingly, the approved job positions on organization structure were not adequate as supported by 64.3 percent (9), 56.0 percent (70) and 40.0 percent (8) of respondents of REB, ZEO/WEO and RCSC/RBCB, respectively.

Further more, half of the total respondents also asserted that the approved job positions, in comparing with the existing workload, were found to be 'inadequate' as supported by 54.7 percent (87) of them. However, it was only 36.0 percent (62) of the respondents answered 'adequate'. The remaining 6.3 percent (10) respondents replied that the manpower of the organization was surplus. From this it can be inferred that there was an incompatibility of job positions with the pressing need of the organizations.

The chi-square χ^2 test of significance at 95% confidence interval with 4 degree of freedom, the calculated χ^2 (5.310) with the asymptote significance (0.257) indicated that there was no statistically significant differences among the perception of respondent groups of REB, ZEO/WEO and RCSC/RBCB regarding the adequacy of job positions in educational organizations.

As depicted in appendix - D , review of documents clearly indicated that from the total of 228 job positions approved on the organizational structure of regional education bureau, the proportion of Professional Service/PS/, Sub-Professional Service/SP/, Administrative Service/AD/, Clerical and Fiscal Service/CF/, Trade and Crafts Service/TC/ and Custodial and Manual Services/CM/ were accounted for 53.9 percent (123), 10.1 percent (23), 4.4 percent (10), 15.3 percent (35), 9.2 percent (21) and 7.0 percent (16), respectively.

On the other hand, respondents were requested what type of organizational structure was being used in educational organization. Only two groups of respondents from REB and RCSC/RBCB were involved in this respect. Accordingly, as illustrated in part II of Table 12, 28.6 percent (4) of the respondents from REB answered that the present educational organization was functional structure as well as team structure while only 7.1 percent replied that the present organization structure employed in educational structure was 'line structure'.

On the one hand, the current structure of educational organization was line and staff type of structure as reported by 50.0 percent (10) respondents from RCSC/RBCB. On

the other hand, 45.0 percent (9) of the respondents from the same organization replied that structure was 'functional structure'.

In order to examine these particular issues further, officials and professionals of Regional Civil Service Commission /RCSC/ were asked to explain what type of organizational structure was appropriate and being used by educational organizations. They replied that the present organization structure designed for educational institutions were 'line and staff structure' as well as 'functional structure'.

According to their perception, it was 'line and staff type structure' in a sense that it was designed on the basis of line people who were directly responsible for the overall performance of the educational organizations and implementation of educational programs. It also reflected staff structure due to the fact that it was designed on the basis of those who were assigned to support the line people in discharging the day to day activity of educational programs. Besides, it incorporated functional structure in such a way that it was designed on the basis of the type and content of functions enshrined in the document of Education and Training Policy of 1994 as well as organizational mission and mandate.

Even though, the majority of respondent groups from REB supported functional structure, there were also other respondents who reported that team structure was in practice. However, the respondents were probably confused with the currently on going 'BPR' approach of restructuring of educational organizations which focuses on making organizational structure quite flat in creating process team for the execution of work assignment. But, in the course of reviewing the current organizational structure, except the naming of job position there was no radical differences observed between the old organizational structure developed in 2004/05 and the newly designed organizational structure in 2005/06 on the basis of the philosophy of Business Process Reengineering/BPR/.

Thus, it can be realized that the present form of educational organizational structure is characterized by having two composition that involve line and staff as well as functional type of organizational structures.

Additional statistical analysis was made using chi-square/ χ^2 / to test significant difference in responses. Accordingly, the cross tab calculated value of χ^2 (9.737) at 5% level of significance is greater than its table value of χ^2 (9.49). Hence, it can be concluded that there is statistically significant difference between the opinions of the two categories of respondent groups in this regard.

Respondents were also asked to describe as to what types of job evaluation techniques were being employed in evaluating jobs and determining grade levels. As depicted in part III of Table 12, 35.7 percent (5) of respondents from REB reported that 'ranking method' was being used in educational organizations for job evaluation while 7.1 percent replied 'factor comparison method'. On the other hand, 55.0 percent (11) of respondents from RCSC/RBCB addressed 'position classification method'. The focus group discussions session held with those professionals in RCSC who had direct relations with the issue under discussion by virtue of their position in the commission confirmed that the commission used position classification technique in conducting job evaluation and grading level not only for education bureau but also for all regional civil service institutions.

3.2.5.2. Parameters Used to carry out Job Classification and Grading

According to Mintzberg (1979:66), the strengths and weaknesses of organizational structure and classification of positions are often determined by type of design parameters used by the organizer. Table 13 specifies parameters employed in the course of conducting job classification and determination of grade level.

Table 13: Respondents' Responses in Relation to Commonly Used Parameters of Classification of Job Positions and Grade Levels

№	Items	Respondents						Respondents						Respondents						Total N=159					
		Percentage						Percentage						Percentage											
		REB N=14						ZEO&WEO N=125						RCSC/ RCB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	Difficulty of work	5	35.7	3	21.4	6	42.9	65	52.0	30	24.0	30	24.0	14	70.0	2	10.0	4	20.0	84	52.8	35	22.0	40	25.2
2	Complexity of tasks	6	42.9	3	21.4	5	35.7	60	48.0	33	26.4	32	25.6	17	85.0	1	5.0	2	10.0	83	52.2	37	23.3	39	24.5
3	Simplicity of work	5	35.7	3	21.4	6	42.9	37	29.6	57	45.6	31	24.8	13	65.0	4	20.0	3	15.0	55	34.6	64	40.2	40	25.2
4	Volume of activities	7	50.0	2	14.3	5	35.7	57	45.6	21	16.8	47	37.6	15	75.0	2	10.0	3	15.0	79	49.7	25	15.7	55	34.6
5	Conveniences to accomplish policy	7	50.0	2	14.3	5	35.8	56	44.8	25	20.0	44	35.2	12	60.0	5	25.0	3	15.0	75	47.2	32	20.1	52	32.7
6	Types of Technology used	3	21.4	5	35.7	6	42.9	59	47.2	34	27.2	32	25.6	8	40.0	5	25.0	7	35.0	70	44.0	44	27.7	45	28.3

As indicated in table 13, among the total respondents under the study 52.8 percent (84), 52.2 percent (83), 49.7 percent (79), 47.2 percent (75) and 44.0 percent (70) reported that difficulty of work, complexity of task, volume of work, conveniences, and nature of technology respectively were taken as commonly used parameters to classify jobs and determine level of a given posts. On the contrary, 40.2 percent (64) of respondents of ZEO/WEO reported negatively in using simplicity of work as commonly used parameters in the process of classifying job positions. This is perhaps the respondents did not consider simplicity of work as major parameters.

In order to investigate the issue further and to know whether these factors were used as tools for position classification and determining grade level in educational organization, pertinent documents were reviewed; and at the same time, interviews were also undertaken with officials and experts of Regional Civil Service Commission and Regional Education Bureau. Consequently, it was observed that there was no evidence indicating whether these factors were objectively used or not. Thus, it can be concluded that greater degree of subjectivity was involved in the case under consideration. This is because there were no clearly defined and written parameters in carrying out the tasks of classification and reclassification of positions. In fact, it was observed that there was one particular manual used as point of reference in RCSC. But, it was initially prepared by the EMI for the purpose of delivering training on these topics and simply translated into 'Afan Oromo' the official language of the region. It was also not distributed and communicated to all regional educational organizations of different levels.

For this reason, it might be wrong to take this as an organizational working manual in dealing with the function of job classification. Moreover, even though respondents of education sector reported affirmatively, it might not be beyond lips service since there were no documents indicating the degree to which these parameters were employed as prime tools in doing organizational business.

