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Girls' Improved Learning Outcomes (GILO)

FINAL REPORT

Quality Education for Girls

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Girls' Improved Learning Outcomes: Final Report

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Contents

Tables ..... **v**
Abbreviations and Key Terms ..... **vi**
INTRODUCTION **1**
Overview of the Girls' Improved Learning Outcomes (GILO) Project 1
GILO's Main Successes and Accomplishments 4
Improved Early Grade Reading Literacy in Arabic Outcomes 5
Increased Educational Access for Girls 6
Decentralization of MOE Functions 7
Photographs: GILO Capacity-Building Trainings 8
CLIN 1 ACHIEVEMENTS: EXPANDING EQUITABLE ACCESS TO EDUCATION FOR GIRLS **9**
Selecting Schools for GILO Support 9
Furnishing and Equipping Schools for Student-Centered Active Learning 12
Classroom Furniture 12
School Information and Technology (IT) 13
IT Maintenance Teams 13
Filtered Internet 13
Mobilizing BOTs and CETs to Expand Access to Education for Girls 14
Photographs: USAID/Egypt Education Program Team Visits – October 2010 16
Enhancing School Management with Community-Supported Approaches 17
CLIN 2 ACHIEVEMENTS: IMPROVING EDUCATIONAL QUALITY **18**
Overview of the Phase 2 Extension 20
Training and Mobilizing Master Teachers, Idara Supervisors, and Teachers 21
Early Grade Reading Assessments and Early Grade Reading Program 23
Early Grade Reading Assessment 2009 23
Early Grade Reading Program 25
EGRP Major Milestones 27
Assessing EGRP Impact: EGRA 2011 28
Scaling EGRP to 27 Governorates 30
Cascade Training Model 32
Samples: EGRP Teaching and Learning Materials 37
Early Grade Reading Program Scale-Up 38
Leadership of the MOE Early Grade Learning Unit (EGLU) 38
Muderiya Early Grade Learning Unit Workshop 38
Grade 2 Textbook Analysis 38
EGRP Focus Groups 38
Muderiya Early Grade Learning Units 39
Capacity-Building for the MOE Central Early Learning Unit 39
MOE Instructional Follow-Up System 40

Focus Groups for EGRP Grades 1 and 2 40
Early Grade Textbook Enhancement 41
EGRP Grade 1 e-Learning Portal, Grade 1 41
Reading Benchmarking 41
EGRA Grade 3 Baseline 42
Early Grade Mathematics Assessment (EGMA) 42
School ICT Packages and Teacher Training 43
EGRP e-Learning Portal 44
CLIN 3 ACHIEVEMENTS: Strengthened School Governance and Management 45
Formation of Boards of Trustees and Strengthened School Governance 46
BOT Advocacy and Promotion of Girls' Access to Education and Learning 48
CLIN 4 ACHIEVEMENTS: STRENGTHENED INSTITUTIONAL CAPACITY FOR DECENTRALIZED GOVERNANCE 50
Building Capacity for Decentralization 50
Implementing Decentralized Education Finance 51
Technical Support to MOE for Efficient and Effective Fiscal Decentralization 51
Evaluating the MOE for Decentralized Education Finance 52
CLIN 5 ACHIEVEMENTS: MONITORING AND EVALUATION 54
GILO Communication Strategy 54
Assessments and Baselines 55
Case Study Findings 57

List of Annexes

Annex 1: GILO Major Areas of Focus and Interventions
Annex 2: List and Description of Activities
Annex 3: EGRA Results 2009 / 2011
Annex 4: EGRP Cascade Model
Annex 5: Maps - Priority Communities for GILO
Annex 6: Data Maps of GILO-supported schools
Annex 7: Performance Monitoring Plan (PMP)
Annex 8: PAT Certification
Annex 9: GILO Training Summaries
Annex 10: Final Evaluation Report: Decentralized Education Finance in Egypt 2011/12
Annex 11: Case Study Decentralized Education Finance (2007-2012)
Annex 12: Stories of Change
Annex 13: GILO Briefers
Annex 14: Textbook Analysis

Exhibits

Exhibit 1. GILO-Supported Districts 1
Exhibit 2. School Improvement Components 5
Exhibit 3. GILO Target Communities 10
Exhibit 4. Components of the EGRP's Instructional Focus 19
Exhibit 5. EGRA 2009 Results: Letter-Sound and Letter-Name Scores Mapped to Number of Correct Words Read per Minute 24
Exhibit 6. Lesson Plan and Flipbook 26
Exhibit 7. BOT and Community Advocacy Activities 48
Exhibit 8. Opportunities for Student, Parent, and Community Involvement in Schools 49
Exhibit 9. Allocations and Spending under BAB 2 and BAB 6 53
Exhibit 10. Vertical and Horizontal Integration of EGRP 59

Tables

Table 1: GILO Implementation Phases and Technical Focus Areas 4
Table 2: Mean Scores of Intervention and Control School Students on EGRA Sub-Tasks 5
Table 3: GILO School Selection Framework 11
Table 4: 2011 Results of the Standard Classroom Observation Protocol for Egypt 20
Table 5: Number of Instructional Supervisors Trained to Support Effective Student-Centered Active Learning Methodologies, Basic Computer Skills, and/or Early Grade Reading in Arabic 22
Table 6: Number of Teachers Trained to Practice Effective Student-Centered Active Learning Methodologies, Basic Computer Skills, and/or Improved Early Grade Reading Instruction in Arabic 23
Table 7: Comparison of Syllable Reading: EGRA Results, 2009 and 2011 28
Table 8: Comparison of Improved Word Reading: EGRA Results, 2009 and 2011 29
Table 9: Comparison of Oral Reading Fluency: EGRA Results, 2009 and 2011 29
Table 10: Average (mean) Scores of Grade 1 and Grade 2 Pupils on Each of 6 EGRA Sub-tasks 30
Table 11: Teaching and Learning Materials Developed and Distributed/Disseminated by GILO 31
Table 12: Summary of EGRP Cascade Training Model 32
Table 13: National Cascade Training Impact on School, Teacher, and Student Reach 33
Table 14: Targets and Results for MAP Index 46
Table 15: Number of School Administrators and Selected BOT Members Trained to Practice Effective Educational Management, Basic Computer Skills, School Maintenance, Governance, and Leadership 47
Table 16: Number of Supervisors Trained to Use and Demonstrate Effective Educational Leadership on Measures Shown in the Management Assessment Protocol (MAP) 47

Abbreviations and Key Terms

ADSL	asymmetric digital subscriber line (for Internet service)
BAB	budget chapter (central government)
BOT	Board of Trustees (schools)
BOTAT	Board of Trustees Assessment Tool
CCIMD	Center for Curriculum and Instructional Materials Development
CD	compact disk
CELU	Central Early Learning Unit
CET	Community Education Team
CID	Community and Institutional Development
CLIN	Contract Line Item Number
COF	Classroom Observation Form
DC	Decentralization Committee
DEP-ASIA/ME	Data for Education Programming in Asia and Middle East (EdData II task order)
DSU	Decentralization Support Unit, MOE
DVD	digital video disk
EdData II	Education Data for Decision Making (USAID project)
EFA	Education for All
EGL	early grade literacy
EGLU	Early Grade Learning Unit
EGMA	Early Grade Mathematics Assessment
EGP	Egyptian pounds

EGR	early grade reading
EGRA	Early Grade Reading Assessment
EGRP	Early Grade Reading Program
EMIS	education management information system
ERP	Education Reform Program (USAID program)
ES	effective supervision
FDM	Fiscal Discipline Manual
FY	fiscal year
G1, G2, G3	Grades 1, 2, 3
GAEB	General Authority for Educational Buildings
GILO	Girls' Improved Learning Outcomes Project (USAID project)
GOE	Government of Egypt
ICT	information and communication technology
idara	district-level administrative unit of the Ministry of Education
IS	Information System
IT	information technology
KEYS	Keys for Effective Learning
LE	Egypt Pound
LPC	Local Popular Council
M&E	monitoring and evaluation
MAP	Management Assessment Protocol
MOE	Ministry of Education
MOF	Ministry of Finance

muderiya	governorate-level administrative unit of the Ministry of Education
NA	Not available
NCEEE	National Center for Examinations and Educational Evaluation, MOE
NER	net enrollment rate
PAT	Professional Academy of Teachers
PMP	Performance Monitoring Plan
PSA	Participatory Situational Analysis
Q&A	questions and answers
RTI	RTI International (trade name of Research Triangle Institute)
SBTEU	School-Based Training and Evaluation Unit
SCAL	student-centered active learning
SCOPE	Standards-based Classroom Observation Protocol for Egypt
SIP	school improvement planning
SMAP	school maintenance assessment and planning
SMC	School Maintenance Committee
SMS	school management [information] system
SO22	Strategic Objective Team 22
TDC	Technology Development and Decision Support Center, MOE
TILO	Technology for Improved Learning Outcomes (USAID program)
TOT	training of trainers
TSU	Technical Support Unit (MOE *idara* support unit to schools)
USAID	United States Agency for International Development

INTRODUCTION

Egypt espoused the Education for All (EFA) movement through the Education for Excellence and Excellence for All initiative and committed to reforms that would help the country achieve those goals. Through its many efforts and with donor support, Egypt has been able to meet the challenges to access and equity that it faced and had, by 2008, achieved universal enrollment in basic education, primary Grades 1–9. Gender parity in basic education was on an upward trajectory and girls made up a total of 48% of enrollments. The quality of education remained a very large challenge, naturally exacerbated by the rapid expansion of enrollment in Grades 1–9. The United States Agency for International Development (USAID) has supported Egypt in its reforms to achieve objectives outlined in its own national strategy for education. Girls' Improved Learning Outcomes (GILO) was one of multiple projects designed by USAID in collaboration with the Ministry of Education (MOE) to support its efforts to improve the quality of education and to achieve gender parity in schools.

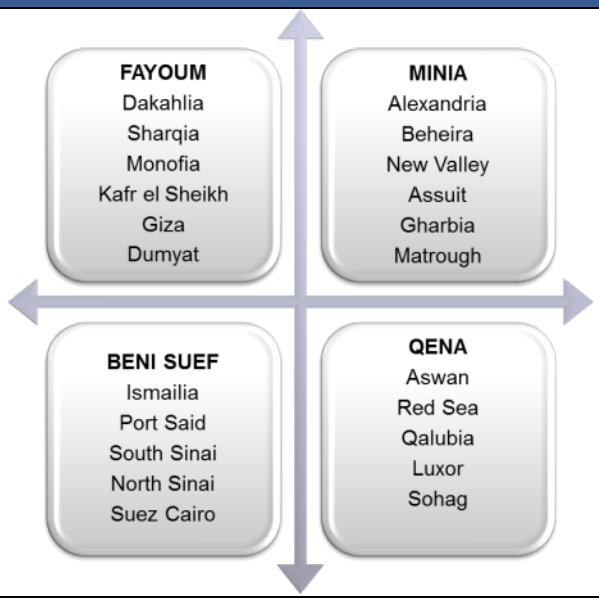
This report serves as the final project management report for USAID/Egypt.

Overview of the Girls' Improved Learning Outcomes (GILO) Project

As part of a robust development assistance package for Egyptian education, USAID initiated the GILO project, which launched in 2008. The purpose was to support elements of the Government of Egypt's (GOE's) Ministry of Education's National Strategic Plan for Pre-university Education Reform in Egypt 2007-2012.

GILO was implemented by the RTI International[1] and its subcontracted partners— Infonex, World Education, Community and Institutional Development (CID), and Keys for Effective Learning (KEYS)—from 2008 to 2011 under five Contract Line Item Numbers (CLINs). Following successful completion and closeout of CLIN 1 and CLIN 3 activities, RTI International and Infonex continued activities to support the MOE under CLIN 2 and CLIN 4 from 2011 to 2013.

Exhibit 1. GILO-Supported Districts



This US $38,571,867, USAID-funded project was first implemented in underserved communities in four governorates: Beni Suef, Minia, Qena and Fayoum and in 2011 expanded to all 27 governorates (***Exhibit 1***).

[1] RTI International is a trade name of Research Triangle Institute.

GILO's initial focuses were improving access, attendance, and learning opportunities for girls through direct assistance to targeted schools; and supporting the MOE in fiscal and administrative decentralization.

Specifically, GILO would:

1. ***Expand equitable access*** to and coverage of K–9 education for children, especially girls, in remote and deprived areas in the four governorates, through classroom rehabilitation and/or school construction in coordination with the Egyptian General Authority for Educational Buildings (GAEB).
2. ***Improve the quality of teaching and learning*** in targeted schools and districts through a package of interventions that included training, capacity building, coaching, and introducing technology into the learning environment.
3. ***Strengthen the management and governance*** of education in targeted schools and districts through increased parental, community, and civil society participation in supporting education.
4. ***Strengthen the organizational and institutional capacity*** of the relevant Government of Egypt authorities—the MOE and GAEB—to decentralize certain functions to the local level.

GILO beneficiaries were both boys and girls, with a special focus on girls in schools where GILO-sponsored or GILO-supported interventions and/or activities were implemented. Apart from partners at the central level of the system, GILO worked closely with and built capacity of the four governorate-level MOE directorates (*muderiyas*) and the district-level Departments of Education *(idaras).* Key stakeholders for project implementation included: teachers, school boards of trustees (BOTs), school administrators and supervisors, students, parents, and community representatives. Project interventions were organized around five CLINs:

- CLIN 1: *Increased Equitable Access to Education (for girls)*
- CLIN 2: *Improved Quality of Teaching and Learning*
- CLIN 3: *Strengthened School Governance and Management*
- CLIN 4: *Strengthened MOE Organizational and Institutional Decentralization Capacity*
- CLIN 5: *Monitoring and Evaluation*

GILO's rollout to schools was carried out through three Cohort groups of schools totaling 166 GILO-supported schools: Cohort #1, Cohort #2, and Cohort #3. The 166 schools consisted of 2,782 active classes in primary (Grades 1–6) and preparatory (Grades 7–9) that received the full scope of project training, technical support, community mobilization, commodities, and other services. Once technical assistance, training, and commodities had been fully entrenched in the cohort schools, the project moved on to implement interventions in Cluster schools in the same

or neighboring communities, essentially in the "second tier" of client schools that GILO supported through staff training and materials dissemination.

Like many effective development projects, GILO kept pace with local political and contextual changes and worked in close alignment with USAID and MOE's priorities. This included, for example, the MOE's national scale-up in 2011 of the Early Grade Reading Program (EGRP); and decentralized education finance.

GILO achieved or ***exceeded*** most of its project objectives toward the expected completion in October 2011, including the successful conclusion of activities under CLIN 1: *Expanding Equitable Access to Education for Girls* and CLIN 3: *Strengthened School Governance and Management*.

As a result of consultations between USAID and the MOE, RTI was granted a one-year, no-cost extension in 2011 to continue CLIN 2: *Improved Quality of Teaching and Learning* and CLIN 4: *Strengthened MOE Organizational and Institutional Decentralization Capacity* activities. CLIN 5: *Monitoring and Evaluation* activities, being cross-cutting reporting and data collection, also continued. This GILO extension for Phase 2 covered October 1, 2011, to September 31, 2012, leveraging the EGRP pilot designed to improve early grade literacy and learning outcomes.

EGRP was also aligned with USAID's new education strategy to support early grade reading worldwide. Findings from a 2009 EGRA study had revealed that Egyptian children in Grades 2, 3, and 4 were reading well below their grade level.

USAID/Egypt, in response, supported the MOE's commitment to expand the EGRP package of materials and methodologies piloted in the four focus governorates to all 27 governorates. GILO's Statement of Work included: 1) extended support for improved school quality/learning outcomes (early learning assessment tools); and 2) technical assistance for decentralization of education reform as part of the GOE's Decentralized Education Finance reforms. This was followed by another no-cost extension (of Phase 2) that set an expected end date of March 31, 2013. A final extension for Phase 3 concluded GILO with project closeout on December 31, 2013.

GILO's overarching technical and implementation activities can best be illustrated through the five CLINs or activity areas, and across the three distinct phases, as in ***Table 1*** below. (See also ***Annexes 1 and 2***.)

Table 1: GILO Implementation Phases and Technical Focus Areas

Phase 1: October 1, 2008 – September 31, 2011
GILO support to four governorates with full intervention package, including: CLIN 1: *Expanding Equitable Access to Education for Girls* CLIN 2: *Improving Educational Quality* CLIN 3: *Strengthened School Governance and Management* CLIN 4: *Strengthened Institutional Capacity for Decentralized Governance* CLIN 5: *Monitoring and Evaluation*
Phase 2: GILO Extension October 1, 2011 – March 31, 2013
EGRP 27 governorate expansion (Grade 1 and 2 focus on EGR) and decentralization, including: CLIN 2: *Improving Educational Quality* CLIN 4: *Strengthened Institutional Capacity for Decentralized Governance* CLIN 5: *Monitoring and Evaluation*
Phase 3: GILO Extension April 1, 2013 – December 31, 2013
EGRP 27 governorate expansion (Grades 1, 2 and 3) and decentralization, including: CLIN 2: *Improving Educational Quality* CLIN 4: *Strengthened Institutional Capacity for Decentralized Governance* CLIN 5: *Monitoring and Evaluation*

Between its start in February 2008 and the end of Phase 1 on September 30, 2011, GILO completed support to all Cohort and Cluster schools, and concluded school improvement programming and component deliverables under CLIN 1 and CLIN 3 ***(Exhibit 2***). The project downsized its staffing in the Cairo office and closed four project field offices in al-Fayoum, Beni Suef, al-Minia, and Qena. The technical activities under CLIN 2 and CLIN 4 continued in direct response to the MOE's growing emphases on early grade reading and fiscal decentralization, respectively.

The remainder of this report reviews GILO's approaches and highlights the program interventions. It also reports key results and project products, such as training manuals and learning materials for early grade reading. This detailed section is preceded by an overview of GILO's accomplishments, especially those that aided policy reforms and those that directly improved student participation and learning outcomes.

GILO's Main Successes and Accomplishments

GILO achieved virtually all its targets during Phase 1 (2008-2011) and Phases 2 and 3 (2011-2013). Taking an overall view of the project's performance, GILO's achievements and direct impact on the education system's effectiveness were most evident in: 1) improved early grade reading literacy outcomes; 2) increased access to education for girls in underserved communities; and 3) decentralization of certain fiscal and administrative functions to the local levels of the MOE.

Improved Early Grade Reading Literacy in Arabic Outcomes

Under CLIN 2, GILO efforts were targeted at improving reading literacy in the early grades.

The package of interventions that constituted the EGRP had been developed with reading experts in partnership with the MOE in response to the less-than-stellar finding of the EGRA administered in Arabic. This was conducted in 2009 in GILO-supported schools.

Both the MOE and USAID/Egypt committed resources and efforts for the initial EGRP in project schools, and then later for the national rollout of the program.

After seven months of implementing the EGRP package in schools, improvements in student reading literacy rapidly became evident, which further accelerated the EGRP's development (***Table 2***)?

A 2011 EGRA then assessed the level of improvement in GILO-supported schools. The outcomes were dramatic and this prompted the MOE to move rapidly to a national-level expansion (see ***Annex 3***)

Exhibit 2. School Improvement Components

Teaching and Learning

- Student-Centered and Girl-Friendly Teaching
- Focus on Early Grade Reading
- Improvement in Critical Thinking
- ICT Systems for Teaching and Learning
- Teachers as Facilitators of Student Learning

Instructional Leadership and School Climate

- Mobilized Professional Learning Communities
- Welcoming and Supportive Learning Environment
- Regular Use of Tools and Data for Decision-Making
- Strengthened School-Based Training Units
- Ongoing Self-Assessment and Improvement

School Leadership, Management and Governance

- Competent School Management
- Effective School Improvement Planning (SIP) Development and Implementation
- School Management Makes Effective Use of Data in Managing School-Based Reform
- Active BOT with Increased Women's Participation

Table 2: Mean Scores of Intervention and Control School Students on EGRA Sub-Tasks

Mean Scores of Intervention and Control School Students on EGRA Sub-Tasks						
EGRA Measures	**Mean Scores, INTERVENTION Schools**		**% Change**	**Mean Scores, CONTROL Schools**		**% Change**
	2009	**2011**		**2009**	**2011**	
Syllable Reading	9.76	28.47	192%	8.55	10.1	18%
Word Reading	7.35	15.5	111%	5.56	7.45	34%
Oral Reading Fluency	11.09	21.14	91%	8.92	10.93	23%

The MOE was impressed with the EGRA results, and equally dismayed by the dismal findings of a second EGRA carried out in Cairo and Beheira schools. Thus, it requested USAID support for the national rollout of the EGRP expansion to all Egypt primary schools. This scale-up to every

primary school in all 27 governorates was carried out through a national MOE teacher training cascade model (see ***Annex 4***). Successful despite the 2011 political upheaval, the scale-up directly benefited more than 1.4 million Grade 1 students. The swift pace of the scale-up was unprecedented. GILO supported the first level of the cascade training, which included 10 days of training for MOE muderiya and idara cadres, and Master Trainers, from all governorates. Subsequent cascades of EGRP training targeted idara cadres, teachers, and others, and were the responsibility of the MOE, which received ongoing support from GILO.

USAID/Egypt, and by extension GILO, embraced this challenge and worked to ensure that the effort would be fully led and owned by the MOE. An essential lesson learned, and the major reason for the effective implementation was that it was "demand driven." Ministerial leadership and staff embraced EGRP, recognizing the urgent need for it to benefit all Grade 1 students. They called for USAID support to help expand EGRP national scale —and to do so immediately.

Increased Educational Access for Girls

Under CLIN 1 and CLIN 3, GILO, which implies a specific focus on girls, actually served both girls and boys equally, although on occasion differently. The project was attentive and sensitive to the gender dimension and gender implications of learning and teaching throughout. Project staff consistently tried to infuse such sensitivity, awareness, and constructive action into all training activities, materials, and other interventions. The selection of project-supported schools and the messages communicated to schools, teachers, supervisors, and education leaders further reinforced this commitment to gender parity. GILO's approach to girls' participation required being explicitly attentive to girls so that boys and girls were equally served. Without explicit attention to girls, the boys, by default, would have become the principal beneficiaries, the most active participants, and the student leaders in the classroom and school activities.

GILO's engagement with girls' participation was demonstrated in the choice of project-supported schools during the 2008–2011 timeframe. The 166 schools selected by GILO for support during Phase 1 implementation were schools and communities—chiefly rural and remote—with lagging rates of girls' enrollment. The majority of these were co-educational. It was GILO's aim to choose schools where greater girls' enrollment could be achieved, and then have schools and community leaders give equal and explicit attention to girls' needs in school planning, maintenance, teaching, and education decision making (see ***Annex 5***).

To begin this process, GILO had to identify the schools for project support. This occurred by reviewing and triangulating several sources of data. Data were collected for girls' net completion rate—the percentage of girls sitting for Grades 4 and 8 school exams (as a percentage of girls' enrollment in the respective grade). The data revealed high percentages of girls' participation in nearly all Cohort schools with median scores exceeding 95%. The percentages indicated clearly that girls' completion of primary school was no longer a significant or generalized phenomenon across the GILO idaras. When GILO staff learned that girls' primary enrollment was rapidly becoming a non-issue and without donor intervention, this was communicated to USAID for review and discussion. Central to this was that girls' enrollment rates in primary education had been rising steadily in the preceding years. In only a small minority of remote village communities was low girls' enrollment a significant issue at the

primary level. It was confirmed that this was a much localized issue within rural Egypt and that constraints to girls' participation in those communities derived from a lack of appropriate / sufficient classrooms and other facilities, subtle and not-so-subtle forms of discriminatory practices in the classroom, and an overall weakness in the quality of teaching and learning.

GILO's strategy for improving girls' participation in these communities focused on advocacy, outreach, and mobilization of school and idara educators and decision-makers, including community school management entities such as the school Boards of Trustees (BOTs) and their subcommittees, the Community Education Teams (CETs). The CETs were a sub-committee within the BOTs. Outstanding results were achieved through these efforts. This included an aggregate increase of over 5% in the net enrollment rate (NER) for girls within the catchment areas of GILO-supported schools. Total girls' enrollment in the GILO-supported schools increased from 34,483 girls in 2008/2009 to 37,117 girls in 2010/2011 in primary grades, and from 17,983 girls to 19,537 girls in preparatory grades.

Decentralization of MOE Functions

Under CLIN 4, GILO supported MOE decentralization efforts, which had begun to advance under the USAID-funded Education Reform Program (ERP). Decentralization of education finance had become a very important and relevant topic within the Government of Egypt in 2010. For example, the Ministry of Finance (MOF) had responded to GOE policy reform pilots and issued a decentralization directive to empower local authorities. The MOE had already begun piloting decentralization programs as early as 2008. As one of the pioneer ministries to do so, the MOE elected to commit itself to operationalizing the edict. The decentralization effort focused on two budget chapters, known as BAB in the Egyptian context: BAB 2 and BAB 6.[2]

Traditionally, all BAB2 funds had been handled by GAEB and BAB6 funds by the *Diwan.* They would, according to the decentralization plan, be handled by muderiyas. Yet muderiyas did not have the capacity to handle funds concurrently from different BABs, and especially not the volume and quantity of funds that they were required to manage. Therefore, one of GILO's main activities was to help build the capacity of muderiyas and idaras to receive, manage, allocate, and disburse funds (to lower levels in the system—the idara and the school). By the time the project was coming to a close it had supported the MOE's fiscal decentralization effort for two years.

GILO trained 1,461 administrators at central, muderiya, and idara levels to effectively implement decentralized systems. GILO also trained 41 trainers through a training-of-trainers (TOT) model and 1,422 in decentralization. Lessons learned confirmed that to effectively decentralize expenditure functions to muderiya, idara, and school levels, a widely owned and detailed vision of a high-quality decentralized education system is essential. Extensive attention needed to be paid to the political economy of education reform with an entity tasked solely with addressing the issue(s) surrounding it. Finally, it was necessary to build the capacity and knowledge at all levels of the system to ensure that support capacity for internal implementation was in place and that it was sustained.

[2] BAB2 is for non-personnel recurrent expenditures (school maintenance mostly) and BAB6 is for capital investment (new doors, new windows, and new furniture).

Photographs: GILO Capacity-Building Trainings

CLIN 1 ACHIEVEMENTS: EXPANDING EQUITABLE ACCESS TO EDUCATION FOR GIRLS

CLIN 1: Expanding Equitable Access to Education for Girls Phase 1: October 1, 2008 – September 31, 2011
• Selected target governorates and idaras and then schools and their communities for GILO support. • Coordinated with GAEB for school rehabilitation or construction in most-in-need communities. • Accelerated school enrollments of girls through temporary or multi-grade classrooms. • Mobilized community participation to expand access to education for girls by supporting school BOTs and their CETs in preparing community education action plans. • Equipped and furnished schools to facilitate student-centered active learning.

GILO selected 166 schools to support from across the four targeted governorates of Beni Suef, Minia, Qena, and Fayoum (see details below regarding the school selection). These 166 schools received a full package of "GILO interventions." Initially, difficulties were encountered, including the MOE's cessation of funding for what were termed the "1000 Classrooms" for GILO support. However, GILO was able to identify, select, and create the appropriate and effective learning environment for all of its 166 focus schools.

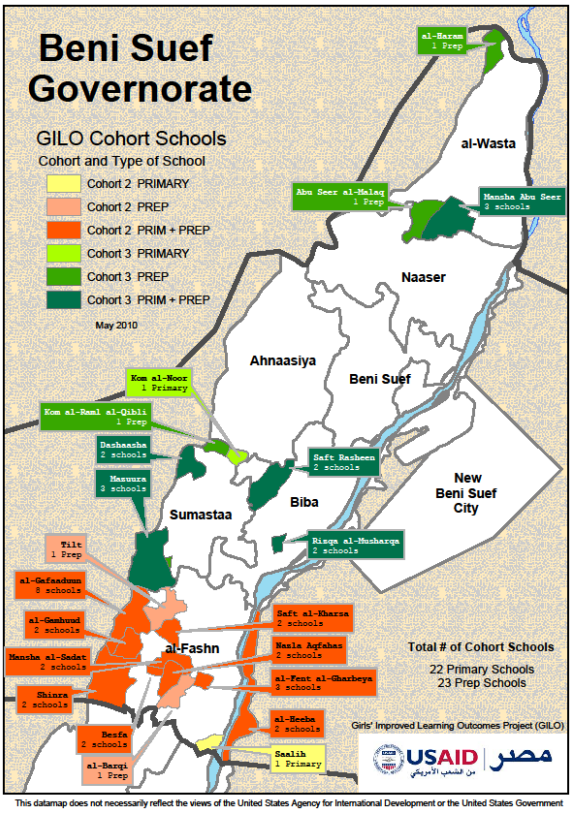
GILO efforts in these schools and their catchments resulted in an aggregate increase in girls' NER from 72.5% in 2009 to 78.2% in 2011. GILO also furnished an additional 2,287 classrooms that included 2,048 classrooms in primary and preparatory schools, along with 31 multi-grade classrooms, 150 computer rooms, and 58 science/observation labs.

Selecting Schools for GILO Support

When GILO began implementation in 2008 and throughout early 2009, the project was expected to coordinate selection of new school construction sites with GAEB. The GOE had earlier committed to constructing "1000 Classrooms"—both primary and preparatory—in schools and communities to be identified by GILO as *priority locales* in need of increased girls' access to education.

GAEB was expected to expend some of its school construction budget to build these classrooms. Schools selected for GILO support were to include schools with rehabilitated or newly built classrooms, and schools from priority need communities, with a desired project total of 2,700 to 3,000 supported classrooms (see maps in ***Exhibit 3***). USAID/Egypt and the MOE had agreed that GILO's school selection would come from a pre-approved framework consisting of three categories of schools labeled as Category A, Category B, and Category C (***Table 3***).

Exhibit 3. GILO Target Communities



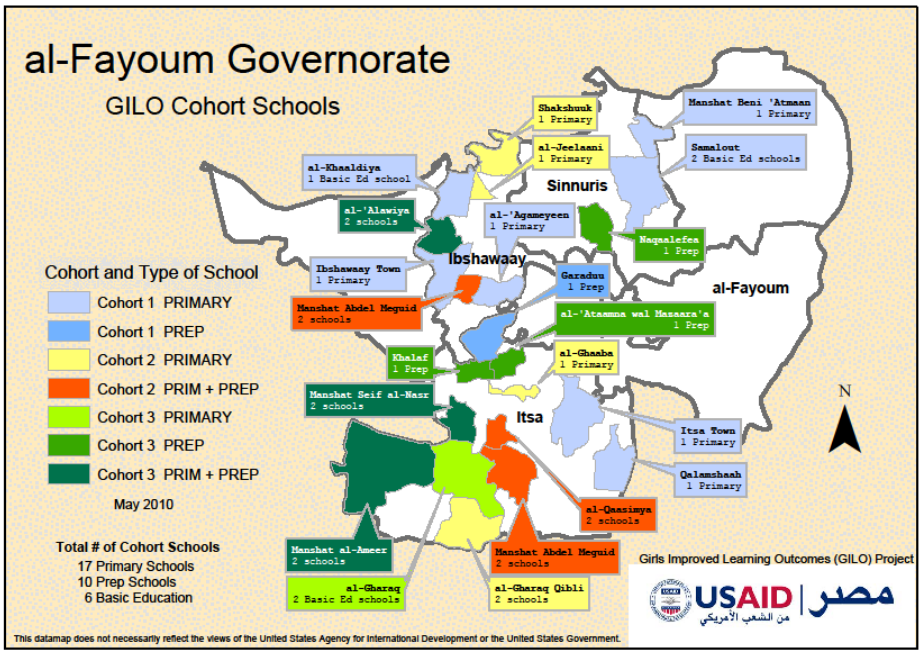


Table 3: GILO School Selection Framework

Category	Description
A	***GAEB pipeline schools:*** New school construction already contracted at the start of GILO, renovations and/or expansions.
B	**GAEB "1000 Classrooms"** funded by the GOE for priority need communities as selected by GILO and selected from: o New construction and renovations – from GAEB pipeline o New construction on sites identified by GILO with communities o Expansions of schools identified by GILO with communities
C	**Existing schools in highest-need communities within GILO idaras** o Schools in GILO clusters meeting approved selection criteria o Community schools

GILO rolled out its activities to 166 schools through support to the three distinct Cohort groups. Schools in Cohort #1 and Cohort #2 were from Category B. This was GAEB's list of candidate school construction projects. Cohort #1 (in 2008) consisted of 37 schools with 888 classrooms in the four governorates. Cohort #2 (2009) consisted of another 538 existing classrooms (2009).

