

Analysis of strength and limitation of decentralized planning with  
reference to Lafto Wereda Educational Development

By

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## Certificate

This is to certify that MR. FITSUM GIRMAY student of M.A [RD] from Indira Gandhi National Open University, New Delhi was working under my supervision and guidance for his Project Work for the course MRDP-001.His Project Work entitled

ANALYSIS OF STRENGTH AND LIMITATION OF DECENTRALIZED PLANNING WITH REFERENCE TO  
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Which he is submitting, is genuine and original work.

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## Declaration

I hereby declare that the Dissertation entitled "*ANALYSIS OF STRENGTH AND LIMITATION OF DECENTRALIZED PLANNING WITH REFERENCE TO LAFTO WEREDA EDUCATIONAL DEVELOPMENT*" submitted by me for the partial fulfillment of the M.A.in Rural Development to Indira Gandhi National Open University,[IGNOU] New Delhi is my own original work and has not been submitted earlier either to IGNOU or to any other institution for the fulfillment of the requirement for any course of study. I also declare that no chapter of this manuscript in whole or in part is lifted and incorporated in this report from any earlier work done by me or others

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## **ACRNOYMS**

BUREAU	Regional education bureau
E.C	Ethiopian Calendar
CSA	The Population and housing census Households
CBO	Community Based Organization
EDUCATORS	Director, Experts, Teachers and Supervisors
ETB	Ethiopian Birr
MOE	Ministry of education
NGO	Non-Governmental Organization
NOE	National Organization For examination
PKT	Packet
PTSA	Parents, Teachers and Students association
T.T.I	Teacher training institute
UNESCO	United Nation Education Scientific and Cultural Organization
WEO	Wereda Education Office
ZEO	Zone Education Office

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## **Abstract**

The main purpose of the study is to analyze the advantage and limitation of centralized planning. Specifically the study focuses on identification of the process of decentralized planning studying the role of community participation in planning; evaluating the advantage and disadvantage of decentralized planning and evaluating the mechanism of private investor's involvements. In addition the identification of limitation of decentralized planning and practical solution to ameliorate the existing problem of decentralization is treated.

In order to achieve the objective of the study, the method employed were descriptive and evaluative studies. To obtain the required information for the study, both quantitative and qualitative research approaches were used. In this regard 9 government [public] and 25 private schools were targeted and assessed. To identify the advantage and disadvantage of decentralized planning 38 students 40 educators 10 parents and 7 investors were able to provide information.

The data collection instruments include administration documents, PTSA discussion documents and FGD for all stakeholders.

The main findings of the study revealed that decentralized planning has an advantage as well as limitations. The main cause for the limitation is that the community remained to be mere recipients of the benefits. Community at the grass root level is not being motivated to mobilize itself with the application of community based organization. In addition, investors, in particular, were not encouraged to play their role in educational development. The idea of community participation in school financing is essential; for government is not the only source of finance for educational development.

## **CHAPTER ONE: INTRODUCTION**

### **1.1. Background**

From experience I understand that most countries are not identical in addressing the problem of development. This implies that there cannot be a single well defined path towards development. Different countries and regions will have to take their own prevailing conditions into account in order to develop their society. This is the reason why development has been a much debated subject. One of the major issues which have featured in this debate is centralization vs. decentralization [Meier, 1987]. Most people usually come to an agreement that development is a long term phenomenon and therefore, needs to be planned. In order to achieve something in the long run it is essential to plan keeping in mind the goal that a country, community, organization, or individual wishes to attain.

Decentralized planning is a form of planning where the task of formulating, adapting, executing and supervising the plan is dispersed, rather than being entrusted to central authority. In decentralized planning the regional and local bodies are given greater freedom to formulate, adapt, and implement the plan [Jha and Mathur [1999]. On the other hand, centralized planning is associated with command economy where by top down planning is exercised. Every step is being decided by central authority. Hence people participation in decision making is minimized. Centralization or decentralization is not by themselves good or bad. Both those methods of planning derive their character from the political and administration structure, political philosophy, past experience and public pressure [Jha, 1999]. In line with this, Ethiopia is committed to democratic governance that represents the rights of its citizens, nations and

nationalities. To realize this, the decentralization of government and devolution of power gradually took place in the last two decades. In the five year Plan of Accelerated and Sustainable Development to End Poverty [MOE [2006] to the regional states and now to the Weredas is the center piece of the Ethiopia's strategy to ending poverty both to improve responsiveness and flexibility in services delivery, but also to increase local participation and democratization of decision making. One of the rationale for decentralization was to bring about accountability and decision making closer to the people [MOE, 2006] It is hoped that the local and community inputs would be incorporated into the decision making process of the Wereda administration. Hence, the aim of the study is to realize how effective decentralization would be with reference to new decentralized educational management system in Lafeto Wereda. The strength and weakness brought out as the result of decentralization is realized.

## **1.2. Statement of the Problem**

Capacity building of citizen's with rounded and developed personality is the vision of all genuine people all over the world. Ethiopia, as part and parcel of the world community aspires this novel mission. Hence, it is committed to decentralize planning so that people's participation at the lowest level will contribute to the national development of the country. It is rare to come across a literature that does not mention that viable community participation strategy is essential so as to improve education development initiatives.

According to Patric [2001] the most important advantages of community participation are;

- Creative ownership, building consensus for change, enlarging accountability and promoting sustainability;

- Increased participation, leading to democratization, capacity building and cohesion;
- Increased access, where community support increase supply and raise demand;
- Improve quality, as the result of greater accountability, choice and increased resources;
- Improved equity-where communities adopt the school models to local condition and needs and reach isolated group;
- Enhanced cost effectiveness, where communities have control over resource use;

The public in general and many scholars and pedagogues in particular use to say repeatedly that the budget currently allotted to the education sector is not adequate enough to meet the needs of the population. This justifies the need of a sound financial base. The problem of adequate funds for education is a common problem for developing countries including Ethiopia. In this aspect ELLENI [1995] 'states that in Africa the current budgeting crises are also reflected in the poor state of building and facilities. Inadequate plant maintenance, worn out furniture, dilapidated building, broken desks and chairs, lack of good ventilation and sanitation facilities are characteristic features of poor financing of the education sector. Therefore decentralized planning which encourages grassroots participation of the community is found to be one of the best alternative solution to alleviate the financial problem. According to the ministry of education [M.O.E, 2006] Actions that improves the quality of financial and management of education in Ethiopia are,

Developing financial and management frameworks which can be utilized to measure performance. Such frameworks can be developed and implemented at Regional and sub-regional levels so that it is clear exactly what are the responsibilities of each level and how they are to be measured? These frameworks would then be utilized for supervision.

Regular in-services courses targeted at improving the performance of financial planning and management at different levels.

Regular monitoring system set up at all levels and the utilization of such monitoring to improve personal and Institutional performance within a fixed time scale.

This development approach has been tried by various countries including Ethiopia. The researcher has the opinion that critical assessment of the decentralized planning, more than anything else, is a timely and relevant issue if the community is to make invaluable contribution for the educational development within the Wereda. This study therefore focuses on investigation of decentralized planning in the development of education in the selected area.

The following leading questions are formulated in order to realize how effective decentralization is:

- What are the factors that hinder the realization of effective decentralization?
- How should the education service delivery system of the Wereda organized? So that it delivers adequate services to the community.
- What are the main factors that are required to introduce an effective and efficient decentralized education management at Wereda level?

- What are the possible recommendations to improve the education service delivery system of the Wereda?

### **1.3. Objective of the Study**

The main objective of the study is to analyze the advantage and limitation of decentralized planning. Specifically, the objectives of the study are to:-

- identify the process of decentralized planning
- study the role of community participation in planning
- evaluate the mechanism of private investors involvement
- evaluate the advantage and disadvantage of decentralized planning
- identify the limitation of decentralized planning,
- Identify practical solution to ameliorate the existing problem of decentralization,

### **1.4. Delimitation of the Study**

The researcher is confined to one Wereda in Ethiopia where the study focuses on:

- Existing situation of education services,
- Organization and management set up of the education service delivery system in the selected area,
- Role of stakeholders in education development,
- Financial resources generation options for education development.

## 1.5. Limitation of the Study

The researcher had the following constraints,

- Time
- Shortage of reference materials
- Transportation facilities

There was a language barrier between the researcher and interviewee .Hence, the researcher was forced to use a translator.



## **CHAPTER TWO: - REVIEW OF LITERATURE**

### **2.1. Definition**

There is no one universal definition of decentralization. Some define it as the tendency to disperse decision-making authority in an organized structure. Others mention that decentralization is delegation of authority to the lower strata it is built on the concepts that change and new ideas should come primarily from below. As far as the enterprise or organization is structured it is obvious that there is decentralization or centralization or both, hence there is no absolute centralization or decentralization [Meier.1999].

In India decentralized planning [grass-root level] is defined as the form of planning lower institutional levels of the block and village, where the people from all sections of society get together and enlist and prioritize the area of intervention, take a view of their resource and formulate, execute and supervise the plans for the devolvement of their own community by sharing responsibility among them [Mathur.1999]. According to Shimon /2005/, decentralization can be defined as the transfer of responsibility for planning, management and resource raising and allocation from the central government and its agencies to the lower levels of government. It brings decision-making closer to the people and therefore yield programs and services that better addresses the local needs. Decentralization of planning is a logical step for a democracy. It permits wider involvement of people in the process of planning. People are not merely beneficiaries but also participants in the formation and execution of the plans which assumes their benefits from such plans and gradually make them self reliant.

## 2. 2. Concepts

In China decentralized planning has given rise to the concept of bare foot planners which is conversant with economic conditions and needs of people for whom the whole planning exercise is undertaken. The central issue of decentralized planning is that peoples involvement needs to be given due attention so that the socio-economic development of their own community as well as that of the nation will flourish.

According to UNESCO [1985] the concept of decentralization in reference to educational planning has to say the following. Decentralization which is a major component of the modernization of public sector management transforms the relationships between the central level principally the education, Minister and local level. In particular, provincial education authorities are entrusted with greater new responsibility for resource allocation and efficient utilization of human, material and financial resource .Strengthening the professional and technical capacity of staff at central and provincial education level is an essential condition for the successful modernization of education sector management.

Although the general idea of decentralization tends to be seen as provision of decision- making power, the degree to which lower agencies exercise authority seems to be different based on the level of decisions, which play a decisive role in education issues. Under the concept of decentralization certain function and power were being delegated to lower levels of the hierarchy but major political decision was being reserved for the central government authority [UNESCO, 1985].

### **2.3. Types of Decentralization.**

Depending on the level of autonomy and decision making there could be a relative difference between types of decentralization. According to Rondinell [1995] decentralization is of four types. These are de-concentration, delegation, devolution and privatization

#### **2.3.1. De-concentration**

It refers to the transfer of power from the central offices to the peripheral offices of the same administration structure. Under this model selected functions are given to branches offices with in the sector. The operational functions of education will be given to Wereda education offices. And the Wereda education offices will be accountable to the education Bureau. Under this approach role of Wereda governments will be very limited with regard to education

#### **2.3.2. Delegation**

It refers the transfer of government tasks or functions to autonomous organizations such as public corporation and many development agencies which then receives public funding and is ultimately accountable to the government

#### **2.3.3. Devolution**

Devolution implies the creation of autonomous and independent sub-national units of government which have authority to raise revenues and spend. Devolution may result in a federal form of government in which regional or local government has responsibility for the finance and provision of elementary and secondary education MOE [2005]. Under this model Wereda/local governments will play a great role in administrating and implementing

educational programs under the general framework of national education policy in their respective areas MOE [1994]. They are also responsible in generating financial resources for primary and secondary education In this approach the education bureau is assumed to focus mainly on policy issues, formulating standards, quality control, evaluation, Monitoring and capacity building issues MOE [2006]. This model makes local authorities to have more opportunity to determine the needs of their areas. However, at present the education bureau as well as the existing Wereda education offices responsible for education development is short of trained and technical staffs to accomplish their responsibilities.

