

**THE STATUS OF SCHOOL-BASED MANAGEMENT
IN PRIMARY SCHOOLS OF EAST
WOLLEGA ZONE OF OROMIA**

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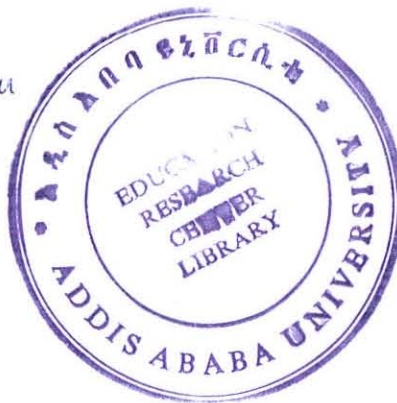
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ABBREVIATIONS AND ACRONYMS

ANOVA	Analysis of Variance
EFA	Education For All
FDRE	Federal Democratic Republic of Ethiopia
HSD	Honestly Significant Difference
KETB	Kebele Education and Training Board
LEA	Local Education Authorities
LMS	Local Management of Schools
UNESCO	United Nations Education, Science and Cultural Organizations
MOE	Ministry of Education
OEB	Oromia Education Bureau
PTA	Parent-Teacher Association
REB	Regional Education Bureau
SBM	School Based Management
SD	Standard Deviation
SSM	School Self Management/School Site Management
TGE	Transitional Government of Ethiopia
TTI	Teacher Training Institute
UNDP	United Nations Development Program
UPE	Universal Primary Education
WAC	Woreda Administrative Council
NGO	Non-Governmental Organization
WEO	Woreda Education Office
ZED	Zone Education Department
OECBO	Oromia Education and Capacity Building Office

ABSTRACT

The main purpose of this study was to assess the status of school-based management in primary schools of East Wollega Zone and identify factors that constrained the practice, and forward possible solutions for its improvement.

A descriptive survey method was employed to gather large variety of data-related to the subject under study. Samples were drawn from RED, WEO, school principals, teachers and PTA and KETB members. Totally, 168 respondents were included in the study.

Questionnaire, interview, and documentary analysis were used to collect the necessary data. Obtained data were analyzed using statistical tools of percentage, mean, weighted mean, t-test, one-way ANOVA and post hoc comparison of mean.

The result of the study indicated that the status of school-based management in the zone was not satisfactory, and lacked proper coordination and participation of stakeholders and the required resources.

There was lack of trained and experienced school principals who could coordinate the staff, parents and other stakeholders; the participation of teachers and KETB and PTA members in the management of schools was not as intended, and the technical support provided to schools by WEO was insignificant. Besides, low emphasis was given to raise the awareness of KETB and PTA in participating in management of schools. Moreover, the required resource and authority was not decentralized to school level and the support of local authority to strengthen management of schools was low.

Recommendations given are assigning trained and experienced principals, capacitating KETB, PTA and teachers through training workshops, symposia and strengthening the support of WAC and kebele administrative council, and provision of continuous technical support by WEO to schools. In addition the way resources could be decentralized to schools or allocated properly to schools is commented to be designed.

CHAPTER ONE

1. INTRODUCTION

1.1. Background of the Study

Global experiences have shown that the need for effective and efficient educational planning and management has been increasing from time to time as essential component (element) of the over all comprehensive socio-economic development efforts. Because education is believed to be one of the greatest driving force for the well being and advancement of a country. The technological and scientific advancements made in every sphere of life have placed man and, his education and his work in a new relationship in which education becomes the bridge between man and his work (Carron, 1996).

For education to play this role, school is one of the most important institutions that help to shape the behavior and way of life of the members of the society. Moreover, it helps to socialize people in to a particular role. However, the education system in developing countries like that of ours has various problems. Among these, low access, inequality, poor quality and lack of relevance were found to be the major ones (Degarge, 1998). In reality these problems have been depicted as a consequence of poor educational planning and management of educational institutions (Jeilu, 2001).

In recent years, with the introduction of decentralized educational management system, school-based management (SBM) has become an important component of education reform in most developing and newly industrialized nations (Caldwell, 1994: 5302). The practice is also known as School-site Management (SSM), the Local Management of Schools (LMS), and School Self-Management (SSM).

Since 1980s School-Based Management have been widely implemented by many countries as a major means to enhance school effectiveness and insure quality of education (UNESCO, 2000: 206).

Now a days, in most literature of UK, and USA, School-Based Management is most popular and is “probably the most widely used terms for decentralized educational management” (Levacic, 1995: 3). Robertson and his associates (1995), also consider School-Based Management as a decentralized approach with the needs for effectiveness of local management of school. The compelling momentum for this restructuring, from an educators’ viewpoint, is driven by the desire to improve the quality of education (Dimmock, 1993: 2). Because of its flexible nature, there are different arguments about School-Based Management.

Some see it as a means of improving quality while others express concern that introducing School-Based Management nationally may negatively affect performance of weak schools where resource management capacity is most limited (UNESCO, 2005: 173).

However, the main arguments for greater school autonomy, according to (UNESCO, 2005), is compelling due to the fact that School-Based Management is:

- more democratic, allowing teachers and parents to take school-based decisions;
- more relevant, since decision making power are closer to where problems are experienced, leading to more appropriate and relevant policies;
- less bureaucratic, since decisions are made quickly;
- more accountable, as allowing schools and teachers a greater say in decisions implies greater responsibility for their performance;

- more likely to yield additional resources, especially where participating parents in school management encourages them to contribute to it.

Therefore, the over all assumption of School-Based Management is deduced to improve schools' performance with higher level of participation of teachers and other stakeholders in decision making at school level (Keith, 1996; Campabell-Evan, 1993). The finding of R. Likert and J. Likert (as cited in Bailey, 1991), also revealed that effective schools are those managed with high level of participation and decision-making power at the school.

The idea of teachers' participation was considered more by UNESCO in the regional program for Asia and pacific because "participation of teachers and exchange of information between teachers and principals as well as among teachers have helped to improve the quality of teaching" (Hallak, 1992: 80). According to Hallak, teachers' participation in school management can support the principal in his role of directing the school, designing school program and deciding on educational matters.

Parents' and community members' engagement in school activities also contributes to increasing school improvement. Emphasizing the role of parent and local community in educational settings, Cummings (1998: 474) notes "by placing educational decisions in the hands of community, it becomes more possible to devise solutions appropriate to local context". This implies that effective management of any school is associated with school-based discretion over the use of resources-human and material.

In general, it is possible to state that School-Based Management is a form of decentralization in which authority is "delegated" or "devolved" to the grass root level for the implementation of educational policy and effective utilization of human and material resources.

In Ethiopia, decentralization as a policy in general, and in education in particular, is a new practice and reform effort to the system. Education as the entire government machinery in the country was centralized and bureaucratic before 1991. The long bureaucratic chain was not only unresponsive to the needs of lower level education service, but also characterized by inefficient system, which fails to address the problem of education in country (Husen, 2002).

The introduction of federal structure of administration and the devolution of power to the region and local levels with the aim of adopting participatory decision-making at lower level echelons has changed the situation.

Currently, the regional states of Ethiopia, and the lower level administrative hierarchies are expected to decide on their affairs in planning and managing development activities in their respective localities. Thus, the introduction of this decentralized educational management system has brought the idea of School-Based Management system in schools, where teachers, parents and other stakeholders are empowered to make participatory decisions.

Accordingly, regions and local level educational echelons are expected to plan and manage educational activities in their respective localities. With this, educational institutions in Oromia are practicing the decentralized local level participatory management system.

However, its implementation has been constrained by many factors. Even though no research has been conducted on this issue, teachers and parents complain that school management and decision-making process is not participatory. Moreover, the required resources are inadequate. Under such condition, it seems very difficult for schools to think of providing quality education and attain their desired objectives.

Therefore, assessing the status of School-Based Management and identifying factors that affect its implementation is necessary and timely. Hence, this

research is designed to assess the status of School-Based Management in primary schools of East Wollega Zone.

1.2. Statement of the Problem

Schools, as an educational institution, are in charge of achieving educational objectives. They are places where the real agent of change and development are expected to be shaped in accordance with the needs and interests of those that benefit from educational outcomes. One can generally say that society's future fate depends on the success of schools in achieving their objectives.

In order to accomplish their purpose, schools need a supply of resources. The mere existence of resource, however, does not guarantee effective operation of schools: Rather, effective and efficient management system, which can coordinate and mobilize the resource, is indispensable in order to achieve the intended objective. However, educational management in developing countries is found to be problematic. The managerial and analytical capacities of educational managers are not totally inline with the rapid expansion made in the sector and with fast technological and subject matter developments (Baum and Tolbert, 1985; Ross and Mahlck, 1990).

Lack of professional skills in management, ill-defined responsibilities and relationships at different levels, lack of monitoring and authorities' decisions, are some of the problems (Baum and Tolbert, 1985; Carron and Chau, 1996; Ross and Mahlck, 1990).

The assumption for decentralization of education is to do with the possibility of bringing resources in to the overall resource pull available to education. Following the decentralization of education in developing countries, the arguments for School-Based Management has been determined based on three sets of ideas. Namely:

- a. effective management is needed in school for quality education;

- b. the role of state as a poor manager and provider of services when compared with private sectors needs improvement; and
- c. the expanded vision of partners of the educational profession for increased efficiency, increased quality and more democratic and equitable responsibility in the management of schools need devolution of authority from central to local levels (Hallak, 1992).

In Ethiopian case, one of the problems addressed in education and training policy of the country is highly centralized management of the system (TGE, 1994a; MOE, 1999). To alleviate these problems, decentralized educational management system has been introduced to the educational management system of the country (TGE, 1994).

It has been set up with the assumption that the highly centralized system of education is replaced by decentralized, co-ordinated, participatory, professional and effective system (TGE, 1994: b). Thus, the decentralized management and organization has initiated the introduction of the idea of School-Based Management to the country's educational management system.

As indicated in the five years strategic plan, (2001-2005), one of the priority area of primary education is to make its management professional, democratic and responsive and encourage the participation of the stakeholders in the management and financing of education (MOE, 2000: 1-37).

In actual terms, however, the local level management of primary schools of our country is constrained by many factors. Lack of professionalism, poor allocation and utilization of resources, fiscal limits at the school level, lack of appropriate knowledge in statistics, supervision and planning are most of the problems our primary education management is typically suffering of (Cummings in Amare and others (ed), 1998; MOE, 1998).

With regard to educational management problems in Oromia regional state and local level Jeilu (2001), has explained that educational leaders at the local level are not qualified in the field. Moreover, teachers, parents and the large community are found complaining that decisions are not participatory and resources are inadequate.

Primary schools in East Wollega, which is the subject of interest, are also sharing the characteristics of over all educational problems in the region. Hence, it is of vital importance to examine the status of School-Based Management, and to what extent schools have favorable conditions to achieve their objectives. It is with this intention that the student researcher initiates study on the status of School-Based Management in primary schools of East Wolleg Zone.

1.3. Objectives of the Study

Any research is meant for solving existing social problems, creating or raising awareness of occurring social phenomena. Likewise, the purposes of this study are presented briefly under general and specific objectives as shown here under.

1.3.1. General Objective

General objective of this study is to assess the status of School-Based Management in primary schools of East Wollega zone and identify factors that constrained the effectiveness of the practice.

1.3.2. Specific Objectives

The specific objectives of the study are:

- to examine the nature and discrepancy between teachers and parents actual and desired rate of participation;
- to assess the actual practice of School-Based Management in primary schools of East Wollega zone;

- to identify major factors that inhibit or promote participation of stakeholders in decision making;
- to assess the extent to which school principals initiate teachers and parents to participate in management of schools;
- to seek appropriate means and methods to improve the practice of School-Based Management in primary schools.

In view of the above objectives the study tries to seek answers to the following basic questions.

1. What is the status of School-Based Management in primary schools of East Wollega Zone?
2. To what extent is the school based educational management process participatory?
3. What are the factors that enhance or adversely affect the practice of School-Based Management process?
4. What are the roles of Kebele Education and Training Board, and Community representatives(PTA) in promoting school-based management practices?
5. To what extent does the woreda education office involve in school based management?

1.4. Significance of the Study

The main focus of this study is to assess and examine the status of School-Based Management in primary schools of East Wollega zone. Assessing the status of School-Based Management and factors that affect its implementation, and there by generating necessary information for decision making, that could be helpful for corrective action, is essential. Therefore, the contribution of the outcome of this research may be that:

1. It enables the education officials and other responsible authorities at different levels in the zone and region to gain valuable information on the status of School-Based Management process.
2. It contributes to the knowledge of Regional Education Bureau, zone Education Department, and Woreda Education Offices on how to promote effective management in the schools, which may in turn contribute to the development of country's educational management system.
3. It creates awareness among educational officials about major problems regarding School-Based Management and there by they could take corrective action.
4. It paves a way for other interested researchers in the area.

1.5. Delimitation of the Study

This study is delimited to assessing the status of School-Based Management and to identifying the extent to which effective and participatory management process is practiced in primary schools of East Wollega Zone. The research has confined here to study East Wollega Zone mainly to make it manageable within the capacity of the researcher's financial, material and time resources.

The researcher selected the problem at hand that is concerned with primary schools, which is the base for future schooling, because of the seriousness of the problem at primary schools where the local authorities and community's management capacity and awareness is relatively low. Examining the status of School-Based Management and identifying the factors that affect the implementation of effective management system is also vital to meet the UNESCO'S Universal Primary Education provision declaration set by 2002.

The study is also delimited to government primary schools due to the limited number of private primary schools in the zone.

1.6. Limitation of the Study

The study could have included large scope to reach on sound generalizations at regional or national level. However, it is limited to East Wollega Zone because of time and financial constraints. Inaccessibility of transport to rural Kebles/schools in the zone was one of the challenging problems while collecting the data. Moreover, lack of accurate and compiled data from schools, WEO, ZED and OEB also was the problem the researcher had faced in the course of the study.

1.7. Research Design and Methodology

1.7.1. Research Method

The study focuses on assessing the current status of School Based-Management and factors affecting implementation of effective management system in primary schools of East Wollega Zone. To this effect, a descriptive survey method was employed on the assumption that it can help to gather a large variety of data related to the subject under study. It is also thought appropriate for a study of such kind to be broader in size.

1.7.2. Sources of Data

1.7.2.1. Primary Sources

Expert from Zone Education Department, experts from woreda Education Offices, school principals, teachers, Kekbele Education and Training Management Board and Parent-Teacher-Association members were used as a primary source of data.

1.7.2.2. Secondary Sources

Government policies, directivities, guidelines and statistical evidences were used as major secondary sources of data for the study.

1.7.3. Instrument of Data Collection

Both close and open-ended items were included in the questionnaire to gather relevant information from Woreda Education Officials Experts, school principals, teachers, and Parent-Teacher-Association members of the sample schools. Structured interview was conducted to collect the required information from education expert at Zone Education Department and PTA and KETB members. Moreover, for qualitative data sources, discussion was held with participants selected from parents, teachers and experts.

1.7.4. Sample Population and Sampling Techniques

East Wollega zone has 16 woredas. For the purpose of this study the woredas were categorized in to three strata based on geographic conditions as central (near to the center of the zone), middle, and remote woredas. To make the sample a good representative of the zone, from each stratum two woredas were selected on the basis of random sampling techniques by using lottery methods because the woredas in each stratum have almost similar characteristics. Accordingly, Wayu Tuka and Diga Leka from central, Gida Kiremu and Sasiga from middle and Limu and Ebantu woredas from remote woredas were selected. Totally, 6 (37.5) of the 16 woredas were included in the sample.

