

**AN ASSESSMENT OF THE MANAGEMENT
CAPACITY OF WOREDA EDUCATION OFFICERS IN
TIGRAY REGION**

**BY
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THE DEGREE OF MASTERS OF ARTS IN HUMAN
RESOURCES AND ORGANIZATIONAL DEVELOPMENT**



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Table of Content

Content	Pages
Acknowledgements -----	i
Table of content-----	ii
List of tables-----	v
Acronyms-----	vi
Abstract -----	vii

Chapter One

The Problem and Its Approach

1.1 Background of the Study-----	1
1.2 Statement of the Problem-----	5
1.3 Objectives of the Study-----	6
1.4 Significance of the Study-----	7
1.5 Delimitation of the Study-----	7
1.6 Limitation of the Study-----	8
1.7 Operational Definitions-----	8
1.8 Organization of the Study -----	9

Chapter Two

Review of The Related Literature

2.1 Basic Concepts of Management -----	10
2.2 Characteristics of Educational Management-----	12
2.3 Organizational Feature -----	13
2.4 Centralized and Decentralized Management -----	15

2.4.1 Centralised Educational Management -----	16
2.4.2 Decentralized Educational Management-----	17
2.5 Delegation of Authority -----	18
2.5.1 Types of Delegation -----	19
2.5.2 Authority and Responsibility -----	21
2.5.2.1 Authority and Responsibilities Delegated to Woreda Education Offices -----	23
2.6 Managerial Capacity -----	25
2.6.1 Management Functions -----	25
2.6.1.1. Staffing -----	25
2.6.1.2 Instructional Leadership-----	27
2.6.1.3 Conflict Resolution -----	31
2.6.1.4 Decision Making -----	32
2.7 Managerial Skills -----	35
2.7.1 Conceptual Skill -----	35
2.7.2 Human Skill -----	36
2.7.3 Technical Skill -----	36
2.8 Communication -----	36
2.8.1 Types of Communication -----	38

Chapter Three

Research Design and Methodology

3.1 Methodology -----	42
3.2 Source of Data -----	42
3.3 Variables -----	43
3.4 Sampling Procedures -----	43
3.5 Data Gathering Tools -----	45
3.6 Procedures of Data Collection -----	45
3.7 Methods of Data Analyses -----	46

Chapter Four

Data Presentation, Analyses and Interpretation

4.1 Characteristics of the Respondents -----	47
----------------------------------------------	----

Chapter Five

Summary, Conclusions and Recommendations

5.1 Summery -----	71
5.2 Conclusions -----	75
5.3 Recommendations -----	77
Bibliography -----	81
Appendices	

List of tables**pages**

Table One : Sample Woredas and Schools -----	44
Table Two : Background of Respondents -----	48
Table Three : Authority and Responsibility Delegated to WEOs -----	51
Table Four : Availability and Clarity of Rules and Regulations -----	52
Table Five : Possible Problems to Fill Vacant Positions-----	54
Table Six : Educational Qualification -----	56
Table Seven : Communication-----	58
Table Eight : Effective Communication -----	60
Table Nine : Personal Competency-----	63
Table Ten : Conflict Resolution-----	65
Table Eleven : Problems that Encountered Supervisory Support-----	66
Table Twelve : Decision Making -----	69

ACRONYMS

ETP : Education and Training Policy

MoE : Ministry of Education

PTs : Principal and Teachers

RED : Region Education Bureau

UNESCO : United Nations Educational, Social and Cultural
Organization

USAID : United State Agency for International Development

WEOs : Woreda Education Officers

ZED : Zone Education Department

Abstract

The purpose of this study was to assess the managerial capacity of woreda education officers in Tigary regional state with special focus on organizational make up, communication skill and process, managerial function related to decision making, provision of instructional leadership and conflict resolution. Descriptive survey method was employed to conduct the research as it is more appropriate for assessing the current management capacity of woreda education officers. Two Zones were selected from the five Zones in the region and six woredas were taken randomly from each sample Zones which is Central and Eastern. Two types of data gathering tools were used to collect data for the study. One of the tools was a questionnaire which is of two types: one for the woreda education officers and the other one for school principals and teachers. A total of 36 woreda education officers and 36 school principals and 108 teachers were selected and included in the study. Document analyses were also made on the regional and MoE manuals on the qualification and educational levels required to hold each position at the woreda level. The study revealed that, most of the staff of woreda education offices was subject specialists, the authority delegated to woreda education officers were not commensurate with the responsibility they hold, vacant positions are still there and rules and regulations were not introduced to employees under the woreda education offices. Decision making processes were not participatory, and instructional and professional support given by woreda education officers was insufficient. Furthermore, the personal competency of the woreda education officers was low. And lack of adequate budget, time constraint and in availability of vehicles were identified as basic problems for not rendering sufficient support. Finally, graduates of EDPM and female teachers were not given due attention by woreda education training boards. As a result, it was concluded that authority and responsibility at woreda level were not commensurate and instructional and professional support provided by woreda education officers was not adequate. Therefore, the woreda education officers of the sample woredas were poor in their personal competency to run the education system at the woreda level. And female participation in the managerial position at woreda education level in the sample woredas was virtually nill. On the top of this, recommendations drawn from the conclusions reveal that the Regional Education Bureau, the Tigray Capacity Building Bureau, the Civil Service Commission and the Woreda Education and Training Boards should ensure that qualified and competent teachers are assigned as woreda education officers. And due attention should be given to individuals who are qualified in educational planning and management, to adequate service year in the field and encourage females to be involved in the managerial positions of woreda education offices. Finally, the above mentioned governmental bodies should encourage a two way communication process for the purpose of getting valuable information from subordinates and have to capacitate the existing capacity of woreda education officers through short and long term trainings.

CHAPTER ONE

1. The Problem and Its Approach

1.1. Background of the Study

In a centralized education system, most decision making, monitoring and management function with regard to teachers' employment, capacity building, school organization, supervision and financing are made by the Central Government (Fiske, 1996:9). Decentralization on the other hand, essentially involves the transfer of decision making authority from higher level to the lower level of the hierarchy in an organization. In support of this, Forojalla (1993), points out that in a decentralized system local educational organizations have the authority to make decisions on various educational managerial functions such as recruiting, training, promoting staff members as well as finance generating and utilization depending on the nature of decentralization a county adopts.

The Educational Management System of Ethiopia prior to 1991 had four levels, which include the Ministry of Education, the Provincial Education Office, the Awraja Education Office and the School. After the formulation of the 1994 Education and Training Policy (ETP) .However, the Educational Management System was rearranged to five levels i.e the Ministry of Education(MOE),Regional Education Bureau (REB), Zonal Education Department (ZED), Woreda Education Office(WEO) and the School. According to this structure the immediate responsibility for managing schools was transferred from Awraja to Woreda Education Office.

Communication normally, refers to the process of attempting to impart information from a sender to a receiver with the use of a

medium. Accordingly, communication requires that all parties have an area of communicative commonality (Fiske,1996:173). Communication is defined as: a process by which we assign and convey meaning in an attempt to create shared understanding. This process requires a vast repertoire of skills in intrapersonal and interpersonal processing, listening, observing, speaking, questioning, analyzing, and evaluating (Hersey,2006:308).

Capacity building is a basic pre-requisite for materializing a system of decentralization, but people at the local level are not capable of anticipating goals and objectives, and attract and manage resources in order to achieve the predetermined objectives of an organization. Govinda (1997:7) for asserts that the lack of capacity at the local level has been used as a pretext for withholding decentralization measures in developing countries. However, he argues that such countries cannot develop capacity if they are not giving the opportunity to exercising. So, every responsible individual at the local level should have the opportunity to exercise his/ her authority to realize a decentralized program.

In line with this, the (ETP)1994 stresses on the need to adopt decentralization in educational management in order to make educational management democratic, professional, coordinated, efficient and effective. Accordingly, in the Tigray Regional State, Woreda Education Offices were established and started carrying out the educational management tasks that are delegated to the Woreda level. It is because “decentralization is dispersal of authority through delegation that gives successively lower level managers greater decision making responsibility” (Holt, 1993:298). As per the Ethiopian Ministry of Education directives, Woreda Education Offices are

5. Existence of training of managerial capacity at the local level.

Accordingly, every one in a community; be it is an individual or an institution, is considered as stakeholder in the education system that is run in the respective community. Management in Education is more complex than in other organizations because its focus is preparing human beings for life. Because of its complexities and uniqueness educational managers need to have training in educational management to carry out their managerial responsibility properly authorized to them in the Education and Training Policy Manual of 1994(ETP,1994). Therefore, the Woreda Education Offices need to have educational managers and other staff who are trained in educational management and effective organizational structure so that they can properly functionalize the resources in order to come up with the desired change in the Woredas.

In principle, districts are empowered to determine their own priorities and to develop their own school reforms to improve teaching and learning. In practice, were lesser management capacity, insufficient funding, inadequately trained managers, and weak system make it difficult to realize the positive potential of decentralization (Fiske,1996:102).

So, Woreda Education Officers (WEOs) need to be able to provide necessary technical and administrative support to schools so that each school can implement well the teaching and learning process. In woreda education offices can do this only when they are able to establish effective organizational structure and staff it with qualified individuals in educational planning and management to promote greater effectiveness and efficiency in the use of scarce resources.

However, the WEOs are assigned even if they are not trained in educational planning and management, since the status of the management capacity of the WEOs is not known. Therefore, the question of whether the Woreda Education Officers have the needed capacity to manage the educational system or not has been left open to investigation.

1.2. Statement of the Problem

A great deal of decentralization in education around the world has been based on the assumption that the quality of education can be improved by shifting decision making and accountability closer to the schools. Based on this, the 1994 Ethiopian Education and Training Policy (ETP) stresses the need to adopt decentralization in educational management in order to make educational management democratic, professional, coordinated, efficient and effective. Now days, the managerial capacity of Woreda Education Officers has become a crucial issue in the region of Tigray, because most of the Woreda Education Officers are subject specialists rather than graduates from the Department of Educational Planning and Management. So far as the knowledge of the researcher is concerned studies on the managerial capacity of Woreda Education officers have not been carried out in Tigray Regional State.

Thus, this study was aimed at assessing the management capacity of Woreda Education Officers and to identify the major management capacity problems of Woreda Education Officers in the Region. In so doing, it tries to answer the following basic questions:

1. To what extent Woreda Education Officers have authority which is commensurate with their responsibilities?

2. To what extent do Woreda Education Officers communicate the procedures, rules and regulations of the Zones and the Regional Education Bureau clearly to schools under their respective woredas?
3. Do Woreda Education Offices have horizontal communication with other Woreda Education Offices in the zone?
4. Is the communication between the Woreda and the Schools a two way communication?
5. To what extent are the various positions in Woreda Education Offices filled with educational managers and staffs with the required specialized training and qualification?
6. What is the current level of performance of the woreda education officers in relation to assignment of employees, provision of instructional leadership and conflict resolution?

1.3. Objectives of the Study

General objective of this study was to assess the practices and problems of management capacity of the WEOs in Tigray Region, with specific reference to Eastern and Central Zones.

Thus, the specific objectives of the study were to:

1. Assess the organizational makeup of WEOs in the selected zones of the Region.
2. Analyse the communication and staffing process at a woreda level in the selected zones.
3. Identify major constraints in the performance of the Woreda Education Officers, with regard to assignment of employees, provision of instructional leadership and conflict resolution in school personnel's.
4. Point out some mechanisms that could help to capacitate the management capacity of the Woreda Education Officers.

1.4. Significances of the Study

Decentralization of educational management is one aspect of a democratic perspective. Due to this, the 1994 Education and Training Policy of Ethiopia stresses the need to decentralize educational management.

So, the study could be significant for the following reasons.

1. It could reveal the status of the managerial capacity of woreda education officers in managing the educational system at the woreda level.
2. It could help to reveal the major constraints that affect the educational management at woreda level.
3. It may draw the attention of the concerned authorities to take necessary measures to tackle and mitigate the problems.
4. The information gathered may also be valuable to Tigray Regional Education Bureau for further use in planning and formulation of policy.
5. It will suggest possible solutions for addressing the major problems that affect the management capacity of Woreda Education Officers.