#### 2.3.4. Privatization

In many countries it expected that private investments in education can play a great role in bringing the gap between the demand and supply of educational opportunity. As the result privation of education enterprises is being encouraged. Hence Privatization implies the capacity of the market to be effective in providing education service. This is shifting the public ownerships of education to private ownership. Thus, any educational management in a decentralized system could be exercised in a given country following one of the two models. The first model is the De-concentration model under this model it assumed that few selected functions are given to branch offices within the sector. For example the operational functions of education are given to Wereda Education offices and the Wereda education is accountable to the education Bureau. This model indicates that the role of Wereda government will be very limited with regard to education .The other is devolution model Under this model Wereda/ local government is playing a great role in administrating and implementing educational

programs under the general framework of the national policy in their respective areas. All are responsible in generating financial resources for primary and secondary education. In this approach the education Bureau is expected to formulate policy issues, formulating standards, quality control, evaluation, monitoring and capacity building issues. This model makes local authorities to have more opportunity to determine the needs of their areas. Minga [1977] indicated that the recent decentralization in Ethiopia is closer to devolution rather than either to delegation or de- concentration. Under this model Werada/local government will play a great role in administrating and implementing educational policy in their respective area. For example all schools in Ethiopia are expected to formulate three years strategy plan. The school community is being participating in planning, implementation, and monitoring and evaluation process. Sometimes impact assessments are being conducted. The school community is also responsible in generating financial resources.

In this approach the top level [education bureau and zone] are assumed to focus mainly on policy issues, formulating standards, quality control, overall evaluation, monitoring and capacity building issues. Devolution model makes local authorities to have more opportunity to determine the needs of their areas. According to Minga [1997], decentralization of education management can be successful if the following conditions are fulfilled.

These are,

- Full political commitment from all levels of decision-making
- Clear specification of which education functions could be better delivered at central levels, smaller decentralized government units and or the private sector

- Clear definition of accountability for each partnership,
- Implementation strategies and time table,
- Clear operational manual and procedures,
- Continuous monitoring by policy makers and officials,
- Enough financial, human and physical resource to maintain the process.

## **2.4. Objective and Implication of Decentralization**

### **2.4.1. Objective**

Regarding objectives of decentralization various scholars have to say the following concepts.

- It is a way of improving the management of development by increasing flexibility and responsibility. This indicates that the process of development could be carried out in a better manner if projects and programs are planned and implemented at the local level than at the central one [Rondnelli, 1984]
- Decentralization is a means of improving coordination between the various agencies involved in planning and implementing development programs at the regional and the local level [Kuklinki, 1987]
- Decentralization and participation in planning [as opposed to centralized planning structure which is often considered as the cause of the failure of local projects and programs] are believed to improve the implementation and sustainability of projects leading to efficient allocation of resources [Degroot, 1988].

### **2.4.2. Implication of Decentralization**

Administration approaches can influence education plan-implementation process. This is true for having different purpose, centralized or decentralized or combination was chosen on a given political context.

However, the general idea of administration at all level is meant to provide the best possible service to the number of people for optimal utilization of the resources available. Decentralized education management therefore implies [Mesfine, 2001]

- Cost sharing between the central government, local community [beneficiaries] and private sectors since the demand for education keep on increasing;
- High expansion of educational institution[schools] so that better administration can take place at local level;
- Facilitation of the out of school education such as non-formal, life long, literacy education for community and their administration;
- Reduction of central bureaucratic powers for the swift and adequate responses to needs of the community;
- Improvement of professionalism by involving teachers in planning, implementing and monitoring programs to ensure the achievement of educational objectives;

- Flexibility in educational practice i.e. methodology, curriculum etc, by adapting it to the specific situation in which profession is improved at certain degree of autonomy.
- Continuous monitoring and periodic evaluation can be carried out for the systems efficiency;
- Provision of technical help for teachers through frequent contact based on their genuine needs;
- More accountability and responsibility for the result upon locals;
- Effective educational decisions can be made as locals are closer to information source;
- A means for institutional reform to improve the systems operation;

Generally decentralization of educational management has ideological, administrative, political and pedagogical implication. Decentralization is viewed in many cases as a system with certain functions and power being delegated to lower levels of the hierarchy but with the major political decisions being reserved for the central government authority [UNESCO, 2005]

## **2.5. Advantage and Limitation of Decentralization**

### **2.5.1. Advantage**

Both centralization and decentralization have been preferred at one time or another by organization or government depending on the tendency to have power to govern and decide on educational matters .Decentralization in political sense ,is considered as reaction against excessive dominance and organizationally ,it is the devolution of more power position to the



lower level .Nevertheless it does not mean that decentralization is the best style and nature of management .Various sources of information mentioned that decentralization has advantage and limitation. According to Koonth [2008] the advantages of decentralization are,

- Relieves top management of some burden of decision- making and forces upper level managers to let go,
- Encourages decision making and assumption of authority and responsibility,
- Gives managers more freedom and independence in decision making ,
- Promotes establishments and use of broad controls which may increase motivation,
- Makes comparison of performance of different organization units possible,
- Facilitates setting up of profit centers,
- Facilitates product diversification,
- Promotes development of general managers,
- Aids in adaptation to fast changing environment,

With regard to the advantage of decentralized management, Shimon Joseph [2005] has the following to say, Centralized planning refers to management or organization of an economy by a centralized authority or agency. It is in sharp contrast to localized planning or root level planning more commonly known as decentralized planning in which plans are made by those who are going to be directly affected by them and not by absentee bureaucracy sitting in posh offices of the federal capital. According to Farrell [2002], cited in Amare [2006], decentralization has become an important focus of education quality in recent years because of the failure of

central authority to produce quality and the weak link between top-down policy and school level practices. Ethiopia has a decentralized system of governance, decentralizing to the regional state level, to the Wereda and more to the local levels..

According to Reddy the merits of decentralized planning are,

- Decentralized planning gives greater freedom to the regional bodies and local enterprises, as compared to centralized planning,
- Decentralized planning represents, in way, planning from below and spreads out authority-political and economic to lower and horizontal levels, It thus promotes popular participation and recognizes the value of local and sub- regional factions ,and the needs of a pluralistic society,
- Centralized planning is affected by bureaucratic functioning and growth of red tapism and therefore; there is loss in the efficiency of management. Decentralized planning helps to a large extent in overcoming this problem,
- Centralized planning may result in the centralization of powers. Moreover, individual initiatives and enterprise may be adversely affected by such a system. Decentralized planning helps to overcome these possibilities,
- In centralized planning the formulators are often not aware of ground realities and often standardized programs and schemes are prepared which may not be suitable at all places. In decentralized planning the plans are more realistic.

### 2.5.2. Limitation of Decentralized Planning

Although decentralization management has advantage it is not free from limitation .The limitation of decentralization as mentioned by Kroot [2008] includes the following:

- Makes it more difficult to have a uniform policy,
- Increases complexity of coordination of decentralized organizational units,
- May result in loss of some control by upper- level managers,
- May be limited by inadequate control techniques,
- May be constrained by inadequate planning and control systems,
- Can be limited by the availability of qualified managers,
- Involves considerable expenses for training managers,
- May be limited by external forces\national labor unions, governmental control, tax policies
- May not be favored by economics of some operations,

It was also mentioned that decentralization planning has its own handicap Redd[1979]. These are,

- Decentralized planning, sometimes does not reflect national priorities which is possible in centralized planning. It is therefore, not able to strengthen the nationalist fight division's forces,
- In decentralized planning, the administration and political structure at the lower level may act as constraints to change and development. This may be covertly or

overtly opposing alteration which will empower other groups. This disadvantage may be too weak to stake their claims,

- Technical capabilities in planning are often limited at the lower levels .However; an optimum mix of centralized and decentralized planning seems desirable.

## 2.6. Experience of Other Countries with Regard to Educational Decentralization

Regarding the roles that the central authorities and the lower level government play in providing educational services, development and control varies from place to place. This is because education system are reflection of social economic and political forces of the time, however, there is always no mutual relation between types of education control and types of political or economic system (Tables 2.6.1, 2.6.2, 2.6.3]

**Table.2.6.1.** Experience of other countries with regard to level of educational decentralization

COUNTRIES	LEVEL OF DECENTRALIZATION
Argentina, Mexico, Venezuela	National control policy but detail decentralization
USA ,Canada, JAPAN	Devolved educational management to local government or school districts
Brazil ,Chile ,Colombia	Municipalities have been given increased educational responsibilities over the past decade
France, Irish Republic, Austria	Strong national or state responsibility with centralized control
England and Wales ,Sweden ,Newzealand, Denmark, India	Educational responsibility divided between national and local units

The experience of other countries shows that the government is not the only source of finance for educational development. Different financial resource options are used to support the government in education

**Table 2.6.2** Experience of other countries with regard to school administration

Countries	EXPERIENCE with regard to school administration
Nicaragua, Chicago	School councils officially hire and fire school directors
Argentina	School councils have no decision making authority
Chile	Municipalities have the authority to recruit and hire teachers
Elsalvador	Community education associations devise an annual plan for the school and are responsibility in administrating funds according to its assessments of the education needs of the city. They are also in charge of the maintenance and equipment of schools
Netherlands	Empowered parents to create their own schools with financing and other support from the government

Source:- Charles Griffin, Decentralized the state, World Bank Latin America and Caribbean Studies, Washington D.C, 1999.

**Table 2.6.3** Role of community Participation in school financing in some African countries

Countries	Role of parents and community in school financing
Benin	Families pay large share of primary costs. Under reforms, parents associations were asked to develop new procedures for management of the school fees, Ministry also wants to strengthen role of parents associations in other aspects of reform.
Botswana	Traditional strong school- community linkage; before independence tribal school committees were responsible for primary schools .Communities and families have historically helped to finance schools. There is taxation on housing for education
Ghana	Chiefs and chiefs councils are influential in local schools In many places church groups are also active. Government is also encouraging establishments of parent-Teacher associates and of District and Area implementation committees. Primary schools is free , although there are books fees in grade 3 and above
Guinea	Local tax receipts finance education taxation.
Lesotho	Primary and secondary education is run as partnership between government church proprietors and parents/community. Almost all schools are owned and operated by churches 'Parents provide lab our for school construction
Malawi	Parents pay tuition fees, collected by the district education officers. School committees build class rooms and teacher housing and undertake other projects but vary in strength and support.
Mali	One-fourth of students are enrolled in Islamic schools, which families help finance and maintain. Elsewhere because of government financial limitations, communities are being asked to become more involved in school management, but extent of community support varies
Uganda	Historically, parents have given financial support to schools, but disparity based on community resources has resulted. School managements committees have increased their role, but often are running schools without sufficient training.
Zimbabwe	Has made great progress in improving its primary education by mobilizing community participation & finance .Moreover ,voluntary parents associations are active in nearly all government schools; provide additional source to covering capital and recurrent expenditure

**Source;** Quality Education in Ethiopia, vision for the 21s century proceeding on national conference held in Awasa college of Teacher Education 12-18 July, 1998 at Institute of education research

## 2.7. Experience of Ethiopia

History tells that it was Menilk II who first started modern secular education in 1908. The first school to be opened was Menilk School in Addis Ababa .The opening of modern school gave rise to the establishments of modern education in Ethiopia. Unlike other countries since the establishment of modern education in Ethiopia financial burden was carried by the government and the direct financial contribution of the parents' were very limited.