Regarding schools, out of 119 schools in the sample woredas, 24 schools, i.e. (20%) of schools in the sample woredas were selected on the basis of simple random sampling technique using lottery method, because they all have almost similar characteristics.

Table 1: Sample Woredas and Sample Size of Schools Included in the Sample Study

No	Sample woredas	No of schools in the Sample woredas	No of chosen schools
1	Gida Kiremu	31	6
2	Limmu	20	4
3	Ebantu	17	4
4	Diga	16	3
5	Sasiga	20	4
6	Wayu Tauka	15	3
		119	24 (20%)

Source: OEB, 2003/04

Based on this, for convenience and reseanable representation, a total of 175 respondents were taken as a sample population. Accordingly, one expert with related experience from Zone Education Department, 30 experts with related experience from Woreda Education Office (five from each sample woredas), 38 school principals and deputy principals, and, 100 teachers, that is, 25% of teachers from each sample school, were included in the sample respondents.

Availability sampling was used to select principals. Because, they are few in number, like wise purposive sampling technique was used for Woreda education office officials and experts. Because, the researcher has aimed at selecting respondents who have direct relation with issue under study and who can provide their insight and share their experience. Teachers were selected by simple random sampling technique using lottery method, because, they all have similar characteristics.

1.7.5. Procedure of the Study

It has been stated at the outset that tools used in collecting data were questionnaires and interviews. To secure adequate and relevant information, the questionnaires were prepared using Afan Oromo language. To test the validity of the questionnaires the researcher has conducted pilot survey in primary schools in Sibiu-Sire woreda. Based on the feedback of pilot survey, the questionnaires were distributed for the sample respondents.

1.7.6. Method of Data Analysis

After collecting back the questionnaires from respondents, the process of tallying, structuring and organizing of raw data were carried on. Then, based on the nature of basic questions and the data collected statistical techniques like percentage, weighted mean, t-test and one-way ANOVA were used so as to identify significant difference, relationship and agreements in various variables in judgment of respondents.

1.8. Definitions of Terms

- **Local Management of School:** the set measures by which local education authority control of schools was diminished and the autonomy of schools enhanced... for managing budget as they saw it for the purpose of their schools (Levacic, 1995: 7-8).
- **School-Based Management:** It is a procedure of decentralizing school system decision-making. As much authority as possible is assigned to individual principals for management of their respective schools. They are in turn expected to involve teachers and local citizens in decisions affecting budgets, personnel and curricula (Dejnozka, 1983: 145).
- **School Management:** The process of leading people to achieve effective school operation. Key elements are planning and control; emphasis is frequently placed on people rather than things (Dejnozka, 1983: 146).
- **School-Site Management or Self-Managing Schools:** The trend of decentralization, which refers to the management of physical and human resources to the school rather than at a centralized level (Campbell-Evans, 1993).
- **Primary School:** according to the 1994 Education and Training Policy of Ethiopia, it is an educational level from grades 1-8 sub-divided into two cycles of basic (1-4) and general (5-8) education.

- **Participation**- mental and emotional involvement of persons in group situations that encourage them to contribute to group goals and share responsibility for them (Davis and Newstorm, 1989: 680).
- **Woreda**: basic administrative hierarchy below zone.

1.9. Organization of the Study

The study was organized in to four chapters. The first chapter deals with the problem and its approach. The second and third chapters deal with the review of the related literature and presentation and analysis of the data respectively. Finally, the fourth chapter includes summary, conclusion and recommendation of the study.

CHAPTER TWO

2.1. School-Based Management (SBM)

2.1.1. Concepts and Definitions of SBM

School-Based Management, owing to the differences in the nature of reform in several countries, is defined in different ways by different authorities. However, there are some comprehensive definitions around which many scholars establish area of understanding. For example, Malen et.al (1990) in UNESCO (1999: 28) define School Based Management as follows-

School-Based Management can be viewed conceptually as formal alternation of governance structures, as a form of decentralization that identifies the individual school as the primary unit of improvement and relies on redistribution of decision making authority as the primary means through which improvement may be stimulated and sustained.

Hallinger et al (1992) also define School-Based Management as consisting of endeavors to: decentralize the organization, management and governance of schooling, empower those closest to students in the classroom (that is, teachers, parents and principals), create new roles and responsibilities for all players in the system, and transform the learning teaching process that develops in class room.

According to these authors, SBM consists of the governance system in which authority and responsibility for the functioning of individual school are shared between higher level offices (Ministry, district, local education authorities) and the school based officials (teachers, principals, school boards etc) all of whom are to work as professionals and collaborating colleagues.

The basic idea in School-Based Management system is expanded local control and influence with schools being given greater responsibility for their own

affairs (Twnsend, 1997). Hence, it demands greater participation by staff and parents in the policy and decision-making process of the school. Within the context of SBM, opportunities exist for increased professionalism for staff and for parent-staff partnerships in the education of students (Campbell-Evans, 1993).

In general, School-Based Management is a form of decentralized educational management system designed to improve education through the involvement of teachers, parents and other community members in policy and key decision making processes.

2.1.2. Concerns that Account for SBM

School-based management is a contemporary reform effort in education whose aim is achieving student improvement by shifting resources and decision making authority away from the center to the school groups, (teachers, parents and other stakeholders) (CPRE, 2000). The interest for this reform effort has been initiated by different factors. According to Caldwell (1993: 5305), there are five interrelated concerns for the move towards SBM.

In the late 1980s and early 1990s, the introduction of SBM was readily associated with efforts in public and private sectors to improve the efficiency and effectiveness of an enterprise, and service delivery. The case for restructuring along this line was often seen in terms of responsiveness to the clients through decentralization.

SBM may also be associated with faith in the market mechanism as a means of securing outcomes in the delivery of public and private service. The faith in the market is based on the expectation that delivery of provision will increase as providers respond to clients, and clients will be able to make informed choice among providers in vouchers system (Twnsend, 1997).

Some have advocated SBM on the ground that it is a more equitable approach to the allocation of resources to schools (Caldwell, 1993; UNESCO, 1999). This claim arises from the view that traditional centralized and uniform allocation on a per capita basis may reflect equality rather than equity. The idea of equity implies consideration of different learning needs of individual students.

Many earlier initiatives toward SBM also can be identified with an interest in shifting the locus of power and influence from the center to districts and schools (Carlson, 1996, and UNESCO, 1999).

Moreover, the involvement of teachers in decision making, and involvement of local community in management of schools and taking responsibility in different school affairs in different countries have confirmed the need for the empowerment of local communities (McGaw, 1997).

Research on school effectiveness and school improvement also is one of the reasons that accounts for the move towards SBM. Although it has been rare to draw conclusions from the research findings on school effectiveness and improvement, achieving improved outcomes for students has been the expectation of SBM (Caldwell, 1993). Yet, even though there is no direct evidence that confirm SBM has led to improved outcomes, there is an agreement among scholars that SBM has an impact on quality (UNESCO, 2005: 172).

In general, the need for introducing contemporary development toward SBM is necessitated by the above interrelated factors.

2.1.3. Arguments about School-Based Management

At the very beginning of its development, school-based management created a dilemma of fear, on one hand, and hopes on the other hand (McGovern, 1992, and Hallinger et al, 1993). The reasons justified for these dilemmas were that many school principals would not want to shrink their leadership role and

many school teachers would not wish to participate in financial management. On the other hand, many school principals and teachers conceived school-based management in terms of its academic outcomes, development of critical thinking, creativity and independence of thought. According to Carlson (1996: 276), the argument about school-based management can be categorized into two: advocates and argument against.

The arguments for SBM evolve around two well-established propositions: The school is the primary decision making unit, and change requires involvement and ownership (David, 1989).

According to the arguments of the advocates, if schools are given the opportunity to make decisions regarding their organization and operation, they can make different decisions for historical, cultural and political reasons. Hence, SBM allows the school community to identify local problems, needs, and strategies for addressing these conditions. Local schools seem to have greater flexibility and potentially more creative in solving their problems than large, more centralized units (Carlson, 1996). Moreover, according to Brown (1990), SBM can be financially effective, and provides an opportunity for teachers in particular to expand their professionalism in attaining desired educational goals.

According to the advocates, SBM allows competent individual in schools to make decisions that will improve learning, give the entire community a voice in key decisions, lead to greater creativity in the design of program, and lead to realistic budgeting. Moreover, it improves moral of teachers and nurtures new leadership at all levels (Reyes, 1990, Levacic, 1995; Robertson, et. al, 1995).

As opposed to its advocates, there are also opponents against the idea of SBM. As stated by Caldwell (1993), Summer and Johnson, and Malen et. al in (Roberston et. al, 1995), the first assumption of the opponent is that SBM does

not guarantee subsequent improvement. Because, the corporate approach to decision making needs recognition in advance and teachers need future training to carryout the managerial responsibilities.

According to the opponent groups, SBM consumes a lot of time and finance that may exceed the capacity of local education budget, and it will affect the instructional leadership role of the principal. Moreover, according to the opponents, SBM is a device where by the state attempts to maintain its legitimacy by pushing down to schools and demand more expenditure (Carlson, 1996) Fullan, 1991, Knight, 1993, and Levacic, 1995).

These arguments against SBM indicate that taking the responsibilities of management process to the school and decentralization of education will not guarantee efficiency of change in educational management system.

2.1.4. Rationale for School-Based Management

School-based management is a strategy to improve education by transferring significant decision making authority from state and district offices to individual schools.

Different researches conducted on school improvement practices revealed that the centralized education system results in pessimism, inefficiency and long delays for decisions of any kind (NWREL, 2001: 5).

The contemporary rationale for decentralized schooling/ school-based management, therefore, is developed from the weakness of the centralized education system, and in response to research findings about more promising arrangements for improving education.

According to NWREL (2001: 6), the school is the primary unit of change and those who work directly with students have the most informed and credible options as to what educational arrangements will be most beneficial to students. In addition, significant and lasting improvement takes time, and local schools are in the best position to sustain improvement effort over time. Moreover, significant change in school is brought about by participation of community and teachers in project planning and implementation, and alignment between budgets and instructional programs improvement under SBM.

2.2. Local Level Development Plan and SBM

The widespread dissatisfaction with centralized planning and management system, and the need to use scarce resources effectively have pushed the governments to embark on decentralization as a potential solution to their problems. With this reform effort, many governments in developing countries have started to decentralize their development plans and management functions (Rondinelli and Nellis, 1988). This trend has empowered the local authorities to plan for social, economic and political development of their localities and implement it accordingly. Thus, from educational management point of view, the local government is required to address educational issues and analyze the formulation and implementation of educational development programs in their local areas. The decentralized educational management system, therefore, started to be seen as responsive to the needs of local community and efficient management of education by many governments (Winkler, 1989).

As stated by Winkler (1989), the decentralization of education in many countries has been taken as the transfer of decision-making authority to local government or community organizations. Therefore, school-based management is an approach used to redesign education system that gives local school

participants (educators, parents, students and community at large) the power to improve their school by governance, management and decision-making (Fisk, 1996).

2.3 The Nature of Some Important Tasks in SBM

Managerial functions or tasks that are undertaken in day to day school activities under SBM are many and diverse. However, in this case, review is made-only to some task areas, with special focus to planning, budgeting, and staff development.

2.3.1. Planning

As witnessed by authorities in the field of management, and also education, planning is the base upon which other managerial functions lie.

According to Cunningham (1982: 3), although there is much debate as to which of these functions is more important in management success, there is much agreement that planning is the foundation up on which the other functions rests.

There are various definitions of planning. For example, Philip Coombs (1970) defines educational planning as the application of rational and systematic analysis to the process of educational development with the aim of making education more effective and efficient in responding to the needs and goals of its students and society.

Forajala (1993) also defines educational planning as the process by which an analysis of present condition is made in order to determine and devise ways of reaching a desired future state. In general, as it can be understood from the above definitions, educational planning is concerned with analyzing the existing situation, visualizing the desired future, and then designing sequential activities and a means to reach there.

In School-Based Management, the fundamental goal of educational planning is an attempt to understand the values, ideas and experiences of potential implementers. Planning effort in school organization can be divided as strategic, development and operational planning.

Strategic planning is defined as “the process of deciding on objectives and also on the policies that are to govern the acquisition, use and disposition of resources” (Cunningham, 1982). It is the means by which the central office can define the overall direction of the school district. It is the process that helps to look at where you are, where you want to go and what will take you there (Reynolds, 1997). Strategic planning according to Boschee and Brown (1993: 9) constitutes a process of identifying desired learning outcomes based upon shared vision of ideal feature. It is a long term planning which takes into consideration the strengths and weaknesses of the organization and such factors as government directives (Blandford, 2000).

As it can be realized from the above definitions, strategic planning is dynamic process which directs towards identifying and creating preferred school vision for the school on individual basis.

On the other hand, school development planning is the medium term to the operational plan of the school. According to Stoll and Fink (1996: 47), it is a process of change that involves, “need assessment and priority setting, decision about responsibilities, time line, staff development needs, required resources and success criteria, implementing activities and monitoring and evaluation strategies”.

It is a mechanism of implementing school-based management by promoting more preferable way in which school can cope up with the immense volume of change thrust up on them.

School development planning according to (Giles, 1997), helps to establish sense of direction for future activities of schools, identify and coordinate agenda for change, reduce the gap between objectives and performance by sequencing priorities for action, facilitate the careful allocation of resources to specific target for improvement and development and identify roles, responsibilities and success criteria against which performance may be evaluated.

According to Dimmock (1993), under SBM, when schools prepare their development plans, they need to consult their communities in considering their priority for development. A collaborative process involving the school principal, staff and the community encourages commitment to school development plan.

Operational planning is defined as “the process by which administrations ensure that resources are obtained and used efficiently in the accomplishment of strategic objectives. It is detail and specific plan to achieve defined objectives with defined time (Hailesellassie, 2004). This entails careful job assignment, decisions as to who is going to do what, and when. It helps to prepare charts that describe the task, list expected results, name the person to whom the task was delegated, the checkpoint for monitoring and progress and evaluation notes (Bailey, 1991).

In general, the aim of planning under SBM is to improve the effectiveness and efficiency of school system. It is intended to create a better future by encouraging teachers, parents and students to join together, to define and achieve results. Therefore, the planners at school level need to work collaboratively in order to define the correct destination of the school, to identify common goals and design means of arriving at the expected results.

2.3.2. Budget and Resource Allocation

Budgeting is the process of allocating resources to the unlimited demand for specific period of time (Levacic, 1989: 39). In education, budget refers to a plan

for financing an education system for a period of time. According to Levacic (1989: 39), the process consists of generation and distribution of resources to educational activities.

Under SBM, one of the components of decentralization is financial delegation, giving schools autonomy with respect to day-to-day control over their budget (Thomas and Martin, 1996: 16). It is a change in management process intended to make more effective use of resources. As Thomas and Martin (1996: 16), such delegation of financial resource enables schools to decide on the number and type of staff and how to spend money on their permission within their cash limited budget.

Delegated budget, according to Levacic (1989: 78) and UNESCO (1999: 101), helps to increase schools' accountability in providing value for money. It also gives the schools the flexibility to respond directly and promptly to the needs of the school and its pupil. Moreover, it encourages more clarity of thought by the local education authority about what it wants from its school, and helps to increase schools' understanding of the pressures on the perspective of local education authority (LEA).

Schemes for financial delegation enormously differ from country to country. In some countries, full range of financial delegation is given to schools. Some schools, on the other hand, receive either a lump-sum or a proportion of budget (David, 1989, and Cross, 1988).