Table 14: Respondents' Responses Regarding Parameters used in Job Evaluation and Grading Processes

№	Items	Respondents						Respondents						Total N=159					
		Percentage						Percentage											
		REB N=14						RCSC/ RCB N=20											
		Yes		No		TSE		Yes		No		TSE		Yes		No		TSE	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	
	Availability of																		
1	Job analysis	1	7.1	7	50.0	6	42.9	10	50.0	5	25.0	5	25.0	11	32.3	12	35.3	11	32.3
2	Designing	2	14.3	4	28.6	8	57.1	13	65.0	2	10.0	5	25.0	15	44.1	6	17.6	13	38.2
3	Job evaluation	2	14.3	8	57.1	4	28.6	10	50.0	3	15.0	7	35.0	12	35.3	11	32.3	11	32.3
4	Job grading	1	7.1	6	42.9	7	50.0	10	50.0	4	20.0	6	30.0	11	32.3	10	29.4	13	38.2
5	placement	1	7.1	5	35.7	8	57.1	14	70.0	1	5.0	5	25.0	15	44.1	6	17.6	13	38.2

Regarding the above points, only respondents from REB and RCSC/RBCB were requested to explain whether these job elements were used as working tools (basic parameters) in restructuring organizations. Accordingly, as can be seen from Table 14 above, the highest considerable proportion of respondents of RCSC/RBCB replied that such elements as job analysis, job design, job evaluation, job grading and placement/assignment of employees were done during restructuring the organizations at their disposal. Nevertheless, respondents from REB on their part, replied that job analysis and job evaluation were rarely done as supported by 50 percent and 57.1 percent, respectively.

The chi-square χ^2 /test at $\alpha = 0.05$ significance level showed that the calculated value of χ^2 (6.945) at 4 degree of freedom is less than the table value of χ^2 (9.49). This implies that there is no significant difference among the opinion of the three categories of respondent groups in relation to the practice of conducting job analysis.

Besides, 50 percent (7) of the respondents of REB believed that Job grading was carried out by the bureau. In order to prove this, educational officials were interviewed to explain to what extent the bureau involved in conducting these activities. According to their responses, the tasks of restructuring highly require sufficient skills to carry out those job elements mentioned above. But due to lack of the required expertise and time constraint, the extent of undertaking these activities was too weak. As it was observed, RCSC was mainly expected to fully execute those activities mentioned in Table 15, because of the fact that it was mandated with the tasks of approving organizational structure. Nevertheless, it is still very questionable whether the Commission has adequate skilled manpower in accomplishing these activities due to the problem of capacity as it existed elsewhere.

Likewise, as job analysis is a preliminary activity of reorganization and restructuring process, REB was also expected to conduct job analysis and job evaluation for appropriate structural design and job grading. However, without considering whether it

fulfilled the required quality, they gave more emphasis to meet only the deadline asked by RCSC in obtaining the final approval of the proposed structure and job classification.

Besides, since, the bureau was asked to restructure itself time and again; it was exposed to serious shortage of time to conduct need assessment in identifying the appropriate type of organizational structure and mix of job positions required.

The chi-square/ χ^2 / test was made at 5% level of significance to identify differences in responses regarding methods of job evaluation used in carrying out position reclassification and grading posts. To this effect, the calculated value of χ^2 (7.602) with the asymptote significance value (0.022) is less than the table value of χ^2 (9.49). Hence, it can be deduced that there is no statistically significant difference among the views of the three types of respondent groups. Apart from these, it can be concluded that the parameters listed above were not properly customized in the course of reorganizing and restructuring educational organizations.

Table 15: Major Techniques Employed in Conducting Job Analysis

Nº	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level		
			REB	ZEO & WEO	Average Mean
	The extent to which the following methods were employed in conducting job analysis,				
1	Conducting interview with workers and his immediate supervisor	Mean SD	2.64 1.22	3.00 1.21	2.82
2	Physical observation while the work is being performed	Mean SD	2.71 1.07	2.85 1.14	2.78
3	Filling questionnaire by worker and his immediate supervisor	Mean SD	2.14 1.23	2.75 1.12	2.44
4	Any combination of the above methods	Mean SD	2.86 1.46	3.15 1.09	3.00

As seen from Table 15, two categories of respondents were involved in responding the extent to which some specific methods were used in job analysis. Accordingly, such important elements as conducting interview with workers and his immediate supervisor and physical observation while the work was being performed were rarely done as the

average mean (2.82) and (2.78) indicated, respectively. In addition to this, filling questionnaires by worker and his immediate supervisor (average mean = 2.44) was almost absent. The computed t-test value did not indicate significant differences between the two respondent groups. From this, it can be said that all pre-requisites for conducting job analysis were not sufficiently met. As a result, the organizational structure and job positions were not sufficiently organized to handle all educational activities effectively and efficiently.

3.2.5.3. Steps to be Followed in Reorganizing and Restructuring Educational Organizations

In reorganizing and restructuring educational organizations, there must be some established guidelines and steps, which are common to all organizations that need to be organized and structured. Based on the steps or guidelines identified in the following table, the mean values are computed and analyzed to determine the views of the respondents regarding the points described in table 16 below.

Table 16: Steps Followed in Reorganizing and Restructuring Educational Organizations

№	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level				F-ratio
			REB	ZEO & WEO	RCSC & RCB	Average Mean	
To what extent the following steps are sequentially followed in organizing and restructuring educational organizations?							
1	Identification determination and enumeration of activities	Mean SD	3.14 1.23	3.11 1.03	3.60 0.94	3.18	1.903
2	Grouping and assigning of activities	Mean SD	3.14 1.23	3.09 1.02	3.55 0.83	3.15	1.765
3	Delegation of authority and responsibility	Mean SD	3.07 1.07	3.06 1.33	3.10 0.97	3.06	0.011
4	Designing proper communication channels and reporting mechanisms	Mean SD	2.57 1.09	2.78 1.08	3.10 0.85	2.80	1.161
5	Imposing obligation for accountability	Mean SD	3.07 0.92	2.94 1.09	3.05 0.94	2.97	0.159
6	Considering the issue of human factors	Mean SD	2.71 0.99	2.88 1.05	2.85 1.14	2.86	0.156
7	Permitting participation and empowerment	Mean SD	2.93 1.00	2.98 1.05	3.20 1.00	3.00	0.435

As it can be seen from Table 16, item 1, identification, determination and enumeration of activities were fairly done in the process of reorganizing and restructuring educational organizations as indicated by the average mean values (3.18). In the same way, grouping and assigning of activities (average mean 3.15) were also conducted in departmentalizing the work units. In addition, delegation of authority and responsibility (average mean 3.06) were reflected in designing organizational structure.

In connection with delegation of authority and responsibility, designing proper communication channels and imposing obligation for accountability, as depicted on item 3, 4 and 5 of the same table, were not fully addressed as it can be interpreted from the average mean values 2.80, 2.97 and 2.86, respectively. Similarly, the organizational structure did not sufficiently permit full participation and empowerment of the lower level work units and the employees working within these work units. This might be the derivation of the effect of factors indicated under item 3 of the above table. On the other hand, respondents were also asked to explain the extent of considering the issue of human factors in reorganizing and restructuring educational organizations. To this end, as depicted in Table 16, the average mean value (2.86) revealed nearly the existence of inadequate consideration given to human aspects of the organization.

As a whole, it can be concluded that the issue of restructuring organizations was decided sometimes somewhere else outside the Bureau by policy makers. Consequently, in restructuring process, the principles described above were not followed strictly by the Bureau despite the fact that these jobs were considered as and left to the personnel unit as the only duty prescribed to them. Hence, the top management gave more attention to the accomplishment of day -to- day routine educational activities rather than giving priority to important policy and program issues related to educational organizational management.