The remaining 287 classrooms were to come from completely new schools built through GAEB construction. GAEB completed a significant number of new school construction projects "endorsed" by GILO as being located in schools and communities of priority need. A total of 44 schools were either built or expanded, and 39 of them were located in GILO Priority #1 communities. The other five were located in GILO Priority #2 communities.[3]

Progress on the "1000 Classrooms" initiative ended by the summer of 2010 due to the lack of GOE funding for classroom construction. This component under CLIN 1 then came to an end.

GILO Equipment Provision
• 139 kindergarten classrooms • 1,321 primary (Grades 1-6) classrooms • 588 preparatory (Grades 7-9) classrooms • 42 multi-grade classrooms ("girl-friendly" or "one-classroom" schools) • 45 science / observation labs • 150 computer labs • 13 preparation rooms 788 computer workstations in teacher / administrator rooms

[3] Projects in Priority #2 communities were designated only if they demonstrated: 1) lack of access to classrooms for Grades 7-9 (basic education or preparatory schools constituted a significant impediment to girls' continuing their education beyond primary level); 2) expansion projects in or neighboring GILO communities (Priority #1 or Priority #2) that could be completed in time for GILO to support with training, professional development, and other project components; and 3) new classrooms in underserved hamlets of Priority #2 communities where girls' access to education was deemed a problem.

GAEB completed construction of only 212 classrooms out of the expected 1,000 to be endorsed by GILO. This directly impacted student absorption capacity, particularly as the expected new schools and/or classrooms were to be located in communities with poor girls' participation indicators. As a result of this unforeseen obstacle, USAID/Egypt lowered GILO's target for aggregate increases in girls' net enrollment from 7% to 5% across all Cohort schools.

This necessitated a shift in GILO's school selection process from solely supporting GAEB's list of new school construction and expansion or renovation projects to selecting schools from priority need communities—and existing schools from within those communities. Consequently, Cohort #3 schools were selected from Category C schools and included existing schools within highest-need communities of GILO idaras. By December 2009, 163 schools supported by GILO were receiving the full range of GILO training, technical support, community mobilization, commodities, and other services (see ***Annex 6***). The 163 schools consisted of the following:[4]

- 89 primary schools (1,664 active classes) – 60% of all active classes
- 14 basic education schools (359 active classes) – 13% of all active classes
- 60 preparatory schools (759 active classes) – 27% of all active classes

Furnishing and Equipping Schools for Student-Centered Active Learning

To complement capacity-building efforts for muderiyas, idaras and schools in the four focus governorates, GILO also funded procurement and installation of classroom and other school furniture and equipment. The new furniture and equipment was provided to positively impact the learning environment and to aid reconfiguration of classrooms to respond to the demands of active learning methods, including facilitating a focus on students rather than the teacher.

Classroom Furniture

GILO furnished 2,090 classrooms in 216 schools, supplying the classrooms with over 41,000 desks and 29,000 chairs of various types, plus thousands of other essential instructional furnishings (whiteboards, display boards, lab furnishings). GILO also equipped science or observation labs, computer labs, preparation rooms and computer workstations. The distribution of furnishings by governorate was as follows:

- Beni Suef — 399 classrooms + 6 multi-grade classes
- Fayoum — 611 classrooms + 7 multi-grade classes
- Minia — 546 classrooms + 9 multi-grade classes
- Qena — 492 classrooms + 9 multi-grade classes

[4] It is important to note that, in a number of communities, GILO supported two Cohort schools in the same school building. These were two-shift schools in which each shift was separately administered, had a separate BOT, and included different teachers. Typically, this arrangement comprised a primary school in the morning shift and a preparatory school in the afternoon. Both MOE and GILO considered these to be two separate schools that shared the same facility. In selecting Cohort #3 schools, GILO continued the approach used in the selection of Cohort #2 schools and typically selected multiple schools in the same, high-priority community.

School Information and Technology (IT)

GILO also undertook an ICT baseline assessment to begin activities in this area. The baseline identified the infrastructure needs (as a deficiencies inventory). GILO also liaised with the USAID/Egypt-funded Technology for Improved Learning Outcomes (TILO) project on this sub-task to build on their lessons learned and to adapt useful TILO instruments and experience.

IT Maintenance Teams

Maintenance Training
• Preventive maintenance of computer hardware • Preventive maintenance of installed software • Introduction to network technology and network applications • Training in using and coaching on MOE ICT services • Training on using and troubleshooting computer peripherals (printer, scanner, and projector) • Computer installation and startup procedures, using software imaging

Working with the staff of the MOE Technology Development and Decision Support Center (TDC), GILO established School Information Technology (IT) Maintenance Teams in each Cohort school. Each team consisted of two to three staff persons from each school with computer skills and the interest and aptitude to support the other school staff to maintain IT systems. Jointly, TDC and GILO delivered training to the IT Maintenance Teams in preparation for receiving computers and other equipment. Selected members of the team in each school also received 80 hours of additional training in Microsoft products, to prepare them to train and provide technical support to their colleagues in the use of ICT for enhanced teaching and classroom learning.

Across the focus governorates, GILO trained 44 TDC staff and then delivered the maintenance training to 309 school staff who constituted the IT Maintenance Teams. The TDC and the IT Maintenance Teams were fully informed on procedures to obtain vendor and warranty support for their school IT for a three-year period. With MOE approval, compact disks (CDs) of GILO training materials were delivered to all IT Maintenance Teams and supporting TDC staff.

Filtered Internet

A total of 92 Cohort schools—55.4% of all GILO-supported schools—received filtered broadband ADSL service for Internet access, exceeding the project target of broadband Internet installed in 50% of GILO-supported schools. Fifty other remote schools served by telecom centrals without ADSL service obtained dial-up connections to the Internet. The remaining 24 Cohort schools without telephone land lines received 3G wireless Internet service paid through July 2011. GILO also provided Internet domain names and email for each school with ADSL service for one year. GILO provided 92 Cohort schools with appropriate allocations of desktop and notebook computers, printers, projectors, and other peripherals installed on wireless networks. Finally, GILO ensured that the MOE received vendor and manufacturer warranty certificates and contact information for three years of technical support.

Mobilizing BOTs and CETs to Expand Access to Education for Girls

GILO's objective was also to build the capacity and knowledge of Community Education Teams and the school Boards of Trustees as part of efforts to expand access to education for girls, particularly in those school communities where it was a consideration.

Working at both the primary and preparatory levels of education, the first step involved forming and training CETs as an initial intervention to energize previously inactive BOTs (recall that CETs were a sub-committee within the BOTs). MOE social workers from idaras and schools worked with GILO staff and supported the formation and performance of newly established CETs. CET members were trained by GILO with the social workers in: 1) how to conduct a Participatory Situational Analysis (PSA); 2) how to conduct awareness campaigns to increase girls' enrollment; and 3) what the roles and responsibilities were of CETs and BOTs. The CETs then carried out PSAs in each of the GILO-supported schools.

Symposia on Increasing Girls' Enrollment

Each of the four GILO Field Offices convened a one-day symposium in the summer of 2010 on ***"Girls' Enrollment: Between Reality and Hope."*** The symposia presented the reality of girls' enrollment in primary and preparatory schools, identified real obstacles to increasing girls' enrollment in local schools, and catalyzed action to resolve these problems. Idara and governorate committees, formed at each symposium, planned and pursued activities to reduce obstacles to girls' enrollment in each governorate.

By September 2010, GILO had restructured 90+ CETs in the four focus governorates and project staff continued support with follow-up visits in order to: update CET plans and follow their activities; organize meetings to promote communications and cooperation between CETs and the education committees of Local Popular Councils (LPCs) (in part to solicit LPC support of CET initiatives); and to share and evaluate experiences. By the end of GILO's Phase 1—September 30, 2011—99% of BOTs in the 166 GILO-supported schools had completed three key results in the GILO Performance Monitoring Plan (PMP; see ***Annex 7***): 1) demonstrating democratic principles in BOT governance; 2) demonstrating BOT engagement with school administrators in school decision making; and 3) using data in school decision making.

GILO also concentrated efforts on working with CETs and community leaders to expand access by establishing local community schools. Many of these were multi-grade and consisted of "girl-friendly" or "one-classroom" schools. GILO then provided facilitator training for such schools. Training participants learned to apply active learning strategies and student-friendly practices to enhance attendance and learning. Where needed, GILO provided missing furniture (e.g., blackboards) and replaced inoperative appliances. Community meetings and household visits by CETs and the BOTs of neighboring schools mobilized out-of-school girls to join these classes.

The efforts to expand access can also be measured by the variety of interventions implemented by CETs to increase girls' enrollment.

- By December 2009, CETs and BOTs in 20 communities from the four governorates had enrolled 530 girls and boys: 53% of them in Grade 1 and the rest (248 pupils) in existing

community schools. GILO also supported the opening of new one-classroom and girl-friendly classes.

- In Minia, through CET and BOT efforts and with GILO support, nine new community schools were opened in seven communities. The schools received furniture and 180 girl students obtained missing birth certificates.

- In Qena, with extensive support from the muderiya, CETs succeeded in overcoming serious obstacles to opening 10 new community schools. GILO supported the CETs and community leaders in preparing the classes in the new community schools and mobilizing the enrollment of girls identified in the community who had either dropped out of school or had never started primary education.

- In Beni Suef, new furniture was delivered for 14 of the 18 existing one-classroom and girl-friendly schools.

GILO completed this subtask in 2011, concluding work at the muderiya level with regional workshops on *MOE Capacity-Building to Expand Girls' Access* in each of the four focus governorates. The workshops were attended by senior MOE administrators from local idaras, muderiyas, Ministry representatives, and other experts. Each workshop attracted 90-120 attendees and included selected school principals, BOT leaders, and women leaders of CETs.

The concluding event was termed the *Cairo Workshop* and was held at MOE's request in July 2011. Governorate participants at this workshop presented results, recommendations, and idara plans from the regional workshops with an emphasis on scaling up and sustaining specific initiatives.

Photographs: USAID/Egypt Education Program Team Visits – October 2010

GILO Schools in al-Minia, El-Selsella Primary School, Beni Mazar

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Enhancing School Management with Community-Supported Approaches

GILO completed training in school maintenance, formed active School Management Committees (SMCs, which were composed of BOT members and school administrators, to plan and supervise cleaning and maintenance), and updated annual maintenance plans.

GILO also provided the SMCs with a complete draft of the School Maintenance Manual produced by the project compiling into a single reference the various maintenance manuals produced by GAEB and muderiya departments. The manuals also covered all aspects of maintenance and cleaning, as well as emergency and contingency plans. The manual included daily, weekly, monthly, and annual task lists and specified the roles and responsibilities of different school staff in implementing and monitoring maintenance tasks.

Decentralization of BAB2 funding provided additional resources for maintenance with new requirements for procurement and reporting. To help bolster the MOE's new decentralization initiative, GILO delivered technical support to school administrators and BOTs of Cohort schools in all four governorates to better understand and complete the procurement and reporting requirements of their school expenditure plans.

GILO then provided small grants to Cohort schools to procure minor school equipment (e.g., fire extinguishers) required for school emergency preparedness, to prioritize maintenance that would promote girls' access and education, and to strengthen maintenance system operations within the school. By the end of the end of FY 2011 nearly all GILO-supported schools (164 of 166 schools, or 99% of all schools) had established and fully implemented school maintenance and emergency systems for at least one full school year.

School Maintenance Committee Training
• ***Understanding School Maintenance —*** Introductory training to school maintenance • **School Maintenance Assessment and Planning** (SMAP) — Light maintenance • ***Mobilizing Community Resources*** — Teaching school administrators, BOTs and CETs, and IT specialists how to effectively identify, mobilize and manage community resources for the school maintenance, School Improvement Plans and ICT Centers

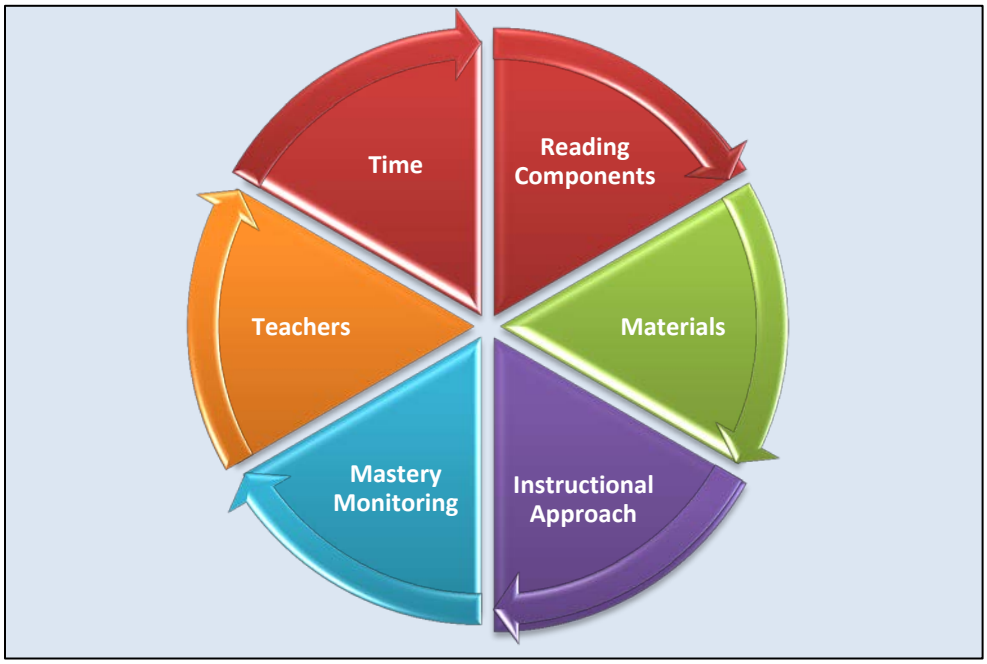
CLIN 2 ACHIEVEMENTS: IMPROVING EDUCATIONAL QUALITY

CLIN 2: Improved Quality of Teaching and Learning Phase 1: October 1, 2008 – September 31, 2011
CLIN 2: Improved Quality of Teaching and Learning • Trained supervisors to promote improved quality of education, coaching and mentoring of teachers, and integration of new curricular units. • Trained teachers and administrators in gender-sensitive active learning, assessment, and standards. • Promoted early grade reading and supported Arabic early reading program in Grade 1. • Supplied Cohort schools with an ICT package to promote improved learning outcomes—specifically for use by teachers in classrooms and school administrators.
Phase 2: GILO Extension October 1, 2011 – March 31, 2013
CLIN 2: Improved Quality of Teaching and Learning • Supported the MOE in implementing the national Early Grade Reading Program (EGRP) in Grade 1 and Grade 2 classrooms in the 27 governorates. • Supported the MOE and Professional Academy of Teachers (PAT) in implementing the EGRP e-Learning Portal for Grade 1.
Phase 3: GILO Extension April 1, 2013 – December 31, 2013
CLIN 2: Improved Quality of Teaching and Learning • Supported the MOE in implementing the national EGRP in Grades 1, 2 and 3 classrooms in the 27 governorates. • Supported the MOE and PAT in implementing the EGRP e-Learning Portal for primary grades.

Over five years of implementation under CLIN 2, outstanding results were achieved. These were driven by the MOE's leadership and vision, and in particular by the increased emphasis on early grade reading improvement. In fact, across the Middle East/North Africa region, Egypt stands as an exemplar of education reform. Neighboring countries have looked to the Egypt EGRP model for lessons learned (e.g., adaptation in Yemen of GILO EGRP materials).

Technical assistance under this CLIN expanded in keeping with the evolving MOE policy and priorities. At the outset, GILO focused on improving the quality of learning in general and in making classrooms child- and girl-friendly through student-centered active learning (SCAL) training. This began to improve teaching methodologies and, in turn, student learning outcomes, but it did not address the major obstacle of low early grade reading skills. Thus, GILO's strategy for improving learning outcomes expanded to focus more fully on early grade reading as its other initial objectives were completed. GILO built the teaching and management capacity necessary to achieve these gains through extensive training and targeted capacity building, based upon five core components of the EGRP's instructional focus.

Exhibit 4. Components of the EGRP's Instructional Focus



Beneficiaries of GILO's training fell into six groups of educators: teachers, instructional supervisors, school-based trainers, school administrators, educational supervisors, and MOE / GAEB administrators. GILO ***exceeded*** its targets in terms of number of persons trained. By September 31, 2011, GILO had trained:

- 9,202 teachers
- 2,552 instructional supervisors
- 1,270 school-based trainers
- 1,964 administrators
- 1,684 educational supervisors
- 1,461 MOE/GAEB administrators

Results of the 2011 assessment of teacher / student practices and pedagogies were very positive.

- MOE assessors used the Standard Classroom Observation Protocol for Egypt (SCOPE; see also the discussion of CLIN 5 achievements on page 55) and included 896 classrooms from all 166 GILO-supported schools in the assessment (see ***Table 4*** for results). The mean score for teachers in Cohort #1 schools rose from 1.65 to 2.28 (on a 5-point scale, with "5" the highest score). This surpassed the 2011 target mean score of 1.92 for this first cohort of GILO-supported schools.
- The mean score for teachers in Cohort #2 schools was 2.18 and also exceeded its target score (1.67). Teachers in Cohort #3 schools also achieved a mean score of 2.28.

Table 4: 2011 Results of the Standard Classroom Observation Protocol for Egypt

School Cohorts	2009 SCOPE *Mean*	2010 SCOPE *Target*	2010 SCOPE *Mean*	Change from 2009
Cohort #1 Schools	1.65	1.67	2.12	28%
Cohort #2 Schools	NA	1.45	1.82	------

In addition, 1,380 desktop and 860 laptop computers were procured and installed with wireless networks, laser printers, scanners, projectors, digital cameras, and software in project schools. All seven *Effective Actions* (i.e., benchmarks detailed on page 50) in the Results Framework were achieved, including enhanced teaching of early grade reading and mathematics with special attention to women teachers.

The April-May 2011 post-intervention EGRA showed marked improvement in Arabic reading skills among a stratified random sample of 574 primary Grade 2 students in GILO-supported schools. After just one school year (2010/2011) of improved instruction, introducing phonics and other teaching strategies, primary Grade 2 students in the 27 Cohort #1 schools were reading correctly nearly three times as many syllables in one minute and more than twice as many correct words per minute than Grade 2 students were able to read in the 2009 EGRA baseline in these same schools.[5] Improvements of 192% in syllable reading, 111% in word reading fluency, and 91% in passage reading fluency were extraordinary.

Overview of the Phase 2 Extension

During the one-year extension from 2011 to 2012, GILO provided a total of 167 training events in EGR as part of support to the MOE "rollout" or scale-up of EGRP to all 27 governorates.

- A total of 23,269 teachers and others participated in the workshops. More than one-third of them completed at least 24 hours of training in EGRP.
- Completed the production and dissemination of nearly 250,000 Grade 1 flipbooks, lesson plans (teacher manuals), and teacher resources on digital video disk (DVD). The

[5] These were improvements on mean scores of sample Grade 2 students from GILO-supported schools for: 1) syllable reading (28.47 correct syllables per minute in 2011 versus 9.76 correct syllables per minute in 2009), 2) word reading (15.50 correct words per minute in 2011 versus 7.35 correct words per minute in 2009), and 3) oral reading fluency (21.14 correct passage words per minute in 2011 versus 11.08 correct passage words per minute in 2009).

cumulative distributions of Grade 1 EGRP materials reached all 27 governorates in 2011.

- PAT, as the certifying body for the MOE curricula, teachers, and instructional materials, certified the Grade 1 EGRP materials as "best practice" materials for Arabic reading instruction in all MOE primary schools (see ***Annex 8***). This was a major accomplishment for GILO and the MOE; it was a watershed moment for early grade reading education.

Grade 1 EGRP Materials Certified by PAT
• Training-of-Trainers Manual for Grade 1 EGR • Supervisor and Principal EGR Orientation Manual • Facilitators' and Teachers' Manual in Student-Centered Active Learning • Overview and Introduction to EGR • EGR Manuals and Flipbooks (2 each) for Teachers (CD of video-taped teaching routines) • Set of Facilitators' and Participants' Manuals on Integrating Early Grade Reading with the Library

Training and Mobilizing Master Teachers, Idara Supervisors, and Teachers

GILO developed additional training programs to build the capacity of master teachers, idara supervisors, and instructional supervisors around the topics of gender-sensitive classroom observation and teaching practices as well as student-centered active learning. Preceding GILO's work in early grade reading, project training interventions were developed around several key areas that contributed to improvement in education quality. These included two documents—*Classroom Management* and *Student-Friendly Classrooms*—which focused on concepts and instructional methods that place students at the center of the learning process, with special consideration given to girls' explicit and implicit learning needs.

Classroom Management trained participants on strategies for creating learning spaces that provide a nurturing and orderly environment. *Student-Friendly Classrooms* familiarized participants with the characteristics of a student friendly classroom, specifically as it pertained tackling the challenges to access and learning that accumulate for girls at the household, community, school and classroom levels).

A total of 450 identified educators were selected to be MOE "Master Trainers." The Master Trainers were exemplary teachers and instructional supervisors from Cohort schools and idaras who received extensive GILO TOT master training and coaching skills as well as subject instruction. These Master Trainers then directly facilitated or led GILO training of their colleagues, both in schools and in group training events, and were the front-line trainers for delivering project training activities to teachers in Cluster schools. GILO relied on them to support training of Cohort school teachers; be the principal trainers of Cluster school teachers and School-Based Training and Evaluation Units (SBTEUs) in the modified program of SCAL; and sustain training and coaching to schools and teachers across GILO idaras and governorates beyond the close of this project (which was quickly organized for this purpose). In addition, with each idara Director, a final list of prospective trainees was agreed upon.

GILO also trained Cohort idara supervisors in *Effective Instructional Supervision* as key support to teacher professional development. Participants in the four-day event learned effective

teaching strategies for SCAL and classroom management; the concepts and techniques of effective supervision through coaching, in sharp contrast to the "inspection" approach to supervision; the use of classroom observation tools for effective instructional supervision; and challenges facing instructional supervisors.

The instructional supervisors were trained to support effective student-centered active learning methodologies, basic computer skills, and/or early grade reading instruction in Arabic. Each of the 2,552 instructional supervisors completed more than four days of GILO training in effective supervision, SCAL, basic computer skills, EGR instruction, coaching, classroom observation, and use of teaching resources (***Table 5***).

Table 5: ***Number of Instructional Supervisors Trained to Support Effective Student-Centered Active Learning Methodologies, Basic Computer Skills, and/or Early Grade Reading in Arabic***

Results	FY 2009	FY 2010	FY 2011	TOTAL
Planned	500	900	1,100	2,500
Actual	557	1,106	889	2,552
Men	446	918	681	2,045
Women	111	188	208	507

GILO also trained 1,270 school-based trainers, exceeding the project target of 1,200. The school-based trainers were instructional trainers or senior school administrators, heads of school Training and Evaluation Units, social work supervisors, and school social workers. The 2,552 total included trainers who were supported separately under CLIN 2 and CLIN 3.

Under CLIN 2, a total of 839 school-based trainers completed GILO training as trainers for one or more GILO programs for teachers and instructional supervisors. With technical assistance and support from the project, they facilitated training events in SCAL, teaching resources, coaching, and other topics.

Under CLIN 3, a total of 431 school-based trainers completed preparation as trainers for one or more programs targeting *school administrators and educational supervisors* in BOT roles and responsibilities, effective school leadership and management, school maintenance, school information management systems, BOT good governance, and other CLIN 3 topics, with support from GILO training staff.

GILO ***exceeded*** its target for number of teachers trained (***Table 6***). The 9,202 included teachers from Cohort as well as Cluster schools that were targeted in the four governorates. These teachers were trained in one or more modules on effective student-centered practices, active learning methodologies, basic computer skills, improved early grade reading instruction in Arabic, student-friendly classrooms, teaching resources, and/or applying ICT in education.

Table 6: ***Number of Teachers Trained to Practice Effective Student-Centered Active Learning Methodologies, Basic Computer Skills, and/or Improved Early Grade Reading Instruction in Arabic***

Results	FY 2009	FY 2010	FY 2011	TOTAL
Planned	2,500	3,000	3,500	9,000
Actual	2,542	5,891	769	9,202
Men	1,413	3,081	366	4,860
Women	1,129	2,810	403	4,342

Early Grade Reading Assessments and Early Grade Reading Program

Early Grade Reading Assessment 2009

During 2009, GILO conducted a small EGRA pilot in Arabic. Working with Arabic-language experts, RTI and the GILO team adapted the well-established EGRA instruments into Arabic and piloted the assessment with over 90 students in two Cairo schools in the summer of 2008. (All Egypt EGRA instruments can be found at **https://www.eddataglobal.org**).

In February 2009, GILO then administered the EGRA in 58 schools in Fayoum, Minia, and Qena (all in Upper Egypt). This 2009 EGRA included 28 schools directly supported by the GILO project and 30 "control" schools from other idaras in the same three governorates. The EGRA was carried out through a stratified random sample (stratified by gender) of students from Grades 2, 3, and 4. The same EGRA form was used for all three grades. This was the first-ever large-scale assessment (2,878 participating pupils) in Egypt of early grade proficiency in Arabic. The findings were far from encouraging.

The gap between desired (benchmark) levels and actual levels of reading was very large. Fluency was low, with two-thirds of second graders and one-third of fourth graders in the 10 Minia control schools unable to read sample words. Listening comprehension and the ability to name

KEY READING SKILLS

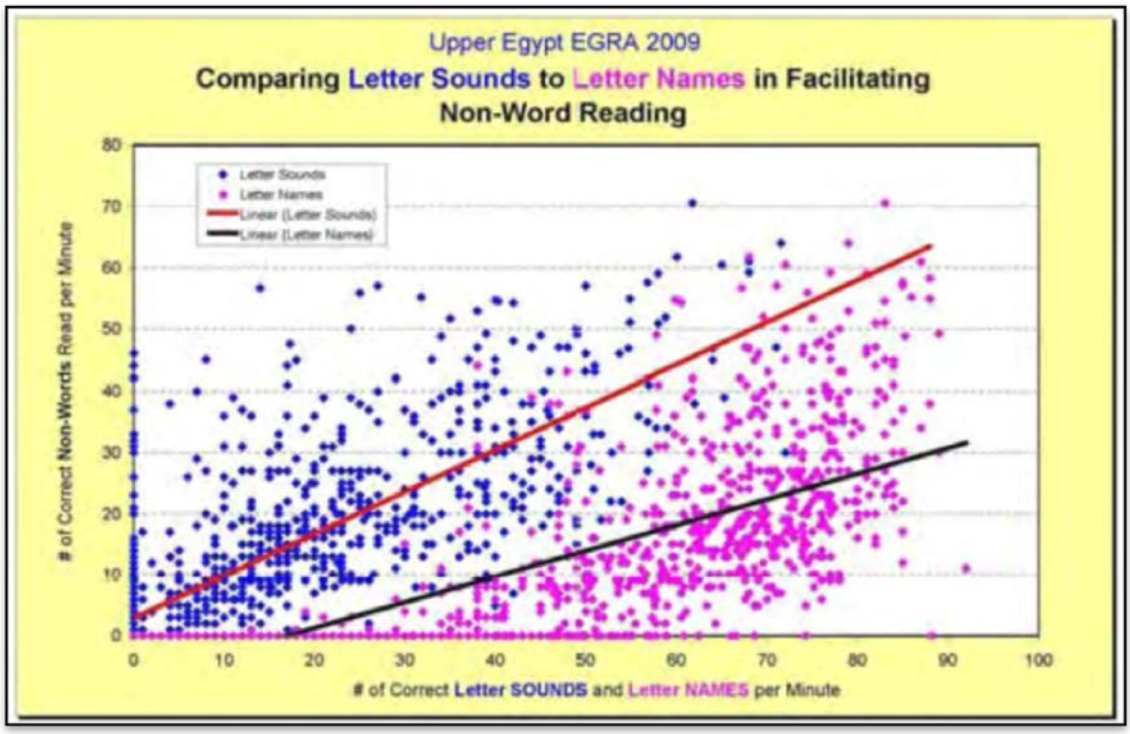
GILO supported the MOE in its efforts to enhance the teaching of Arabic reading comprehension by focusing on three key reading skills–***phonics***, ***vocabulary*** and ***comprehension***–organized into two sections. The first section was phonics skills; the second the development of vocabulary and comprehension strategies.

There was an ***emphasis on having students read text every day***. Once the phonics elements had all been taught, however, additional instructional time was allocated to vocabulary knowledge—the understanding of word meanings and their use—and comprehension instruction.

letter sounds were also low. Most Grade 2 students tested in both the pilot and control schools were slow in recognizing syllables and reading words, and about half in both settings could not recognize any syllables or read any words at all.

In short, the assessment indicated that the majority of these young pupils were learning to read, but their progress was very slow (***Exhibit 5***). Too few students had developed basic phonemic awareness skills or alphabetic principles. Comprehension skills lagged, except among the minority of students who read satisfactorily for their age. The assessment results pointed to a delayed pace of learning and diminished educational outcomes.

Exhibit 5. EGRA 2009 Results: Letter-Sound and Letter-Name Scores Mapped to Number of Correct Words Read per Minute



In 2010, the MOE—with support from GILO—conducted a formal analysis of Grade 1 textbooks. The analysis highlighted serious issues detrimental to language acquisition. Of the 925 words introduced, 435 were used only once, and many words were unfamiliar or of little relevance to children. Also, the font size of the books was really too small for productive or comfortable reading. The group also analyzed Grade 2 textbooks and looked at the general characteristics of the textbook format, layout, and pictorial content; the linguistic style, i.e., the grammar used and types of sentences; and the quality and extent to which the textbook covered the five components of reading: phonemic awareness, phonics, fluency, vocabulary, and reading comprehension. The analysis report included recommendations to the MOE for improved Grade 2 textbook design.

When presented with the assessment findings, the MOE and USAID/Egypt requested that GILO support the MOE in designing and implementing a program of enhanced instruction in reading. In February 2010, the MOE established the *Early Grade Literacy (EGL) Working Group***,** a joint working group of MOE representatives, the Center for Curriculum and Instructional Materials Development (CCIMD), and GILO, to lead the development of a supplemental package of instructional materials to enhance Arabic instruction and reading skills in the early grades. GILO worked closely with the EGL Working Group to develop and implement a classroom observation tool and interview protocol to assess language teaching in early grades; and to develop and apply a template for word analysis of the language textbook for Grades 1 to 3.

Early Grade Reading Program

Following the MOE's acceptance and expert review of the Early Grade Reading Program, GILO focused its technical support and training for improved reading instruction on phonics instruction on Grades 1 and 2.