1.5. Delimitation of the Study

The scope of this study was delimited only to the assessment of the management capacity of woreda education officers in managing the over all educational system in their respective woredas. By taking into consideration the time and resources that demanded for the research the study covers only Tigray Regional State. The Region has five Zones with a total of 46 Woredas that it is hardly possible to conduct the study in all five Zones and 46 Woredas of the region due to various resource related problems and geographical locations.

Therefore, the study has been delimited to 2 Zones, 12 Woredas (6 woredas from each zone) and 36 schools only.

1.6. Limitations of the Study

The focus of the study was to explore the management capacity of the Woreda Education Officers. Nevertheless, Woreda Education Officers in the sample woredas were not easily accessible in their office due to field work in the respective schools under their supervision. Since the setting of the woredas was scattered, much time was spent to collect the questionnaire which was distributed to the population under the study. For this reason, much time and more effort were exerted during the data collection process in the field. And reasonable questionnaire which was about 9.4 percent of the total questionnaire distributed was not returned on time.

1.7. Definition of Operational Terms

Authority: a particular type of power that has its origin in the position that a leader occupies. Thus, authority is the power that is legitimized by virtue of an individual's formal role in a social organization (Hersey ,2001:205).

Communication: a process by which we assign and convey meaning in an attempt to create shared understanding. This process requires a vast repertoire of skills in intrapersonal and interpersonal processing, listening, observing, speaking, questioning, analyzing, and evaluating. Use of these processes is developmental and transfers to all areas of life: home, school, community, work, and beyond. It is through communication that collaboration and cooperation occur (Goetsch,2000).

Decentralization: the is transferring of responsibility and decision making authority from a central office to people and locations closer to the situation that demands attention (Gomez, 2003:10).

Management: the creation and maintenance of an internal environment in an enterprise where individuals, working in groups, can perform efficiently and effectively to wards the attainment of group goals. It is the art of getting the work done through and with people in formally organized groups. Knootz and O' Donnel (Ramasay, 1999:4)

Organization: the process of combing the work which the individual or groups have to perform with the facilities necessary for its creation that the duties so performed provide the best channels for the efficient, systematic, positive and co-coordinated application of the available efforts Oliver Sheldon (Ramasay, 1999)

1.8. Organization of the Study

The study is organized in five chapters. The first chapter deals with background of the study, statement of the problem, significance, and delimitation of the study; and Chapter two presents a review of the related literature. The third chapter deals with the research design and methodology of the study. The fourth chapter deals with presentation, analysis and interpretation of the data collected. The last chapter presents the summary, conclusions and recommendations of the study.

CHAPTER TWO

Review of the Related Literature

This chapter tries to assess the conceptual framework on management, organizational feature, management functions, managerial skills, personnel competence and communication skill of woreda education officers.

2.1. Basic Concepts of Management

According to Ramasamy (1999:2) the need for the existence of management has increased tremendously. Management is not only essential to business concerns but also essential to Banks, Schools, Colleges, Hospitals, Hotels, Religious bodies, Charitable trusts . Every organization unit has objectives its own. These objectives can be achieved with the consolidated efforts of several personnel. The works of the number of persons should be properly coordinated to achieve the objectives through the process of management. .

Therefore, management is not carrying out a prescribed task in a prescribed way. But management in broadest sense is about:

1. Setting direction, aims and objectives
2. Planning how progress will be made or a goal achieved.
3. Organizing available resources (people, time and materials) so that the goal can be economically achieved in the planned way.
4. Controlling the process i.e measuring achievement against plan and taking corrective action where appropriate and
5. Setting and improving organizational standards (Everord, Morris and Wilson, 2004:4).

In support to the above idea, Ramasamy (1999:2) states that management as the art of getting things done by a group of people

with the effective utilization of available resources. An individual can not be treated as a managing body running any organization. According to Follett (in Rees, 1996:1) management is “the art of getting things done through people”. These persons perform the functions in order to achieve the objectives of an organization.

The term management refers to the process of coordinating work activities so that they are completed efficiently and effectively with and through other people (Rabbins et al; 2003:8). Rost (1991:149) further point out that, management is a unidirectional authority relationship and is directed toward coordinating activities in order to get a job done.

Hence, from these explanations one can generalize that management is a distinct activity concerned with the effective utilization of various resources of organization for the accomplishment of its objectives. The above idea shows the scope of manager’s activities in a modern organization. According to Bose (2007:6-7) these activities of the manager may be categorized and discussed under the following such heading:

i. Interpersonal activities

Managers deal with the subordinates to get things done with their help. For this, they have to interact with their subordinates. They must maintain good relation with them. Besides, every manager acts as a liaison officer between the organization and the outside groups such as community etc.

ii. Informational activities

Most managers often act as agents of effective communication. They continuously receive information from various sources and transmit

only the desired information. They exchange information with their superiors, subordinates and peers. They also act as spokespersons of the organization.

iii. Decisional activities

Decision making is inherent to the job of a manager. The manager has to take a large number of decisions daily to run the organization smoothly. He/She is expected to come up with solutions to difficult problems and to follow through with his/her decisions even when doing so may be unpleasant.

2.2. Characteristics of Educational Management

Every organization is formally established to achieve certain predetermined goals. But organizations differ from one to another in the functions they carry out in which they require special skills and abilities (Fiske, 1996:15). However, this does not mean that there are no similarities among different formal organizations. They have some similarities in having organization structure, people, clients and objectives and rules and procedures. Katz (in Ayalew, 1991) points out that, human and conceptual skills which are required of managers are common to all managerial activities in all organizations.

In several respects, the organizational structure of schools and school systems resembles a rational, closed system quite similar to Weber's bureaucratic model. These systems are structured in the hierarchical manner, have a division of labor based on technical competence and specialization, have written rules and regulations, and have an authority structure between higher and lower officers (Guthrie and Reed, 1991:199).

Even though there are some similarities between the management of education and other organizations, educational management has distinct features which make it different from other areas of management. Bush et al (in Ayelew, 1991) points out the following major distinct features that make educational management different from that of other organizations:

- It is more difficult to define educational objectives than defining objectives of industrial plants or other service giving organizations.
- The input in education is difficult to process in the same way as other raw materials are processed in a factory.
- Unlike other organizations there is no much difference in qualification between managers and subordinates
- Evaluation of output in education is difficult.

Therefore, the through process of education system is not as simple as other industrial one. Its product is not a one shot product rather it needs long period of time to come up with some results and its output is measured by the change that shown on human being in relation to attitudinal, behavioral and emotional changes.

2.3 Organizational Feature

Organizational structure is the formal framework by which job tasks are divided, grouped and coordinated. Just as humans have skeletons that define their shape organizations have structures that define theirs. In this regard Bose (2007) states that, Organization is the backbone of management and a means of multiplying the strength of an individual. It takes the knowledge of individuals and uses it as the resource. To organize manpower means to build a structure, not of wood and steel, but of human beings. Forming groups of individuals ,building them into effective working units and or teams, and getting

these teams to work together effectively in pursuing the organization's purpose and goals, are at the heart of organizational management (Everard, Morris and Wilson, 2004:243). The people are the material for the construction, their loyalty is the foundation and their cooperative spirit the moral that hold the structure together and gives it vitality (Guthrie and Reed, 1991:142).

Formal organization refers to the structure of jobs and positions with clearly defined functions and relationships as prescribed by the top management. This type of organization is bound by rules, systems and procedures and deliberately built by the management to accomplish organizational goals (Bose, 2007:91). The task or purpose of an informal group is probably not known or at least, not clear to outsiders, while the task of a formal group is usually adequately perceived by people out of the organization. An informal organization ordinarily has no assigned status hierarchy while a formal organization does (Devendra, 2004: 157).

Divisionalization can be organized in a number of ways; but popular bases are product differentiation or geographic location. What ever the basis, the extent of decentralization of decision making can differ depending on organizational policy, thus, which control structures of divisions may be similar, the operation of control within them may differ (World Bank, 2002). An organization means an arrangement of position of executives by adopting a rank system. In other words, a subordinate has one boss and a superior has control over the subordinate specifically. Each of the executives is defined with regard to the extent of authority and responsibility vested in him to discharge the duties (Ramasamy , 1999:97).

The decision as to the formal structure of the organization, be it unitary or multidivisional, and the decision as to how much to centralize or decentralize have to be taken and organizational theorists have also considered the extent to which it is possible to provide general rules about the applicability of different structures to different circumstances (Devendra, 2004:108).

Generally, organizational structures are instruments that help organizations to perform their day to day organizational activity, with smooth functioning process to achieve ultimate organizational goals.

2.4 Centralized and Decentralized Management

Centralization and decentralization are not absolute terms. They are tendencies and each has to be gauged by certain tests. The manager can not delegate all his/her authority with out surrendering his position as a manger, nor can a manager retain all the authority himself/herself and yet have subordinates in the organization. Thus absolute centralization or decentralization implies no organization (Bose , 2007:120).

Centralization of authority means the concentration of the decision making processes at the top level of management. Thus under centralization, all important decisions are taken by the top executives and operative decisions and actions at the lower levels in the organization are subject to the close supervision of the top executives (Christopher,2006:149).

The historical experience of decentralization is mixed .Sometimes rules have aimed to empower the grass roots, at other times to divert international attention from lack of democracy at the central level. Too

often local governments have been created with out administrative authority or fiscal resources (World Bank, 2002).

Decentralization means that each section has its own workers to perform activities with in the department. There will be no general office to provide these services under decentralization; separate staffs are allocated to each department for performing those activities which can not be centralized (Ramasay , 1991:127).

Both have advantages and disadvantages according to the nature and type of organization. But now a day especially in the education system were get more weight than the centralized management. The flexibility of the decentralized planning leads to the adaptation to the need of a particular area.

2.4.1 Centralized Educational Management

Centralization results from the design of the organization itself. When operations are highly specialized and departments finely subdivided, decisions must be made by higher levels in the organization, and rigid rules must be employed (Strauss & Sayles, 1960:388).

In a centralized education system most decision making, monitoring and management function with regard to teachers' employment and compensation, finance, capacity building, curriculum development, school organization and supervision are made by the central government (Florestal & Cooper, 1997).

In the regulatory functions, the main rational for educational centralization is the need for standardization, the need to make curricula qualification and examinations to be reasonably similar

across the national or regional level so as to facilitate the exchange of personnel, mobility and mutual recognition of rules and regulations across different regions(World Bank,2002).

Thus, the argument for centralization emphasizes on efficiency, equity, standardization and uniformity in the provision of educational services in particular region or county.

2.4.2 Decentralized Educational Management

There are many reasons why different countries under take decentralization. Blay's (cited by Gerday,1998) summary of the major rationales for decentralization is inclusive ,the rationales include : to maintain national unity ,promote the legitimacy of those in authority, strengthen of the power base of those in authority, to promote popular participation in decision making ,to enhance flexibility and sensitivity to local needs ,to reduce top administration body work load, to reduce the financial burden of education on central government and implicit to alert criticism of poor performance and to promote efficiency in operation.

The need for decentralization in any organization is necessitated by increase in the number of hands employees, complexity of the operation, geographical, and the variety of products (Robbins, 2003:86). In the case of education another factor is added to the one already mentioned above. This factor according to Griffiths etal (in Ukejo,1992) “ the product is the improvement of human beings through a teaching – learning process. These human beings differ markedly one from the other, and react in an infinite variety of way to the same situation”.

In support to this UNESCO (2005), discusses that the modernization of education sector management is a challenging to both the Ministry of Education and provincial level education authorities. Strengthening the professional and technical knowledge of staff at both levels is an essential condition for the successful modernization of education sector management.

Proponents of decentralization believe that granting power and authority to those stakeholders will make schooling more responsive to the need of local communities and will more fully exploit the knowledge, creativity and initiative of agents at the school and community levels (World Bank, 2002).

Decentralization system is comparatively more effective. Educational planning, management and monitoring /evaluation have been decentralized to district level. However, it has been observed that the new system is facing certain problems such as shortage of qualified personnel, facilities and services and ambiguity in function responsibility and authority (UNESCO; 2005).