The mean comparison was made using one-way ANOVA test. The computed result however didn't show statistically significant difference among respondent groups in giving responses to the above question items.

The RCSC also, on its part, seemed reluctant to study and verify whether the Education Bureau had undertaken vigorous study before it was going to present its request to the commission. The reason might be the fact that it was frequently ordered by higher officials and policy formulators to reorganize and restructure educational organizations along with the ongoing decentralization strategies and reform programs.

Table 17: Respondents' Responses Regarding the Preliminary Activities of Restructuring Educational Organizations

№	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level					F-ratio
			REB	ZEO / WEO	RCSC/ RBCB	Average Mean		
	The degree to which the following elements were considered in restructuring							
1	Assessment of the need for redesigning	Mean SD	2.93 1.07	2.94 1.00	3.30 1.41	2.98	1.028	
2	Undertake job analyses	Mean SD	2.86 1.03	2.81 1.07	3.25 1.29	2.87	1.407	
3	Prepare written functional/job description	Mean SD	2.71 0.82	2.88 1.04	3.10 1.21	2.89	0.601	
4	Develop related working manuals	Mean SD	2.50 1.02	2.87 0.99	3.00 1.03	2.86	1.114	
5	Set parameters.	Mean SD	2.64 1.08	2.86 1.12	2.90 1.07	2.85	0.272	
6	Create awareness among the members of the organization	Mean SD	2.79 0.97	2.82 1.11	3.35 1.09	2.88	2.079	
7	Revisit the existing proclamation and charts of the organization	Mean SD	3.00 0.96	2.81 1.19	3.55 1.10	2.92	3.558	
8	Review of policy document of the organization	Mean SD	3.21 0.80	2.88 1.17	3.80 1.06	3.03	5.883	
9	Taking an inventory of the existing manpower	Mean SD	2.64 1.01	2.95 0.99	3.15 1.14	2.95	1.037	

NB. For the purpose of interpretation through out this paper the mean distribution is categorized as 0.50-1.49 very low, 1.50-2.49 low, 2.50-3.49 medium, 3.50-4.49 high and 4.50 and above very high.

As can be seen from Table 17 item 1 the average mean value (2.98), the assessment of the need for redesigning and restructuring educational organizations prior to taking decision was not seriously conducted. Similarly, as identified by the average mean

values (2.89, 2.86 and 2.85) for item 3, 4 and 5 of the same table respectively, there were no sufficiently and properly developed written functional description, organizational working manuals and clearly defined parameters that could support and enable the designers to create effective organizational system. The computed average mean value (2.88) for item 6 of the above table showed that the regional education bureau which was in actual sense vested in charge of restructuring educational organizations didn't create adequate awareness among the members of its organizations and its stakeholders in order to make them know why and what was going on regarding restructuring organizations and the role expected of them during the course of restructuring educational organizations.

As it can be observed from Table 17, items 7 and 8, with reference to the tasks of redesigning and restructuring of educational organizations, review of existing proclamation and organizational charts as well as review of policy documents were not sufficiently made as viewed by the respondents of ZEO/WEO (mean values 2.81 and 2.88 respectively). The situation was relatively better in REB, as can be seen from the mean value (3.50 and 3.21). It could also be realized from the mean values (3.55 and 3.80) of RCSC/ RCB that there was a practice to review such basic organizational documents like organizational structure, proclamation and policy documents. To this end, such greater performances were reflected in RCSC. This is because of the fact that since the final approval was obtained from the commission, the RCSC was expected to review all relevant documents exhaustively prior to releasing or giving approval for the newly developed or modified organizational structure.

As the computed average mean value (2.95) illustrates for item 9 in the same table taking the inventory of manpower into account when organizational changes were intended was not fully implemented. The computed one-way ANOVA result also didn't show the existence of significant statistical difference among the opinions of three respondent groups. Thus, from this it can be judged that more emphasis was given to thinking what has to be changed in the future than what actually existed.

Table 18: Responses Given in Connection with the Preparation of Job Description

№	Items	Mean and Standard	Mean and Standard Deviation of the Respondents by Organizational Level				
			REB	ZEO & WEO	RCSC & RBCB	Average Mean	F- ratio
In preparing job descriptions, how far the following elements are considered?							
1	listing duties/activities in sequential order	Mean SD	3.00 0.96	3.02 1.19	3.05 1.32	3.02	0.009
2	Determining percentage of time devoted to each duty.	Mean SD	2.50 0.94	2.95 1.09	2.95 1.36	2.91	1.047
3	Determining mechanisms and tools employed to perform	Mean SD	2.57 0.94	2.96 1.08	2.90 1.12	2.92	0.827
4	Degree of responsibility and accountability	Mean SD	2.97 0.89	3.02 1.08	2.90 1.33	2.99	0.367
5	Determining performance to be set	Mean SD	2.93 1.07	3.02 1.11	2.80 1.10	2.98	0.347
6	Identifying the extent of working conditions or hazard	Mean SD	2.36 1.01	2.86 1.09	2.60 1.27	2.79	1.700
7	Determining reporting relationships	Mean SD	2.50 0.85	3.09 1.09	2.55 1.32	2.97	3.424

As shown in Table 18 above, the calculated average mean for all items listed from 1 to 7 are found to be 'medium' (mean values 2.79 to 3.02). Accordingly, in preparing job descriptions those items like listing duties and activities in sequential order, determining the percentage of time devoted to each activity, determining mechanisms or tools to be employed in performing work and setting performance standards were not properly achieved as it was expected.

In addition to this, identifying degree of responsibilities and accountability (average mean 2.99) and identifying the extent of working conditions or hazards (average mean 2.79) and determining reporting relationships (average mean 2.97) were also not adequately performed. The mean values (2.91 and 2.79) for items number 2 and 6, in the case of REB, shows that determining percentage of time devoted to perform each duty and identifying the extent of working conditions were not done to the maximum level.

The comparison of mean was undertaken using one-way ANOVA test. The computed ANOVA result showed that statistically there was no significant difference among views of the three types of respondent groups on the response given to the items listed in Table 18.

In conclusion, as the obtained data revealed, in the processes of reorganizing and restructuring educational organizations it could be imagined that considerable attention was not given to fulfill all the preliminary and successive activities needed to restructure organizations. These might be the root causes for prevalence of ineffective organizational structure and system which contribute to poor organizational performances and relationships.

CHAPTER 4

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The final part of this study deals with the summary of the major findings of the study, the conclusions drawn from the results of the findings and the recommendations suggested on the basis of the findings.

From the outset, the purposes of this study were to:

- a) Examine the effectiveness of organizational structure and system of the regional educational organizations and their compatibility with the envisioned goals, missions and strategies of education;
- b) Find out the problems associated with the adequacy of manpower requirements against the approved organizational structure;
- c) Assess some possible consequences that attributed to excessive, frequent and massive reorganization of educational institutions;
- d) Identify whether the frequent restructuring activities of the regional educational institutions are need based or not ; and
- e) Forward some possible mechanisms of organizing educational organizations that will enable them to attain educational goals and objectives.

Generally, the study focused on assessing the practices and problems associated with the frequent reorganizing and restructuring of educational organizations of the Oromia Regional State. To this end, as it was indicated in the first chapter of this thesis paper, some five basic research questions were raised to govern the study as a framework in dealing with the subject matter under the study. These were:

- i. To what extent the current organizational arrangements and structural design fit into the mission, goals and strategies of education sector of the region?
- ii. Does the current organizational Structure create enabling environment for coordination of tasks, delegation of power and authority and establishment of clearly defined line of communication channels?