- The MOE's EGL Working Group developed a teacher's guide that focused exclusively on phonemic awareness and phonics instruction in Grade 1 only. The revised guide for EGR included 13 simple instructional routines, to be taught in two days, for each letter of the Arabic alphabet. The manual, in two parts, mirrored the sequence of alphabet instruction in the two terms (fall and spring) of Grade 1.
- Grade 1 teachers in Cohorts #2 and #3 schools were introduced to Part 2 of the manual in February 2011. Part 2 included the letters to be taught in the second term of that school year. Close follow-up and observation of teachers' use of the manual and classroom instruction in the phonics routines continued throughout the next period.
- GILO also introduced large alphabet flipbooks to Grade 1 teachers (see ***Exhibit 6***). The two alphabet flipbooks, one flipbook for each term, were stand-alone displays in A3+ size of each Arabic letter in its different forms: independent letter, initial word form, middle word form, and final word form. With their large size, the letters in the flipbooks could be seen easily from everywhere in the classroom.

The complete package of materials for the Early Grade Reading Program also included a trainer's manual and a teacher's manual comprising strategies for explicit literacy instruction, an implementation plan, integrated supportive text for literacy instruction, specific early literacy phonics routines for teacher professional development activities, recommendations on how to place the routines within the existing MOE curriculum, guides and examples for mastery testing of skills and for monitoring and assessment of student performance, and definitions of components of reading.

GILO's resource materials for teachers included a CD with digital resources. These were also installed on each project-supplied computer in target schools and included: a phonics CD with recordings of correct letter sound pronunciation by adults and children to strengthen teachers' instruction of phonics in their classes; and a digital film demonstrating the reading of a *Big Book* to children for teachers to observe and emulate.

Exhibit 6. Lesson Plan and Flipbook

EGRP Major Milestones

July 2011	EGRP expanded to 32-idaras, Beni Suef, Minia, Fayoum, and Qena (Grade 1)
Sept 2011	EGRP expanded to 270 idaras in 23 governorates
Oct 2011	EGRP Planning Team launched: 23 governorates
Nov 2011	EGRP Resources Grade 1 delivered: 4 governorates
Dec 2012	EGRP Action Plans for 27 governorates
Mar 2012	EGRP muderiya/idara completed for 23 governorates
May 2012	EGRP Planning Team plans for EGRP 2012-2013
July 2012	EGRP new Grade 1 Cohort: 27-governorates
July 2012	EGRP Grade 2 muderiya/idara: 27 governorates
Nov 2012	EGRP Planning Teams prepared for 2012/2013 school year
Jan 2013	Central Early Grade Reading/Learning) Unit established by MOE Decree
April 2013	27 Early Grade Reading Units established across all governorates
May 2013	Grade 3 textbook analysis recommendations made to MOE
June 2013	Early Grade Reading benchmarks developed
Aug 2013	Grade 3 EGRP teaching, training, mastery monitoring package developed
Aug 2013	EGRP Grade 1-2 teaching materials developed for new textbook
Aug 2013	PAT certified EGRP materials and 850 EGRP trainers
Sept 2013	200 Master Trainers trained on EGRP Grades 1, 2 and 3
Sept 2013	33,190 trained by Master Trainers in 270 idaras in all governorates
Sept 2013	MOE EGRP Units planned and supervised teacher training with central MOE
Sept 2013	83,000 teachers of Grades 1, 2 and 3 trained by the idara cadres
Oct 2013	Grade 3 (2nd term) teaching, training, mastery monitoring developed
Oct 2013	EGRP teaching materials for Grades 1 and 2 developed for new textbook
Nov 2013	Early grade reading benchmarks updated, implications for assessment reviewed
Nov 2013	290 General and Senior Supervisors in 27 governorates trained on EGRP
Nov 2103	200 Master Trainers trained to cascade TOT to idara trainers/teachers
Nov 2013	M&E system proposed for EGRP
Dec 2013	3,190 idara cadres trained on Grades 1-3 (2nd term) for 2014 training
Dec 2013	Vocabulary and reading comprehension units added to EGRP website
Dec 2013	Handover of the EGRP e-learning portal to PAT completed
Dec 2013	EGRP handover to Minister with EGRP units and undersecretaries

Assessing EGRP Impact: EGRA 2011

In 2011, GILO conducted another EGRA that was a *post-intervention* assessment to measure the improvement in Grade 2 reading skills in schools supported by GILO's EGRP. The assessment included the initial 28 schools that had been assessed in 2009 and then benefited from pilot EGRP interventions through April 2011 as well as Grade 2 students from all 30 control schools that participated in EGRA 2009. A total of 50 enumerators and 30 enumerator team leaders, among them 30 MOE staff from Fayoum, Minia, Qena, and Luxor governorates, completed almost 1,200 individual assessments of Arabic reading skills by Grade 2 students (half girls, half boys). The results showed very significant improvements in Grade 2 reading in GILO-supported schools versus the control schools (***Tables 7, 8, and 9***).

Table 7: Comparison of Syllable Reading: EGRA Results, 2009 and 2011

Comparing EGRA Results: 2009 and 2011

Improved Syllable Reading

Intervention versus Control Schools: Primary Grade 2

	Intervention Schools			Control Schools		
	2009	2011	Change	2009	2011	Change
27+ Correct Syllables	12.6%	51.2%	+ 38.6%	12.0%	13.5%	+ 1.5%
16-26 Correct Syllables	14.0%	15.9%	+ 1.9%	8.0%	10.7%	+ 2.7%
1-15 Correct Syllables	25.0%	21.8%	- 3.2%	28.4%	30.7%	+ 2.3%
NO Correct Syllables	48.4%	11.1%	- 37.3%	51.6%	45.0%	- 6.6%
Mean Number of Correct Letters	9.76	28.47		8.55	10.10	

Table 8: Comparison of Improved Word Reading: EGRA Results, 2009 and 2011

Comparing EGRA Results: 2009 and 2011

Improved Word Reading

Intervention versus Control Schools: Primary Grade 2

	Intervention Schools			Control Schools		
	2009	2011	Change	2009	2011	Change
25+ Correct Words	8.8%	24.2%	+ 15.4%	7.1%	10.6%	+ 3.5%
16-24 Correct Words	9.7%	12.2%	+ 2.5%	5.8%	6.6%	+ 0.8%
1-15 Correct Words	32.9%	42.2%	+ 9.3%	31.8%	31.0%	- 0.8%
NO Correct Words	48.6%	21.4%	- 27.2%	55.3%	51.8%	- 2.5%
Mean Number of Correct Words	7.35	15.50		5.56	7.45	

Table 9: Comparison of Oral Reading Fluency: EGRA Results, 2009 and 2011

Comparing EGRA Results: 2009 and 2011

Improved Oral Fluency (Passage Reading)

Intervention versus Control Schools: Primary Grade 2

	Intervention Schools			Control Schools		
	2009	2011	Change	2009	2011	Change
45+ Correct Words	4.7%	19.7%	+ 15.0%	4.1%	7.6%	+ 3.5%
21-44 Correct Words	15.1%	21.1%	+ 6.0%	11.4%	12.6%	+ 1.2%
1-20 Correct Words	35.8%	38.5%	+ 2.7%	33.8%	33.4%	- 0.4%
NO Correct Words	44.4%	20.7%	- 23.7%	50.8%	46.5%	- 4.3%
Mean Number of Correct Words	11.09	21.14		8.92	10.93	

At the same time, MOE assessors were trained by GILO for preparation of an EGRA that the MOE itself was interested in conducting as a baseline implementation to measure EGR skills among Grade 1 students from 60 schools in El-Beheira and Cairo governorates. The baseline, stratified by gender, was conducted in October 2011 at the start of the 2011/2012 school year (see ***Table 10***).

Support provided to the MOE for Grades 2 and 3 focused on three key reading skills—phonics, vocabulary, and comprehension—organized into two sections. The first section built phonics skills. The second fostered the development of vocabulary and comprehension strategies.

Emphasis was placed on having students *read text every day*. Once the phonics elements have all been taught, additional instructional time is allocated to vocabulary knowledge—the understanding of word meanings and their use—and comprehension instruction.

Table 10: Average (mean) Scores of Grade 1 and Grade 2 Pupils on Each of 6 EGRA Sub-tasks [6]

EGRA	Letter-Name Fluency	Letter-Sound Fluency	Word Reading Fluency	Nonword Reading Fluency	Oral Reading Fluency	Reading Compre-hension
Grade 1 **Beheira + Cairo**	12.8	3.4	0.9	0.9	1.2	0.0
Grade 2 **Fayoum, Minia + Qena**	34.9	9.1	6.4	5.5	10.0	0.7

Scaling EGRP to 27 Governorates

In 2011, the MOE launched the national scale-up of the EGRP to all Grade 1 classes. This included training a first level of muderiya and idara cadres with direct GILO support. The MOE in turn rolled out the program with cascade training to the idara cadres, teachers, and others.

In 2012, refresher training for the muderiya and idara trainers was provided to all governorates for Grade 1 and Grade 2 with EGRP classroom routines and instructional materials. Fifty-four workshops were held for 1,804 participants. Grade 1 and Grade 2 training was conducted separately on the same days in each governorate. The muderiya cadres received refresher EGRP training in Grade 1. They in turn provided 107 Grade 2 EGRP training workshops for idara trainer cadres across all governorates. Mastery Monitoring Grade 1 trainer and trainee manuals were applied in the Grade 1 training workshops and the Mastery Monitoring Grade 2 included in Grade 2 trainer and trainee manuals.

During this period GILO produced and disseminated nearly 250,000 teacher manuals for lesson plans, flipbooks, and teacher resources on DVD (***Table 11***). In addition to the teaching resources materials listed below, the project developed and/or procured manuals, workbooks, and worksheets working alongside the MOE. GILO also:

[6] The sub-tasks were identical, and both assessments were administered similarly. The mean scores are the average number of correct answers on each of these timed (one minute) sub-tasks.

- Procured 44,000 copies of the Grade 2 EGRP and Grade 1 Mastery Monitoring manuals.
- Produced the Grade 2 EGRP manual and a revised edition of the Grade 1 manual that included mastery monitoring, and disseminated print and electronic versions as well.
- Completed an illustrated Grade 1 Student Workbook in A5 size with letter-writing, picture-word matching, other grade-appropriate exercises for each of 27 Arabic letters.
- Printed 150,000+ copies of the Grade 1 Student Worksheets and 38,000 CDs with digital versions of the Worksheets.

By the project closeout on December 31, 2013, the MOE—with GILO support—had developed and disseminated a full complement of resources for Grades 1-3, reaching all 27 governorates.

Table 11: Teaching and Learning Materials Developed and Distributed/Disseminated by GILO

EGRP Product	Distribution Reach
Flipbook 1	27 governorates
Lesson Plan 1	27 governorates
Lesson Plan 2	27 governorates
Flipbook 2	27 governorates
Student-Centered Learning Manual	27 governorates
Effective Supervision (ES)	27 governorates
Library	27 governorates
CDs (Arabic alphabet, EGRP)	27 governorates
DVD	27 governorates
Mastery Monitoring Grade 1	27 governorates
EGRP Grade 2	27 governorates
Student Worksheets	27 governorates
Student Worksheet CD	27 governorates
Master Monitoring Grade 2	27 governorates
EGRP Grade 3	27 governorates
Student Worksheets	27 governorates
Student Worksheet CD	27 governorates

To confirm that materials reached schools, GILO conducted a telephone survey of a random, stratified sample of 129 schools from the 23 non-GILO governorates. The survey was designed to validate distribution of EGRA Grade 1 resource materials to MOE primary schools by their respective muderiyas. Ninety percent of the contacted schools confirmed their receipt of at least three of five different Grade 1 EGRP materials**.** Schools that could not confirm receipt of at least three of the different materials were scored as not having received any materials. In fact, nearly every school received at least two EGRP items. Only one school reported not receiving any EGRP materials. This is a notable achievement in a national cascade of resource materials to

over 14,000 schools, many of them small primary schools in remote villages, and under accelerated timelines amidst ongoing political upheaval and change.

Cascade Training Model

The training model used by the MOE and GILO included multiple phases and layers, illustrated in ***Table 12.*** As GILO progressed and scaled-up to later grades, the components were reconfigured based upon available funding resource levels.

Table 12: Summary of EGRP Cascade Training Model

EGRP Cascade Training Model	
Muderiya Cadre	• 12 days of training • TOT, EGRP, SCAL, ES, Library
Idara Cadre	• 12 days of training • TOT, EGRP, SCAL, ES, Library
Supervisors	• 5 days of training/orientation • EGRP, ES, Library
Principals/SBTEU/TSU	• 5 days of training/orientation • EGRP, SCAL, ES, Coaching, Library
Teachers	• 10 days of training • EGRP, SCAL, Library

The rapid and evidence-based improvements in learner outcomes, coupled with highly positive feedback from muderiya, idara, and school-based MOE staff, are what stimulated the MOE's accelerated scale-up from 4 to all 27 governorates. In two years, 16,000 schools, 83,000 teachers, and 4.2 million students were reached (***Table 13***).

Table 13: National Cascade Training Impact on School, Teacher, and Student Reach

Year	Governorates	Idaras	Schools	Teachers	Students
Sept 2010, Grade 1	4	15	60	240	G1: 3000
July 2011, Grade 1	4	15	1200	3600	G1: 50,000
Sept 2011, Grade 1	4	32	2800	7,000	G1: 350,000
Oct 2011, Grade 1	27	270	16,000	36,000	G1: 1.4 million
July 2012, Grade 1	27	270	16,000	58,000	G1: 1.4 million G2: 1.4 million
July 2012, Grade 2	27	270	16,000	60,700	G1: 1.4 million G2: 1.4 million
Sept 2013, Grades 1-3	27	270	16,000	83,000	G1: 1.4 million G2: 1.4 million G3: 1.4 million Total 4.2 million

EGRP's national cascade occurred through a series of steps:

Step 1: Base Established

GILO supported the MOE in refresher training of muderiya and idara trainers in all 27 governorates in Grade 1 and Grade 2 EGRP classroom routines and instructional materials (Grade 3 began in the final quarter of the project). During the first national scale-up effort in 2011, 54 workshops were held for 1,804 participants, with Grade 1 and Grade 2 training conducted separately on the same days in each governorate in 2011, and again in the first half of 2013. During the second half of 2013, GILO and the MOE supported refresher training for teachers, and supported muderiya cadres in refresher training for Grades 1 and 2.

The project also provided 107 Grade 2 EGRP training workshops for idara trainer cadres in all governorates during the first national scale-up. Mastery Monitoring Grade 1 trainer and trainee manuals were developed and applied in the Grade 1 EGRP training workshops. Mastery Monitoring Grade 2 was also incorporated into the trainer and trainee manuals for Grade 2 EGRP training.

GILO's training manuals were completed in 2011 and included:

- *Lesson Plan 1* and *Flipbook 1* and *Lesson Plan 2* and *Flipbook 2*
- *EGRP Trainer Manual* and *EGRP Trainee Manual*
- *Effective Supervision Trainer Manual and Effective Supervision Trainee Manual*
- *Library to Support Trainer Manual* and *Library to Support Trainee Manual*
- *TOT Trainer Manual* and *TOT Trainee Manual*
- *SCAL Trainer Manual* and *SCAL Trainee Manual*

By March 2012, the EGRP e-Learning Portal design phase was completed. This paved the way for development and pilot testing of the EGRP e-Learning Module One. GILO also:

- Conducted a series of action research projects to gather data to inform EGRP's institutionalization within Egypt's basic education system. This included the conduct of 18 focus group discussions in which 232 muderiya, idara, and school staff participated. Meetings were held with the American University of Cairo's Community Partnership Coordinator and with the Learning Advisor of Plan Egypt International.
- Developed an EGRP Classroom Observation Form (COF) and trained supervisors on its use. GILO also began classroom visits with supervisors as follow-up on EGRP implementation in the new governorates. Feedback was provided to supervisors on their use of the COF.
- Initiated an internal review and revision process of the EGRP training manuals and supplemental materials to bring all EGRP manuals and materials into alignment with the Professional Academy of Teachers criteria. This was intended to verify the steps required for eventual PAT certification of EGRP.

Step 2: Practice Deepened

- In 2012/2013 GILO supported the nationwide scale-up to Grade 2. EGRP teaching and training materials were developed through working groups composed of MOE experts, with technical support from RTI reading experts.
  - The MOE developed a new textbook for Grade 1 in response to the changes in the teachers' instructional techniques, and the students' reading performance.
  - GILO also worked closely with PAT to certify the training package and the trainers.

Step 3: EGRP institutionalization

In 2013 and in response to the improved reading instruction and the improved student performance, the MOE developed and used a new textbook for Grade 2 in addition to Grade 1. The MOE also requested support for Grade 3.

- GILO developed EGRP teaching and training materials for Grade 3 and some supplementary instructional materials for Grades 1 and 2 to better use the new textbooks and better teach

reading in the summer of 2013 before the start of the school year. The teaching materials were developed in light of the textbook analysis, the Egypt EGRA April 2013 results, and the principles of reading instruction.

- The professional development model was revisited and improved to ensure quality at the different tiers and based upon field experience. Nearly 200 Master Trainers at the level of the 27 governorates trained the governorate-level trainers, totaling 3,190. In turn, those trainers trained more than 83,000 teachers in Grades 1, 2, and 3.
- To improve the textbooks used, GILO shared with the Ministry recommendations from the textbook analysis study. These were used by the MOE for the Grade 3 textbook development tender.
- PAT certified more than 2,000 trainers according to the standards used. PAT also certified the EGRP training package of the three grades to be *the official material* to train teachers across Egypt on Arabic reading instruction.
- A website on EGRP, www.egrpegypt.net, was developed for the EGRP for the three grades to make the training accessible to more teachers, and was certified by PAT as an official training resource.
- A new system for the monitoring and evaluation for EGRP was developed.
- The Ministry dedicated a section in the new strategic plan 2014–2018 to EGRP.

GILO also produced and disseminated nearly 250,000 teacher manuals for lesson plans, flipbooks, and teacher resources on DVD during Phases 1 and 2. Additional copies of teacher and student resources were then distributed in Phase 3.

In addition to the resources listed in Table 11 above, the project developed and/or procured additional manuals, workbooks, and worksheets, and collaborated with the MOE to continually refine and improve these based on teacher feedback. GILO also:

- Procured the Grade 2 EGRP and Grade 1 Mastery Monitoring manuals.
- Produced the Grade 2 EGRP manual and a revised edition of the Grade 1 manual that included Mastery Monitoring, and then distributed them to new Grade 1 teachers. GILO also disseminated print and electronic versions (and subsequently to Grades 2 and 3).
- Completed an illustrated Grade 1 Student Workbook in A5 size that included letter-writing, picture-word matching, and other grade-appropriate exercises for each of the 27 Arabic letters (and subsequently for Grades 2 and 3).

- Printed 150,000+ copies of the Grade 1 Student Worksheets and 38,000 CDs with digital versions of the Worksheets (and subsequently for Grades 2 and 3).

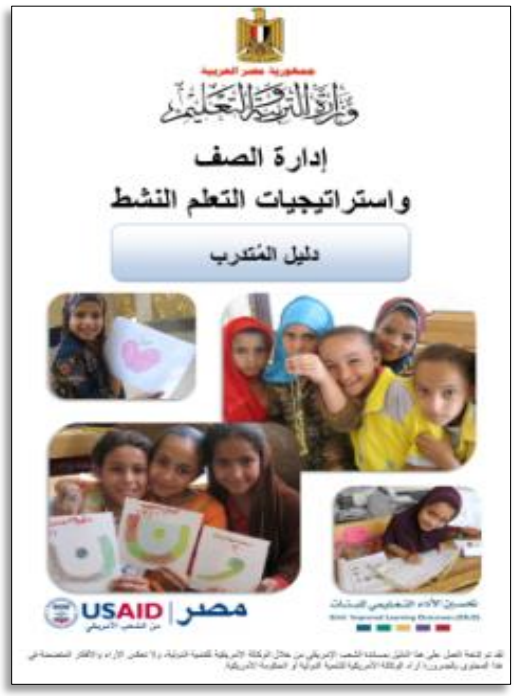
The PAT *reviewed and accredited all EGRP teaching and training materials, beginning with the Grade 1 manuals, flipbooks, and CDs.* PAT's Gold Seal, official stamp, and official signatures were added to the resources.

GILO received 94.6% out of 100% (the passing grade is 85%) from PAT, which then also worked closely with GILO toward the accreditation of the Grade 2 and 3 materials.

The GILO muderiya cadre developed and submitted their own portfolios for each of the 27 governorates for PAT to assess each muderiya cadre (340 were trained by GILO) in order to receive PAT EGRP Trainer Certification.

These trainers will continue to be the official EGRP trainers for the country. In other words, whenever MOE or another organization requires an EGRP training, these Trainers will be called upon to provide the training as well as receive a salary of approximately 80 Egyptian Pounds (LE) per hour plus expenses.

Samples: EGRP Teaching and Learning Materials



Accredited EGRP Materials

Cascade Training-of-Trainers Materials

EGRP ICT Materials

Teacher- and Student-Made EGRP Materials

Early Grade Reading Program Scale-Up

Leadership of the MOE Early Grade Learning Unit (EGLU)

The strong leadership of the MOE's EGLU was the backbone of the EGRP. By working across all levels of the system, the EGLU refined and expanded EGRP training and materials. They worked closely with GILO and the newly established muderiya-level EGLUs as they assumed new roles to ensure EGRP integration across all three primary grades.

Muderiya Early Grade Learning Unit Workshop

GILO supported the MOE to hold its first national workshop of principals of the newly established muderiya EGLUs from all 27 governorates. The workshop was attended by three to four EGLU cadres from each governorate, together with USAID and senior officials of the Ministry and Professional Academy of Teachers. They reviewed muderiya plans for teacher training and implementation of the Ministry's national EGRP in Grades 1, 2, and 3 in all MOE primary schools. Central to the workshop objective was that the participants reviewed key findings of Egypt's first national baseline assessment of EGR skills for Grade 3 (completed in April–May 2013, and centrally funded through USAID's *Data for Education Programming in Asia and Middle East (DEP-ASIA/ME)* task order under the *Education Data for Decision Making (EdData II)* project, and applied the results to begin to identify five-year benchmarks for Grade 3 reading.

Grade 2 Textbook Analysis

In collaboration with the MOE Working Group charged with early grade textbook review and the Center for Curriculum and Instructional Materials Development, GILO also helped complete a reading content analysis of the Grade 2 textbook (Grade 1 had previously been completed). This technical analysis of the Grade 2 textbook was completed before the MOE set design specifications for a new textbook, which was to be produced the next year. For the final extension GILO phase from September-December 2013, the MOE received GILO assistance in the reading content analysis of both the Grade 3 and 2nd-term Grade 1 textbooks as part of their ongoing review, refinement, and revision.

EGRP Focus Groups

Focus groups were held in each of the 27 governorate for Grades 1 and 2 and participant responses were recorded from each discussion on prepared forms. The content focused on: 1) 60-minute questions and answers (Q&A) with 12–15 appropriate-grade students from several "excellent" schools; 2) 60-minute Q&A with a similar number of appropriate-grade students from several "struggling" schools; 3) 90-minute focus group with 12–15 appropriate-grade teachers; and 4) a 90-minute focus group with 10–12 Arabic-language supervisors. MOE participants were selected for their insights and professionalism.

Muderiya Early Grade Learning Units

GILO also provided facilitation and technical assistance to the first national meeting of the muderiya EGLUs held in Cairo in June 2013. A total of 108 EGLU cadres, muderiya Training Department heads, Central Early Learning Unit (CELU) staff, and senior MOE and PAT officials attended the meeting. GILO also supported a series of five national workshops of muderiya MOE Planning Teams that had been receiving GILO assistance since 2011. The newly formed EGLUs in muderiyas and idaras were staffed by trained technical cadres for early grade learning. They succeeded the MOE Planning Teams of senior muderiya officials that had initially directed implementation of this national MOE program in all governorates. The establishment by Ministerial Decree of the EGLUs was a significant step toward sustainability.

Technical assistance by GILO in Phase 2 focused on 1) specifying EGLU roles and responsibilities, 2) guiding EGLU work planning and teacher training plans to end 2013, and 3) orienting EGLUs to follow up early grade reading instruction in classrooms. A highlight included presentations by each muderiya of EGRP achievements, key activities, and challenges in their governorates in recent months. This too signaled significant progress toward sustainability.

Capacity-Building for the MOE Central Early Learning Unit

With the addition of six professional staff to the CELU at the MOE, GILO provided technical support for their skills development. They were assisted to conduct reading content analyses of the Grade 3 textbook, which began with a workshop in April 2013. A total of 17 participants, including selected muderiya EGRP cadres, joined the six new CELU staff, along with professional representatives from the MOE's National Center for Examinations and Educational Evaluation (NCEEE) and CCIMD. The textbook analysis informed the revision of the textbook later in 2013.

GILO conducted a post-implementation workshop in June 2013 for 21 participants from the CELU staff and the EGLU coordinators (who had facilitated the EGRP focus groups in 13 governorates). The workshop attendees reviewed and analyzed information and comments collected from the 26 focus group discussions. These further informed the implementation and MOE planning efforts.

GILO hosted and provided technical support for two workshops for the CCIMD, the CELU, the NCEEE, and the MOE Inspection Department staff, to design and develop the new system for EGRP follow-up for use at the national level. The first workshop held in April 2013 was assisted by two staff of USAID's Education Support Program and produced three manuals.

GILO then provided technical assistance to the CELU and CCIMD in their joint review and reading content analysis of the Grade 3 textbook. This helped launch the MOE's review and reading analysis of the Grade 3 textbook.

MOE Instructional Follow-Up System

The development and launch of an instructional follow-up system to monitor EGRP implementation in Grades 1 and 2 classrooms was also a central MOE priority. With GILO support, CELU and the MOE Inspection Department completed a review of instructional monitoring needs and a report of recommendations for an EGRP follow-up system to be implemented by Arabic-language supervisors. Upon completion, review, and MOE approval of the separate *Facilitator Manual*, *Participant Manual* and *How-to Manual for EGRP Follow-Up*, GILO procured 2,100 copies each of the *Facilitator* and *Participant Manuals* to support cascade training of Arabic language supervisors by the muderiya and idara Arabic-language supervisors. A total of 7,100 copies of the *How-to Manual* were distributed to all 27 governorates in June 2013.

How-to Manual **Participant Manual** **Facilitator Manual**

Focus Groups for EGRP Grades 1 and 2

Following the focus group preparation and facilitator training workshop of May 2013, GILO supported CELU staff and EGLU coordinators in 13 governorates to conduct the 26 focus groups referenced above—two in each governorate—with key respondents from students, teachers, and Arabic-language supervisors in Grades 1 and 2. The purpose was to capture their experience, reflections on the grade textbook, and user guidance on "best practices" in implementing EGRP. Separate focus groups were held on successive days in each governorate for Grades 1 and 2. MOE participants were selected for their insights and professionalism, and participant responses were recorded from each discussion on prepared forms.

Trained CELU technical staff and EGLU coordinators in each of the 13 governorates led the proceedings. The governorates included: Cairo, Giza, Beni Suef, Sohag, Qena, Aswan, Red Sea, Alexandria, Damietta, Port Said, Suez, Kafr al-Shaykh, and Gharbeya. The recorded comments

from each focus group were reviewed and analyzed at the post-implementation workshop held in June 2013 with all facilitators.

Early Grade Textbook Enhancement

Following technical support for reading content analysis of the Grade 2 textbook in early 2013, the MOE requested GILO guidance and assistance to enhance the 2nd semester, Grade 1 and Grade 3 textbooks in order to better align the learning resources with the EGRP curriculum. After a training workshop in May, the CELU was assisted in setting specific recommendations for the reading design and vocabulary content of the 2nd-semester, Grade 1 textbook for future revision.

Following the completion and printing of the *EGRP Instructional Follow-up Manuals*, GILO conducted a training workshop for 21 EGRP Master Trainers to lead the cascade training of muderiya and idara EGRP trainers. GILO continued its close coordination with PAT leaders to assist them in their lead role in technical and training support for the EGRP implementation.

EGRP Grade 1 e-Learning Portal, Grade 1

Support was also provided to PAT in certifying a group of trainers to technically support stakeholders (teachers, students) and to effectively use the EGRP e-Learning portal (which was transferred to PAT at project closeout).

Reading Benchmarking

GILO helped organize a participatory planning workshop in June 2013 where the MOE set benchmarks for Grade 3 reading skills. Cadres from MOE EGLUs in all muderiyas, USAID, and senior MOE and PAT officials attended. This was the opening "task" of the first national meeting of EGLU cadres. By initiating planning for national benchmarks in early grade reading, Egypt joined the vanguard of countries planning or implementing measurable, national targets for reading proficiency in early grades.

The benchmarking workshop opened with muderiya displays of EGR materials and resources for teacher and student use produced by local schools. A summary presentation of key results from the EGRA Grade 3 national baseline conducted in April-May 2013 followed, as well as discussion of the comparative results of previous Grade 2 EGRAs implemented in 2009 and 2011. These results empirically informed the MOE's discussions on setting benchmarks.

EGLU cadres divided into breakout groups to discuss the benchmarking guidance and the EGRA results. They proposed specific benchmarks—i.e., measurable targets—for proficiency in each of four reading skills (letter-sound knowledge, syllable reading, passage reading, and reading comprehension)—by Grade 3 students after five years (by 2018). Through this process, five-year benchmarks proposed for Grade 3 reading in 2018 were finalized and shared more broadly within the MOE and with USAID.

EGRA Grade 3 Baseline

While not funded through GILO, the MOE and GILO staff also collaborated to support the Grade 3 EGRA baseline, centrally funded through USAID's *EdData II* project, as noted above. This served as Egypt's *first national early grade reading baseline*. The report can be found at: https://www.eddataglobal.org/countries/index.cfm?fuseaction=pubDetail&ID=565

Early Grade Mathematics Assessment (EGMA)

At the MOE's request, expert technical assistance was provided in May and June 2012 to introduce and lead the adaptation of an Early Grade Mathematics Assessment (EGMA) tool to the Egyptian context. EGMA, a tool that assesses student performance on the most fundamental and predictive competencies in mathematics that students need for future school success, is designed to inform policy and decisions to enhance instruction and learning outcomes in mathematics. Adapting EGMA to the Egyptian context required: aligning the tool with the MOE mathematics curriculum in Grades 1–3 and refining test items; training MOE assessors with strong mathematics and supervision skills to adapt the EGMA and conduct a pilot assessment; and implementing the pilot assessment to test the tool's adaptation. Adapting the tool and training assessors was completed in a GILO workshop with MOE's EGMA Review Committee. GILO-trained MOE assessors tested the EGMA tool on 249 Grade 1, 2, and 3 students from nine schools in Menoufiya, Beni Suef, and Suez. The pilot test confirmed the tool's essential properties: quick (each student could be tested in 20 minutes); clearly understood by pupils in all early grades; and capable of producing reliable, valid data.

The small, diverse sample of students tested in this pilot implementation was sufficient to fully test the tool's utility and reliability. As expected, there was a general decline in student performance as sub-tasks and items became more conceptual and difficult. The EGMA results showed the expected progression in student performance from Grades 1 to 2 to 3. However, the sample of students was not large or representative enough for results to be valid measures of Egyptian pupil performance, as the findings cannot be extrapolated.

The pilot results did suggest that these pupils generally knew the basics of mathematic facts, rules, and procedures, but that they struggled when applying their knowledge: their fluency was low and performance was slow. These results hint that pupils had memorized these rules, facts, and procedures of mathematics, but did not practice them sufficiently. A full baseline application of EGMA is needed to provide accurate measures of early grade performance in Egypt as a whole or in selected sub-regions.

School ICT Packages and Teacher Training

From 2008 to July 2011, direct training, technical assistance, coaching, equipment, and software for ICT use in school teaching, learning, and administration were provided to the 166 MOE primary and preparatory schools. GILO also:

- Procured and installed 1,380 desktop and 860 laptop computers, wireless networks, laser printers, scanners, projectors, digital cameras, and software.
- Supplied filtered Internet to schools with ADSL access (50% of supported schools).
- Installed and trained school staff in school management information systems software.
- Trained school-based trainers (500+), including 280 women, to sustain ICT support and learning by school colleagues.
- Trained over 2,000 ICT-capable teachers to apply ICT in classrooms and preparation.
- Provided digital resources for teaching and learning, notably in early grade reading.