During the reign of emperor Haileselesie, modern education was greatly promoted. The responsibility for schooling during this time was taken by the ministry of education. Regarding this Teshome Wagaw [1979] states the following,

“ The responsibility for the development of public education system was given to the Ministry of education. The control and management of education has been highly centralized up to the Derg period. Educational management in the Dreg's period had also a centralized nature.

Seyoum Tefera[1996] describes 'The management of education system was too highly centralized that it had given rise to bloated bureaucracy that inhabited local initiation and flexibility, curriculum design, significant decision on personnel matters, purchase and distribution of supplies budget preparation and allocation were rigidly centralized at the head office of the ministry of education..'

This time the ministry of education had the responsibility to control education. As the result of this all schools throughout the country received and obeyed the same administration and academic policies, regulation and directives from the ministry of education. Teachers and personnel staffs were hired and fired, schools were opened and closed. School sites were selected and decided; school buildings were designed and financed by the ministry of education. In addition teaching materials, text books, equipments and other materials were prepared and distributed by the ministry of education.

Now Ethiopia is undergoing political and economic changes since 1991. The most important political measures affecting the education sector is the government's establishments of new policy of decentralized educational management.

The objective of the new education management structure is to,

- decentralize decision-making,
- Facilitate flexibility to make education more relevant to local needs,
- localize the responsibility for finance,
- Enhance the ability of education managers to supervise and support schools,

To effect the objectives and to decentralize decision-making and to make education more relevant to local needs, the new education policy has created four structures namely Ministry of Education, Regional Education Bureau , Zonal education departments and Wereda education offices .Each region is organized into Zones' Each Zone also is divided into Wereda administration units that have the responsibility for directly supervising schools. The Federal Democratic Republic of Ethiopia comprises nine national states and autonomous cities with



special statues Ministry of Education [2006,] .The nine regional states and the two city administration of Addis Ababa and Dire Dawa are subdivided into about 700 Weredas, and 250 municipalities with autonomous internal administration as the result of decentralization .Thus, each regional, Zonal, Wereda and school have their own power and duties.

As stated in the Ethiopian proclamation No.41/1993 the main duties and responsibility of Education Bureau, Zonal Education and Wereda education offices are,

### **Bureau duties and responsibilities**

- Prepares plans, programs based on National policy,
- Supervises and maintains the educational standards,
- Prepares and implement elementary and secondary curriculum,
- Recruit qualified teachers, identify training needs, and train teachers
- Following execution of national exams, ascertain adequacy of exams and certificate,
- Plans for provision of education to school age children, provide adult education
- Administers elementary and secondary schools, establish junior colleges
- Issues license to schools up to secondary level established by domestic organizations and investors, supervise them to ensure that they maintain adequate standards.
- Undertake studies to improve educational activities, provide the necessary support to studies undertaken at the national level,

- Coordinate the public with view of obtaining the necessary assistance for educational activities,
- Ensure that the educational program is supported by mass media,
- Collect, compile and disseminate statistical data on education.

According to this proclamation, the Educational Bureau is assumed to focus mainly on policy issues, formulating standards, quality controls and evaluation and monitoring activities with regard to education at the regional administration level. Besides, it is expected to decentralize most of the operational educational activities to the lower levels i.e., Zonal Education Departments and Wereda education office. However, the Education Bureau is not focusing mainly on educational policy and planning issues. Today, it is involved both in policy and operational issues. Delegation of power to the lower levels is not properly made. The Bureau is exercising both policies, planning and operational issues simultaneously. Most of the decisions with regard to the educational services are made at the bureau level. Due to this fact, there are workloads and bureaucratize congestion at the bureau level. Besides, the Education Bureau does not have adequate trained manpower to pursue its objectives. Most of the staffs are not adequately qualified to practice and promote the current trend of decentralized educational management of the region.

## Zonal Education Department

In the educational structure the Education Bureau is followed by the Zone Education Department. The Zone Education Department serves as an intermediate office between the Education Bureau and Wereda Education offices. It is accountable to the Education Bureau. The main duties and responsibilities includes,

- Facilitates implementation of plans and programs,
- Supervises and maintain the educational standards,
- Follows-up the implementation of the curriculum.
- Ensures that in-service training is given to teachers and education personnel,
- Facilitates the distribution of text- books and educational materials on time,
- Sees that students are properly prepared for national exam, that exam is conducted as scheduled,
- Plans for step by step provision of education for all school age population at all Weredas under the Zone Education Department,
- Mobilizes the people for realization of plane, Establishes schools and vocational Technical schools,
- Facilitates the provision of mass media supported education,
- Compiles statistical data and it reports to the region.
- Like the education bureau, Zone education office is not adequately staffed. There is not enough supply of trained and experienced manpower. As the result of professional inefficiency and shortage of qualified personnel to undertake an effective efficient educational administration, one can say that decentralized education managements had not been implemented as expected.

## **Wereda Education Office**

Wereda is the lowest administrative unit. It connects the regional government to the community through its school administrative structures. Wereda is the main area where the regional government's development plan is implemented and community participation is exercised. Wereda administration is accountable to the zone government. At present, Wereda is the grass root level administration organs of the regional government where decentralization of educational management is planned to be implemented. The main duties and responsibilities of Wereda Education Office are,

- Implements plans, program at school level
- Supersize school and work with teachers to maintain the educational office standard
- Inspects the implementation of curriculum at school level, recommend improvements.
- Distribute text- books and education materials to schools on time.
- Check the preparation of students to the exam' administer the exams
- Follow- up implementation of plan at community and school level
- Administer and supervise primary schools.
- Provide facilities and programs for mass media education'
- Collect information and data on education and compile and submit to Zonal offices'

Wereda education office is responsible in administrating and supervising schools [Public and NOGs].It is also responsible to design ways and means through which schools can get necessary materials and monetary support, manpower and their fair distribution .Wereda education office is closer to the beneficiaries. This creates a favorable condition to undertake continuous follow- up and to provide pedagogical and technical supports to schools. It is also at this level that community mobilization for education development is expected to take place too. However, the existing Wereda education office which is at the implementation and functioning level had faced problems. The basic problem usually addressed is that Wereda education office does not have clearly defined organizational and managerial functions to pursue the established objectives. There is a limited autonomous power at Wereda education office and schools levels to decide on education matters. There is also a problem of human powers in terms of quality and quantity. According to the Education and Training Policy [ETP] issued in 1994 by the ministry of education, some of the most important articles relevant to decentralization policy are cited below [MOE, S.2006].

- Educational management will be decentralized to create the necessary condition to expand, enrich and improve the relevance, quality, accessibility and equity of education and training.[article 3.8.2]
- Educational Management will be democratic, professional, coordinated, and efficient and will encourage the participation of women.
- Educational institutions will be autonomous in their internal administration and in the designing and implementing of education and training programs, with an overall coordination and democratic leadership by boards or committees,

consisting of members from the community[society], development and research institutions, teachers and students .[articles 3.8.4]

In line with ETP the Wereda among other things have the responsibility to develop the following policies

**A. Standard related**

Ensuring standards and accreditation of education and training institution [from pre-school up to diploma level]

**B. Curriculum and programs**

Ensuring that all types of programs [regular, non-formal, distance and continuing education, etc] are implemented in accordance to the national and regional policies

**C. Provision of education training services**

- Planning education and ensuring education for all in the Weredas
- Implementation, monitoring, supervision and evaluation of programs and projects
- Organizing the system of administration of primary and secondary education
- Ensuring equitable distribution of educational opportunities.
- Creating attractive environments in the schools.

#### **D. Educational Resources**

- Enhancing community participation by establishing administrative boards, PTAS, School clusters and other committees inter school integration and coordination
- Preparation of educational budget of the Wereda.
- Capacity building of education personnel in the Wereda.
- Establishing incentive mechanisms for meritorious staff and implementing after approval.
- Taking corrective measures on teachers who go against the established Codes of Ethics and regulated terms of operation.
- Creating live net working and interactive collaborative and joint activities like in sport, school feeding, environmental protection, HIVAids CONYROL ETC.

#### **E. Delegation**

Support and enhance the autonomous operation of schools and colleges in the Wereda or municipality.

## **CHAPTER THREE: - RESEARCH METHODOLOGY**

### **3.1. Methodology**

Decentralized program has been implemented in about 700 weredas 250 municipalities in Ethiopia since the last two decades. Lafeto Wereda is one of the Weredas in Ethiopia where decentralized planning is being implemented'. The selection of this area is based on researcher's familiarity with the area and better access to information which pertains to implementation of decentralization. In Lafeto Wereda there are 9 government and 25 private schools. The researcher is expecting to have primary information from all stakeholders' i.e. teachers, students, directors' supervisors and parents. The study will include both descriptive research and evaluative research. It is descriptive research in a sense that it sought to track the process of decentralization. It will also include some elements of evaluative as it tries to evaluate implementation or services and determine how effectively is implemented in achieving its goals. Case study will be used for intensive investigation of the implementation process in the selected Wereda, which is selected purposively, as the representative of about 700 Weredas in the country. Moreover reviewing and analyzing secondary sources in their chronological order will be used to see the changing trends.

### **3.2. Sources of Data**

The main sources of data used for this study were schools, Wereda and zones strategic documents, educators, students and parent's discussion documents. In addition to these, Bureau, Zone and Wereda education experts and investors were taken as sources of information



### **3.3. Samples and Sampling Techniques**

In this study, all 4 secondary schools, 12 primary as well as 18 kindergartens in the Werda were included. The researcher employs a combination of probability and non-probability techniques to select the study area, respondents, key informants and participants of focus group discussion. Regarding the actual selection of the respondents, systematic random sampling tool is employed using the list of schools obtained from the Wereda education office.

### **3.4. Data Gathering Instruments**

To obtain information for the study, three types of data collection instruments were used i.e. documents, questionnaires and focus group discussion [FGD] Documents include schools yearly reports as well as the three years strategic planning and discussion reports of parents, teachers, directors and supervisors of schools Questionnaires were used to obtain information from educators, investors and parents and students. The information obtained from students was used to triangulate the data gathered from other respondents.

### **3.5. Focus Group Discussion [FGDs]**

FGD was employed to collect data from selective stakeholders. The discussion was mainly centered on the concept of decentralized planning and its impact. The advantage and limitation of decentralized planning was discussed among participants in detail. Focus group discussion for all stakeholders was conducted for two in separate meetings by categorizing 45 participants in each group. The meeting was organized by the zone education office. On the first day, the concept of quality education; the relationships between decentralized planning and quality of

education, quality assurance and experience from other countries were presented by guest lecturers. On the second day, group discussion was conducted .During data gathering, photographs of educators, parents, investors were taken; and discussion of students and educational experts were tape recorded.

### **3.6. Data Analysis**

The collected data were analyzed and interpreted using descriptive statistics like means and standard deviation. Besides the data obtained by questionnaires and FGD were qualitatively analyzed in relation to the research questions.

## CHAPTER FOUR: - PRESENTATION AND ANALYSIS OF THE FINDINGS

### 4.1. Analysis of Background Information of the Respondents

This chapter deals with the analysis and interpretation of the respondents. Out of 119 questionnaires distributed for the study 95 questionnaires were returned. Analysis of background information of the respondents the demographic characteristic of the respondents were categorized under gender, educational qualification and years of service in different governmental as well as non-governmental organizations.