- iii. What are the practical problems related to the staffing aspects of the educational organizational structure?
- iv. What are the possible implications of the frequent and massive reorganization and restructuring of educational organizations?
- v. What are the commonly used parameters and standards of reorganizing and restructuring of regional, zonal and woreda educational organizations?

To find answers to the above basic questions, 3 regional Bureaus, 4 ZEOs and 24 WEOs were selected as sample organizations on the basis of stratified sampling technique. Further more, 159 respondents were included in the study using purposive as well as availability sampling methods.

Concerning the composition of the respondent groups, relevant educational officials / managers as well as educational personnel / experts at regional, zonal and woreda levels were included. As primary source, pertinent data were gathered from the sample respondent groups using questionnaire, interview, observation, focus groups discussion and check-list. Moreover, review of organizational documents and charts as well as employees' profiles, as a source of secondary data, were thoroughly reviewed.

The information obtained from sample respondents was properly organized, analyzed and interpreted by using various statistical tools such as percentage, mean score and grand mean. Further, advanced statistical tools like chi-square (χ^2), t-test, one-way ANOVA test and Tukey's – HSD post hoc were employed. According to the results of the data analysis, the major findings of the study are summarized and presented below.

4.1. Summary of the Findings

4.1.1. Characteristics of the Respondent Groups

As the findings vividly revealed, the majority of the respondents (93.7 percent) were found to be males, and the number of female respondents (6.3 percent) was extremely low because of the low level of women's participation in managerial and personnel functions in the civil service institutions. Concerning age structure, the result of the findings indicated that 47.8 percent of the respondents were found to

be between the ranges of 40 to 49 years old. This reveals that the majority of the civil service posts were occupied by those who had more years of experiences.

With respect to educational background, 56.6 percent of the respondents were diploma graduates while first degree holder only accounted for 20.2 percent of the respondents. In addition to this, regarding their field of studies, the majority of the respondents (73.0 percent) reported that their field of studies were teaching and educational management and the number of respondents who specialized in management in the educational organizations comprised only 8.2%. Moreover, regarding short-term trainings, 13.2 percent and 12.6 percent respondents received short-term trainings in leadership and human resource management respectively while more than half of the respondents did not clearly specify whether they received on job training or not. Besides, the proportion of those who served below six years on their current positions accounted for 79.2 percent and took the highest lion share with regard to the extent of service years.

4.1.2. The Effectiveness of Organizational Structure and System of Educational Organizations

- a) Regarding the fitness of organizational structure, it was reported that the present structure of educational organization of the region partially fitted to the vision, missions and strategies of the educational organizations (average mean 3.33 and 3.47), respectively.
- b) Concerning the effectiveness of coordination system and communication channels, it was rated 'Medium' (the average mean, 3.35 and 3.02) respectively due to the existence of loose relationships between educational organizations found at various levels of administrative hierarchies.
- c) In connection with the extent of human, physical material and financial resources utilization, the feasibility of organizational structure in creating enabling environment was rated 'Medium' as actually perceived by the respondent groups.
- d) Pertaining to the views of the three categories of respondent groups, structural flexibility was rated 'very high' (with the average mean value 3.56). The respondents

perceived that the main reason for high flexibility was the impact of the frequent restructuring of educational organization.

4.1.3. Organizational Structure and System in Relation to Some Managerial

Principles

- a) Regarding the extent to which organizational structure fits the major managerial Principles, it was observed that with respect to specialization 64.29 percent and 40.5 percent of respondents from REB and RCSE / RBCB respectively replied that the organizational structure reflected the principle of specialization 'to some extent' whereas 51.2 percent of respondents from ZEO/WEO perceived that the structure fully satisfied the principle of specialization. For instance, as observed from document review, before a year, agricultural TVET which requires agricultural profession was organized under the regional education bureau.
- b) With regards to the effectiveness of the coordination system, 35.71 percent, 48.0 percent and 55.0 percent of respondents of REB, ZEO/WEO and RCSC/RBCB respectively confirmed that the structure reflected the principles of coordination.
- c) In relation to controlling system, 50.0 percent, 65.0 percent of respondents of REB and RCSC/RBCB respectively claimed that the organizational structural arrangements reflected the principles of controlling and reporting relationships among the educational organizations 'to some extent'.
- d) Regarding decentralization, a considerable number of the respondents (49.68 percent) under the study asserted that the principles of organizational structure met the principles of decentralization functions. However, they claimed that the existing execution capacity particularity at wordea levels would not enable the implementers to implement fully the principles of decentralization. Though organizational structure was so flat, it didn't permit career structure for employees' further promotion and advancement.

4.1.4. Factors for Structural Modification in Educational Organizations

As indicated in Table 6 earlier, the highest proportion of respondents indicated that change in organizational purpose, size, environmental pressure, competition for resources, types of technology used, policy decision and incompatibility of functions could mainly lead to organizational structural adjustment, but they expressed their doubt whether these factors alone usually led to the frequent restructuring of educational organizations.

4.1.5. Enabling Environment to Direct Changes in Educational Organizations

- a) Assessment of the manpower requirement can not be seen separately from the tasks of organizational structure. Human resource need assessment is believed to be the usual duties or business of the organization that want to be successful. In this regard, the existing manpower in educational organization at different levels was found to be inadequate in quantity as supported by 50.0 percent, 73.6 percent and 55.0 percent of the respondent groups from REB, ZEO/WEO and RCSC/RBCB reactively.

Furthermore, with respect to educational background and proportion of gender requirement, the manpower was not compatible with the need of educational organizations as supported by 50.4 percent of the respondent groups of ZEO/WEO for educational background and 64.3 percent and 73.6 percent of the respondent group of REB and ZEO/WEO for gender proportion respectively. In fact, experiences of work was not taken as serious problems as educational and skill /competence requirements. Besides, the discrepancies between males and females in managerial positions were quite wide as observed by 64.20 percent, 73.60 percent and 40.00 percent of respondent groups from REB, ZEO/WEO and RCSC/ RBCB / under the study.

- b) In connection with the availability of organizational documents, more than half of respondent groups under the study confirmed that such fundamental documents as policy documents, strategic plan documents, functional descriptions, job descriptions, rules and procedures and working manuals were in place to serve its users. However, through field observation and interview made with educational officials and personnel of different levels, it was verified that there was loss of institutional memory because of the fact that the important working documents were not sufficiently found in the hand of each individual user. Particularly, it was attested that job descriptions and manuals which had paramount importance for discharging duties and responsibilities were not properly prepared and distributed to each job incumbent.

4.1.6. The Extent of Stakeholders Involvement in Restructuring Process

It is obvious that participation of stakeholders in reorganizing and restructuring educational organization has a paramount importance for its effectiveness. Nevertheless, the involvement of stakeholders' particularity at ZEO and WEO level was found to be 'Medium' as can be seen from the computed average mean value (3.11 and 3.17) respectively. The practices of using O&M and consultancy service in reorganizing and restructuring educational organizations were not utilized to the desired level (average mean 3.07 and 2.65). The result of review of document and interview held with educational officials proved the same fact.

4.1.7. Implications and Consequences of Frequent Reorganizing and Restructuring Educational Organization

- a) The effect of the frequent reorganizing and restructuring of educational organizations was found to be the root cause for poor organizational performance, delay in decision making process, rise to conflict of interest, unnecessary overhead cost to the organizations as identified by the average mean value (2.23, 3.18, 3.06, and 3.20) respectively. In addition, at organizational level, it was also mentioned that the frequent reorganization

and restructuring of educational organizations may severely affect the proper implementation of organizational fiscal plan. At individual level, it was also observed that the frequent restructuring had resulted in employees resistance, high turnover, low incentives and job dissatisfaction, low credibility of top management in building trust as mainly proved by the mean values (3.01, 3.42, 2.75, 3.11, 3.11, 3.01, 3.50, and 3.13) respectively.