2.5. Delegation of Authority

According to Robbins et al (2003), delegation is the assignment of authority to another person to carry out specific activities. It allows a subordinate to make decisions i.e it is a shift of decision making authority from one organization level to another lower one. Delegation should not be confused with the issuing of orders or giving of instruction to subordinates rather a person conferring authority on a subordinate to act on their behalf, although the manager remains accountable for the actions of the subordinate, the essence of delegation is the conferring of authority on the subordinate.

Thus, delegation is much more than just passing a task over to be executed (Rees, 1996:124). In this regard Basi (in Ramasay, 1999) states that “delegation consists of granting authority or the right to decision making in a certain defined areas and charging the subordinates with responsibility for carrying through an assigned task”.

According to Bose (2007) delegation of authority is an elementary art of management as it has certain working rules or fundamentals. It is the base of administration in all spheres of life and involves sharing of authority and also the responsibility there of. Delegation means “devolution of authority on subordinates to make them perform the assigned duties or takes.”(Fiske, 1996: 7) Thus delegation is the process of entrusting part of the work by the superiors to his subordinates.

So, delegation of authority is a bond that tight together employees of an organization and that may help individuals to exert their effort to the achievement of their organizational goals.

2.5.1 Types of Delegation

Delegation is considered to be one of the most important methods of training subordinate and building morals. Delegation of authority helps the manager to concentrate on the important work of planning, organizing and controlling. Delegation is a universal process, wherever human beings work in group, one or the other form of delegation is practiced by them(MoE,2006).

Based on the degree of decentralization delegation is categorized into four: de-concentration, delegation, devolution and privatization Rondinelli et al (UNESCO, 1999).

De-concentration- reforms spread central authority with out transferring it to other bodies. For example if a national government establishes offices for test administration in provincial capital, it reduces the concentration of authority in the national capital. De-concentration reforms shift authority for implementation of rules, but not for making them (UNESCO, 1999). It is the weakest form of decentralization where in the central ministry remains firmly in control (Fiske, 1996:9).

Delegation is the transfer of managerial responsibility for specifically defined functions to organizations that are out side the regular bureaucratic structure. Fiske (1996:10) considers a broader interpretation of delegation to include conforming authority to lower level of government. The Delegates units have greater freedom concerning “personnel, recruitment, contracting, budgeting and other matters” Rondenelli et al (UNE SCO, 1999:18).

Devolution is the transfer of functions or decision making authority to legally autonomous sub-national units of government such as state, province, districts or municipalities or to other local bodies that are associated with local government such as the school boards (Florestal and Coopers, 1997: 3). It implies that some thing is given back to an organization from which it had been taken.

According to the Florestal and Cooper (1997:3) identify four key features of devolution

- A. the body that exercise the authority in legally separate from the central ministry
- B. the body acts in its own, not under the hierarchical supervision of the central ministry
- C. the body can exercises only the authority given to it
- D. the body can act within the geographical limit set out in the law.

Devolution is common in federal system, it is “more comprehensive and genuine approach to decentralization”(Govinda, 1997 :6).

Privatization is sifting responsibilities or activities from the public section to private or quasi public organization that are part of the government structure (UNESCO; 1999).

Authors in educational decentralization do not give much emphasis to privatization to be appropriate in education. World Bank (2003) points out that, there are countries where management of primary schools is predominantly in the hands of private organizations. However, government exercises a significant control over them through inspection, supervision and other mechanisms.

2.5.2 Authority and Responsibility

Authority is the power to make decisions, which guide the action of others. Authority is legitimate power ,is more appropriate for enforcement of organizational rules and regulations(Guthrie and Reed,1991:193). Delegation of authority contributes to the creation of an organization. No single person is in a position to discharge all the duties in an organization (Ramasay, 1992:112). Therefore, in order to finish the work in time, there is a need to delegate authority and follow the principles of division of labor. Because it permits a person

(manager) to extend his/her influence beyond the limits of his/her own personal time, energy and knowledge.

Responsibility always arises from the superior subordinate relationship. The essence of responsibilities is obligation. If a person is entrusted with any work, he/she should be held responsible for the work that he/she completes. The following are the basic elements of responsibility:

1. It arises from superior-subordinate relationship
2. It result from contractual agreement
3. The responsibility can not be transferred to any body.
4. It is created by acceptance of authority
5. There is an essence of obligation.
6. The responsibly may be general or specific
7. Responsibility is a containing process by nature

Generally delegation of authority and responsibility is necessary for an effective functioning of an organization. Responsibility with out authority is an empty vessel. Authority with out responsibility is a very dangerous one. So, authority and responsibility are necessary to an individual. According to Morphet etal (in Ukejo, 1992) “the necessary authority to accomplish a task should be delegated at the same time that the responsibility for the task is assigned: every person in the organization should know to whom and what he is responsible, and no individual in the organization should be required to take direct orders from more than one person.”

2.5.2.1 Authority and Responsibilities Delegated to Woreda Education Offices

In decentralized educational management system, local educational organizations have authority to make decision on various management functions. The overall purpose of educational decentralization is to make educational organization of all levels more effective in decision making and carrying out the day to day activities (Fiske, 1996:6).

Due to this fact, in Ethiopia educational management has been decentralize since 1994 with the formulation of education and training policy. Its basic purpose is to make the educational organization and management of the education system more democratic, efficient and professional (MoE, 1994).

As a result of this reform, now the educational system at region has three levels, i.e. the regional educational bureau, the woreda education office and the schools. Therefore, educational organization becomes more flat than the prior days even from the time that Ethiopia formulated the education and training policy in 1994(MoE ,2003).

According to the Ministry of Education and Tigray Regional Education Bureau, Woreda Education Officers, among other things, have the following responsibilities:

A/ Standard related

- i.** ensuring standards and accreditation of education and training institutions (from per-school up to diploma level).

B/ Curriculum and programs

- i.** ensuring all types of programs(regular, non-formal, distance and continuing education , etc.) are implemented in accordance to the national and regional policies.

C/ Provision of education and training services

- i.** planning education and ensuring education for all in the woredas.
- ii.** Implementing, monitoring, supervision and evaluation of programs and projects
- iii.** Organizing the system of the primary and secondary education.
- iv.** Ensuring equitable distribution of educational opportunities.
- v.** Creating attractive environment in the schools.

D/ Educational resources

- i.** enhancing community participation by establishing administrative boards, PTAs, school clusters and other committees, inter school integration and coordination.
- ii.** Preparation of education budget of the Woreda.
- iii.** Capacity building of educational personnel in the woreda.
- iv.** Establishing incentive mechanisms for meritorious staff and implementing after approval.
- v.** taking corrective measures on teachers who go against the established codes of Ethics and regulated terms of operation.
- vi.** Creating live net working and interactive collaborative and joint activities like in sport, school feeding, environmental protection, HIV/AIDS control etc

E/ Delegation

- i.** support and enhance the autonomous operation of schools and colleges in the woreda or municipality.

From the above points mentioned more responsibility were laid on woreda education officers and more educational works are expected to be accomplish at woreda level. So, woreda education officers should be up to the standard and committed to take over the duties and responsibility that they shoulder.

2.6. Managerial Capacity

Managerial capacity of an individual or an organization mostly depends on the application of managerial functions, managerial skills, personal competence and communication skill as that is up to the standard.

2.6.1 Management Functions

Management functions are categorized differently from different dimensions or perspectives by different authors. Here some of the management functions are addressed on the bases of their importance for the purpose of this paper.

2.6.1.1. Staffing

An organization requires the services of human beings. school effectiveness ultimately depends upon the skills and abilities of instructional and none instructional staff (Guthrie, 1991: 346). They are the dynamic elements i.e with out the right kind of persons; an organization structure is only an unproductive empty shell. Thus, any person occupying a position should have enough talent to meet the requirements. Staffing basically involves matching jobs and individuals. The term staffing stands for manning various positions in the organization. Benjamin (in Ramasay, 1999) staffing is defined as

“the process involved in identifying, assessing, placing, evaluating and developing individuals at work.”

According to Haiman (in Boss 2007) “staffing function is concerned with the placement, growth and development of all those members of the organization whose function is to get things done through the efforts of other individuals”.

In any organization, both managers and other employees can contribute best to the success of the organization when they possess the required skills and knowledge. The level of education and training of individuals can have direct influence on the quality of their performance and consequently on the attainment of organizational objectives (Lockhead and Adriaan, 1991).

Effective decentralization requires more skilled and experienced staff to the local bodies. This demands the trouncing of local level decision makers and technicians for decentralization tasks such as planning, revenue collection, budget management, personnel management, project implementation and management information system (USAID, 1997).

Therefore, there is a need to staff organizations with people who have the appropriate type and level of education and training in the field they to be assigned.

Now a days, the initial training each personnel has for the position he/she hold is becoming inadequate because our contemporary world is characterized by rapid development of science and technology which affect many jobs and modify the corresponding qualifications and skills required (Bertrand, 1992).

In general, employees past experiences, tools, attitudes and interest become obsolete and no more serving them. This shows that continues training on the job is of paramount importance to cope up with the changing world in carrying out duties and responsibilities as per the organization new interest. Similarly, the change in educations and training policy requires the performance of new jobs. These new jobs may also require relatively new skills in order to able the employee to accomplish their job. Therefore, continuous training and education are required to enable employees to cope up with the rapidly changing environment.

2.6.1.2 Instructional Leadership

Instructional leadership is more important and necessary in order to run the education system and it is vital to employees and the organization to achieve their goals by giving professional support. So, educational manager at woreda level has to be more expertise and knowledgeable to supervise their subordinates according to the need of individuals, groups and organization at large.

Supervision at its best is an art that can release teachers` initiative, responsibility, creativity, internal commitment and motivation. Having organized and communicated all necessary decisions to the workers they start executing the plans (Sergiovanni, 1975).

But while they executes, the next element of management process-supervising comes into focus (Ukejo,1992:184). Some theorists have used the terms commanding, directing, influencing or stimulating to describe the leaders activities that try to relate the efforts of each members towards goal achievement. The action of integrating the

consecutions of workers, materials and other recourses in to an appropriate relationship so as to achieve organizational goals is also related to the above terms, and all make-up-the activities of administrative man-on-the spat is the supervisor. A supervisor is any person who is given authority and responsibility for planning and controlling the work of a group by close contact (Betts, 1973:6).

The above definition requires the supervisor to actually over see and direct the day-to-day activities of the worker giving instructions on set task coordinating the various departments and individual and recommending courses of action to management.

Supervising, therefore, is the element of management process concerned with the effort of the manager to guide the day-to-day operation of the organization, by stimulating, directing and coordinating the workers and their efforts and cultivating good working personal relations so that all move collectively toward a more efficient performance of all the functions that lead to goal achievement (Ukejo,1992:185).

Supervision is an integral part of management that helps education managers and planners to manage educational organizations.

Supervision covers”...all those services whose main function is to inspect, control, evaluate and advise, assist and support school heads and teachers” (Carron and Anton, 1997:1). It is an instrument with which authorities maintain a necessary contact with organizations to ensure that the system is working satisfactory and efficiently. It also helps to establish positive relationship between the leaders and subordinates (Adesina, 1990).

Subordinate can hardly be expected to get that their boss has the power to discharge them and withhold benefits and promotion. Regardless of how effectively the relationship between subordinates and superior is cloaked in democratic procedure, no one forgets for a moment that there are very real differences in power between them (Strauss and Sayles, 1960:145).

One of the traditional means of controlling employees is by direct supervision of their actions. However, the problem confronting a supervisor is the need to extend his control over his subordinates beyond the limits of contractual obligation and of the formal authority, delegated to him (Anderson, 1968:10).

Co-operative supervision and democratic leadership, the supervisor being regarded as an individual who served to assist the staff as consultant and friend rather than as inspector and critic. As has been pointed out by a number of authors, democratic supervision demands respect for personality (Douglass, 1994:97). The most effective supervisors were found to be more nearly autonomous in the performance of their supervisory duties than supervisors who themselves were subject to close supervision (Anderson, 1968:11-12).