Training programs for teachers, stakeholders, and SBTEUs were also provided to support shared ICT use by teachers and students for improved learning outcomes. These included:

- *SBTEU Training in ICT for Teachers and Administrators of Lesser Computer Competency*: This training targeted school staff with weak or no computer skills and was integrated into the school-based training units.
- *ICT Training for Head Teachers and Idara Supervisors:* This 3- to 4-day training targeted senior professional staff with few or no computer skills.
- *Advanced Microsoft Training for Women ICT Trainers:* This skills training helped women teachers to secure needed qualifications to provide technical support to their colleagues.

In early 2012, nine months after GILO direct support to schools had ended (July 2011), a large follow-up survey of ICT use in teaching, learning, and school administration was conducted among a stratified, random sample of 54 schools—nearly one-third of all GILO-supported schools. Survey respondents were predominately teachers (72%) with nearly equal numbers of school managers, school BOT members, and administrative staff .

Although the results showed that teacher interest in using ICT in education was high in Egypt, actual use of ICT (when available) lagged behind the stated interest level. The most basic reason given was lack of computer literacy and confidence, certainly among generations that did not grow up using computers and other technology-based tools as part of everyday life. Just 7% of school managers had good computer skills and could apply ICT in school administration. Two-

thirds of managers said they had no computer skills, while 23% had basic competency but were not using ICT in school administration.

GILO also found in the survey that teachers were typically alone in applying ICT in teaching and learning. Over three-quarters of surveyed teachers reported little or no encouragement from school managers, head teachers, or idara supervisors to apply ICT in their classes. Computer illiteracy in this older population of school leaders, senior teachers, and supervisors was the chief reason for lagging ICT use. As younger, computer-capable employees of the MOE reach senior positions, these percentages will improve.

EGRP e-Learning Portal

Working with an MOE Arabic-language specialist, GILO supported development of a model e-learning portal for Grade 1 instruction. The EGRP e-Learning Portal is an open-source Learning Management System developed using the Moodle system. The portal offers teachers, their supervisors, and school administrators ongoing access to professional learning in key concepts, principles, methods, and practices of enhanced Arabic reading instruction. The first Arabic portal for EGRP instruction contains several training modules. For example:

- **Module 1**, in four lessons, introduces EGRP, its components, and the central role of phonemic awareness in learning to read.
- **Module 2** provides three lessons of resources and activities for interactive learning and classroom reading instruction for Grade 1. Resources include detailed and scripted routines for classroom instruction in learning the Arabic alphabet, sound blending and discrimination, and reading skills. This module also includes four learning activities for each of the 27 Arabic letters, each as a separate worksheet for student practice.

GILO also supported the MOE in obtaining PAT certification and administration of the EGRP e-Learning Portal. PAT also certified a cadre of MOE trainers to assist teachers, language supervisors, and school leaders to access and use these virtual resources. Throughout, GILO engaged the private sector for ICT support for teacher professional development.

Private Sector ICT Support
GILO mobilized private sector partners to contribute materials and technical expertise to support improving Arabic acquisition, including: • ***Microsoft Egypt*** provided its *Digital Literacy Package,* an audiovisual training package in Arabic, for installation on all GILO-provided computers in Cohort schools. *Microsoft* also trained two "support teachers" from every Cohort school in the new Microsoft Windows 7 operating system and the updated Office application. • The ***Oracle Foundation*** trained two "support teachers" from some 320 Cohort and Cluster schools to use the online *ThinkQuest* application.

CLIN 3 ACHIEVEMENTS: Strengthened School Governance and Management

CLIN 3: Strengthened School Governance and Management October 1, 2008 – September 31, 2011
• Trained and assisted school administrators to improve school management and educational leadership • Developed BOTs for strengthened school governance • Strengthened BOT capacity to advocate and promote girls' education access, partnership with school management, participation in school assessment and school planning • Installed and used school management information systems • Promoted opportunities for greater student, parent and community involvement in schools as local resources

Activities implemented in CLIN 3 were focused on strengthening the capacity of school decision-makers (BOTs and school administrators) to better advocate and promote opportunities for community involvement in schools, and in particular, girls' participation in education.

- ***99% of the 166 GILO-supported schools achieved three key results:*** 1) demonstrated democratic principles in BOT governance; 2) demonstrated BOT engagement with school administrators in school decision making; and 3) used data for decision making.
- ***164 of 166 schools (99%) of GILO-supported schools demonstrated democratic principles*** in holding General Assembly elections for vacant seats on the BOTs and/or in the democratic governance of Board affairs. The performance indicator for this result was at least three documented instances of BOTs demonstrating democratic principles (recorded votes) on Board affairs, as shown in Board meeting minutes.
- ***162 of 166 schools (98%) of GILO-supported schools completed school self-assessments and school improvement plans—***prerequisites for school accreditation. And 99% of project schools established sustainable school maintenance systems that operated for at least one year.
- ***100% of GILO-supported schools had a basic school management information system (SMS)*** installed on school computers that was user-friendly and compatible with the MOE electronic education management information system (EMIS). A total of 165 of 166 Cohort schools (99%) satisfied all minimum criteria for a functioning SMS. Many schools used the SMS extensively as their primary information source on student attendance and select other data. A user manual was developed and reviewed before being distributed to Cohort schools. Administrators in all Cohort schools completed basic IT skills training for SMS use.
- ***Catchment populations of GILO-supported schools*** demonstrated an increase in the NER for girls of 5.7%, surpassing the 5.0% target.
- ***GILO printed and distributed 5,000 sets of How-To Manuals*** on specific topics of school and BOT governance for the benefit of BOT and school leaders. Each set consisted of 13 short, illustrated booklets on how to, among other things, hold effective

Board meetings, perform the role of trustee for the BOT, establish and manage BOT committees, promote and support women's participation and leadership, and encourage and support girls' education and participate in school improvement plans.

- ***GILO achieved or surpassed its training targets for CLIN 3*** (see details below).

- ***GILO exceeded its targets for increases in the Management Assessment Protocol (MAP) Index*** (overall mean score) of school management practices and administrative systems in Cohort schools from the mean baseline score of 1.37 [7] (see ***Table 14***).

Table 14: Targets and Results for MAP Index

Schools	Target/Result Category	Results by Time Point		
		Baseline	FY2010	FY2011
Cohort #1 Schools	Target	1.37	1.45	1.50
	Result		2.50	3.35
Cohort #2 Schools	Target	1.37	1.41	1.45
	Result		2.24	3.00
Cohort #3 Schools	Target	1.37	NA	1.41
	Result		NA	2.60

MOE assessors appraised the management practices and administrative systems of all 166 GILO-schools supported using the MAP instrument developed by the ERP. The results of MAP 2011 continued the impressive improvements achieved in 2010: the mean score for Cohort #1 schools rose 38% to 3.35 (on a 5-point scale, with "5" the highest score). This achieved score was 123% higher than the target mean score for Cohort #1 schools in 2011. Cohort #1 schools received three years of GILO support. The mean score for Cohort #2 schools, supported by GILO for two years, was 3.00—or 107% higher than the target mean score of 1.45. Cohort #3 schools, supported by GILO for just one year, achieved a mean score of 2.60—an average markedly higher than either previous Cohort achieved in just one year.

Formation of Boards of Trustees and Strengthened School Governance

GILO collected baseline data on BOTs using a BOT Assessment Tool (BOTAT) developed by USAID projects, the ERP, and the New Schools Program. GILO built a database with profiles of BOT practices and capacities to guide the implementation of activities under CLIN 3.

The project developed a package of training activities focused on strengthening the capacity of school leaders, including administrators, BOTs, and maintenance officers to: 1) lead and support

[7] The MAP instrument was a qualitative measure of school management practices and administrative systems that included 22 observation items, each scored on a 5-point scale (5 = highest; 1 = lowest) using established rubrics. Trained MOE supervisors conducted a complete MAP assessment for every GILO school in Cohorts #1, #2, and #3. The overall mean score (MAP Index) for each Cohort of schools was the unweighted aggregate score for all schools of that Cohort on all MAP items.

teachers to adopt the new pedagogies in student-centered active learning that GILO promoted through teacher training; 2) advocate and promote improved access to education by girls; and 3) lead the school improvement planning (SIP) process.

These training programs included: instructional leadership, leading change, school maintenance, financial management and administration (particularly in view of the MOE's extensive efforts to decentralize budgets after the MOF's edict), and educational leadership (see ***Annex 9*** for summary of trainings).

A total of 1,964 principals, deputies, other school administrators, and BOT members completed more than four days of GILO training in one or more of the following areas: leading change and educational leadership, BOT roles and responsibilities, school maintenance, SMS, school self-assessment, SIP, using data in school decision making, mobilizing support for girls' education, BOT good governance, MAPs, financial management, decentralization, preparing school report cards, and/or selected other topics of GILO-supported training for school administrators and BOT members (see ***Table 15***).

Table 15: ***Number of School Administrators and Selected BOT Members Trained to Practice Effective Educational Management, Basic Computer Skills, School Maintenance, Governance, and Leadership***

Target/Result Category	Gender	Number of Trainees, by Fiscal Year			Total
		FY2009	FY2010	FY2011	
Target		200	400	800	1,400
Result		251	1,142	571	1,964
	Men	195	977	456	1,628
	Women	56	165	115	336

A total of 1,684 educational supervisors (idara supervisors, senior teachers with supervisory responsibilities, Training Unit staff, and other supervisory personnel) completed more than four days of training in one or more of the areas listed in the previous paragraph (see ***Table 16***).

Table 16: ***Number of Supervisors Trained to Use and Demonstrate Effective Educational Leadership on Measures Shown in the Management Assessment Protocol (MAP)***

Target/Result Category	Gender	Number of Trainees, by Fiscal Year			Total
		FY2009	FY2010	FY2011	
Target		250	350	900	1,500
Result		144	762	778	1,684
	Men	106	622	583	1,311
	Women	38	140	195	373

BOT Advocacy and Promotion of Girls' Access to Education and Learning

Strengthening BOT advocacy and promotion of girls' education to the community was the central GILO strategy for increasing girls' participation in schools with lagging enrollments. Different communities and their BOTs undertook different types of interventions to: improve school infrastructure for girl students; improve the quality of teaching and learning to discourage girls from dropping out; and promote the importance of girls' education, particularly in the more remote schools that had issues with enrollment and persistence of girl students. A representative group of achievements is presented below (***Exhibit 7***). Examples of promoting opportunities for greater student, parental, and community involvement in schools appear in ***Exhibit 8***.

Exhibit 7. BOT and Community Advocacy Activities

Location	Description of Event or Activity
QENA – 13 Cohort schools in Abu Tisht idara	GILO delivered two days of training to these BOTs on effective advocacy and collaboration with CETs for girls' access to education and learning. Participating BOTs carried out community-awareness campaigns and household visits to encourage parents to enroll and maintain their daughters in school.
BENI SUEF – Deir al Hadid hamlet (al-Heeba village, al-Fashn idara)	The community and Cohort school BOT prepared an action plan to address challenges to girls' participation. The plan specified a number of community meetings to raise parental awareness of the importance of girls' education and the negative consequences of early marriage. With project material support, the community and the BOT themselves organized and conducted 4 community meetings (total 73 participants)—including two meetings led by local religious leaders—to promote girls' education and discourage early marriage in the village.
MINIA	The Governor asked the Jesuit et Frères Association (nongovernmental organization) in al-Minia to conduct an in-depth study of the reasons for school dropout, absenteeism, and nonenrollment, for girls especially. GILO facilitated the Association in its research through introductions to Cohort schools and community leaders.
MINIA – Dalqaam Basic Education School	Members of the school's BOT visited families in their neighborhood to discuss having their children who had dropped out return to school. The BOT also reviewed the list of students who had failed their first-term examinations and organized supplemental classes for these students. They promoted a "peer learning" strategy that paired students of strong and weak performance to improve the learning outcomes of struggling students.
MINIA – Bani Mazar idara; al-Naaseriya Preparatory School	The BOT succeeded in convincing 32 nonattending students (of whom 20 were girls) to return to school and attend classes. The 32 students had left school because of severe overcrowding. The BOT mobilized community support to open two new classes in the school.

Exhibit 8. Opportunities for Student, Parent, and Community Involvement in Schools

Location	Description of Activity
BENI SUEF – al Gamhuud community	The community organized supplemental classes led by educated neighbors from the community (most of the teachers in these remote schools came from outside the village). The tutors divided up the students by their proficiency in reading and writing and worked with each level.
AL FAYOUM – al-'Agameyeen and al-Nasaariya schools	The schools opened their playgrounds to their communities on public feast days and organized sports events for children and youth.
AL FAYOUM – Itsa Girls' Primary School	The BOT and school administrators organized and held a charity exhibition with in-kind contributions from the parents of students.

CLIN 4 ACHIEVEMENTS: STRENGTHENED INSTITUTIONAL CAPACITY FOR DECENTRALIZED GOVERNANCE

CLIN 4: : Strengthened Organizational and Institutional Capacity of GAEB/Decentralization Capacity of the MOE October 1, 2008 – September 31, 2011
• Provided technical assistance to GAEB to select priority need schools for rehabilitation and/or construction. • Promoted community participation in school construction planning and school maintenance planning.
CLIN 4: : Strengthened Organizational and Institutional Capacity of GAEB/Decentralization Capacity of the MOE GILO Extension October 1, 2011 – September 31, 2014
• Supported the MOE's Decentralization Support Unit (DSU) in its efforts to assist central ministry, muderiyas, idaras, and schools in implementing fiscal decentralization • Provided technical support to MOE for efficient and effective fiscal decentralization implementation • Documented GILO support and MOE progress in fiscal decentralization

GILO's Performance Monitoring Plan (PMP) specified 19 *Effective Actions*, i.e., benchmarks, in MOE/GAEB decentralization, with a target to achieve 16. GILO actually achieved 14 of the 19. The five remaining *Effective Actions* in decentralization were not taken up and implemented by the MOE or GAEB (see PMP).

Building Capacity for Decentralization

- 27 muderiyas were trained in developing and implementing capital investment and major maintenance plans and were supported in doing so for two years. Over 150,000 people were trained on multiple occasions on decentralization, decentralized education finance, and a host of other related topics.
- GILO helped build the capacity of the DSUs, which stretched into every muderiya and idara. The DSU role and responsibilities were institutionalized via a Ministerial Decree. Over 300 DSU members were certified as decentralization trainers
- The Fiscal Discipline Manual (FDM) was certified by PAT as an official training program, further institutionalizing the changes that were put in place.
- 1,461 MOE/GAEB administrators were trained at central, muderiya, and idara levels to effectively implement decentralized systems. Each one of these training recipients completed the minimum three to four days of GILO training in administering decentralized systems and TOT.

Implementing Decentralized Education Finance

GILO technical assistance supported the MOE in designing a high-quality decentralized education system. The MOE's Strategic Plan was intended to help move the system from where it was at the time toward a vision of a high-quality decentralized education system. This included:

- EGP 2.188 billion was decentralized over the period 2008 to 2013.
- EGP 466 million went directly to 40,000 schools, was budgeted by those schools in their SIPs, and was used by those schools for school improvement benefit 15.5 million students.
- EGP 210 million for maintenance (BAB 2/6) was moved into each muderiya's budget, thereby continuing to propel the decentralization of education finance to the muderiyas.

Technical Support to MOE for Efficient and Effective Fiscal Decentralization

GILO closely supported the MOE in implementing fiscal and administrative decentralization. The MOE had piloted decentralization in the spring of 2009 with EGP 8.46 million from the central Ministry's budget for BAB2 expenses. These monies were redirected to governorates, then to idaras, and finally to the schools using an empirical funding formula: muderiyas, idaras, and schools were allocated specific amounts based on a standard formula of school enrollment, relative poverty, and school type criteria.

Both the formula criteria and the specific amounts allocated to each level were fully transparent to all stakeholders. The MOE disbursed the funds and schools expended the monies before the deadline. Each school developed a plan and budget for its BAB 2 funds that it presented to the BOT for review and approval. The idara then released the monies specified by the formula to each school. To promote "horizontal accountability" of schools to communities, schools posted their BAB2 plan, budget, and expenditures in a public place for all to see. GILO also provided technical support to the MOE to assess the pilot implementation experience.

Following the two-year pilot initiative in decentralized financing in three governorates, MOE announced its plan to decentralize school maintenance, materials procurement, and secondary technical education expenditures to subnational levels (muderiyas, idaras, and schools) in all 27 governorates, beginning in 2010/2011. This was the direct result of a decentralization directive issued by the MOF on February 18, 2010. This directive advanced decentralization by empowering local authorities to prioritize their needs and by directing line ministries, such as the MOE, to include directorate budgets in their Ministry budget starting in 2010/2011. The MOE opted to spearhead fiscal decentralization based on their pilot and because of their leadership position in this area of reform.

GILO coordinated closely with other USAID/Egypt projects working on education decentralization issues to build on existing programs and to maximize USAID investments. GILO's role was to support the MOE in decentralizing the planning and expenditure of specific components of the MOE budget to muderiya, idara, and school levels. The MOE was committed

to decentralizing the budget allocation and expenditure for BAB2 *major maintenance* and BAB6 *technical education building improvements*. GILO also assisted MOE in developing a protocol that specified the respective roles and responsibilities of muderiyas and GAEB branch offices in the governorates in planning and implementing BAB2 and BAB6 funds.

PAT ACCREDITATION OF THE MANUAL FOR FISCAL DECENTRALIZATION
On October 8, 2012, the PAT accredited the *Manual for Fiscal Decentralization* of BAB2 and BAB6. The manual became the official reference and guide for MOE training and implementation of decentralized finance of BAB2 and BAB6 budgets. The Trainer / Trainee manual set, developed by GILO and the DSU, is now used regularly by DSU staff muderiyas and idaras in implementing decentralized financing of these expenditure lines. The manuals, updated annually based on lessons learned from the previous year's implementation, are a major contribution of GILO support for MOE decentralization.

Support to the MOE focused chiefly on: building the capacity of staff in the new DSU and committees at central, muderiya, and idara levels; decentralizing planning and expenditure of school maintenance, BAB2, and capital investment, BAB6, under the GOE's budget; preparing a five-year Vision and Strategic Plan for MOE fiscal decentralization; training a cadre of Master Trainers who, in turn, trained nearly 140,000 MOE administrators at muderiya, idara, and school levels to plan and implement decentralized school expenditure; assisting in development and application of the Fiscal Discipline Manual; and monitoring and assessing the progress of decentralized school expenditure.

Muderiya-level staff were trained and their capacity built to develop and implement: school improvement plans for how best to spend the money they receive; plans for how best to address major maintenance needs of various schools; and capital investment plans for how best to address the skills needed by technical education students to enter into the local and national labor markets. GILO supported the MOE in establishing Decentralization Committees (DCs) at muderiya and idara levels to enhance implementation of decentralized funding. An updated FDM was developed and Decentralization Master Trainers trained DC members on how to receive and allocate decentralized BAB2 and BAB6 funds. The idara DCs then trained school leaders and BOTs across Egypt to prepare School Expenditure Plans.

The MOE was also supported in designing a template meant to guide muderiya and idara DSUs and Technical Education Departments in preparing annual budgets for BAB6. By the end of December 2012 all muderiyas had completed their 2013/2014 plans and budgets for BAB6 using the new template and had submitted them to the central DSU.

Evaluating the MOE for Decentralized Education Finance

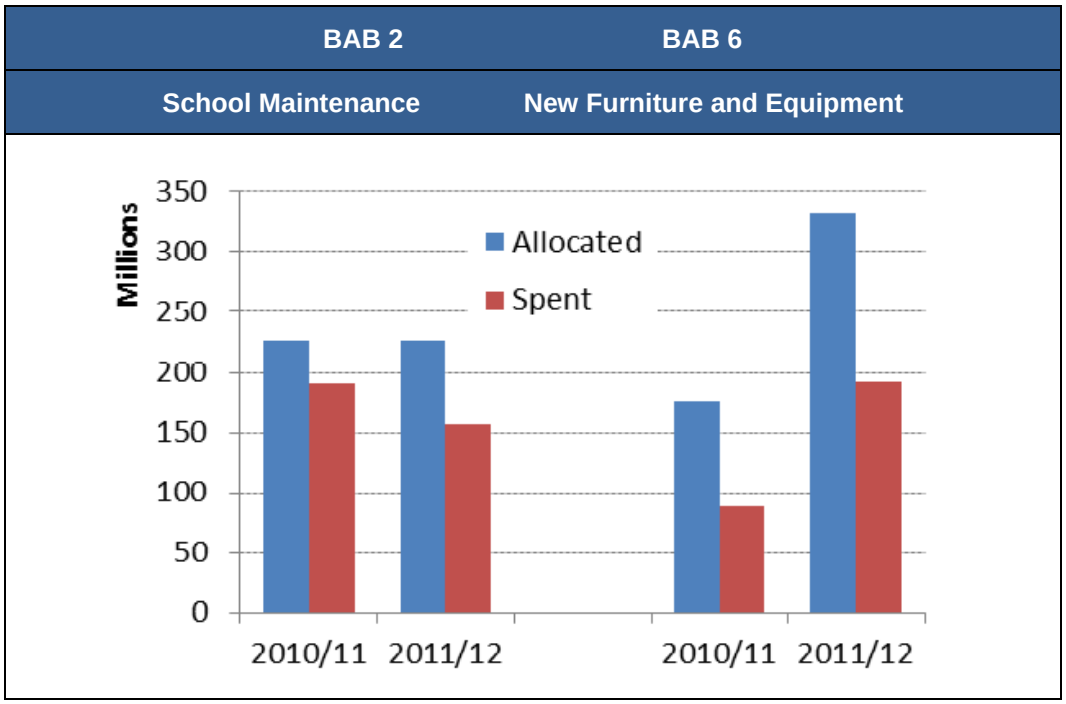
GILO conducted a final evaluation of the decentralized education finance after two years (2010/2011 and 2011/2012) of implementation and prepared *Final Evaluation Report: Decentralized Education Finance in Egypt 2011/12* (see ***Annex 10***). The final evaluation examined the progress of MOE decentralized financing of recurrent school maintenance (BAB2)

and technical education (BAB6) budgets. A total of 122 randomly selected schools (from a national sample) were surveyed on their experience in spending decentralized funds for simple maintenance. The study evaluated an accounting of the overall levels of allocation, contracting, and spending for individual components of the BAB2 and BAB6 budgets for each muderiya in 2010/2011; and insights and lessons learned on the actual experience of implementing decentralization implementation.

The evaluation findings were illuminating. In the first two years of nationwide implementation, total MOE allocations for decentralized spending increased markedly: up 39% from EGP 401 million in 2010/2011 to EGP 558 million in 2011/2012 (see ***Exhibit 9***). Total spending by muderiyas, idaras, and schools also rose—up 26%—but lagged behind the increase in allocations, dropping from 68% to 63% of total allocations in these first two years. These aggregate results, however, conceal wide variation in the progress of decentralized financing for specific budget items.

GILO also prepared a *Case Study Decentralized Education Finance (2007-2012)* (see ***Annex 11)***.

Exhibit 9. Allocations and Spending under BAB 2 and BAB 6



CLIN 5 ACHIEVEMENTS: MONITORING AND EVALUATION

CLIN 5: Monitoring and Evaluation October 1, 2008 – September 31, 2011
• Completed PMP, including verification of school, community data to set program indicators and evaluate local capacity for data monitoring, collection, and reporting • Conducted multiple assessments to set baseline for GILO including SCOPE, MAP, and girls' enrollment • Conducted EGRAs • Carried out monitoring and reporting
CLIN 5: Monitoring and Evaluation GILO October 1, 2011 – December 31, 2013
• Ensured comprehensive, verifiable, and timely measurement and reporting of GILO activities and results • Ensured project information systems were maintained and data quality was verified, including collecting, analyzing, and documenting project data for formal monitoring and reporting purposes • Collected and reported quarterly progress on target indicators (PMP and Strategic Objective (SO) 22 reports) • Completed entry of GILO training outputs into GILO Training Information and USAID TraiNet systems.

GILO developed two comprehensive PMPs—one for Phase 1 from 2008 to 2011 and another for Phase 2 from 2011 to 2013. Each reflected the expected results of the project's overall and results at the CLIN levels. To establish baselines, GILO carried out multiple assessments during the life of the project. Most were to set baselines, and others were to assess progress. The most efficacious assessments were the EGRA 2009 and EGRA 2011.

Given the large number and types of training activities that GILO designed and delivered, the project developed a web-based Training Information System (IS) to collect, manage, and report on project training events and participants. The Training IS made it possible for the project to collect, manage, and report on: lists and statistics of all training/professional development received by each participant; lists and statistical reports of all training by school, idara, and muderiya; and profiles of trainees. The Training IS also enabled the project to monitor results and report training statistics using TraiNet. This information was essential to monitoring the project's achievement of the prescribed numbers of teachers, supervisors, and school administrators who received three or more total days of training, coaching, or other professional development support.

GILO Communication Strategy

GILO's communication strategy was based on communicating with the public in general and the MOE in particular, using several information promotion and dissemination tools, such as producing films on activities. A project website (www.giloegypt.org) was established and used to promote the project and to make online resources available for teachers and other educators. GILO also developed a very effective tool, "Stories of Change," that captured, qualitatively, the

changes that the project brought to different beneficiaries, especially students. A total of 28 "Stories of Change" were produced. Limited to one page, they were produced in color with extensive pictures of boys and girls, and in both English and Arabic. The full list can be found in ***Annex 12*** along with a list of "briefers" prepared to introduce high-interest topics related to GILO (see ***Annex 13***).

Assessments and Baselines

GILO was progressive in the way it used assessments not only to establish baselines for indicators in the PMP but also to understand how to best implement different interventions. Different types of baseline assessments were conducted under each of the four technical CLINs. Some, such as the EGRAs, have been discussed in earlier sections of this report. Some of the other assessments that were particularly necessary and useful are described below.

***Standard Classroom Observation Protocol for Egypt*:** In 2005 and 2006, the ERP developed the Student Classroom Observation Protocol for Egypt (SCOPE) to measure changes in teacher and student classroom behavior and has been used by USAID education projects in Egypt. Under GILO, SCOPE was applied by trained and experienced MOE supervisors from muderiyas and idaras of GILO's four governorates (drawn from a random, stratified sample of six teachers of core subjects in each GILO-supported school). A total of 324 assessments were carried out, including 180 teachers in the 35 Cohort #1 schools and 144 teachers in 24 Cohort #2A schools. The 24 Cohort #2A schools had not received any GILO support yet produced the baseline, while Cohort #1 schools produced Year 1 results.

SCOPE assesses teacher/student practices in the classroom. GILO added a measure (index) of gender equity in current teaching practices and student behaviors in the classroom. The "Education Equity Index" focused on teachers by assessing how they responded to boys and girls in: encouraging participation, providing positive feedback, supporting leadership opportunities for students, and promoting critical thinking and problem solving. For the students themselves, the indicator was an index of observations focused on how girls and boys: self-initiate participation, have a voice in the classroom, encourage participation by the other sex, and/or disrupt learning.

Baseline Teacher Profiles in GILO Schools: GILO compiled data, statistical and descriptive, on all teachers in GILO-supported schools. From these data, GILO prepared baseline profiles of the teaching staff working in those schools to inform GILO on the composition of teaching staff in schools, incidence of staff turnover, and previous training and professional experience. This allowed teacher professional development staff to tailor training activities for specific schools to enhance effectiveness and impact and to achieve improved learning outcomes.

Baseline for Girls' Attendance and Completion in GILO Schools: Baseline data were obtained through community-level data on age populations from the 2006 Census. GILO then used the data to establish aggregate, community enrollment rates for girls in GILO-supported communities. The community-level data were combined with similar age population figures from the 1986 and 1996 censuses projecting school enrollment and classroom needs for the school-age populations in GILO-supported communities over the next 10 years. The baseline

was designed to: identify variance in school definitions and recordkeeping on these key measures of access to education; and prepare for the application of a standard GILO definition and recording process for enrollment and attendance in all GILO schools. The standard definition ensured reliability of the monitoring and reporting on changes in girls' enrollment, attendance, and completion rates.

Baseline of Girls' Participation in Benchmark School Exams—Primary and Preparatory Grades: GILO completed extensive baseline data collection on girls' participation in benchmark school exams in Grades 4, 6 ,8, and 9 in GILO idaras and Cohort schools. The findings argued strongly against the utility of both girls' participation in benchmark exams and girls' net completion rate as performance indicators in the PMP.

Attendance Record-Keeping: A field study of attendance record-keeping in schools determined: actual school practices and policies in monitoring, reporting, and using school attendance data, including the use of ICT for attendance record-keeping; whether nonattendance was a significant problem in specific schools throughout the year or during specific months; need for interventions to improve school attendance; and feasibility of school attendance monitoring.

Rapid Field Assessment of School Absenteeism and Attendance Reporting: GILO conducted a rapid field assessment of student absenteeism and attendance reporting in five Cohort schools in Dishna *idara*, Qena, during late spring 2010. The schools were selected not as a representative sample but to appraise the potential for consistent, accurate, and complete reporting on student attendance by all Cohort schools. The sample schools lagged in initiative and performance in GILO-supported activities. This field assessment assessed the feasibility of substituting a performance measure on girls' attendance for girls' completion rate in the PMP.

Across the five Dishna idara schools (primary and preparatory), the assessment found: very significant rates of student absenteeism among both genders in Grades 4 to 9, and frank admission by school principals that school attendance records were "fiction" and the actual rates of absenteeism were often much higher than reported. With limited school year months remaining in the GILO project, the findings did not recommend the addition of girls' attendance and retention as a performance indicator in the PMP.

Pre-training Assessment of Teacher ICT Skills: GILO completed a self-assessment survey of ICT skills and competency of 4,610 teachers in all 166 Cohort schools. The survey's objective was to identify ICT-capable teachers to lead and model ICT use in their classrooms and lesson preparations. Based on the survey findings, teachers were classified into four levels of ICT competency:

- Level A: *Intermediate-level or higher skills* – 17% of teachers
- Level B: *Strong beginner to intermediate skills* – 26% of teachers
- Level C: *Beginner skills* – 27% of teachers
- Level D: *No ICT skills* – 30% of teachers

Altogether, there were 1,730 teachers with Level A or Level B competency in ICT—in nearly equal proportions of men and women—in Cohort schools. GILO's strategy to advance ICT use in Cohort schools relied, in large measure, on Level A and Level B teachers, as well as the SBTEUs, to lead and model ICT use in education for their teacher peers. As noted in earlier sections, Level A and Level B teachers received supplemental training support (from Microsoft and GILO) to qualify them to apply ICT in teaching and learning inside and outside the classroom. Teachers of Levels C and D competency in ICT use were supported by their SBTEUs to develop their computer skills.

Testimonials from the Field

"EGRP is something beautiful…" Idara management team member at school meeting, El Wehda El Arabia Primary School, Cairo

"We parents never dreamed of a reading program like [as good as] this." School board member at group discussion in Salah Salem District, Alexandria

"Now 100% of my students are learning to read – not just the best 30% as before. I never thought that was possible. With much less effort than before, my results are much better." First grade teacher, Nazla Aqfahas Primary School, Beni Suef

Management Assessment Protocol (MAP): This school management assessment tool applied by USAID education projects in Egypt was used by trained MOE supervisors and set a baseline for school management practices. MAPs were carried out by two-person teams; one local assessor from the governorate and the other from MOE central. A single, full-day MAP was carried out for each of the same SCOPE-targeted 59 schools (35 Cohort #1 schools and 20 Cohort #2A schools).