- b) The assessment of problems related to human resource utilization was also conducted to identify the extent of problems of human resources utilization along with restructuring educational organization. Consequently, the way the structure was designed (average mean 2.83) was cited as major problems. Further more, mismatch of approved jobs positions and the existing manpower were also found to be other critical problems. In addition to this, poor communication , the inadequate delegation of authority and responsibility, unavailability of working manuals, lack of clearly defined goals and objectives, lack of commitment and leaderships problems were taken as basic problems of human resource utilization as identified by the average mean value (3.15, 2.97, 3.09, 3.12, 2.38, 2.90, and 3.01) respectively. Another prominent problem was also the inadequacy of reward system which was rated 'very high'. The main reason for these problems was stated as the effect of frequent restructuring and reorganization of educational organizations.

4.1.8. Assessment of Practices in Classifying Job Positions and Grading

- a) Regarding the types of organizational structure & job evaluation methods, it was observed that educational organization used line and staff structure which was compounded by functional structure. Further more, position classification method based on factor comparison was also employed in job evaluation and grading level.
- b) In connection with parameters used to carry out tasks of reclassification, it was witnessed that the prevalence of low capacity and time constraints in conducting job analysis, preparing job description and job specification

seemed apparent phenomena. This resulted in poor job evaluation, poor classification of jobs position and grading level. Moreover, in reclassification process, difficulties of work, complexity of task, volume of work, types of technology used and their convenience to implement policy were not fully applied as determinant parameters in position classification as reported by 52.83 percent, 52.20 percent, 49.69 percent 44.03 percent and 47.17 percent of respondent groups. Further, there were no formally and properly prepared working manuals to handle these activities.

- c) Job analysis is basically conducted when new jobs are created or additional functions were added. But, before embarking on undertaking job analysis, certain elements must be seriously considered and sequentially undertaken. In this respect, the finding showed that in conducting job analysis, interviewing employees and his/her immediate supervisor, physical observation, using questionnaire were rarely done as identified by the average mean value (2.82, 2.78 and 2.44) respectively.
- d) After conducting job analysis, identification and grouping of activities, delineating the extent of authority, responsibility and accountability and designing communication system were found to be inefficient as observed from the grand mean value (3.18, 3.15, 3.06, 2.97 and 2.80) respectively. Further, considering the issue of human factors (grand mean = 2.86) was not given due attention by organizer in the course of recognizing and restructuring educational organization.
- e) As can be clearly seen from the average mean (2.98, 2.86, 2.85, 2.88, 2.92, and 3.03), assessment of the need for redesigning, developing related working manuals, setting parameters, creating awareness among the stakeholders , review of policy documents and existing proclamations were not implemented to a maximum possible scale. In addition, taking an inventory of the existing manpower during restructuring activities was almost non-existent (average mean, 2.95).
- f) Preparation of sound job descriptions requires certain steps to be followed. Bearing this in mind, listing activities in sequential order, determining

percentage of time devoted to each duty, determining degree of responsibility and accountability and tools to be employed (average mean, 3.02, 2.91, 2.92, and 2.99) respectively were not observed as significant results. Moreover, identifying the extent of working conditions, determining of performance target to be set and reporting relationships were not properly identified and designed (average mean, 2.79, 2.98 and 2.97), respectively.

4.2 Conclusions

It is obvious that the success of the organization does not merely depend on the existence of policy framework. The existence of effective organizational structure and system is also one of the most important factors for the realization of organizational goals, objectives and structure. In light of this, from the study findings discussed above the following conclusions are drawn.

1. The Effectiveness of Organizational Structure and the Enabling Environments

- a) The fitness of this structure to the goals, mission and strategy of education system was evaluated and found to be not promising due to the fact that the tasks of restructuring educational organization was not primarily supported by necessary preparation and adequate study. For instance, before a year agricultural TVET and nursing colleges were organized under the REB while they were not being governed by training and education policy of 1994. From this it might be concluded that this ineffectiveness was the outcome of the unstable organizational structure originated from shallow study, frequent and extreme fluctuation of restructuring educational organizations. Other apparent reasons might be the problems associated with the manner the communication channels designed and articulated as well as way the concepts and essences of decentralization understood by its implementers and beneficiaries.
- b) Though, all the educational organizations frequently revised their organizational structure, it was identified that staffing remained the weakest part of

educational organizations particularly at zonal and woreda levels. Specifically, the existing manpower resources were not aligned with the approved organizational structure in terms of the required quantity and quality. This was because of the inadequate organizational assessments that had been so far made at regional education bureau.

2. The Extent of Involvement of Stakeholders and Professionals

The extent of participation of stakeholders particularly at the ZEO and WEO level in the process of restructuring educational organization and the tradition of using O & M unit and consultancy services in educational organization was found to be very weak. The basic reason for this might be that the RCSC didn't develop proactive systems in such a way that stakeholders and professionals might play their roles in this respect accordingly.

3. Consequences and Implications of Frequent Restructuring Educational Organizations

In the course of reviewing organizational structure, assessing the manpower inventory was almost non-existent. In addition, the impact of frequent restructuring of organizations on the human aspects of the organization was not taken into account as to what types of psychological and financial effects it would cause upon employees. To this end, it could be realized that the implication of unstable and frequent organizational adjustments and massive manpower redeployment would have a greater impacts on the human resources utilization both at organizational and individual levels which could contribute to poor organizational performances and less individual commitment.

4.3. Recommendations

On the basis of the study findings obtained and the conclusions arrived at, the following recommendations are forwarded as basic solutions to overcome the problems of restructuring educational organizations in Oromia regional state.

1. Pre-Conditions and Enabling Environments needed for Restructuring and Change Implementation

- a) Despite the fact that there were extreme fluctuations and frequent restructuring of educational organizational institutions; it could be said that the educational organizations were not stable in carrying out their educational activities. Thus, if educational organizations are to be successful enough in implementing regional educational programs, organizational structure should be stable and aligned with the goals, objectives and strategies of the educational organizations.
- b) As the effectiveness of organizational structures is the pillar of the organization by setting jobs to be performed and integrating the efforts of people who perform such jobs and its feasibility should be verified through vigorous and depth study. Thus, it can be suggested that first and foremost, the need for readjustment should be thoroughly assessed in the way it can address the due involvements of its stakeholders.
- c) It was also observed that the need for reorganizing and restructuring educational organizations emanated from the will of policy makers without evaluating the effectiveness and inherent weaknesses of the existing organizational structure. These sorts of activities were usually done through establishing certain task forces. These kinds of practices might severely affect the smooth functioning of the organizations. Hence, in order to mitigate the problems the REB should either establish the O & M unit at bureau level or ought to recruit professional consultant firms which are capable and competent enough in the areas of organization and management.
- d) The structure and the system of organization must provide its management organ with effective, relevant, reliable and timely information that might serve the decision making processes. With respect to this, the structure of educational

organizations suffered from inadequate communication channels, weak coordination system, poor reporting relationships and irresponsiveness. Therefore, it can be recommended that the system also ought to allow its management to follow performance progress, alleviate constraints, and provide feedback and feed forward to the implementers and beneficiaries either to reward successes or to learn from failures in accomplishing the regional educational goals and objectives.