In the school system where the aim is better school performance, supervision relates to guiding and coordinating the work of teachers and connected with school work in such a way that student learning is facilitated. It aims at facilitating learning through planning and devising ways of improving teachers professionally, and releasing their creative abilities so that they willingly improve the learning situation (Carron and Anton, 1997: 139).

The emerged school population implies the inclusion of students with widely varying abilities and so teachers should not imagine that all can move together at an “average” pace. Those who would not normally have passes the highly competitive entrance examination into secondary schools now find themselves in secondary schools taking the same courses at the same pace with the bright ones. All these create problem for the supervisory staff (Roger et al , 1993:28).

According to Burton and Brueckenr (in Ukejo,1992) point out that, administration and supervision as being functionally related and inseparable and that while administration is ordinarily concerned with providing materials, facilities and operation. In general, supervision is concerned with improving the setting for learning in particular. Both therefore aim at providing conditions favorable to teaching and learning.

The person designated by an organization as a supervisor, or any other person given such a responsibility at any level of the organization is therefore expected to interact with other members of the work group in order to improve production. In education, the supervisor is expected to perform certain functions such as curriculum improvement, improvement of instruction and containing staff development (Ukejo ; 1992:346-48).

Generally speaking, instructional supervision aims at helping teachers to become self-directive, i.e. developing in them the necessary positive attitudes, skills and inform action that will make them prepared to willingly contribute to the solution of educational and instructional problems and also provide a feasible setting for students learning(Carron and Anton, 1997:152).

2.6.1.3 Conflict Resolution

Human conflict is a normal and unavoidable aspect of the highly competitive modern work place even in a total quality, and total setting (Robbins,2003:148).

Human relation skills needed by people in such a setting the ability to disagree with fellow works with out being disagreeable. Even if most members of an organization have this skill, there is no guarantee that conflicts will not a raise among workers (Cortwright, Roger et al 1993:25).

According to Robbin (2003: 201) as a group performs are assigned tasks, disagreements or conflicts inevitably arise. The term conflict refers to perceived incompatible differences resulting in some form of interference or opposition.

Conflict, which can be constructive as well as distractive depending on the way it is handled, is an inevitable and integral part of every ones life (Owens, 1998). Interpersonal conflict can have a number of causes with in organizations interpersonal conflict often be comes apparent during times of change, and subject it has implications for motivation and trust.

However, much we may wish for change it is uncomfortable. Because of their key position within the communication process the manager has a vital role in ensuring that information about changes and the implications of them is passed to the work force as accurately and as free from emotion as possible (Roger et al , 1993:53).

It is people that achieve tasks and objectives, thus competent management of people is a key function of the woreda education officers. And the creation and maintain effective working relationship and the minimization of interpersonal conflict are key task of woreda education officers, the motivation of staff and self being are key factors in organizational effectiveness. Main sources of conflict in an organization are:

- Desire to control the activities of other units
- Insufficient resource to meet the requirements of the sub-units to do their work, and
- Difference among groups of employees in what to do and how to do (Ownes, 1998).

In support to this, Robbin (2003:239) identify three types of conflict which is task, relationship and process:

- Task conflict relates to the content and goals of the work
- Relationship conflict focuses on interpersonal relationships and
- Process conflict refers to how the work gets done.

What ever the type of conflict when it is reach at its highest level the manger should have select from five conflict resolution options – avoiding, accommodating, Forcing, Compromising and collaborating. The approach to use depends on the manager’s desire to be more or less cooperative and more or less ascertain.

2.6.1.4 Decision Making

Individuals at all levels and all areas of organization make decisions, i.e they make choices from two or more alternatives. But making decision is not something that only managers do. All organization

members make decisions that affect their jobs and the organization they work for (Robbins , 2003: 174).

In this regard (Drucker, 1967:113) Decision making is only one of the tasks of an executive only executives make decision. Indeed, to be expected by Virtue of position or knowledge to make decisions that have significant impact on the entire organization, its performance, and results defines the executive.

The decision-making process is a logically sequenced series of activities through which decisions are made (Goersch and Davis, 2000:518). Decision making is a process involving information, choice of alternative actions, implementation, and evaluation that is directed to the achievement of certain state goals Smilagyi (Ramasany , 1999:70).

According to (Everared et al , 2004:46) Decision making can be a painful process since it usually involves change, conflict, the risk if being wrong and being called to account; and having to cope with a bewildering number of facts and alternatives. To decide means “to cut off” or in practical content, to come to a conclusion Rustom (in Bose , 2007). “Decision making can be defined as the selection based on some criteria of one behavior alternative from two or more possible alternative” (Ramasay,1999).

Thus, decision making involves two or more alternatives because if there is only one alternative there is no decision to be made. Decision could be either routine or unique. Routine decision deal with operating procedures and are made a through knowledge of rules, regulations and polices of organization. It is carries out mostly by the

lower level managers who are managers of their work. On the other hand, unique or innovative decision deal with new decision which goes beyond established procedures. In such case, those top level managers who are involved in making unique decision deal with exceptional problems. To bring about creativity, managers need to develop managerial skills which enable them to examine the problems from different angle and to think as many possible solutions for particular problem (Campbell, 1962:139).

Decision making, also referred to as problem solving; is the process of recognizing a problem or opportunity and finding a solution to it. Decision are made by every one involved in the business world, but managers typically face the most decisions on a daily basis (Bose, 2007:7).

Therefore, decision making is purposeful selection from among a set of alternatives in light of a given objective. And it is not a separate function of management. So decision making is intertwined with the other functions such as planning, coordinating and controlling because these functions are require that decisions be made.

The method of financing education in any given country is among elements that determine the extent of access for education, the type of education given, the pattern of students distribution, the level and quality of education, and the over all management and direction of education (MOE, 2002: 63).

Any given education system, has to have a clear financial policy. And the financial policy has to take two basic matters into account. These are:

- A/To make an efficient and quality education system that can serve as basic for growth with minimum possible expenditure

avail able to the broad population.

B/To ensure equity and fair distribution of educational opportunity (a Cross regions, religion, gender, social class... etc) and to remove obstacles to these (World Bank 2003.

There is no country at any level of development that has made the user community fully cover all educational expenditure by leavening the matter solely to the market. In countries like Ethiopia even more compelling reasons for the government to use its educational finance policy is to ensure the equity educational opportunities and services.

2.7. Managerial Skills

All managers at various level of the education system have a definite task to perform as a manger though they may use different skills because of the difference in the nature of the task, competence and skill they have (Lockhead and Adriaan, 1991). They can do their jobs effectively when they have the required skills and competence. The unqualified and in experienced individuals can not mange the over all educational system. They can also have the required skills such conceptual, interpersonal and technical skills. When they have at-least the basic levels of education and training in the fundamentals of managerial skill. In support to this idea Katz (in Northouse, 2004:36) suggested that effective administration depends on these basic personal skill: technical, Human, and conceptual.

2.7.1 Conceptual Skill

Managers must have the ability to conceptualize and to think about abstract situations. They must be able to see the organization as a whole (helicopter perspective) and understand the relationship among various subunits and to visualize how the organization fit into it broader environment (Robbins, 2003:15).

2.7.2 Human Skill

Human or interpersonal skill represents the ability to work well with and understand others, to build cooperative effort within a team, to motivates and to manage conflict. These skills are important for managers at all levels (Robbins; 2003:15). These abilities help a leader to work effectively with subordinates, peers, and superiors to successfully accomplish the organizations goals. Human skills allow a leader to assist group members in working cooperatively as a group to achieve common goals, (Northouse; 2004:37).

2.7.3 Technical Skill

Technical skills include knowledge and proficiency in a certain specialized field (Robbins, 2003). Katz (in Northouse, 2004) point out that “technical skill is having knowledge about and being proficient in a specific type of work activity”. It requires competencies in a specialized area, analytical ability, and the ability to use appropriate tools and techniques.

2.8 Communication

Communication is essential to organizational vitality and coordination. it is the process through which information is transmitted to large number of people and Effective communication is an essential ingredient of interpersonal relation and is crucial for organizational success(Guthrie and Reed,1991: 355).

If we observe the pattern of communication in a number of organizations, or in the same organization at different time, we find that they are structured around the work relationship. These patterns of communication are the communication network.

Communication networks are the structural aspects of the work group. And it tells us how the groups in the organization are work jointly together and also indicates the general culture of the organization, superior subordinate relationship and may be to some extent, the satisfaction of the employees (Bose,2007:132).

In organizations, it is through communication that decisional premises are transmitted. Communication is an important elements of the administrative process for the effectiveness of decisions taken or plans drawn up for implementation depends to large extent on how far they are communicated to those who will execute them(Ukejo,1992: 178).

According to Saiyadain (1999) Communication is important in an organization because it is one of the chief means by which members work together .It helps them to hold together by making it possible for them to influence and react to each other.

Communication is one of the most vital skills that managers need. it is said that education and communication must go hand in hand because managers ,planners and other experts at all management levels of the education system are expected to be good communicators in order to introduce the innovations in education(Tedesco and Rosa,1999).

In support to this (Bose, 2007:136) point out that communication is one of the vital aspects of management and constitutes the nervous system of an organization .And the success of the manger in performing his duties depends on his ability to communicate. Thus, the world of modern management is the world of communication.

Like any other organization educational establishments, too, can function properly only if they have effective communication system. Otherwise, resource will be misused directives will be misunderstood, distorted and misinterpreted. Therefore, in short we can say that without good communication there are no organized activities in any organization.

2.8.1 Types of Communication

In any formal organization it becomes necessary to establish channels for communication and participation. Only through adequate communication can members of the organization remain aware of organizational goals, keep clearly in mind how their own work contributes to these goals. The condition suggested above make it clear that communication in an organization must flow up, down and across (Campbell, 1962: 128).

Classification of communication was treated differently by different authors with reference of different bases. But for the purpose of this paper the classification is depend on the bases of direction that information flow in an organization.

On the basis of direction, communication is either vertical or horizontal. Vertical communication moves both downwards and upwards. Horizontal communication takes place between two subordinates under the same superior or between two departmental managers.

a/ Downward Communication:

As the name indicates that, downward communication is the flow of information from the top level of the managerial hierarchy to the lower one in an organization.

Under this method, communication flows from the superior to the subordinates .Orders, instructions, circulars, and manuals are instances of this type of communication. Downward communication is best suited to the line organization (Bose, 2007: 140).

Downward channels are Important for control. They are used to transmit organizational goals to employees as well as the ways and means to achieve these goals. They help to direct the behavior of the employees (Saiyadain,1999: 321).

From the above ideas downward communication is used to inform, direct, coordinate and evaluate employees. When managers assign goals to their employees, they are using downward communication. Managers are also using downward communication by providing employees with job description, informing them about organizational policies and procedures, pointing out problems that need attention and evaluating their performance.

b/ Upward communication

This type of communication is give more chances to lower level employees to express their feeling to their respected boss in the organization.

In this regard , (Saiyadain,1999: 321) upward channels of communication provide an opportunity for the employee to convey his suggestion and feelings to the management. There are only a few upward channels and there is need for more to ensure that management is aware of what is needed at the shop floor level.

Managers rely on their employees for information. Reports are given to managers to inform them of progress toward goals and any current problems. Upward communication is communication that follows upward from employees to managers. It keeps managers aware of what employees feel about their jobs, their co-workers, and the organization in general (Robbins, 2003:517). In support of this, Bose (2007) states that it is the flow of communication from the subordinates to the superior positions. Reports, suggestions, complaints and grievances are instances of this type of communication.

There are two types of upward communication. First, there is a feedback of information; in response to original communication an executive can understand the subordinates' feeling about their jobs and working environment. Besides, he can know the extent of performance of work done by adopting the orders and instructions. Secondly, the information is given by the subordinates voluntarily. This voluntary information may be relating complaints, new ideas, different opinions, suggestions of subordinates, etc (Ramasamy, 1999: 313).

A healthy organization needs effective upward communication as much as it needs effective downward communication for two primary reasons:

1. Obtaining information: top management depends on a steady stream of information from subordinates in order to make intelligent decisions.
2. Maintain morale: it is psychologically unsound for the initiation of communication to run in only one direction always from the supervisors to

subordinates. No one is happy when he is always on the receiving end (Strauss and Sayles ,1960:319).