David (1989), Deem (1994) and Knight (1993) distinguish three criteria for delegating budgets to schools. That is, the central office can delegate budget to schools based on per student formula (formula funding), based on priority expressed in school development plan (based on students need), and the budget can also be allocated based on average cost of teachers including different benefits.

In general, the purpose of delegating financial management from local authorities to school is aimed at empowering schools to use their close knowledge of pupil and their communities in determining how resources could be applied to great effect. A further aim is to improve efficiency by enabling schools, through their day-to-day management, to use resources effectively (Spear, 1994: 53).

2.3.3. Staff Development

Staff development refers to the development of individual teacher as a member of staff in a particular school, or to the development in some way of the whole staff of the school. Staff development is seen in terms of organizational development and improvement. As such, it provides the basis for school improvement which, in turn, leads to maximum personal and better atmosphere for effective school change (Kydd, et. al. 2000).

Teachers are at the center of any improvement-effort. According to Kydd, et. al (2000), this improvement effort cannot be fully realized without the professional development of teachers. With regard to the importance of teachers in bringing about change in schools Blandford (2000: 3), further notes that “the experience and expertise of its academic and administrative staff are school’s most valuable resources and for all teachers learning and development are central to professional practices.” This is to mean that, staff professional development programs, if properly carried out, can benefit the activity of schools by increasing external efficiency, heightened employ morale and commitment.

Under SBM, participatory decision making is one of the features of management practices in schools. Hence, in order to make teachers contribute more to the attainment of organizational goals, schools and school principals have to support their staff development (Reynolds, 1997). Regarding the support of schools to professional development of their staff, Blandford, (2000, xiii)

further explains that if professional development is to be effective, schools will have to develop a culture of learning for all members of their communities. According to this author, staff professional development performs four functions within a school: (1) It serves to enhance individual performance; (2) It rectifies ineffective practices; (3) It establishes the ground work for the implementation of policy; (4) It facilitates change.

Under SBM, schools need to react constantly on their activities and improve their performance (UNESCO, 2005). To do so, they must have regular access to evidence-based, practical knowledge about what works best in a classroom. Professional support to schools and teachers is, therefore, vital. A fundamental principle of the learning organization and a focus of good school are effective learning; consequently, it is the task of management to create the conditions which enable teachers and pupil to achieve effective learning. Furthermore, effective schools will need to increase the capability of school management to undertake this task.

2.4 Major Stakeholders in Education and Their Role in School Based Management

Decentralized education management or school-based management has brought major changes in the roles and responsibilities of the potential stakeholders-such as MOE, region, district and school. According to (NWREL, 2001: 7-8), in the school-based management, it is individual school that is the center of change, but not the ministry, region or district. Thus, the traditional roles and responsibilities of potential stakeholders of education need to be changed. Therefore, the role and responsibility of the potential stakeholders are briefly reviewed as follows.

2.4.1. The Role of District Office

Under SBM decision making authority is decentralized and each school has a freedom to adjust its program within a frame work of national policies and guidelines (Hill et. al., 1990, Baily, 1991). Hence, the role of central or district office is concerned with promoting the idea of SBM through the action of modeling behavior, creating opportunities and reviewing systems that value participation style.

The central office is also accountable for providing strategic plan for the district and communicates it to the individual schools. The role of central office in implementing SBM has been more explained in the works of Roynolds (1997). He elaborated that the central office has to play a critical role in creating and developing and operating SBM by providing leadership and technical assistance.

In general, under SBM the role of central/district office shifts from its traditional role of monitoring the school, giving directions, transmitting instruction and giving order to people below them, to serving as resource and service center, and facilitator for school level change effort. Some of the functions of the offices include: encouraging bottom up changes, facilitating the development of student and staff performance standards, offering technical assistance to the schools in providing training for school personnel and its management bodies (NWREL, 2001).

2.4.2. The Role of School Board in SBM

As a result of the transfer of educational management of schools away from the center to local levels, participation of local community in the management of schools has now come to be regarded as one of the most practical and rational way of dealing with many educational problems. Thus, effort has been made to involve stakeholders in the management of schools (UNESCO, 2005: 7).

Therefore, the potential stakeholders (teachers, parents, community members, NGOs and private enterprises) should take part in the management of schools (Shaeffer, 1994: 32-33). In many countries, the stakeholders involve in school management through the formation of school board, school management committee and etc (UNESCO, 2000).

In different countries, many of the responsibilities and roles of school board have been assigned by government laws. The board has been granted special powers and duties that must be exercised by the boards as a whole (Kenezevich, 1969: 215). Although school boards' authority and responsibilities varies from countries to countries, the primary responsibilities of school boards can be summarized as follows (Kenezevich, 1969; Shaefer, 1994).

1. They draw (make) school policies, or rules for governing school system.
2. They establish, modify and implement the goal and objectives of the school in collaboration with teachers and parents.
3. They plan school programs, design for implementing school quality.
4. They determine the school's annual financial requirements and budget.
5. They find means to raise funds from different sources (central, and local government, NGOs, local community) etc.
6. They control the utilization or complementation of resources for the purpose of achieving goals.

2.4.3. The Role of Teachers in SBM

One of the most widely adopted reform in 1990s was the moving of the decision making authority to individual schools and dispersing the authority more broadly within schools (Sadker, 2003). This change has brought the need for teachers' participation in management of schools and empowered them to take part in decision making activities.

Teachers' participation in management of schools has various advantages. As stated by (Bell, 1992), the advantages of teachers participation are: sharing

expertise and skills, maximizing use of resource, motivating the staff, encouraging decision making, and increasing knowledge and understanding.

Under SBM, the traditional role of teachers which was limited within the wall of classroom is changed and teachers gain greater voice in decision that affects schools (Mckeon and Malarz, 1991). They begin to work collaboratively with staff members, administrators, parents and community members in the selection of goals and objectives, policy formulation, curriculum development and instruction and other decision making areas (Mckeon and Malarz, 1991, Cunnigham, 1982, UNESCO, 2005).

Being professional workers, teachers can understand the learner better than any other person. They can judge the desires of the learners and predict the outcome of the future.

In general, the more teachers participate in decision making processes, the more they are interested in carrying out their activities and educational program enthusiastically. Therefore, in order to improve the management of schools, the schools have to encourage the participation of teachers in the management of schools.

2.4.4. The Role of School Principal in SBM

Contemporary educational reform towards SBM places great importance on effective leadership and management of schools. The reason for this position is that, an orderly school environment, which is efficient and well managed, provides the pre-conditions for enhanced student learning. Practical researches at school have been indicating that a co-relational relationship between leadership and high levels of student teaching (Hopkins, 2000). Moreover, different school improvement studies revealed that leadership is a key factor in improving school ability (Harris and Muijs, 2005). As stated by Harris and Muijs (2005), this form of leadership has often been associated with the leadership of the head teachers or principal.

Under school-based management, leadership in school is considered to be organizational wide, that is, it is participatory and a function of all organizational members.

In such principle of participatory management approach, the school principal must be a successful professional entrepreneur, a skilled mediator and an effective agent of change (Harris and Muijs, 2005).

Effective school principals, as noted by Hallinger and Heck (cited in Harris and Muijs, 2005), can exercise powerful influence on the effectiveness of school and achievement of pupils: through establishing and conveying the purposes and goals of the school, through the interplay between the schools' organization and its social network, through influence over people, and in relation to organizational culture.

The authority of the principal under SBM can be viewed as "staff authority" and "line authority". The functions of staff authority of the principal are performing supportive activities, providing advice, planning, analyzing and evaluating the staff performances, while the line authority is considered as a direct operational responsibility of a principal in a line of hierarchy (Guthrie and Reed, 1991). Under SBM, among other managerial attributes of school principal, is, his educational leadership role (Dimmock, 1993).

As an educational leader, the school principal is required to deal with the instructional process, that is, managing the technical core of the school (the process of teaching and learning) and embraces both curriculum and human resource management (Levacic, 1995). The skill and knowledge that matters in educational leadership has to be connected to, or lead to the improvement of instruction and student performance. Thus, through his educational leadership activity, the principal has to focus on the notion of "building learning community" (Caldwell and Spinks, 2003).

Thus, as one of his major tasks, the principal has to create conducive environment for staff development. Moreover, as an educational leader, the principal is expected to deal with instructional supervision, and evaluation of the progress of the teaching learning activities.

In addition to this, the school principal is also expected to be a transformational leader. In his transformational leadership role, the school principal is expected to transform feelings, attitudes and beliefs as well as practices for the improvement of the culture of school (UNESCO, 2005:175).

In general, in his transformational leadership role, the principal helps teachers to focus on developing collaborative professional school environment, and foster staff development.

2.4.5. The Role of Parents and Community

In the traditional centralized education system, parents and community members have generally been uninformed and under utilized regarding decisions and operations of schools (NWREL, 2001: 8). However, under school based management, parents and community representatives are among the frontline constituents of education. They are necessary resources for school improvement in a system that demands for school effectiveness (Bastian, et al, 1986). Under school-based management, the role of parents and community members change to increased communication and high school involvement (McKeon and Malarz, 1991).

Regarding the firm relation that exists between parent/community and school, Aggarwal (2004: 180) state that “community and the school are two-way traffic.” According to this author, this shows that, on one hand, the school is to organize its entire program on the aspiration and needs of the community, and on the other hand, the community is to ensure that the schools possess adequate equipment and other resources for its efficient working. Under school-based management, parents and community members become involved in

establishing the school vision, mission, and program through their role of school council/board (McKeon and Malarz, 1991). As noted by (NWREL, 2001), school based management structures not only make use of increased parent/community input but also provide training to help them become more capable participants in the school planning and decision making efforts.

Community is a source of various elements which are very important for institutional life of schools. In general, the concept of parent/community reactions, gives credence to the fact that people need to experience shared values and sense of oneness in all aspects of decision making process.

2.5. Necessary Conditions for the Success of SBM

School-based management could be effective if it has adequate implementation capacity and if it follows participatory decision making process. In this connection, (Warwick in Davice (1980) describes that if the participation of those that are to be affected by the decision is realized, if the plan addresses the need and interest of the target population, if the political and the bureaucratic support for the plan is strong, and if there is effective and efficient organizational and management capacity to support the planned activity, then there is at least some possibilities for the implementation. In this regard, it could be said that, effective and efficient school-based management system demands intensive exploration of major components/resource capacity, participation of stakeholders, information and communication system and support from higher authorities while undertaking the school-based management that are described hereunder.

2.5.1. Availability of Resources/Capacity

Despite its various benefits, educational task is complex and need adequate resource capacity in order to be implemented. Education as a social activity and where, nowadays, primary education came to be emphasized more in

connection to nation's development, the need to the system demands for adequate resources: skilled manpower, finance and material facilities.

In this connection, unless managerial and lead-technical positions of an organization are filled with skilled manpower, with the right mix of skills at the right place, the implementation of tasks could not be possible. Under SBM, the role of school leadership is very crucial for the success of the program.

Therefore, it demands the leader to have adequate managerial skills and knowledge to promote the behaviors of teachers and other stakeholders for the attainment of educational objectives.

Thus, it could be said that among other things, the success of SBM depends on the level of education and experience of the human resource element that the school possesses.

On top of this, since the demand for financial resources become increasing from time to time due to increasing number of school age children, the government alone could not meet the growing demand for educational opportunities. In this regard, sharing part of the financial burden to stakeholders like community and voluntary organizations came to be increasingly attractive. In addition to the availability of adequate finance, effective and efficient management system of the existing finance also matters the chance of achievement of the intended goal.

In practice, however, inadequate allocation of financial resources, lack of diversified financial sources, ultimately inadequate release of allocated funds usually limit the sphere of activities and remain critical problems for the implementation of educational activities (UNDP, 1993).

Moreover, even though, availability of material resources is determined by financial capacity of the educational organizations, the demand for material resources and other supporting facilities have been also considered as standing problems in implementing educational activities. Particularly, in implementing decentralized school management, developing necessary facilities and appropriate material resources will lead the way to success. Thus, necessary physical resources with appropriate management should be available at the school.

2.5.2. The Participation of Stakeholder

Stakeholders' participation is the process whereby all those with an interest play role in decision making and in the consequent activities which affect them. Being wider in meaning than community or beneficiary participation, it takes into accounts the interests and concerns of all the people affected by the activity to be implemented.

The current demand for fully and increased local participation in decisions related to educational activities through effective and efficient allocation and utilization of resources is found to be a new culture for educational institutions in general ,and schools, in particular. Stakeholders' participation ensures the implementation of educational plan to be more efficient, effective and sustainable (ODA, 1995).

Under SBM, since decision making authority is decentralized to school and local community, the participation of all stakeholders' in educational activities contributes more to bring the intended outcome (Hill and others, 1990). Therefore, the role of the community, teachers, students, political leaders, NGOs and private investors in implementing educational activities in general, and primary education, in particular, is given considerable attention.

Particularly, the participation of the people at the grass root level (the community) in administrative aspects, creating close relationships with schools, identifying problems and giving timely solutions, maintaining and constructing school plants, supporting financially to run administrative activities and creating mechanisms in increasing access, equity, efficiency and relevance are among the major strategies in promoting primary education activities.

2.5.3. The Existence of Information and Communication Mechanism

In school-based management, responsibility is transferred from central to professionals within the school and local communities. In such a case, schools need information from their clients on their performance so as to identify their strengths, weaknesses and priorities, and be able to improve their career (UNESCO, 2005: 173).

Adequate information facilitates communication mechanisms and open ways for high implementation capacity. Moreover, communication being the life blood of every organization, the role it plays by linking the individual, the group and organization for successful attainment of organizational objectives is vital. For objectives to be met, tasks to be accomplished and decisions to be implemented, communication is given central place in an organization (Lunenburg, 1991).

With regard to this, it could be said that, existence of adequate information and communication mechanism at school level is essential to attain the desired educational objectives.

2.5.4. Support from Higher Authorities

Although the principle of SBM favors self managing approach for school management, support of higher educational authorities is still important.

Meaningful improvement in education system requires support from higher authorities, and continuous negotiations among the different levels of the system. Regarding the support needed from the higher authorities NWREL (2001: 7) explained that “strong support from the higher authority is absolutely necessary for the implementation of school-based management”. The higher authorities are expected to create conducive work environment by communicating with local authorities. Moreover providing technical assistance and resources to schools contributes to implementation of SBM.

2.6. A Brief Overview of School-Based Management in Ethiopia

Ethiopian education system, prior to 1991 was generally characterized by highly centralized, and unresponsive to the needs of its citizen. Following the downfall and replacement of the military government by the Transitional Government of Ethiopia (TGE) in 1991 and later on by the Federal Democratic Republic of Ethiopia (FDRE), among the major changes that were promised and are being implemented, the transition from highly centralized system to decentralized governance is the major one.

The education system which was highly centralized since its time of start in the country has been decentralized with major devolution of powers to the regional and to the sub-regional administrative levels of zonal and woreda education and capacity building offices. In this connection, due emphasis was given to decentralized educational management after the introduction of New Education and Training Policy (ETP) declared in 1994.

Moreover, since education in general and primary education in particular provides a fundamental base for all further schooling and training and its universal availability and quality are central to the human resource capacity of the society, the government of Ethiopia has given prior attention to primary

education in the policy and has taken a number of measures aimed at ultimate goals set in the policy to attain equity, access, efficiency and quality in the system (MOE in Derebssa, 2001). Consequently, in the Ethiopian current context, the primary education continues to warrant top priority, because the system at this level remains weak (MOE, 2002). As Ethiopia took part in World Declaration on Education for All (EFA) in Jomtien (Thailand) in 1990, and in the World Education Forum held in Dakar in April 2000, and reaffirmed her commitment to achieve UPE by 2015, the country considers provision of UPE as one of the key strategies of the poverty reduction and the national development plan of the country.