- e) In connection with restructuring organizations, twofold shortcomings were clearly identified. First, the manpower estimate with the proposed organizational structure was not based on review of organizations' functions and activities supported by study and research. Secondly, the approved organizational structures or posts were not filled out by the adequate and skilled and qualified employees. Therefore, the regional education bureau, in collaboration with RCSC, should intervene and exert some considerable efforts to minimize the exiting gaps through conducting human resource needs assessments and close such discrepancies by attracting and retaining those skilled and competent employees by way of recruitment, training and development and launching of some sound incentives schemes as well.
- f) In the course of reorganizing and restructuring educational organizations, there are people who either benefit from or lose something depending on the existing circumstances. Furthermore, as the available evidences showed, the designers and organizers did not take the human aspect of the organization into account while its adverse effects were obvious both at organizational as well as individual level. Hence, whenever the educational policy formulators and educational officials intend to carryout such significant tasks, they have to take into account its effects on human factors.

2. Methodology to be Employed in Restructuring Educational Organizations

It was attested that there were no clearly defined parameters and transparent methodology of reorganizing and restructuring educational organizations. Thus, in order to tackle these problems, the following points are suggested:

- a) There must be clear, transparent and feasible systematic parameters/guidelines of restructuring organizations and reclassification of positions. The RCSC on its part should develop and communicate these working guidelines to all beneficiaries of educational organizations. This is because of the fact that these parameters are basic tools in creating effective organizational tools that will enable the education sector to implement the envisioned decentralization programs at large.
- b) The study findings revealed that reviews of job descriptions were rarely done because of massive and frequent restructuring of educational organizations which was compounded by high rate of employees and leadership turnover. Therefore, if there is a need to devise mechanism of carrying out educational activities and boost educational performances, the educational organizations of various levels, in collaboration with RCSC should prepare and distribute adequate job description and working manuals for the people who are actually at work. The RCSC is also supposed to produce working manuals and to introduce properly their application through trainings and workshops.

3. The Need for Further Study

Finally, the researcher believes that this study could be taken as good start in the area of reorganizing and restructuring educational organizations. Hence, it is strongly recommended that further case studies be undertaken so as to dig out the problem and come up with more valuable solution to the issue under the study.

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A. Questionnaire to be filled out by Oromia Education Bureau

General Instruction

The Oromia Regional State has embarked on comprehensive institutional reforms so as to improve the efficiency and effectiveness of all civil service institutions both at regional and local levels. Organizational restructuring is one of the tools used to implement these reform programs; and to result in institutional transformation in line with the ongoing decentralization policy in the system of education of the region. With this in view the purpose of this survey is to assess the practice and problems related to reorganizing and restructuring of educational organizations Oromia ;and thus in this questionnaire is designed to collect information.

The purpose of this study is purely an academic and in no ways affects your personality or your organization despite the fact that it will be kept confidential. So, your genuine view, frank opinion and timely responses are quite vital in determining the success of this study. The finding may serve to diagnose the implementation problems of restructuring educational organization under decentralized management and will help to develop options. Thus, you are kindly requested to express your opinion by filling the questionnaire as honestly and as openly as possible.

Accordingly:

1. No need for writing your name
2. Mark your response in space provided by putting (✓) Or (x) mark and write in brief in the space provided whenever necessary
3. For any additional opinion or explanation you are kindly requested to write briefly as mach as possible in the space provided
4. The questionnaire consists of five parts

Please follow the specific instruction at the beginning of each section and try to read each before attempting to complete it. It may help you to respond as accurately as possible.

Part-I: Personal Information

1.1 Name of the Organization.....

1.2 Your current position.....

1.3 Sex

Male ☐

Female ☐

1.4 Age

a) 20-29- ☐

b) 30-39 ☐

c) 40-49 ☐

d) 50 and above ☐

1.5 Educational Level:

A) Certificate:

a) 12+1 ☐

b) 12+2 ☐

c) 12+3 ☐

d) 12+4 ☐

a) Diplom ☐

b) B.A/B.Sc ☐

c) M.A/M.Sc ☐

d) Other than these, please specify ☐

1.6 Your field of specialization.....

1.7 Other short term or long term specialized training you attended

1.8 Total Year of Services:

a) On the current position.....

b) Other, if any.....

Part-II: Assessing fitness of Organizational Structure and Design

2.1 The extent of fitness of the current educational organizational Arrangements and structural design to the following major elements? (Please, rate them as 1= very low, 2=low, 3=medium, 4= high, 5= very high)

Nº	Item	1	2	3	4	5
2.1.1	To what extent does the current organizational structure fit to :-					
	the vision and mission of your organization?					
	strategy of your organization?					
2.1.2	To what degree does the current organizational structure create effective organizational system of:					
	▪ coordination of tasks and resources					
	▪ delegation of authority and responsibility					
	▪ communication net-works					
	▪ span of control					
	▪ alleviation of duplication of functions					
	▪ utilization of human, physical and financial resources					
	▪ Speedy Decision making process					
	▪ allow flexibility					
	▪ impose accountability					
	▪ provision of educational inputs					

2.2. In the following, some reasons which cause structural change in an organization documents needed to direct the change are listed. Please, put (✓) or (x) if you feel the reason is appreciable and the documents exist in the context of your organization.

Nº	Item	Yes	No	To Some Extent
2.2.1	Does the following reason/s lead to modification of educational organizational structure?			
	▪ Size of the organization			
	▪ Change of organizational purpose /mission			
	▪ Environmental pressure			
	▪ Competition for resources			
	▪ Change in technology			
	▪ Change in volume of activities			
	▪ Change in complexity of tasks			
	▪ Change policy decision			
	▪ Incompatibility of functions			
2.2.2	Does your organization have the written			
	▪ Strategic document			
	▪ Organizational Mandate			
	▪ Functional description			
	▪ Job description			
	▪ Rules and Procedures			
	▪ Working manuals			

Other reasons, please specify if any.....

.....

.....

.....

Part-III: Assessing the Manpower Aspects of the Organization in Relation to Organizational Structure

3.1 The manpower requirement of your organization against the work- load and the approved job positions

Nº	Item	Yes	No	To Some Extent
3.1.1	Does the manpower requirement match the approved organizational structure in terms of the following points?			
	▪ Quantity demanded			
	▪ Educational background			
	▪ skills requirement			
	▪ Accumulated experience			
	▪ competence			
	▪ Proportion of gender			
	▪ Others, if any			

3.2. The practical problems related to the human resources utilization aspects
(rate them as 1= strongly agree, 2= agree, 3= undecided, 4=disagree, 5= strongly disagree)

Nº	Item	1	2	3	4	5
3.2.1	How do you evaluate the extent of the currently observed practical problems associated with the utilization of human resource aspects of educational organizations? in terms of:					
	▪ Structural problem the way it designed					
	▪ Mismatch of the approved job positions and actual manpower requirement					
	▪ Poor communication system					
	▪ absence of adequate delegation					
	▪ Poor decision making system					
	▪ Inadequacy of rules, procedures system, and working manuals					
	▪ Lack of clearly defined goals and objectives					
	▪ Lack of commitment					
	▪ Leadership problems					
	▪ Absence of reward system					
	▪ Others, if any					

3.3 The possible consequences of deficiency in organizational restructure caused due to frequent and weak practice (scale them as 1= very low, 2=low, 3=fair, 4= high,5= very high).

Nº	Item	1	2	3	4	5
3.3.1	If you think that the current organizational structure has had deficiency, what would be its overall effects on the following elements?					
3.3.1.1	At organizational level on:					
	• Organizational overall performance					
	• Decision making process					
	• Communication system					
	• Coordination effort					
	• Conflict of interests					
	• Innovation and change					
	• Overhead costs.					
	• Responsiveness					
	• Credibility of the top management					
	• Long term plan					
	• Utilization of time and resources.					
3.3.1.2	At individual employee level on:					
	• Motivation & employee morale					
	• Degree of resistance					
	• Job satisfaction					
	• Turnover status					
	• Promotion and salary increment					
	• Training and development					
	• Extent of commitment					
	• Building up trust					
	• Measuring performance					
	• Provision of rewards					

3.4. The extent of involvement of stakeholders in the processes studying, designing and structuring of educational organizations (rate them as 1= very low, 2=low, 3=medium, 4= high, 5= very high).