In support to this, Guthrie and Reed(1991:353) communication links individuals ,creates and maintains individuals and organizational images or perceptions, and motivates ,assuages ,and persuades others.

CHAPTER THREE

3. Research Design and Methodology

To carry out the study, the following research methodology and procedures were applied.

3.1 Methodology

The design and methodology of the research was based on the purpose of the research. As indicated in chapter one the main purpose of this study was to assess the management capacity of the woreda education officers. To this end, the research topic and the nature of the basic questions raised demand that a descriptive survey method be applied, because the method is more helpful to assess the existing management capacity of the woreda education officers in the region and enables the researcher to describe the practices that was adopted by the woreda education officers in managing the education system of their woredas. Besides, such an approach could enable to obtain information directly from the respondents by raising questions. So, it is believed that the method is appropriate to obtain facts about the present status of woreda education officers.

3.2 Sources of Data

In order to accomplish the objectives of the study two types of data sources were used (i.e. primary and secondary sources). Primary data were gathered from primary and high school principals, teachers and woreda education officers, for they are the key informants for the issues raised in the basic questions and are believed to have a reliable information the managerial capacity of the woreda education officers.

The secondary sources of data collection include relevant reference review of literature was made and document analysis were conducted specially related to the requisite qualification and positions at the woreda level.

3.3 Variables

The independent variables of the study include: organizational feature, communication skill and process, management functions such as staffing, decision-making, assignment of employees, provision of instructional leadership and conflict resolution, where as the dependent variable of this study is the management capacity of woreda education officers.

3.4 Sampling Procedures

As indicated in chapter one, there are 5 zones and 46 woredas in Tigray Region. So, it is difficult to assess the management capacity of all Woreda Education Officers in the Region. Therefore, two zones (40 percent) were selected from the five zones using a simple random sampling technique, because this technique gives the zones equal chance of being selected and thereby minimizes bias. From the sample zones, twelve Woredas (37.5 percent) were selected again by simple random sampling technique. Continuing to this, those woredas having 1 to 6 ,7 to 12, and 13 and above primary schools were represented in the sample by 1, 2, and 3 schools, respectively. For the secondary school level each woreda was represented only by one secondary school, following the availability sample method. Thus, by applying simple random and availability sampling techniques a total of 36 schools were selected from the respective sample woredas. Based on this, 36 woreda education officers, 36 school principals and 108 teachers were selected as a sample population of the study by using purposive sampling technique for Woreda Education Officers

and School Principals. However, the availability sampling technique was applied for school teachers. Therefore, a total of 180 sample populations were involved in the study. This is believed to be fairly representative and manageable and thus could make possible to arrive at a humble generalization about the whole population. The following table illustrates the areas and the size of population covered by the study.

Table 1: Sample woredas and the number of schools represented in each woreda

S.N	Name of woreda	Number of schools and their Grade levels			Number of Sample schools	
		1-8	9-10	11-12	1-8	9-10
	Eastern zone					
1	Atsbe	13	2	-	3	1
2	Ferawieni	10	1	-	2	1
3	Haweziyen	14	2	1	3	1
4	Wukro	6	1	1	1	1
5	Kelte Awelaelo	12	3	-	2	1
6	Ganeta affeshume	9	4	-	2	1
	Sub-total				13	6
	Central zone					
1	Degua temben	8	1	-	2	1
2	Wereai leke	13	2	1	3	1
3	Aheferome	9	3	-	2	1
4	Adewa	6	2	1	1	1
5	Kola tebene	4	1	1	1	1
6	Tanqa abergele	10	2	-	2	1
	Sub-total				11	6
Total = 36 schools						

N.B

*The number of sample schools is dependence on the number of schools in each woreda i.e those woreda having **1- 6** primary schools were represented by **1** school
7- 12 primary schools were represented by **2** schools
13 & above primary schools were represented by **3** schools

*For secondary schools the representation is **1** school for each woreda.

3.5 Data Gathering Tools

To gather the necessary data for the study, two data gathering tools were used i.e questionnaires and document analysis.

A. Questionnaire: questionnaire as primary data gathering tool helps to secure first hand information, feelings, perceptions and opinions from respondents who participate in the actual work. Due to this, two types of questionnaire were prepared and distributed to the population of the study, which includes woreda education officers, school principals and teachers. The questionnaire, which was used as the basic tool for collecting the necessary data for the study, consisted mainly closed ended items and a few open ended items. The use of open ended questions normally requires combining the multiple responses for analysis and comparison. And questionnaire helps to maintain greater uniformity of responses, and it also allows reaching geographically scattered people, and it is actually easy to process.

B. Document analysis: to enrich the information that is collected through questionnaire, relevant documents such as annual plans of the woreda education offices, letters, human resource manual and minutes were reviewed. Thus, the information gathered from documents was complete the gap of questionnaire as data gathering tool for this study.

3.6 Procedures of Data Collection

The population for this study was classified into two groups. One group consisted of the school principals and teachers, and the second group was comprised of woreda education officers. Accordingly, two

types of questionnaire were prepared based on the purpose of the study. Before dispatching to the study group respondents, the questionnaires were piloted and tested by distributed to two woredas and similar groups of respondents which are not in the sample of the study. This helped to obtain constructive feed back. Continuing to this, emphasis was given to contact the education officers, school principals and teachers to share ideas on the objectives of the study and how to proceed to fill the questionnaire. Then, the questionnaires were distributed, collected and related document analysis was made.

3.7 Methods of Data Analysis

The data obtained through the set of questionnaires and document reviews were analyzed quantitatively and qualitatively. The data collected through questionnaires were analyzed by descriptive and inferential statistics. The quantitative data gathered through questionnaire frequencies were tallied and counted and changed to percent, mean values and standard deviation. For interpretation purpose, percentage, mean values and average mean were applied. Furthermore, t- test value was used to see whether there is significant difference or not on the responses obtained from the two groups of respondents for the same item. On the other hand, information which was collected using document analysis was reported through narrative description as impartially as possible to complement the data obtained through questionnaire. Based on the results of the analysis and the interpretation was made, major findings of the study were spotted out and possible recommendations were suggested.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

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

4.1. Characteristics of Respondents

From a total of 180 respondents of which 36 of them were from woreda education offices and 144 from schools were selected to fill out the questionnaires. Most of the questionnaires were returned on time where as 6 and 11 questionnaires were not returned from woreda education officers and school principals and teachers respectively. Thus, the data analysis has been made on the basis of the information gathered from 163 (90.6 percent) of the respondents and from documents.

Table 2: Background Characteristics of Respondents

S.N	Items	Respondents					
		Woreda edu. Officers		Principals and school teachers		Total	
		No	%	No	%	No	%
1	Sex						
	Male	30	100	101	75.9	131	80.4
	Female	-	-	32	24	32	19.6
	Total	30	100	133	100	163	100
2	Educational level of woreda education officers						
	TTI	-	-	-	-	-	-
	Diploma	-	-	48	36.09	48	29.45
	BA	30	100	85	63.91	115	70.55
	MA	-	-	-	-	-	-
	Total	30	100	133	100	163	100
3	Field of specialization						
	Educational planning and management	7	23.33	18	13.53	25	15.34
	Subject specialist	15	50	87	65.41	102	62.66
	Generalist	8	26.67	28	21.05	36	22.09
	Total	30	100	133	100	163	100

According to the information presented in table 2, most of the respondents were school principals and teachers covering about 81.6

percent, while the remaining were woreda education officers from the sample Woredas. Here it could be assumed that the composition of the respondents could be representative enough as to give the right figure about the managerial capacity of the woreda education officers.

Regarding the sex distribution of the total respondents, only 19.6 percent of them were females, where as 80.4 percent were males. This low participation of female respondents indicates the extent of the involvement of female teachers in managerial position in the education system to be very low and this contradicts with the 1994 policy of the Ministry of Education, which clearly states that female teachers have to be involved in the management of the education system. Especially, there were no females in managerial positions in the woreda education offices of the sample woredas.

As shown in Item two of the same table, of the total respondents, the majority (70.6 percent) of the woreda education officers, school principals and teachers were BA holders in different disciplines. All the respondents from the woreda education offices are BA graduates.

So, their educational level is in line with the standard set by Tigray Regional Education Bureau. According to the newly introduced system of business process reengineering, all the woreda officers are expected to BA holders, except for the store keepers and information and documentation officers at the woreda level who are expected to have a minimum of diploma in the filed of store keeping and IT, respectively. Therefore, the assignment of woreda education officers with regard to the educational level is up to the standard.

As indicated in Table 2 item Three, concerning the qualification of the respondents, 23.33 percent (7) of the respondents from the woreda

education offices and 13.53 percent (18) of the respondents from the schools were graduates of educational planning and management. This figure shows that sufficient was not given to graduates of educational planning and management by the woreda education and training boards of the sample woredas. Most of the educational planning and management graduates are not even assigned as woreda education head and school principals. The annual report of the woredas shows that, a remarkable number of graduates from the Department of Educational Planning and Management were forced to teach subject matter in their minor field, and this leads them to be de-motivated and disappointed on their job.

4.2. Data Presentation and Analysis

In order to make the data analysis convenient and manageable, the following benchmark was used to compute the mean value result of the responses obtained from the respondents. Therefore, the following categories were applied for Table 3- 12.

< 1.44 = strongly disagree 1.5 to 2.44 = disagree 2.5 to 3.44 = undecided
3.5 to 4.44 = agree 4.5 and above = strongly agree

4.2.1. Authority and Responsibility

The aim of this table is to show us whether the authority and responsibility delegated to woreda education officers were commensurate or not.

Table 3. Authority and Responsibility Delegated to Woreda Education Officers

S. N	items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Authority delegated to woreda education office is equivalent to its responsibilities	2.37	1.035	2.16	.9098	2.22	.315	161	0.241
2	Responsibility given to woreda education officers are clearly defined	3.64	1.027	3.75	.9125	4.47	.451	161	0.103

Significant level = 0.05

Note: M = Mean Value

SD = Standard Deviation

Df = Degree of Freedom

N = Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

With respect to the authority delegated to woreda education officers, item one in Table 3 depicts that the mean value of the respondents from woreda education officers, and school principals and teachers weighted 2.37 and 2.16 respectively. This mean value indicates that both groups of respondents disagreed with the idea that the authority delegated to woreda education officers was not equivalent to the responsibilities given to them. The t-test result shows that there is no statically significant difference between the two groups of respondents.

In the same table, item number two addresses the issue of whether or not the responsibility given to woreda education officers are clearly defined. The woreda education officer and teacher respondents revealed that they would agree with the idea that responsibilities given to woreda education officers were clearly defined with mean value of 3.64 and 3.75 respectively.

The t- test value indicates that there is no statistically significant difference in the response of the two groups of respondents that the responsibilities shared to woreda education officers were clearly defined.

Table 4: Availability and Clarity of Rules and Regulations

S.N	Items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t- value	df	Sign
		M	SD	M	SD				
1	The rules and regulations are easy to understand	4	.982	2.4	2.41	2.72	.624	161	.016
2	Introduced to employees on a regular basis	2.1	2.52	1.4	3.37	1.52	-.461	161	.000

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

As indicated in table four items number 1 and 2 focus on the availability and clarity of rules and regulations for woreda education offices and the introduction of the rules and regulation to employees on a regular basis. Regarding to Item 1, respondents from the woreda education offices agreed with a mean value of 4.0, which indicates that rules and regulations of the regional education bureau were easily understandable. However, school principals and teachers negatively responded that the rules and regulations were not easily understandable, with 2.4 mean value.

The t- test value of significance .016 is less than the critical value .05. So, there is significant statistical difference between the responses of the two groups of respondents.

In the same table, item two depicts responses on introducing rules and regulation of the region to employees in their respective woreda on a regular basis, to be 2.07 mean values and 1.43 mean values for woreda education officials, and school principals and teachers, respectively. This indicates that they disagree with the idea that there was regular introduction of rules and regulations of the region to employees in the respective woreda; whether the employees were new recruits or old staff.