In this regard, much effort has been made to implement the decentralized educational management system in the country. With the devolution of decision making authority to regional states, the roles and responsibilities of educational organization and management has been changed (Ayalew, 2000). Accordingly, the ministry is responsible for providing professional support, setting national education and policy, setting country wide national standards. On the other hand, regions are responsible in managing primary and secondary schools, Teacher Training Institutes and Junior College. Further more zones, woredas and schools have shared responsibility to implement the policy (Ayalew, 2000).

But much of the authorities to make decisions on different school affairs were not passed to the grass root level organizations. Thus, community participation was eroded and objectives of the policy were not fully achieved. After realizing the weakness of the policy implementation, the ministry has set another revised guideline in 1994 Eth.C. The new guideline briefly and clearly states the roles and responsibilities of MOE, REB, ZED, WEO, Woreda Education and Management Training Board, KETB, Teachers, Teacher representatives, community representatives (PTA) and the school principal. The guideline gives more emphasis for shared or participatory decision-making power at local level.

2.7. The Situation of School-Based Management in Oromia

Oromia, being one of the national regional states of Ethiopia, was established by proclamation No. 7 of 1992. The region has developed its regional constitution (proclamation No 1, 1995a) based on the Federal constitution of August 1995, in accordance to the power constitutionally devolved to the number states of the Federal Government of Ethiopia. In this connection, attempts were made to help exercise the power legally devolved to it and speed up the process of political, socio-economic and cultural development of the region (Jeilu, 2001).

To this effect, the regional education and capacity building bureau, and the zone and woreda education and capacity building offices have responsibilities in managing and implementing the educational system in their respective localities. More specifically, the woreda education and capacity building offices (WECBO) as closest to schools and community, in which the actual implementation of policies and plans are undertaken, were established being accountable for zone education and capacity building office. Accordingly, the woreda education offices have been empowered to carryout the majority of educational activities. The offices have given the mandate to administer the construction and operation of primary and general secondary schools by mobilizing their budgetary and other resources at their disposal (OEB, 2006). The woreda education and capacity building offices have the responsibilities, such as, making technical support to the implementation of educational activities, in fulfilling facilities, textbooks, ensuring community participation, coordinating in-service training for teachers and administrative personnel, administering established schools... etc (Ayalew, 2000, Derebssa, 2001).

Moreover, to ensure community participation and facilitate the management of schools, Education and Training Management Boards has been established at Wored and Kebele levels.

At the school level, Parent-Teacher-Association has been organized to enhance community participation in school activities. However, the desired result in improving the quality of education (providing capable citizens including appropriate knowledge...) has not been attained (OEB, 2006: 9).

To address such problems, the organization and management system of the region has been amended and made to include, representative of community, educational professionals, teachers, and supervisors in the management of schools (OEB, 2006: 9). According to the amendment, communities are empowered to participate in decisions related to teachers' performance evaluation, promotion, and dismissal of teachers and principals, and the other related matters to enable them control and follow up education activities. Moreover, they are empowered to participate in management of resources and participate in the whole development of educational activities in their localities.

Accordingly, at the school level, the management of schools is shared responsibility of community representatives and local authorities composed of Kebele Education and Training Management Board, which includes (representatives of Kebele council, principal of the school, Parent-Teacher Association members, representatives of teachers union, women and youth association), in collaboration with other stakeholders. Hence, the effectiveness of school management depends on the collaborative effort of the professionals at school level and other stakeholders.

CHAPTER THREE

PRESENTATION AND ANALYSIS OF DATA

This chapter deals with presentation and analysis of the data that are categorized in two parts. The first part treats the characteristics of respondents, and the second, deals with the analysis and presentation of the data on the status of school-based management in primary schools.

3.1. Characteristics of the Respondents

As a main source of information, the respondents of the study were zone education department expert, woreda education office officials and experts, primary school principals and deputy principals, teachers, PTA and Kebele Education and Training Board (KETB) representatives.

To get relevant and dependable information, the selection of these representatives was based on their position and their share of responsibility in the management of primary schools in the zone.

For the study, two types of 175 copies of questionnaire; 30 for woreda education office officials and experts, 40 for school principals and deputy principals, and 105 for teachers were prepared and administered. Of this questionnaire; 168 copies (96%) were returned to the researcher. That is, 30(100%) from woreda education office officials and experts, 38 (95%) from school principals and 100 (95.23%) from teachers have been returned. Based on the number of copies returned, it seems that it is sufficient to draw inference from the data and information obtained.

On top of this, to raise the quality of the data and information, group discussions and interviews were conducted with one expert from zone education department and PTA and KETB representatives selected from 6 schools from each sample woredas.

Table 2: Characteristics of Respondents

Item	Teachers		Principals		WEO Officials and Experts		Grand Total	
	No	%	No	%	No	%	No	%
Type of Respondent	100	59.5	38	22.6	30	17.9	168	100
A) Sex								
a. Male	77	77	36	94.74	30	100	143	86.31
b. Female	23	23	2	5.26	-	-	25	14.89
Total	100	100	38	100	30	100	168	100
B) Age								
a. < 20	-	-	-	-	-	-	-	-
b. 21-30	29	29	16	42.1	5	16.7	50	29.80
c. ≥ 31	71	71	22	57.9	25	83.3	118	70.23
Total	100	100	38	100	30	100	168	100
C) Level of education								
a. Grade 10/12	-	-	-	-	-	-	-	-
b. TTI Graduate	59	59	17	44.7	4	13.3	80	47.61
c. Diploma	41	41	21	55.3	24	80	86	51.20
d. First degree	-	-	-	-	2	6.7	2	1.2
Total	100	100	38	100	30	100	108	100
D) Total service years								
a. 1-5 years	23	23	6	15.79	-	-	29	17.30
b. 6-10 years	19	19	9	23.67	4	10.53	32	19.04
c. 11-15 years	22	22	3	7.9	5	13.20	30	17.86
d. 16 years and above	36	36	20	52.63	21	55.3	77	45.83
Total	100	100	38	100	30	100	168	100
E) Service year in current position								
a. < 1 year	-	-	14	36.8	10	33.30	24	35.30
b. 1-2 years	-	-	12	31.6	10	33.30	22	32.35
c. 3-4 years	-	-	7	14.4	6	20.00	13	19.11
d. 5 years and above	-	-	5	13.2	4	13.30	9	13.23
Total	-	-	38	100	30	100	68	100
F) Field of study (training)								
a. EdPM	-	-	-	-	2	6.67	2	1.20
b. Teaching specific subject	100	100	38	100	28	93.33	166	98.80
Total	100	100	38	100	30	93	168	100

The characteristics of the respondents in terms of sex and age, educational level, service year and field of study are depicted in table 2 above. As it can be

seen in the table, the number of male respondents among teachers was three times greater than that of female respondents.

In the same way, out of 38 school principals, only 5.26% were females. Moreover, there was no female respondent from 30 of respondents from woreda education office officials and experts.

As respondents, female representation in this study is quite less in number as compared to that of male respondents. This might be due to the fact that the number of female teachers at primary schools is low compared to male teachers. When it comes to the managerial and principal-ship position, the number of females becomes even lesser than the number of male teachers in primary schools. The fewer number of females in management positions might be resulted from poor participation of females in the education system and lack of proper strategies to promote girls' education.

Age wise, 29 (29%) of teachers, 16(42.1%) of school principals and 5 (16.7%) of woreda education officials were within an age range of 21-30 years. The great majority of teachers, which is about 71(71%), 22 (57.9) of school principals and 25 (83.3%) of woreda education officials belong to 31 and above years old. It seems that, the majority of respondents from the three groups were matured enough to evaluate the existing management system in their respective areas against the issues listed in the questionnaire.

As it is indicated in Table 2 above, regarding educational background of respondents, from teacher respondents more than half, that is, 59 (59%) were TTI graduates whereas about 41 (41%) were diploma graduates.

Concerning educational level of school principals, out of 38 school principals, 17 (44.7%) were TTI graduates while 21 (55.30%) were diploma graduates. With

regard to the qualification of woreda education office officials and experts, 4 (13.3%) were TTI, 24 (80%) diploma and 6.70% owned their first degree.

In terms of total service year of respondents, 23 (23%) teachers and 6 (15.79%) school principals were within 1-5 years of service, while 19 (19%) teachers, 9 (23.67%) school principals and 4 (10.53%) WEO experts were within 6-10 years of service; whereas, 22 (22%) teachers, 7.9% school principals and 5 (13.20%) WEO lie between 11-15 years of service. Besides, 36 (36%) teachers, 20 (52.63%) school principals and 21 (55.3%) WEO experts had an experience of more than 16 years.

Principals and WEO experts were also asked to indicate their experience on their current position. Accordingly, 14 (36.80%) school principals and 10 (33.30%) WEO experts had experience of less than one year on their current position, while 12 (31.60%) school principals, and 10 (33.30%) of WEO experts had experience of 1-2 years on their current position. Others, 7 (14.40%) school principals, and 6 (20%) WEO experts had experience of 3-4 years on their current work position. In general more than half of the school principals, that is, 26 (68.40%) and 20(66.60%) of WEO officials and experts had an experience of less than 2 years on their current managerial position.

This means that the most important decision-making levels, schools and WEO offices lacked management personnel that had experience on provision of effective and management system to their respective levels and stakeholders. Generally speaking, the more personnel work on their position for longer time, the better they get experience in their work area.

Like wise, woreda education office officials and experts, and school principals were asked to fill their field of study. As it is indicated in Table 2, only 6.67% of woreda education officials were EdPM graduates, whereas 36 (93.33%) of them were teachers in specific subject. In case of school principals, 38 (100%)

were subject teachers. From this it is possible to infer that experts working at woreda education office and majority of school principals had no training in the field of educational management. However, as educational leadership is a specialized job, it needs specialized training in this line.

3.2. Analysis and Interpretation of Data on SBM

3.2.1. Roles Performed by School Principals in SBM

Contemporary educational reform toward SBM places great importance on effective leadership and management of schools. The reason for this position is that, an orderly school environment, which is efficient and well managed, provides the pre-conditions for enhanced student learning. This form of leadership is associated with the leadership role of the school principal (Harris and Muijs, 2005). It has been assumed that the principals' leadership ability or skill is critical in promoting school improvement, change and development. The principal is expected to create a climate that conveys participatory management in which other stakeholders (teachers, parents and local community) feel that they share responsibility for all aspects of school life (McKeon and Malarze, 1991).

To this effect, this section is intended to investigate whether or not the school principals in primary schools of the zone under study are carrying out their role effectively and efficiently in the management of schools. Accordingly, to determine the extent of their performance, about 9 task areas that are assumed to be carried out by school principals were presented to be rated by five point scales: very high= 5, high= 4, medium= 3, low= 2 and very low= 1. For the sake of analysis the scale was converted to three points scale as: high= 3, medium= 2 and low= 1. On this scale, high score implies high performance. For the ease of analysis, the obtained mean values were interpreted as 1.0-1.75=low; 1.76-2.25=medium and 2.26-3.0= high. ANOVA test was used to see whether there was statistically significant difference between the opinions of the respondents in examining the role of school principals in the management of schools.

Table 3: Major Roles of School Principals

Item No	Roles Performed		Type of Respondents			Grand Mean	F-ratio
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)		
1	Principal ability in establishing goal and purpose of school	M	1.60	1.58	1.63	1.60	0.042
		S.D	0.739	.793	.850		
2	The role of school principal in creating conducive work environment	M	1.51	1.97	1.87	1.68	*6.369
		S.D	0.732	.753	.819		
3	School principals ability in coordinating staff to solve the problem of school	M	1.63	1.84	1.77	1.70	1.127
		S.D	0.774	.823	.774		
4	School principals ability in sharing information	M	1.82	1.97	1.67	1.83	1.191
		S.D	0.845	.788	.758		
5	The school principals' role in encouraging participatory decision-making approach	M	1.43	1.63	2.13	1.60	*10.891
		S.D	0.7	.751	.776		
6	The role of school principal in promoting school based staff development	M	1.52	1.58	1.53	1.54	0.084
		S.D	0.759	.758	.730		
7	School principals' ability in supervision	M	2.22	2.21	2.03	2.18	0.649
		S.D	0.871	0.577	.809		
8	The school principals' role increasing reward mechanisms for effort of teachers	M	1.42	1.68	1.70	1.53	3.199
		S.D	0.606	.755	.794		
9	The role of school principal in mobilizing community to support schools	M	2.37	2.37	2.30	2.36	.131
		S.D	.734	.751	.794		

N=168 Significant at alpha level ≤ 0.05 and DF between 2 and 165 for teachers, principals and WEO. Mean 1-1.75= low, 1.76-2.25= Medium; 2.26-30= high

Establishing clear goal and purpose of school with staff and community is one of the tasks of school principal. Such collective goal is believed by many that it helps to focus attention on what is important, motivates staff and increases sense of shared responsibility for students learning.

However, as indicated in Table 3 above, the school principals' ability in establishing the goal and purpose of school was rated as low (Grand mean= 1.60) by all respondent groups. The computed ANOVA value (0.042) at 0.05 p value did not show statistically significant difference between the respondent groups.

Since better work environment is a pre-requisite for teaching learning to occur, school principals are expected to create favorable work environment for

teachers. Based on this premise respondents were also asked to rate the level of school principals performance in creating conducive work environment for teachers. Accordingly, teachers indicated low performance (mean= 1.51) whereas principals and WEO rated the level of school principals' performance in this aspect as medium (Mean= 1.97 and 1.87) respectively. That is, both school principals and WEO rated medium in favor of the existence of better work environment in schools while teachers rated as low existing. This might be resulted from WEO's and principals' inability to realize the existing work environment of schools, that might brought dissatisfaction of teachers and other bodies.

Moreover, as indicated in item 3 of Table 3, the respondents assured that the role of school principals in coordinating staff to solve the problems of the school was rated as low (Grand Mean= 1.70) by respondent groups. The comparison of mean result of ANOVA value (1.12) at 0.05 p did not show statistically significant difference between respondent groups. This means that all the respondent groups have nearly similar perceptions regarding principals' low performance in coordinating staff.

On the other hand, school principals role in sharing information with their staff members was rated as medium (Grand Mean= 1.83). According to the result of the data obtained from the respondent groups, there was no statistically significant difference among the perception of the respondent groups at ANOVA value (1.91) and 0.05 p value. This means that all the respondents have almost similar perceptions concerning principals' low performance in sharing information with their staff. However, different school effectiveness research result indicated that school principals have to communicate with their staff and share information to their staff issues that affect their schools (McKeon, and Malarz, 1991). Because, sharing information with staff and other stakeholders is a useful instrument to know the progress the school is making toward meeting its goals and how customers perceive its service.

School-based decision-making, as one aspect of creating autonomy in schools, initiates more authority in individual schools through the adoption of more participatory decision making process. Therefore, school principals are required to ensure participatory decision-making approach in schools. With regard to school principals ability and initiation in encouraging participatory decision making process, as indicated in item 5 of table 3, the data obtained from respondent groups of teachers and principals indicate low performance in this aspect (Grand Mean= 1.60) whereas WEO respondent groups rate medium (mean = 2.13). The result of ANOVA test computation showed that there was statistically significant difference among respondents at ANOVA value (10.891) and 0.05 p value. To test which one of the groups is different, Tukey's HSD post hoc comparison was computed and the result showed that WEO (Mean value= 2.13) was different from the other two groups. This might be attributed to lack of having the true picture of schools by WEO as far as decision-making process is concerned in schools. This might mean that WEO was not giving necessary technical support in raising participatory decision-making approach in schools. As to McKeon and Malarz (1991), a principal who succeeds in extending participatory decision making initiative gains different sort of power- the power gained through consensus building.