Nº	Item	1	2	3	4	5
3.4.1	To what degree do you think that the following stakeholders get involved?					
	▪ Policy makers					
	▪ The top management of your organization					
	▪ Internal job analyst (O & M Unit)					
	▪ Consultant firm					
	▪ Functional department and the staff					
	▪ Concerned external organizations					
	▪ Zonal education offices					
	▪ Woreda education offices					

Part-IV: The Assessments of Practices and Problems of Position Classification

4.1. *Comparison of position classifications and jobs grading system at bureau, zonal and woreda levels.*

4.1.1. In your opinion how do you compare position classifications and job grading system at bureau, zonal and woreda levels? (choose only one)	a) Adequate	b) Inadequate	c) Surplus
4.1.1.1 At Bureau level:	☐	☐	☐
4.1.1.2 At Zonal level:	☐	☐	☐
4.1.1.3 At Woreda level:	☐	☐	☐

Nº	Items	Yes	No	To Some Extent
4.1.2	Does the current organizational structure satisfy the following major principles?			
	▪ Specialization			
	▪ Coordination			
	▪ Communication			
	▪ Effective delegation /participation/			
	▪ Controlling system (reports relation)			
	▪ Flat organization			
	▪ - Decentralization functions			

4.2. Parameters Used for Carrying out the Task of Restructuring and Classification.

No.	Item	Yes	No	To Some Extent
4.2.1	What are commonly used parameters for carrying out the task of restructuring and Classification?			
	▪ Difficulties of work			
	▪ Complexity of work			
	▪ Simplicity of work			
	▪ Volume of work			
	▪ Its convenience of policy implementation			
	▪ Type of technology used			
	▪ Other, if any.....			
4.2.2	In your view which types of job evaluation methods are/is currently being used for educational organizations?			
	▪ Studying job analysis/functional analysis?			
	▪ Designing organizational structure?			
	▪ Job evaluations?			
	▪ Job grading?			
	▪ Placement?			

4.2.3 In your opinion what types of organizational structure are/is currently being employed for educational organizations?

- Line Structure ☐
- Functional structure ☐
- Line and staff structure ☐
- Divisional structure ☐
- Team structure ☐

4.2.4 In your view which types of organizational structures are/is currently being used for educational organizational?

- Ranking method ☐
- Factor comparison method ☐
- Position classification method ☐
- Point rating method ☐
- A combination of them ☐

4.3 Steps followed in organizing and restructuring educational organization?
(rate them as 1= very low, 2=low, 3=medium, 4= high ,5= very high).

Nº	Item	1	2	3	4	5
4.3.1	How far the following steps are sequentially followed in organizing and restructuring educational organization?					
	• Identification determination and enumeration of activities					
	• Grouping and assigning of activities					
	• Delegation of authority and responsibility					
	• Designing proper communication channels and reporting mechanisms					
	• Imposing obligation for accountability					
	• Considering the issue of human factors					

	• Permitting participation and empowerment					
Nº	Item	1	2	3	4	5
4.3.2	In conducting the task of reorganizing and restructuring educational organization, how far the following major points are taken into consideration.					
	▪ Assessment of the need for redesigning					
	▪ Undertake job analyses					
	▪ Prepare written functional/job description					
	▪ Develop related working manuals					
	▪ Set parameters for restructuring					
	▪ Create awareness among the members of the organization					
	▪ Revisit the existing proclamation and charts of the organization					
	▪ Review of policy document of the organization					
	▪ Taking of the existing manpower inventory					
	▪ Others if any.....					
4.3.3	In preparing job descriptions, how far the following elements are considered?					
	▪ listing duties/activities in sequential order					
	▪ Determining percentage of time devoted to each duty.					
	▪ Determining mechanisms and tools employed to perform					
	▪ Degree of responsibility and accountability					
	▪ Determining performance to be set					
	▪ Identifying the extent of working conditions or hazard					
	▪ Determining reporting prelateship					

4.3.4	In conducting job analysis, to what extent your organization is going to employ or utilize the following methods?					
Nº	Item	1	2	3	4	5
	▪ Conducting interview with workers and his immediate supervisor					
	▪ Physical observation while the work is being performed					
	▪ Filling questionnaire by worker and his immediate supervisor					
	▪ Any combination of the above methods.					

Part-V: Comments and Opinions

5.1 What are other critical problems encountered in restructuring educational Organization?

-
-
-
-
-

5.2 What solution do you suggest to alleviate these identified problems?

-
-
-
-
-

Thank You

**B. Structured Interview Prepared for Educational Officials and Personnel of
Oromia Education Bureau, Zonal and Woreda Education Offices**

1. How many departments, sections, services, units, and branches does your organization have?
2. Are there clearly defined parameters, guidelines and transparent directives in reorganizing, restructuring and position classification?
3. Are there any redundancies or duplication of functions and conflicts of roles and relationships among the existing departments or work units?
4. Is there excessive number of jobs or unnecessarily created jobs to be canceled?
5. Does the organization have adequate human resources both in terms of quantity and quality? What are the human problems that affecting the effectiveness of the organization?
6. Along with revising the organizational structure, does your organization conduct human resource need assessment so far?
7. Reengineering is one of recent approaches in reorganizing and restructuring organizations. How do you perceive its importance?
8. Does your organization provide job description for each of its employees?
9. In your opinion, what type of span of management or control does your organization currently employ?

Thank You

**C. Structured Interview Prepared for Officials and Professionals of Oromia
Civil Service Commission and Oromia Capacity Building Bureau**

1. Are there any vividly observed redundancies or duplication of functions and conflicts of roles and relationships among the existing educational organizations?
2. Reengineering is one of a recent approach in recognizing and restructuring organizations. How do you perceive its importance in terms of education sectors?
3. As one could understand from the very existence of the principles of management, job positions and grade levels are not determined for the interest of the individuals but for the job itself. As you observe from the common knowledge or experience, how far it is free from taking individual's interest into account?
4. Do you think that the current existing organizational structure and manpower education sector is in a position to support decentralization strategy sufficiently as required as possible?
5. As of your knowledge, are there any clearly defined parameters, guideline and transparent directives in reorganizing, restructuring and position classification?
6. Job classification and grading is highly centralized with the regional CSC while other personnel matters delegated to line institutions. Why for these could happen?
7. As you might have observed, how many times your organization on the average did the tasks of reorganizing and restructuring within the past decade? Discuss its possible implications.
8. What are guidelines that available to define sharing of responsibility and authority among regions, zones and woreda education offices?