Case Study Findings

The lessons learned below are drawn from the findings of a USAID centrally funded case study of GILO's early grade reading activity. Entitled *Going to Scale: The Early Grade Reading Program in Egypt (2008-2012)*, the study was conducted by Dr. Dean Nielsen in November 2012 under the aforementioned USAID *EdData II DEP-ASIA/ME* task order. The findings mirrored the experience and observations of GILO staff, and ongoing feedback received from MOE officials and educators across Egypt. They are included here because of their precision and clarity, and to document a more complete picture of the EGRP processes (such as the Textbook Analysis in ***Annex 14***). They were vetted and acknowledged by USAID as central to EGRP's success.

- ***Science matters.*** It was the solid grounding of EGRA in cognitive science that made the EGRP attractive to the eventual Egyptian champions of the system; this plus the continued scientific rigor of the 2009 EGRA, pre-implementation classroom observations, and the textbook analysis in Egypt helped to turn the improvement of early grade reading into a movement in the country. Continued scientific credibility in Egypt and other parts of the world will depend on the conduct of a sample-based, nationwide EGRA in 2013 and its use as evidence that the scaled-up intervention has made a difference.

- ***Bipartisan endorsement of the model (consensus) is a powerful motivator.*** Egypt was fortunate in that two language camps, the more traditional phonics advocates and the more progressive student-active-learning specialists, both endorsed the model used in EGRP. This consensus allowed the work to go forward with enthusiasm in both camps and without substantial opposition. Consensus of this sort can also be reached where it is less automatic, but often requires a long process of consensus building.

- ***True partnerships generate energy.*** The GILO team and its USAID sponsors made sure to engage Egyptian education managers and language experts from the beginning, in both design decisions and program implementation. As ownership shifted fully to the Egyptian teams and managers (national and governorate), a lot of positive energy was generated that allowed all parties to share the burden and to take credit for successes.

- ***Innovations with simple steps can catch on quickly.*** The EGRP was deeply grounded in learning theory, but not particularly complicated in its steps, building from simple letter recognition through phonemic awareness to word recognition and reading comprehension. Teachers find the steps easy to follow (easier than before) and that students catch on quickly. This has made the system popular among teachers, students, and parents.

- ***Early and easily demonstrable gains get attention and generate enthusiasm.*** Those using the system have found (at least based on anecdotal evidence) that their students' reading abilities have improved quickly, and this has affected other outcomes such as student behavior and attendance (reduced dropout). Being able to assert marked improvement in reading skills has given teachers and schools an increased sense of accomplishment and feeds enthusiasm about the system.

- ***Shifting from a teacher- to a student-centered pedagogy takes time.*** Most observed teachers were able to adopt the phonics teaching approach to reading, but many did it in the traditional teacher-centered manner, suggesting that changing teacher styles takes time and requires continuous professional support and coaching.

- ***Successful pilots can be brought to scale with the right kind of leadership, ownership, and commitment.*** This program shows that successful pilots can be scaled-up to the national level, with no more than reasonable and expected levels of quality reduction. This could not have been done, however, without widespread consensus over the need and way to improve early grade reading, a political-moral mandate to reach all primary school children, and dynamic leadership on the part of Egyptian managers and scientists, full system ownership (facilitated by a wise contractor), and strong commitment by all parties.

- ***Radical positive changes can occur "beneath the radar" even during times of instability and conflict on the main stage.*** One of the most surprising contextual features of EGRP scale-up in Egypt is that it occurred during a period of extreme national turmoil and uncertainty. Ironically, this may have been one of the factors contributing to success, since program champions wanted to make sure that the program was implanted

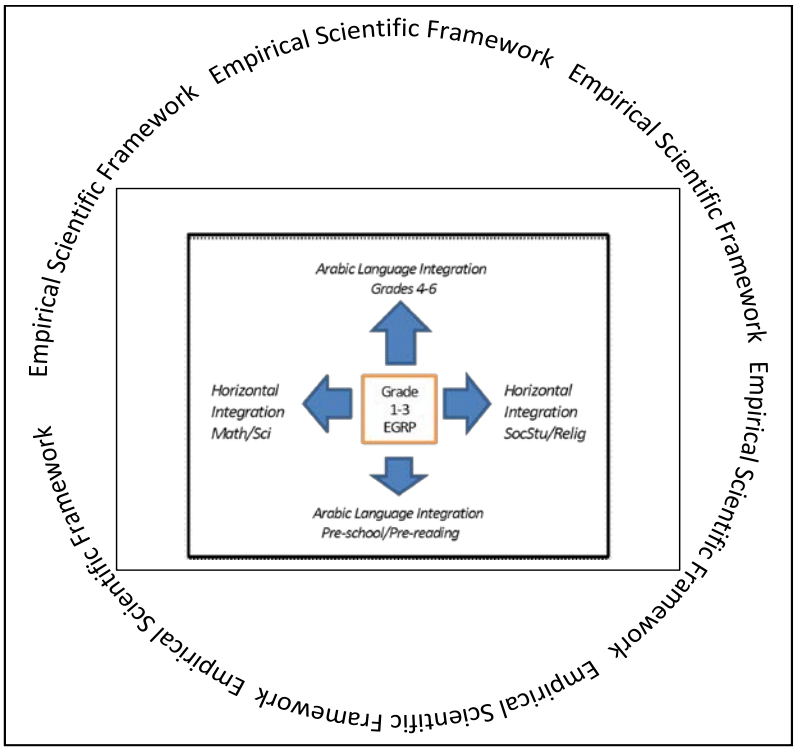
and institutionalized before any political/organization shifts occurred that might threaten to undo it.

- ***Widespread scaling-up is possible even when funds are tight if the government can increase efficiency through increased volunteerism and local buy-ins.*** This is one of the dividends of a popular innovation. As start-up costs are covered and the system moves towards institutionalization, nationally and locally, such contributions will be less necessary and difficult to sustain in any case, as the novelty of the intervention wears off.

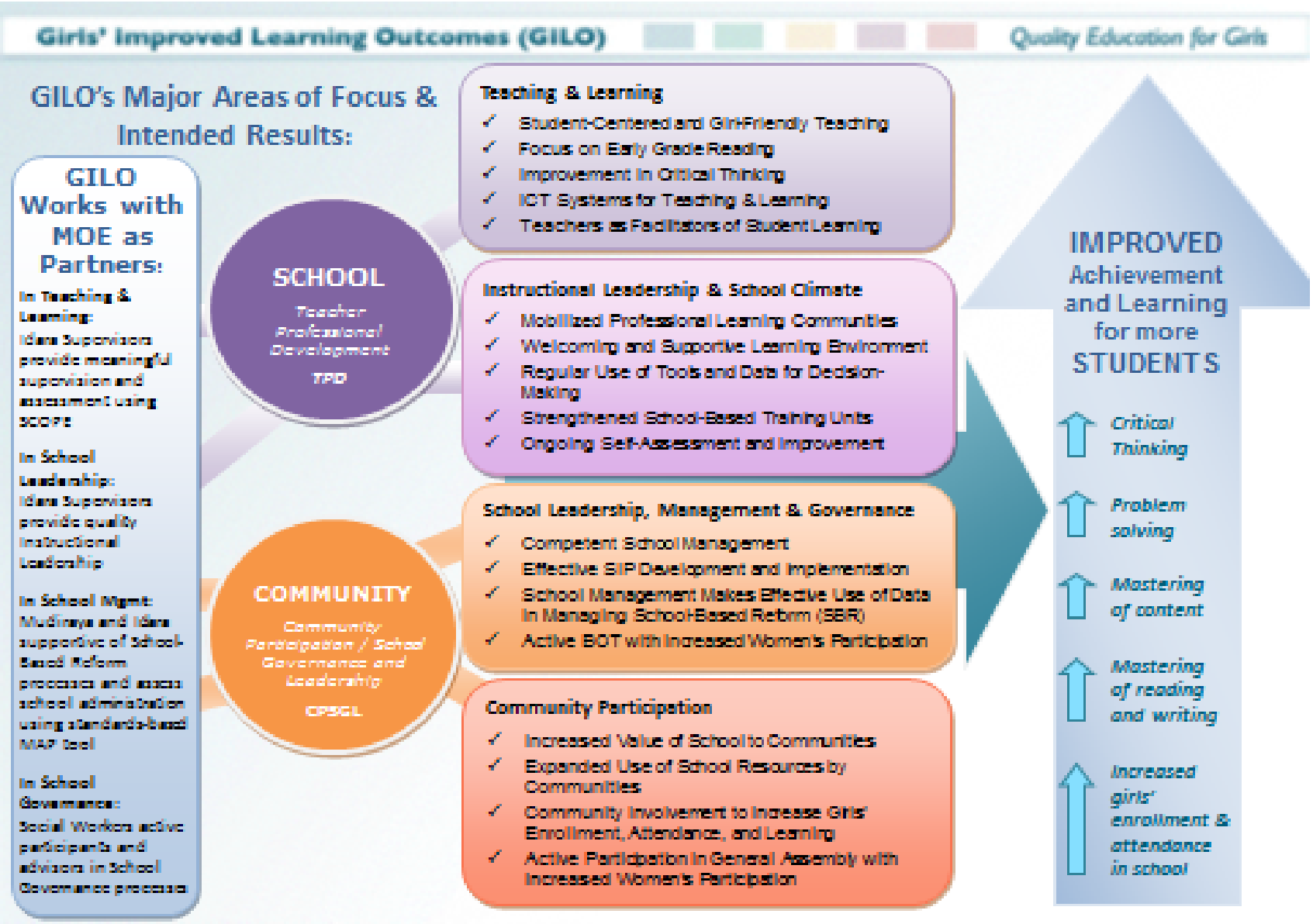
- ***A cascade model of dissemination presents both strengths and limitations: without it EGRP could not have been disseminated so rapidly and inclusively, but with it came the consequence of regional disparities, as some localities were better prepared to take up scaling-up challenges than others.*** Such limitations can be addressed as long as they are recognized up front and proactively compensated for. This would entail national and governorate officials becoming fully aware of where implementation falls below acceptable standards (using feedback mechanisms like GILO's rating system) and providing resources for trouble-shooting and remediation.

Vertical and horizontal integration of EGRP across all levels of operations ***(Exhibit 10)*** was cited by Dr. Nielsen as the *Empirical Scientific Framework* that underpins the EGRP's success. It is included here for ease of reference.

Exhibit 10. Vertical and Horizontal Integration of EGRP



Annex 1 : Girls' Improved Learning Outcome's Major Areas of Focus and Intended Results



ANNEX 2

Summary of All GILO Provided Training Workshops

1. Training for Teachers, Instructional Supervisors, Idara Supervisors and Other Educators

Student Centered Active Learning (SCAL) was a training program focused on concepts and instructional methods that place students at the center of the learning process, ***with special consideration given to girls' explicit and implicit learning needs.*** SCAL also involved clarifying the roles of teachers and learners in facilitating SCAL and distinguishing between different strategies of active learning.

Classroom Management was designed to teach participants how to create learning spaces that provide a nurturing and orderly environment that supports girls and children in managing their classrooms with teachers. The training module illustrated characteristics of classrooms and pupils that significantly influence learning, such as learners' age groups, gender-specific considerations, and the symptoms and effects of gender discrimination at classroom and school levels. The training program also demonstrated how to use measurement tools such as SCOPE to assess and develop classroom management practices that respectful to students.

Student Friendly Classrooms familiarized participants with the characteristics of a student friendly classroom and gave them the tools to create student friendly environments in their own classrooms. It specifically targets the challenges to access and learning that accumulate for girls at the household, community, school and classroom levels. Through an examination of these challenges, participants developed an understanding of the obstacles to girls' education and began to develop practices to improve girls' opportunities for achievement in the classroom. A student-friendly classroom has two basic characteristics:

- It is a child centered school — acting in the best interests of the child, leading to the realization of the child's full potential, and concerned both about the "whole" child (including his/her health, nutritional status, and well-being) and about what happens to children — in their families and communities before they enter school and after they leave it.
- Is comprised of classrooms in which all students participate equally in the learning process and are encouraged and supported to achieve their full potential.

Early Grade Reading Package (EGRP) was developed as a four (4) day training in phonics instruction using supplemental materials and phonics routines for teachers in Primary Grade 1 only. Training workshops were delivered by GILO staff and members of the MOE Working Group for Early Grade Literacy. Trainees had previously completed GILO's foundation training in SCAL. The 8-day program of EGRP training for teachers included:

- Days 1-2: *The Social Marketing of Early Grade Reading* providing participants with the compelling rationale for why improved instruction of Arabic literacy in early grades is so important. Participants for this part also included school administrators and BOT members.

- Days 3-4: *Phonemic Awareness* providing 1-day of training immediately followed by 1-day of hands-on practice and observed application of the instructional materials and classroom routines in real classrooms. Participants in this training included teachers in grades KG2 to Primary 2, Arabic teachers, and Idara supervisors.

- Days 5-6: *Phonics* similarly provided 1-day of training in letter sounds and the mapping of letter sounds to letter names (the "alphabetic principle"), immediately followed by 1-day of hands-on practice and observed application of the instructional materials and classrooms routines in the classroom. The same participants from Days 3-4 – *except* KG2 teachers – continue the training from Day 5 through Day 8. (Language instruction in phonics and comprehension are not part of the KG2 curriculum).

- Days 7-8: *Comprehension* concluded with 1-day of training and 1-day of hands on practice and observed application of teachers' use of the instructional materials and classrooms routines in the classroom.

Early Grade Reading Package Plus (EGRP Plus) was targeted to teachers in grades KG2 to Primary 3 in Cohort #1 schools only. The *Plus* package was more comprehensive than EGRP and introduced teachers to phonemic awareness, phonics routines and comprehension strategies. It included an initial training of 4-8 days followed by 3-days of refresher training in phonics routines for Primary Grade 2 teachers. Lead Arabic teachers, Arabic supervisors and school administrators participated in the training as required. GILO delivered training delivered to 139 trainees (89 women, 50 men) in all Cohort #1 schools only in the four governorates - the same schools that participated in EGRA 2009. All trainees had previously completed GILO's foundation training in SCAL.

Effective Supervision was focused on the concepts and goals of educational supervision and coaching, emphasizing the difference between the supportive act of coaching and the authoritarian act of inspection. It also developed trainees' understanding and ability to identify different methods of educational coaching. Participants learned select knowledge and skills that supervisors should practice for effective supervision and coaching, including how to give constructive feedback to teachers and how to prepare for and conduct classroom observation visits. The training module afforded participants the opportunity to reflect on specific challenges that supervisors encounter and offer possible solutions to deal with these challenges.

Advanced SCAL Training for Coaches The team of selected coaches for each school was typically 12-15 coaches and consisted of senior teachers, the school principal, a lead member of the School-Based Training Unit (SBTU), the SCAL teacher, several teachers demonstrating superior teaching skills and idara supervisors assigned to that school. Each school's team of coaches was expected to provide teachers with regular and ongoing follow-up support and training in their school. The training program for the coaches included different training modules of one day duration per module, each introducing a different strategy or approach towards effective coaching:

a) *Introduction to Coaching & Brainstorming Strategy* is a module that introduced participants to the concept and general objectives of 'coaching' as an approach to professional development. The training made clear the procedures and specific objectives of effective coaching, i.e. to provide essential follow-up support and frequent in-school training to teachers. Following this introductory segment, the module provided advanced training to participants in 'brainstorming' – a specific, active learning strategy first introduced in GILO's core module on SCAL. Coaches were trained to apply the brainstorming strategy in their weekly coaching meetings with teachers in their school. The module also contained a segment where coaches develop lesson plans and activities using the brainstorming strategy and learn to apply an observation tool to evaluate teacher performance in brainstorming. a training module that introduces BOTs, school social workers and social work supervisors to democratic school governance and the active participation of BOTs, parents and teachers in school decision-making and activities planning. Led by social workers who successfully completed GILO TOT training, this 3-day training module involved learning: i) basic concepts of good governance and their application in school administration; and ii) basic elements of school governance, including participation, representation, democracy, accountability, transparency, and power dynamics / politics within schools.

b) *Building Good Governance in Schools.* Was a training course that built understanding of the principles of democratic governance and how to apply these principles in school decision-making and implementation with parent and teacher participation. The training also targeted subjects such as transparency and accountability of school decisions with greater responsiveness to parents, teachers and the community.

2. Training for Improved Decentralized Management of Schools and their Budgets

GILO's package of training activities under CLIN 003 was focused on strengthening the capacity of school leaders, including administrators, BOTs and maintenance officers to: i) lead and support teachers to adopt the new pedagogies in student-centered active learning that GILO promoted through teacher training; ii) advocate and promote improved access to education by girls; and iii) lead the School Improvement Planning (SIP) process. These training programs included: Instructional Leadership, Leading Change, School Maintenance, Financial Management and Administration and Effective Educational Leadership.

- ***Instructional Leadership*** –a training module for principals and senior school administrators focused on guiding and supporting the professional development and improved classroom practices of teaching staff.
- ***Leading Change*** –focused on understanding the process of leading change including for gender equality in girls' access, attendance and achievement in schools. It presented the six critical components of leading successful change and improvements in their schools while also identifying strategies to overcome resistance to change and underlining the importance of working in teams.
- ***Financial Management and Administration*** promoted the school leadership and management included in the Management Assessment Protocol (MAP) instrument. The training was designed to enable school administrators to self-assess their own performance and school administrative systems using MAP. At the end of training, participants could: i)

identify the characteristics of good school management, ii) identify the elements of a successful schools, and iii) present the MAP tool to others in the school, BOT and community. Participants in this training include: school principals and their deputies, social workers, BOT chairpersons or deputies, and other school administrators.

- ***Effective Educational Leadership*** targeted school administrators, senior teachers, BOT chairpersons, CET members and idara supervisors and sought to promote tangible cooperation between BOTs and school administrators.

BOT Roles and Responsibilities: was a training activity designed to help participants better understand the roles and responsibilities of BOTs, their relationship to school administration, and the utility, roles and responsibilities of BOT committees. It was designed to enhance BOT members', social workers' and social worker supervisors' understanding of BOT organizational structure, responsibilities of BOT members and BOT members' skills in creating / sustaining this organizational structure and effective relations with the school administration.

Introduction to the Procedure Manual for Social Workers: presented the MOE's "Procedural Manual for School Social Worker and Idara Social Worker Supervisors". The training program reviewed all eight sections of the manual including roles and responsibilities of social workers in supporting BOTs, parents and teachers and understanding and implementing MOE guidelines and procedures in supporting these stakeholders and enhancing their professional knowledge and technical skills.

3. ICT Related Training

GILO conducted a number of orientation, planning, assessment, and training events for teachers, stakeholders and SBTEUs to support shared ICT use by teachers and students for improved learning outcomes:

Microsoft refresher IT training for SBTEU trainers: Microsoft delivered 3 days of refresher training to SBTEU trainers in all Cohort schools to technically support and train staff colleagues in basic IT skills.

Advanced Microsoft Training for Subject Teachers in Levels A + B: GILO sponsored 3-4 days of advanced training by Microsoft Egypt for subject teachers of Level A and Level B competency in ICT use. Trainees received advanced instruction in Word 2007, PowerPoint 2007 and Internet as tools for improved classroom instruction. Participants also learned to use the multimedia educational CDs developed by MOE in their subject areas to enhance and strengthen teaching skills. During their training, teachers were grouped by subject specialty to enhance and share their experience and developed materials with colleagues. Trainees also planned to implement practical sessions for students to use these multimedia educational CDs developed by MOE.

***ICT Training for Early Grade Reading Teachers*:** GILO delivered 4 days of basic ICT skills training to teachers receiving GILO training, technical support and instructional materials for improved reading instruction in Arabic in Primary Grades 1, 2 and 3. Participants learned to use computers, internet, and data show projectors in their classrooms in addition to GILO's Phonics CD and Safeer Garden Letters CD for phonics instruction.

***ICT Training for Head (1st) Teachers and Idara Supervisors*:** GILO initiated basic IT skills training (3-4 days duration) for head (1st) teachers and idara supervisors in Cohort schools.

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

Early Grade Reading Assessment (EGRA): Egypt

Progress Report – September 2011

- **Project Name:** Girls' Improved Learning Outcomes (GILO)

- **Start Date to Projected End Date:** February 2008 to September 2013.

- **Contractors:** Prime: RTI International; Subcontractors: World Education, CID Consulting, Keys to Effective Learning, Infonex

- **Implementation Vehicle:** U.S. Agency for International Development (USAID)/Egypt

- **Description of Purpose:** To support the Egypt Ministry of Education to improve the quality of primary education and the teaching of reading in Arabic in the early grades. To demonstrate the impact of highly-focused, data-based approaches to reading instruction in the early grades. The approach is based on evidence on best practice from around the world.

- **Study design:** The project used a randomized controlled design, with non-overlapping cohorts of Grade 2 students. The first (2009) cohort included 444 students from 30 intervention schools and 465 from 30 control schools. The second (2011) cohort comprised 574 students from the same intervention schools and 635 from the same control schools. Teachers in intervention schools received an average of 42 hours of professional development and implemented the Early Grade Reading Program for 6 months (October – January, March – April) in the 2010/11 school year.

- **Progress through September 2011:** Student outcomes on three key measures of the Early Grade Reading Assessment showed very significant improvement in intervention schools. On *Syllable Reading*, the mean number of syllables correctly read in one minute increased from 9.76 to 28.47 syllables (+192%) after six months of program implementation. The change in control schools on this same Syllable Reading measure was +18% -- from a mean score of 8.55 correct syllables per minute in 2009 to 10.10 correct syllables in 2011. This improvement in control schools is consistent with the delayed implementation of EGRA in 2011 (April-May) versus 2009 (January-February).

In *Word Reading*, Grade 2 students from the intervention schools showed a 111% improvement in the mean number of words read correctly in one minute: from 7.35 correct words in 2009 to 15.50 correct words in 2011. The comparable improvement in control schools was 34% -- from the low mean score of 5.56 correct words in 2009 to 7.45 correct words in 2011.

These results, and the improved mean scores in *Oral Reading Fluency*, are presented in the following table:

EGRA Measures	Mean Scores, Intervention Schools		% Change
	2009	2011	
Syllable Reading	9.76	28.47	+ 192%
Word Reading	7.35	15.50	+ 111%
Oral Reading Fluency	11.09	21.14	+ 91%

- **How the results were achieved:** The project EGRP Team, supported by the Ministry of Education Working Group comprised of Arabic Language Specialists, Curriculum Specialists, and renowned senior linguists, developed an Early Grade Reading Strategy and Package for teacher training. The Strategy and Package included the following essential elements:

  - **Established time for EGRP:** The Ministry of Education declared 20 minutes each day for teachers to implement the Early Grade Reading Package.
  - **Explicit and direct lessons:** Teachers used a manual with instructional routines for the 28 Arabic letters, student work sheets and sequence.
  - **Phonics resources:** Teachers infused an Alphabet Flip Book into lessons for demonstrating letter sounds of at the beginning, middle and end of a word.
  - **E-learning resources**: Teachers were provided with several E-learning products demonstrating Active Learning Strategies, Sounds of the Alphabet, and Big Book. Each product was carefully researched, developed, piloted and revised.
  - **Gender sensitive environment:** Teachers practiced strategies to balance positive learning experiences for both boys and girls through: taking turns, giving 10 seconds to answer a question, seating girls at the front of the room, and selecting resources with girls and boys in similar roles.

  - **Intense training and supervision:** Grade 2 teachers were provided with 12 days of face-to-face training and regular in-school visits that included coaching and supervision. Teachers met once a week to share teaching experiences, lessons learned and challenges.
  - **School-Based Training & Evaluation Unit support:** Senior teachers and heads of the school-based Training & Evaluation Units organized teacher training in the school, providing resources, mentoring and coaching.
  - **Summer Reading Program:** A number of intervention schools conducted short Summer Reading Programs lead by teachers and parents. Students practiced reading skills through a variety of genres, storytelling, role play, puppetry, games, songs, and arts and crafts.
  - **A supportive USAID/Egypt Mission:** The USAID Mission in Egypt was supportive of a highly focused strategy based on measurement and empirical research and facilitated field visits and opportunities for the Ministry of Education, international visitors and USAID colleagues to observe the achievement in classrooms.

Next steps: The Ministry of Education requested GILO support for an expansion of the EGRP to all Grade 1 classrooms in the 4 Project Governorates from September 2011. GILO will support the implementation of an Early Grade Reading Assessment in Grade One in two other governorates – El-Beheira and Cairo -- in October 2011. At Ministry of Education request, GILO will support the national roll-out of EGRP in Grade 1 in all remaining governorates in FY2012.

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

USAID | مصر
من الشعب الأمريكي

تقييم مهارات القراءة للصفوف الأولى

تقرير سير عمل – سبتمبر ٢٠١١

- **اسم المشروع:** تحسين الأداء التعليمي للبنات
- **تاريخ بدء المشروع والتاريخ المتوقع لنهايته:** فبراير ٢٠٠٨ – سبتمبر ٢٠١٣
- **الشركات الاستشارية القائمة بالتنفيذ:** الشركة الرئيسية: المعهد تراينجل للأبحاث (RTI). المقاولون الفرعيون: World Education, CID Consulting, Keys to Effective Learning, Infonex
- **أداة التنفيذ:** الوكالة الأمريكية للتنمية الدولية/ مصر
- **الغرض من المشروع:** دعم وزارة التربية والتعليم في تحسين جودة التعليم الابتدائي وتدريس القراءة باللغة العربية في الصفوف الأولى. توضيح آثار أساليب تدريس القراءة في الصفوف الأولى والتي تعتمد على تركز البيانات. ويعتمد أسلوب التدريس هذا على أدلة مبنية على أفضل الممارسات في شتى أنحاء العالم.
- **تصميم الدراسة:** قام المشروع باستخدام تصميم يعتمد على اختيار عينة عشوائية واستخدام عناصر ضابطة مع هذه المجموعات غير المتداخلة من تلاميذ الصف الثاني الابتدائي. وتضمنت المجموعة الأولى (٢٠٠٩) ٤٤٤ تلميذا من مدارس المجموعة التجريبية و٤٦٥ تلميذا من مدارس المجموعة الضابطة. أما المجموعة الثانية (٢٠١١) فضمت ٥٧٤ تلميذا من نفس مدارس المجموعة التجريبية و ٦٣٥ تلميذا من نفس مدارس المجموعة الضابطة. وقد تلقى المدرسون في مدارس المجموعة التجريبية متوسط ٤٢ ساعة تدريب متخصص وقاموا بتطبيق برنامج القراءة في الصفوف الأولى لمدة ستة أشهر (اكتوبر–يناير ومارس– إبريل) في العام الدراسي ٢٠١٠/٢٠١١.
- **سير العمل حتى سبتمبر ٢٠١١:** باستخدام ثلاثة مقاييس رئيسية لتقييم القراءة للصفوف الأولى أظهرت نتائج التلاميذ تحسنا كبيرا في مدارس المجموعة التجريبية. وبالنسبة **لقراءة المقاطع**، فإن متوسط المقاطع التي تمت قراءتها بصورة صحيحة في دقيقة واحدة زادت من ٩,٧٦ الى ٢٨,٤٧ مقطعا (أكثر من ١٩٢%) وذلك بعد ستة أشهر من تنفيذ البرنامج. وكان التغيير في مدارس المجموعة الضابطة في نفس مقياس قراءة المقاطع أكثر من ١٨% وذلك بعد أن كان المتوسط ٨,٥٥ مقطعا صحيحا في الدقيقة في عام ٢٠٠٩ وأصبح ١٠,١٠ مقطعا صحيحا في ٢٠١١. ويتماشى هذا التحسن في مدارس المجموعة الضابطة مع تأخير تطبيق تقييم مهارات

القراءة للصفوف الأولى في عام ٢٠١١ (ابريل – مايو) مقابل عام ٢٠٠٩ (يناير– فبراير).وبالنسبة لقراءة الكلمات، فقد أظهر تلاميذ الصف الثاني في مدارس المجموعة التجريبية تحسنا بنسبة ١١١% في متوسط عدد الكلمات التي تمت قراءتها بصورة صحيحة في الدقيقة، حيث ارتفع من ٧,٣٥ كلمة صحيحة في عام ٢٠٠٩ إلى ١٥,٥٠ كلمة صحيحة في ٢٠١١. وكان التحسن المقابل في مدارس المجموعة الضابطة بنسبة ٣٤% وذلك من متوسط منخفض بلغ ٥,٥٦ كلمة صحيحة في عام ٢٠٠٩ الى ٧,٤٥ كلمة صحيحة في ٢٠١١.

ويوضح الجدول التالي هذه النتائج وتحسن متوسط نتائج الطلاقة في القراءة الشفهية:

معايير تقييم مهارات القراءة للصفوف الأولى	متوسط النتائج، مدارس المجموعة التجريبية		نسبة التغير
	٢٠٠٩	٢٠١١	
قراءة المقاطع	٩،٧٦	٢٨,٤٧	اكثر من ١٩٢ %
قراءة الكلمات	٧،٣٥	١٥,٥٠	أكثر من ١١١ %
الطلاقة في القراءة الشفهية	١١،٠٩	٢١,١٤	اكثر من ٩١ %

كيفية تحقيق النتائج: قام فريق مشروع تقييم القراءة للصفوف الأولى، بدعم من مجموعة عمل من وزارة التربية والتعليم تتكون من أخصائيين في اللغة العربية وأخصائيين في وضع المناهج وخبراء لغويات معروفين، بإعداد استراتيجية وحزمة أساليب خاصة بالقراءة في الصفوف الأولى وحزمة أساليب لتدريب المدرسين. وقد تضمنت الاستراتيجية وحزمة الأساليب العناصر الهامة التالية:

- ✓ **الوقت المحدد لبرنامج القراءة للصفوف الأولى:** أعلنت وزارة التربية والتعليم وجوب تخصيص المدرسين لعشرين دقيقة يوميا لتنفيذ برنامج القراءة للصفوف الأولى.
- ✓ **الدروس المنتظمة والمباشرة:** قام المدرسون باستخدام كتيب يتضمن أساليب تدريسية خاصة بحروف الأبجدية العربية الثمانية والعشرين وأوراق تدريبات للتلاميذ وتسلسل محدد.
- ✓ **موارد صوتية:** قام المدرسون باستخدام كتاب ذي ورق قلاب في الدروس لتوضيح صوت الحروف في بداية ووسط ونهاية الكلمات.
- ✓ **مصادر التعلم الإلكتروني:** تم تزويد المدرسين بمنتجات تعلم الكتروني متعددة توضح استراتيجيات التعلم النشط، وصوت حروف الأبجدية والكتاب كبير الحجم. وقد تم إجراء أبحاث حول كل منتج وتم تطويره واختباره ومراجعته بعناية.
- ✓ **البيئة الحساسة للنوع الاجتماعي:** قام المدرسون بتطبيق استراتيجيات لتحقيق توازن في خبرات التعلم الإيجابية بين الأولاد والبنات من خلال: لعب الأدوار وإعطاء ١٠ ثواني للإجابة على كل سؤال، جلوس الفتيات في الصفوف الأولى، اختيار موارد تعليمية تعطي الأولاد والبنات أدوار مماثلة.
- ✓ **تدريب وإشراف مكثف:** تم تزويد مدرسي الصف الثاني بتدريب مباشر لمدة ١٢ يوما بالإضافة الى زيارات مدرسية منتظمة تضمنت عملية تدريب وإشراف. وكان المدرسون يلتقون مرة أسبوعيا لتبادل الخبرات والدروس المستفادة والتحديات.

- ✓ **دعم وحدة التدريب والتقييم الموجودة في المدرسة:** قام المدرسون الأوائل ورؤساء وحدات التدريب والتقييم الموجودة في المدارس بتنظيم تدريب للمدرسين في المدارس وقدموا لهم الموارد والتوجيه والتدريب.
- ✓ **البرنامج الصيفي للقراءة:** قامت بعض مدارس المجموعة التجريبية بتطبيق برامج صيفية قصيرة للقراءة تزعمها المدرسون وأولياء الامور. وقام التلاميذ بممارسة مهارات القراءة من خلال أساليب مختلفة مثل قراءة القصة والتمثيل وحكايات العرائس والألعاب والأغنيات والفنون والأعمال اليدوية.
- ✓ **الدعم من الوكالة الأمريكية للتنمية الدولية في مصر:** كانت الوكالة الامريكية للتنمية الدولية داعمة لاستراتيجية عالية التركيز تقوم على قياسات وأبحاث تجريبية وقامت بتنظيم زيارات ميدانية توفير. فرص للمسئولين من وزارة التربية والتعليم والزائرين من الخارج، ومن الوكالة الامريكية للتنمية الدولية لرؤية الإنجازات في الفصول الدراسية.