Here, one can understand that most of the employees might not have the chance to acquaint themselves with the rules and regulations of their organizations. As a result, there is a great gap in exercising the rules and regulations of the woreda education offices and the regional education bureau, as well. Therefore, one who can't understand the rules and regulations of his or her organization can't perform to his or her maximum level by exerting his/her ability and knowledge to achieve the organizational objectives.

Table 5: .Possible Problems to Fill Vacant Positions

S.N	items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Lack of adequate budget	3.4	1.069	3.5	.9806	3.52	-.739	161	.461
2	Inefficient management	3.87	0.8995	3.99	0.9731	3.97	-.648	161	.518

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

There were conditions which hinder filling vacant positions at the woreda education level. Therefore, the basic intention of table 5 was to assess the possible problems encountered to fulfill the vacant positions in the sample woreda education offices.

As depicted item one of table 5 the responses suggest lack of adequate budget as a possible problem for not filling vacant positions at the woreda level. The mean value of respondents from the woreda education officers, and school principals and teachers were weighted at 3.4 and 3.5, respectively. These mean values reveal that both respondents

unanimously agree that lack of adequate budget at the woreda level had negatively affected the vacant positions in the sample woreda from getting filled. As that was understood from documents (annual plan) of the respective sample woredas, the woreda education officers had been sending a budget request every year for them to be able to fulfill the vacant positions.

The t-test result of significance for the aforementioned issue, which is 0.461, clearly manifests that there is no statistically significant difference between the two groups of respondents.

Based on the mean value of the response of the respondents, which is 3.4 and 3.5 for WEOs and PTs, respectively, one can infer that even though the responsibility on selection, recruitment and assignment of qualified manpower had been delegated to woreda education officers, they haven't had the right to collect revenue from their respective woredas. Rather they share the revenue that is collected by the woreda finance office with other sector offices in the same woreda.

As shown in Item two of table 5, the responses indicate inefficient management as a possible problem hindering the fulfillment of vacant positions at woreda education offices. The mean value of 3.87 and 3.99 of the respondents from woreda education officers, and school principals and teachers responded that the inefficient management capacity of woreda education officers or managers was the cause for not fulfilling the vacant positions in the woreda education offices of the sample woredas. However, this doesn't mean that they are not trying their level best to minimize the problems that face them with regard to vacant positions in their respective woredas.

The t- test result affirms that there is no significant difference between the two groups of respondents in relation to item two, discussed above.

Table 6: Educational Qualification

S.N	items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Woreda education officers are as to the standard in their educational qualification	3.27	0.9444	1.69	0.7176	1.98	10.18	161	.000
2	The educational level required for positions in woreda education office are adequate to run well the education system at woreda level	4.2	0.5921	4.09	0.2981	4.11	.925	161	.357

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

The aim of table 6 was to show whether woreda education officers in the sample woreda education offices are up to the standard and required level of education for each position and to run the education system at the woreda level as a whole.

Item one of table 6 indicates the reaction towards the educational standard of the woreda education officers. The 3.27 mean values of the respondents from the woreda education officers positively agree with the idea that woreda education officers in the sample woredas were up to the standard as regards their educational qualification. However, 1.69 mean values of the respondents from school principals and teachers show that they argue negatively on the same item.

The t- test result of significance for item one, which is 0.000, shows that there is statistically significant difference in the response of the two groups. This gap of response from the respondents may arise from difference in understanding the concept of educational qualification. And this may show that the woreda education officers are considering themselves as being up to the standard in their educational qualification.

Item two, in table 6, pertains to the requirement of educational level for each position at woreda education offices. The respondents for woreda education officers with a weighted mean value of 4.2 were in agreement. This mean value revealed that the required educational level for each position at the woreda education office level could permit for running the education system at woreda level. To the same end the respondents from school principals and teachers expressed agreement with mean value of 4.09. Both mean values from the woreda education officers and the school principals and teachers show that, the required educational qualifications for positions at woreda education offices were adequate for

running the education system at the woreda level effectively and efficiently.

The t- test result, 0.357, points out that there is no significant difference in the responses of the two groups of respondents on the issue discussed in item two above.

The average mean of the two groups of respondents is 4.2 and 4.09 for WEOs and PTs, respectively. From this information one can conclude that the educational requirement set for each position would enable the system to be run smoothly and effectively.

4.2.5. Organizational Communication

Table 7: Communication

S.N	Items	Respondents				Average mean I	t-test for equality of means		
		WEOs N=30		PTs N=133			t- value	df	Sign
		M	SD	M	SD				
1	Most communication is downward	4	1.067	3.9	2.142	3.92	.951	161	0.036

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

Communication as a process of transfer of ideas, thoughts, opinions and feelings is usually transmitted from one to another through a common language or set of behaviors. Therefore, Table 7 was aimed to evaluate how organizational communication was processed in the sample woredas.

The response for Item one of table 7 shows up ward communication as being more dominant than other ways of communication. Mean values of 4.0 and 3.9 of the respondents from woreda education officers and school principals and teachers, respectively reflect a common view that up ward communication was dominant over other communication ways at the woreda level in the sample woreda education offices. This shows that most communication is downward. But it doesn't mean that there is no upward and horizontal flow of information completely. Rather, it means that, it happens in rare cases and that the initiatives come from the top level of the organizational hierarchy.

The T-test result indicates that there is no significant difference in the response of the two groups of respondents for the same item.

4.2.6. Effective Organizational Communication

Table 8: Effective Communication

S.N	Items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Clarity	4.16	0.7303	3.73	0.8339	3.8	2.403	161	.017
2	Adequacy	3.96	.04901	3.0	0.9206	3.2	5.393	161	.000
3	Timing	3.6	0.4901	2.7	0.8978	2.8	5.818	161	.000

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

Since almost all administrative actions or decisions must eventually be communicated, the extent to which administrators are capable in this regard is ultimately associated with their overall effectiveness.

Item one in table 8 presents the responses on the effectiveness of communication with reference to clarity of the message that is communicated at the woreda level. Respondents from woreda education officers and school principals and teachers as well manifested their positive agreement with mean value of 4.16 and 3.73, respectively. These

positive agreements of the respondents show that the messages that are communicated in their respective woredas were of utmost clarity.

The t- test result, which is 0.017, shows that there is statistically significant difference between the two groups of respondents. This difference may have resulted from the measurement that the groups use as benchmark for the item mentioned above.

In the same table, item two requires respondents to evaluate the adequacy of the message communicated by woreda education officers. Respondents from woreda education officers were in agreement with the mean value of 3.96. This mean value of the respondents indicates that the message that was communicated was adequate enough in its quantity and quality aspect. For the same item the respondents from school principals and teachers reacted with a mean value of 3.0. From this, one can infer that the school principals and the teachers were not in a position to react neither positively nor negatively to the issue of adequacy in terms of both coverage and quality of message.

The t- test result, which is 0.000, is less than the critical value of 0.05, and thus, there is statistically significant difference between the two groups of respondents in their responses to the issue that is raised in item two. This implies that the adequacy of information flows in the sample woreda education offices is not to the level needed regarding to the adequacy of the information flow through out the sample woredas. In the absence of adequate information, employees in an organization can't be in a position to do their level best to improve the performance of their education system and they may not update themselves with what is going on in their respective woreda education offices.

In the same table, item three pertains to effectiveness of communication with reference to timing of communication in the sample woreda education offices. The response of the woreda education officers expresses their positive agreement with mean value of 3.6, and this mean value discloses that, communication of message in the sample woredas was done on time .However, for the same item the response from the school principals and the teachers were value a mean of 2.7 and this result reveals their rating to be medium concerned the timeliness of communication.

The t -test result, which is 0.000, shows that there is statistically significant difference in the responses of the two groups of respondents as 0.000 is less than the critical value 0.05.

The utility of any message to the receiver is dependent on its timeliness. Thus, the process of communication at the woreda level should not merely ensure that the message reaches the receiver, but should also ensure that it reaches on time. And as the average mean of the two groups of respondent was 2.8, one can conclude that, there is a gap in the timeliness of communication in the sample woredas.

Table 9: Personal Competency

S.N	Items	Respondents				Ave. mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Setting precise & comprehensive programs	2.1	0.4807	2.5	1.1203	2.4	-.434	161	.016
2	Application of effective leadership & supervision	3.03	0.809	1.95	0.887	2.06	6.024	161	.000

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD = Standard Deviation

Df = Degree of Freedom

N= Number of Respondents

WEO = Woreda Education Office

PTs = Principal and Teachers

The above table tries to discuss on the personal competency of woreda education officers of the sample woreda education offices in terms of setting precise and comprehensive programs. The responses from woreda education officers and the average mean value of the two groups of respondents for item one show variation with mean values of 2.1 and average mean value of 2.4, respectively. These mean values imply that the woreda education officers have been inefficient in setting precise and comprehensive programs for their employees.

The t- test result of significance that is 0.016 shows that there is statistically significant difference in the responses of the two groups of respondents. This difference might have arisen from the difference in point of view they hold regarding the issue.

Item two of table 9, which refers to the application of effective leadership and supervision by woreda education officers, indicates responses with 2.1 and 2.6 mean values for woreda education officers, and school principals and teachers, respectively. These mean values reveal that respondents from the WEOs rated their personal competency as low, where as respondents from school principals and teachers were rated the personal competency of WEOs as medium in regard to setting precise and comprehensive program for the development of employees in their respective woreda education offices. The grand mean of the responses of the two groups of respondents indicates that the woreda education officers in the sample woredas were not in a better position in setting precise and comprehensive developmental programs.

As can be seen from table 9, item two on the application of effective leadership and supervision, the response obtained from the two groups of respondents reveals mean value of 3.03 and 1.95 for woreda education officers and school principals and teachers, respectively and with an average mean of 2.06 for the two groups of respondents. The average mean of the two groups of respondents implies the woreda education officers in the sample woredas to be ineffective in applying effective leadership and supervision. This clearly signifies that the woreda education officers, as a supervisor and leader do not function properly in a way as to support the teachers and the teaching and learning process as a whole.

The t- test result of significance for the above mentioned issue under item two was less than 0.05. Obviously, this implies that there is a marked statistical difference between the two groups of respondents.

The frequency of school visits by experts of the woreda educational offices in a semester is very low. For the question on how often woreda education officers visit schools in a semester, most of the respondents responded that, in most cases, schools were visited once in a semester. And some times there are schools that do not get the chance of being visited by woreda education officers even once in a semester.

Table 10: Conflict Resolution

S.N	Items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Identifying and minimizing interpersonal conflict	3.1	1.106	1.9	0.694	2.1	8.003	161	.000

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Officers

PTs = Principal and Teachers

Item one of table 10 was deals with the capability of identifying and minimizing interpersonal conflicts. The two groups of respondents disagreed with an average mean value of 2.1. This average mean value discloses that the woreda education officers were not competent enough in identifying and minimizing interpersonal conflicts raising in the education system in which they run.

The t -test result points out that there is statistically significant difference in the response of the two groups of respondents on the issue discussed above.

Table 11: Problems that Encountered Supervisory Support

S.N	Items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	Df	Sign
		M	SD	M	SD				
1	Lack of expertise knowledge	2.6	1.133	4.17	0.601	3.9	-10.615	161	.000
2	Time constraint	3.8	1.331	2.2	0.978	2.4	7.54	161	.000
3	Lack of vehicles	4.03	0.999	3.9	0.911	3.9	.900	161	.370

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

Table 11 above indicates some of the problems that may be encountered for lack of supervisory support given by woreda education experts. Though, the sole focus of school supervision was on improvement of instruction, it is hoped that it would contribute to the subsequent maximization of students' academic performance.

As can be seen from the above table item one is intended to address the question of whether or not the lack of expertise knowledge on the part of woreda education officers affects the provision of supervisory support to teachers under their supervision. The responses obtained from the two groups of respondents tend to be in harmony with an average mean value of 3.9. This average mean value of the respondents would seem to indicate that woreda education officers in the sample woredas lack the expertise knowledge to provide necessary supervisory assistance to teachers in need of their supervisory support.

The t- test result of item one shows that there is a distinct statistical difference between the responses of two groups of respondents for the same item.

From the above information, it can be inferred that the sample woreda education offices have not assigned the sort of individuals who have the right qualification to do the supervisory activities at the woreda level.