**A. Gender:** When we assess the sex distributions of the response, 67.36% of the total respondents were male and 32.63% were female. This indicates that the contribution of women in the educational development of the Wereda had not been significant as compared to male [Table.4.1.1] According to ETP it is expected that educational management will be democratic, professionals coordinate and efficient and will encourage the active participation of women. But the study revealed that female in the Wereda was the most disadvantages in education than other counterparts. Effective delivery implies that women are at equal footing with their counterparts. The current situation reflects that equity is not maintained so far .Hence tackling these problems step by step is important to improve access, equity, quality and efficiency of the educational service delivery system of the Wereda There is a pressure that the status of women needs to be changed towards a more egalitarian distribution of roles between men and women. The right to learn is an indispensable tool for the survival of humanity [UNESCO, 1985].No one could think of teaching and learning process that does not include women in its educational system.

**B. Age:** As far as age is concerned it has been observed that the majority of the respondents are in the range of 25-35 years followed by 36-40years while 45-50 and those above51 years were at similar level [Table.4.1.1]

**C. Educational background:** With regard to educational qualification, excluding the student population, most of the respondents [41.03% were BSC and BA holders category followed by diploma and MA/MSC holders having 10.5% and 5.25% respectively. Among the respondents, 3.28% were 8-12 level graduates [Table.4.1.1].

**D.Work Experience.** With regard to work experience, it indicates that almost all had work experience of more than 5years related to the educational sectors. Most were serving as PTSA committee, student's guidance and council club members [Table 4.1.1]

**Table 4.1. 1** Demographic characteristics of sample respondents

No	Item	Educators		Parents		Students		Investors		Total	
<b>1</b>	<b>Sex</b>	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>No</b>	<b>%</b>
	Male	30	31.57	10	10.5	17	17.89	7	7.36	64	67.36
	Female	10	10.5	-	-	21	22.10	-	-	31	32.63
	Total	40	42.09	10	10.5	34	39.99	7	7.36	95	99.99
<b>2</b>	<b>Age</b>										
	14-16					17	17.89			17	17.89
	17-19					21	22.10			21	22.10
	25-35	24	25.26					2		23	
	36-40	11	11.57							11	11.57
	41-45	2	2.10					2	2.10	44.20	
	45-50			5	4.05			3	3.15	8	8.42
	≥51	3	3.15	5	4.05					8	8.42
	Total	40	42.09	10	8.10	38	39.99	7	7.36	95	99.99
<b>3</b>	<b>Respondents qualification</b>										
	8 <sup>th</sup> -12 grade			1	1.08	38	39.99	2	2.10	41	43.15
	Diploma	6	6.3	4	4.2					10	10.5
	BA/BSC	30	31.57	5	5.26			2		39	41.03
	MA/MSC	4	4.05	1	1.05					5	5.25
	TOTAL	40	42.09	10	10.5	38	39.99	7	7.36	95	99.99
<b>4</b>	<b>Respondents by year of service</b>										
	NGO employee			3	3.15			5	5.2	8	14.03
	1-5 years	13	13.68					2	2.10	15	26.31
	6-10 years	12	12.63							12	21.05
	11-15 yea	3	3.15	2	2.10					5	8.77
	16 years	12	12.63	5	5.26					17	29.8
	Total	40	42.09	10	10.51	38	39.99	7	7.36	57	99.99

## 4. 2. Preparation of Planning

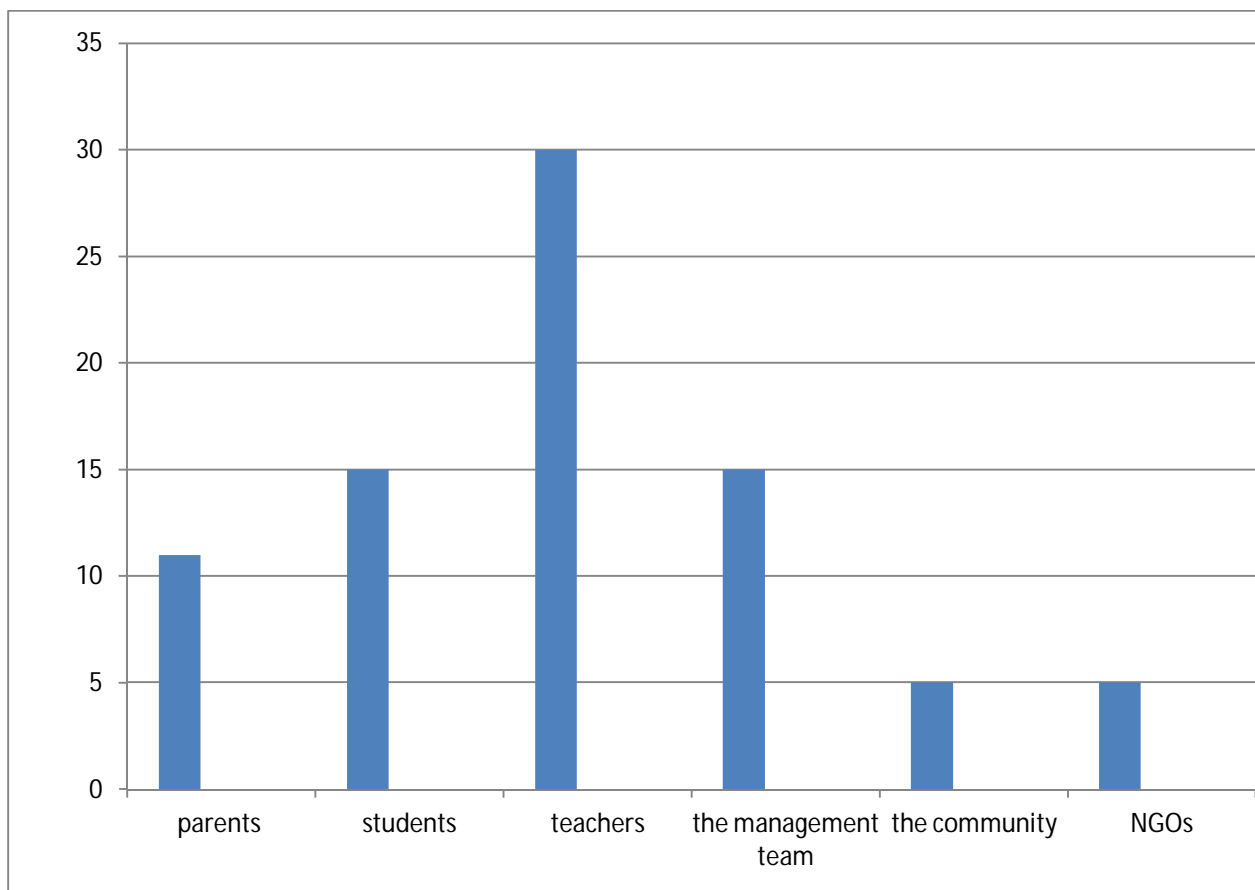
One of the main features of decentralized planning is community participation. The advantage of site based planning [grassroots level] and managements is that it creates sense of belonging among community members Community shares the cost of the projects in cash or in kind or in the form of lab our. This is true in Lafto Wereda.

Although the level of participation of the stakeholders shows a variation, all were allowed to participate in the strategic planning at the operational level. Participations of stakeholders in the overall process will help to ensure the quality of decisions and to increase the satisfaction and ownership of the plan [Girmay Berhe, 2004].

In the planning process the lion's share was taken by teachers and the management team followed by students and parents. The result has clearly indicated that parents and the communities were less active as compared to other stakeholders [Figure.4.2.1]. The participation of NGOs' and the community at large in the process of planning was not significant since the issue was only the concern of the major stockholders.

Participants felt that their contribution was highly valued, because decision was reached based on their inputs. The planning ideas that were discussed on the forum were clearly understood by everyone in the school meeting [Table.4.2.1]. But there were also dissatisfactions among stakeholders on the implementation/approval of the budget as it was mainly decided by zone educational office [Figure 4.2.2] and moreover the budget was not sufficient to meet the demand of the schools [Figure 4.2.3]. It was also noticed that the woreda educational office has very little say in budget approval and the school management team can make only a slight

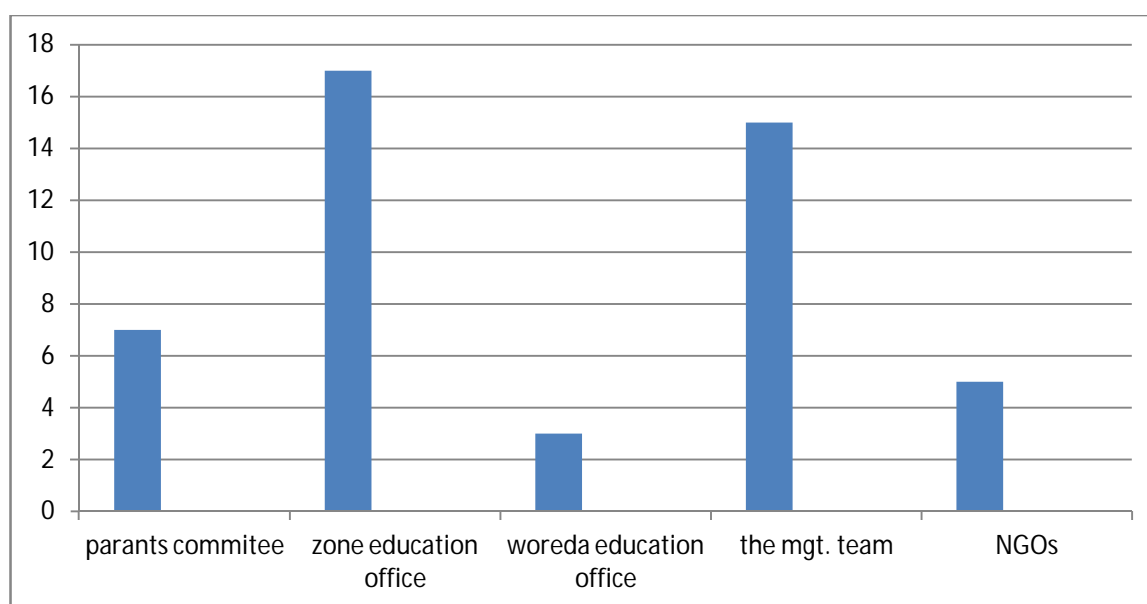
modification on the plan. In fact, the quality of educational services depends on the amount of money that is devoted to the educational sector. The less the money the more the whole system will fall into crises. This idea is supported by ElleniTedla [1995] she stated that. "In Africa the current budgetary crises is also reflected in the poor state of building and facilities. Inadequate plant maintenance, worn out furniture, dilapidated buildings, broken desks and chairs and lack of good ventilation and sanitation facilities are characteristics of poor financing of the education sector,