الخطوات التالية: طالبت وزارة التربية والتعليم مشروع تحسين الأداء التعليمي للبنات بدعم التوسع في تطبيق مشروع تقييم مهارات القراءة للصفوف الأولى في كافة فصول المرحلة الأولى في المحافظات الأربعة التي تم تطبيق المشروع فيها بدءا من سبتمبر ٢٠١١. وسيقوم بدعم تنفيذ تقييم القراءة للصفوف الأولى في الصف الأول الابتدائي في محافظتين أخريين هما البحيرة والقاهرة في أكتوبر ٢٠١١. وبناء على طلب وزارة التربية والتعليم، سوف يقوم مشروع تحسين الأداء التعليمي للبنات بدعم تطبيق تقييم مهارات القراءة للصفوف الأولى في المرحلة الأولى في المحافظات الباقية في العام المالي ٢٠١٢.

للمزيد من المعلومات الإضافية:

هالة الصيرفي – helserafy@usaid.gov

أمبر جوف– معهد ترايانجل الدولي للأبحاث – agove@rti.org

GILO Final Report: Annex 4
Early Grade Reading Cascade Training

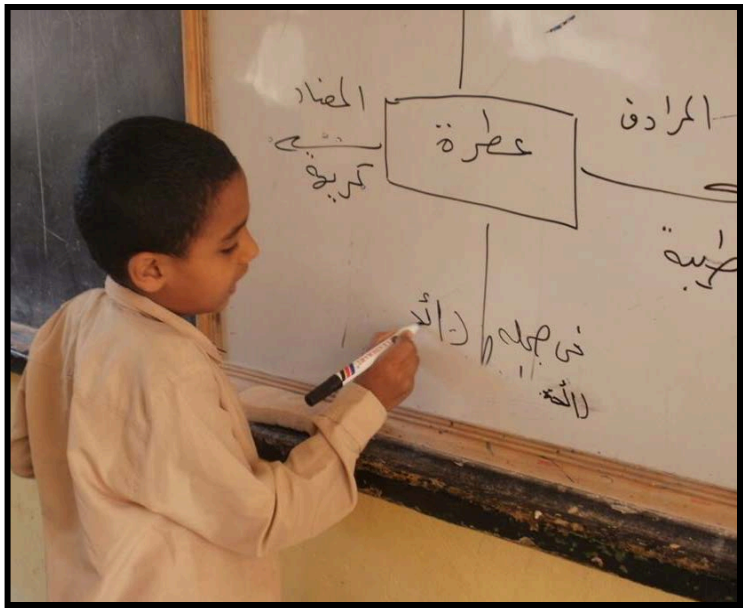
March 2014

Girls' Improved Learning Outcomes (GILO)
Quality Education for Girls

USAID | EGYPT

Foundation for Scale Up

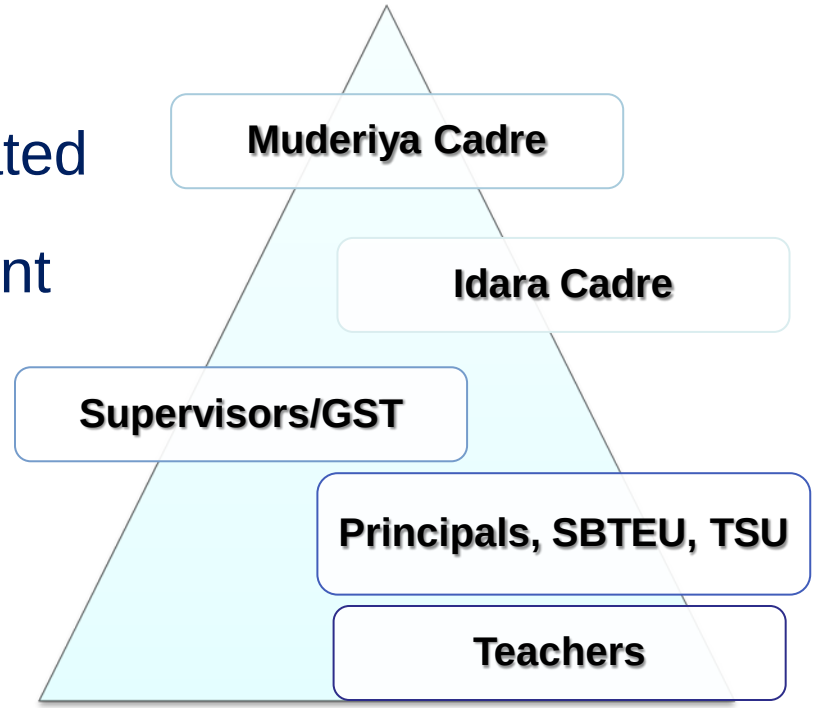
- Best practices
- Solutions for challenges
- A replicable model of reading instruction reform



Bridging the gap between the pilot project to national level reform

Professional Development Model

- Training package developed
- Selection of cadres
- Materials printed and disseminated
- Ministry of Education involvement



Egypt EGRP – National Scale-Up

Year	Governorates	Idaras	Schools	Teachers	Students
Sept 2010 **Grade 1**	4	15	60	240	G1: 3000
July 2011 **Grade 1**	4	15	1200	3600	G1: 50,000
Sept 2011 **Grade 1**	4	32	2800	7,000	G1: 350,000
Oct 2011 **Grade 1**	27	270	16,000	36,000	G1: 1.4 million
July 2012 **Grade 1**	27	270	16,000	58,000	G1: 1.4 million G2: 1.4 million
July 2012 **Grade 2**	27	270	16,000	60,700	G1: 1.4 million G2: 1.4 million
Sept 2013 **Grade 3**	27	270	16,000	83,000	**G1: 1.4 million** **G2: 1.4 million** **G3: 1.4 million**

Early Grade Reading Program (EGRP) Start

EGRA Tool Adaptation
EGRA 2009 Study
EGRP Materials
Teaching
Training
EGRA 2011

Role of Data

MOE Commitment

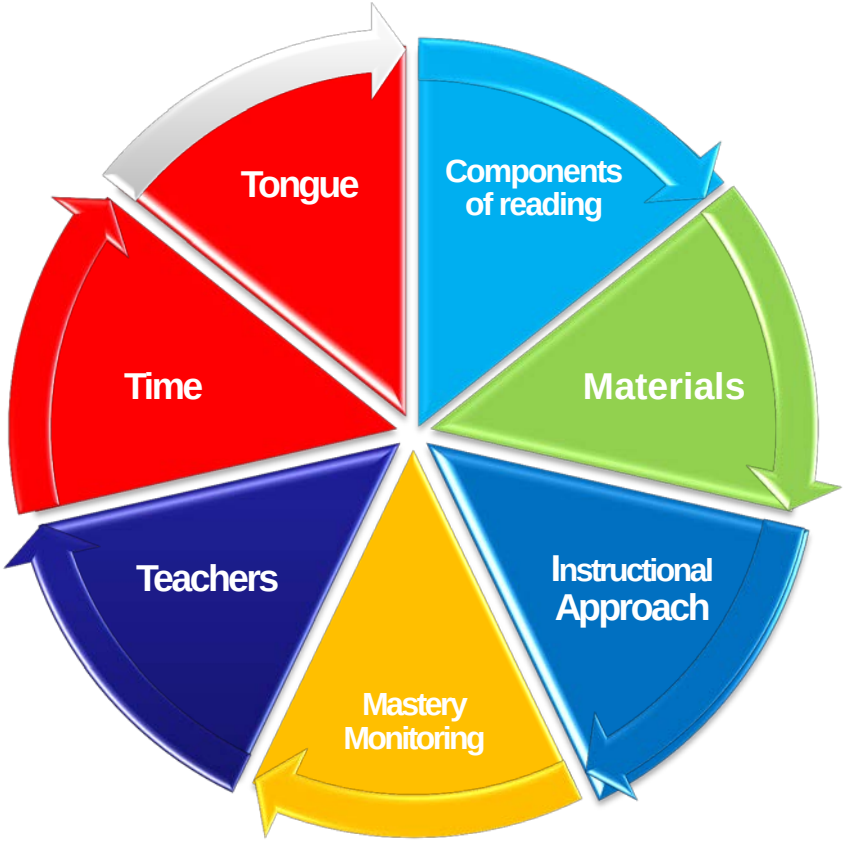
Early Grade Reading Program (EGRP) Scale-Up

Evidence-Based Research
Ministry Adoption
Data-based Decision Making
Cascade Model

From Scale-up to Institutionalization

- **Professional Academy for Teachers**
  - Certification and training, quality assurance
  - Early grade teacher certification
- **Early Grade Learning Unit**
  - Central level
  - Governorate level
- **Textbook design / development**
- **Strategic planning**
- **Monitoring and evaluation system for EGRP proposed**

Early Grade Reading Program Components



What to teach

How to teach

Lesson 1 *before* EGRP

أهداف الدرس

في نهاية هذا الدرس يتوقع أن يكون التلميذ قادرا على أن:

- يقرأ الدرس قراءة جهرية صحيحة.
- ينطق حرف الألف نطقا صحيحا.
- يكتب حرف الألف كتابة صحيحة.
- يتعرف أهمية العمل.
- يتعرف مفردات جديدة.

الدرس الأول

أسرتي

ماذا نتعلم في هذا الدرس؟

- أهمية العمل.
- نطق حرف الألف.
- كتابة حرف الألف.
- مفردات جديدة.

القضايا المتضمنة

- احترام العمل وجودة الإنتاج.

أهداف الدرس

في نهاية هذا الدرس يتوقع أن يكون التلميذ قادرا على أن:

- يقرأ الدرس قراءة جهرية صحيحة.
- ينطق حرف الألف نطقا صحيحا.
- يكتب حرف الألف كتابة صحيحة.
- يتعرف أهمية العمل.
- يتعرف مفردات جديدة.

أنا أميرٌ.

أختي أميرةٌ.

أبي معلّمٌ.

أمّي طبيبةٌ.

Lesson 1 in 2013

نشاط ٤ اسْتَمِعْ وانْطِقْ:

أَ أُ إِ أْ

أَسَدٌ أُذُنٌ إِبْرةٌ رَأْسٌ

نشاط ٥ ضَعْ (أَ - إِ - أُ - أْ) مَكَانَ النُّقَط:

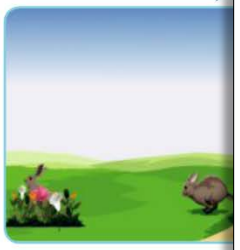
(أ) رَ .... سٌ. (ب) .... بْرَةٌ.

(جـ) .... سَدٌ. (د) .... ذُنٌ.

نشاط ٦ تَتَبَّعْ بِالقَلَمِ:

نشاط ٧ غَنِّ مَعَ مُعلمِكَ أُغْنِيَةَ الحَرْفِ.

...ةِ ثُمَّ تَحَدَّثْ:



...حرفِ (أ) وشكلَه:

...أَسَدٌ – تَسْأَلُ

أَهْدَافُ الدَّرسِ

فِى نِهَايَةِ هذَا الدَّرسِ يُتَوقَّعُ أنْ يَكُونَ التِّلْمِيذُ قادِرًا عَلَى أنْ:

- يَتَعَرَّفَ اسمَ حَرْفِ الأَلِفِ وشكلَه.
- يُمَيِّزَ صَوْتَ (أ) مَضْبُوطًا بالحَرَكاتِ فى كَلِمَاتٍ يَسْتَمِعُ إليهَا.
- يَتَعَرَّفَ حَرْفَ الأَلِفِ فِى أَوَّلِ الكَلِمَةِ وَوَسَطِهَا وَآخِرِهَا.
- يَنْطِقَ كَلِماتٍ بِها صَوتُ (أ).
- يَكْتُبَ حَرْفَ الأَلِفِ بِصُورَةٍ صَحِيحَةٍ.
- يكوِّنَ كَلِمَاتٍ تَشْتَمِلُ عَلَى حَرْفِ الأَلِفِ.
- يَتَعَرَّفَ حَرْفَ الأَلِفِ المَمْدُودَ.
- يَنْطِقَ صَوْتَ (أ) المَمْدُودَ فى كَلِمَاتٍ يَسْتَمِعُ إليهَا.

EGRP Resources

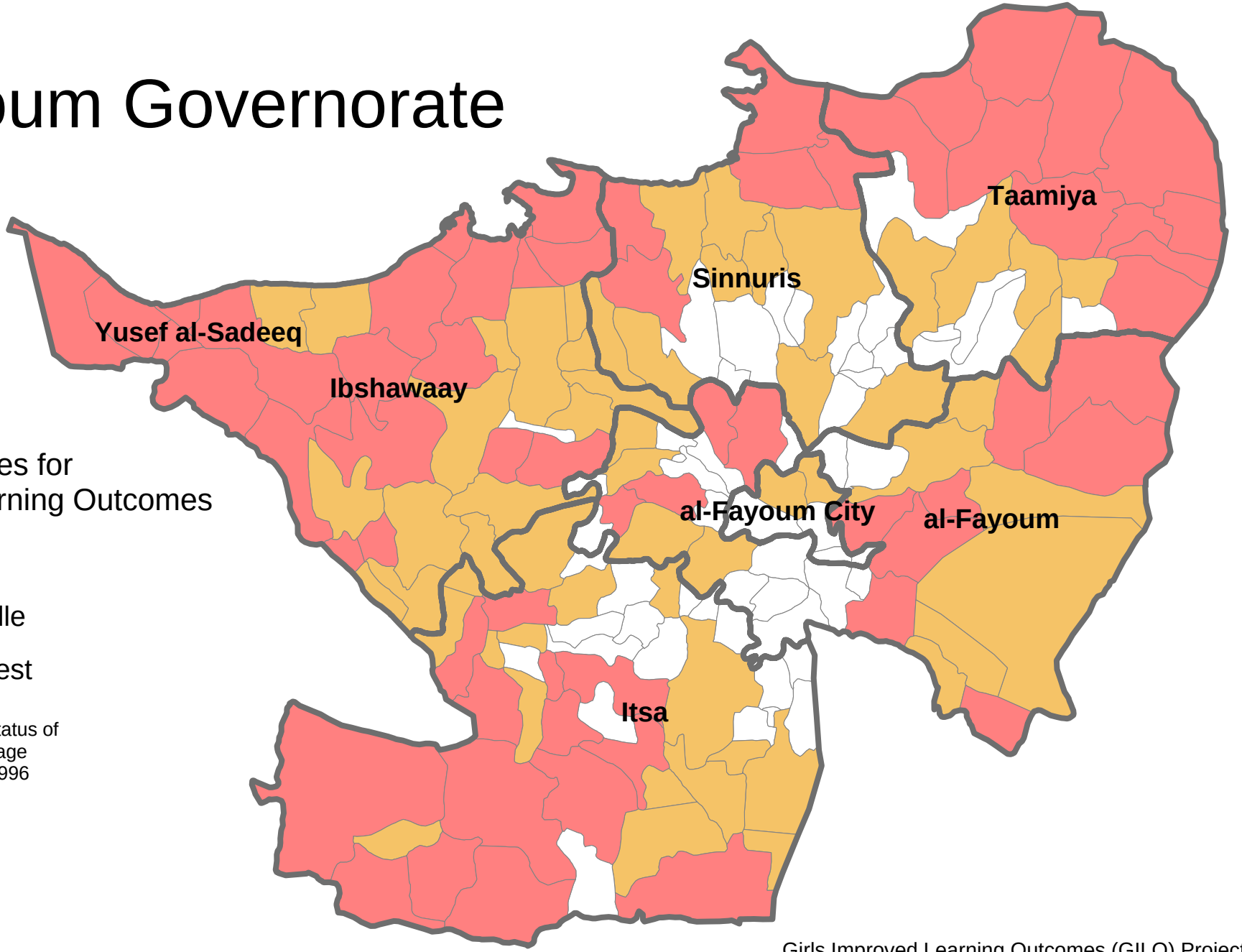
E-learning Portal

Activities Book

Success Factors

- Research-based interventions
- Data-based decision for scale up
- National reform priority
- Locally demand driven
- Ministry adoption
- Reform infrastructure
- Material design and accessibility
- Cost-effectiveness
- Professional development goals
- Leadership at all levels

al-Fayoum Governorate



Priority Communities for
Improved Girls Learning Outcomes

- Top
- Middle
- Lowest

Based on Educational Status of
Girls 10-14 years of age
Population Census 1996

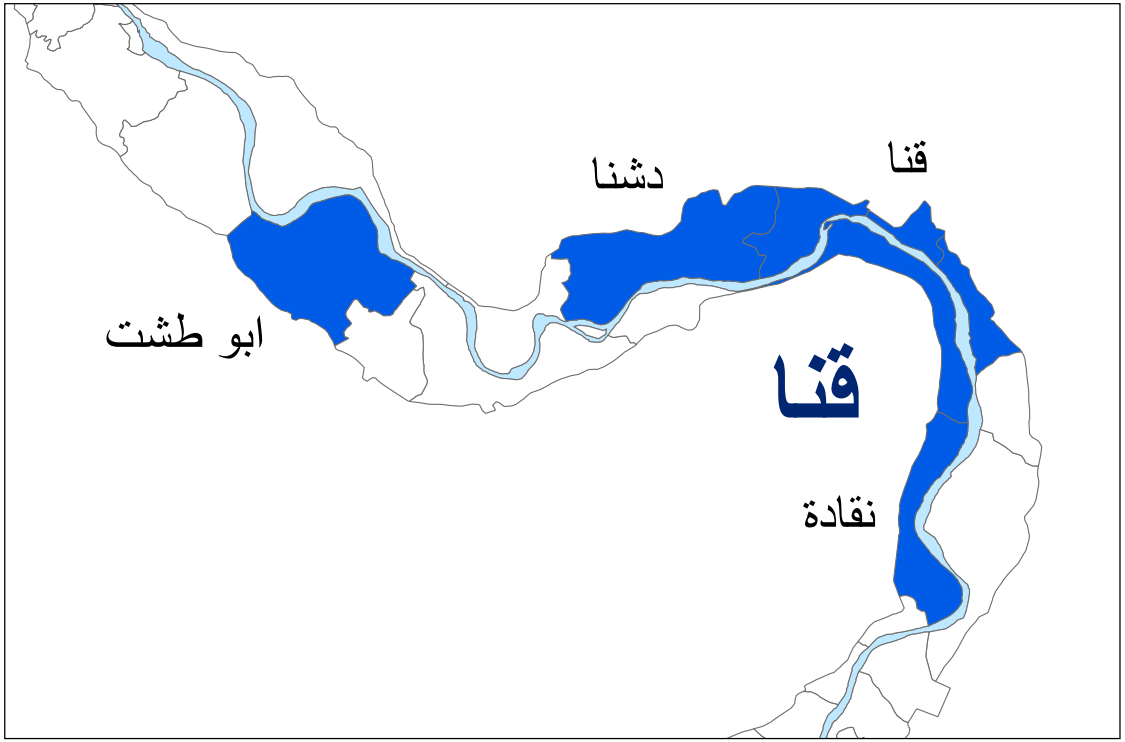
N

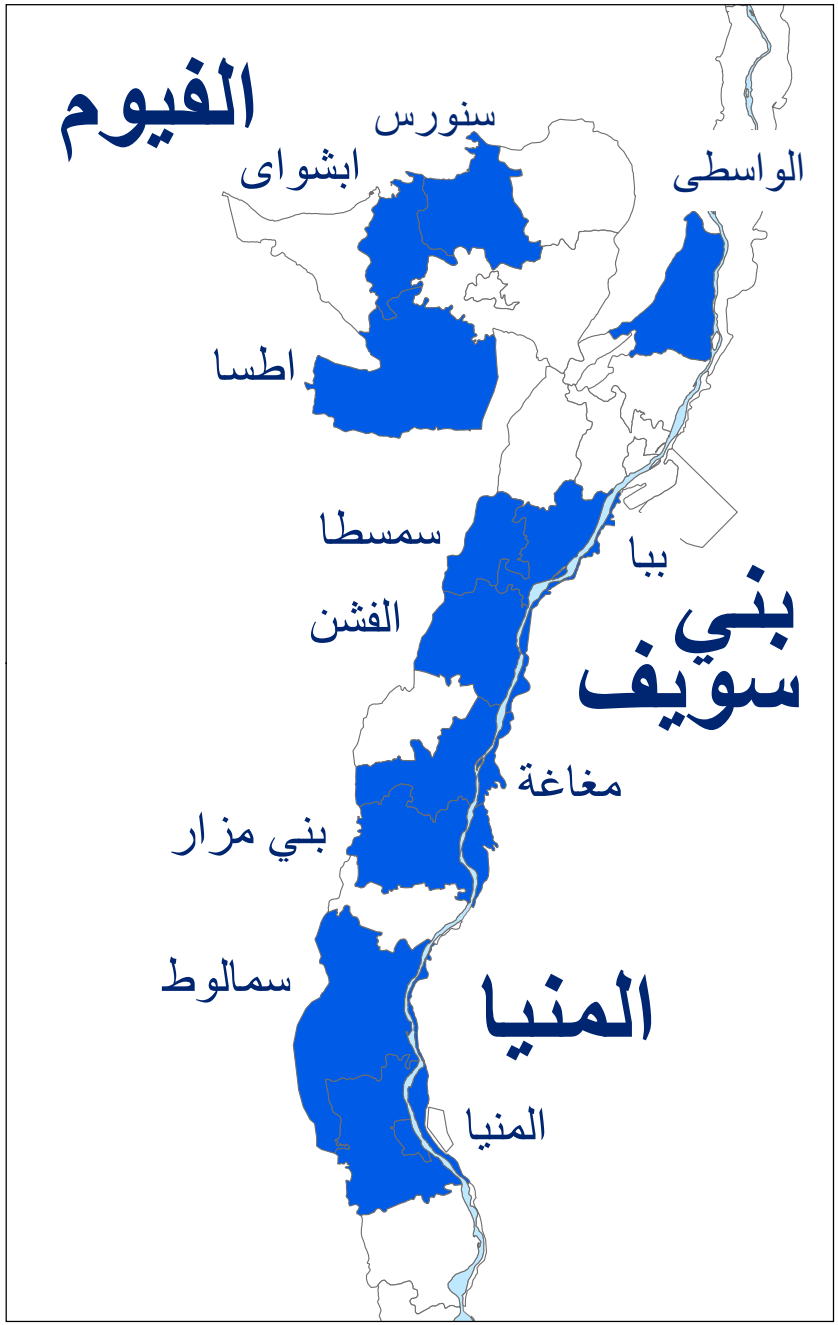
Girls Improved Learning Outcomes (GILO) Project

USAID | مصر
من الشعب الأمريكي

This datamap does not necessarily reflect the views of the United States Agency for International Development or the United States Government

محافظات و ادارات
جايلو





مشروع تحسين الأداء التعليمي للبنات - جايلو

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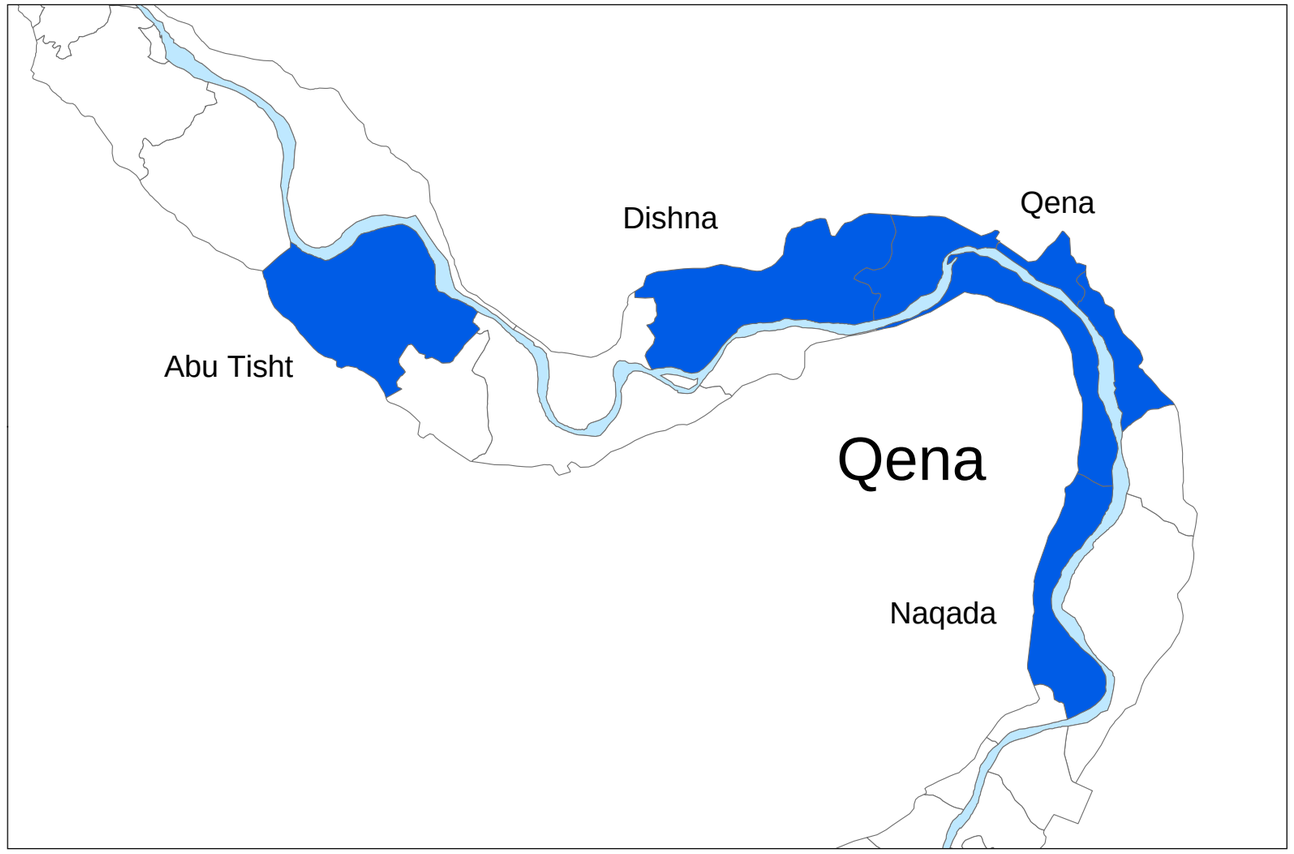
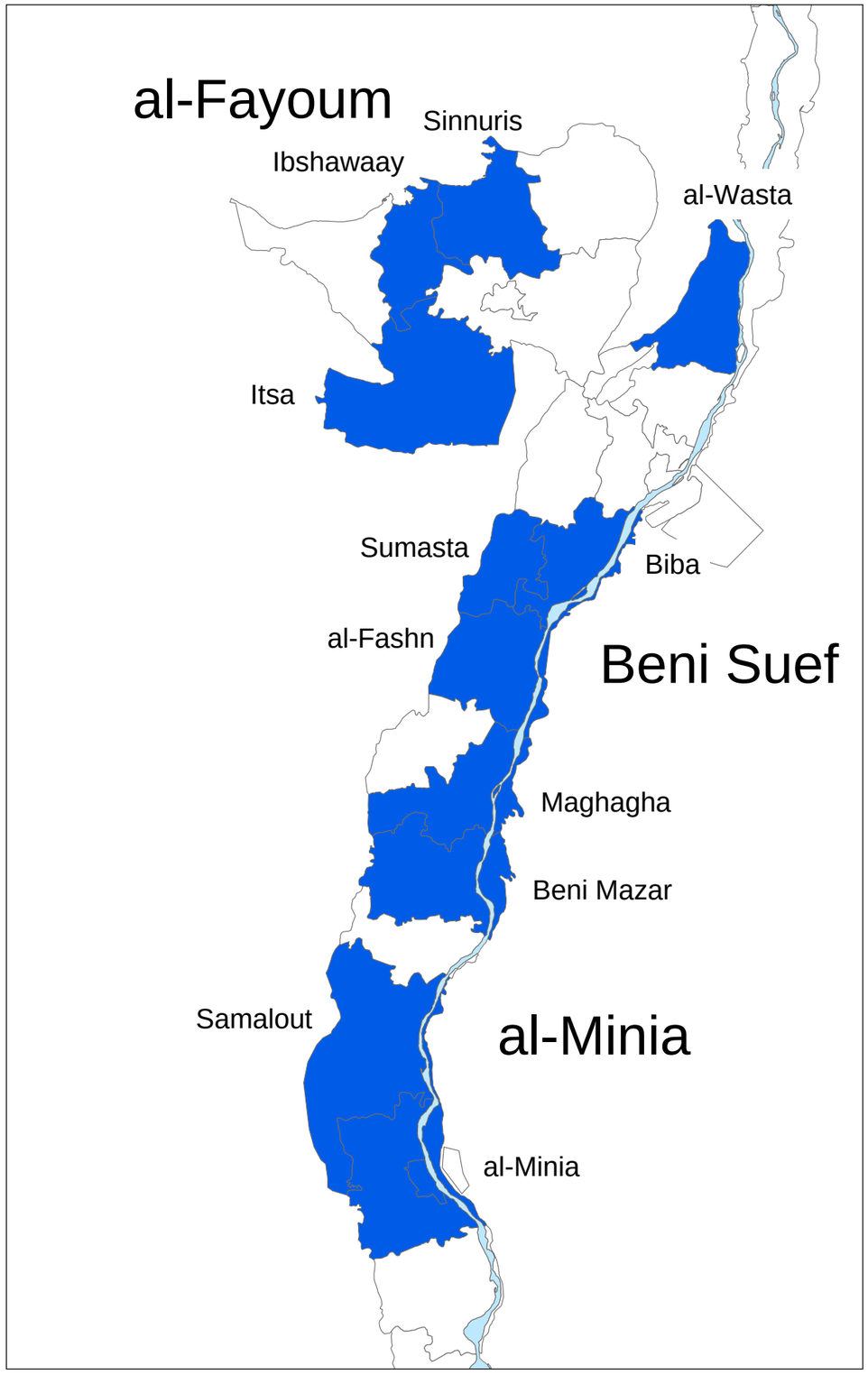
GILO Governorates & Idaras

November 2009





Girls' Improved Learning Outcomes Project (GILO)