Item 6 of table 3 indicates the result obtained from respondents with regard to school principals' role in promoting school-based staff development. The result of the data indicated that the role of school principals in promoting school-based staff development was low (Grand mean= 1.54). There was no statistically significant difference among the three groups concerning their judgment on school principals' task in ensuring school-based staff development. Through discussion held with respondents they indicated that even though cluster based teachers' professional development was started, it was not satisfactory. Teachers are at the center of any improvement effort. This improvement effort requires realizing the professional development need of teachers (Kydd, et al,

2000). Hence school principals are expected to create the conditions which enable teachers and pupil to achieve effective learning .

Under SBM, among other managerial attributes of school principal is his educational leadership role. As an educational leader, the school principal is required to deal with the instructional process, providing supportive and supervisory role. With regard to principals' task in providing supervisory role to their staff, the data obtained from respondents indicated that the performance of school principals in this aspect was medium (Grand mean= 2.18). There was no statistically significant difference among respondents. This means that principals did not concentrate on their major role in school that is, providing professional support in instructional process.

School staff needs to be highly motivated and prepared if they are to meet the demands of schools and students. Teachers are the most valued resources in the teaching profession. They do not only need to be acknowledged for talents, skills and abilities, but also must be allowed and encouraged to employ their talent for the improvement of students' outcome. Motivated teachers improve classroom management, increase the ability to help students, and increase their sphere of participation in school activities. However, the school principals' role in creating reward mechanisms for effort of teachers was rated as low (Grand mean= 1.53) by all respondent groups. The computed ANOVA value did not show statistically significant difference between the respondent groups. This means that all the respondent groups have similar suggestion concerning the extent of reward mechanisms practiced in primary schools of the zone under study. This means that the effort of teachers was not recognized and acknowledged. Such condition in turn would result in reduction of effort in teachers. Thus, the lack of reward could be an impediment to success of SBM.

Mobilizing the local community and other stakeholders to extend the necessary support to schools is among the responsibility of school principals (OEB, 2006).

The performance of the school principals with regard to mobilizing the local community was rated high (Grand mean= 2.36) by the respondent groups. This might be attributed to the effort made by school principals to overcome their financial constraints they might have faced in carrying out educational activities.

In general, as indicated in table 3, out of 9 task areas that are assumed to be carried out by the school principals , 6 (66.67%) was rated as low, 2 (22.2%) as medium and 1(11.1%) as high. Therefore, it is possible to conclude that the role of school principals in school management in primary schools of the zone was low. Such problem might be attributed to lack of trained and experienced school principals or lack of necessary support from other stakeholders, specifically WEO.

As educational leadership is a specialized job, without specialized training in this line, proper leadership in education could not be possible. Therefore, principals should have proper professional knowledge to help improve the pedagogical aspect as well as the learning needs of students. The school principal must be a successful professional entrepreneur, a skilled mediator and an effective agent of change (Harris and Muijs, 2005).

To assess whether the assignment of school principal takes into consideration the professional background and work experience of individuals in line with leadership role or not, questions concerned with responsibility to assign principals and criteria used in assignment of principals, was included in the questionnaire.

Table 4: Principals Assignment Criteria

No	Item	Respondents						Grand Total	
		Teachers (N= 100)		School principals (N= 38)		WEO (N=30)			
		No	%	No	%	No	%	No	%
1	Responsibility to assign school principals								
	1. WEO	79	79	34	89	19	63.3	132	78.6
	2. WAC	15	15	3	7.9	11	36.7	29	17.3
	3. KETB	5	5	2	5.26	-	-	7	4.2
	Total	100	100	38	100	30	100	168	100
2	Criteria used to assign school principals								
	1. Managerial Competence	13	13	12	31.57	8	26.67	33	19.64
	2. Recommendation of local authorities	70	70	21	42.10	18	60	109	64.9
	3. Merit	10	10	5	13.20	4	13.3	19	11.3
	4. Teachers interest	7	7	-	-	-	-	7	4.2
	Total	100	100	38	100	30	100	168	100
3	Suggestion to assign school principals								
	1. Staff election	31	31	4	10.5	7	23.3	42	25
	2. Assigning on merit	51	51	24	63.15	17	56.67	92	54.8
	3. PTA and KETB Assignment	18	18	5	13.15	6	20	29	17.3
	4. Through competition			5	13.15	-	-	5	2.98
	Total	100	100	38	100	30	100	168	100

N = 168

As indicated in Table 4 above, majority of the respondents, that is 79 (79%) of teachers, 34 (89%) of school principals and 19 (63.3%) of WEO respondents assured that the responsibility to assign school principals rested up on WEO. Others, 15 (15%) teachers, 3 (7.9%) school principals and 11 (36.67%) WEO respondents expressed that Woreda Administrative Council to be responsible body to assign school principals.

On the other hand, respondents were asked to indicate the criteria used in assignment of school principals. Accordingly, majority of the teachers, that is, 70 (70%) teachers, 18 (60%) WEO respondents, and 16 (42.10%) school principals indicated that recommendation of local authorities had been used as a criteria for the assignment of school principals. Others, 8 (26.677%) principals, 13 (13%) teachers and 12 (31.57%) WEO respondents indicated that managerial competence of the individuals was used as criteria.

In addition, respondents were asked to suggest how principals have to be assigned. Accordingly, more than half of the respondents, 51 (51%) teachers, 24 (63.15%) school principals and 17 (56.67%) WEO respondents suggested that the assignment of school principals be merit based. Others, 31 (31%) teachers, 4 (10.5%) principals and 7 (23.3%) of WEO respondents suggested that the assignment of principals to be based on teachers interest.

Based on the response of the majority, it could be possible to argue that the criteria mostly used in principals' assignment was inclined to local authorities' recommendation than professional quality of the individuals.

As implied at the outset of this part, principal-ship requires professional background and knowledge of managerial skills. Hence, it is better that the assignment criteria considers the professional background of the individuals and merit in addition to other requirements.

3.2.2. Teachers Role in SBM

School-based management is a contemporary effort in education whose aim is achieving student improvement by shifting resources and decision-making authority away from the center to the school groups (teachers, parents and other stakeholders) (CPRE, 2000). The shift toward SBM encourages the participation of teachers and professionals so that performance of schools be improved.

Under SBM, the role of teachers, which was limited within the wall of classroom is changed and teachers gain greater voice in decision that affect schools (McKeon and Malarz, 1991). They are expected to participate in goal formulation, and development planning, policy formulation, curriculum development and instruction. Table below deals with the rating of teachers' role and participation in SBM.

Table 5: Roles of Teachers in School Management

No	Areas of Participation		Type of Respondents			Grand Mean	F-ratio
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)		
1	Teachers role in planning school activities	M	2.35	2.32	2. 23	2.32	. 533
		S.D	. 730	. 739	. 817		
2	The role of teachers in decision making areas of school activities	M	1.54	1.47	1.93	1.6	3*.845
		S.D	. 731	. 762	. 785		
3	In school budget activities	M	1.42	1.53	1.6	1.48	. 865
		S.D	. 699	. 725	. 724		
4	In managing discipline	M	2.47	2.5	2.33	2.45	. 539
		S.D	. 717	. 647	. 758		
5	In policy formulation	M	1.4	1.45	1. 43	1.46	. 040
		S.D	. 674	. 686	. 679		
6	In curriculum development	M	1.39	1.58	1.83	1.51	4*. 99
		S.D	. 723	. 642	. 834		
7	In monitoring and evaluation of school performance	M	1.9	2.32	2. 30	2.07	5*. 847
		S.D	. 759	. 806	. 783		
8	In creating team work practice	M	2.18	2. 11	1. 83	2.1	2. 33
		S.D	. 857	. 509	834		
9	In mobilizing community to support schools	M	1.57	1.82	1 65	1.65	1. 589
		S.D	. 742	. 801	. 774		

N= 168. Significant at alpha level ≤ 0.05 Df between 2 and 165 for teachers, principals and WEO
Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High

With the belief that teachers are participants in the management of school, task areas in which teachers are expected to participate in, were included in the questionnaire to be rated by respondent groups. Accordingly, as indicated in item 1 of table 5, teachers participation in planning school activities was rated as high (Grand mean= 2.32) by the respondent groups. The comparison of mean result of ANOVA value (.553) at 0.05 p value did not show statistically significant difference between the responses of respondents. This means that there is an agreement of responses on the level of teachers' participation in planning school activities.

On the other hand, participation of teachers in decision making areas of school activities was rated as low by teachers (Mean= 1.54) and school principals (Mean= 1.47), while it was rated medium (Mean= 1.93) by WEO. The result of mean comparison showed that statistically there was significant difference among the responses of the groups.

Tukey's post hoc test showed that the difference was between WEO (Mean value= 1.93) on one hand and teachers (Mean value= 1.54) and principals (Mean value= 1.47) on the other. This might be resulted from WEO's lack of strong relation and information on the level of teachers' participation in the management of schools. The reasons for teachers low participation, on the other hand, may be attributed to non-participatory leadership style of the principal or lack of interest on the side of teachers.

Like wise, teachers participation in school budget preparation as the data obtained from respondents revealed, their participation in this aspect was also low (Grand mean= 1.48). The computed ANOVA test value (.805) at 0.05 p value did not show statistically significant difference among respondent groups with regard to their perception on teachers' participation in budget preparation. This means that, teachers who are the front line actors, did not share their views to schools' budget preparation and designing source of income. Such condition in turn could influence teachers in extending their effort while implementing the plan.

Regarding the role of teachers in managing student discipline, the result of data obtained from respondents revealed that their participation in this aspect was high (Grand mean= 2.45). The computed ANOVA test (.539) at 0.05 P value did not show statistically significant difference among respondents. This agreement in responses might be attributed to teachers' role in working as home room teacher, and take responsibility in following up their students and contact they had with parents of each student.

On the other hand, teachers' role in policy formulation (Grand means= 1.46) was responded negatively by all respondent groups; whereas teachers participation in curriculum development was rated low (Mean = 1.39 and 1.58) by teachers and principals respectively, while WEO rated as medium (Mean= 1.83). The perception difference of WEO from other two groups might be resulted from

WEO's lack of understanding about role of teachers and level of participation in curriculum development.

In general, the low level of teachers' participation in curriculum development and policy formulation might be attributed to the centralized nature of such tasks. As to UNESCO, (1999) under SBM, decisions related to curriculum development and policy formulation are among issues that have to be decentralized to schools. This means that the curriculum design would have to be based on local context and interest based.

Teachers as educational professionals are expected to participate in the evaluation and monitoring of their school performance. However, as indicated in table 5, item 7, the data obtained from respondents indicated medium (Grand mean= 2.07). Comparison of means at ANOVA value (5.847) at 0.05 p indicated that there was statistically significant difference among respondent groups. The Tukey's HSD post hoc comparison was computed to identify the group that was significantly different. The result showed that there was significant difference between teachers (Mean value= 1.90) on one hand and principals (Mean value= 2.32) and WEO (Mean value= 2.30) on the other. This means that principals and WEO who are at the managerial position perceived teachers participation in monitoring and evaluation of school medium while teachers rated their participation low. This might be resulted from either school principals and WEO's failure to realize the level of teachers' participation or escaping their responsibility in making teachers participate in such activities.

Teachers' role in creating team work practice, as indicated in table 5, item 8 was also rated as medium (Grand mean= 2.07). This might also be attributed to either lack of school-based staff development practice that bring teachers close together to work in groups and share experiences, or unfavorable work environment in schools.

On top of this, teachers' role in mobilizing community to support schools (Grand mean= 1.65) was evaluated as low. This might also be attributed to lack of awareness in teachers to consider such tasks as their role or lack of ability to co-ordinate teachers on the side of the school principals.

In general, as indicated above, out of 9 task areas in which teachers are assumed to participate, 5 (55.56%) was rated as low, while 2 (22.22%) medium, and 2 (22.22%) was rated as high. From this it might be possible to conclude that the participation of teachers in school management was not to the expected level. In recent years, research on school development and change has led to strong and compelling peals for dramatically different roles of teachers, including increased leadership roles. Such work emphasizes the need for teachers to extend their sphere of influence beyond the classroom and in to school-wide leadership activities (Harris and Muijs, 2005). However, as the result of data obtained from respondents showed, the participation of teachers in leadership roles seem to be contrary to the fact revealed in school effectiveness studies.

3.2.3. Reasons for Teachers' Low Participation in SBM

Experience has shown that teachers' participation in decisions that affect their school motivates teachers and creates a sense of belongingness in teachers. This in turn creates feeling of satisfaction and makes teachers to enjoy their school. However, teachers' participation in school management could be constrained by many factors. To this effect, teachers and principals were asked to respond on factors that had constrained teachers' participation in school management.

Table 6: Reasons for Teachers' Low Participation in School Management

No	Reasons	Respondents				Grand Total	
		Teachers (N= 100)		Principals (N=38)			
		No	%	No	%	No	%
1	Principals do not want to involve teachers	20	20	-	-	20	14.50
2	Heavy workload on teachers	47	47	14	36.81	61	44.20
3	Teachers' lack managerial skills	-	-	-	-	-	-
4	Teachers' lack of interest	-	-	10	33.33	10	7.25
5	Lack of reward for teachers effort	33	33	14	36.84	47	34.05

N= 138

Accordingly, as indicated in Table 6 above, 47 (47%) teachers responded that the cause for teachers low participation as heavy work load in schools, while about 33 (33%) of them expressed that lack of reward for their effort had limited their participation in the management of schools. 20 (20%) teachers, on the other hand, indicated that principals' unwillingness to involve teachers in such managerial activities.

Principals also were asked to comment on the reasons for teachers' low participation. Accordingly, 10 (33.33%) school principals pointed out that teachers' lack of interest as the cause for their low participation. Others, that is, 14 (36.84%), school principals reported that lack of reward for teachers as the cause for teachers low participation, while 14 (36.84%) of them mentioned heavy work load on teachers as the cause for their low participation. As it can be realized from the response of the two groups, heavy work load and lack of reward for teachers' effort are common reasons forwarded by the two groups.

Lack of interest in teachers to participate in management might also be attributed to lack of reward mechanisms in schools while principals' unwillingness to participate others might be resulted from principals' lack of managerial skills in working with other members.

3.2.4. The Role of KETB and PTA in School Management

Under school-based management, parents and community representatives are among the front line constituents of education (NWREL, 2001). They are necessary resources for school improvement. Parents and community members become involved in establishing the school vision, mission, and program through their role of school board (MacKeon and Malarz, 1991). According to Educational Organization and Management, Community Participation and Finance Guideline (MOE, 2002) KETB and PTA have been established to implement various responsibilities for managing primary schools. They are required to strengthen community school relationship, create good learning environment, increase community support to schools and co-ordinate several other activities. Based on this fact, task areas in which PTA and KETB are expected to participate in, were included in the questionnaire to be rated by the respondents.