Item number two, in the same table, focuses on time constraint as a source for not giving the necessary professional support to school teachers and principals by experts who are assigned at woreda education offices to do so. The responses from the two groups of respondents tend to be disagreeable with an average mean value of 2.4. This mean value

indicates that time constraint was not considered as a reason for woreda education officers not to provide the necessary supervisory support to school teachers and principals in their respective woredas.

The t-test result of item two was less than the critical value 0.05. Thus, there is a statistical significance difference between the two groups of respondents in their responses to the issue raised above.

In the same table, item three makes a reference to infrastructure such as vehicles as a problem encountered in the act of supervisory supports provided by woreda education officers. The responses from the two groups of respondents reveal a consensus with an average mean value of 3.9. This average mean value of the respondents pin points to the lack of appropriate and adequate infrastructure as hindrance to the support to be given by woreda education experts to their employees in the respective woredas.

The t-test result of significance, which is 0.370, shows that there is no statistically significant difference in the responses of the two groups of respondents. Therefore, based on the average mean value of the two groups of respondents it can be infer that the three listed problems considered to be the most serious once include lack of infrastructure such as vehicles to facilitate supervisory support for hardly accessibly schools and lack of expertise knowledge on the act of supervisory activities.

Table 12: Decision Making

S.N	Items	Respondents				Average mean	t-test for equality of means		
		WEOs N=30		PTs N=133			t-value	df	Sign
		M	SD	M	SD				
1	Decision-making is preceded by detailed discussions	2.4	0.596	2.2	1.136	2.2	10.077	161	.000
2	Decision is taken to achieve objectives of the organization	4.0	1.114	3.5	1.259	3.6	3.105	161	.002

Significant level at $\alpha < 0.05$

Note: M = Mean Value

SD= Standard Deviation

Df= Degree of Freedom

N= Number of Respondents

WEO= Woreda Education Office

PTs = Principal and Teachers

Managers at any level of an organization make decisions in order to achieve organizational objectives. Therefore, the intention of table 12 was to reveal the practices of decision making procedures in the sample woredas. Based on this, item one in table 12 discusses whether decision making is preceded by detailed discussion or not. The responses obtained from woreda education officers and school principals and teachers tend to be negative reacting, with a mean value of 2.4 and 2.2 respectively. In addition to this, both groups respondents showed their disagreement with an average mean value of 2.2 for the same item. This

average mean value of the respondents could reinforce that decisions made in the sample woredas were not preceded by detailed discussions with those who may be affected by the decision their made.

The result of the t- test reveals that there is statistically significant difference between the two groups of respondents in their responses to the issue of whether or not the tradition of decision making that preceded by detailed of discussions with individuals who may be affected by the decision made at woreda education level.

So, one can infer that the process of decision making at the woreda level was not participatory, and this may lead to misunderstanding of ideas and opinions among staffs and may lead to interpersonal and intrapersonal conflicts within an organization.

In the same table, item two describes the intention of decision made by woreda education officers. The responses of the respondents from woreda education officers and school principals and teachers tend to be in conformity with a mean value of 4.0 and 3.5 respectively. In support of, this, the average means value of the two groups of respondents showing agreement in the responses of both respondents, with average mean value of 3.6.

The t-test result, which is 0.002, shows the presence of statistically significant difference between the two groups of respondents in their responses for the same item.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Based on the analysis and interpretation of the data gathered from the respondents in the sample woredas, the following summary, conclusions and recommendations are made.

5.1. Summary

The study was aimed to assess the managerial capacity of woreda education officers and thereby to identify the major problems of managerial capacity in the smooth running of the education system at woreda level in Tigray Regional State. To this end, basic questions were raised by classifying them into three major classifications which focus on organizational make up, communication skill and managerial functions of the woreda education officers. And a descriptive survey study was applied for conducting the study, for it was more appropriate for assessing the existing managerial capacity of the woreda education officers in the sample woredas.

The study was aimed at answering basic questions related to authority and responsibility, rules and regulations, communication processes, management functions with reference to staffing, instructional leadership, conflict resolution and decision making process.

As a source of information for the study, two zones, twelve woredas and thirty six schools were included. Based on this, 36 woreda education officers, 36 school principals and 108 school teachers were used as the subject of the study to gather necessary information for the study. The

tools used to gather the necessary data were of two types: questionnaire and document review.

The data that were obtained from the subjects of the study were analyzed and interpreted by using statistical tools which includes percentages, mean and t-test. The findings thus derived based on the analysis and interpretations of the data gathered are the following :

5.1.1 No participation of females in the managerial position of the woreda education offices was registered but for only four primary school principals and six department head teachers. So, the participation of females was very low and this contradicts the 1994 education and training policy of the country.

5.1.2. The educational level of woreda education officers assigned in managerial positions in woreda education offices, meets the standard set by the regional education bureau, which is a minimum of a BA degree for positions such as woreda education expert and woreda education office head. In this regard, Guthrie and Reed(1991) state that individuals must first possess a valid credential or license before they are considered to be qualified to teach. Credential generally issued by a state through its designated agency to applicants meeting specific requirements.

5.1.3. The authority that is delegated to woreda education officers could not enable them to influence their subordinates and run the whole educational activities at the woreda level. This inadequate authority of the officers has led them to daliance in decision making on issues of budget and recruitment of employees.

- 5.1.4. According to the newly introduced educational structure in the region, woreda education offices are the nearest body to facilitate and organize the education system. To do this, necessary responsibilities were given to the respective woreda education officers in respect to the position he/she holds in the woreda education offices.
- 5.1.5. There is a gap in introducing the rules and regulations of the woreda education offices to employees. Thus, employees misuse rules and regulations of the organization. This is due to minimum effort made by woreda education officers.
- 5.1.6. Still there are vacant positions in the sample woredas due to lack of ample budget and poor management system in the woreda education offices. As to the result of the study in this regard, there are three major problems. Although expectation was about fourteen staff members, and three cluster supervisors for every ten schools. However, the existing number of staff in the sample woredas is an average of eight employees. Almost fifty percent of the positions in each woreda education office are not filled with the required man power.
- 5.1.7. All the individuals who are assigned as education officer at the woreda level were upto the standard in their educational level, but they do not fulfill the required qualification that is set by the Tigray Regional Education Bureau.
- 5.1.8. Most of the communication is a one- way communication, which is largely initiated from the top to the bottom level of the

organizational hierarchy. However, there is a response from the lower level of the hierarchy to the manager at the woreda level.

- 5.1.9. Effectiveness of communication process can be characterized by some qualities. For instance, the communication process in the sample woredas was in a better position, for it has clarity; adequacy in terms of quantity and quality, as well as the timeliness of information communicated.
- 5.1.10. Though woreda education officers have the responsibility to promote and enhance the capacity of their subordinates by developing development programs precisely and comprehensively, the woreda education officers were not in a position to do so.
- 5.1.11. Supervisory support that is given by woreda education officers to their employees was insufficient in helping teachers in their daily performance in order to achieve the desired goals of the education system at the woreda level. There are a number of reasons that negatively affect the provision of the necessary instructional support, but the basic ones include lack of expertise knowledge, time constraint and lack of vehicles.
- 5.1.12. The managerial capacity of the woreda education officers was minimal in identifying the future personal requirement, training and development of their employees. In addition to this, they are not in a position to exploit the commitment of their subordinates, identify and minimize interpersonal conflicts. And they are not evaluating all aspects of problems that cause interpersonal conflicts.

5.1.13. Decision making needs to follow some steps in order to make the decision reasonable and to focus on the achievement of organizational objectives. Decisions made in the sample woredas do not follow proper procedures and do not involve in discussions those who are to be affected by the decision. Decision makers are simply more interested in achieving the organizational objectives through the decision that they themselves make rather than giving necessary consideration to the dynamism of human power in the organization. Decisions made by decision makers are not participatory to the extent that they ought to be.

5.2. Conclusions

Based on the above findings, the following conclusions were drawn.

5.2.1. The rules and regulations of the organization were not introduced to the subordinates on a regular basis. The disproportional of the authority and the responsibility at woreda level may greatly affect the decision making power of the officers, and as a result it affects negatively the effectiveness and efficiency of the day to day activities in the education system. And failure to introduce the rules and regulations of the education system on a regular basis may entail turnover of the existing staff.

5.2.2. There are still vacant positions which have not been filled with the required man power in all the sample woredas, as a result of which the , woreda education offices were suffering from the lack of adequate and qualified manpower. This has resulted in over load on the existing man power at woreda level. So, woreda education officers or managers are not in a position to give instructional and professional support to their subordinates who are in need of such

a support. This hinders the achievement of the preset objectives of the education system, and hampers the enhancement of the expected quality of the education system.

- 5.2.3. The supervisory support that is rendered to schools was insufficient, as most schools were visited once in a semester; and there are also schools which were not visited even once in a year. The paramount reasons that caused the insufficient provision of professional and instructional support were lack of expertise knowledge, lack of budget and in-availability of means of transportation in the woreda. Whatever the reason may be the instructional and professional support that is provided to the work force at school level was very low. This may negatively affect the development of teachers' professionalism, motivation and performance.
- 5.2.4. Low capacity of the woreda education officers in identifying future personal requirement, and training and development needs of their organization and employees, respectively were evident seen in the finding. This may lead to failure in doing things upto the required standard and to inability to achieve the organizational objectives through others.
- 5.2.5. In practice, the decision making body does not give due attention to the engine and main actor of the organization, who is the teacher, and the decisions made were not participatory. This may result in the dissatisfaction of employees, resistance to accept what is decided and to change it into practice. So, we can infer that it has a negative impact on the over all performance of employees.

5.3. Recommendations

Based on the above findings and conclusions reached, the following possible recommendations have been made.

- 5.3.1 The available job opportunities in the Region, however, were equally accessible to both sexes. Even though evidences indicate differences between the ways that men and women manage, there are other findings that seem to indicate there is no difference. There is a positive stereotype of women that treats them having the quality of nurturing, caring and brings people oriented. When emotional intelligence is being recognized as an essential component of leadership and management, women may be seen to have the advantage in terms of management style. Therefore, the regional education bureau, woreda education and training board and regional capacity building should give great attention in increasing the participation of female teachers in leadership and management position at woreda level and the school too.
- 5.3.2 Since an education system is more complex and unique than any other organization in its input and output, it needs a manager that is qualified in educational planning and management. And on the basis of the principle that requires the assignment of the right person in the right place at the right time, woreda education and training board have to take educational qualification as a major criteria during the assignment of woreda education officers; rather than giving due attention to non professional criteria and they have to recognize educational planning and management as a profession.

5.3.3. The Woreda education office is the nearest of all the education structure to the school, and education officers are accountable for the achievement or failure of the education system in their respective woredas. Since, there should be a delegation of authority that is commensurate with the responsibility, so as to ensure that the woreda education officers carry out the tasks and duties that they are expected to perform effectively and efficiently in the woredas they work.

5.3.4. The rules and regulations are governing tools as to how to perform the duties and tasks that are assigned to employees. Therefore, the educational managers in the woredas have to have an organized regular orientation program on the rules and regulations of the education system and they have to make them available at the school level to all employees to give the employees insight as to how to operate in the organizational system.

5.3.5. Effective communication process in an organization is the same as the normally functioning human blood vessels. If that is so, woreda education and training board and those who are working in the woreda education offices should try their level best to further improve the existing communication process in the sample woredas. If not, the motivation of employees towards their job and as well as the organization would be affected. Infer, one wouldn't be able to do, things with out clear and adequate information about what he/she is expected to do.

5.3.6. The Lack of expertise knowledge of the woreda education officers, lack of adequate budget and infrastructure like vehicles at woreda level. To minimize problems related to budget and

infrastructure, the woreda council should give priority to the education sector and allocate proportional budget and the regional education bureau also has to take its share in providing necessary infrastructure like vehicles to the remote woredas and schools so as to enable the officers give instructional and professional support to employees under their respective woredas. However, for the inadequacy in expertise knowledge, the woreda education and training board have to assign individuals who are well acquainted with supervisory expertise knowledge as much as possible. And the REB and the WETB need to arrange short and long term trainings in order to capacitate the woreda officers.