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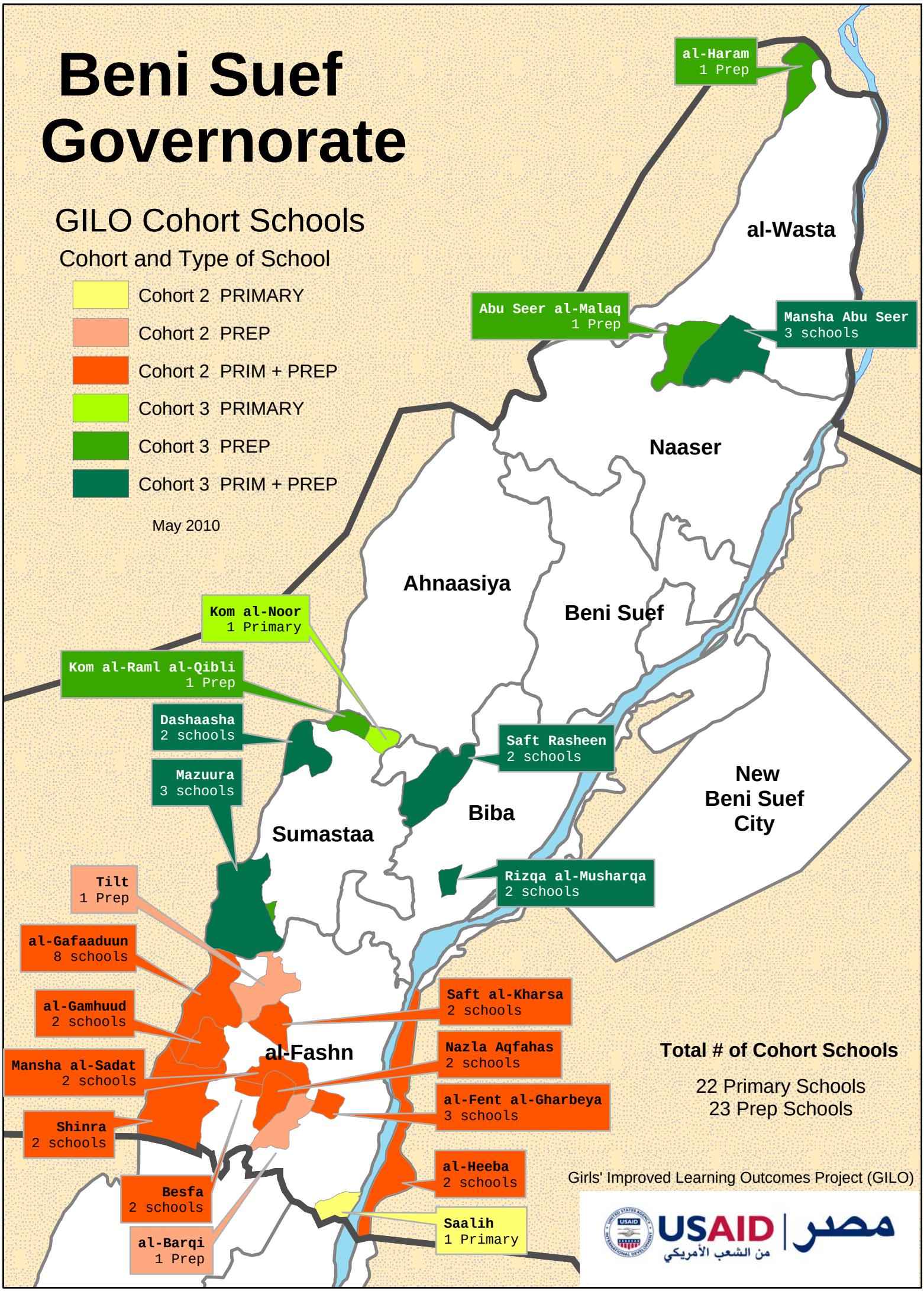
Beni Suef Governorate

GILO Cohort Schools

Cohort and Type of School

- Cohort 2 PRIMARY
- Cohort 2 PREP
- Cohort 2 PRIM + PREP
- Cohort 3 PRIMARY
- Cohort 3 PREP
- Cohort 3 PRIM + PREP

May 2010



Total # of Cohort Schools

22 Primary Schools
23 Prep Schools

Girls' Improved Learning Outcomes Project (GILO)

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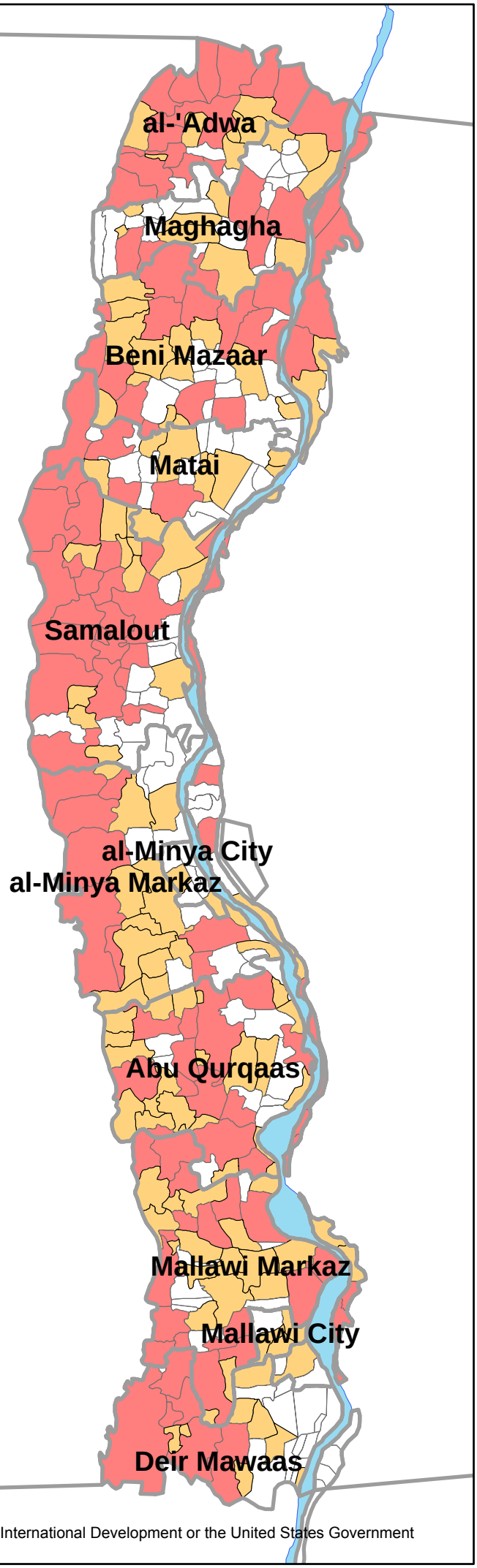
al-Minya Governorate

Priority Communities for Improved Girls Learning Outcomes



Top
Middle
Lowest

Based on Educational Status of
‹Girls 10-14 years of age
Population Census 1996

0 5 10 20 Kilometers

Girls Improved Learning Outcomes (GILO) Project

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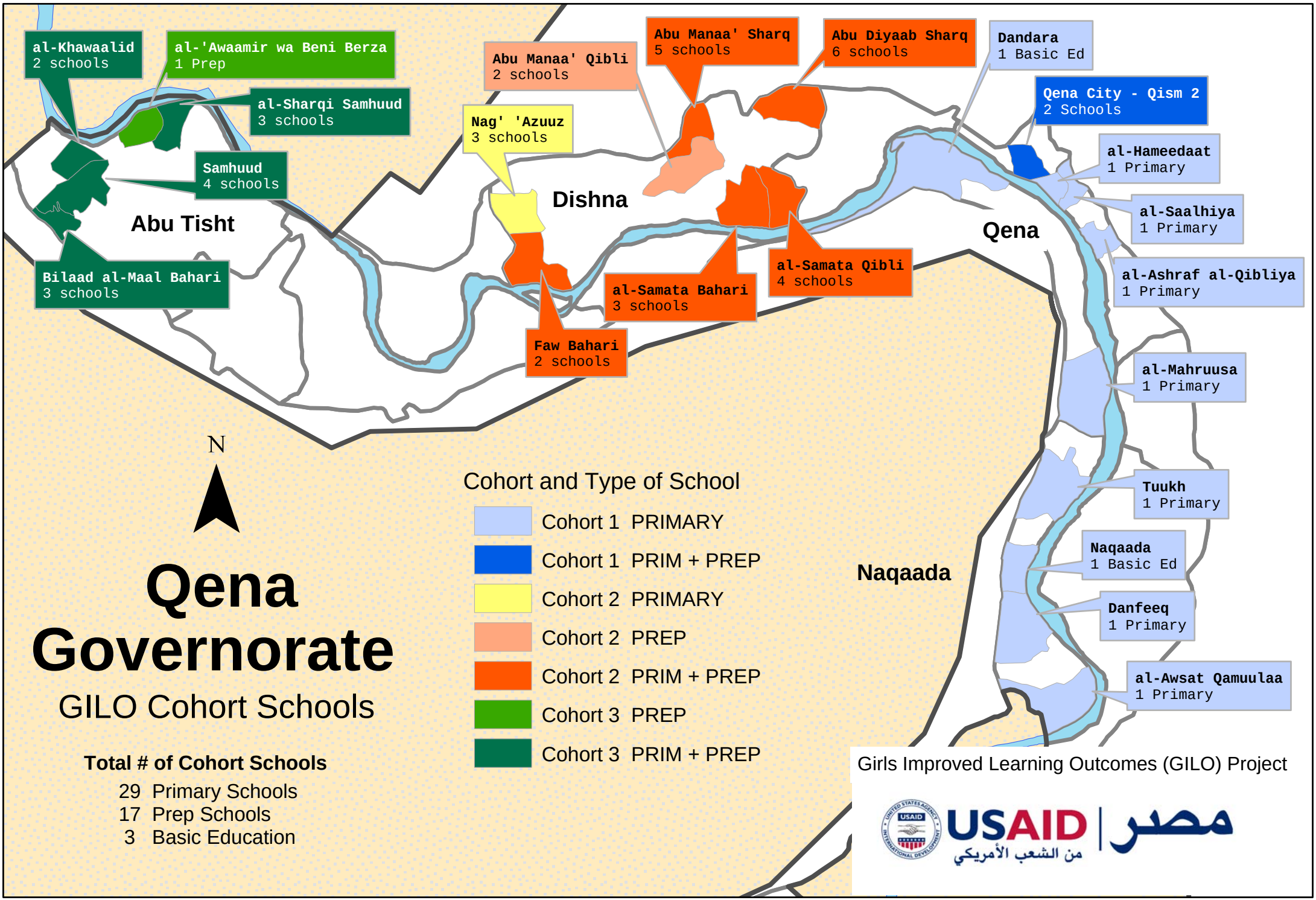
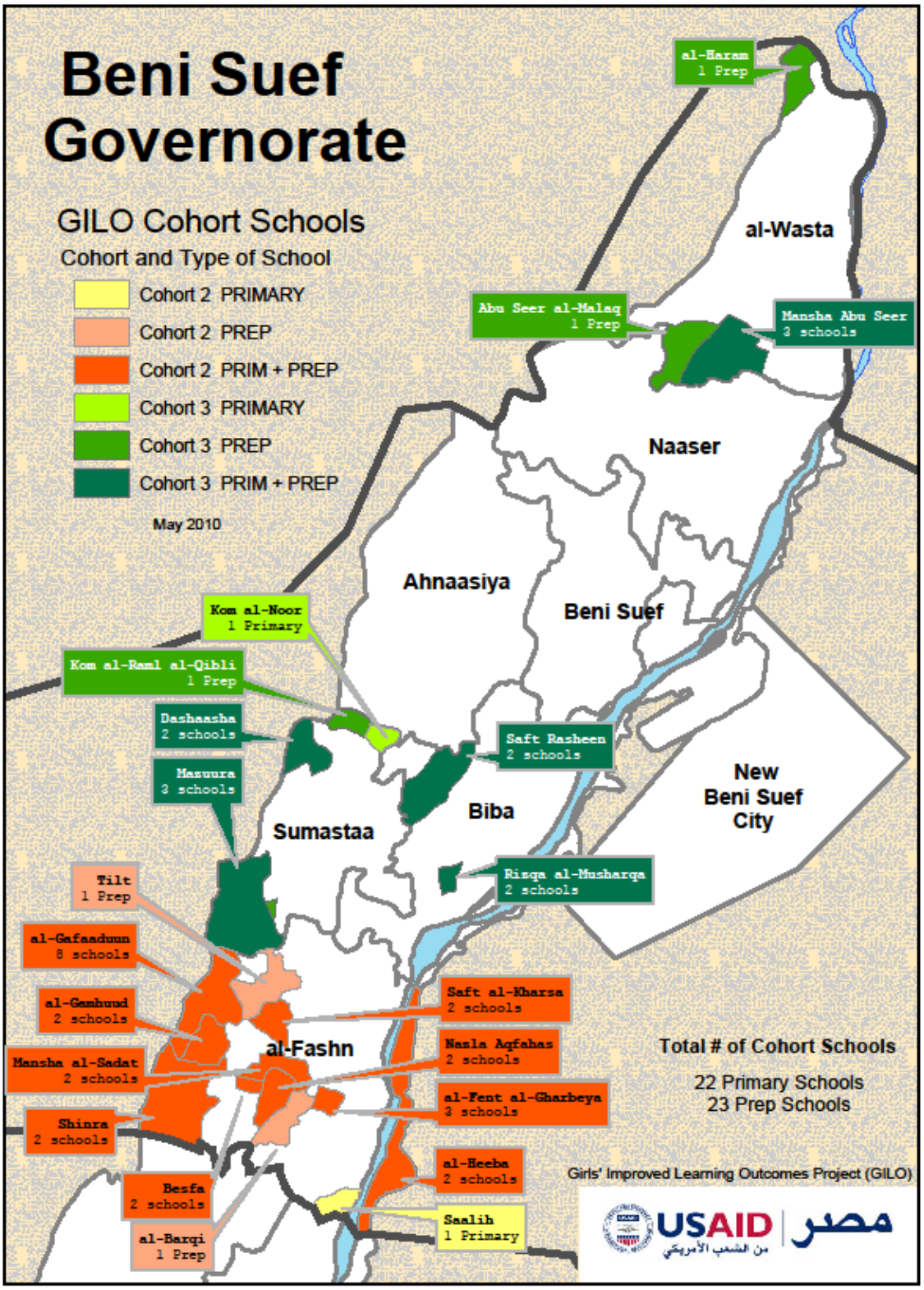


This datamap does not necessarily reflect the views of the United States Agency for International Development or the United States Government.

Annex 6: Datamap-GILO-Supported Schools



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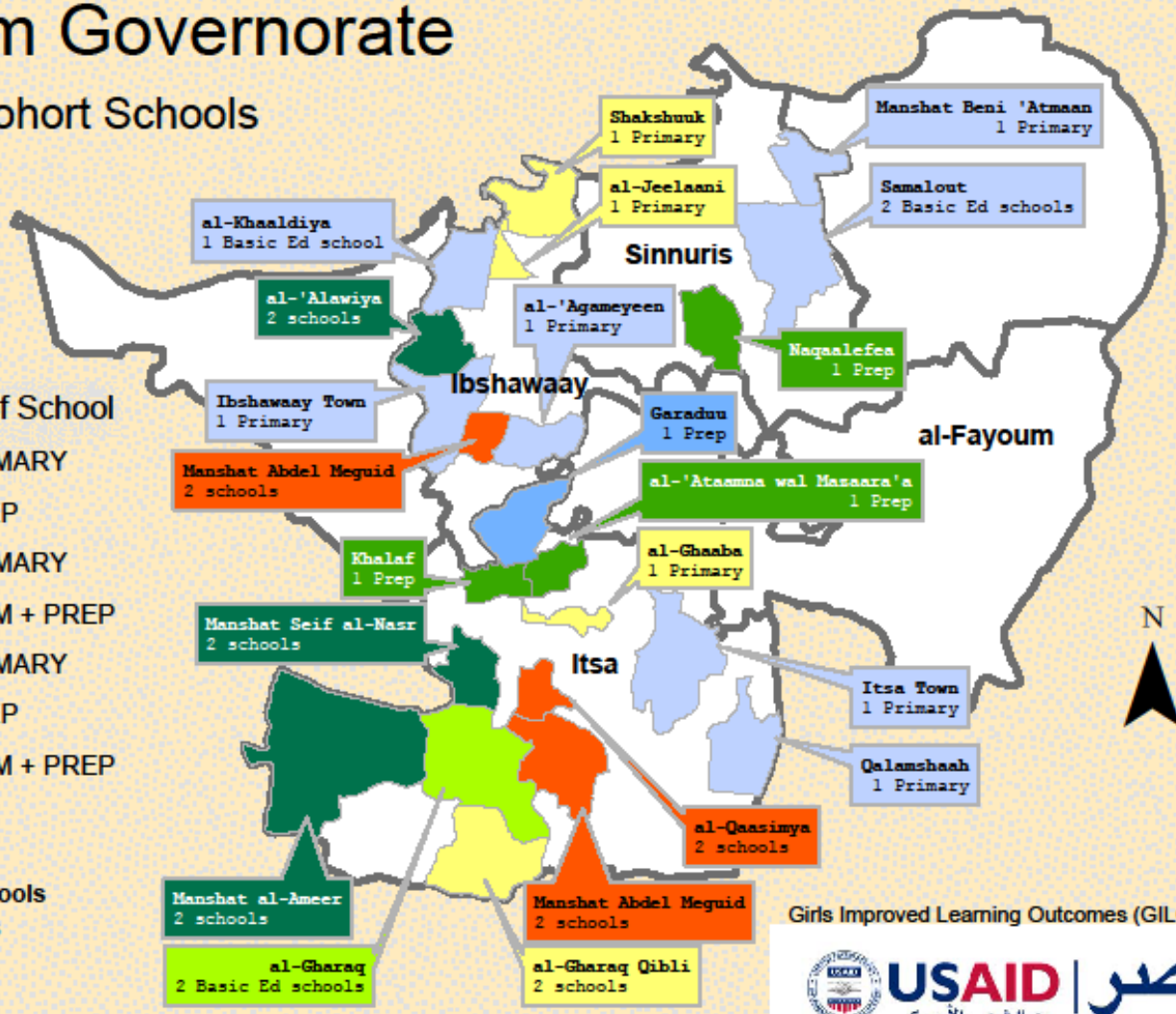
al-Fayoum Governorate

GILO Cohort Schools



Cohort and Type of School

- Cohort 1 PRIMARY
- Cohort 1 PREP
- Cohort 2 PRIMARY
- Cohort 2 PRIM + PREP
- Cohort 3 PRIMARY
- Cohort 3 PREP
- Cohort 3 PRIM + PREP

May 2010

Total # of Cohort Schools

17 Primary Schools
10 Prep Schools
6 Basic Education

Girls Improved Learning Outcomes (GILO) Project

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Performance Monitoring Plan (PMP)

Results Achieved - FY2012

Girls' Improved Learning Outcomes (GILO)

Quality Education for Girls

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Girls' Improved Learning Outcomes Project (GILO) - Performance Monitoring Plan

CLIN 002 - Improving the Quality of Teaching and Learning

Performance Indicator (including precise Unit of Measurement): Number of effective actions that enhance the teaching of early grade reading and mathematics, with special attention to women teachers.

Results Data		Oct 2011- Sept 2012				Total
Number of Effective Actions Completed	Planned	7				7
		Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sept	
	Actual	1	3	1	2	7

Indicator Description (Definition): GILO has identified 7 *effective actions* – i.e. benchmarks – in MOE capacity-building and implementation in support of enhanced teaching of early grade reading and mathematics. GILO expects to provide technical support to MOE to achieve these effective actions in teaching enhancement. See Method/Approach of calculation for the complete list of these effective actions. The completion of each effective action is indicative of strengthened institutional capacity for and significant progress in MOE. GILO will promote and provide technical support for these effective actions, aiming to complete 7 effective actions during the project period.

Data Source: GILO Information System for training activities and workshops interventions.

Progress reports submitted by MOE Working Groups and GILO staff for other types of interventions.

Rationale/Critical Assumptions for Indicator: The indicator fundamentally assumes that Early Grade Reading and Mathematics have been identified as priorities for the MOE and Muderiyas, and senior MOE officials will remain committed to this priority process and progress.

Schedule/Frequency of Data Collection: Participants of training activities and workshops data are collected during the intervention.

Progress reports submitted quarterly: Data are provided to USAID quarterly. Data provided to TRAINET quarterly.

Method/Approach of Collection/Calculation: *Effective actions* are specific, planned and prepared initiatives of institutional significance that further the enhancement of early grade reading and mathematics instruction. The following 7 effective actions are identified for implementation with GILO technical support during the project period. The attainment of these actions will indicate achievement of this Performance Indicator:

1. 27 Muderiyas prepared plans for improving early grade reading skills using the EGRP training package. **Achieved Q1-FY2012**
2. Muderiya and Idara Cadre trained on EGRP package to support early grade reading instruction in Arabic in 27 governorates. **Achieved Q2-FY2012**

Data Analysis / Dissemination Plan: Participants of training activities and workshops data will be analyzed using GILO Information System. The data will be disseminated in quarterly and annual reports. Data will be disaggregated by gender, intervention, governorate, and position levels**.** Numbers will be reported quarterly to USAID.	3. Supervisors trained on EGRP package[1] to support early grade reading instruction in Arabic in Beni Suef, Minia, Fayoum and Qena (four target Muderiya). **Achieved Q2-FY2012** 4. % of Grade 1 teachers trained to improve early grade reading instruction in Beni Suef, Minia, Fayoum and Qena. Target: At least 75% of Grade 1 teachers trained in the four Muderiyas, and 50% of trained teachers are females. **Achieved Q2-FY2012**
Data Limitation and Quality Assessments: Only *completed* Effective Actions will be counted for reporting purposes. Trainees are current teachers and/or supervisors in early grades at the time of training. Trainees completing their training or attending coaching may or may not continue teaching in the same grade and/or the same MOE schools. Trainees are counted when they have attended at least 24 hours of training.	5. Muderiyas Cadre trained on Grade 2 EGRP including reading comprehension to support early grade reading instruction in Arabic in Grade 2. **Achieved Q4-FY2012** 6. GILO support for MOE-prepared schedule of activities and steps for the implementation and piloting of EGMA in selected governorates. **Achieved Q3-FY2012** 7. EGRP e-Learning tool developed and tested to increase access to EGRP training package. **Achieved Q4-FY2012** Data sheets for trainees will be completed by individuals using a form developed for this specific purpose *(Form 1).* Data for training activities and workshops interventions will be completed by the intervention's facilitator(s), using a form developed for this purpose *(Form 2).* Forms will be collected, verified, and sent to GILO M&E by the facilitator. Data quality control and data entry to the official information system for GILO activities will be done by GILO M&E staff. The information system will be the main source for reporting participants, individuals' numbers, and detailed data and will complement TrainNet reporting. EGRA2012 test sheets will be completed by EGRA assessors for each student. Test sheets will be collected, verified, and sent to GILO for review and reporting.

[1] Grade 1 EGRP training materials, including CD, flip book, and lesson plans.

Girls' Improved Learning Outcomes Project (GILO) - Performance Monitoring Plan

CLIN 004 - Strengthened Institutional Capacity for Decentralized Governance

Performance Indicator (including precise Unit of Measurement): Number of effective actions in MOE / GAEB decentralization

Results Data		**Oct 2011- Sep 2012**				**Total**
Number of Effective Actions Completed	**Planned**	**16**				**16**
		Oct-Dec	Jan-Mar	Apr-Jun	Jul-Sep	
	Actual	**2**	**3**	**4**	**1**	**10**

Indicator Description (Definition): GILO has identified nineteen (19) *effective actions* – i.e. benchmarks – in MOE / GAEB capacity-building and implementation in support of decentralization. GILO expects to provide technical support to MOE / GAEB (General Authority for Educational Buildings), and possibly other GOE ministries/agencies, to achieve these effective actions in decentralization. See Method/Approach for the complete list of these effective actions. The completion of each effective action is indicative of strengthened institutional capacity for and significant progress in MOE and/or GAEB decentralization. MOE / GAEB are responsible for actual selection and implementation of the effective actions with GILO technical support. The GILO target is the completion of sixteen (16) of these nineteen effective actions during the project period. Effective actions #18 and19 are considered mandatory and have to be part of the sixteen effective actions completed.

Data Sources:
- Miscellaneous papers and Quarterly Progress Reports submitted by GILO.
- Monitoring reports submitted by the MOE Decentralization Support Unit (DSU).
- Survey-type evaluation that include randomly-selected schools.
- Reports on decentralization implementation and progress.
- STTA report on National Decentralization Indicator process and capacity building for MOE staff.
- STTA policy brief on the relationship between decentralization and gender issues in the education sector.

Rationale/Critical Assumptions for Indicator: *Effective actions* are specific, planned and prepared initiatives of institutional significance that furthers the decentralized governance of MOE/GAEB. The performance indicator is client-driven and process-oriented, subject to variable changes during major political reforms: i) it is MOE/GAEB that selects the initiatives to be implemented and achieved, and ii) it is the multiplicity and/or combination of effective actions rather than their individual nature that is the measure of progress. The indicator is a combined measure of initiative and capacity improvement by MOE/GAEB. It fundamentally assumes that senior MOE/GAEB officials will remain committed to the process and progress of decentralization.

Schedule/Frequency of Data Collection: GILO will obtain verifying documentation of the achievement of specific effective actions by September 2012, in addition to periodic Monitoring reports presented by the DSU. Results on this performance indicator will be reported to USAID in the Quarterly Reports.

Method/Approach of Collection/Calculation: In consultation with MOE / GAEB, the following nineteen effective actions are identified for MOE / GAEB implementation with GILO technical support during the project period. The achievement of sixteen (16) of these effective actions including #18 and #19, shall indicate achievement of this Performance Indicator. The 19 candidate effective actions include:

Data Analysis/Dissemination Plan: GILO will review and file verifying documentation for each effective action. The list and total number of specific effective actions achieved will be reported by the end of the project to USAID.	1. Coordinate efforts with the MOLD (Ministry of Local Development), MOF (Ministry of Finance), and potentially other ministries/agencies in the GOE, to align MOE decentralization policy reforms with key GOE decentralization efforts. **Achieved Q1–FY2012** 2. Place the MOE in a leading demonstrational role, with regard to other ministries and government agencies, within the GOE's decentralization efforts. **Incomplete. Validating documentation (Decentralization Case Study) to be completed Q1-FY2013.** 3. Development and application of funding or financing schema for fiscal transfers to sub-national governments including schools. **Achieved Q3–FY2012** 4. Provide input into training manuals and training approaches to improve sub-national government absorption of new decentralized roles and responsibilities. **Achieved Q3–FY2012** 5. Provide input into budgeting processes so that budgeting, and not just the process of fiscal transfers, comes to reflect a more decentralized approach. Budgeting processes should move to a recognizable degree in the direction of planning for the money that sub-national government's will receive via a funding formula and/or need-based algorithms. **Incomplete. Validating documentation (copies of Muderiya expenditure plans for BAB 2 and BAB 6) to be provided Q1-FY2013.** 6. Direct training, if appropriate, and in collaboration with the MOE, of a cadre of personnel to become change agents in decentralization and decentralized finance at the governorate level. **Achieved Q2–FY2012** 7. Assist Egyptian authorities to carry out random sample surveys to assess the degree to which decentralization is: a) being implemented and complied with, b) is causing expected behavioral change in citizens and officials, and c) detect any unexpected changes. **Achieved Q1–FY2012** 8. Provide support to education authorities in the development of improved organizational and/or institutional structures, at all levels, to help accommodate and further decentralization. **Not implemented by MOE** 9. Support, as appropriate, MOE policy dialogue with civil society, policy-making spheres at high levels of government and society, and other Ministries. **Not implemented by MOE**
Data Limitation and Quality Assessments: Copies of documents and findings of assessments reported to MOE/GAEB shall comprise the verifying documentation for specific effective actions. Only completed actions will be counted.	

	10. Work with GAEB Central and/or GAEB Branch Offices to improve and decentralize service delivery to the sub-national level. **Achieved Q2-FY2012** 11. Assist MOE to plan large-scale decentralization capacity-building and policy marketing at lower system levels. **Achieved Q2-FY2012** 12. Further develop the organizational and human capacity of the Decentralization Support Unit (DSU) to provide technical assistance to the muderiyas, idaras, and/or schools to support better implementation of decentralized education finance and understanding of decentralization. **Achieved Q3-FY2012** 13. Support the MOE's educational authorities and civil society to further improve the End-State Vision, and provide technical assistance as needed. **Not implemented by MOE** 14. Support MOE to further an End State Vision, the process of which helps to engender widespread understanding and ownership of decentralization, the vision itself, and helps to build up a pro-decentralization constituency. **Not implemented by MOE** 15. Provide technical assistance to the DSU and other MOE personnel to help design and produce National Decentralization Indicators (NDIs). **Achieved Q3-FY2012** 16. Work with the MOE to possibly include the NDIs as part of the National Education Indicators. **Not implemented by MOE** 17. Compile all efforts and documents to support decentralization and produce in the form of a Case Study. **Incomplete. Validating documentation (Decentralization Case Study) to be completed Q1-FY2013**. 18. Orient school leaders to effectively access and apply decentralized MOE funding to implement School Improvement Plans (SIPs). At least 60% of school leaders surveyed in a random sample of schools have effectively accessed and applied decentralized MOE funding to implement SIPs. **Incomplete. Validating documentation (2nd Decentralization Field Survey Report) to be completed Q1-FY2013**. 19. Policy Brief on the relationship between decentralization and gender issues in the education sector. **Achieved Q4-FY2012**

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بوابة التعليم الإلكترونى

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وفقاً لمعايير الاعتماد الخاصة بالأكاديمية.

مدير الأكاديمية المهنية للمعلمين

أ. د. رمضان محمد رمضان

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مدير الأكاديمية المهنية للمعلمين

أ. د. رمضان محمد رمضان

ANNEX 9 – Girls' Improved Learning Outcomes (GILO) Final Report

Summary of GILO Training Workshops

Training for Teachers, Instructional Supervisors, Idara Supervisors and Other Educators

Student Centered Active Learning (SCAL) was a training program focused on concepts and instructional methods that place students at the center of the learning process, ***with special consideration given to girls' explicit and implicit learning needs.*** SCAL also involved clarifying the roles of teachers and learners in facilitating SCAL and distinguishing between different strategies of active learning.

Classroom Management was designed to teach participants how to create learning spaces that provide a nurturing and orderly environment that supports girls and children in managing their classrooms with teachers. The training module illustrated characteristics of classrooms and pupils that significantly influence learning, such as learners' age groups, gender-specific considerations, and the symptoms and effects of gender discrimination at classroom and school levels. The training program also demonstrated how to use measurement tools such as SCOPE to assess and develop classroom management practices that respectful to students.

Student Friendly Classrooms familiarized participants with the characteristics of a student friendly classroom and gave them the tools to create student friendly environments in their own classrooms. It specifically targets the challenges to access and learning that accumulate for girls at the household, community, school and classroom levels. Through an examination of these challenges, participants developed an understanding of the obstacles to girls' education and began to develop practices to improve girls' opportunities for achievement in the classroom. A student-friendly classroom has two basic characteristics:

- It is a child centered school — acting in the best interests of the child, leading to the realization of the child's full potential, and concerned both about the "whole" child (including his/her health, nutritional status, and well-being) and about what happens to children — in their families and communities before they enter school and after they leave it.
- Is comprised of classrooms in which all students participate equally in the learning process and are encouraged and supported to achieve their full potential.

Early Grade Reading Package (EGRP) was developed as a four (4) day training in phonics instruction using supplemental materials and phonics routines for teachers in Primary Grade 1 only. Training workshops were delivered by GILO staff and members of the MOE Working Group for Early Grade Literacy. Trainees had previously completed GILO's foundation training in SCAL. The 8-day program of EGRP training for teachers included:

- Days 1-2: *The Social Marketing of Early Grade Reading* providing participants with the compelling rationale for why improved instruction of Arabic literacy in early grades is so important. Participants for this part also included school administrators and BOT members.

- Days 3-4: *Phonemic Awareness* providing 1-day of training immediately followed by 1-day of hands-on practice and observed application of the instructional materials and classroom routines in real classrooms. Participants in this training included teachers in grades KG2 to Primary 2, Arabic teachers, and Idara supervisors.
- Days 5-6: *Phonics* similarly provided 1-day of training in letter sounds and the mapping of letter sounds to letter names (the "alphabetic principle"), immediately followed by 1-day of hands-on practice and observed application of the instructional materials and classrooms routines in the classroom. The same participants from Days 3-4 – *except* KG2 teachers – continue the training from Day 5 through Day 8. (Language instruction in phonics and comprehension are not part of the KG2 curriculum).
- Days 7-8: *Comprehension* concluded with 1-day of training and 1-day of hands on practice and observed application of teachers' use of the instructional materials and classrooms routines in the classroom.