**Figure 4.2.1** Participation in the preparation of plan

**Table 4.2.1** Participants View on meetings held in schools.

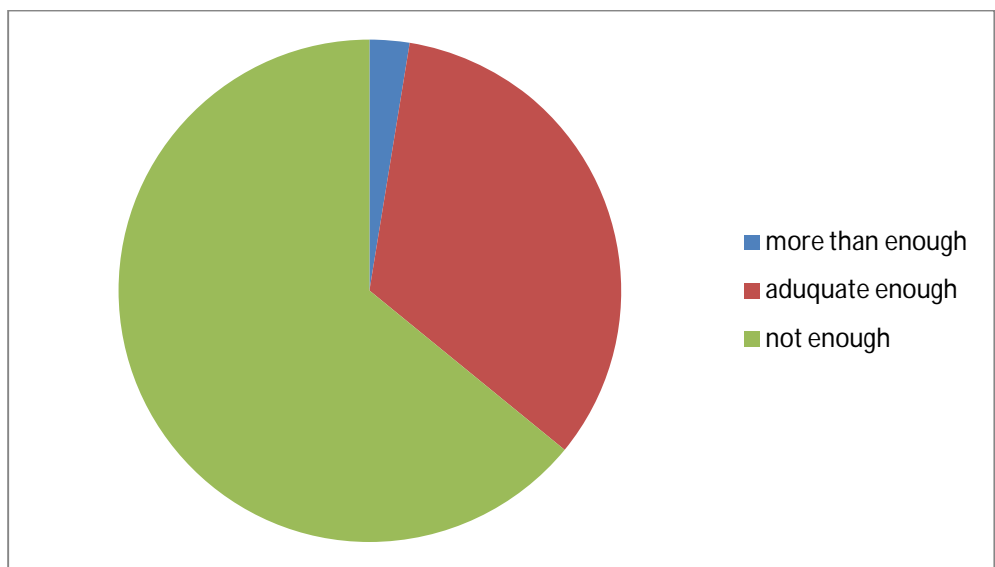
No	View of participants	Frequency of response	
		No	%
1	My contribution are understood	12	14.6
2	Everyone has a fair hearing	10	12.19
3	My contribution is handled constructively even when opposed	6	7.3
4	The minutes are a true reflection of what was decided at the meeting	12	14.6
5	I get a fair chance to have my say	10	12.19
6	Decisions are reached and I am clear about what they are	13	15.85
7	My contribution is properly valued	19	23.1
	Total	82	99.99



**Figure 4.2.2.** Respondents view on budget approval



The respondents, who are the major stakeholders, have the feeling that the budget allocated for executing the plan activities of the schools in the Wereda was far below the need and have the fear that education quality would be compromised. There were very few individuals who felt that the budget is more than enough. In this study it was not possible to verify its impact.



**Figure 4.2.3** Respondents view on the amount of budget allotment

Research has shown that the best schools have the following features such as professional leadership, shared vision and goals, learning environments, concentration on teaching and learning, purposeful teaching, high expectations, positive reinforcement, monitoring progress, pupils rights and responsibilities, home-school partnership and learning organization [Oxfordshire Education Authority ;2003]. However, this study revealed that in the Wereda schools, most of the management's features were not adequately addressed. The majority of the respondents had felt that the major features such as concentration in teaching and learning,

monitoring pupil performance, parental involvement in children learning, commitments to improvements, which are characteristics of an effective school, were not adequately prevailing and addressed in schools (Table 4.2.2). The very weak commitment to improvement both from the academic staff and students, which expected to be as a result of low participatory approach of the leadership (4.22% rarely + 0.88% not adequate > adequately) could lead to poor education quality and low actual participation of the stakeholders.

**Table 4.2.2** Managements features prevailing in institutions

No	Respondents view	Frequency of responses					
		Adequately		rarely		Not adequate	
		No	%	No	%	No	%
1	Participatory approach of leadership	14	3.11	19	4.22	4	.88
2	Shared vision and goals	11	2.44	21	4.67	5	1.11
3	Attracting working environment	5	1.11	17	3.77	6	1.33
4	Concentration in teaching and learning	9	2	23	5.11	5	1.11
5	Purposeful teaching	14	3.11	20	4.44	7	1.55
6	Providing intellectual challenge	15	3.33	21	4.67	12	
7	Clear and fair discipline feed back	15	3.33	19	4.22	7	1.55
8	Monitoring pupil performance	2	0.44	19	4.22	4	.88
9	Evaluating school performance	13	2.88	25	5.55	5	1.11
10	Pupils rights and responsibilities	15	3.33	17	3.72	10	2.22
11	Parental involvement in children learning	8	1.77	16	3.5	10	2.22
12	Commitment to improvement	10	2.22	23	5.11	4	.88
	Total	131	29.11	240	53.33	79	

### 4.3. Monitoring

How do we know if what we planned to do is really being done and is bringing the desired results? To know this, organizations use processes called monitoring and evaluation. These processes are related but not exactly the same. Usually they are treated together. To know if what we planned to do is really being done we use monitoring. Monitoring is simply checking to make sure we are on time, within our budget, and completing tasks correctly .It provides timely feedback, which can help to make corrections as may be necessary. We need to monitor implementation to make sure we are completing the plan,

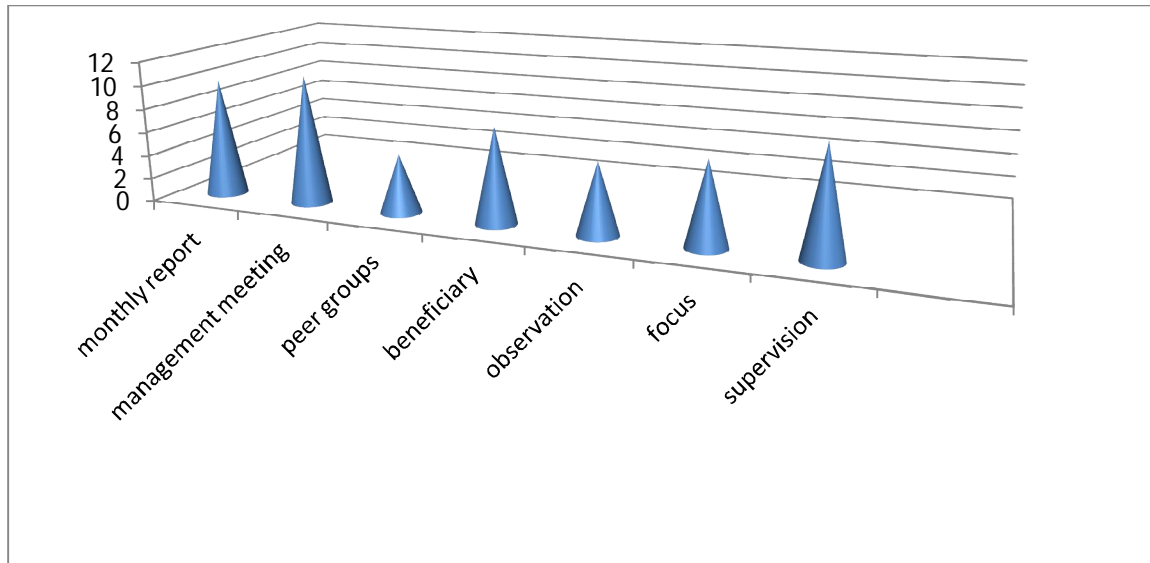
- On schedule
- Spending the correct amount of money
- Using the correct resources
- Know why if some of these are not met .What if not.

We need to decide if there is good reason and if we need to modify the tasks of our plan or we may have the wrong people completing the tasks. Or we may not have estimated correctly the cost of the task. This means we need to make changes either in the plan, the people, the budget or the schedule. Monitoring, therefore, calls for day to day documentation of the specifics of plan implementation; spot checking, periodic assessment, timely control and making corrections. On this aspects the study had revealed that at Wereda level all stakeholders play their role of monitoring whereas at zone level the participation of stakeholders was low which requires due attention[Table 4.3.1].

**Table.4.3.1.** Monitoring of the implementation plan

No	Participants	school		Wereda		Zone	
		No	%	No	%	No	%
1	Supervisor	21	22.10	18	36	4	16.66
2	Student council	22	23.15	2	4		
3	The parent committee	14	14.73	6	12		
4	School management	20	21.05	3	6		
5	Wereda education office	9	9.47	16	32	2	8.33
6	Zone education office	5	5.26	5	10	9	37.5
7	Bureau education office	4	4.21		-	9	37.5
	Total	95	100	50	100	24	100

It is also important to decide on the instruments that could be relevant for monitoring and evaluation from the outset. Generally, pedagogues can think of a variety of instruments that can be relevant for monitoring plan. The best known instruments include, monthly report, managements' team, discussion, supervision, etc. The applications of all these instruments justify the effectiveness and efficiency of plan. In most organizations all instruments are exercised whereas in some organizations' the leadership gives due attentions to specific instruments However, the study had revealed that managements teams meeting, supervision and monthly reports and discussion were given important foci.[ Figure .4.3.1].



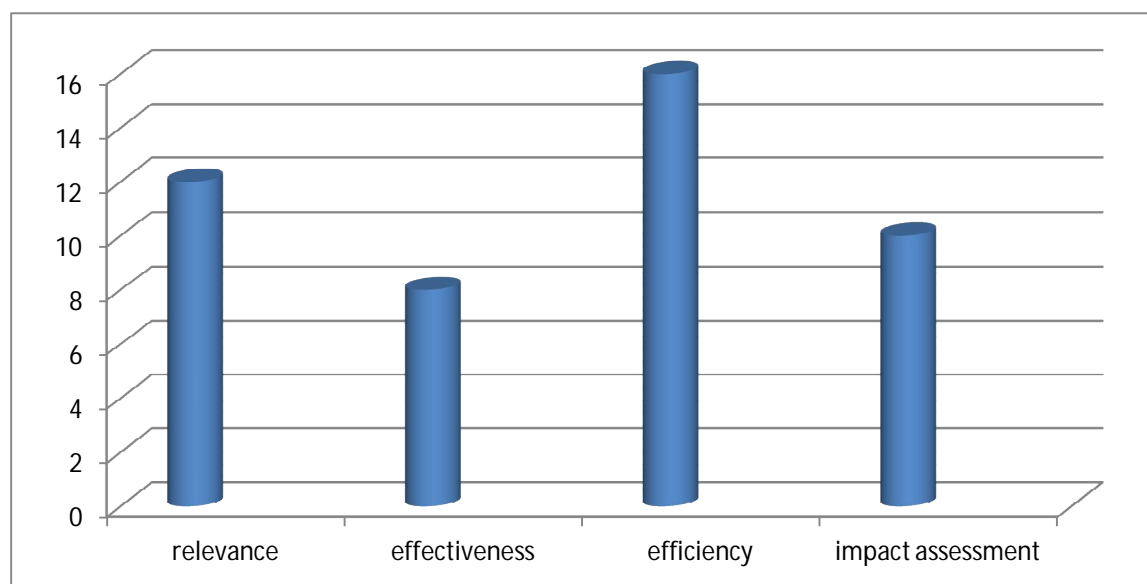
**Figure 4.2.1.**Types of instruments practiced

#### **4.4. Evaluation**

Evaluation is a process of judging the impact, strategies and activities set in the plan. Decentralization is a way of improving the management of developments by increasing flexibility and responsibility. In this regard all stakeholders are expected to play their role in evaluating the plan. But on this study, at school and Wereda level, all stakeholders had been participating whereas at the zone level, only the zone and Wereda education and supervisors were given the privilege of conducting the evaluation process [Table 4.4.1]. Usually evaluation is focused on relevance, effectiveness, efficiency and impact assessments. However on this study, evaluation had been focused mainly on efficiency followed by relevance [Figure.4.4.1.]