5.3.7. Still, the negative impacts have emanated from the incompetence of woreda education officers who were appointed to run the education system. The Region Capacity Building Bureau and the Regional Civil Service Commission have to force the woreda education and training boards to focus on qualification of employees, especially on graduates from educational planning and management or related fields.

5.3.8. Decision making is necessary for effective functioning of management since the success of management depends upon the quality of a decision made. Participation in organizational decision making by individuals who will be affected by the decision and who are knowledgeable about the area in which a decision is to be made has several advantages. The officers of woreda education should exercise a participatory made of decision making in order to facilitate the realization of decision into the practice as much as possible. Decision makers should hold discussion with those who

are likely to be affected by the decision before they decide on the issues raised.

5.3.9. Since the success of educational organizations largely depends on the type and adequacy/ competency of manpower available, each position has to be filled with appropriate type of manpower. Consequently, woreda education officers should have to be knowledgeable, skillful, and have to develop self confidence, manage self emotion and stress. Therefore, the Regional Education Bureau, the Woreda Education Office together with the woreda education and training board and other stakeholders must give due attention to the personal competency of the individuals who would be assigned as woreda education officers.

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HRM

A questionnaire to be filled by Woreda Education Officers

Dear Sir/Madam

The purpose of this questionnaire is to collect first hand information to assess the managerial capacity of Woreda Education Officers in Tigray regional state.

The effectiveness of the study depends on your genuine response to each question. Moreover, your responses to the questionnaire will be kept confidential and used only for academic purposes.

Therefore, be honest, confident and purposeful while filling this questionnaire.

General Direction

1. Do not write your name
2. After reading the questions put "X" mark for the questions with alternative responses in the space provided.
3. For the open ended questions, you are required to give short and precise response in the lines provided.

Thank you for your cooperation!

Part one

I. Personal Information

1. Name of your Woreda _____

2. Sex a/ Male b/ Female

3. Your position in the Woreda _____

4. Your age ranges

a/ 21 ---25

b/ 26 ---30

c/ 31 ---35

d/ 36 ---40

e/ 41 -- 45

f/ 46 and above

5. Your educational level

a/ 10th grade complete

b/ 12th grade complete

c/ TTI graduate

d/ Diploma

e/ B.A / BSc

f/ MA/MSC

6. Your field of specialization

a/ Educational planning and management/ educational Administration

b/ Subject specialist

c/ Generalist

7. Your service year

a/ 1 --- 5

b/ 6 --- 10

c/ 11 --- 15

d/ 16 --- 20

e/ 21 and above

Part two

1. Refers to the Authority and Responsibility that delegated to Woreda Education Office

Please indicate the degree of your agreement for each item from strongly agree to strongly disagree.

SA= Strongly agree (**5**) **A** = Agree (**4**) **U** = undecided (**3**) **D** = Disagree (**2**)
SD = Strongly disagree (**1**)

	Items	S.A	A	U	D	SD
1.1	Authority delegated to woreda education office is equivalent to its responsibilities					
1.2	Responsibility given to Woreda education offices are clearly defined					
1.3	Authority that is delegated to Woreda education office is helpful to run all educational activities in the woreda					

2. Refers to the availability and clarity of rules and regulations of Tigray Regional Education Bureau.

2.1. Do documents on rules and regulations of the region available in your Woreda?

a/ Yes b/ No

2.2. Refers to the clarity of rules and regulations in the Woreda Education Office. Please indicate the degree of your agreement for each item from strongly agree to strongly disagree.

SA= Strongly agree (**5**) **A** = Agree (**4**) **U** = undecided (**3**) **D** = Disagree (**2**)
SD = Strongly disagree (**1**)

	Items	S.A	A	U	D	SD
2.2.1	Very easy to understand					
2.2.2	Easy to understand					
2.2.3	Very difficult to understand					
2.2.4	Difficult to understand					
2.2.5	Introduced to employees on a regular basis					

2.3 How do you rate the effort made to introduce the rules and regulation of your woreda to your employees?

a/Very High b/High c/Medium d/Low e/very low

2.4 If your answer for question 2.3 is "**low or very low**" please list out three of the most hindrances?

1. _____
2. _____
3. _____

2.5. Commitment of teachers to know the rules and regulations of the woreda education office?
 a/Very High b/High c/Medium d/Low e/very low

2.6. If your answer for question 2.5 is “**low or very low**” the possible reasons are?

3. Refers to the positions in woreda education offices

3.1 Are all the positions in the woreda education office fulfilled ?
 a/ Yes b/ No

3.2. If your answer for question 3.1 is “**No**” the rationales behind are?

3.3. Who is responsible to fill the vacant positions in the Woreda Education Office ?

- a/ Woreda Education Office
- b/ Regional Educational Bureau
- c/ Woreda Administration
- d/ other ,please specify _____

3.4. Do vacant positions communicate to all teachers in the woreda?
 a/ Always b/ Sometimes c/ No at all

3.5 Possible problems encountered to fill in the vacant positions in woreda education office are listed below. Would you please indicate your response by marking (X) in the space provide adjacent to each possible problems.

SA= Strongly agree (5) **A =** Agree (4) **U =** undecided (3) **D =** Disagree (2)
SD = Strongly disagree (1)

	Items	S.A	A	U	D	SD
3.5.1	Lack of adequate budget					
3.5.2	Inefficient management					
3.5.3	Low salary scale					
3.5.4	Working area					
3.5.5	Unattractive benefit package					

3.6 Please indicate the degree of your agreement for the following items from strongly agree to strongly disagree.

SA= Strongly agree (5) **A** = Agree(4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

	Items	S.A	A	U	D	SD
3.6.1	Woreda education officers are as to the standard in their educational qualification					
3.6.2	Woreda education officers have the minimum educational qualification required for the positions					
3.6.3	The educational level required for positions in woreda education office are adequate to run well the education system at woreda level					

4. Refers to the Organizational Communication

4.1 The following items refer to the communication patterns at woreda education offices. Would you please indicate your agreement by marking (X) in the space provide against each concepts.

SA= Strongly agree (5) **A** = Agree (4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

No	Items	S.A	A	U	D	SD
4.1.1	Most communication is downward					
4.1.2	Much time is spent in exchanging irrelevant information					
4.1.3	Efforts wasted through serious lack of communication					
4.1.4	There is a steady exchange of relevant information among all members of the organization					
4.1.5	Most communication is horizontal within woreda					
4.1.6	There is free exchange of information and idea					

4.2 Effective communication is measured by some basic elements. Evaluate the communication process of your woreda education office in regard to the elements listed below. Please indicate your reaction towards each element by marking (X) in the space provide.

VH = Very high (5) **H** = high (4) **M** = Medium(3) **L**= Low(2) **VL** = very Low(1)

	Items	VH	H	M	L	VL
4.2.1	Clarity					
4.2.2	Adequacy					
4.2.3	Timing					
4.2.4	Integrity					

5. Refers to Management Functions

5.1 Commitment has a great impact in achieving organizational objectives through efficient and effective utilization of resources under woreda education system. Please show your opinion by marking (X) against points listed below.

SA= Strongly agree (5) **A** = Agree (4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

	Items	SA	A	U	DA	S.D
5.1.1	All staff members are committed to achieving highest performance					
5.1.2	There is group loyalty than job					
5.1.3	Staffs of woreda education office show low commitment					
5.1.4	Woreda education office drive the employees hard					

6. Issues related to the Coordination capacity of Weroda education officers.

6.1 Effective coordination can be achieved with the help of some techniques. Please rank the way your woreda education officers exercise to coordinate their organizational resources at woreda level.

VH = Very high (5) **H**= high(4) **M**= Medium(3) **L**= Low(2) **VL**= very Low(1)

	Techniques	VH	H	M	L	VL
6.1.1	Setting clearly defined goals					
6.1.2	Setting clear line of authority and responsibility					
6.1.3	Setting precise & comprehensive programs					
6.1.4	Application of effective communication					
6.1.5	Application of effective leadership & supervision					

7. Questions related to Supervisory Skills

7.1 How often do you visit schools in semester at an average rate?

- a/ once b/ twice c/ three times d/ not at all
 e/ if other please specify _____

7.2 do you think that the supervisory support provided to schools are sufficient?

- a/ Yes b/ No

7.3 If your answer for question 7.2 is "No" would you indicate your position of agreement or disagreement on causes listed below?

SA= Strongly agree (5) **A** = Agree (4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

	Items	S.A	A	U	D	S.D
7.3.1	Lack of budget					
7.3.2	Lack of expertise knowledge					
7.3.3	Time constraint					
7.3.4	Less attention					
7.3.5	Lack of manpower					
7.3.6	Lack of vehicles					

7.4 Supervisors are expected to do more for the improvement of teaching and learning process at school level. Please show your responses on the following supervisory activities by marking (X) in the space provide corresponding to the activities

VH = Very high(5) **H** = high(4) **M** = Medium(3) **L** = Low(2) **VL**= very Low(1)

	Items	VH	H	M	L	VL
7.4.1	Contributions to the identification of future personnel requirement is					
7.4.2	Contributions to the identification of developmental activities is					
7.4.3	Provisions of feedback on work performance is					
7.4.4	Contributions to training & development activities is					

7.5 Supervisors are expected to do more for the improvement of teaching and learning process at school level. Please show your degree of agreement on the following supervisory activities by marking (X) in the space provide corresponding to the activities

SA= Strongly agree (5) **A** = Agree (4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

	Items	SA	A	U	DA	S.D
7.5.1	Maintaining relationship at a high performance level					
7.5.2	Obtaining commitment to others					
7.5.3	Identifying and minimize interpersonal conflict					
7.5.4	Enhancing productive working relationship					
7.5.5	The supervisory support provided to schools are sufficient					

8. Issues related to conflict resolution

8.1 Some of the attitudes and skills of conflict resolutions are listed below.

Please weight them by marking (X) under the appropriate value as how you are acquainting with them.

SA= Strongly agree (5) **A** = Agree(4) **U** = undecided(3) **D** = Disagree (2)
SD = Strongly disagree(1)

	Items	SA	A	U	DA	S.D
8.1.1	Show attitude that they are open to reason and logical discussion					
8.1.2	Able to present their ideas and feelings clearly					
8.1.3	Listening skills is high					
8.1.4	Skill in evaluating all aspects of the problem					
8.1.5	Setting methods to look to future achievement rather than past frictions					

9. Questions related to Decision-making process.

9.1 Decision-making is one of the management functions. The following items are the characteristics of decision-making. Would you please indicate your degree of agreement or disagreement by marking (X) in the space provide against each characteristics of decision-making.

SA= Strongly agree (5) **A** = Agree (4) **U** = undecided (3) **D** = Disagree (2)
SD = Strongly disagree (1)

	Items	SA	A	U	DA	S.D
9.1.1	Best alternative is selected					
9.1.2	Decision-making is preceded by detailed discussion					
9.1.3	Decision-making is situational					
9.1.4	Decision is taken to achieve objectives of an organization					
9.1.5	Decision makers have the freedom to make decision					

10. Questions related to Personal Competencies of woreda education officers

10.1 personal competences mostly closed allied to the key role area of managing people which it focus firstly with management of others and secondly with the management of your self. Based on this concept indicators are listed here under and you are expected to react for each and every indicator that represent woreda education officers by marking (X) in the space provide.

VH = Very high (5) **H** = high (4) **M** =Medium (3) **L** =Low (2) **VL**=very Low (1)

	Role area	VH	H	M	L	VL
	<i>Managing others to optimize results</i>					
10.1.1	Showing sensitivity to the needs of others					
10.1.2	Relating to others					
10.1.3	Presenting oneself positively to others					
	<i>Managing oneself to optimize results</i>					
10.1.4	Showing self confidence and personal drive					
10.1.5	Managing personal emotion and stress					
10.1.6	Managing personal learning and development					


11. What gaps did you observe regarding the managerial capacity of woreda education officers in your respected woreda?

12. What do you suggest to improve the managerial capacity of woreda education officers in your area?


Thank you for your precious time you spent !

Declaration

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

FITSUM KINDEYA  _____
Signature of candidate Date

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

Bekirhan Folefe  _____ 25/06/09
Name Signature of Advisor Date