Table 7: Roles of KETB and PTA in School Management

No	Task areas		Type of Respondents			Grand Mean	F-ratio
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)		
1	KETB and PTAs role in planning	M	1.41	1.47	1.90	1.51	5*.489
		S.D	.712	.687	.759		
2	In decision making	M	1.48	1.37	1.83	1.52	4*.209
		S.D	.689	.675	.699		
3	In examining and approving budget	M	2.42	(2 29)	2.40	2.39	1.553
		S.D	.699	.802	.724		
4	In managing students' discipline	M	2.47	2.50	2.33	2.45	1.044
		S.D	.717	.647	.758		
5	In implementation of school activities	M	1.47	1.50	1.77	1.53	2.145
		S.D	.674	.726	.728		
6	In monitoring and evaluation of school performance	M	1.31	1.29	1.80	1.39	7*.818
		S.D	.615	.611	.664		
7	In mobilizing community to support schools	M	1.40	1.55	1.60	1.47	1.119
		S.D	.711	.795	.834		

N= 168 . Significant at alpha level ≤ 0.05 Df between 2 and 165 for teachers, principals and WEO

Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High

Besides strengthening community school relationship, PTA and KETB members are supposed to participate in planning, decision-making, budgeting, and monitoring and evaluating school performance. This will enable them to develop a sense of belongingness and acceptance during implementation, learn from experience and accomplishment for continuous improvement. However, as indicated in the table above, the role of PTA and KETB in planning school activities and decision making area in primary schools of the zone under study, was rated low (Grand mean= 1.51 and 1.52) respectively. The comparison of mean at ANOVA value (5.489) for item 1, and (4.209) for item 2 at 0.05 p showed statistically significant difference among respondent groups with regard to PTA and KETB participation in planning and decision making areas of school. The Tukey's HSD post hoc test showed that the difference was between teachers and school principals on one hand, and WEO on the other. That is, teachers and school principals rated PTA and KETB participation in planning and decision making as low while WEO's rated as medium in both cases. This might be resulted from lack of contact with each school on the side of WEO to get the actual reality about participation of PTA and KETB in school management.

On the other hand, their role in examining and approving school budget and in managing student discipline (Grand mean= 2.39 and 2.34) respectively was high. Statistically, there was no significant difference among respondent groups regarding the results of the two items. This means that all the respondent groups have nearly similar perception about the issue under discussion. This might be for the reason that decision-making on such issues could not be carried out without the knowledge of PTA and KETB.

On top of this, the summary of respondents view on PTA and KETB participation in implementation of school activities, (Grand mean= 1.53) was rated low by all respondent groups. Their participation in monitoring and evaluation of school performance, on the other hand, was rated low by teachers

(Mean value= 1.31) and school principals (Mean value= 1.29), while WEO's rated it medium (1.80). This might have also resulted from lack of having actual picture of PTA and KETB's participation in monitoring and evaluation of schools on the side of WEO. Besides, PTA's and KETB's participation in mobilizing community to support schools was rated low (Grand mean= 1.47) by all respondent groups. This means that they did not carryout one of their major responsibilities in strengthening community support to schools.

In general, out of 7 task areas presented to be rated by the respondent groups, 5 (71.43%) of the task areas was rated as low. These are: PTA's and KETB's role in planning, in decision making, in implementation of school activities, in monitoring and evaluation of school performance and in mobilizing community to support schools. 2 (28.60%) of the task areas was rated as high. These are in examining and approving school budget and managing students' discipline. Hence, it could be possible to conclude that, the role of PTA and KETB in school management in the primary schools of the zone under study was not to the expected level.

In the interview and discussion held with KETB and PTA members selected from sample schools, the respondents forwarded the following factors or reasons for KETB's and PTA's low involvement in the management of schools. These are: lack of awareness about their role and responsibilities; low level of educational background; assuming education as purely governments' responsibility; lack of compensation for the hours they spent on schools' duty; giving more priority to their own jobs than executing boards responsibility, and; giving more attention to other government and social responsibilities and considering boards' duties as secondary job.

3.2.5. The Role of WEO in Promoting SBM

Under school based management, decision making authority is delegated to the school. However, the higher authorities are expected to support schools in

promoting school-based management. As to NWREL (2001), encouraging bottom-up change, offering technical support, locating and providing resource material and evaluating and monitoring school performance are among the major functions of the district (Woreda education office) authorities.

Accordingly, questions related to task area of WEO were included in the questionnaire to see whether WEO are providing the necessary support to schools or not in strengthening the management of schools.

Table 8: Roles of WEO in Promoting SBM

No	Task areas		Type of Respondents			Grand Mean	F-ratio
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)		
1	WEO's role in providing clear guidelines	M	1.52	1.53	1.77	1.57	1.492
		S.D	. 689	. 647	0.817		
2	In assigning the required resources	M	1.56	2.21	2.13	1.81	14*.445
		S.D	. 701	. 741	. 819		
3	In providing technical supports	M	1.52	1.63	2.6	1.74	31*.049
		S.D	. 674	. 675	. 621		
4	In providing training for PTA and KETB, principals and teachers	M	1.4	1.74	1.8	1.55	6*.063
		S.D	. 603	. 675	. 714		
5	In delegating authority to schools in planning	M	2.42	2.63	2.33	2.45	7.875
		S.D	. 713	. 633	. 874		
6	In delegating authority on budget to schools	M	1.3	1.37	1.83	1.45	6*.441
		S.D	. 587	. 633	. 74		
7	In delegating authority in curriculum development	M	1.39	1.53	1.7	1.48	2.625
		S.D	. 665	. 687	. 651		

*N= 168. Significant at alpha level ≤ 0.05 DF between 2 and 165 for teachers, principals and WEO
Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High*

As it is revealed in the above table, the role of WEO in providing clear guidelines for schools (Grand mean= 1.57) was low. The computed ANOVA at p 0.05 did not show statistically significant difference between the respondent groups. This means that there exists agreement on the responses in terms of lack of clear guidelines which is one of the main problems in implementing policies at the grass root level. This might be resulted from lack of trained and experienced personnel at WEO or escaping their responsibility in providing clear work guidelines for schools.

Schools, in order to carry out their roles properly, require different resources. However, as responded by the respondent groups, WEO's role in providing the necessary resource to schools was rated low (Mean= 1.56) by teachers, and medium by principals and WEO (Mean= 2.21 and 2.13) respectively. This means that the perception of teachers was different from principals and WEO's with respect to WEO's resource provision. This might be resulted from lack of clear communication between teachers on one hand and principals and WEO on the other.

As to the Educational Organization, Community Participation and Finance Guideline of MOE (2002) and OEB (2006), WEO's are supposed to provide technical support through their supervisory role, and organize symposia, seminars and training workshops that discuss on educational problems at woreda level and on ways of enhancing community participation. However, as indicated in table 8, item 3, the role of WEO in providing technical support to schools was responded negatively by teachers and principals (Mean value = 1.52 and 1.63) respectively while WEO rated their performance in this aspect positively (Mean value =2.60). However, in the discussion held with teachers and principals, they indicated that they did not get necessary technical support from WEO. This might be resulted from WEO's malfunction in carrying out their responsibility. This condition in turn may hurt the management of schools and the teaching learning process.

Besides the role of WEO in providing training for KETB and PTA, principals and teachers was rated low (Mean = 1.40 and 1.74) by teachers and principals respectively whereas WEO rated their performance as medium (Mean = 1.80). The reason for this also might be related to the reason discussed in item 3 of the same table.

On the other hand, the role of WEO in delegating authority to schools in planning their school activities was indicated as high by all the respondent

groups. However, mere delegating authority without the necessary resource capacity seems to be meaningless. In order to be implemented, planning should be accompanied by necessary resources.

Different researches conducted on the implementation of school based management revealed that three critical elements, budget, curriculum and selection of staff be delegated to schools (McKeon and Malarz, 1991). However, as indicated in table 8, item 6, the role of WEO in delegating authority on budget was rated as low (Mean = 1.30 and 1.37) by teachers and principals respectively, and medium (Mean =1.83) by WEO. This might be resulted from WEO's mis-conception about delegation of authority on budget to schools. Besides the role of WEO in delegating authority in curriculum development was low (Grand mean = 1.45). In general, it might be possible to conclude that authority in budget and curriculum was not decentralized to the grass root level (schools). Moreover, as revealed in the above table, the WEO did not carryout their role in providing clear guidelines, technical support, training for PTA and KETB members as intended. This condition might have constrained the successful implementation of SBM.

3.2.6. Resource Capacity of Schools

Education as a social activity and where, nowadays, primary education has been given priority and more emphasis in connection to nation's development, the need to implement it requires adequate resource.

In the context of the study or resource capacity refers to the degree to which schools have the skilled manpower, financial and material resources (equipments) to carryout educational activities properly. Based on this fact, factors were administered to be rated by teachers and principals based on their own situation.

3.2.6.1. Human Resources

To assess whether schools have the required human resource for each educational level or not, data was obtained from respondents through questionnaire. The result of the data obtained from respondents is indicated in the table below.

Table 9: Views on Human Resource Capacity of Schools

No	Resource Areas		Respondents		Grand mean	t-
			Teachers (N=100)	Principals (N=38)		
1	Availability of trained teachers for (1-4)	M	2.24	2.42	2.29	-1.158
		S.D	.842	.758		
2	Availability of trained teachers for (5-8)	M	1.42	1.47	1.43	-0.418
		S.D	.669	.687		
3	Availability of supportive staff (5-8)	M	1.46	1.71	1.53	-1.85
		S.D	.702	.732		
4	Availability of experienced and trained principals in school management areas	M	1.52	1.89	1.62	2*.588
		S.D	.745	.798		

N= 138. Significant at alpha level ≤ 0.05 Df between 1 and 136 for teachers, and principals

Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High

As indicated in the table 9 above, the availability of primary school (1-4) teachers in the zone was rated as high (Grand mean= 2.90) by both respondent groups. Hence, it might be possible to say that the availability of primary school teachers (1-4) in the zone in terms of quantity is promising. On the other hand, as revealed in table 9 above, the availability of trained teachers for 2nd cycle (5-8) primary schools, other supportive staff and trained school principals (Grand mean 1.43, 1.53, and 1.62) respectively was rated low by teachers and school principals. As to Educational Organization and Management, Community Participation and Finance Guideline MoE (2002), 2nd cycle primary school teachers (5-8) should be diploma graduates. However, the desired number of second cycle primary school (5-8) teachers in the zone was not fulfilled. In support of this, the documentary analysis revealed that in 1995 E.C, out of 685 teachers found in 2nd cycle primary school of the zone, only 86 (12.6%) of them fulfilled the standard. In the same way, in 1996, out of 701

teachers who were teaching in 2nd cycle (5-8) primary schools, only 82 (11.7%) fulfilled the required qualification (OEB, 2003/04).

According to the guide line, 2nd cycle primary schools (5-8) need to have other supportive staff like librarian, property section head, typist, cashier... etc. However, the availability of such personnel was rated as low. The absence or lack of such personnel will maximize work load on school principals and others who are working in managerial positions.

On top of this, the availability of trained school principals was rated as low. That means, the managerial position at school level was not fulfilled by required personnel as per the guideline. The t-test result of item 4 table 9 showed that the computed t-test value was greater than the table value. This means that statistically there was significant difference between the perceptions of the two groups concerning the availability of qualified school principals in schools. Teacher respondents rated the existence of qualified principals low (Mean= 1.52) whereas principals rated medium (Mean= 1.89). This might be resulted from school principals' perceiving themselves qualified and fitting the position. In general, it could be possible to infer that lack of trained and experienced personnel at grassroots level (at the school), might have affected the management of schools.

3.2.6.2. Financial Resources

Availability of adequate finance to run educational activity is the other resource aspect needed to schools. As indicated in the table over leaf, the availability of sufficient budget, the budget allocation scheme used by WEO to allocate budget to schools, timely availability of the budget and effective and efficient utilization of the existing finance was administered to teachers and school principals.

Table 10: Views on Financial Resource Capacity of Schools

No	Resource area		Type of Respondents		Grand Mean	t
			Teachers (N=100)	Principals (N= 38)		
1	Availability of budget to carryout educational activities	M	1.52	1.66	1.56	-0.998
		S.D	. 717	. 745		
2	The extent that the budget allocation scheme considered school development plan and number of students	M	1.49	1.74	1.56	-1.854
		S.D	. 659	. 795		
3	Timely availability of the required budget	M	1.62	1.45	1.57	1.22
		S.D	. 776	. 645		
4	Effective and efficient use of the available budget	M	2.03	2.55	2.17	-3*.226
		S.D	904	. 686		

N= 138. Significant at alpha level ≤ 0.05 Df between 1 and 136 for teachers, and principals

Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High

As it is indicated in the table above, the availability of adequate budget (Grand mean= 1.56), the extent that the budget allocation scheme considered schools' development plan and number of students (Grand mean= 1.56) and the timely availability of the allocated budget (Grand mean= 1.75) was rated low by respondents. This implies that shortage of educational finance was among the major threats to the management of primary schools. Budget allocation scheme as of the guide line of OEB (2006) was up to 10 Birr (1-4) and 15 Birr (5-8) per students respectively yearly. This was not realized and remained remote goal. On the other hand, teacher respondents indicated that the extent of using the allocated budget effectively and efficiently as medium (Mean= 2.03), whereas principals rated high (Mean= 2.55). The t-test result for item 4 of table 10 revealed that the computed t-test value was grater than the table value. This implies that statistically there was significant difference between the responses of the two groups concerning the effective usage of the available budget. This means that, teachers rated the extent of budget usage medium (Mean= 2.03) while school principals rated it high (Mean= 2.55). This might be resulted from information gap between teachers and school principals. Matching the responsibilities of employees and/or participants of work establishment with an

equal authority is a major issue of decentralized school management/school-based management. Financial resource is, among others, an essential input to empower personnel at the grassroots level of the system (Hanson, 1989). However, as indicated in the above table, financial resources are neither decentralized nor properly allocated to schools based on schools' development plan and priority.

To cross-check the amount of budget that WEO allocates to schools and how much schools had received, questions were included in the questionnaire and administered to WEO and school principals.

According to the data obtained from respondents regarding what percent of WEO's operating budget is allocated to schools, 10 (33.33%) WEO officials and experts responded that they allocate less than 20% of their budget to schools and 5 (16.67%) WEO officials and experts indicated that they allocate 20-30% of their operating budget to schools. 9 (30.70%) WEO, on the other hand, replied that they allocated 30-40% of their operating budget to schools.

On the other hand, 21 (55.30%) of school principals reported that they receive less than 20% of the budget (in kind) allocated for them and 5 (13.20%) of the school principals indicated that they get 20-30% of their budget from WEO. Others, 12 (31.58) of school principals responded that no operating budget was allocated to schools from WEO. In general, as indicated by 10 (33.33%) WEO personnel and 22(55.30) school principals, and Grand total 31 (45.60%) of both respondent groups, WEO had been allocating less than 20% of their operating budget to schools.

From this, it could be possible to conclude that the amount of budget allocated to schools from WEO was not satisfactory. Besides, the allocation scheme used by WEO was not uniform. This might be attributed to either lack of clear implementation guidelines or lack of monitoring and evaluation from the next

hierarchies in the system to follow how budget was allocated and be used for the desired purpose.

Table 11: Rank Order of Schools' Source of Revenue

No	Revenue Sources	Teachers and principals N=138		Rank
		Weighted scores	Weighted mean	
1	Aid from NGO's	253	1.83	5
2	Schools self help	463	3.34	4
3	Government budget	482	3.49	3
4	Community monetary contribution	527	3.82	1
5	Community labor contribution	493	3.57	2

Sustainability of autonomous decision making power of schools cannot be ensured without reliable source of income. Schools should have dependable source of income inline with their development plans.