Thank You

Appendix - D

D. Check-list to be used for Conducting Physical Observation at Regional, Zonal and Woreda Educational Organization

No.	Items	Quantity	Remarks
1	Organizational Structure:		
	▪ The Number and Types of Departments	15	
	▪ The Number and Types of Teams	2	
	▪ The Number and Types of Services	4	
	▪ The Number and Types of Sections	-	
	▪ The Number and Types of Sub Sections	-	
2	Position Classification:		
	▪ PS = Professional Science Service	123	
	▪ SP = Sub-professional Science Service	23	
	▪ AD = Administrative Service	10	
	▪ CF = Clerical And Fiscal Service	35	
	▪ TC = Trade And Crafts Service	21	
	▪ CM = Custodian And Manual Service	16	= 228
3	The Size of Man Power In Terms of Various Categories:		
	▪ Sex		
	▪ Educational Background		
	▪ Service Years		
	▪ Technical Staff		
	▪ Supportive Staff		
4	Documents Available:		
	▪ Policy Document	✓	
	▪ Strategic Documents	✓	
	▪ Organizational Charts	✓	
	▪ Functional Description	✓	
	▪ Job Descriptions	×	
	▪ Job Specifications	×	
	▪ Working Manuals	×	
	▪ Proclamation	✓	
	▪ Rules and Regulations	✓	

Appendix - E

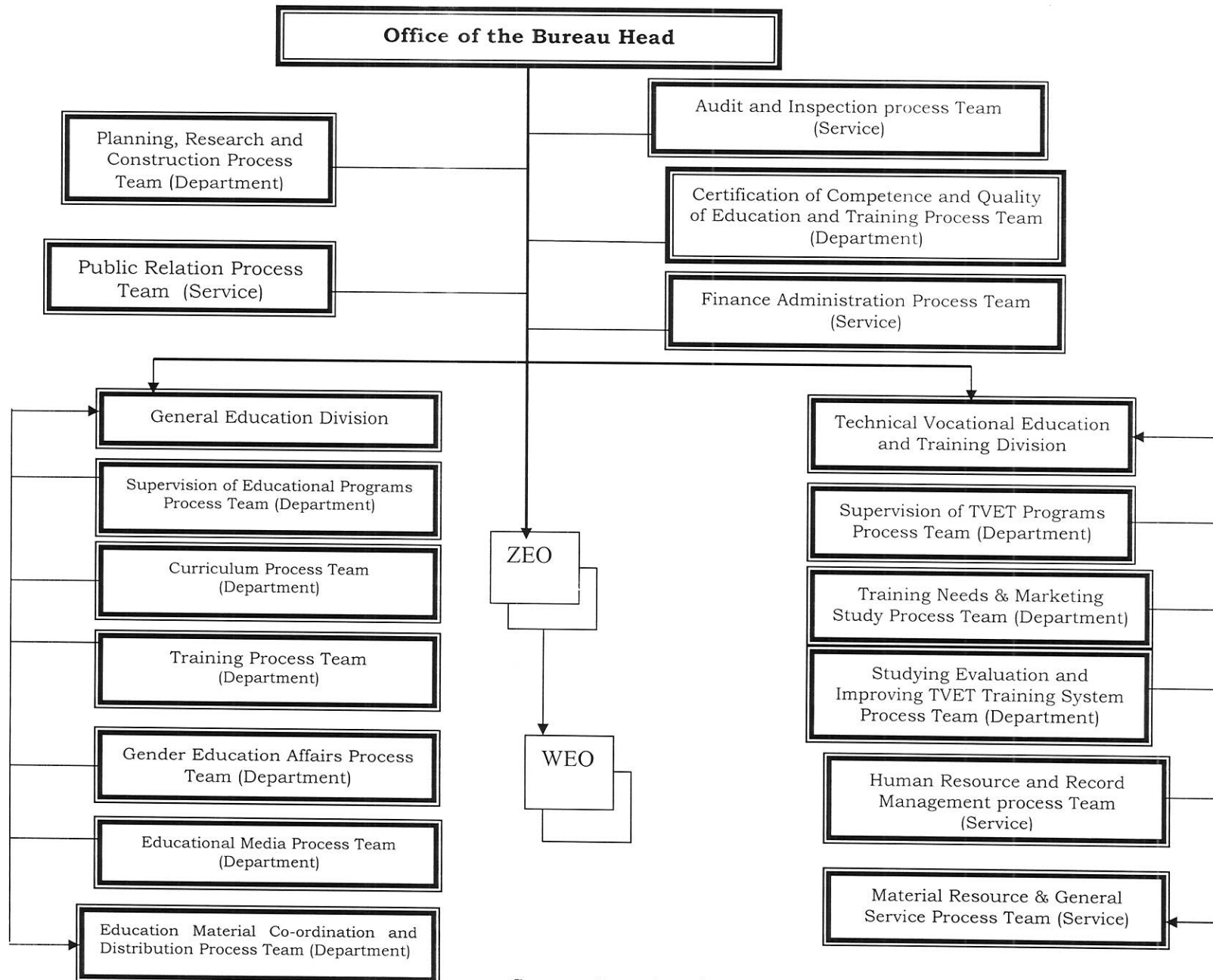
E. Sample population

No	Sample Educational Organizations		Questionnaires	
	Regional Bureaus and Zones	24= WEO	Distributed	Collected
1	REB		15	14
2	RCSC		15	13
3	RBCB		10	7
4	Four Zonal Education Offices (4*10)		40	37
	Sub-total-1		80	71
5	Jima	Agaro	4	4
		Seka chokorsa	4	3
		Sokoru	4	4
		Satama	4	4
		Tiro ateta	4	3
		Sigmo	4	4
6	Eeast Hararge	Meta	4	3
		Kersa	4	4
		Haromaya	4	4
		Kombolcha	4	4
		Babilie	4	4
		Gola Oda	4	3
7	Guji	Kercha	4	4
		Uraga	4	4
		Harnfana	4	3
		Wedera	4	4
		Adola	4	3
		Liben	4	4
8	North Shewa	Yaya Gullele	4	4
		Wuchale	4	4
		Debra Libanos	4	4
		Werra jaarso	4	3
		Degem	4	3
		Kuyu	4	4
	Sub-total-2		96	88
	Grand Total		176	159

N.B: rate of return = 90.34 Percent

F. Organizational Structure of Oromia Education Bureau

Appendix - F



Source: Oromia Education Bureau

Appendix - G

G. Check-list for the Assessment of the Manpower Requirements of the Educational Organizations Against Approved Organizational Structures

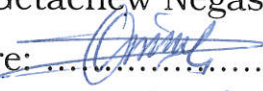
Work Units	Manpower		
	Approved	Existing	%
1. Education Bureau			
▪ Office of the Bureau Head	5	5	100.00
▪ Planning, Study and Construction	23	21	91.30
▪ Certification of Competence And Quality of Education and Training	14	12	85.71
▪ Finance Administration	15	14	93.33
▪ Audit and Inspection	4	4	100.00
▪ Public Relation	7	7	100.00
▪ Office of the Deputy Head/Education Division/	2	2	100.00
▪ Curriculum	22	20	90.91
▪ Gender Education	4	3	75.00
▪ Training	6	6	100.00
▪ Supervision of Educational Programs	10	7	70.00
▪ Educational Media	8	7	87.50
▪ Educational Material Coordination and Distribution	8	8	100.00
▪ Office of the Deputy Head/TVET Division/	2	2	100.00
▪ Supervision of TVET Programs	12	9	75.00
▪ Training Needs and Market Study	11	9	81.82
▪ Preparation, Evaluation And Improvement of Training Methods of TVET	9	2	22.22
▪ Manpower & Record Administration	14	13	92.86
▪ Material Resource and General Service	52	51	90.08
Total	228	202	88.60
2. Approved and actually existing manpower of 4 ZEO			
▪ Office of the Head 4*4	16	11	68.75
▪ Education Team 4*9	36	15	41.67
▪ Technical and Vocational Team 4*2	8	5	62.5
Total	60	31	51.7
3. Approved and actually existing manpower of 24 WEO			
▪ Woreda Education Office, Category 'A' 5 Woreda*15	75	57	76.00
▪ Woreda Education Office, Category 'B' 11Woreda *13	154	96	62.34
▪ Woreda Education Office, Category 'C' 8Woreda*12	104	48	46.15
Total	333	201	60.36

N.B: Source: Oromia Education Bureau

DECLARATION

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

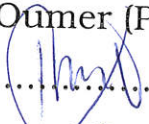
Name: Getachew Negash

Signature: 

Date :27-07-07.....

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

Name: Jeilu Oumer (Ph.D.)

Signature:

Date: