

**ANALYSIS OF ORGANIZATIONAL CAPACITY IN IMPLEMENTING
DECENTRALIZATION OF EDUCATIONAL MANAGEMENT IN OROMIA
NATIONAL REGIONAL STATE: THE CASE OF FINFINNE SURROUNDING
SPECIAL ZONE**

BY

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**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES**

June 2014

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**COLLEGE OF EDUCATION AND BEHAVIORIAL STUDIES
DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT**

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ABBREVIATIONS AND ACRONYMS

BPR	Business Process Re-Engineering
BSC	Balanced Scored Card
CIDA	Canadian International Development Agency
CSRP	Civil Service Reform Program
DLDP	District Level Decentralization Program
DFID	Department for International development
EO	Education Office
EPDRF	Ethiopian People Democratic Front
FGD	Focus Group Discussion
ICT	Information Communication Technology
NCBP	National Capacity Building Program
NGO	Non Government Organization
OCA	Organizational Capacity Analysis
OPDO	Oromo People Democratic Organization
PSCAP	Public Sector Capacity Building Program
PTA	Parent Teacher Association
REB	Regional Education Bureau
UNDP	United Nations Development Programme
UNDG	United Nation Development Group
UNESCO	United Nations Educational, Scientific and cultural Organization

ABSTRACT

This research was conducted in Oromia regional State Finfinne surrounding special zone, Ethiopia. The major purpose of the study were to assess the organizational capacities of educational offices in terms of organizational structure, leadership and management, human resource, financial resources, , internal and external infrastructural capacity as well as the extent to which enabling environment in terms of legal political administrative and stakeholder participation is available.

The research methodology employed was a descriptive survey method. The main sources of information for this study were educational officials and experts of the sample education offices, selected key informants from woreda as well as official documents (policy, strategies, programs, and statistical reports). Data were collected from woreda education offices through a questionnaire, interviews, document analysis and checklists. A total of 114 questionnaires were distributed to educational officials and experts working in five education offices and four schools from 8 woreda education offices in Finfinne surrounding zone, and from these 100 questionnaires were completed and returned. Moreover, the opinions gathered through interviews that were conducted with key educational officials of the woreda levels were also used as major sources of information. The findings of the study revealed that the overall condition of the education office was challenging and needs strong improvement. Organizational structure, leadership and management, financial resources, human resources, were the wereas in which needs improvement. Conversely, policies and legal environment, political environment, as well as stake-holder participation were among the wereas in which need less improvement. More specifically, constraints of internal and external infrastructure and its utilization, lack of conducive work condition, lack of strong leadership and commitment, high turnover of educational officials and experts and lack of clear organizational structure were identified as factors responsible for the ineffectiveness of implementation of decentralization of educational management. It is therefore, to make decentralization of educational management meaningful it is recommended that efforts has to be made to fulfill the internal and external organizational capacity with the availability of resources and proper utilization, strong political leadership and commitment, clear organizational structure , creating enabling work environments were most prominent factor.

Keywords: *Decentralization, Organizational Capacity, Leadership, Management*

CHAPTER 1: INTRODUCTION

In this part, the basic aspects that can give essential information on the general nature of the study were presented. Background of the study, statement of the problem, objectives of the study, research questions, and significance of the study, scope and limitation of the study were explained. In addition, it was described the operational definition of terms and the overall structure of the research paper.

1.1. Background of the Study

Today countries in every region of the world were decentralized their education system. According to United Nations Educational, Scientific and cultural Organization (UNESCO), the World Bank and the Canadian International Development Agency (CIDA), United Nations Development Programme (UNDP), DFID, explained the global reformation process is aimed at changing the responsibility of educational management and planning from the central level down to the provinces or district level. By giving the provinces responsibility for educational management and planning, the government expects that the efficiency of the educational sector will be increased. The decentralization process is aimed at both institutional decentralization, to move political responsibility to lower levels of government, and fiscal decentralization, to move the budget responsibility to lower levels of government.

Decentralization, often used inter-changeably with decentralized governance, refers to the restructuring of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiary. Once again there is a direct link with governance and democracy. Based on such principles, functions (or tasks) were transferred to the lowest institutional or social level that is capable (or potentially capable) of completing them. Decentralization relates to the role of, and the relationship between central and sub-national institutions, whether they were public, private or civic (Work, 2002).

Decentralization is a common theme in discussions concerning political, social, economic and educational reforms. Nonetheless, although often characterized as essential to strengthening democratization, cultural and indigenous rights, local accountability, and

local governance, decentralization does not necessarily result in greater efficiencies, empowerment, transparency, civic engagement, or poverty reduction (World Bank, 2011).

Decentralization is good for economic development for the following theoretical reasons: Decentralization will increase public sector efficiency therefore improving service delivery and regulation. This will create a more conducive business environment and greater incentives for investors, Local officials will have better local knowledge and business contacts making them more able to make locally relevant and appropriate decisions (Zoe Scott, 2009).

Oromiya National Regional State is one of the largest Regional States in the Federal Democratic Republic of Ethiopia. Geographically, the Region extends from 3°24'20"–10°23'26"N latitudes and 34°07'37"-42°58'51"E longitudes. It shares borderlines with all the Regional States in the Federal Democratic Republic of Ethiopia, except Tigray. It also shweres international borderlines with the Republic of the Sudan (with 66 km borderline) in the west and Kenya Republic (with 521km) in the south (Finfinne, 2011).

The total werea of the Region is 363,136 km², accounting for about 34.3 percent of the total werea of the country. Administratively, the Region is divided into 14 administrative zones, 192 woredas (more than 6,342 farmer and 482 urban dwellers Kebeles (BoFED, 2008).

Oromiya Special Zone of Surrounding Finfine is found in the central part of the Oromia Regional State, surrounding the capital town – Finfine (Figure 1). The special zone has an estimated total werea of 4,800 km² It consists of six woredas (Akaki, Berek, Mulo, Sebeta – Awas, Sululta, and Welmera) and eight major towns (Burayu, Dukam, Gelan, Holata, Laga Xaafoo – Laga Daadhi, Sebeta, Sendafa – Beke, and Sululta).

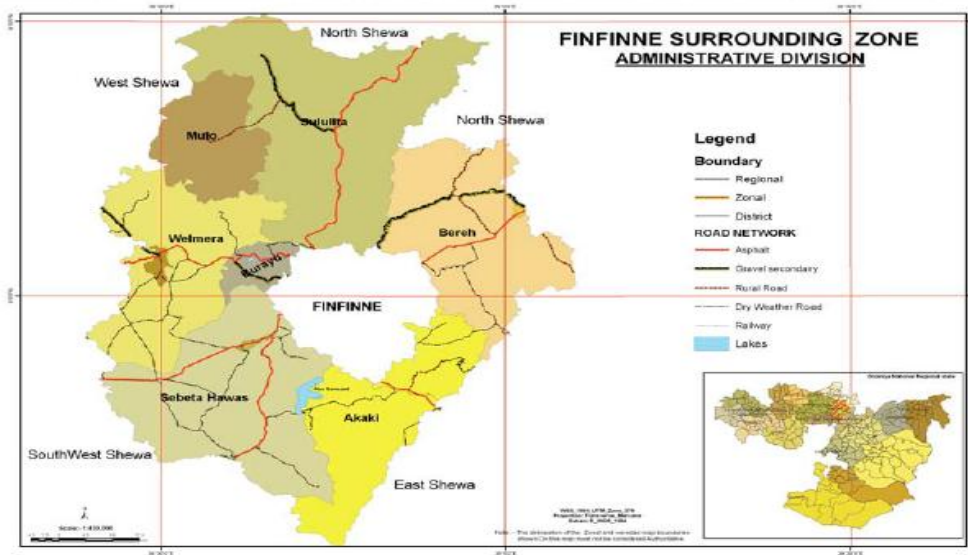


Figure 1. Oromia special Zone Finfinne surrounding cities

Successful implementation of decentralize educational management; building local capacity is one of the most important factors. Strengthening the already existing institutions and their human resources, technical, leadership and management capacity, as well as creating new ones were of paramount importance. The capacity of local government and local institutions is a function of a complex mixes of skills, knowledge and experiences as well as capacity of both human and financial capital. The presence of proper institutional capacity and administrative authority devolved for decision making processes at local level is of critical advantage to strengthen the local government’s capacity in executing responsibilities and achieve its development goal.

With this concept woreda education offices were expected to decide on their own affairs in planning and managing resources at the local levels. They become responsible to formulate polices and strategies, set development priorities and decisions, mobilize resources (human, financial and material) and implement policies and programs derived from their specific situation. They expected to play a leading role of educational planning and management in their respective regions. As a result, the management of primary and secondary schools, technical and vocational education and training centers, teacher training institutions as well as colleges is under the responsibility of the respective regional states (Jeilu, 2001; Hussien, 2007).

In general, the hierarchical formation of the system has Federal Ministry, Regional Education Bureaus, Zone Education Departments (optional) and Woreda Education

Offices. Woreda Education Offices were the most immediate level to the schools having a direct responsibility of planning and managing educational activities at grassroots level. The local authorities and Pwerent Teachers Association (PTAs) were also expected to play a significant role in managing the activities of their respective schools. As described by Jeilu, 2005 as cited by Hussien, 2007 decentralization towards the district level only become prior agenda of the government since 2002 after the realization of the concentration of power at the regional and zonal levels. Subsequently, the woreda level has acquired a considerable importance and was given much political attention in realizing decentralization of educational management.

With the realities of these, different attempts have been made to devolve power to Oromia special administrative Zone education offices that have been mandated to prepwre and implement educational management and planning and set priorities of the needs of their respective communities. In line with this, a number of public sector offices have been organized at zonal level with the objective of making woredas wereas as “Urban Fringe Zone of Finfine City – Special Zone of Oromia National Regional State the centre of social-economic development.

For the success of decentralization , it is necessary to increase the capacity of local governments to design policies and reforms, co-operate with partners outside the public sector, train local actors and community members, devise proper incentives, allocate resources, monitor progress, and take corrective action when and where necessary. Strengthening the special zone, making it efficient and responsive, is a major challenge for the years ahead.

1.2. Statement of the Problem

Decentralization is seen as a means of achieving political, economic and administrative goals that could be publicly stated and unstated (Conyers, 1986; Lauglo, 1995). The rationales differ depending on interest groups involved in decentralization - government, international agencies, academics and others (Conyers, 2006). Nonetheless, these interest groups view decentralization as a means to improve the planning and implementation of national development programs and to facilitate effective popular participation in the process of development. With reference to the former rationale, in education, decentralization is viewed a means to increase education resources, efficiency, accountability and effectiveness (Winkler, 1994). As to the later, decentralization is viewed as a means of improving the relevance of local decisions, as a means of encouraging local support in implementation of development programs and thereby helping to improve basic service provision (Conyers, 2006).

Lim and Fritzen 2006, also argue that decentralization has a potential of improving quality, increasing innovation, increasing effectiveness and efficiency, redistribution of power, solving the problem of financing education. Jeilu (2001) also confirms that one of the main objectives of decentralization is to increase the coverage access, effectiveness, efficiently and quality of educational services in accountable, responsive and transpwerent fashion.

Decentralization of educational management needs capacity assessment that provides a comprehensive perspective on capacities critical to the achievement of a promoting educational It is an analysis of desired capacities against existing capacities and offers a systematic way of gathering critical knowledge and information on capacity assets and needs.

Conducted during the initial stages of development planning, a capacity assessment serves as input to formulating capacity development responses that address those wereas where capacities could be strengthened or that optimize existing capacities that were strong and well placed. It can also set the baseline for ongoing monitoring and evaluation of progress against relevant indicators and can help create a solid foundation for long-term planning and sustainable results .

In recent times, the notion of capacity development has undergone significant change conceptually, operationally and institutionally. Conceptually, there has been a paradigm shift where by the notion of capacity development is no longer limited to human resource development, but rather covers a broader scope that includes societal and organizational transformation and the issues of national ownership, policy-level impacts, and sustainability. It includes the creation of space for and management of dialogues, relationships, and partnership; knowledge networks; and incentives for performance and accountability. Operationally, it no longer emphasizes outputs, but also processes and mechanisms that lead to outputs. Institutionally, it is at the core of the work of countries and national governments as it is embedded in national development strategies as well as sub-national development plans (UNDG, 2008).

The realization of effective decentralization relies on the presence of certain conditions such as the availability of resources like human resources, financial resources and physical infrastructures and how best they were utilized, the willingness and the commitment of leaders at different levels, the presence of conducive organizational conditions, the attitude of the local people towards the government and the commitment of local leaders; and appropriate institutional capacity (Rondinelli *et al.*, 1989). However, (Hussien, 2007 cited Jeilu, 2005) the regional states were expected to decide on their own affairs in planning and managing resources at the local levels. They become responsible to formulate policies and strategies, set development priorities and decisions, mobilize resources implement policies and programs derived from their specific situation the special zone characterized by administrative and institutional capacity gaps that financial, human and physical resource constraints have inhibited the successful implementation of decentralization in the provision of educational management service delivery. most of the problems for the successful implementation of decentralization in the provision of educational management service delivery within the special zone were inadequate budget allocation, poor and scarcity of skilled manpower to provide public service delivery, lack of experience in decentralizes government and effective legal and policy framework, absence in the process of popular community participation, and lack of efficient organizational structure and locally adopted working system for planning and budgeting. Apart from this, inconvenient working environments, personnel capacity to carry out socio-economic functions and poor revenue base and lack of adequate decision making power.

Therefore, the purpose of study seeks to assess the implementation decentralization of educational management with due emphasis on the organizational capacities gaps and contribution on performance improvement on the implementing decentralization of educational management, and find out major challenges and prospects encounter during implementation.

Research question:

Based on the purpose of the study the following basic questions were drawn

- ☞ Is there adequate organizational capacity to implement decentralization of educational management?
- ☞ Is there enabling environment (internal and external) to implement the decentralized educational management?

1.3. Objective of the Study

1.3.1. General Objective

To analyze the overall organizational capacity of Finfinne surrounding Special Zone Education Offices, in its successful decentralization of Educational Management

1.3.2. Specific Objective

To assess the organizational capacity in terms of organizational structure, leadership and management, human, financial, technological, internal and external infrastructures

- To assess the internal and external enabling environment of woreda education office in implementing decentralization of educational management
- To provide critical reflection that may help policy makers, researchers, experts and implementers at various levels.

1.4. Significant of the study

This study contributes to a better understanding of the current status of woreda capacity in implementing decentralization of educational management of Oromiya Special Zone Finfinne Surrounding in:-

Solving practical problems

It will solve practical organizational gaps that woreda education offices faced in delivering educational services

Policy

It is expected to provoke the regional policy makers of Oromia region to look for appropriate solutions on the challenges of woreda capacities in implementing decentralization of educational management in a way to meet the possible maximum needs of their local constituents.

Future Research

With other related studies, the study would have an immense importance and impact in the region that will be an added value to the knowledge base on the implementation decentralization of educational management and a stepping stone for future research studies and researchers in this particular subject in the region. The policy makers, practitioners and the academicians were expected to benefit from the findings of this research.

1.5. Delimitation of the Study

Oromia regional states is one of the regional state of Federal Democratic Republic of Ethiopia. Administratively the region is divided in to 14 zones and 192 woredas. Oromiya Special Zone of Surrounding Finfine one of zone that consists of six woredas (Akaki, Berek, Mulo, Sebeta-Awas, Sululta and Welmera) and eight major towns (Burayu, Dukam, Gelan, Holata, Laga Xaafu – Laga Daadhi, Sebeta, Sendafa–Beke, and Sululta. The study was primarily focused on organizational capacity in implementing decentralization of educational management in analyzing the presence of proper institutional capacities in

terms of internal and external enabling environments. The study was geographically limited two from woreda(Akaki and Sebeta –Awas) education office and three from town, (Burayu, Dukem and Sebeta) Education Offices.

1.6. Limitations of the Study

The main limitation of this study was financial and time. In addition, the study was constrained by the following limitations:

There were very few documented figures and studies conducted in the special zone, lack of organized secondary data due to the absence of documentation and organized central database system with the special zone, lack of willingness of respondents to give first hand (primary data) information.

However, utmost effort was made to minimize the negative impact of such constraints on the result of the study.

1.7. Operational Definitions of Terms

The following key terms were defined according to the meaning they have in the study as follows.

Authority: The right to make decisions and utilize resources for organizational objectives (adapt, Rue and Byars, 1990).

Capacity: The ability to provide services, to set goal, to anticipate needs, to make informed decisions, and to attract and manage resources in order to achieve the goals of education (Parry, 1997).

Civil servant:-a person employed permanently or temporarily by a government office, except government officials with the ranks of Deputy Heads and above ;leading members of the Council of the Region, the Nationality Zone and Woreda; Regional Judges and prosecutors; members of the Regional police and other employees governed by the regulation of the Regional police; Appointees(Proclamation No.74/2002).

Decentralization: A transfer of authority away from the central authority of the state to autonomous bodies having their own legal entity, for taking political and administrative decisions and assuming responsibility for the delivery of education (Florestal and Cooper, 1997).

Local: As per this paper the term local refers to the administrative units below the regional level that is zone, woreda (district) and school.

Region: Refers to the Regional Self-Government State established with autonomy

Responsibility: An obligation or accountability for reaching objectives by using resources properly and by adhering to organizational goals (Rue and Byars, 1990).

Woreda: An werea marked off and developed for administrative purpose with defined authority and responsibility representing a population of up to 100,000 people.

Zone: An intermediate level between region and woreda

1.8. Organization of the Study

The paper is organized into five chapters. The first chapter presents background information, statement of the problem, objectives, research questions, significance, scope and limitations of the study. The second chapter contains review of related literatures which were related to decentralization and organizational capacity assessment. The third chapter provides data sources, sampling techniques, description of data gathering tools, procedure of data collection and data analysis. The fourth chapter contains data presentation, analysis, discussions. The fifth chapter conclusions and recommendations of the study were presented based on the result of chapter four. References and appendices appear as the next to the closing chapter.

CHAPTER 2: REVIEW OF RELATED LITERATURE

The literature review is organized in three sections. The first section discussed review of theoretical studies on the concept of decentralization, the second section presented the empirical evidences of educational decentralization policy in Ethiopia and related issues. The final section presented the dimension of organizational capacity in decentralized system.

2.1. Concepts of Decentralization

Decentralization, often used inter-changeably with decentralized governance, refers to the restructuring of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity. Once again there is a direct link with governance and democracy. Based on such principles, functions (or tasks) were transferred to the lowest institutional or social level that is capable (or potentially capable) of completing them. Decentralization relates to the role of, and the relationship between central and sub-national institutions, whether they were public, private or civic (Work, 2002).

Decentralization can, therefore, be defined as the transfer of responsibilities for planning, management and resource acquisition and provision from the central government and its agencies to (Anon, 2003):(a) field entities of central government ministries or agencies, (b) subordinate units or levels of government, (c) semi-autonomous public authorities or corporations,(d) werea wide, regional or functional authorities, or (e) non-governmental, private, voluntary or community based organizations.

Ebel and Yilmaz (2001) contend that the western world sees decentralization as an alternative to provide services in a more cost effective way whereas developing countries were pursuing decentralization reforms to counter economic inefficiencies, macroeconomic instability and ineffective government. Post-communist transition countries were embracing decentralization as a natural step in the shift to market economies and democracy. Latin America is decentralizing as a result of political pressure

to democratize. African states view decentralization as a path to national unity.” Besides being an integral part of democratization, decentralization is also viewed as and “counterpoint to globalization” in that it (globalization) often dis-empowers, removing decisions from the local and national levels to the “global sphere of multi-nations or non-national interests.” Anon (2003) contends that decentralization empowers and brings decision-making back to the sub national and grassroots levels.

2.2. Forms/Dimensions of Decentralization

According to Rondinelli (1998), there were many ways in which a government may devolve power to the sub-national level. It is useful to distinguish the different types of decentralization for highlighting its many dimensions and the need for coordination, these concepts overlap considerably. The common forms of decentralization were political, administrative, fiscal, and market decentralization, which can appear in different forms and combinations across countries, within countries, and even within sectors.

2.2.1. Political Decentralization

Political decentralization aims to give citizens and their elected representatives more power in public decision making. It is often associated with pluralistic politics and representative government, but it can also support democratization by giving citizens or their representatives more influence in formulating and implementing policies (Rondinelli, 1998).

Advocates of political decentralization assume that decisions made with greater participation will be better informed and more relevant to diverse interests in society than those made only by national political authorities. The concept implies that the selection of representatives from local electoral jurisdictions allows citizens to better know their political representatives and allows elected officials to better know the needs and desires of their constituents. It often requires constitutional or statutory reforms, development of pluralistic political parties, strengthening of legislatures, creation of local political units, and encouragement of effective public interest groups (Litvack and Seddon, 1999).

2.2.2. Administrative Decentralization

Administrative decentralization seeks to redistribute authority, responsibility, and financial resources for providing public services among different levels of government. It is the transfer of responsibility for planning, financing, and managing certain public functions from the central government and its agencies to field units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, or werea wide, regional, or functional authorities (Meheret, 1998). According to (Rondinelli, 1998), Administrative decentralization has three major forms (deconcentration, delegation, and devolution) each with different characteristics.

Deconcentration: It is the redistribution of decision making authority and financial and management responsibilities among different levels of the central government, which is often considered the weakest form of decentralization and is used most frequently in unitary states. Within this category, however, policies and opportunities for local input vary. It can merely shift responsibilities from central government officials in the capital city to those working in regions, provinces, or woredas, or it can create strong field administration or local administrative capacity under the supervision of central government ministries.

Delegation: It is a more extensive form of decentralization. Through delegation central governments transfer responsibility for decision making and administration of public functions to semi-autonomous organizations not wholly controlled by the central government, but ultimately accountable to it. Governments delegate responsibilities when they create public enterprises or corporations, housing authorities, transportation authorities, special service woredas, semiautonomous school woredas, regional development corporations, or special project implementation units. Usually these organizations have a great deal of discretion in decision making. They may be exempt from constraints on regular civil service personnel and may be able to charge users directly for services.

Devolution: It is the transfer of authority for decision making, finance, and management to quasi-autonomous units of local government with corporate status. Devolution usually transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues, and have independent authority to make investment decisions. In a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions. It is this type of administrative decentralization that underlies most political decentralization.

2.2.3. Fiscal Decentralization

Fiscal decentralization is commonly defined as the transfer of fiscal power and resources from the central government to subordinate or quasi-independent (sub-national) government units. It deals with how revenues and public expenditures were distributed among the different tiers (Deresse, 2003). Financial responsibility is a core component of decentralization.

Four components define the fiscal dimensions of decentralization: (i) allocation of expenditure responsibilities by central and local tiers of government; (ii) assignment of taxes by government tiers; (iii) the design of an intergovernmental grant system; and (iv) the budgeting and monitoring of fiscal flows between different government tiers. Local governments will be less accountable for delivering good services if they can manipulate these components to shift fiscal liabilities to the center-what is often referred to as a soft budget constraint (Litvack *et al.*, 1998).

According to Bahal (1999), fiscal decentralization can take many forms, including: Self-financing or cost recovery through user charges, co financing or coproduction, in which users participate in providing services and infrastructure through monetary or labor contributions. Expansion of local revenues through property or sales taxes or indirect charges and intergovernmental transfers of general revenues from taxes collected by the central government to local governments for general or specific uses.

If local governments and private organizations were to carry out decentralized functions effectively, they must have adequate revenues raised locally or transferred from the central government as well as the authority to make expenditure decisions. In many developing countries local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak and the dependence on central government subsidies so ingrained that no attempt is made to exercise that authority (Litvack and Seddon, 1999).

2.2.4. Economic or Market Decentralization

The most complete forms of decentralization from a government's perspective were privatization and deregulation; they shift responsibility for functions from the public to the private sector. They allow functions that had been primarily or exclusively the responsibility of government to be carried out by businesses, community groups, cooperatives, private voluntary associations, and other NGOs (Meheret, 1998; Boko, 2002). According to Litvack and Seddon (1999), privatization and deregulation were usually accompanied by economic liberalization and market development policies.

Privatization: It can range in scope from the provision of goods and services based entirely on the free operation of the market to public-private partnerships in which government and the private sector cooperate to provide services or infrastructure. Privatization can mean allowing private enterprises to perform functions that had previously been monopolized by government. It can also mean contracting out the provision or management of public services or facilities to commercial enterprises.

Privatization can also mean the transfer of responsibility from government to NGOs, voluntary organization, community associations or private enterprises for specified functions. Finally, it can mean transferring responsibility for providing services from the public to the private sector through the divestiture of state-owned enterprises.

Deregulation: It reduces the legal constraints on private participation in service provision or allows competition among private suppliers for services previously provided by the government or by regulated monopolies.

2.3. The Rationales for Decentralization

The rationale and objectives of decentralization were often varied and ambitious. Much of the decentralization which has taken place in the past decades has been motivated by political concern. Thus, political forces were the most common impetus for decentralization processes in many developing countries (Tsegaye, 2008).

The major rationale for decentralization is the transfer of significant amounts of power or authority, functions and capacity (financial and human resource base) from the central government to the local institutions to ensure efficient and effective local decision-making based on local knowledge without changing the socio-cultural, political and natural environment of these local wereas. Decentralization also aims at promoting high-level community participation, democratic governance and maximum accountability of decision-making. Thus, decentralized system of governance seeks to instill in the local people commitment and understanding of their development process so as to make them contribute positively to it (Hussien, 2007).

Much of the decentralization that has taken place in the past decade has been motivated by political concerns. For example, in Latin America decentralization has been an essential part of the democratization process as discredited autocratic central regimes were replaced by elected governments operating under new constitutions. In Africa, the spread of multiparty political systems is creating demand for more local voice in decision-making. In some countries, such as Ethiopia, decentralization has come in response to pressures from regional or ethnic groups for more control or participation in the political process (Litvack and Seddon, 1999).

The decentralization process has an objective of ensuring maximum coordination between the various agencies involved in planning and implementation of development programs at

the local level. As a result, under any form of decentralization, local institutions including public, private and community based organizations were encouraged to collaborate in the design and implementation of development process. It also aims at ensuring spatial equity in the sharing of planning, decision-making and management functions from the central government unit. Once lower units of administration were established, it becomes imperative for central government to channel some level of resources to such units. Such resources were supposed to be used to address the development problems of the local were as as a way of bridging any intra and inter local were as spatial inequalities in development (Jeilu, 2001).

Decentralization is also advocated as a way of improving the management of development by enhancing the governance of development, increasing flexibility and responsiveness. Thus projects and programs that were implemented at the local level can be adjusted more easily when unanticipated changes were required instead of such matters of a local nature being determined by central government authorities. In addition, decentralization has an objective of making maximum use of both local, natural and human resources in a sustainable way to ensure rapid development of local wereas. There is therefore always a link between decentralization, local resource mobilization and utilization, and national development. This is because it is the local people who have an in-depth knowledge about the resource base and will thus be able to utilize them to the maximum benefit of the local werea in particular and the nation as a whole.

Economists justify decentralization on the grounds of allocative efficiency. Their economic rationale is that decisions about public expenditure that were made by a level of government that is closer and more responsive to a local constituency were more likely to reflect the demand for local services than decisions made by a remote central government. A second economic rationale for decentralization is to improve the competitiveness of governments and enhance innovation and hence the likelihood that governments will act to satisfy the wishes of citizens. Another potential benefit for decentralization is that people were more willing to pay for services that respond to their priorities, especially if they have been involved in the decision making process for the delivery of these services (Rondinelli, 1998).

Concerns about equity inter-jurisdictional and interpersonal have been central to the discussion of decentralization. Some jurisdictions were better endowed with resources than others, perhaps because of size or location. It is usually argued that central governments were ultimately responsible for ensuring interpersonal equity. Where local economies were intrinsically open and many resources, especially key human resources, were mobile, only limited success should be expected from jurisdictionally focused distributional programs. Still, local governments can and do play very important roles in implementing central distributional programs and in determining a host of tax, expenditure, and intra-locality transfer schemes (Litvack and Seddon, 1999).

On the other hand, scholars noted that decentralization cannot be a panacea for all development ills. There were limits to decentralization. Decentralization policies do not always achieve their declared objectives. Ideological and political, administrative and planning, human and financial resource considerations and constraints affect the outcomes. Defining tasks and responsibilities to be transferred and how to finance them at the local level is also an essential task. As much as decentralization is now an accepted strategy, it has its own pitfalls arising from design, implementation and impact (Boko, 2002).

2.4. Decentralization Policy in Ethiopia

In 1991 the Ethiopian government decided on decentralization policy to legitimize the new state and empower the citizens and/or country's ethnic groups located by regions (Galshberg and Winkler, 2003) and devolve power to the local level following the 1992 constitution of the transitional government of Ethiopia (Gebre-Egziabher and Berhanu, 2007; Garcia and Rajkumar, 2008). It was intended to open the way for regional and local governments and through them for local communities, to take greater responsibility, financial and otherwise, for managing their own affairs, including the delivery of social services (Dufera, 2005; Garcia and Rajkumar, 2008).

Woreda level decentralization was characterized by devolution of power and service delivery function further to woreda and sub-woreda and their institutions and the development of block grant intergovernmental transfer systems. The regions and sub-

regions were to use own resources and to generate additional income from existing resources and was to increase autonomy in plan and in budget preparation. The regions were given the power to redeploy more skilled and experienced manpower and to recruit more staffs depending on local decisions and available budget. This was supposed to make sub-national levels of government become more independent and more autonomous compared to decentralization-com-devolution or regional decentralization (Gebre-Egziabher and Berhanu, 2007).

After the woreda level decentralization system, the Ethiopian administrative system has been structured in three-tier systems: federal, regional, woreda (Gebre-Egziabher and Berhanu, 2007; Garcia and Rajkumar, 2008). The federal state is federate from nine regions and two chartered city administrations. The regions were formed based on ethno-linguistic locations while the two city administrations were created based on special consideration. The regions were sub-divided into woredas, which were again sub-divided into kebelles. Regions have also established zones in their respective werea. The zones were not self autonomous. They serve as intermediaries between regions and woredas and help to facilitate administrative and development activities with technical assistances from regions. The legal and institutional structure of regions and woreda mirror the structure of the federal one. The Federal constitution defines the power and function of the regions and the regional constitution defines the power and functions of woredas. Officials in kebelles were the only paid part-time workers though they have similar functions and responsibility as officials at the woreda level. Recently, kebelles have been sub-divided and sub-sub-divided into “Gwere” and “Gooxii” respectively for ease of administration and grassroots mobilization.

2.5. Decentralization and Capacity Building in Ethiopia

To facilitate the decentralization program and improve the delivery of services at local level, various reform programs were introduced. A National Capacity Building Program (NCBP) was launched to respond to the capacity building demands of the country; Ministry of Capacity Building was established in 2001 to ensure good governance,

transparency and accountability and to create the conditions for a more active role of the public, private and civil society.

Public Sector Capacity Building Program (PSCAP) has also been launched in 2004 as part of the concerted effort to the on-going capacity building initiatives with the objective of building national capacity across regions and sectors over the medium-term as an integral part of Sustainable Development and Poverty Reduction Programs (SDPRP). Capacity building under PSCAP includes support for the development of human resource through delivery of huge on job training across public organizations, development of working systems, and improvement in the effectiveness of institutions. The National Capacity Building Program (NCBP) targets 14 sectors: civil service reform, tax reform, justice reform, woreda decentralization, information and communication technology, private sector, construction sector, urban management, cooperatives, textile and garments, agricultural training of vocational and technical levels, industrial training of vocational and technical levels, civil society, and higher education (Tegegne, 2010). Out of the fourteen sub-programs six of them were concerned with strengthening and building capacity in core parts of the public sector and have been grouped under PSCAP (Worku, 2005; Yigremew *et al.*, 2005). They include civil service reform, woreda level decentralization program (DLDP), justice system reform, information communication, tax reform, and urban management , BPR, and BSC .

Local government capacity building in rural areas is addressed by the woreda Level Decentralization Program. Capacity Building under DLDP was launched to bring about changes and improvements in woreda institutional structure, working systems for planning and implementation and service delivery, and manpower development. Thus, the overall objectives of DLDP is to enhance the institutions, working systems and human capital in an integrated and coordinated manner at woreda and *kebele* levels to ensure democratization, empowerment and good governance.

The specific objectives of DLDP includes fulfilling the required manpower for the public institution; and training in areas critical to local government to enhance the capacity of public servants, electorates and other stakeholders at woreda and Kebele levels including human resource policies, procedures, and plans; and to establish efficient and effective

structure at woreda and kebele level through institutional and organization development including assessment of functional assignments and enabling legislation, assistance in establishing structures and restructuring existing arrangements including local level accountability relationships.

Moreover, DLDP aims at establishing the system of broad based participation and empowerment of the grassroots population through technical assistance and training for grassroots participation including the development of guidelines and monitoring mechanisms, and the strengthening of civil society involvement at the local level. Furthermore, capacity building for policy and program development including technical assistance for woreda decentralization strategy and policy development, benchmarking and review of plans; establishing systems for clear accountability, transparency, and relationships of executives were emphasized.

Besides, establishing minimum service indicators or standards for basic sectors and monitor the systems to facilitate the delivery of services at woreda and Kebele levels; development of woreda fiscal transfer mechanisms and revenue mobilization capacities through the review and design of various intergovernmental fiscal instruments; and enhancing capacity for planning and execution with the introduction of improved woreda planning manual; and ensuring the effectiveness of budget preparation and control system through strengthening of the planning system & financial management at the woreda level were the main objectives of DLDP (MoFED, 2002; UNDP/UNCDF, 2005; Yigremew *et al.*, 2005; FDRE, 2007).

The implementation of DLDP is divided into two phases of three and four years each. First phase (2002-2004) comprises initial intervention in selected woredas of all regions. Second phase (2005-2008) involves deepening and consolidation of capacity building activities in the four advanced regions and continuing initial interventions as well as deepening and consolidation in the remaining four regions. Therefore, the activities of DLDP planned for the five-year period were categorized under enabling, deepening, and consolidation stages (UNDP/UNCDF, 2005; Yigremew, 2005).

As a result, powers and responsibilities have been devolved to woredas since 2001. The revised regional constitution of Oromia National Regional State also defined the duties and responsibilities of the woredas in the region. The responsibility for planning, budgeting,

and implementation of public service delivery were given to woredas. Woreda administrations have been given autonomy in expenditure prioritization when planning basic services. According to the revised constitution of Oromia National Regional State, chapter nine Article 76-89, woredas were empowered to deliver basic services such as agricultural extension, education, health, water supply and rural roads. Woreda empowerment was enhanced by transfer of functions, finance and human resources from regional and zonal levels. A regional block grant was introduced in the fiscal year 2002/2003 and intended to finance woreda salaries, operational and capital development projects. Woredas were also restructured and reorganized and a large number of staff has also been made in view of the weak performing capacities observed in the processes of woreda decentralization (Worku, 2005).

Therefore, in order to deepen decentralization to local level and to create a well-functioning decentralized local governance and civil service, building local capacity is one of the most important factors. Strengthening the already existing local institutions and their human resources' technical and management capacity, as well as creating new ones were of paramount importance. The capacity of local government and local institutions is a function of a complex mixes of skills, knowledge and experiences as well as capacity of both human and financial capital. The presence of proper institutional capacity and administrative authority devolved for decision making processes at local level is of critical advantage to strengthen the local governments' capacity in executing responsibilities and achieve its development goal.

2.6. Oromia Region Educational Administration Strategy

The Regional Bureau of Education is responsible for overall regional educational provision that prep were primary education curriculum; administers teacher training collages and trains teachers for primary education; provides technical, material and financial support for woreda and zonal education offices; controls the standard of education of the region and designs regional educational strategies.

Zonal Education Offices

Zonal Education Offices were established to serve as facilitators between Regional Education Bureau and woreda Education Department. The office coordinates purchase and distribution of educational materials; provides technical support for woredas and also performs other functions allocated to them by Regional Bureau of Education.

Woreda Education Office

The woreda office is the local government that leads and administers all educational affairs of the woreda. woreda were the primary educational authorities responsible for the establishment and implementation of all educational activities spanning from pre-primary to secondary education. While the PTA and KETB seem to be selected on the basis of political consideration; the WEOs were appointed on the basis of their professional experience.

The Cluster Resource Center (CRC)

Cluster Resource Center is established to coordinate school to shwere the same experience and to work together and to overcome challenges of transportation and communication among rural schools. Five to seven schools close to each other were grouped together and form one cluster. The most accessible school (closer to transportation facilities) serves as a CRC and the member schools were to get their resources (for example, textbooks) from this center called CRC.

The CRC serves as a center where the government or other bodies supply educational resources and where the member schools get these resources (e.g. educational materials and school supplies). The CRC also serves as a meeting place for member schools.

Parent Teacher Associations (PTA)

The PTA is a joint body of parent and teachers to be composed of seven executive members elected at the parent-teacher assembly. PTAs were intended to strengthen school-community relationships; make the school a good teaching and learning environment; foster a good academic relationship between teachers and student; and lead and administer schools on behalf of the community in collaboration with local government bodies.

2.7. Concept of Capacity

Implementing decentralization of educational management is concerned with the capacity of the organization with the availability of clear organizational structure that needs the involvement of committed management and leadership with adequate financial, human and physical resources will help the organization to achieve and provide efficient and quality of educational system.

Organizational capacity is the ability of an organization to use its resources to perform. If the organization itself is the unit of analysis, all of the resources, systems and processes that organizations develop to support them in their work can be assessed. An examination of the systems and management practices associated with human, financial and infrastructure resources helps provide insight into the use of organizational resources.

Organizational capacity can be seen as a function of many different factors that exist within an organization. Individual capabilities, ways of organizing, cultural norms and physical assets all combine to enable an organization to work towards its mission. It refers to the ability of the organization to effectively manage its programmes to achieve the stated goals and objectives with minimum external assistance.

2.8. Capacity Assessment

UNDP's capacity assessment strategy has three dimensions: points of entry, core issues and cross cutting functional capacities. Points of entry were the levels that capacity resides on. There were three levels in this manner. First is the enabling environment or the broad system in other words, second is the organization level and third is the individual level. Core issues were the fields subject to development strategies: leadership, policy and legal framework, accountability, public engagement, human resources, financial resources, physical resources and environmental resources. Cross-cutting functional capacities address to capacity building process. First step is the engagement of partners and building of consensus, second step is the analysis of existing situation, identification of inadequacies and creation of future vision, third step is formulation of capacity development strategies, fourth step is the implementation of strategies and final step monitoring and evaluation processes, and restarting with the first step (UNDP, 2006).

An Organizational Capacity Assessment (OCA) process encompasses a set of methods and tools that were designed to measure the capacity of an organization or a specific unit of the organization. Although there were variations of the individual tools used and varying approaches used in administering the OCA processes, all OCA processes were similar with respect to their focus: the focus is on the internal components of an organization although service delivery and external relations might also be dealt with (Kepa, 2009).

2.8.1. Strategic Leadership and Management

Strategic leadership is the ability to anticipate, envision, maintain flexibility, and empower others to create strategic change as necessary. Strategic leadership refers to all those activities that set the course for the organization and help it stay on course in service of its mission. Strategic leadership is associated with the organization's vision, as well as with the ideas and actions that make the organization unique. It is the process of setting clear organizational goals and directing the efforts of staff and other stakeholders toward fulfilling organizational objectives. Strategic leadership needs to empower its members to create the changes that were necessary for an organization to perform and survive (Byrd,

1987). Strategic leadership consists of three main dimensions: leadership, strategic planning and niche management.

Leadership

Leadership has historically been associated with positions of authority rather than with the capacity of leading (Carlyle, 1861). Today this distinction is understood as the difference between leadership position and leadership abilities. As society developed, so did the perspective on the concept of leadership also completely changed. The shwered and informal aspect of leadership has become an important focus of current leadership literature.

Leadership is not only some quality or characteristic that one possesses or is perceived to possess, it can be something that one does. It therefore can describe an act as well as a person. Leadership does not involve the use of force, coercion or domination and is not necessarily implied by the use of such titles as manager, supervisor, or superior (Jago, 1982).

Strategic Planning

Strategic planning is the process of devising a plan of both offensive and defensive actions intended to maintain and build competitive advantage over the competition through strategic and organizational innovation. Strategic planning is a disciplined process for making key decisions and agreeing on actions that will shape and guide what an organization is, what it does, and why it does it. Planning is an important aspect of strategic thinking and management.

By working on a strategic plan together a team can: think creatively about the focus and direction of the organization's work, strengthen team approaches by defining together a clear focus and direction, develop plans collaboratively with partner organizations, beneficiaries and other organizations, provide a framework against which to monitor progress, learn from experience and make the changes necessary to improve effectiveness

and impact, enable decisions to be made about the best use of the human and financial resources available (CIIR, 2005).

Niche Management

Niche management is an organizational function that forces managers to look beyond internal matters to consider the wider environment and the broader issues of the time. It emerges out of a process of interaction shaped by many actors, both internally and externally (Beaton, 1994).

2.8.2. Organizational structure

The ability of an organization to structure and restructure itself to adapt to changing internal and external conditions is important for maximizing organizational performance. Organizational structure is defined as the ability of an organization to divide labor and assign roles and responsibilities to individuals and groups in the organization, as well as the process by which the organization attempts to coordinate its labor and groups (Bennis, 1969).

2.8.3. Human Resources capacity

Human resource capacity is the core capacity in decentralization of educational management in equipping individuals with the understanding, skills and access to information, design and implement strategies, policies and programs; deliver services, and monitor results knowledge and training that enables them to perform effectively and analyze development needs (World Bank, 2005). It is related to training and recruitment of managerial, professional, and technical talent that contributes to organizational performance. Local capacity building is about empowering people to make a difference in their own communities (Smillie, 2001).

According to Mackay (2002), developing human capacities must include the emotional, intellectual, psychological, cultural, spiritual, and social needs of people. Capacity building must therefore be based on the lived experiences, aspirations, resources, needs, visions,

and limitations of the local people. It is about assisting the marginalized and oppressed in society to take ownership and control of their development process. Human resource capacity is essential to improve and make optimal use of the total knowledge, creative abilities, skills, talents and attitudes of an organization's working force.

Human resource management involves the planning, implementation and monitoring of the organization's labor force. Human resource management involves the forecasting of the human resource needs of the organization, and planning the steps necessary to meet these needs (human resource planning); identifying the kinds of human resources that it needs to perform well (staffing human resources); improving employee performance by increasing or improving their skills, knowledge and attitudes through on job-training, education, and others (human resource development); and distribution of rewards (direct and indirect, monetary and non-monetary) within the legal regulations of the organizations (rewarding human resources).

It has been recognized that in addition to the training the functioning of individuals were dependent on a number of other factors. One of the most important is motivation. Others include as pay-scales, conditions of employment, career perspectives and office facilities and working conditions. Education and training were the most important but not the only means of human resource development (Peltenburg *et al.*, 1996).

Moreover, an organization's performance depends not only upon its financial, human, and other resources but also on its managers' capacity to plan, set goal, determine responsibilities and lead, motivate and supervise staff members, and maintaining relations with stakeholders allocate and deploy these resources in the successful pursuit of its strategic goals.

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Human resource management involves the planning, implementation and monitoring of the organization's labor force. Another way of looking at the organization's human resources is in terms of "human capital," which refers to the knowledge and skills of the labor force. Clearly, the human resources of any organization were its most valuable assets. In the view of many top-level executives, employees were the key source of an organization's competitive advantage (Brown and Kraft, 1998).

The human resources management function is charged with planning and controlling human resources to make sure that people's needs were met so they can work to achieve

organizational goals. Commitment to meeting employees' needs is not merely an altruistic function. It is highly likely that staff who were reasonably comfortable with working conditions, and stimulated by the environment, will be productive (Miron *et al.*, 1993).

2.8.4. Financial Management

Financial management includes financial planning, financial accountability, and financial statements and systems. Building a transparent financial system with competent staff helps many countries fight corruption. Hence financial planning involves the planning, implementation and monitoring of the monetary resources of an organization. Along with human resources, it provides the major inputs upon which an organization builds its products and services. Hence management of an organization's financial resource is a critical capacity. Good management of budgeting, financial record keeping and reporting is essential to the overall functioning of the organization. It ensures that the board of directors and the managers has the information they need to make decisions and allocate organizational resources. It also inspires confidence in funders interested in financial accountability and sound financial management (Goddard and Powell, 1994).

2.8.5. Internal and External Infrastructure

While human resources and financial resources were quite typically reviewed in most organizational assessments, more attention needs to be paid in developing countries to the state of the infrastructure required to support organizational performance (Nourzad, 1997).

Infrastructure refers to the basic conditions (facilities and technology) that allow an organization's work to proceed: for example, reasonable space in a building equipped with adequate lighting, clean water and a dependable supply of electricity, as well as viable transportation to and from work for employees. In developed countries that have the wealth and the governmental structures to support adequate infrastructure, these conditions were often taken for granted. In some developing countries, however, inadequate infrastructure presents an organizational problem that warrants assessment.

Each organization has its own assets and liabilities with respect to infrastructure resources. If the organization has its basic infrastructure in place, this area will represent a small component of the assessment. If the infrastructure is deteriorated, however, with electricity and water found to be problem areas, then infrastructure will become a major concern of the assessment.

Process Management

Executives with many organizations today view their business as a series of functional silos concerned with their own requirements (Dent and Hughes, 1998). This perspective is particularly pervasive among managers accustomed to being rewarded for optimizing the performance of their functions relative to the rest of the organization. Although managers talk about “big picture” processes, their efforts were often focused inwardly on their own requirements and were measured accordingly. In such situations, there is an obvious need for common systems and operations that apply uniformly throughout the organization and, like a thread, sew the various functional parts together into a common purpose. There is also a need for compatible strategies to optimize organizational performance.

In other words, process management is required. Taking a vision and making it a reality through smooth-flowing daily work in an organization is largely dependent on ongoing “processes.” These were the internal value-adding management systems and operations that cut across functional and departmental boundaries. They were the mechanisms that guide interactions among all groups of people in an organization to ensure that ongoing work is accomplished rather than hindered or blocked.

Thus, process management is the task of aligning and integrating the various practices and cultures of different segments of an organization through the introduction of common systems and operations that apply uniformly to all segments of the organization. These common operations or processes include problem-solving, planning, decision-making, communication, and monitoring and evaluation. People often interact to accomplish their

work, and the way that organizational processes were set up dictates the tone of their interaction. If the processes were all working, the outcome is that the organization is learning and accomplishing a great deal.

Process management takes place at every level of an organization, from the board of directors to the line worker. The board and senior managers must know how to problem-solve, plan and make timely decisions. If they were deficient in these areas, organizational direction is often hampered. At the more operational level, program units, departments and other functional segments of the organization must plan and set short- and medium-term goals, as well as solve problems, make decisions and generate strategies to carry out appropriate activities to achieve results.

2.8.6. Inter-Organizational Linkages

Having regular contact with other institutions, organizations and groups of strategic importance to the organization's work can result in a healthy exchange of approaches and resources (including knowledge and expertise). The organization may be forming or already have linkages with potential collaborators and collegial bodies, potential funders, or key constituents (Grandori, 1997).

Linkages help the organization keep up with advances in pertinent fields, and give access to wide-ranging sources of up-to-date information within each area of the organization's work (Coyne and Dye, 1998). Currently, community participation has become a central issue in development discourse. The connection between various forms of community participation and effective systems of service delivery can be assessed in a variety of ways including improvements in basic human development indicators.

Popular participation is the empowerment of people to effectively involve themselves creating the structures and designing policies and proposals that serve the interest of all. Participation includes people's involvement in decision making process, in implementing

programs, their sharing in the benefits of development programs and their involvement in effort to evaluate such programs (Nigussie, 2007).

Popular participation is mean exercising checks and balances in the different structures and tiers of government, facilitates the participation of non-governmental actors and grass roots of organizations to again a say in the governance realm, provides options for individual citizens by promoting government responsiveness, enhances opportunities for local economic activity and facilitate the taking shape of an active and vibrant civil society (Tegene and Kassahun, 2004).

The principles of participation derive from and acceptances that peoples were at the heart of development. They were not only ultimate beneficiaries of development, but also the agents of development. The rationale behind peoples participation in development is that participation strengthens as people's capacities and their efforts to create and sustain the collective growth and development (Nigussie, 2007).

Decentralized local governance assumes a participatory grass root level approach in which the community becomes active participant starting from planning to implementation of development projects and become beneficiaries. Community participation processes and mechanisms can strength accountability and also affect service delivery outcomes. Citizens can exert their collective voice which occurs in the relationships between citizens and policy makers to influence policy, strategies and expenditure priorities at different levels making national and local according to their wishes and preference (World Bank, 2001).

Today, there were many types of organizational arrangements that can and need to be made to support the organization's performance. For example, new information technologies can help an organization learn about the most recent approaches to programming and managerial issues. They also bring new ways to communicate with potential allies and collaborators in key program and funding wereas. Two aspects of inter-organizational linkages were discussed in this section: new forms of relationships (such as networks, joint ventures, partnerships and coalitions), and electronic linkages.

2.8.7. The political Environment

The success decentralization of educational management demands strong willingness and commitment of the political leader at all levels. In this regard, the willingness and real need of the central government to devolve the power of decision making to the lower level echelons and educational institutions is a theme for change (Hussien, 2007). Moreover, the path, depth, and ultimately, the outcome of decentralization reforms depend on the motivations of political leaders and their interaction with the various important coalitions within and out side the sector. Basically, whatever resources were in place and competent managers were employed, the success of decentralization and capacity development demands strong political base and supports that come out of real commitment for change.

The political system and its leaders ought to provide genuine autonomy to the lower level echelons and this should be followed by strong and genuine support for capacity development. The political environment should also convince and obligate the line agencies of the central bureaucracy, and central government officials to transfer functions previously performed by them to the local level organizations (Rondinelli, 1989).

2.8.8. Legal, Administrative and Policy Environment

Successful decentralization and capacity development demand enabling policy and legal grounds. To this effect, decentralization should be backed by strong laws, regulations and directives that clearly outline the relationships among different levels of government and administration, the allocation of functions among organizational units and the roles and duties of officials at the various echelons (Rondinelli, 1989; Cooper, 1997).

Administrative and procedural details should be modified to define the possible problems that arise by using government decrees or ministerial regulations and orders, which also have the force of law. In this regard, decentralization must be supported by flexible legal arrangements, based on performance criteria, for allocating functions as the resources and capabilities of local level organizations change over time (Rondinelli, 1989).

CHAPTER 3: THE RESEARCH DESIGN AND METHODOLOGY

This chapter deals with design of the study, sources of data, sample and sampling techniques, instruments of data collection, procedures of data collection, and data analysis.

3.1. The Research Design

A descriptive survey research design was used so as to assess the capacity of woreda education offices in Oromia Regional State Finfinne Surrounding Special Zone in implementing decentralization of educational management. This approach was assumed to be appropriate because it helps in revealing some of the major capacity constraints in implementing the system at the district level. It enabled the researcher to understand the current status of districts in terms of capacity. It also helped the researcher to make extensive description and analysis of data that enables to generate recommendations for change.

The appropriateness of this method for such study was noted by many scholars, such as, Koul (1996) as well as Best and Khan (1989), descriptive survey design becomes useful where one needs to understand some particular information that involves a clearly defined problem and definite objectives.

3.2. Sources of Data

The sources of data for this study include:

- ✓ Educational office experts, core process owners and supervisors level
- ✓ Key informants from the special zone and woreda levels and
- ✓ Official documents.

In this study, both primary and secondary data were used to collect adequate information about the current status of Oromia Regional State Finfinne surrounding special zone implementing decentralization of educational management in terms of capacity. Primary sources of data were used to get first-hand information concerning the availability of human power, availability of financial resources, the leadership style of the woredas level community participation, the internal and external enabling environment of decentralized educational services.

The primary data sources were collected by questionnaire, interview and focus group discussion from expert at zonal and woreda education office, head of woreda administration, head of woreda councils.

Secondary data were collected from published and unpublished materials, which were available in the form of books, journal articles, proclamations, policy briefs, federal and regional constitutions, laws, regulations, organizational structures, performance reports and pertinent academic theses. Particularly data pertaining to fiscal and budget reports, manpower reports as well as public service planning and implementation reports, periodic and statistical reports were collected from federal, regional and the study *woreda* institutions.

3.3. Sample population and Sampling Technique

Oromiya Special Zone of Surrounding Finfine is found in the central part of the Oromia Regional State, surrounding the capital town – Finfine. The special zone has an estimated total werea of 4,800 km² It consists of six woredas (Akaki, Berek, Mulo, Sebeta – Awas, Sululta, and Welmera) and eight major towns (Burayu, Dukam, Gelan, Holata, Laga Xaafoo – Laga Daadhi, Sebeta, Sendafa – Beke, and Sululta). For the purpose of this study three education offices from three major town and two education offices from woredas were selected.

Sample

The sample of the study consisted of five Education Offices from Finfinne Surrounding Special zone. Based on this, a total of 100 respondents were taken as sample of the study. These officials and experts include, teachers professional development and supervision

section head, planning and project core process owner, Moreover, all woreda education office vice head, key educational officials at the education offices were interviewed. For more information, interviews were also conducted with all educational officials at the woreda level. The woreda level key informants like PTA, community representative, senior teachers were selected due to their positions and rich experiences.

Sampling Technique

For the purpose of this study, random sampling technique was employed in the Special Zone. From Finfinne Surrounding Special Zone, five representative education offices were randomly selected for the study. Based on this, educational officials at the selected sample woredas were found to be the core respondents of the questionnaire owing to the positions they occupied in the office. This helped the researcher in getting the relevant and detailed information from those who could shwere their practical experience.

3.4. Instruments of Data Collection

A questionnaire, interview, focus group discussion, personal observation and document analysis were the main data gathering instruments to collect adequate data and for triangulation purpose. Therefore, employing multiple data collection instruments helps the researcher to combine, strengthen and amend some of the inadequacies of the data and for triangulating it (Cresswell, 2003).

3.4.1. Questionnaires

Questionnaires were used to collect relevant and first-hand information from key informants woreda education offices, team leader and supervisor, school principals. The questionnaire was mainly constructed in the form of rating scale. The items of the questionnaires were mainly close-ended questions and accompanied by some open ended ones.

3.4.2. Interview

Structured interview was used to collect data from core process owner, human resource core process owner, and supervision and teacher development education vice head, plan,

program and project core process owners. The reason why structured interview was employed was that the procedure to be used is standardized and determined in advance as well as to obtain answers to carefully phrased questions (Koul, 2008). Using this instrument is important to get thick data about the issue under study.

3.4.3. Focus Group Discussions (FGD)

Two focus group discussions were conducted in the zone with education experts and with teachers and community representatives. Focus group discussions that helps in clarifying the information or data collected during key informant interviews. Accordingly, Focus group discussion were conducted towards the end of the field work to clarify the data collected and to get the general perception of the respondents at institution level and community level. Each focus group consisted of five persons. The discussant were selected based on their positions they had in their offices, schools and involvement in education service delivery at zonal level.

3.5. Techniques of Data Analysis

Different statistical techniques like mean, frequency and percent were employed on the basis of the nature of the data. Consequently, the data that were collected from the respondents analyzed analysed and interpreted. SPSS V21 softwwere was employed. In analyzing the quantitative data, respondents were grouped in to education office and school. Percentage and frequency counts were used to analyze the characteristics of the population as it helps to determine the relative standing of the respondents. Moreover, mean scores were used for analyzing the questionnaires with five point likert scales to assess organizational capacity of special zone Education offices. The scale was interpreted as 5= Strongly Agree, 4= Agree, 3= Undecided, 2= Disagree, and 1=Strongly Disagree. For the purpose of easy analysis and interpretation, the mean values of each item and dimension was interpreted, the mean values from 1.00-2.49 was represented as low, from 2.50-3.49 as moderate, from 3.50-4.49 as high, and from 4.50-5.00 as very high implementations.

In analyzing the data obtained through an interview, first summary sheets were prepared and field notes were written and the content of the responses were analyzed. The documents such as journals, books, and articles were also used in data analysis. To this

end, analysis and interpretations were made on the data obtained through questionnaires, interview and document analysis.

CHAPTER 4: PRESENTATION ANALYSIS AND INTERPRETATION OF DATA

This chapter provides the empirical results gathered from woreda education expert's survey, interviews, focus group discussion, and document reviews. The data was presented in tables and figure. The data were analysed using Statistical Package for Social Sciences (SPSS V21) softwwere as well as descriptive statement to elaborate the crude result obtained from statistical analysis. besides, qualitative data obtained through FGD, interviews and document review were analyzed under the qualitative analysis to confirm the numerical results.

4.1. Characteristics of Respondents

As it is indicated on chapter three, woreda education experts, woreda education heads, core process owners school principals, senior teachers, community representatives, all woreda education experts were respondent of research questioner. A structured interview held with woreda education bureau vice heads, supervision and teachers development core process owners and the researcher. A total number of 114 questioners distributed and 100 questioners filled out and returned which showed the return rate of the distributed questioner 87.7%.

Table 1 indicates that number of respondents that purposely selected in Finfinne special zone education office and schools for analysis in three towns and two woredas.

Table 1. Number of respondent five woredas from special zone

Woreda and Town	Education offices	School	Total
Burayu	16	6	22
Akaki	10	4	14
Dukem	17	6	23
Sebeta	18	7	25
Gelan	12	4	16
Total	73	27	100

As can be seen from Figure 2 8% of respondent were MA graduate, 78% BA graduate and the rest 14 % of respondents were diploma.

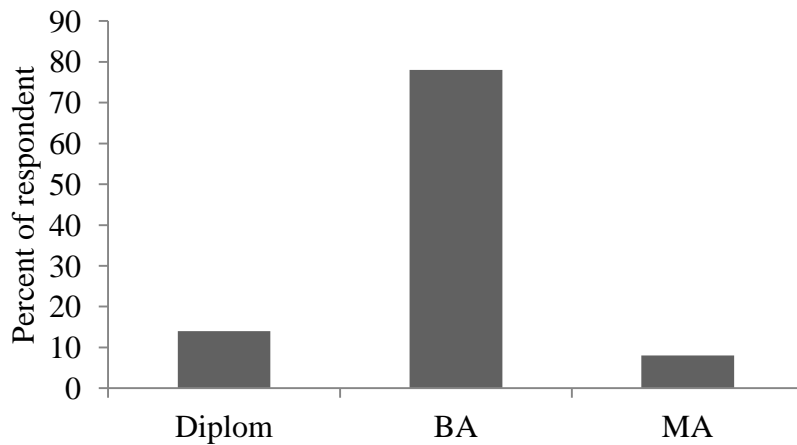


Figure 2 Respondent profile based on qualification

As it can be seen from the pie chart (Figure 3) 29 % of the respondent was female and 71 % of respondents were male.

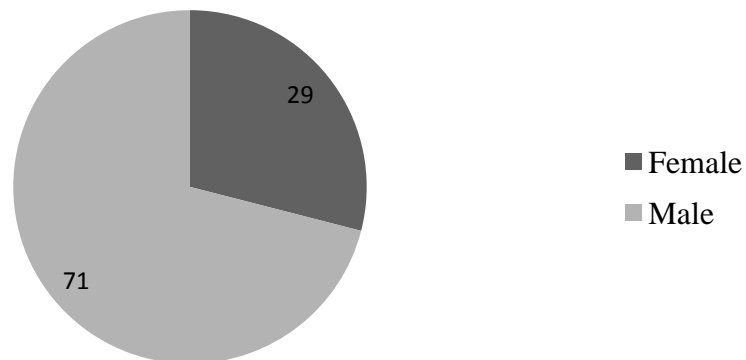


Figure 3. Respondent profile based on sex

4.2. Internal Enabling Environments

An organization's *internal environment* is composed of the elements within the organization boundaries, which is strictly part of the organization the major core components were including *organizational structure, leadership and management, financial resources, human resources* were core capacity.

4.2.1. Organizational Structure Capacity

Organizational structure represents the capacity of ownership or legal guidance system of the organization. The structure relates to the ultimate legal and social responsibility of the organization. The way organizational structures were designed and how work process and functional units were reorganized have impacts on the capacity of implementing decentralization. With this assumption, five major items (Item 1-5) were administered to the woreda level (Table 2).

Table 2. Mean score of organizational structure in the study area

No.	Items	Edu off	School	Both
1	The structure is clearly defined with lines of authority	3.42	3.78	3.52
2	There is well-designed organizational structure	3.33	3.44	3.36
3	Regular update were carried out on the structure	3.29	2.88	3.18
4	work processes clear and adequately structured	3.25	3.55	3.33
5	Functional units adequately decentralized	3.37	2.88	3.24
Average mean Score		3.3	3.3	3.32

The existence of proper organizational structure is crucial to the coordination and integration of different activities. Moreover, the clarity and simplicity of the structures and procedures used to decentralize, the ability of the implementing organization staff to interact with higher level authorities, and the extent to which components of decentralized programs were integrated influences the outcomes of decentralization efforts.

As indicated in Item 1 of Table 2 the structure is clearly defined with line of authority was rated as high with weighted mean score of 3.52. Schools also indicated that the structure was clearly defined with lines of authority. The current organizational structure of woreda level education offices were developed on the implementation of BPR. The interview result were in line with the respondents rate.

The respondents indicated that organizational structure was well designed evidenced by rated as medium a weighted mean average of 3.36 (Table 2). Both the Education office and the school respondents proven that currently they were using the organizational structure that developed and distributed from the Oromia regional education bureau. The document

analysis made concerning the organizational structure of the woreda and town levels showed that the structure has been adapted from the Ministry of Education that forwarded to regional and woreda education office. In opposite to the respondents and secondary data the interview result revealed that the current organizational structure had no clear organizational structure.

Regular update were carried out on the structure of the organization (Table 2) was rated as medium with weighted mean score of 3.18. Both respondents rated as medium work process clear and adequately structured in which the weighted average of 3.33 and functional units adequately decentralized in which the respondents rated of 3.24.

Theoretically, the current organizational structure of education office is clearly defined and the framework is developed by civil service and good governance bureau and distributed through the REB to all woreda education office but in practical sense there was some gaps with the exact structure that expected from the Education Offices. In general, the organizational structure of the education office rated weighted mean of 3.33 which is medium this is due to the inconsistency of the organizational structure of the Education office (Table 2). Based on personal observation and secondary document analysis the current organizational structure needs to fill some vacant position because some of the employees were required to cover two or more positions. This implies it is very difficult to handle and manage one specific tasks that expected from employees specially when schools need assistance from the education office the education experts were tight by other duties.

WEO was unable to carryout tasks (Jeilu, 2001) on contrary the current organizational structure and quality of human power at WEO enables the woreda to carryout their task adequately this is due to short term and long term training that employees got the opportunity to attend some level of degrees from public service college and hiring fresh graduate.

4.2.2. Leadership and Management Capacity

Leadership and management is one of corner stone for the implementation of decentralization in educational management to set clear vision, goal, determine responsibilities and lead, motivate and supervise staff members, and maintain relations with stakeholders allocate and deploy the right resources in the successful pursuit of its strategic goals. In line with this, five major items that were related to leadership and management were administered to the respondents for rating (Table 3).

Table 3. Mean score leadership and management capacity in the study werea

Items	Edu Off	School	Total
1 The education office has clear overall strategy/vision/mission and values	3.78	3.33	3.66
2 Leaders were appointed by based on their competency and professionalism	2.97	3.11	3.01
3 The office recognize the importance of distributive leadership	3.1	2.89	3.04
4 Leaders have strong commitment to make decision	3.37	2.56	3.15
Average Mean Score	3.40	2.86	3.26

On item 1 (Table 3) the education office has clear overall strategy/vision/mission and values was rated as high with a weighted mean score of 3.66 out of 5. Clear overall strategy/vision/mission and values were stated in all offices and posted on notice board everyone has a possibility to read to understand the mission of educational offices. As respondents indicated that the existence of written documents in office was not a guarantee for implementation. Leaders were not committed for vision and mission of educational system. Some of school principal's respondents revealed that woreda Administrators and town mayors were by default board director for the school but in reality woreda administration and town mayor were unable to visit schools that they by default assigned. Mayors didn't Create a common vision for reform but it is essential (USAID, 2012) if collaboration, rather than conflict, is to become the driving force behind decentralization actions .

On item no 2 Table 3 leaders were appointed by based on profession and competency rated medium in which the weighted mean score of 3.1 out of 5. The condition is in education offices (with mean score of 2.97) than the school (with mean score of 3.01). This was also witnessed by the interviews conducted at woreda levels with educational officials and experts shows all leaders in woreda education offices were appointed by their political commitment even their profession is not considered. Educational office needs educational leader at least the one who understands the values of education but many leaders in education offices give greater emphasis for their political commitment; in practical sense the capacities and competencies that required for Educational leadership is not effective. Leaders in educational offices do not have confidence for decision making since they were not from To be competent professional leaders, leaders need to have a composite capacity of knowledge, skills, values, character and attitudes working within a facilitating cultural environment, institutions and systems.

The office recognized the importance of distributive leadership rated with weighted average of 3.04 in which medium (Table 3). The interview respondents also witnesses as education leader does not acknowledge the role of distributed leadership that acknowledges the work of all individuals who contribute to leadership practice, whether or not they were formally designated or defined as leaders, distributed leadership minimizes risks through distributing responsibilities to all staff experts. In education office in which 50% of respondents were confirmed as they disagree on the existence of distributed leadership. Since, leaders in education office do not trust other non-political member they don't want to shwere responsibilities.

The final item of Table 3 refers to leaders have strong commitment to make decision based on this, leaders' capacity was rated as medium with a weighted mean sore of 3.15. The woreda education offices (mean of 3.37) were relatively better than the school in which mean of 2.56 this is because of leaders were good commitment in decision-making. Interview that held with school leaders confirm that educational leaders shows that were not committed for the education werea rather they were aggressively working for their political since they were political appointees. The poor leadership of inefficient political appointees and frequent changes of leaders makes the decision weaker this is also one of great challenge for the educational.

Some of education office in Oromia special zone the leaders were graduate with diploma and their educational qualifications is not appropriate to run the education system because the first criteria to appoint leaders to a position is to be a key member of current party/EPDRF/. Focus group discussant also confirmed that leaders were extremely restricted by the political system; there is neither adequate capacity nor commitment to change the supplied authorities to power, to practice and to fully utilize them. This results less management commitment, lack of leadership and proper educational management practices in Oromia Special zone.

The effective execution of these activities demands developing the skills and abilities of leaders. The skills and competence of the educational leaders a base for successful implementation of educational decentralization because decentralizing significant amount of power and authorities results into wastage of decentralized resources due to lack of managerial, technical and administrative capacity that requires major commitment on the side of the government to improve and enhance their competence. It needs wise leadership to bring position capable persons who can perfectly play the role, fix the education system and create a competitive environment.

In general the overall leadership capacity of woreda education office for implementing decentralization of educational management was found to be medium (3.26) of weighted mean average (Table 3). Different researches support this research conducted by (Jeilu, 2001; Hussien, 2007) showed that management and leadership effectiveness for decentralization commitment was found to be medium in principle the successful decentralization of educational management needs high leadership and management commitment (this all implies the education offices should develop strong leadership and management to lead and for the successful implementation of decentralization educational management).

4.2.3. Human Resources Capacity

Another way of looking the educational office is the human resources in terms of human capital which is the most valuable assets. In line with this, six major items that were related to human resource capacity were administered to the respondents for rating (Table 4).

Table 4. Mean score of human resource capacities in the study werea

Items	Edu Off	School	Total
1 The offices has the right people for the right job	2.42	1.78	2.25
2 The offices has adequate number of staffs to supervise, monitor the day to day activities	2.72	2.22	2.59
3 Staff training is based on capacity needs and strategic objectives	3.03	3.33	3.11
4 Simple and accessible human resource manual exist	4.05	2.89	3.74
5 There is high turnover of employees	4.65	4.00	4.48
Average Mean Score	3.32	2.82	3.19

As can be seen from item 1 of the Table 4, the offices has the right people for the right job was rated as low with a weighted mean score of 2.25 out of 5. The woreda education rated better than in school with a mean score of 2.42 than 1.78 respectively. This implies that lack of the right qualification; concrete experience and skill to manage supervise schools to facilitate the day to day activities of the office. The FGD also revealed that there is lack of required number of supervisors with required training in the woreda education office. Educational office experts whose their educational level does not satisfy the educational requirement at their present assignment.

Educational experts in woreda education office were coming from school teachers, school directors with graduate of diploma in history, geography , language and other which has an impact on the day to day activities of the Education office to put right person on the right place. Different researches reported that capacity of resources has limited in a number of education all offices and regional education office on top of the strong resistance of well

experienced and qualified employees (Jeilu, 2001; Hussien, 2007; Thomas, 2011; Tilaye, 2012).

The offices has adequate number of staffs to supervise ,monitor the day to day activities (Table 4) of the above table also rated as with weighted mean score of 2.59 out of 5 which is medium. In supporting this, the interviews conducted with the woreda educational experts clearly revealed that there is inadequate number of experts which is directly to the werea of educational planning and management, scarcity of educational supervisor. As interview conducted with Burayu education offices schools supervisors complaining that, one supervisor is responsible for 43 schools this is very difficult for the supervisor to facilitate supervision program, to help and support schools ,to counsel and plan to control and support. Moreover, it is very difficult and challenging to the supervisor to discuss with each school principals in how to improve the teaching and learning situation of school.

The FGD that conducted with PTA members and community representative also witnesses the number of schools within this special zone is increasing it is beyond the capacity of woreda education experts to supervise one school at least per week and even supervisors were not willing to attend meeting with the community members.

In Table 4 staff training is based on capacity needs and strategic objectives was rated with weighted mean score of 3.11 in which better experience were exist to build the capacity of staffs in education offices .the interview conducted with teachers development core process owner supports their existence short term and long term training plan for educational experts based on the position that currently they have and also there is opportunity for staff development to upgrade their level of education. Currently some of educational experts also were attending their second degree in summer program with local government sponsorship.

Simple and accessible human resource manual exist was rated as high with weighted mean score of 3.74 out of 5 item 4 on personal observation and document analysis made within the education office there is the existence of a document detailing an organization's policies ,rules and regulation regarding employee management and the relationship between educational leader and staffs. This internal document used by management and staff is aims to describe workplace practices, hiring and termination procedures, and job

description other pertinent information. But in some of educational offices you may not find this manual also.

Item no 5 of the Table 4 of there is high turnover of employees in which the highest rated with negative responses of weighted mean score of 4.48 out of 5. Both educational experts and school respondents highly rated with mean value of 4.65 and 4 out of 5 respectively this turnover issue is the most uncontrollable challenge of the educational office that any one wouldn't control it. According to (Jeilu , 2001) frequent staff turnover might weaken the implementation of decentralization in educational management The reason for this effect is employees were un happy with the working condition environments, the political condition it is expected to be a member of EPDRF –OPDO governing party, constant change of leaders as the interview and focus group discussion with woreda Educational officials and PTA members reveals that employees were not assigned as per their professions and there were no proper job descriptions which decreased the likely result of being effective to the position they were assigned to. Changes of leaders were one of negative impact to work together with PTA community representative and others interested organizations. The cumulative effect of these situations discouraged employees and reduced their commitment to the position they held deteriorating the implementing decentralizations of educational management in general sense.

4.2.4 Financial Resource Capacity

Financial capacity is another critical capacity of that gives life organization and it is the most important determinant resource to the successful implementations of decentralization. Six major items that were related to financial capacity were administered to the respondents for rating (Table 5).

Table 5. Financial Resources Capacity

Items	Edu Off	School	WX
1 The annual budget plan were clearly defined	4.18	3.33	3.95
2 All financial transaction were recorded with the relevant documentation	3.80	3.89	3.83
3 Adequate financial exists	2.82	2.56	2.75
4 Ability to generate own revenue	2.25	1.67	2.09
5 Finances as provided in the budget were released timely	2.41	2.78	2.51

6	staff members generally satisfied with their compensation	2.44	2.22	2.38
Average Mean Score		3.06	2.93	3.02

As it is shown on Table 5 the annual budget plan were clearly define and rated with weighted mean score of 3.95, which is highest results. The interview result revealed that the education offices followed clear annual budget plan for recurrent expenditure, for staff salary, operational expenses, and capital expenditures. Education offices were able to prepwre their annual plan based on their own needs and execute their budgets within the parameters of regional development strategies. Block grants were the principal means by which regional education bureau transfer resources to education offices. Even though the annual budget is clearly defined with detail amounts the education office can't get enough budgets as demands.

All financial transactions recorded with the relevant documentation rated with the weighted mean score of 3.83 which results the highest results. The document analysis made with reference to financial transaction revealed that existence of every financial transaction within the education offices that had their own vouchers that contain budget category, account code and signed by authorized finance personnel. The interview that conducted revealed that every financial transaction were recorded with the clear form. But the problem was the scarcity and delay of budget for their routine activities.

Adequate financial was rated as low with weighted mean score of both education office and school respondents rated as with mean score of 2.82 and 2.56, respectively. The interview and focus group discussion with educational officials and PTA members reveals that education offices were faces challenges with lack of financial resources to support the need of schools, to support and encourage staffs through different trainings. Since the number of schools within this special zone is increasing it is difficult to compensate expenses of woreda supervisors for the school supervision.

Ability to generate own revenue was rated as low with weighted mean score of 2.09 on item 4 this also supported by the interview and focus group discussion with educational officials and PTA members as it is very difficult to the woreda education offices to generate and increase their own revenue. This is supported by research that conducted by

(Hussien, 2007) also the financial capacity of educational offices also low this results shows that the inadequate of finance is one of the main challenge of the educational to deliver proper services.

In the current BSC strategy one of the main core points of the education offices were to generate own revenue. some new practices were observed in some of educational office that have strong relationship with local and international non government organization to get funds. Others the educational offices were closely working with the administration councils and they were securing finance supports. Some in kind gifts were also provided from NGO's like motor bicycle but this also not done properly as it is demanded. One of unique parts of the Finfinne surrounding zone is surrounded by many industrial zones. The education offices do not have human power in which they can communicate and establish partnership with those interested groups.

4.3. External Environments

External environments were all the events outside of the organization that directly or indirectly have the potential to influence the organization capacity on the day to day activities.

Stakeholder's Participation

Decentralization of educational management involves adequate participation of different stakeholders. Since the involvement of those stakeholders ensures the implementation of educational management more effective, efficient and sustainable. With this assumption, three major items (Item 1 to 5) were administered to educational officials and experts for rating (Table 6).

Table 6. Mean score value of stake holder participation

	Items	Edu Off	School	WX
1	The Office has adequately established external linkages	4.11	3.44	3.93
2	The Office has adequate formal and informal linkages with like-minded organizations	3.93	3.89	3.65
3	The Office communicating information about its work to external stakeholders	4.05	3.11	3.80

4	The size of the community affect the availability of services	4.07	3.89	4.02
5	The office has regular meeting with the community	4.01	3.67	3.92
Average mean Score		4.03	3.48	3.79

As presented Table 6 , adequately established external linkages, formal and informal linkages with like-minded organizations, communicating information about its work to external stakeholders was rated high with weighted mean score of 3.93, 3.65 and 3.80, respectively. These data showed that education offices were working with different interested stakeholders who were specifically working on educational wereas. The interview and focus group discussion with educational officials reveals that Oromia special zone surrounds the capital city of the country, Addis Ababa, there were a possibility to establish external linkage with different stakeholders and like minded organization to get different and additional supports. FGD revealed that the education office have strong relationship with NGOs which were currently supporting the preparatory schools by providing different teaching aid, maintaining and constructing schools.

As shown in Table 6, the size of the community affected the availability of services was evidenced by rated high with weighted mean score of 4.02 out of 5. The FGD result confirmed that the number of peoples who live around the special zone was increasing from time to time. This is very challenging to the education offices to exchange information with the communities with the service delivery. But as Focus group discussant and educational leaders confirmed currently the education offices were working with schools and local governments applying different strategies for mobilizing community support and to create awwereness. The most common strategies that had been used in worda education offices with the local government were organizes *bazaars* and *school-community conferences* such as pwerent teacher meeting and celebrating pwerent days, cultural days with student and their families, celebrating nation nationalities day with student families and other local and international non government organizations. Private business owner from small enterprises to large enterprises were asked for support and to promise of support.

4.4. Legal and Administrative Environments

The availability of legal frame work and administrative Environments were one of critical features for organization for their existences (Table 7).

As shown in Table 7, the legal and administrative environments rated high in which the total weighted mean score of 3.98 as the office is influenced by rules and regulation of the government, legal frame work support the organization autonomy, the legal regulatory context conducive to work , there were useful (formal and informal) conflict resolution systems, the office is affected by labor legislation. The office was affected by regulatory frame work evidenced by weighted average of ranging from 3.50 to 4.49 which is high (Table 7).

Table 7. Mean score of legal, administrative and policy environments in the study werea

Items	Edu Off	School	WX
1 The office is influenced by rules and regulation of the government	4.04	4	4.03
2 Legal frame work support the organization autonomy	4.04	3.89	4.00
3 the legal regulatory context conducive to work	3.95	3.89	3.94
4 there were useful (formal and informal) conflict resolution systems	3.51	3.56	3.52
5 the office is affected by Labor legislation	4.27	4.11	4.23
6 the office is affected by regulatory frame work	4.12	4.44	4.21
7 The government policies support the office	4.04	4.00	4.03
8 The office is able to engage policy maker in dialogue	3.84	3.56	3.76
Average mean score	3.98	3.98	3.98

The education office is legally owned , managed and abide to government rules and regulations. Rules and regulations were important because they were guidelines to what is acceptable and what is not acceptable in education offices. This plays significant role to create conducive working environments, to assure the legal autonomy of the education offices, to solve conflicts with in employees and management.

Secondary data from document material made with reference of rules and regulation explicitly states that decentralization of educational management gives the education offices regulations that were important to ensure a separate legal personality of the

education offices, to support management and employees. These were important to fulfill their roles, in the long run it helps in meeting organizational expectations, includes the working conditions, working climate, employee behaviors, job description with duties and responsibilities that expected from employees ,code of conducts, were document as secondary source. The interview result that conducted with vice head of educational offices revealed that every employees including leaders who were political appointment were bear by rules and regulation. All permanent and contract employees as Ethiopian labour law.

The government policies support the office evidenced by rated high in which the total weighted mean score of 4.03 out of 5 (Table 7). Focus group discussant also confirmed that the government policies support and designed the decentralized education system that can be run with the participation of local government, community, teachers, students and different interested stake holders. Even the policy is the right base for the education system, the challenge with the education office was lack of proper implementation the policy in very well structured manner.

The education office was able to engage policy maker in dialogue which was evidenced by rated 3.76 which is highest results (Table 7). In opposite to this result FGD result indicated that it was difficult to reach the policy makers. The Ministry of Education (MOE) was mainly responsible for policy and guidelines that help implement general education on the basis of research and policy analysis (MOE, 2006). The units within the Ministry of Education were responsible for setting standards; planning and assessment of the curricula, educational programs, teachers' training and development, syllabus preparation for textbook development, educational media, and accreditation of educational institutions and programmes. It is also responsible for the setting of standards and for regulating NGOs and private educational providers at all levels (pre-primary to tertiary).

4.5. Political Environment

The political environment is one of serious issue that influence educational offices through political leaders that were committed to decentralize educational management with this

assumption, four major items (Item 1 to 4) were administered to the woreda level educational officials and experts for rating (Table 8).

Table 8. Mean score political environment in the study werea

Items	Edu Office	School	Total
1 Political leaders were committed to support the education office	2.23	2.48	2.3
2 The political environment is conducive for the day to day activities of the office	3.14	2.44	2.95
3 pointless intervention of political leaders in decision making is high	4.45	3.89	4.30
Average Mean Score	3.65	3.35	3.57

As can be seen from Table 8, political leaders commitment to support the education office was rated with weighted mean score of 2.3 out of 5. Both educational experts and school respondents were rated low with mean value of 2.23 and 2.48, respectively. Focus group discussant also confirmed that political leaders were extremely restricted by the political system; there is neither adequate capacity nor commitment to change the supplied authorities to power, to practice and to fully utilize them. Due to these reasons in the study werea lack of leadership and proper educational management practices was common problems.

The rating of how the political environment is conducive for the day to day activities of the office rated as 2.59 out of 5 which is medium (Table 8). Interview conducted with the education office experts revealed that the political environments were more smooth for their day to day activities. However, some leaders were not trusted non-political members; non-political members were not responsible person for local government.

Pointless intervention of political leaders in decision-making was rated high with weighted mean score of 4.30 out of 5 (Table 8). Both educational experts and school respondents was rated high with mean value of 4.45 and 3.89 out of 5, respectively (Table 8). The FGD that conducted with PTA members, community representative, and senior

teachers confirmed that political leaders interfere on the day to day activities of the employees. Political leaders evaluated employees for their political views rather than their professional performance. Political leaders lack of confidences and loss of trust among employees due to this reasons they spent a lot of time for meeting than actual professional jobs. Educational experts couldn't utilize their full time for profession activities.

4.7. Technology

Technological capacity is major components for both organization and employees for the ability to change or innovate through technological means for local governments to effectively apply information technology to achieve desired ends (Table 9).

Table 9. Mean score of technology in the study werea

No.	Items	Edu Off	School	Total
1	The office facilitate acquisition of technologies	2.26	2.11	2.24
2	Adequate level of human resource development to support the implementation of new technology	2.29	2.67	2.21
3	Availability of information technology infrastructure	2.04	3.33	2.31
Average Mean Score		2.2	2.7	2.25

As it indicated in Table 9 the office facilitate acquisition of technologies, adequate level of human resource development to support the implementation of new technology and availability of information technology infrastructure was over all rated low with weighted mean score of 2.25. The interview conducted with plan and project implementation core process owners also revealed that because of shortage of financial capacity educational offices faces challenges to get technological infrastructure. Financial support is indispensable for procuring and developing adequate levels of hardwwere and softwwere, and training for educational experts as needed. Personal observation reveals that there was weak and poor use of information technology system, some experts use computer only for simple report writing other may not open their computer once a week. Some of education experts were not well trained to use computer proper way. Educational leaders didn't support to use Information and Communication Technology (ICT) for their day to day

activities, some of educational experts were comfortable to use manual approach than computer based.

Internet service and computer networking is one of the most imperative tools that facilitate learning and communication both internally and externally as well as enables acquire updated information. But in the study whereas majority of selected and visited education offices have no ICT services.

4.8. Internal and External Infrastructure

Internal and external infrastructure is the backbone and determining factor of successful implementation of decentralization educational management. Ten major items that related to internal and external infrastructure were administered to the respondents for rating (Table 10).

Table 10. Mean score internal and external infrastructure in the study

	Items	Edu Off	School	Both
1	Availability of telephone	3.52	3.89	3.62
2	Availability of Post	1.19	1.89	1.38
3	Availability of fax	1.16	1.00	1.12
4	Availability of computer and printer	3.65	3.33	3.55
5	Adequate clean water	3.45	3.00	3.33
6	Adequate physical structure	3.70	3.11	3.54
7	Adequate of expert chair and table	3.57	3.67	3.60
8	Adequate lighting or electricity	3.03	3.44	3.14
9	There is full internet broad band service	1.51	1.44	1.49
10	There is transportation service for staffs	2.07	1.56	1.93
	Average Mean Score	2.69	2.63	2.67

The education office infrastructure, education offices availability of telephone, adequate physical structure availability of computer and printer, adequate clean water, adequate of expert chair and table, were assessed based on the availability of internal and external facilities that were necessarily important for the day to day activities was ranges from 3.50-4.49 weighted score mean in which high results (Table 10). Personal observation also revealed that after the implementation of BPR the office facilities were better. Availability of postal service, availability of fax, internet broadband service, and transportation service for staffs rated range between 1.00 and 2.49 which is poor or low (Table 10). Interview that

conducted with the education office experts revealed that every resource is expensive for the organization to obtain the necessarily resource for the office. From personal observation all education offices there is no any internet services.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This Chapter deals with summary conclusions and recommendations. It has three sections. The first section presents the major findings of the study (summary) while the second section deals with the conclusion drawn from the findings of the study. The final sections of this chapter provide some suggestions based on major findings and conclusion drawn from the study.

The main objective of this study was to analyze the organizational capacity in implementing decentralization of educational management in Oromia Regional State Finfinne surrounding Special Zone. More specifically, the specific purposes of the study were:

- ✓ To assess the organizational capacity in terms of organizational structure, leadership and management, human, financial, technological, internal and external infrastructures
- ✓ To Assess the internal and external enabling environment of woreda education office in implementing decentralization of educational management
- ✓ To provide a critical reflection that may help policy makers, researchers, experts and implementers at various levels.

Based on this, the following research questions were formulated as a guideline to the study. These include:

- ✓ Is there adequate organizational capacity (organizational structure, leadership and management, resources – human, financial, material, information, and work practice) to implement decentralization of educational management?
- ✓ Is there enabling environment (internal and external) to implement the decentralized educational management?

Essentially, the theme of this research and its basic questions focus on analyzing capacities at the education office level

In view of this, the first assumption is that, educational offices were expected to maximize their organizational capacity as the way to improve their performance. Assessing

organizational capacity can help the education office to identify unique capacity buildings needs and guides the development plan to address them.

Education offices were the primary educational authorities responsible for the establishment and implementation of all educational activities that can play a significant role. This can be achieved by equipping adequate resources and supported better facilities to uphold the implementation capacity of the local levels. The third important issue is that resources could be translated into actions for successful implementation of decentralized educational management if and only if the system could manage them effectively and efficiently.

Based on this, after developing a research outline, a review of related literature was made to lay the ground for the study. Questionnaire, interviews, document analysis and checklists were employed in gathering data from the woreda and school. As a result, the opinion of 73 educational officials and experts from education offices and 27 school principals were included in this study. Moreover, the opinions gathered through interviews that were conducted with educational core process owners (12) were also used as major sources of information in this study.

5.1. Summary

Q1. Organizational Structure

Implementing decentralization of educational management and capacity needs the availability of clear organizational structure. However, the findings of this study revealed that the enabling environments in terms of workable organizational structure were found to be medium at the educational decentralization as depicted by average mean scores that range from 2.50-3.49 besides this one of critical challenge that face with Finfinne special zone is lacking clear and workable organizational structure.

1. Leadership and Management

To ensure the successful and sustainable implementation of educational decentralization in Oromia special zone, needs strong leadership and management commitment. However, the findings of the study revealed that the leadership and management capacity of special zone rated on the range of 2.5 to 3.39 was rated medium. Challenge of educational office was lack of management and leadership commitment, lack of coordination, lack of professionalism related to the subject areas , lack of employee trust and recognitions.

2. Human Resource Capacity

Successful implementation of decentralization of educational management needs well qualified and experienced human resources with the right mix of skill, from the right place at the right time. However, the findings of this study revealed that the human resource capacity of education office lies between range of 2.5 and 3.49 which is medium. However, the experts that were involved in the interview session revealed that majority of educational office employees feel dissatisfied with their job and employees were unhappy with the working condition environments, the political condition because of this high employees turnover was observed.

3. Financial Resources

Financial capacity is the corner stone of decentralization of educational management. It is the most important determinant resource to the successful implementations of decentralization. The findings of this study revealed that the financial capacity of the education offices lies between 1 to 2.49. The financial capacity of educational offices also low this results shows that the inadequacy of finance is one of the main challenges of the educational offices to deliver proper services.

4. Stake Holder Participation

Decentralization of educational management needs collaboration with different and the involvement of stakeholder with this and other assumption. The findings of this result revealed that there is a high rate of stake-holder participation. the education offices. On the other hand school principals also reported that the number of peoples who live around the special zone is increasing from time to time because of this it is very challenging to the education offices to exchange information, to collaborate work with the communities and different potential stakeholders for the service delivery.

5. Legal Administrative and Policy Environments

Legal administrative and policy environments were the other external core capacity components. That clearly defined the identity, the regulatory framework that provides legitimacy and direction to the education office in decentralization of educational management. The findings of this study revealed that the legal, administrative and policy capacity weighted average of ranging from 3.50 to 4.49, which is high. The education office as legal entity and abide to government rules and regulations and implementing government policies.

6. The political Environment

Political environment is another driving forces that increase responsiveness and better participation in use of public resources and increases willingness of community support for better educational service delivery. The findings of this study revealed that the political environment were not enable for the education offices rated as low with weighted mean of 1 to 2.49. Respondents reported that leaders were extremely restricted by the political system; there is neither adequate capacity nor commitment to change the supplied authorities to power, to practice and to fully utilize them. Pointless intervention of political leaders in decision making was rated high which is a negative responses of weighted mean score of 4.30 out of 5 political leaders interferes on the day to day activities of the employees.

7. Technology Capacity

Information Communication Technology- is one of core capacity werea helps education offices in supporting real educational organization setting. It reduces many constraints and stimulate visible changes to optimize the likely hood of meaningful learning effects connected with technology. Respondents were reported that the technology capacity of education offices was over all rated low with weighted mean score of 2.25. It indicated that education offices has weak and poor use of information technology system.

8. Internal and External Infrastructure

Implementing decentralization of educational management aimed at enhancing and improving the infrastructure and office equipment that can create enabling working environment by strengthening disadvantaged rural schools with basic office equipment, ICT, and related office facilities. However, the findings of this study revealed that the education office infrastructure were assessed based on the availability of telephone, physical structure, computer and printer, clean water, expert chair and table was ranges from 3.50 to 4.49 weighted score mean. Availability of post, fax, internet broad band service and transportation service for staffs rated range 1 to 2.49 which rated poor or low.

5.2. Conclusions

Based on the findings the following conclusions drawn:

1. Finfinne Surrounding special zone education office is directly accountable to the Regional education Bureau but some woreda education offices were weakest tie in zonal education structure .there is lack of functioning organizational structure with Finfinne surrounding special zone education offices. Unlike this all education offices have their organizational structure that is developed and distributed from the Oromia regional education bureau to coordinate and integrate their activities.
2. Leadership and management capacity of Finfinne surrounding special zone education office for implementing decentralization of educational management was found to be medium. Educational Leaders were extremely restricted by the political system; there is neither adequate capacity nor commitment and inefficient political appointees with frequent changes of leaders makes the education system weaker this due to less management commitment , lack of leadership and proper educational management practices.
3. The human resource capacity explained as lack of the right qualification; lack of required number of experts which is directly to the werea of educational planning and management, scarcity of educational supervisor staff ,there is high turnover of

staffs which the most uncontrollable challenge for the educational office employees were un happy with the working condition environments. Changes of leaders were one of negative impact to work together with PTA community representative and others interested organizations. The cumulative effect of these situations discouraged employees and reduced their commitment to the position they held deteriorating the implementing decentralizations of educational management in general sense.

4. The financial capacity of educational offices also low this results shows that the inadequate of finance is one of the main challenges of the educational to deliver proper services.
5. Oromia special zone surrounds the capital city of the Ethiopia and have high external linkage with different and potential stakeholders to get different and additional supports. *bazaars and school-community conferences plays significant role in creating linkage with all concerned and interested stakeholder.*
6. Legal Administrative and policy Environments enables the education offices to implement decentralization of educational management.
7. Political environment enables the education office to use of public resources and increases willingness of community support for better educational service delivery but political leaders were extremely restricted by the political system and interfere on the day to day activities of the employees.
8. Little attention has been given to the development of ICT programs , internet service, computer net workings and electronic infrastructures offices among others were hardly available that affected the coordination and communication system of the education offices.
9. The internal and external facilities were inadequate for the educational services delivery .Essentially, implementing decentralization of educational management requires the availability of facilities that can effectively manage their tasks but it

remains low in general the education system of were facing discouraging challenges of capacity both in terms of internal and external facilities to sufficiently discharge their roles and responsibilities.

In general, decentralization of educational management has improved since the 1990s, but decentralization failed to meet its promise, as improvements in accountability, participation, efficiency and equality have not met expectations. Despite the fact that implementation of decentralization of educational management in the special zone saw their efforts undermined by lack of clear organizational structure, lack of leadership and management commitment, lack of financial resources, limited autonomy and insufficient support from regional government. If stakeholders had been given appropriate levels to carry out their decentralized responsibilities, the results could have been dramatically different.

5.3. Recommendations

Based on the findings of this study, it is recommended that future research and capacity development endeavors need to focus on the following points.

Successful implementation of decentralization of educational management requires well-established organizational structure. The Regional State of Oromia should clearly define the authorities and responsibilities that can organizational structure define the autonomy of the zone that strengthen tie in zonal education structure.

To ensure the successful and sustainable implementation of decentralization of educational management the special zone needs strong political, leadership and management commitment. Dedication from the educational leader and relevant government institutions that encourage and trust employees and open door for stakeholders to participate in the education system.

The regional state and zonal level officials should create conducive working environments for employees that makes them feel free from political influences and makes them responsible for their position and the Education offices should attract well-qualified and

experienced professionals specifically related to educational planning and management at the woreda level.

The special zone is surrounded the capital city and can get different opportunities to increase their revenues. Therefore, measures to increase the revenue should be seriously emphasized by the both regional, zonal and woreda level.

More specifically, the REB should set priority to invest on ICT programs and thereby create computer networking, E- learning system, E-user , E-Book, exploring the use of internet as well as the development of strong central data base management system . The education offices should also set priorities to create easy access to telephone services, use of fax system ,post for office communications and coordination . It is also advisable to provide motorbikes to the educational supervisors like agriculture experts done.

Education offices should strongly work on participation, collaboration, and cooperation with different potential stakeholders. Regular meetings and discussions should be conducted with the other social service sectors, private organizations, individuals, institutions and philanthropic bodies.

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APPENDICES

Addis Ababa University,

College of Education

Educational Planning and Management Department

Human Resource Management and Organizational Development in Education

Appendix I. Questionnaire

Dear Respondents,

The Objectives of this research is to collect valuable information on the organizational capacity of woreda /district /education offices in Implementing Decentralization of Educational Management in Finfinne Surrounding Special Zone of National Regional state of Oromia.

Your genuine response and valuable support in responding to the questions raised is of paramount importances to the success of the study.

The Information gathered will be used only for academic purposes and shall be kept confidential. Please put tick (x) marks in the boxes and/or write your suggestion (comment) in the space provided. If the space provided is not sufficient, you can use the back pages.

Many thanks in advance.

I. Background Information

Name of woreda/town /zone :-----

Your current position -----

Sex Male Female

Level of Education : PhD MA/MSc BA/BSc
Diploma /level other please specify-----

Werea of specialization-----

Work experience Total ----- on current position -----

II. Organizational capacity assessment questioner

Group of Respondents

Woreda education officer, Case team manager, Experts, zonal and woreda civil service and good governance officers, Woreda supervisors,

The Following internal and External enabling environment settle on capacity wereas that were proposed to assess the current status of organizational capacity of woreda /district /education offices in Implementing Decentralization of Educational Management in Finfinne Surrounding Special Zone of National Regional state of Oromia. In your opinion to what extent do the following capacity wereas were available at the district level? Please, put ‘✓’ mark in the boxes provided for each item.

Scores assigned to each capacity werea include:

1= strongly disagree 2= disagree 3= undecided e 4= agree 5= strongly agree

	Capacity Wereas	Score				
		1	2	3	4	5
1	Organizational structure					
1.1	<i>The structure is clearly defined with lines of authority</i>					
1.2	<i>There is well-designed organizational structure</i>					
1.3	<i>Regular update were carried out on the structure</i>					
1.4	<i>work processes clear and adequately structured</i>					
1.5	<i>Functional units adequately decentralized</i>					
2	Leadership and management					
2.1	<i>The education office has clear overall strategy/vision/mission and values</i>					
2.2	<i>Leaders were appointed by based on their competency and professionalism</i>					
2.3	<i>The office recognize the importance of distributive leadership</i>					
2.4	<i>Leaders have strong commitment to make decision</i>					
3	Human Resources					
3.2	<i>The offices has the right people for the right job</i>					
3.3	<i>The offices has adequate number of staffs to supervise, monitor the day to day activities</i>					
3.5	<i>Staff training is based on capacity needs and strategic objectives</i>					
3.8	<i>Simple and accessible human resource manual exist</i>					
3.9	<i>There is high turnover of employees</i>					
4	Financial Resources					
4.1	<i>The annual budget plan were clearly defined</i>					

	Capacity Whereas	Score				
		1	2	3	4	5
4.2	<i>All financial transaction were recorded with the relevant documentation</i>					
4.3	<i>Adequate financial exist</i>					
4.4	<i>Ability to generate own revenue</i>					
4.5	<i>Finances as provided in budget were released timely</i>					
4.8	<i>staff members generally satisfied with their compensation</i>					
5	Stake holder participation					
5.1	<i>The Office has adequately established external linkages</i>					
5.2	<i>The Office has adequate formal and informal linkages with like-minded organizations</i>					
5.3	<i>The Office communicating information about its work to external stakeholders</i>					
	<i>The size of the community affect the availability of service</i>					
	<i>The office has regular meeting with the community</i>					
7	Legal , Administrative and policy Environments					
7.1	<i>The office is influenced by rules and regulation of the government</i>					
7.2	<i>Legal frame work support the organization autonomy</i>					
7.3	<i>the legal regulatory context conducive to work</i>					
7.4	<i>there were useful (formal and informal) conflict resolution systems</i>					
7.5	<i>the office is affected by Labor legislation</i>					
7.6	<i>the office is affected by regulatory frame work</i>					
	<i>The government policies support the office</i>					
	<i>The office is able to engage policy maker in dialogue</i>					
8	Political will					
8.2	<i>Political leaders were committed to support the education office</i>					
8.3	<i>The political environment is conducive for the day to day activities of the office</i>					
8.4	<i>pointless intervention of political leaders in decision making is high</i>					
11.2	<i>External financing is available</i>					
13	Technology					
13.1	<i>The office facilitate acquisition of technologies</i>					

	Capacity Wareas	Score				
		1	2	3	4	5
13.2	<i>Adequate level of human resource development to support the implementation of new technology</i>					
13.3	<i>Availability of information technology infrastructure</i>					

The following capacity wereas were proposed to assess the current status of organizational capacity of woreda /district /education offices in Implementing Decentralization of Educational Management in Finfinne Surrounding Special Zone of National Regional state of Oromia. In your opinion to what extent do the following resources and facilities were available at the district level? Please, put ‘✓’ mark in the boxes provided for each item.

Scores assigned to each capacity werea include:

1= Very Low 2= Low 3= Medium 4= High 5= Very High

Internal and external Infrastructure	1	2	3	4	5
<i>accessibility of telephone</i>					
<i>Availability of Post</i>					
<i>Availability of fax</i>					
<i>Availability of computer and printer</i>					
<i>Adequate clean water</i>					
<i>Adequate physical structure</i>					
<i>Adequate of expert chair and table</i>					
<i>Adequate lighting or electricity</i>					
<i>accessibility internet broad band service</i>					
<i>accessibility transportation service for staffs</i>					
<i>accessibility telecommunication</i>					

1. Please indicate the most difficult challenges you face to perform your work efficiently and effectively? (more than one answer can be possible)

- a. Lack of management support and commitment
- b. Lack of knowledge in ICT
- c. Lack of adequate resources
- d. lack of job security
- e. other please specify-----

2. what other sensitive challenges have been observed?-----

3. What possible solution do you suggest in order to improve capacity challenges?----

III. In-depth interview

Group of Respondents

Zone education office core process owners, civil services and good governance Burue human resource core process owner team leader case team leader, school directors, school supervisors

1. Is there adequate organizational capacity (organizational structure, leadership, resources – human, financial, material, information, and work practice) to implement decentralization of educational management?
2. Is there enabling environment (internal and external) to implement the decentralized educational management?
3. What possible and more workable strategies can be suggested in implementing decentralization of educational management

Part V. Question leads Focus group discussion with

PTA from woreda/zone/town, woreda education officer , senior teachers ,community representatives

Number of PTA members MaleFemale.....

- ✓ Is there adequate organizational capacity (organizational structure, leadership, resources – human, financial, material, information, and work practice) to implement decentralization of educational management?
- ✓ Is there enabling environment (internal and external) to implement the decentralized educational management?

- ✓ What possible and more workable strategies can be suggested in implementing
- ✓ decentralization of educational management

IV. Observation checklist

Date Zone/woreda/district name

Please indicate ✓ mark to show the availability of the following items

	Capacity Wereas	yes	No	Comment	Source of Information
	Organizational structure				
	Availability of Well documented and workable organizational structure with clearly defined lines of authority				
	Leadership and management				
	clear overall strategy/vision/mission and values				
	the staff members ascribe the organizations mission and mandate				
	Human Resources				
	Job description were clearly defined				
	Simple and accessible human resource manual exist				
	Financial Resources				
	Financial documentation				
	Monitoring and evaluation				
	documented monitoring and evaluation system exists				

	Capacity Weras	yes	No	Commen t	Source of Information
	Internal and External Infrastructure				
	✓ Availability of telephone				
	✓ Availability of Post ,				
	✓ Availability of fax				
	✓ Availability of computer and printer				
	✓ Adequate clean water				
	✓ Adequate physical structure				
	✓ Adequate of expert chair and table				
	✓ Adequate lighting or electricity				
	✓ There is full internet broad band service				
	✓ There is transportation service for staffs				

Appendix II. Tables

Appendix Table 1. Organizational structure capacity

Items	Edu office(R=73)					School(27)					Both (R=100)					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
1 The structure is clearly defined with lines of authority	0	2	0	4	6	3.4	0	0	6	2	0	3.7	0	2	6	6	6	3.5
	4		3		2				1		8	4		4			2	
2 There is well-designed organizational structure	0	2	7	3	6	3.3	0	3	9	1	0	3.4	0	2	1	5	6	3.3
	4		6		3				5		4	7	6	1			6	
3 Regular update were carried out on the structure	0	2	4	3	6	3.2	0	1	0	1	0	2.8	0	4	4	4	6	3.1
	7		6		9		5		2		8	2		8			8	
4 work processes clear and adequately structured	0	2	1	2	9	3.2	0	6	0	2	0	3.5	0	3	1	4	9	3.3
	7	0	7		5				1		5	3	0	8			3	
5 Functional units adequately decentralized	0	2	7	3	9	3.3	3	9	3	1	0	2.8	3	3	1	4	9	3.2
	4		3		7				2		8	3	3	0	5		4	
Average mean Score						3.3						3.3						3.3
																		2

Appendix Table 2. Leadership and Management capacity

items	Edu office(R=73)					School(27)					Both (R=100)					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
1 The education office has clear overall	6	5	0	5	1	3.7	0	1	0	9	6	3.3	6	1	0	5	18	3.6
				0	2	8		2				3	7		9			6

strategy/vision/mission and values																				
2	Leaders were appointed by based on their competency and professionalism	6	2	1	3	0	2.9	0	9	6	1	0	3.1	6	3	1	4	0	3.0	
			3	1	3		7				2		1	2	7	5		1		
3	The office recognize the importance of distributive leadership	0	2	8	3	0	3.1	0	9	1	6	0	2.8	0	3	2	4	0	3.0	
			9		6					2			9	8	0	2		4		
4	Leaders have strong commitment to make decision	0	2	6	3	6	3.3	3	1	0	9	0	2.5	3	3	6	4	6	3.1	
			3		8		7	5					6	8	7	6		5		
Average Mean Score						3.4							2.8							3.2
						0							6							6

Appendix Table 3. Human Resource Capacities

Items	Edu office(R=73)					School(R=23)					Both (R=100)					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
1 The offices has the right people for the right job	3	5	4	1	0	2.4	1	1	0	3	0	1.7	1	6	4	1	0	2.2
		1		5		2	2	2				8	5	3		8		5
2 The offices has adequate number of staffs to supervise ,monitor the day to day activities	4	4	0	1	7	2.7	1	6	0	9	0	2.2	1	5	0	2	7	2.5
		4		8		2	2					2	6	0		7		9
3 Staff training is based on capacity needs and	6	2	3	3	0	3.0	3	3	3	1	0	3.3	9	2	6	5	0	3.1
		5		9		3				8		3	8		7			1

	strategic objectives																				
4	Simple and accessible human resource manual exist	3	3	5	3	2	4.0	0	1	0	1	0	2.8	3	1	5	5	2	3.7		
					8	4	5		5		2		9		8		0	4	4		
5	There is high turnover of employees	0	0	0	2	4	4.6	0	6	0	9	1	4.0	0	6	0	3	6	4.4		
					5	8	5					2	0				4	0	8		
							3.3								2.8						3.1
Average Mean Score							2								2						9

Appendix Table 4. Financial Resources Capacity

Items	Edu office(R=73)					School(R=23)					Both (R=100)					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
1 The annual budget plan were clearly defined	0	0	0	6	1	4.1	3	3	3	1	0	3.3	3	3	3	7	1	3.9
				0	3	8				8		3				8	3	5
2 All financial transaction were recorded with the relevant documentation	9	0	0	1	1	3.8	0	0	3	2	0	3.8	9	0	3	7	1	3.8
				5	3	0				4		9				5	3	3
3 Adequate financial exists	2	2	0	1	0	2.8	0	1	3	6	0	2.5	1	3	3	3	6	2.7
	5	7		2		2		8				6	8	7		6		5
4 Ability to generate own revenue	3	1	0	2	0	2.2	9	1	0	0	0	1.6	3	3	0	2	0	2.0
	0	9		4		5		8				7	9	7		4		9
5 Finances as provided in	1	3	3	1	6	2.4	0	1	9	6	0	2.7	1	4	1	1	6	2.5
	5	7		2		1		2				8	5	9	2	8		1

6	the budget were released timely staff members generally satisfied with their compensati on	1 8	3 3	3 0	1 9	9 4	2.4	9	9	3	6	0	2.2	2	4	6	1	9	2.3
	Average						3.0						2.9						3.0
	Mean						6						3						2
	Score																		

Appendix Table 5. Stake holder participation

Items	Edu office					school					Both					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
1 The Office has adequately established external linkages	0	1	5	4	1	4.1	0	6	3	1	0	3.4	0	6	8	7	1	3.9
		5		0	3	1				8		4				3	3	3
2 The Office has adequate formal and informal linkages with like-minded organizations	0	9	0	5	1	3.9	0	1	6	9	0	3.8	0	2	6	6	1	3.6
				1	3	3		2				9		1		0	3	5
3 The Office communicating information about its work to external stakeholders	0	3	3	5	1	4.0	0	1	3	9	3	3.1	0	1	6	6	1	3.8
				4	3	5		2				1		5		3	6	0
4 The size of the community	0	8	3	3	2	4.0	0	3	3	1	6	3.8	0	1	6	5	3	4.0
				8	4	7				5		9		1		3	0	2

	affect the availability of services																				
5	The office has regular meeting with the community	0	8	0	4	1	4.0	3	0	3	1	3	3.6	3	8	3	6	2	3.9		
					8	7	1				8		7			6	0	2			
							4.0								3.4						3.7
Average mean Score							3								8						9

Appendix Table 6. Legal , Administrative and policy Environments

Items	Edu office(R=73)					School(R=27)					Both (R=100)					W X			
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5				
1	The office is influence d by rules and regulation of the governme nt	0	5	0	5	1	4.0	0	0	2	2	0	4	1	5	0	8	1	4.0
				5	3	4			7	7						2	3	3	
2	Legal frame work support the organizati on autonomy	0	5	0	5	1	4.0	0	0	2	2	0	3.8	0	5	3	7	1	4.0
				5	3	4			4	4			9				9	3	0
3	the legal regulatory context conducive to work	0	8	0	5	1	3.9	0	0	2	2	0	3.8	0	8	3	7	1	3.9
				2	3	5			4	4			9				6	3	4
4	there were useful (formal and informal) conflict resolution systems	0	1	7	3	9	3.5	0	3	1	1	0	3.5	0	2	1	5	9	3.5
			9		8		1			8	8		6		2	3	6		2

5	the office is affected by Labor legislation	0	5	0	3	3	4.2	0	0	2	2	3	4.1	0	5	0	6	3	4.2	
				8	0	7				4	4		1				2	3	3	
6	the office is affected by regulatory framework	0	8	0	4	2	4.1	0	0	1	1	1	4.4	0	8	0	5	3	4.2	
				0	5	2				5	5	2	4				5	7	1	
7	The government policies support the office	0	5	0	5	1	4.0	0	0	0	2	0	4.0	0	5	0	8	1	4.0	
				5	3	4				7			0				2	3	3	
8	The office is able to engage policy maker in dialogue	0	5	9	5	7	3.8	3	0	3	2	0	3.5	3	5	1	7	7	3.7	
				2		4				1			6			2	3		6	
							3.9								3.9					
							8								8					

Appendix Table 7. Political environment

Items	Edu (R=73)					office					School (R=27)					Both (R=100)					W X
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	
1	2	2	8	1	0	2.2	3	1	0	8	0	2.4	3	3	8	2	0	2.3			
	7	0		8		3				6		8	0	6		6					
2	9	2	6	2	1	3.1	6	1	0	9	0	2.4	1	3	6	3	1	2.9			
		0		8	0	4			2			4	5	2		7	0	5			

ent is																		
conducive																		
for the																		
day to day																		
activities																		
of the																		
office																		
3 pointless	0	0	0	4	3	4.4	0	3	3	1	6	3.8	0	3	3	5	3	4.3
interventi				0	3	5				5	9				5	9	0	
on of																		
political																		
leaders in																		
decision																		
making is																		
high																		
Average						3.6						3.3					3.5	
Mean						5						5					7	
Score																		

Appendix Table 8. Technology

Items	Edu office (R=73)					School (R=27)					Both (R=100)					W X		
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5			
The office	1	3	5	1	3	2.2	1	3	0	9	0	2.1	3	3	5	2	3	2.2
facilitate	9	3		3	6	5					1	4	6		2		4	
acquisition																		
of																		
technologies																		
Adequate	2	4	0	8	3	2.2	6	9	0	1	0	2.6	2	4	0	2	3	2.2
level of	2	0			9				2	7	8	9		0	1			
human																		
resource																		
development																		

to support
the
implementati
on of new
technology
Availability
of
information
technology
infrastructur
e

Availability	1	3	0	1	3	2.0	1	3	0	1	0	3.3	3	4	0	2	3	2.3
of	8	8		4		4	2			2		3	0	1		6		1
information																		
technology																		
infrastructur																		
e																		
Average						2.2						2.7						2.2
Mean Score																		5

Appendix Table 9. Internal and External infrastructure

Items	Edu (R=73)					office					School (R=27)					Both (R=100)					W X
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	
1 Availability of telephone	7	0	2	2	1	3.52	3	3	3	3	1	3.89	1	3	2	3	2	3.6			
			6	8	2					5			0	9	1	7	2				
2 Availability of Post	5	1	0	0	0	1.19	2	0	0	0	6	1.89	8	1	0	0	6	1.3			
	9	4					1						0	4				8			
3 Availability of fax	6	0	0	4	0	1.16	2	0	0	0	0	1.00	9	0	0	4	0	1.1			
	9						7						6					2			
4 Availability of computer and printer	0	1	1	3	1	3.65	6	0	9	3	9	3.33	6	1	2	3	2	3.5			
		1	8	1	3								1	7	4	2	5				
5 Adequate clean	0	2	1	3	2	3.45	6	0	9	1	0	3.00	6	2	2	1	2	3.3			
		4	9		7					2			4	8	5	7	3				

	water																		
6	Adequate	0	1	7	3	1	3.70	0	0	2	3	0	3.11	0	1	3	4	1	3.5
	physical		4		9	3				4				4	1	2	3		4
	structure																		
7	Adequate	0	1	2	1	1	3.57	0	0	1	1	3	3.67	0	1	2	1	1	3.6
	of expert		1	6	9	7				2	2			1	6	9	7		0
	chair and																		
	table																		
8	Adequate	3	1	3	1	3	3.03	6	0	6	6	9	3.44	3	1	3	1	3	3.1
	lighting or		7	1	9									7	1	9			4
	electricity																		
9	There is	4	1	1	0	0	1.51	2	0	6	0	0	1.44	4	1	1	0	0	1.4
	full		9	1	3			1						9	1	3			9
	internet																		
	broad																		
	band																		
	service																		
1	There is	1	3	1	6	0	2.07	1	9	3	0	0	1.56	1	3	1	6	0	1.9
0	transporta	9	6	2				5						9	6	2			3
	tion																		
	service for																		
	staffs																		

Average

Mean

Score