**Table 4.4.1** Evaluation of the school implementation plan

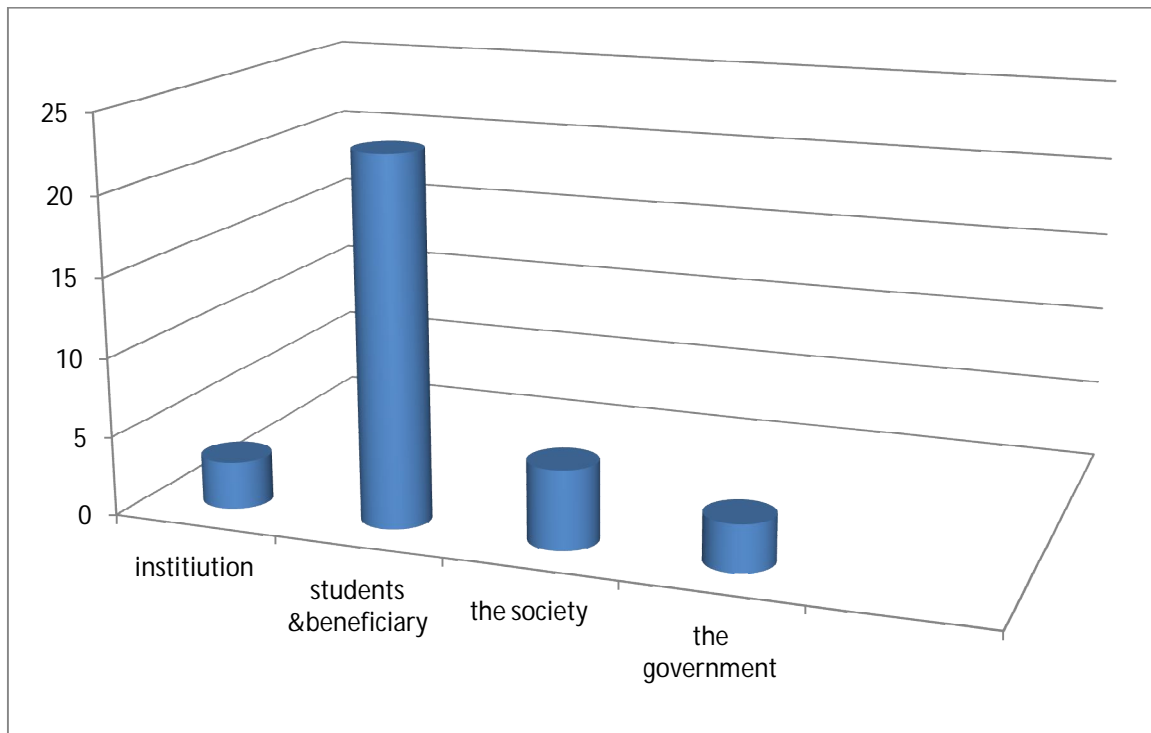
No	Evaluators	Response					
		school		Wereda		Zone	
		No	%	No	%	No	%
1	The community at large	5	5.2				
2	The management team	17	17.89	25	26.3		
3	The supervisor	11	11.57	13	13.68	16	16.84
4	Wereda education office	10	10.52	10	10.52	19	20
5	Zone education office	8	8.42	30	31.57	47	49.47
6	Parents committee	14	14.73	22	23.15		
7	Students council	15	15.78				
8	Teachers association	13	13.68	8	8.42	13	13.68
9	Other external bodies	2					



**Figure 4.4.1** Respondents view on criteria for evaluation

#### 4.5. Beneficiaries

Education exists to address the needs of its clients in education. There are three clients of education; the system/Institution, the individual or small groups usually students and educators and the society as the whole. The main beneficiary is the institution. The main concern of planning is to insure survival and tries to attain institutional continuity, well-being and growth. In this regard the study had revealed that the main beneficiary was not found to be the institution but the students and educators or the small group category [Figure. 4.5.1].



**Figure 4.5.1.** Respondents view on beneficiaries of the school system

#### 4.6. Promotion of Private Investors

Global experience indicates that the community in general and the NGOs and the church men in particular needs to be encouraged so that they play important role in national development of any country ;for the government alone could not able to cover the expenses of developments. In this there is no indication that NGOs were motivated. Most respondents [54.11%] support the idea of involving NGOs in school development [Table 4.6.1.]

**Table 4.6.1** Respondents view on promotion private enterprises & NGO in school development

No	Item	Responses							
		Strongly Agree		Agree		Undecided		Disagree	
		No	%	No	%	No	%	No	%
1	Partial subsidy by providing one or two teachers per school			5	4.58			1	0.9
2	Training by providing small cash grants	8	7.33	14	12.84	8	7.33	2	1.83
3	Exemptions	5	4.58	7	6.4	5	4.58	5	4.58
4	Loans			8	7.33	6	5.50	3	2.75
5	Allocation of land	3	2.75	9	8.25	4	3.66	5	4.58
	Total	16	14.67	43	39.44	34	31.19	16	14.67



#### 4.7. Impact of Decentralized Planning

Decentralized management is an approach concerned with the delegation of authority and respecting to the lowest possible management level. This system allows the participation of community in promoting education. Over the past decade education policy and practice in Africa has been marked by a growing recognition that education in Africa will not be achieved without effective strategies for community involvement. On the impact of decentralized planning, the study had revealed that, most respondent [67.09%] has mentioned that decentralized planning has an impact on educational development sector [Table 4.7.1]. **Table**

##### 4.7.1. Respondents view on the impact of decentralized planning

No	Item	Frequency of response							
		Excellent		Good		Satisfied		Poor	
		No	%	NO	%	No	%	No	%
1	Increased participation leading to democratization	18	3.55	15		5	.98	2	0.39
2	Increased access	13	2.56	15	2.96	8	1.58	4	0.79
3	Improve quality	13	2.56	13	2.56	7	1.38	7	1.38
4	Improve equity	14	2.76	13	2.56	7	1.38	6	1.18
5	Enhanced cost effectiveness	12	2.37	10	1.97	15	2.96	3	0.59
6	Cost shared between stakeholders	10	1.97	10	1.97	12	2.37	6	1.18
7	Improvement of professionalism by involving teachers	16	3.16	14	2.76	6	1.18	4	0,79
8	Sustainability of projects	9	1.77	13	2.56	13	2.56	5	0.98
9	Sense of belonging among community	12	2.37	8	1.58	12	2.37	6	1.18.
10	Change and new ideas comes from below	8	1.58	17	3.35	6	1.18	6	1.18
11	Program and service are better addressed	9	1.77	14	2.76	5	0.98	5	0.98
12	Improve coordination between various agencies	12	2.37	19	3.75	5	0.98	3	0,59
13	People make self-reliant	11	2.17	17	3.35	10	1.97	3	0.59
	Total	157	31.92	17.8	35.17	111	21.9	60	11.85

#### **4.8. Limitation of Decentralized Planning**

It is obvious that although decentralized planning has advantage for it encourages mobilization of community to play its role in financing education, increasing primary education curriculum and teaching materials, maintain quality of education, strengthen community relationships; it does not mean that it is free from limitation .According to Kroot [2008] and others the limitation of decentralized planning are identified to be;

- There arises a technical capability in planning,
- It is costly.
- There is a mismatch between budgets and planning
- There is external interferences.
- Institutions do not have adequate staffs, budgets, office equipments and computers
- It is limited by the availability of qualified professional's..... e.t.c.

In this regard participants were requested to express their feeling against the item [Table 4.8.1]. Out of the total responses, 53.30% had indicated that decentralization has visible limitation (Table 4.8.1).

**Table 4.8.1.** Respondents view on the limitation of decentralized planning

No	Item	Frequency of responses							
		Strongly Agree		Agree		Undecided		Disagree	
		No	%	No	%	No	%	No	%
1	Inadequate planning and control system	7	1.61	18	4.15	7	1.61	6	1.38
2	Intervention of external forces	10	2.30	15	3.46	4	0,92	8	1.84
3	Very expensive and wastage of resources	5	1.15	12	2.77	8	1.84	10	2.30
4	Awareness creation program for the community is not conducted	4	0,92	14	3.23	7	1.61	12	2.77
5	Top management are interfering in decision of all types at the operation level	6	1.38	15	3.46	6	1.38	11	2.54
6	Institutions do not have adequate staff, budget, office equipments and computers service	10	2.30	15	3.46	5	1.15	7	1.61
7	Increases complexity of coordination of organizational units	4	0,92	11	2.54	10	2.30	10	2.30
8	Constraints to change and development	5	1.15	14	3.23	6	1.38	12	2.77
9	Technical capabilities in planning	5	1'15	17	3.92	10	2.30	5	1.15
10	Strong linkage between community and school is lacking,	5	1.15	10	2.30	7	1.61	10	2.30
11	Investors, NGOs and church group are not encouraged	3	0,69	8	1.84	7	1.61	16	3.69
12	There is a mismatch between budget and planning	3	0.69	15	3.46	11	2.54	7	1.61
13	Parents committee is not active	7	1.61	7	1.61	5	1.15	16	3.69
	Total	67	15.47	164	37.87	88	20.3	114	26.32

#### 4.9. Existing Situation of Education Services Delivery System

Lafto Wereda is located south of Addis Ababa, the capital city of Ethiopia. The total population of Lafto is estimated to be 42150. Out of this, the school age population [4-18] is estimated to be 16220 which are 38.48% of the Wereda population as against 27.44% since 2001. [See the table below]

**Table 4.9.1** School age population in Lafto in 2003

School level	Age bracket	School age population	Enrollments	Share of enrollment to total school age population in %
Kindergarten	4-6	6547	2539	38.78
Primary	7-14	8761	9058	103.39
Secondary	15-18	6804	3176	46.6

Source, CSA, the population and housing census households

The above table indicates that schools have become overcrowded [Table 4.9.1] and to overcome the problem of shortage of class room an attempt have been made to construct additional class rooms,

**Table 4.9.2.** Degree of overcrowding measured in terms of section to student's ratio [2003] E.C.

School level	Students	No of sections	Section to students
Kindergarten	2539	67	1:38
Primary	9058	198	1:46
Secondary	3179	52	1:61

The proportion of students to section is high for secondary schools [61 students per section] as against the standard 40 students per students. On other hand, section student's ratio is promising at kindergarten and primary school level. The table 4.9.3 indicates that at all levels the enrollment of students, No of schools and the gross as well as net enrollment ratio shows progress

**Table 4.9.3** Enrollment Trend, No of schools, Gross and Net Enrollment Ratio [2003]

School level	Entry design	Years			
		2000	2001	2002	2003
kindergarten	Enrollments	1853	2058	2286	2539
	No of school	14	14	14	19
	Gross Enrollments	123	120	117	111
Primary	Enrollments	6605	7338	8158	9058
	No of schools	12	12	12	12
	Gross Enrollments	90.9	90.90	90.91	95.23
	Net Enrollments	86'3	86.3	86.3	90.47
Secondary	Enrollment	2725	2868	3018	3176
	No of school	3	3	3	4
	Gross Enrollment	90.9	95.2	92.3	90.90
	Net Enrollment	86'3	90.4	87.7	87.26

Although there is an inefficient land supply and bureaucratic obstacles, it seems that the participation of private investors is encouraging [Table 4.9.4]. However the number of schools owned by NGOs such as, the church men compares to other ownership is low.

**Table.4.9.4** .Distribution of schools by ownerships

Ownership	Kindergarten	%	Primary	%	Secondary	%	total	%
Government	2	11	3	25	2	50	7	20.58
Private	15	83	8	66.6	2	50	25	73.5
Others	1	6	1	8.3	-	-	2	5.8

In Ethiopia as a whole, there are a significant number of teachers who are not professionals. They lack competence both in teaching methods and subject matters. .But in Lafto the situation is quite promising [Table 4.9.5]. Most of the teachers at all school level are qualified to meet the standard set by the ministry of education [M.O.E.2003].