As indicated above, teachers and principals were asked to rank schools' source of revenue based on the actual condition of their schools' from the highest to the lowest level (1st- 5th).

Accordingly, community monetary contribution, community labor contribution and government budget were ranked as the major sources of income of schools in the zone. Yet, it was indicated that the schools did rarely get more than an average extent of support from such sources. Moreover, the role of NGO's in supporting primary schools in the zone was minimal. On top of this, the support of local community in financial term was limited due to the poor economic capacity of local community. Such conditions would lead schools to prepare their work plan without having dependable source and definite amount of revenue. This might also in turn enforce schools to adjust or limit their plan during the actual implementation time.

3.2.6.3. Material Resources

In addition to human and financial resources, attainment of educational objectives requires availability of material resources. Particularly, in implementing school based management, developing necessary facilities and appropriate material resources will lead the way to success.

Table 12: Views on Material Resource Capacity of Schools

No	Variable		Respondents			t
			Teachers N= 100	Principals N=38	Grand Mean	
1	Availability of text books (1-4)	M	2.62	2.79	2.67	-1.469
		S.D	. 632	. 528		
2	Availability of textbooks for (5-8)	M	2.34	2.61	2.41	-1.798
		S.D	. 819	. 638		
3	Existence of sufficient facilities and equipments	M	1.39	1.61	1.45	-1.688
		S.D	. 650	. 718		

N= 138. Significant at alpha level ≤ 0.05 Df between 1 and 136 for teachers, and principals

Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High

As indicated in the table above, the availability of text-books at 1st cycle (1-4) and 2nd cycle primary schools (5-8) was rated high by all the respondent groups (Grand mean = 2.67, and 2.41) for the two cycles respectively.

This might be attributed to the effort made by Oromia Education Bureau in printing and distributing text-books to primary schools of the region. On the other hand, the extent of educational facilities and availability of educational materials and equipment was rated low by the respondent groups (Grand mean = 1.45). This problem might be attributed to the shortage of financial resources that couldn't be coping up by local community with the growing number of primary schools in the rural areas. The result of t-test for all items in table 12 showed that the computed t-test value is less than the table value. That means, statistically there was no significant difference between the perceptions of the two groups concerning material resources of schools. This similar perception between the respondents was indicative of lack of material resource in primary schools of the zone.

3.2.7. The Extent of Schools' Effort to Attain Educational Objectives

Achievement of improved outcomes for students is one of the reasons for the move towards decentralized school management (School-Based Management) (Caldwell, 1993). As to the Educational Organization and Management, Community Participation and Finance Guideline OEB (2006), the current move to decentralized school management that ensures the participation of community members, parents and professionals in the management of schools is aimed at bringing about improvement in the educational system of the country. Based on this, issues/factors were administered to respondents to see the effort made by schools and change realized. Table below deals with the obtained result of responses with regard to the effort made to bring an improvement in the education system.

Table 13: Views on Efforts made by Schools to Attain Educational Objectives

No	Objectives		Respondents			Grand Mean	F-ratio
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)		
1	Increase in enrollment	M	2.52	2.74	2.77	2.61	2.414
		S.D	.745	.554	.504		
2	Improvement in quality	M	1.49	1.53	1.67	1.53	.653
		S.D	.745	.725	.758		
3	Improvement in equity	M	1.90	2.45	2.33	2.10	7.730
		S.D	.882	.760	.606		
4	Improvement in management system	M	1.4	1.63	1.47	1.46	1.597
		S.D	.667	.714	0.681		
		M	1.40	2.18	2.07		
5	Improvement in financial resources	S.D	.696	.865	.828	1.70	18.939
		M	1.57	1.74	1.8		
6	Decrease in dropout	S.D	.742	.829	.829	1.65	1.312

*N= 168. Significant at alpha level ≤ 0.05 Df between 2 and 165 for teachers, principals and WEO
Mean 1- 1.75= Low; 1.76-2.25= Medium; 2.6-3.00- High*

As indicated in table 13, the respondent groups reported that the effort made by schools to bring an improvement in enrollment was high and has contributed to an increase in enrollment (Grand mean= 2.61). The computed ANOVA value (2.41) at p 0.05 did not show statistically significant difference among the respondent groups. The improvement observed in this aspect might

have resulted from the establishment of primary schools nearer to the rural community and close interaction created between schools and local community.

On the other hand, the effort made to bring an improvement in the quality of education (Grand mean= 1.53) was reported as low. This condition might be attributed to lack of input in education in terms of quantity and quality.

With regard to the improvement seen in terms of equity, teachers rated the effort made as medium (Mean= 1.90) while principals and WEO rated high (Mean= 2.45 and 2.43) respectively. This might be resulted from information gap between them due to exposure difference to existing data and local areas. Moreover, the improvement observed in managerial efficiency was rated low by all groups. Besides the effort made to bring improvement in financial resource was rated low by teachers (Mean= 1.40) and medium (Mean= 2.18 and 2.04) by principals and WEO's. This means that teachers responded negatively to improvement seen in financial resources while principals and WEO rated medium. This might be resulted from teachers' low participation or lack of information about the improvement obtained. Besides, the effort made to bring decrease in dropout and improvement seen in this aspect was rated low (Grand mean= 1.65) by all respondent groups.

A number of factors may have constrained the achievement of these objectives. Lack of trained man power for each level, financial constraints and lack of educational inputs, for example, could be mentioned as major problems.

3.2.8. Problems in Implementation of School-Based Management

For school-based management process to be effective deep exploration of the factors that speed up the process and the constraints that are assumed to be met during the implementation enables to give timely decisions and facilitates the way to effective and efficient achievement of the result.

In this regard, among other conditions that could be assumed to stand against the implementation of educational activities in primary schools, the major ones were

presented to be rated by three point Likert type scale. Based on this, the degree of seriousness of the problems in the implementation of school-based management was to be rated as serious problem= 3, partially a problem= 2, and rarely a problem=1. Then, the average mean value of the data gathered from respondents was classified as serious problem from 2.26-3.00, partially a problem from 1.76-2.25 and rarely a problem from 1-1.75. The Grand mean of the responses is used to determine the level of the problems.

Table 14: Problems in Implementation of School-Based Management

No	Problems		Respondents			Grand Mean
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)	
1	Absence of lack of PTA and KETB participation in school management	M	2.26	2.39	2.10	2.26
		S.D	.224	.790	.727	
2	Absence or lack of teachers participation in school management	M	1.69	2.00	2.23	1.86
		S.D	.873	.771	.774	
3	Frequent change of principals	M	1.85	1.97	1.93	1.89
		S.D	.903	.915	0.868	
4	Shortage of budget	M	2.72	2.87	2.6	2.73
		S.D	.637	.414	.621	
5	Inadequate planning practice at school level	M	1.87	1.87	2.00	1.89
		S.D	.884	.811	.788	
6	Lack of trained school principals	M	1.86	1.84	2.00	1.88
		S.D	.921	.823	.643	
7	Lack of clear guidelines	M	1.88	1.79	1.80	1.85
		S.D	.891	.843	.850	
8	Lack of support from WEO	M	1.91	2.24	2.37	2.07
		S.D	.877	.820	.765	
9	Lack of support from Kebele Administrative Council	M	2.43	2.58	2.57	2.49
		S.D	.807	.683	.728	
10	Lack of decision making authority on budget	M	2.36	2.26	1.67	2.21
		S.D	.823	0.86	.802	
11	Lack of decision making authority in curriculum development	M	2.16	2.32	2.13	2.19
		S.D	.896	.775	.776	
12	Lack of decision-making authority on recruitment and selection of teachers	M	2.1	2.30	2.30	2.23
		S.D	.859	.806	.802	
13	Lack of authority on teachers career ladder development	M	2.31	2.24	2.32	2.29
		S.D	.800	.853	0.828	
14	Lack of support woreda administrative council	M	2.38	2.29	2.33	2.35
		S.D	.789	.867	.711	

Mean 2.26-3.0= serious problem, 1.75-2.25= partially a problem, 1.0-1.75= rarely a problem

Concerning the problems that are related to management of primary schools, as indicated in table 14, fourteen potential constraints were administered to three groups of respondents (teachers, principals and WEO).

In this regard, as depicted on table 14, 9 (64.28%) of the total items, which include items 2, 3, 5, 6, 7, 8, 11 and 12 were rated as “partially a problem” with Grand mean value that ranges from 1.85 to 2.21. These items include: lack of decision-making authority in recruitment and selection of teachers, lack of authority on curriculum development and on budget, lack of support from WEO, lack of clear guidelines, lack of trained school principals, inadequate planning practice at school level, lack of teachers participation, and frequent change of school principals.

Moreover, 5 (35.71%) of the items were rated as “serious problem” with Grand mean that range from 2.26-2.73. These items include: shortage of budget, absence or lack of PTA and KETB participation, lack of support from Kebele Administrative Council, lack of support from WAC, and lack of decision making authority on teachers career ladder development.

Successful implementation of school-management requires participation of parents, teachers, PTA and KETB members in decision-making process in order to solve problems related to schools. Moreover, it requires trained human power, and financial resources to run the educational process effectively and bring improved outcomes in students. However, as indicated above, these factors were threats to implementation of the school management system. Thus, it seems that more efforts should be made to improve the status of these factors to ensure better management system in primary schools.

Table 15: Suggested Solutions

No	Solutions		Respondents			Grand Mean
			Teachers (N=100)	Principals (N= 38)	WEO (N=30)	
1	Delegating sufficient budget to schools	M	2.78	2.79	1.9	2.63
		S.D	.561	.528	.845	
2	Assigning training school principals to schools	M	2.76	2.68	2.47	2.69
		S.D	.571	.662	.730	
3	Providing training for PTA and KETB members	M	2.54	2.71	2.53	2.58
		S.D	.702	.565	.681	
4	Providing training for teachers	M	1.92	1.92	1.87	1.91
		S.D	.884	.784	.819	
5	Empowering teachers in their teaching activities	M	2.00	2.18	2.07	2.05
		S.D	.778	.766	0.785	
6	Support from kebele administrative council	M	2.71	2.76	2.53	2.69
		S.D	.608	.590	.730	
7	Technical support from WEO	M	2.52	2.79	2.80	2.63
		S.D	.785	.528	.551	
8	Creating reward mechanisms for teachers	M	2.54	2.82	2.67	2.63
		S.D	.744	.512	.661	
9	Creating transparent working systems in schools	M	1.95	2.08	2.07	2.00
		S.D	.809	.784	.812	
10	Support from WAC	M	2.61	2.76	2.70	2.66
		S.D	.680	.490	.651	

N= 168. 2.26-3.00= highly recommended, 1.76-2.25= partially recommended, 1-1.75= rarely recommended.

Implementation of school-based management cannot be free from problem. However, it is quite important to identify what the problems are, where they are, and how they arise then appropriate and long lasting measures have to be followed.

Accordingly, as indicated in table 15, about ten alternative measures were presented to be rated by respondents as highly recommended= 3, partially recommended= 2 and rarely recommended= 1. The grand mean of responses was used to determine whether the proposed suggestions are highly, partially, or rarely recommended.

In this regard, items 1, 2, 3, 6, 7, 8, and 10, were rated as “highly recommended” with average mean ranging from 2.57 to 2.69. These items

include: delegating sufficient budget to schools, assigning trained principals to schools, and support from Kebele Administrative Council, creating reward mechanisms for teachers, support from WAC and providing training for PTA and KETB.

Moreover, items 4, 5 and 9 were rated as partially recommend solutions to solve the problem. These include: empowering teachers in carrying out their educational activities, providing training for teachers and creating transparent working systems in schools.

CHAPTER FOUR

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter deals with an overview of the purposes and procedures of the study, major findings, conclusions and recommendations forwarded. The purpose of this study was to assess the status of school based management in primary schools of East Wollegga Zone with the following basic objectives, these were:

- to examine the nature and discrepancy between teachers and parents actual and desired rate of participation;
- to assess the actual practice of school-based management in primary schools of East Wollegga zone;
- to identify major factors that inhibit or promote participation of stakeholders in decision-making;
- to assess the extent to which school principals initiate teachers and parents to participate in the management of schools;
- to seek appropriate means and methods to improve the practice of school-based management in primary schools.

In order to meet these objectives, the study was guided by the following basic questions.

1. What is the status of the school-based management in primary schools of East Wollegga Zone?
2. To what extent is the school-based educational management process participatory?
3. What are the factors that enhance or adversely affect the practice of school-based management process?
4. What are the roles of Kebele Education and Training Board and Community representatives (PTA) in promoting school-based management practices?
5. To what extent does Woreda Education Office involve in the school-based management?

In dealing with the research problem, related literature was reviewed, the data for the study was collected by means of questionnaire interviews, discussions and analysis of documents were used. A total of 168 respondents working at different level of the education system comprising zonal and woreda education officials and experts, primary school principals and deputy principals, primary school teachers, PTA and KETB were responded to the study questionnaire and interview questions.

After the data drawn from various sources by different data collection tools were critically analyzed using statistical tools of percentage, mean, weighted mean, t-test, one-way ANOVA and Tukey's HSD post hoc comparison, major findings are drawn below.

4.1. Major Findings

The following are summary of major findings.

4.1.1. The Role of School Principal in School-Based Management

- a) Twenty one (55.30%) school principals had college diploma whereas 17 (44.70%) were TTI graduates.
- b) The majority of school principals, that is, 26 (68.40%) of them had experience of less than two years on their current position.
- c) In terms of field of study, all (100%) of the school principals were subject teachers.
- d) The performance of school principals in establishing goal and purpose of school, in creating conducive work environment, in coordinating the staff to solve school problems, in encouraging participatory decision making approach in schools, in promoting school-based staff development and in creating reward mechanisms for creative work of teachers was rated low.

Moreover, school principals' performance in sharing information with staff members, and provision of supervisory role was medium.

- e) About 70% of the teachers, 60% of WEO officials and experts and 42.10% of school principals indicated that the assignment of school principals and screening mechanism was inadequate and did not consider professional competence of teachers.

4.1.2. Teachers' Role in School Based Management

Teachers' participation in decision-making areas of school activities, in budget preparation, in policy formulation, in curriculum development and in mobilizing community to support schools was inadequate. Moreover, teachers' role and participation in monitoring and evaluation of school performance and their role in creating team work practice in schools was medium.

4.1.3. The Role of KETB and PTA in School-Based Management

- a) The role of KETB and PTA in planning school activities was rated low.
- b) In relation to KETB and PTA's participation in decision making areas of school activities, the result of responses obtained from respondents indicated low level of participation.
- c) According to the response obtained from respondent groups, the role of KETB and PTA in implementation of school activities, their participation in monitoring and evaluation of school performance and in mobilizing the community to support schools was inadequate.
- d) The responses of KETB and PTA members indicated that lack of awareness about their role and responsibilities, low level of educational background, lack of compensation for the time they spent on schools' duty, giving more priority to other government and social responsibilities, and considering boards' duties as secondary jobs, as the reasons for their low participation in school management.

4.1.4. The Role of WEO in Promoting School Based Management

The task of WEO in providing clear guidelines, technical support, in providing training PTA and KETB members, in delegating authority on budget and in curriculum development was low. Moreover, WEO's task in providing other required resource was medium.