**Table 4.9.5** Total Number of teachers as compared with qualified teachers

School level	Total number of teachers	No of qualified teachers	Share of qualified teacher in %
Kindergarten	183	165	90.16
Primary	435	413	94.9
Secondary	165	132	80

Considering the given norms [No of students per teacher 1: 40, 1:50; 1: 40] for kindergarten, primary and secondary schools, respectively by 2010, ORAAMP [2001] Projected the trends showed in table 4.9.6. The actual condition was quite different from the projection [Table 4.9.7]

Table 4.9.6 Projection

School level	Expected number of schools	No of teachers	No of students
Kindergarten	10	9	1539
Primary	5	29	4519
Secondary	2	29	1106

Source: - ORAAMP [2001] .There is a significant difference between the projected and the current figure [Table 4.9.7].

**Table 4.9.7** Actual Situation /2003 E.C/

School level	Expected number	No of teacher	No of students
Kindergarten	18	183	2339
primary	12	435	9058
secondary	4	165	3176

As a result of additional construction of class rooms, number of schools, and employment of additional teachers, student's enrollments has increased within ten years time. The pupil-section ratio [PSR] and pupil-teacher ratio [PTR] also shows an increase (Table 4.9.8

**Table 4.9.8** Pupil-section and pupil- teacher ratio

School level	PSR	PTR
Kindergarten	38	1:13
Primary	48	1:20
SECONDRY	61	1:19

The above tables indicate that the educational delivery system regarding the problem access is relatively being solved, but the question of quality is not yet settled. The budget currently allotted to education is not adequate enough to meet the demand of the community. Hence school environment is not conducive to teaching and learning process. Schools lack physical and other service giving facilities. Broken desks and chairs, lack of good ventilation and sanitation facilities are the common characteristic in the schools .There is also a shortage of trained man power to implement educational objective at Wereda as well as school level. The absence of adequate as well as equipped educational officers has an impact on the overall educational effectiveness Even there is a gap between government and private schools regarding academic performance of the student's .In general schools do not meet the standard set by the ministry of education [Table4.9.9].



**Table 4.9.9** Schools Standards based on 2009 Ministry of Education Criteria.

	Standard required	Points	Future.G	Megabit	Lafto	South West	Ginbot	Lafto secondary	AB.info
1	Water	10	10	7	6	10	8	5	8
2	Latrine	9	8	8	6	8	6	5	6
3	Clinic	5	3	2	3	3	3	0	2
4	library	17	10	12	14	12	12	5	10
5	Pedagogical centre	21	13	15	18	20	11	10	13
6	School environment	34	15	31	31	20	31	31	20
7	Auditorium	8	2	4	4	8	4	2	2
8	Human power	14	8	12	12	10	10	10	6
9	Policy documents Manuals ,etc,	14	13	12	12	12	12	11	12
10	Classroom situation	5	3	3	3	5	3	1	4
11	Teaching material	8	3	2	2	3	2	2	3
12	Teaching methodology	5	3	3	3	3	3	3	3
13	Other services	2	2	2	2	2	2	2	2
14	Laboratory	40	20	25	25	35	32	30	15
	Total	192	113	138	141	151	139	117	106

The table in 4.9.10 indicates that 27.1% in Megabit school and 13.5% in Lafto school students couldn't pass the national examination whereas students in private school all 100% have passed the national examination.

**Table.4.9.10.** Grade 8 National Examination Results [2003] E.C.

Ownership	Name of the school	Number of students	Promoted	%	Detained in number	%
Government	Megabit	361	263	72	98	27.1
Private	AB.INFO	66	66	100	-	-
	South West	143	143	100	-	-
	Future	105	105	100	-	-
	Blue Nile	10	10	100	-	-
	A.Y Academy	8	8	100	-	-
	Tsedale	45	45	100	-	-
Government	Lafto	365	316	86	49	13.5

**Source:** NATIONAL EXAMINATION RESULTS (2003 E.C)

As indicated in the table 4.9.11 per student capital expenditure shows a progress in year 2003 E.C from 5.7 to 16.29 Ethiopian Birr.

**Table 4.9.11.**Per student capital expenditure of government owned primary and secondary schools [2003].

YEARS	Capital Expenditure	Enrollment	Per students capital Expenditure in Eth.Birr
1994	64742	2347	27.58
1995	31251	2359	13.24
1996	30553	2444	12.5
1997	14023	2459	5.7
2010	199390	12234	16.29

**Source:** OROMAAI

Table 4.9.12 indicates that the dropout rate of a public school was at an average of 3.4% while for the private it was an average of 0.02 % .On the other hand the repetition rate of public school was 9.2 % whereas in the private school no one has repeated.

**Table 4.9.12** School based performance [FINAL YEAR EXAMINATION RESULTS of Lafto Wereda [2003]

Ownership	Classes	Students REGISTERED			Attended For Examination					Drop Out rate				Repetition rate			
		M	F	Total	M	%	F	%	Total	M	%	F	%	M	%	F	%
Gov	1-4	327	446	773	317	96	432	97	746	13	4.6	14	3.2	5	1.5	5	1
	5-8	290	370	660	285	98	358	97	643	6	1.9	12	3.3	13	4.4	29	8.2
	9-12	101	115	216	980	97	110	96	209	3	2.6	4	3.8	20	2	20	18.4
Private	1-4	687	685	1372	681	99.1	681	99.3	1611	6	0.8	5	0.66	-	-	-	-
	5-8	375	368	743	372	99.2	365	99		3	0.03	3	0.03	-	-	-	-
	9-12	91	96	187	906		186			1	0.02	1	0.02	-		-	-

#### **4.10. Qualitative Findings of the Focus Group Discussions**

Participants of the focus group were educational experts, teachers, Investors, students council and parent-teacher committees. In addition, members of teacher association were invited to participate in the discussion. With regard to decentralized planning, participants discussed on its usefulness. In general it was agreed that,

- Decentralized planning is community participation,
- Community participation in decision making at the lowest grass root level is one of the manifestation of democratic government,
- Community participation shares the financial bondage of the government,
- Decentralized planning encourages private investors and other NGOs to invest in the education sector,
- Private investments implies self-employment as well as hiring others,
- As the result of participation, public service delivery is fast and efficient,
- The role of NGO in decentralized management is significant,
- Wider involvement of people in the process of decentralized planning creates a sense of belonging among the community,
- At the final analysis the students, the educators, institutions, the society and the government are the beneficiaries of the overall development,

The focus group comes to the understanding that although the participation level varies, all stakeholders should participate in the planning, implementation, monitoring and impact assessment process.

Decentralized planning plays a major role in facilitating the teaching- learning process. Fast and effective delivery system service brings about, growth. In the district the number of schools, teachers, classroom, and section had shown an increase. But **this** does not mean that it is free from limitation. For example the question of the quality is not yet solved as schools do not meet the standards set by the Ministry of education .Good governance' needs attention. In summary decentralized planning have advantages and disadvantages. The idea that there is a mismatch between budget and planning is supported by all participants. It was agreed that unless the community is motivated to play its role, the quality of education suffers. As the result the following were suggested as possible solutions.

- Encourage cost sharing;
- Establish education tax;
- Encourage private spending on education;
- Promote internal revenue generation;
- Promote periodic contribution for primary and secondary education;
- Make more effort to secure external assistance;
- Encourage donations from business organization to assist education;
- Transfer parts of the non- salary cost at school level to parents and students.

With regard to participation of private groups, the discussion group split into two groups. One group was against the idea on the view that investors own capitals and hence they need to compete in the free market. This group even goes further by saying that the aim of investors is not mainly social maximization but profit maximization. The other group argues on the ground that investors can support the work of the Ministry of Education.

Had it not been due to private investors in educational sectors, the burden of budget allotted to education by the government would have been more severe. Finally agreement reached that the problem of investors and church men was considered as part and parcel of the focus group discussion. In the final analysis the following were identified as the main problems of investors

- The investments and lease policy implementation has been limited by constraints;
- The time needed to acquire land is quite long the procedure is boring and cumbersome;
- Experience of other countries indicates that the government provides incentives, such as provisions of low rent buildings, avoid stated standards as it is difficult to meet, facilitates credit services with minimum interests;
- Strict standard regulation [standard set for buildings and classroom size are often big and costly,
- Inadequate tax breaks and import tax exemption;

On the question of decentralization, everyone had agreed to the idea of decentralization as it limits bureaucracy and the beneficiaries of the plan are students and educators followed by institutions and society and finally the government.

According to the focus group, decentralized planning

- increases participation among stakeholders leading to democratization, capacity building and cohesion;
- Increases access, where community support increases supply, and raises demand;
- Improve quality, as a result greater accountability, choice and increased resources;
- Improve equity, where communities adapt the school model to local conditions and needs and reach isolated groups[female, children and disabled];
- enhanced Improvement of professionalism by involving teacher;
- improves sustainability of projects;
- Increases sense of belonging among the community.
- Generates change and new ideas,
- Improves coordination between various agencies; and
- Makes people self-reliant.

Identified limitation of decentralized planning by the focus group discussants were ;

- Weak community participation in school affairs;

- Absence of school-community linkage;
- Weakness of Wereda and school management team;
- Limited decision making power of Wereda;
- No budget to support schools;
- Low number of staff with inadequate training;
- Absence of Weredas education and Training Board;
- Institutions do not have enough office equipment and computers services;
- Investors, NGOs and church group were not encouraged;
- There is a mismatch between budget and planning;
- Parents-teacher –student association is not active.

In addition focus discussion group mentioned factors that contributed to the academic quality differences between private and government schools.

The factors that enhanced the academic performance of private school students over public schools were,

- Educational inputs are better in private schools than the public schools [teacher, desk, and chair, blackboard, water supply, latrine, pedagogical centers etc
- The school environment is conducive and attractive in relation to public schools,
- Supervision support by Wereda, Zone and bureau experts and school principals are focused on the peripheral routine tasks of learning that add or no value to students learning and teaching performance;
- School-parent relationships is stronger in private schools than public schools;



- In private schools almost all students passed through preprimary education;
- In private schools, students come to school regularly, i.e. students absenteeism is almost none;
- Teacher and directors accountability in private school is very high whereas in public school it is very low;
- Family background for private school students are better than public school students, and then the students get better help from their parents educationally as well as economically;
- School leaders, teachers and parents relationships are followed up, monitored, controlled and evaluated; students learning are strong and assisted by feedback system;
- In private schools, continuous assessment and active learning is encourage i.e. student-centered teaching learning process is implemented in a better way;
- In private schools teaching- learning process is assisted by teaching aids, ICT facilities such as computers, internet and laboratory. The class size is also low.
- In private schools the teaching learning process focuses on students learning. They stressed on customers satisfaction. Teachers do not waste students learning time. School principals urgently solve school based problem when faced.
- They help and empower female students by giving tutorial classes, participating them in club leaders, monitors, etc. Girls are showing greater participation in schools activities and expressing their views without fear.

- In public schools some teachers do not have adequate knowledge in teaching; they do not assist their students.
- In public schools most parents do not come to schools when the schools invite them to discuss over students academic performance, discipline problem and other school based problems,
- Students in public schools are overemphasizing their rights and neglecting their duties and obligation, unwillingness to work their assignments homework, and group work, disrespecting their teachers, uncontrolled absenteeism, late coming and poor parent-student relationships has existed.
- Low commitment of teachers, some teachers in public schools are not motivated to teach and low job satisfaction.

In general the qualitative study has revealed that there were multifarious factors that accounts for the low performance of students in public schools as compared to private schools

## CHAPTER FIVE: - CONCLUSIONS AND RECOMMENDATI

### 5.1. Conclusions

In this part, based on the major results obtained from the study the following conclusions are made.

The educational services of Lafto wereda was provided by 18 kindergartens, 12 primary and 4 secondary schools. The total number of the students enrolled in these schools for the year E.C is 2339 kindergarten, 9058 for primary and 3176 for secondary schools. This achievement is the result of decentralized planning since two decades ago.

The educational service of Lafto Wereda shows a progress. This could be justified by the following findings,

- School age population increases from 27.44% [2001] to 38.48% [2003].
- At all levels the enrollments of students, number of schools and the gross as well as the net enrollment ratio shows a progress,
- Schools are owned both by government, private and NGOs,
- The number of teachers as compared with their qualification was good
- The pupil-section ratio and pupil- teacher ratio showed an increase.

Although the participation rate varies, all stakeholders were participating in the planning, implementation, monitoring and evaluating process. In addition impact assessment was conducted.

During discussion, meetings were handled democratically by respecting the contribution of all participants. Hence, meetings were successful. The study revealed that the reasons for the success were identified to be the following,

- Informing the purpose of the meetings in advance,
- Identification of the people most likely to contribute constructible to the discussion,
- Agreement with time duration of the meetings,
- Observing the agenda time limits and creating conducive environment

The budget for the school was decided mainly by zone education and the management team. The study has indicated that the budget allotted for the running of the schools was not adequate. Hence, there is a mismatch between plan and budget.

Researchers have shown that the best schools have the following features. These are professional leadership, shared vision and goals, learning environment, concentration on teaching and learning, purposeful teaching, high. Expectations etc However, the study had indicated that most respondent believe that leadership, shared vision, goals, etc, are lacking

The contribution of the private and NGOs was found to be in poor condition. The focus group discussion [FGDs] had mentioned that in order to change the situation and promote private and NGO to contribute in educational development, the government needs to encourage NGO by

providing all sorts of motivating factors. Hence the government is expected to do the following activities.

- It provides consultative service, facilitates credit services with minimum interest,
- It creates regular investors participation forums to exchange ideas,
- Arranges discussion forums for information exchange.
- Provides low rent buildings,
- Reduces excessive bureaucracy,
- Allocation of required land at a minimize lease charges,
- Avoids standards that is difficult to meet,
- Provides training and career structure for Para-professional teachers.
- Tax exemptions on profit for the first five to seven years.

The findings revealed that because of decentralization, the question of access and equity shows a progress. However the question of quality is not yet solved. This is associated with the budget allocation to education. Schools budget is not adequate enough to meet the demand of the school in particular and the community in general. As the result school environments are not conducive to learning and teaching. Schools lack physical and other service giving facilities. Broken desks and chairs, lack of good ventilation and sanitation facilities are the common characteristic of current schools in the Wereda. There is also a shortage of trained man power to implement educational objectives at Wereda as well as school level. The absence of adequate as well as equipped educational officers has an impact on the overall educational effectiveness.

In general schools do not meet standards set by the Ministry of Education. But still there is a gap between government and private schools regarding academic performance of the student. Private schools perform better than public schools. As mentioned by respondents the factors that enhanced the academic performance of private schools students to government school were,

- Educational inputs are far better in private schools [teachers, desks chair black boards' water supply, latrine and teaching aids].
- The school environment is conducive and attractive in relation to government schools,
- School parent relation is stronger in private schools than public schools,

In private schools almost all students passed through preprimary education, students come to school regularly i.e. student's absenteeism is almost none,

Teachers and directors accountability in private school is very high whereas in public schools it is very low. Some teachers in public school have no motive in teaching and they have no job satisfactions

Family background for private schools students are better than public schools students, and then students get better help from their parents educationally as well as economically,

.In private schools, school leaders, teacher and parents are following up controlling. Evaluating students learning are strong and assisted by feedback system

In private schools, continuous assessments and active learning i.e. students-centered teaching learning process is implemented in a better way,

Private school helps and empowers female students by tutorial classes, participating them as club leaders, class monitors etc .Girls are showing greater participation in schools activities and expressing their views without fear,

In public school parents do not come to school when the school invite to school to discuss with the school over students academic performance, discipline problems and other school based problem,

In public schools some principals lack instructional leadership and they are not transparent,

Most respondents had reported that students in public schools overemphasize their right and neglect their duties and obligation. They are unwilling to work their assignment, home work, group work and disrespecting their teachers. Absenteeism and late coming are common in public schools.

In short the findings had shown that as the result of multifarious factors performance of students in public school is low in compare to private schools.

The study clearly showed that decentralized planning has an advantage over central planning as well as some limitation. Some highlighted advantage of decentralized planning as mentioned by the respondents were,

- It increases participation leading to democratization,
- It increases access,

- It improves quality of education.
- It enhances cost effectiveness,
- It improves professionalism by involving teachers in decision making process,
- It plays important role in maintain sustainability of projects,
- It creates sense of belonging among community,
- It brings up change and new idea from below,
- Improves coordination between various agencies,
- Empowers community so that it is self reliant

On the other hand decentralized planning was not free from limitation. Accordingly the following were identified as a limitation,

- Inadequate planning and control system,
  - Intervention of external forces,
  - Very expensive and wastage of resources,
  - Top management are interfering in decision of all types at the operation level,
  - Institutions does not have adequate staff, budget, office equipments and computers service,
  - It increases complexity of coordination of organization,
  - It creates constraints to change and development,
  - It is often reported that there are problems in technical capabilities in planning,
  - It fails to bring about strong linkage between community and schools,
- Investors, NGOs and church group are not encouraged as it expected,
- There is a mismatch between budget and planning.



## 5.2. Recommendations

Experience of other countries with regard to educational decentralization and several studies from global, Africa and Ethiopia has identified that the role of community participation in school financing is essential. Government is not the only source of finance for educational development. Different financial resource options were used to support the government in education. Hence, to widen the financial base of the sector the following option needs to be implemented;

- Encourage cost sharing scheme;
- Establish school improvement fund;
- Introduce education tax;
- Encourage private spending on education
- Promote periodic community contribution to primary and secondary education;
- Encourage donations from business organizations, such as, banks and insurance to assist education.

**Cost sharing.** Currently cost sharing is being implemented in Education system of Ethiopia. Cost sharing is being introduced in all regions from grade 11 onwards providing that the following three basic considerations is kept,

- I. Cost sharing policy should be introduced gradually i.e. the payment may increase from time to time and on the level of schooling on the basis of the current situation of the society.
- II. Cost sharing is to be introduced by respective Wereda after thorough assessment of the capability of the community.
- III. If it happens that any student is not able to pay the prescribed contribute he/she should not be excluded from school

#### Community participation and investment

The system of Education in general and the primary education in general is being supported by the community. For example in 1997 community support of four regions was estimated to be 308, 900,000Eth.birr.This amount was 4.55% of the total budget allotted by the government to the education sector .The contribute is meant for the capital budget, mainly related to construct class rooms. This justifies that in Ethiopia communities are willing to play their role in contributing. According to the study conducted MOE [2002]

- The PTAs have served as a driving force in this activity,
- The contributions are aggregated to specific purposes. Generally the participation takes three forms.
- Direct finance or in kind contribution
- Management of school through PTA
- Through elected voice in the community and Wereda councils

- Total cost of primary education are being covered in the rural areas, although there are concerns about the quality [standards]
- Some communities also hire teachers, but at a much lower salary[ranging from  $\frac{1}{4}$  to  $\frac{1}{2}$  of the government scale]
- There are variations of payment from place to place but only parent households are required to pay.
- Contributions in some schools are per students while in other cases it is per percent.
- Payment in some regions seems to be a registration fee because it is done at the beginning of the year and is levied per capita whilst in other cases payment is done after the harvest .The involvement of private investors also plays important role in reducing the financial burden of the government and allowing the government to increase the extent of free 'education to the most needy areas and groups

In Guinea the burden of building schools is being shifted more and more to the community and to the pupil's parents. Even though, their resources are generally very limited. Parents in rural areas participate in the construction of schools and provide table and benches for their children [Carron G. 1997].

In Cameroon community groups in the poorest areas of Yaoundé where the population is more than doubled during the 1980, have responded to the state failure to increase the number of schools in line with population growth by constantly and operating their own primary schools[Boyle,1996] .

Community support for education is associated with a wide range of benefits. Education is expected to benefit in terms of efficiency, quality and sustainability, when the intended beneficiaries are involved in its delivery .In Rwanda parents associations play an important consultative role in producing the plans, identifying education needs and priorities and rehabilitating and constructing class rooms [Patrick , 1996].

Hence the participation of local communities in school activity is very essential and needs encouragement. The existing school committees need to function properly since they do not seem to have sufficient interest and commitments.

The Wereda education office needs to have clearly defined mechanisms to coordinate stakeholders to expand education in the Wereda. In addition the lease holding regulation with regard to education sector needs to generate sufficient incentives to attract investment. It is repeatedly reported that due to ineffective implementation procedures investors were not able to have the necessary land. Delegation of power to Wereda office needs to be adequately given and clearly defined.

A capacity building intervention through on the job-training, workshops, seminars and conference is essential to Wereda and school education personnel so that the anticipated decentralized education management is implemented effectively. Creating awareness with regard to the concept of decentralization of education management at all level is essential. Regarding this, Mesfine [2001]has stated that, the most successful decentralization program have been those that were accompanied by wide- spread public discussion .In other words decentralization of education management cannot be fully implemented without the

participation of the community at large. The community should be convinced that education provision and management is public responsibility. Hence, awareness creation is a top priority in implementing decentralized education management at Wereda levels.

It is true that stakeholders are participating in planning, implementation, monitoring and evaluation but according to the study the community remains to be mere recipients of the benefits. According to Chambers [2002] the ladder of participation are, passive, consultative, contributory, functional interactive and finally self- mobilization. All approaches are important in the process of community participation. But when a community mobilizes itself with the application of community based organization, it implies that community is empowered. Hence community based organization needs to be promoted from passive and consultative participation stage to the highest ladder of the ladder of participation, visa, self-mobilization of the community. All concerned individual and organization needs to work to achieve to this ends.

At present, the Wereda office does not have enough human power and hence it is important that Wereda is properly structured and staffed to supervise and support schools both administratively and pedagogically.

Principals are the most important and influential persons in the school. Principals should design strategies to create safe or conducive learning environments and should give a priority concern for the improvement of students learning and performance. They should monitor student learning program and closely work with parents and community members.

Supervision support by Wereda, zone, bureau experts and school principals should focus on class room learning than peripheral routine tasks of learning that add little or no value to students learning and performances

Student's absenteeism is severe in public schools and hence dropout rate and repeaters numbers is also high. Repeatedly making aware of both parents and students about the effect of efficiency on learning should be further strengthening.

All stakeholders should be involved in monitoring, evaluating and implementation of educational system to enhance student learning and thereby academic achievement.

In other words, the strength of any educational system largely depends on the quality and commitment of its teachers. In line with this EHRCO[2003;51]states that whatever curriculum change is introduced and whatever reforms are made , all will be of little or no use without qualified and committed teachers. Furthermore, Miles [1995; 167] stated (good curriculum, creative instructional materials, effective organization and management, modern facilities and equipment; all these contribute to the effectiveness of education, but all depend for their full realization upon the skill, the wisdom and commitment of teachers. Hence, realizing that teachers play a decisive role in the fulfillment of the educational goals, enhancing teacher's moral and commitment is essential.

In this aspects the following strategies may be used as incentive for good performance;

- A. The best teachers should be identified, motivated and rewarded with incentives such as scholarship, housing facilities, and e t c.
- B. Teachers who are lacking commitment and are not hard working should leave from the teaching profession. For this, clear implementation guide might be designed.

Finally I suggest that the limitation brought about as the result of decentralized planning needs to be resolved by joint efforts of community, parent's teacher's, investor and the government, so that decentralized planning achieves its mission.

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