4.1.5. The Extent of Resource Capacity of Schools

- a) Availability of trained 2nd cycle (5-8) primary school teachers, supportive staff and trained and experienced school principals was low.
- b) The extent of financial capacity of schools and timely availability of the required budget was inadequate. Moreover, members of the group discussion reported that the budget allocation scheme of WEO did not consider schools' priority and development plan. On top of this, it was inadequate and hampered the implementation of educational activities.
- c) Teachers and school principals indicated that schools depend mainly on local community's support as their main source of revenue. Accordingly, community monetary and labor contribution were ranked as the 1st and 2nd sources, while government budget was ranked next to them. Yet, it was indicated that schools did rarely get the required support from such sources.
- d) Moreover, the extent of the availability of material facilities and equipments was not satisfactory.

4.1.6. The Extent of Efforts made by Schools to Attain Educational Objectives

- a) The extent of efforts made by schools to bring about improvement in educational quality was indicated low.
- b) Schools' effort to bring about change in management of schools in general was found to be low.
- c) Moreover, schools' effort to bring improvement in financial resource and decrease in dropout also was inadequate.

4.1.7. Problems in School-Based Management

- a) The finding of the study revealed that lack of decision-making authority on budget, in selection and recruitment of teachers, on curriculum development, lack of technical support from WEO, lack of trained and experienced school principals, inadequate planning practice at school level, lack of teachers participation in the management of schools, frequent change of school principals, and lack of clear guidelines was rated as partially a problem with average mean that ranges from 1.85 to 2.2.1.
- b) Moreover, shortage of budget, lack of PTA and KETB participation in school management, lack of support from Kebele and Woreda Administrative Council and lack of decision-making authority on teachers' career ladder development were rated as serious problems with an average mean value that ranges from 2.26-2.73.
- c) On top of this, lack of qualified teachers for 2nd cycle primary schools and lack of educational materials and facilities, were indicated as major obstacles in the management of primary schools.

4.1.8. Suggested Solutions Forwarded by Respondents to the Problems

- a) Delegating sufficient budget to schools, assigning trained and experienced school principals, support from Woreda and Kebele Administrative Councils, provision of training to KETB and PTA members, creating reward mechanisms for teachers were among the highly recommended suggestions by respondents.
- b) Moreover, empowering teachers in carrying out their teaching activities, providing training for teachers and creating transparent working system in schools were among partially recommended suggestions.

4.2. Conclusions

Based on the major findings presented above the following conclusions were drawn.

4.2.1. Contemporary educational reform toward school-based management places great importance on effective leadership and management of schools. To this effect, school principals have been identified as key leadership figures to shoulder all schools' responsibilities. They not only support instructional activities, but also are expected to co-ordinate and integrate teachers, parents and local communities to participate in management of schools to attain the desired goal.

However, the result of the study indicated that the performance of the school principals in promoting participatory decision-making approach in schools, and coordinating the tasks of schools was unsatisfactory. From this it could be possible to conclude that the school principals were not carrying out their leadership role in bringing about improvement in the management of schools. This might be the result of school principals' lack of training or minimum exposure to the current management concepts and principles.

4.2.2. The study revealed that participation of teachers in management of schools and core decision-making areas was insignificant. Thus, the participation of teachers was not to the expected level and this could create difficulty in the improvement of school management of primary schools in the zone.

4.2.3. The participation of KETB and PTA members in planning of school activities, in decision-making, in implementation, in monitoring and evaluation of school performance and mobilizing community was low. From this, it is possible to conclude that the role of PTA and KETB in carrying out their responsibility, and their participation in management

of schools was minimal. This condition might have constrained the schools to carryout their tasks as intended.

4.2.4. The Woreda Education Office's are expected to encourage bottom-up change, offer technical support and provide required resources to schools. However, WEO's role in providing technical support to schools and strengthen school-based management approach was insignificant. Moreover, the required resources and authority was not decentralized to schools.

4.2.5. Basically, implementation of school-based management requires adequate resource (skilled manpower, finance and material) and managerial capacities. However, the study revealed that primary schools in East Wollega Zone and management of the schools were constrained by lack of capacity as indicated below.

The existing primary school principals were inexperienced in management and not trained for the position. There was also lack of qualified second cycle primary schools. Moreover, the study has indicated that the budget allocated to schools, and the financial support obtained from local communities to run educational activities was inadequate. On top of this, lack of educational materials, furniture and equipments were found to be other impediments of primary schools. Thus, it could be concluded that the management of primary schools in East Wollega zone was challenged by lack of necessary human power, inadequate allocation of educational finance to schools and shortage of educational materials, equipments and facilities, which in turn affect access, equity, efficiency and quality of education.

In general, the study conducted on the status of school-based management in primary schools of East Wollega zone indicated that the management of primary schools was not-satisfactory and lacked proper coordination and participation of stakeholders and the required resources.

4.3. Recommendations

In view of the findings of the study, and conclusions drawn, the following recommendations are forwarded.

4.3.1. School-Based Management involves participation of teachers, parents and community members in the management of schools. However, majority of the responsibility rests on school principals. The school principals have been identified as key leadership figures to shoulder all the schools responsibilities. They not only support instructional activities, but also create conducive environment to participate the stakeholders (teachers, parents, and community members) to ensure effective and efficient management system in schools. Hence, special attention should be given by the regional education bureau, zone education department, woreda education office and other concerned educational authorities to the training of school principals, who can not only be charged with the sole responsibility of effective management of human and other resources, but also with the responsibility of developing appreciation for team work and participation.

4.3.2. Moreover, when assigning school principals, the screening mechanisms should be based on professional competence and/or merit rather than mere recommendation of local authorities. Here, the corresponding administrative councils, particularly WAC, as concerned political entity should play a mediating role rather than being final decision-maker in the assignment process.

4.3.3. Teachers are the most valued resource in schools. Their participation in school management is advantageous to share experts and skills, maximize use of resource, and motivate staff, increase decision making ,and increase in knowledge and understanding. However, the study revealed that the role and participation of teachers in the management of schools was low.

Hence, it is necessary for school principals to facilitate beneficial and satisfying participation by teachers through consultation, stimulation and affection in order that they release their potential to the mutual benefits of both themselves and school. Moreover, school principals in collaboration with WEO's ought to provide motivators such as praise, recognition, encouragement or active support, trust and respect by acknowledging particular endeavor.

4.3.4. Under School-Based Management, KETB and PTA are among front line constituents of education. They are decision-makers and implementers of educational activities at the grass root/school/level. Thus, school-based management could not successfully achieve its desired goal without active participation of KETB and PTA. Hence, principals should exert maximum effort to sensitize, motivate and encourage KETB and PTA members. This can be done by initiating them to participate in the management of schools and accepting individual endeavor, announcing a model work of KETB and PTA members in occasions of social meetings and educational conferences. Moreover, school principals can encourage the participation of KETB and PTA in school management by rewarding those members who have contributed a lot for the school development. On top this, school principals in collaboration with WEO and WECBO should develop a long and short term training programs to provide adequate training for KETB and PTA members.

4.3.5. Woreda Education Office's are the main closest governing organ to schools. Therefore, strong support from WEO is absolutely necessary for the proper functioning of schools. Without technical, financial, and material support of WEO to schools, schools could not achieve their intended goals. Therefore to promote school-based management and strengthen the teaching-learning process, WEO as the closest responsible organ to schools ought to:

- a. Provide long and short term training programs for PTA and KETTB, principals and teachers. Such program could be organized at school and/or cluster school level.
- b. Decentralize budget to schools with close technical support and clear work guidelines.
- c. Provide continuous instructional supervision to schools.
- d. Strengthen the participation of local community in school management and other activities in working a mediating role between WAC, Kebele Administrative Council and other concerned authorities.

4.3.6. Without adequate financial capacity, schools cannot carryout their tasks and bring an improvement in students' outcome. However, the study indicated that the extent of financial capacity of schools was poor. Moreover, as it was found out in the study, WEO's did not decentralize/allocate budget based on schools' priority and development plan. Therefore, the Regional Education Bureau in cooperation with other concerned authorities should set a clear guide line how the limited financial resources could be decentralized and reach the grass root level (schools) and be used for the intended purpose.

Moreover, to solve their financial and material resource problems, schools should design income generating mechanisms by taking in to account the available school facilities and technical experts. On top of this, schools should make great effort to strengthen their relation with local authorities and communities by creating forum so that they could get necessary support from them.

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APPENDIX A

Addis Ababa University
School of Graduate Studies
College of Education

Department of Educational Planning and Management

The purpose of this questionnaire is to collect information about the practice of school-based management in primary schools of East Wollega Zone and identify factors that affect its implementation and come up with possible recommendations that would help to improve the management of schools.

The information obtained through questionnaire will be used only for the improvement of school management and by no way affect the respondents. The study requires unreserved effort of the respondent. The success of the study, therefore, depends on honest, accuracy and timely response of respondents. Hence, you are kindly requested to answer all questions included in the questionnaire genuinely.

Note that:

1. You are not required to write your name
2. Make your response by putting a tick (✓) mark
3. For additional opinion or explanation, you are kindly requested to write briefly on space provided.

Thank you in advance for your cooperation!

**To be Filled by Teachers, School Principals and Deputy
Principals**

General Information

1. Name of woreda _____
2. Name of school _____
3. Sex- Male Female
4. Age
 20 years and below 41-50 years
 21-30 years 51 years and above
 31-40 years
5. Educational level
 Grade 10 Diploma others specify _____
 TTI First degree
6. Total years of service
 1-5 years 11-15 years
 1-10 years 16 years and above
7. Position
 Teacher Principal Deputy Principal
8. Service years on your current position _____

Part One

1. To what extent teachers participate in the management of schools with respect to the following tasks or issues?

Please, rate the extent as indicted below-

Very high= 5

Medium= 3

Very low= 1

High= 4

Low= 2

No	Task Areas	Rating Scale				
		5	4	3	2	1
1.1	In planning school activities					
1.2	In decision making areas of school					
1.3	In school budget activities					
1.4	In managing discipline					
1.5	In policy formulation					
1.6	In curriculum development					
1.7	In monitoring and evaluation school performance					
1.8	In creating team work practices					
1.9	In mobilizing community to support schools					

2. If the level of teachers' participation in school management is low or very low, what are the reasons?

Principals' do not want to involve teachers

Heavy work load

Teachers lack managerial skill

Teachers' lack of interest

Lack of reward for teachers' effort

Please, mention if there are other reasons

3. To what extent do PTA and KETB participate in school management with respect to the following tasks or issues?

No	Task Areas	Rating Scales				
		5	4	3	2	1
3.1	In planning school activities					
3.2	In decision-making areas of school activities					
3.3	In examining and approving school budget					
3.4	In managing discipline					
3.5	In the implementation of school activities					
3.6	In monitoring and evaluation of school performance					
3.7	In mobilizing community to support schools					

4. To what extent does the school principal carryout the following tasks/ issues in the management of school?

No	Task Areas	Rating Scales				
		5	4	3	2	1
4.1	Establishing the goal and purpose of school					
4.2	Creating conducive work environment in school					
4.3	Coordinating staff to solve problems related to school					
4.4	Sharing information with staff member					
4.5	Encouraging participatory decision-making approach					
4.6	Promoting school-based staff development programs					
4.7	Providing supervisory role in instructional activities					
4.8	Creating reward mechanisms for creative work of teachers					
4.9	Mobilizing community to support schools					

5. Who is responsible to assign school principals?

WEO

KETB

WAC

By staff election

6. What are the criteria mostly used for the assignment of school principal?

His managerial competence

Based on merit

Recommendation of local authorities

Teachers' interest

Competition

7. What is your suggestion with respect to assignment of school principal?

Should be elected by staff

Assigning on merit based by decision makers

Should be assigned by KETB and PTA

Through competition

Other response, please specify _____

4. To what extent does the school principal carryout the following tasks/ issues' in the management of school?

No	Task Areas	Rating Scales				
		5	4	3	2	1
4.1	Establishing the goal and purpose of school					
4.2	Creating conducive work environment in school					
4.3	Coordinating staff to solve problems related to school					
4.4	Sharing information with staff member					
4.5	Encouraging participatory decision-making approach					
4.6	Promoting school-based staff development programs					
4.7	Providing supervisory role in instructional activities					
4.8	Creating reward mechanisms for creative work of teachers					
4.9	Mobilizing community to support schools					

5. Who is responsible to assign school principals?

WEO

KETB

WAC

By staff election

6. What are the criteria mostly used for the assignment of school principal?

His managerial competence

Based on merit

Recommendation of local authorities

Teachers' interest

Competition

7. What is your suggestion with respect to assignment of school principal?

Should be elected by staff

Assigning on merit based by decision makers

Should be assigned by KETB and PTA

Through competition

Other response, please specify _____

8. To what extent does WEO work on the following school management tasks/issues?

No	Task Areas	Rating Scales				
		5	4	3	2	1
8.1	Encouraging the idea of school self management practice					
8.2	Allocating budget based on school's plan and number of students					
8.3	Encouraging school in practicing participatory decision making approach					
8.4	Providing clear guidelines to school					
8.5	Assigning the required teachers for 1 st cycle (1-4) school					
8.6	Assigning the required teachers for 2 nd cycle (5-8) school					
8.7	Assigning the required supportive staff for school					
8.8	Providing technical support to school					
8.9	Providing training for teachers, principals and PTA and KETB					
8.10	Delegating decision making authority to school:					
8.10.1	In planning their activities					
8.10.2	Over-budget					
8.10.3	In curriculum development					

9. To what extent does your school have the following resources?

No	Type of Resource	Rating Scale				
		5	4	3	2	1
9.1	Human resource					
9.1.1	Qualified teachers at 1 st cycle (1-4) school					
9.1.2	Qualified teachers at 2 nd cycle (5-8)					
9.1.3	Other supportive staff at 2 nd cycle (5-8) school					
9.1.4	Qualified and experienced principal in school management area.					
9.2	Financial resources					
9.2.1	Sufficient budget to carryout educational activities					
9.2.2	The extent that the budget allocation scheme of WEO considers school plan and number of students					
9.2.3	Timely availability of the required budge					
9.2.4	The extent of using the available budget effectively and efficiently					
9.3	Material resource/facilities					
9.3.1.	Availability of text books at 1 st cycle (1-4) school					
9.3.2	Availability of text books at 2 nd cycle (5-8) school					
9.3.3	Existence of sufficient furniture and equipments					

APPENDIX C

Part Four

Interview Questions for KETB and PTA Members

1. To what extent do KETB and PTA members involve in the management of primary schools?
2. If the participation of KETB and PTA in school management is not satisfactory, what are the causes for low participation?
3. In what task areas do KETB and PTA members participate more?
4. Is there any training or workshop provided for KETB and PTA, teachers and principals concerning the management of school by WEO? by school?
5. How much do KETB and PTA members mobilize the community to make financial, material, labor contribution to school?
6. What are the major sources of revenue (budget) of primary schools?
7. Do you have any role in the assignment of school principal?
8. What are the major problems that affect the management of primary schools in your area?
9. What solution do you suggest to solve the problems encountered?

APPENDIX D


Interview Questions for Zone Education Department Head/Expert

1. What is the role of ZED in promoting school-based management in schools?
2. To what extent do WEO's support schools in strengthening the management of schools?
3. To what extent do KETB and PTA members participate in the management of schools? If participation of PTA and KETB in school management is low, what are the reasons for their low participation?
4. To what extent do WEO's provide training for principals and KETB and PTA members?
5. What are the major problems in the management of primary schools in this zone?
6. What measures do you propose/suggest/ to solve the problems?

DECLARATION

I here by declare that this thesis is my original work and that all sources of information used for the thesis have been fully acknowledged.

Name: Siyum Worku

Signature: 

Date: July 20, 2007

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

Name: Haileselassie Woldegerima (Asst. Prof.)

Signature: 

Date: July 20, 2007

Addis Ababa University