Early Grade Reading Package Plus (EGRP Plus) was targeted to teachers in grades KG2 to Primary 3 in Cohort #1 schools only. The *Plus* package was more comprehensive than EGRP and introduced teachers to phonemic awareness, phonics routines and comprehension strategies. It included an initial training of 4-8 days followed by 3-days of refresher training in phonics routines for Primary Grade 2 teachers. Lead Arabic teachers, Arabic supervisors and school administrators participated in the training as required. GILO delivered training delivered to 139 trainees (89 women, 50 men) in all Cohort #1 schools only in the four governorates - the same schools that participated in EGRA 2009. All trainees had previously completed GILO's foundation training in SCAL.

Effective Supervision was focused on the concepts and goals of educational supervision and coaching, emphasizing the difference between the supportive act of coaching and the authoritarian act of inspection. It also developed trainees' understanding and ability to identify different methods of educational coaching. Participants learned select knowledge and skills that supervisors should practice for effective supervision and coaching, including how to give constructive feedback to teachers and how to prepare for and conduct classroom observation visits. The training module afforded participants the opportunity to reflect on specific challenges that supervisors encounter and offer possible solutions to deal with these challenges.

Advanced SCAL Training for Coaches The team of selected coaches for each school was typically 12-15 coaches and consisted of senior teachers, the school principal, a lead member of the School-Based Training Unit (SBTU), the SCAL teacher, several teachers demonstrating superior teaching skills and idara supervisors assigned to that school. Each school's team of coaches was expected to provide teachers with regular and ongoing follow-up support and training in their school. The training program for the coaches included different training modules of one day duration per module, each introducing a different strategy or approach towards effective coaching:

Introduction to Coaching & Brainstorming Strategy is a module that introduced participants to the concept and general objectives of 'coaching' as an approach to professional development. The training made clear the procedures and specific objectives of effective coaching, i.e. to provide essential follow-up support and frequent in-school training to teachers. Following this introductory segment, the module

provided advanced training to participants in 'brainstorming' – a specific, active learning strategy first introduced in GILO's core module on SCAL. Coaches were trained to apply the brainstorming strategy in their weekly coaching meetings with teachers in their school. The module also contained a segment where coaches develop lesson plans and activities using the brainstorming strategy and learn to apply an observation tool to evaluate teacher performance in brainstorming. a training module that introduces BOTs, school social workers and social work supervisors to democratic school governance and the active participation of BOTs, parents and teachers in school decision-making and activities planning. Led by social workers who successfully completed GILO TOT training, this 3-day training module involved learning: i) basic concepts of good governance and their application in school administration; and ii) basic elements of school governance, including participation, representation, democracy, accountability, transparency, and power dynamics / politics within schools.

a) *Building Good Governance in Schools.* Was a training course that built understanding of the principles of democratic governance and how to apply these principles in school decision-making and implementation with parent and teacher participation. The training also targeted subjects such as transparency and accountability of school decisions with greater responsiveness to parents, teachers and the community.

2. Training for Improved Decentralized Management of Schools and Budgets

GILO's package of training activities under CLIN 003 was focused on strengthening the capacity of school leaders, including administrators, BOTs and maintenance officers to: i) lead and support teachers to adopt the new pedagogies in student-centered active learning that GILO promoted through teacher training; ii) advocate and promote improved access to education by girls; and iii) lead the School Improvement Planning (SIP) process. These training programs included: Instructional Leadership, Leading Change, School Maintenance, Financial Management and Administration and Effective Educational Leadership.

- ***Instructional Leadership*** –a training module for principals and senior school administrators focused on guiding and supporting the professional development and improved classroom practices of teaching staff.
- ***Leading Change*** –focused on understanding the process of leading change including for gender equality in girls' access, attendance and achievement in schools. It presented the six critical components of leading successful change and improvements in their schools while also identifying strategies to overcome resistance to change and underlining the importance of working in teams.
- ***Financial Management and Administration*** promoted the school leadership and management included in the Management Assessment Protocol (MAP) instrument. The training was designed to enable school administrators to self-assess their own performance and school administrative systems using MAP. At the end of training, participants could: i) identify the characteristics of good school management, ii) identify the elements of a successful schools, and iii) present the MAP tool to others in the school, BOT and community. Participants in this training include: school principals and their deputies, social workers, BOT chairpersons or deputies, and other school administrators.
- ***Effective Educational Leadership*** targeted school administrators, senior teachers, BOT chairpersons, CET members and idara supervisors and sought to promote tangible cooperation between BOTs and school administrators.
- ***BOT Roles and Responsibilities:*** was a training activity designed to help participants better understand the roles and responsibilities of BOTs, their relationship to school administration, and the utility, roles and responsibilities of BOT committees. It was designed to enhance BOT members',

social workers' and social worker supervisors' understanding of BOT organizational structure, responsibilities of BOT members and BOT members' skills in creating / sustaining this organizational structure and effective relations with the school administration.

- ***Introduction to the Procedure Manual for Social Workers:*** presented the MOE's "Procedural Manual for School Social Worker and Idara Social Worker Supervisors". The training program reviewed all eight sections of the manual including roles and responsibilities of social workers in supporting BOTs, parents and teachers and understanding and implementing MOE guidelines and procedures in supporting these stakeholders and enhancing their professional knowledge and technical skills.

3. ICT Related Training

GILO conducted a number of orientation, planning, assessment, and training events for teachers, stakeholders and SBTEUs to support shared ICT use by teachers and students for improved learning outcomes:

- ***Microsoft refresher IT training for SBTEU trainers***: Microsoft delivered 3 days of refresher training to SBTEU trainers in all Cohort schools to technically support and train staff colleagues in basic IT skills.
- ***Advanced Microsoft Training for Subject Teachers in Levels A + B***: GILO sponsored 3-4 days of advanced training by Microsoft Egypt for subject teachers of Level A and Level B competency in ICT use. Trainees received advanced instruction in Word 2007, PowerPoint 2007 and Internet as tools for improved classroom instruction. Participants also learned to use the multimedia educational CDs developed by MOE in their subject areas to enhance and strengthen teaching skills. During training, teachers were grouped by subject specialty to enhance and share their experience and developed materials with colleagues. Trainees also planned to implement practical sessions for students to use these multimedia educational CDs developed by MOE.
- ***ICT Training for Early Grade Reading Teachers*****:** GILO delivered 4 days of basic ICT skills training to teachers receiving GILO training, technical support and instructional materials for improved reading instruction in Arabic in Primary Grades 1, 2 and 3. Participants learned to use computers, internet, and data show projectors in their classrooms in addition to GILO's Phonics CD and Safeer Garden Letters CD for phonics instruction.
- ***ICT Training for Head (1st) Teachers and Idara Supervisors*****:** GILO initiated basic IT skills training (3-4 day's duration) for head (1st) teachers and idara supervisors in Cohort schools.

GILO Final Report - Annex 10

Final Evaluation Report
Decentralized Education Finance in Egypt 2011/12

F. Henry Healey and Rafik Hanna
December, 2012

TABLE OF CONTENTS

1. Executive Summary 4
2. Introduction 6
3. Evaluation 6
3.1. Informal Evaluation 6
3.1.1 An Account of Overall Spending of the 2010/11 BAB2 and BAB6 Funds . 8
3.2. Formal Evaluation 20
3.2.1 Methodology 20
3.2.2 Evaluation results 21
4. Conclusion 32
5. Appendix A: Detailed Reponses of the Principals of One Classroom Schools 35
6. Appendix B: Detailed Reponses of the Principals of Technical Schools 42
7. Appendix C: Detailed Reponses of the Principals Schools that Received Simple Maintenance Money 51
8. Appendix D: Detailed Reponses of the Parental Members of the BOT 58
9. Appendix E: Detailed Reponses of the Principals of Schools that had Major Maintenance or Technical Education Reform Work Done 62
10. Appendix F: Detailed Reponses of the Idara Heads 65
11. Appendix G: Detailed Reponses of the Muderiya Heads 70
12. Appendix H: What was Piloted/Evaluated 77
12.1. Funding Formulas 77
12.1.1 BAB2 (Maintenance) 77
12.1.2 BAB2: Nutrition Reserve 82
12.1.3 BAB2: One Classroom Schools (OCS) Raw Materials 83
12.1.4 BAB6 (Technical Education) 88
12.2. Protocols 90
12.2.1 School Expenditure Plans (SEP) 90
12.2.2 Temporary Cash Advance Mechanism (TCAM) 93
12.2.3 Citizen Watchfulness 96
12.2.4 A protocol was written for every school to make visible in a public place the amount of money they received via the funding formula, the SEP, and all school expenditures. Training 96
12.2.5 Monitoring and Support 96
13. Appendix I: Measures Taken to Strengthen the DSU 97

ACRONYMS

BAB2	Budget chapter for non-personnel recurrent expenditures
BAB6	Budget chapter for capital expenditures
BOT	Board of Trustees
DeC	Decentralization
DSC	Decentralization Support Committee
DSU	Decentralization Support Unit
EGP	Egyptian pounds
EM	Emergency maintenance
FDM	Fiscal Discipline Manual
FF	Funding Formula
GAEB	General Authority for Education Buildings
GILO	Girls Improved Learning Outcomes
GOE	Government of Egypt
HDI	Human Development Index
IMC-DeC	Inter-Ministerial Committee for Decentralization
LE	Egyptian pounds
M	Maintenance (when not following a number)
M	Million (when following a number)
MM	Major maintenance
MOE	Ministry of Education
MOED	Ministry of Economic Development
MOF	Ministry of Finance
MOLD	Ministry of State for Local Development
NA	Not applicable
NDP	National Democratic Party
NEDSI	National Education Decentralization Support Infrastructure
OCS	One Classroom Schools
SCAF	Supreme Council of the Armed Forces
SEP	School Expenditure Plan
SIP	School Improvement Plan
SM	Simple maintenance
SRN	School Register of Needs
TCAM	Temporary Cash Advance Mechanism
TER	Technical Education Reform
TS	Technical Schools
TSU	Technical Support Unit
USAID	United States Agency for International Development

1. Executive Summary

In fiscal year 2011/12, the Ministry of Education (MOE) decentralized EGP 557.7M in BAB2 and BAB6 funds nationwide.[1] This was the second time in a row that the MOE successfully decentralized these funds nationwide.[2] A total of EGP350.1M was spent, representing 63% of all that was decentralized. Compared to the 2010/11 decentralized education finance undertaking, there was a 39% increase in the overall amount of money that was decentralized and a 26% increase in the amount of money that was spent. That only 63% of the total money that was received in 2011/12 was successfully spent, compared to 68% for 2010/11, can be attributed largely to the 39% increase in the amount of money that was decentralized.

Table 1: Decentralized Education Finance for 2011/12 Compared to 2010/11			
2011/12			
	EGP Received	**EGP Spent**	**% Spent**
BAB2	226,193,584	157,147,628	0.69
BAB6	331,459,700	192,951,667	0.58
Total	557,653,284	350,099,295	0.63
2010/11			
	EGP Received	**EGP Spent**	**% Spent**
BAB2	225,168,000	190,567,795	0.85
BAB6	175,611,000	88,348,000	0.50
Total	400,779,000	278,915,795	0.68
2011/12 – 2010/11			
	EGP Received	**EGP Spent**	
BAB2	1,025,584	-33,420,167	NA
BAB6	155,848,700	104,603,667	NA
Total	156,874,284	71,183,500	NA
% Increase in 2011/12	0.39	0.26	

[1] The term BAB refers to various budget chapters in the Government of Egypt's budget. BAB2 refers to non-personnel recurrent expenditures and BAB6 refers to capital expenditures.

[2] It is also the fourth time that the MOE has attempted to decentralize funds to schools. In 2008/09 and 2009/10 the MOE successfully decentralized BAB2 funds to every school in the pilot governorates of Fayoum, Ismailia, and Luxor. In 2009/10 they tried to decentralize BAB6 funds nationwide but were unable to do so. And in 2010/11, they successfully decentralized BAB2 and BAB6 funds nationwide.

In preparation for this massive decentralized education finance effort, funding formulas were developed, protocols were drafted, training materials were updated, over 150,000 people were trained, and the Decentralization Support Unit (DSU) established in 2010/11 was further strengthened. This evaluation report describes what exactly was done, what was evaluated, and the evaluation results of both an informal on-going evaluation process and a formal evaluation that took place in July 2012.

The major findings of these evaluations are as follows:

- The expanded DSU and the fieldwork of the DSU did much to improve the overall implementation of the effort
- The major maintenance (MM) requirements of schools need to factor into the funding formulas, accordingly, measures must be taken to develop, institutionalize, and implement a school register of needs (SRN)
- The muderiyas still need much more training in how to handle BAB6 money
- Formal measures need to be taken to ensure key actors follow the protocols that establish the critical working relationship between the muderiyas and the General Authority for Educational Buildings (GAEB) Branch Offices
- More effort needs to be made to ensure that the money the muderiyas receive is not just spent, but well-spent—technical education reform (TER) money needs to be spent on capital that will impart the skills required to help drive the local and national economies, therefore, linkages must be forged between the skills demanded by the labor force and the skills supplied by the technical education sector
- Schools need to be given more freedom over how they spend the BAB2 money they receive—right now, most can only spend the money they receive for simple maintenance (SM)
- Measures need to be taken to ensure that the protocols designed to strengthen horizontal accountability at the school level are fully implemented
- Decentralization is very well received, in particular, at the lower levels of the system, and measures need to be taken to further it
- This work needs to take place in a larger more comprehensive and coherent decentralization reform effort

2. Introduction

In 2007, the Ministry of Finance (MOF) allowed the MOE to pilot a decentralized finance effort. In 2008/09, the first pilot was implemented in Fayoum, Ismailia, and Luxor governorates. The success of the effort led a subsequent pilot effort in these same three governorates in 2009/10. During the time of the second pilot, the MOE also tried to decentralize over EGP1B nationwide. Due to a variety of factors—resistance within the Diwan, a change of ministers within the MOE, and an overestimation of the ability of the muderiyas to handle BAB6 funds—this effort never materialized. Building on the lessons learned from that aborted effort, and the feedback received from the successful pilots, EGP400.8M was successfully decentralized nationwide in 2010/11. That effort was evaluated and the lessons learned from it influenced how things were executed in 2011/12 when EGP557.6M was decentralized.

It is important to note that political and social developments impacted directly the planning and implementation of both of these nationwide efforts, in particular, the Revolution of January 25 and the subsequent fall from power of President Hosni Mubarak , the dissolution of the National Democratic Party (NDP), the rise to power the Supreme Council of the Armed Forces (SCAF), post-revolution elections, the rise to power of the Muslim Brotherhood, and the general chaos and uncertainty that has characterized Egypt since January 25, 2011. That anything meaningful could be done during this time is remarkable, not just because of the chaos and uncertainty, but in large part because of the numerous forces that worked hard to either prevent decentralization from happening or to tried to get it to fail. Nevertheless, these efforts did unfold, not quite as well as some would have liked, but well enough to warrant it happening again in 2012/13 with even greater funds.

3. Evaluation

The 2011/12 effort was informally and formally evaluated. The ways in which these evaluations were carried out and the results they each produced are presented below.

3.1. Informal Evaluation

Over the course of the year, as numerous support-and-monitoring site visits were being conducted by the central Decentralization Support Unit (DSU), the overall effort was being informally evaluated. The general feedback from these informal evaluations indicated that the work of the strengthened DSU was both welcomed and effective.[3] With central-level, knowledgeable people, on the ground talking with implementers at the muderiya, idara, and school levels; helping them to better understand decentralization, decentralized finance, and the specific work that had to be done; sharing experiences from other muderiyas; and helping them to solve various problems when they arose; the 2011/12 effort unfolded much more smoothly and successfully than did the 2010/11 one.

[3] A major change that was made in the implementation of the 2011/12 effort was a greatly strengthened DSU. The ways and means by which the DSU was strengthened are delineated in Appendix I.

This is not to say that the 2011/12 effort faced no problems, after all, only 63% of the money that was decentralized was spent.

That only 63% of the funds that were decentralized were successfully spent points to both the gains that were made in 2011/12 and key problems that still exist. As shown in Table 2 below, the overall amount of money that was decentralized in 2011/12 was 39% more than the amount that was decentralized the year before. The overall amount of money that was spent in 2011/12 was 26% more than was spent in 2010/11. While less money was spent in 2011/12 than was spent in 2010/11 in percentage terms, a great deal more money was spent in real terms.

Table 2 also shows how much of the 2011/12 allocations was spent by line item. It is worth noting that the increase in 2011/12 funding was entirely due to an increase in BAB6 funds (Technical Education Reform, TER); BAB2 funds remained the same as the year before. In fact, *2011/12 BAB6 funding was 88% higher than what it was in 2010/11*. And *2011/12 spending was 118% higher in 2011/12 than in 2010/11*. Where the 2011/12 effort fell short was in the area of major and emergency maintenance. Why this proved to be the case can be attributed to a number of factors:

- Given both, the fact that percent spending for BAB6 in 2010/11 was well below percent spending of BAB2 in 2010/11 and the significant increase in BAB6 funding in 2011/12, the DSU focused primarily on getting these BAB6 funds well-spent—they did not equally support the major/emergency maintenance effort
- GAEB, the organization that used to control the EGP 210M that is used for both major and simple maintenance, and the organization involved in the implementation work done for both major maintenance and technical education reform (TER), is in much better position to influence (i.e., sabotage) the expenditure of the major maintenance funds than they are the TER funds and, with the DSU focusing largely on the TER work, GAEB was in a position to influence the work done on major maintenance[4]
- In 2010/11 the muderiyas had three extra months to spend their money due to a decision made by the Supreme Council of the Armed Forces (SCAF) to make up for time lost due to the revolution—those three extra months were at a time when school was largely out of session and a lot of work can be done

[4] Significant TER expenditures can be realized w/o GAEB, while all major maintenance work requires GAEB involvement.

Table 2: Total and Percentage Spending by Major Line Item							
	Allocation	**Debts from 2010/11**	**Value Contracted in 2011/12**	**Total (Debt + Contracted)**	**% of Allocation**	**Spent Total**	**% Allocation**
BAB2							
TE Raw Materials	5,029,787	0	4,674,343	4,674,343	0.93	4,679,219	0.93
OCS	3,798,719	0	3,635,532	3,635,532	0.96	3,677,391	0.97
Simple Maintenance	107,934,896	200,000	91,474,603	91,674,603	0.85	91,674,603	0.85
Major Maintenance	83,395,539	4,603,920	63,549,770	68,153,690	0.82	42,004,973	0.50
Emergency Maintenance	26,034,644	6,185,970	18,596,192	24,782,162	0.95	15,111,443	0.58
Total BAB2	226,193,584	10,989,890	181,930,439	192,920,329	0.85	157,147,628	0.69
BAB6							
Buildings	88,320,709	19,923,009	60,647,862	80,570,871	0.91	56,274,128	0.64
Tools and Equipment	185,572,184	8,802,431	131,265,968	140,068,399	0.75	101,626,100	0.55
Fittings	57,566,807	0	41,024,105	41,024,105	0.71	35,051,439	0.61
Total BAB6	331,459,700	28,725,440	232,937,935	261,663,375	0.79	192,951,667	0.58
Total	557,653,284	39,715,330	414,868,374	454,583,704	0.82	350,099,295	0.63

3.1.1 An Account of Overall Spending of the 2010/11 BAB2 and BAB6 Funds

In Tables 3-12 below, we present an overall account of how much money was allocated and spent by line item across all the governorates.

Table 3			
BAB2 Technical Schools (TS) Raw Materials			
	Allocated	Spent	% Spent
Alexandria	144,265	122,767	0.85
Assuit	180,000	75,000	0.42
Aswan	11,300	11,300	1.00
Bani Suef	202,514	177,039	0.87
Behira	379,075	342,367	0.90
Cairo	284,559	268,925	0.95
Dakahlia	403,283	390,756	0.97
Dumyat	66,422	66,422	1.00
Fayoum	205,000	200,124	0.98
Gharbia	252,366	237,500	0.94
Giza	190,849	190,849	1.00
Ismailia	73,000	73,000	1.00
Kafr el Sheikh	240,639	231,279	0.96
Luxor	76,827	74,435	0.97
Matrouh	22,345	22,345	1.00
Menoufiya	222,257	222,257	1.00
Minia	431,418	431,418	1.00
New Valley	14,000	14,000	1.00
North Sinai	32,442	32,442	1.00
Port said	244,000	244,000	1.00
Qalubia	269,221	224,886	0.84
Qena	232,000	232,000	1.00
Red Sea	16,630	16,630	1.00
Sharqiya	422,764	422,764	1.00
South Sinai	2,898	2,898	1.00
Suez	44,713	30,098	0.67
Sohag	365,000	316,842	0.87
Total	5,029,787	4,674,343	0.93

Table 4			
BAB2 Once Classroom School (OCS) Learning Materials			
	Allocated	Spent	% Spent
Alexandria	35,159	35,074	1.00
Assuit	234,000	234,000	1.00
Aswan	28,000	28,000	1.00
Bani Suef	666,527	639,523	0.96
Behira	323,000	301,189	0.93
Cairo	106,845	86,957	0.81
Dakahlia	74,944	72,971	0.97
Dumyat	7,528	7,528	1.00
Fayoum	696,000	696,000	1.00
Gharbia	35,280	34,876	0.99
Giza	154,720	120,833	0.78
Ismailia	33,000	33,000	1.00
Kafr el Sheikh	96,222	95,674	0.99
Luxor	62,138	62,138	1.00
Matrouh	231,076	231,076	1.00
Menoufiya	60,000	53,000	0.88
Minia	499,451	499,451	1.00
New Valley	3,000	3,000	1.00
North Sinai	7,291	7,291	1.00
Port said	15,000	15,000	1.00
Qalubia	23,292	22,228	0.95
Qena	131,000	131,000	1.00
Red Sea	4,793	4,793	1.00
Sharqiya	152,920	152,920	1.00
South Sinai	4,534	4,534	1.00
Suez	5,999	6,019	1.00
Sohag	107,000	99,316	0.93
Total	3,798,719	3,677,391	0.97

Table 5						
BAB2 Simple Maintenance (SM)						
	Allocated	Deduction by MOF[5]	Revised Allocation	Debts from 2010/11[6]	Spent	% Spent
Alexandria	5,358,500	0	5,358,500	0	5,014,183	0.94
Assuit	5,918,986	500,000	5,418,986	0	5,418,986	1.00
Aswan	1,902,500	0	1,902,500	0	1,891,500	0.99
Bani Suef	4,009,524	0	4,009,524	0	3,637,218	0.91
Behira	7,255,000	78,035	7,176,965	0	6,574,007	0.92
Cairo	8,397,319	0	8,397,319	0	7,150,677	0.85
Dakahlia	7,239,750	0	7,239,750	0	6,591,425	0.91
Dumyat	1,681,500	0	1,681,500	0	1,621,883	0.96
Fayoum	4,500,000	0	4,500,000	0	4,500,000	1.00
Gharbia	5,495,961	0	5,495,961	0	4,647,018	0.85
Giza	7,923,089	0	7,923,089	200,000	6,429,375	0.84
Ismailia	1,768,000	0	1,768,000	0	1,668,954	0.94
Kafr el Sheikh	3,852,500	0	3,852,500	0	3,498,202	0.91
Luxor	1,443,603	0	1,443,603	0	1,424,807	0.99
Matrouh	613,500	0	613,500	0	613,500	1.00
Menoufiya	5,700,500	0	5,700,500	0	4,943,500	0.87
Minia	7,292,357	437,541	6,854,816	0	3,410,765	0.50
New Valley	301,000	0	301,000	0	288,166	0.96
North Sinai	639,000	0	639,000	0	634,000	0.99
Port said	1,188,500	0	1,188,500	0	459,235	0.39
Qalubia	6,363,500	0	6,363,500	0	4,667,756	0.73
Qena	4,304,521	0	4,304,521	0	4,246,946	0.99
Red Sea	365,500	0	365,500	0	365,500	1.00
Sharqiya	8,650,000	0	8,650,000	0	6,204,935	0.72
South Sinai	126,972	0	126,972	0	126,972	1.00
Suez	884,000	0	884,000	0	595,934	0.67
Sohag	6,143,500	368,610	5,774,890	0	4,849,159	0.84
Total	109,319,082	1,384,186	107,934,896	200,000	91,474,603	0.85

[5] These deductions were made by the MOF in an effort to reduce the deficit.
[6] These debts represent contracted work that was not finished in 2010/11 that had to be paid for with 2011/12 money.

Table 6									
BAB2 Major Maintenance (MM)									
	Allocated	Deduction by MOF	Revised Allocation	Debts from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alexandria	4,018,875	0	4,018,875	0	3,232,468	3,232,468	0.80	1,138,296	0.28
Assuit	4,439,240	0	4,439,240	0	4,439,240	4,439,240	1.00	4,439,240	1.00
Aswan	1,426,875	0	1,426,875	0	1,426,875	1,426,875	1.00	1,426,875	1.00
Bani Suef	3,007,145	0	3,007,145	0	682,446	682,446	0.23	682,446	0.23
Behira	5,441,250	163,237	5,278,013	0	4,592,064	4,592,064	0.87	1,576,943	0.30
Cairo	6,834,459	0	6,834,459	0	6,834,459	6,834,459	1.00	4,009,986	0.59
Dakahlia	5,430,347	0	5,430,347	0	3,500,000	3,500,000	0.64	0	0.00
Dumyat	1,261,125	0	1,261,125	106,992	1,154,133	1,261,125	1.00	558,021	0.44
Fayoum	3,375,000	0	3,375,000	0	3,374,848	3,374,848	1.00	3,374,848	1.00
Gharbia	4,125,000	0	4,125,000	1,446,086	107,933	1,554,019	0.38	1,187,475	0.29
Giza	6,000,000	0	6,000,000	0	4,620,000	4,620,000	0.77	4,620,000	0.77
Ismailia	1,326,000	0	1,326,000	0	1,206,750	1,206,750	0.91	500,000	0.38
Kafr el Sheikh	2,889,375	502,788	2,386,587	0	2,386,587	2,386,587	1.00	1,497,462	0.63
Luxor	1,075,000	0	1,075,000	0	787,428	787,428	0.73	391,000	0.36
Matrouh	460,125	0	460,125	0	373,420	373,420	0.81	373,420	0.81
Menoufiya	4,275,375	0	4,275,375	2,100,000	2,172,768	4,272,768	1.00	3,879,897	0.91
Minia	5,469,268	0	5,469,268	0	5,469,268	5,469,268	1.00	395,414	0.07
New Valley	225,750	0	225,750	0	209,572	209,572	0.93	209,572	0.93
North Sinai	479,250	0	479,250	60,000	440,687	500,687	1.04	440,374	0.92
Port said	891,375	13,746	877,629	0	800,000	800,000	0.91	0	0.00
Qalubia	4,772,625	0	4,772,625	890,842	3,881,783	4,772,625	1.00	4,212,951	0.88
Qena	3,220,125	389,211	2,830,914	0	1,939,711	1,939,711	0.69	682,626	0.24
Red Sea	274,125	0	274,125	0	274,125	274,125	1.00	274,125	1.00
Sharqiya	8,373,400	0	8,373,400	0	5,836,896	5,836,896	0.70	3,930,090	0.47
South Sinai	102,787	0	102,787	0	102,787	102,787	1.00	102,787	1.00
Suez	663,000	0	663,000	0	0	0	0.00	0	0.00
Sohag	4,607,625	0	4,607,625	0	3,703,522	3,703,522	0.80	2,101,125	0.46
Total	84,464,521	1,068,982	83,395,539	4,603,920	63,549,770	68,153,690	0.82	42,004,973	0.50

Table 7									
BAB2 Emergency Maintenance (EM)									
Governorate	Allocated	Deduction by MOF	Revised Allocation	Debts from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	1,339,625	0	1,339,625	0	0	0	0.00	0	0.00
Assuit	1,479,747	0	1,479,747	0	1,479,747	1,479,747	1.00	1,479,747	1.00
Aswan	475,625	0	475,625	0	475,625	475,625	1.00	475,625	1.00
Bani Suef	1,002,381	0	1,002,381	495,746	0	495,746	0.49	495,746	0.49
Behira	1,813,750	0	1,813,750	0	1,813,750	1,813,750	1.00	830,675	0.46
Cairo	2,278,153	0	2,278,153	1,902,626	375,527	2,278,153	1.00	1,902,626	0.84
Dakahlia	1,810,115	0	1,810,115	0	1,251,000	1,251,000	0.69	1,251,000	0.69
Dumyat	420,375	0	420,375	0	420,375	420,375	1.00	372,599	0.89
Fayoum	1,125,000	0	1,125,000	405,205	719,795	1,125,000	1.00	1,125,000	1.00
Gharbia	1,375,000	0	1,375,000	963,985	67,612	1,031,597	0.75	0	0.00
Giza	2,000,000	0	2,000,000	0	2,000,000	2,000,000	1.00	2,000,000	1.00
Ismailia	442,000	0	442,000	0	368,000	368,000	0.83	250,000	0.57
Kafr el Sheikh	963,125	0	963,125	0	2,076,000	2,076,000	2.16	963,125	1.00
Luxor	385,000	0	385,000	0	385,000	385,000	1.00	285,000	0.74
Matrouh	153,375	0	153,375	0	3,400	3,400	0.02	3,400	0.02
Menoufiya	1,425,125	0	1,425,125	1,026,121	399,004	1,425,125	1.00	1,425,125	1.00
Minia	1,823,089	0	1,823,089	0	5,267,140	5,267,140	2.89	0	0.00
New Valley	75,250	0	75,250	0	71,057	71,057	0.94	0	0.00
North Sinai	159,750	0	159,750	0	122,378	122,378	0.77	182,691	1.14
Port said	297,125	4,582	292,543	0	0	0	0.00	0	0.00
Qalubia	1,590,875	0	1,590,875	1,143,701	243,535	1,387,236	0.87	1,284,861	0.81
Qena	1,073,375	824,789	248,586	248,586	0	248,586	1.00	248,586	1.00
Red Sea	91,375	0	91,375	0	91,375	91,375	1.00	91,375	1.00
Sharqiya	1,473,643	0	1,473,643	0	183,453	183,453	0.12	0	0.00
South Sinai	34,262	0	34,262	0	34,262	34,262	1.00	34,262	1.00
Suez	221,000	0	221,000	0	0	0	0.00	0	0.00
Sohag	1,535,875	0	1,535,875	0	748,158	748,158	0.49	410,000	0.27
Total	26,864,015	829,371	26,034,644	6,185,970	18,596,192	24,782,162	0.95	15,111,443	0.58

Table 8									
Total BAB2									
	Allocated	Deduction by MOF	Revised Allocation	Debts from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alexandria	10,896,424	0	10,896,424	0	8,404,492	8,404,492	0.77	6,310,320	0.58
Assuit	12,251,972	500,000	11,751,972	0	11,646,972	11,646,972	0.99	11,646,972	0.99
Aswan	3,844,300	0	3,844,300	0	3,833,300	3,833,300	1.00	3,833,300	1.00
Bani Suef	8,888,091	0	8,888,091	495,746	5,136,226	5,631,972	0.63	5,631,972	0.63
Behira	15,212,075	241,272	14,970,803	0	13,623,377	13,623,377	0.91	9,625,181	0.64
Cairo	17,901,335	0	17,901,335	1,902,626	14,716,545	16,619,171	0.93	13,419,171	0.75
Dakahlia	14,958,439	0	14,958,439	0	11,806,152	11,806,152	0.79	8,306,152	0.56
Dumyat	3,436,950	0	3,436,950	106,992	3,270,341	3,377,333	0.98	2,626,453	0.76
Fayoum	9,901,000	0	9,901,000	405,205	9,448,908	9,854,113	1.00	9,900,848	1.00
Gharbia	11,283,607	0	11,283,607	2,410,071	5,094,939	7,505,010	0.67	6,106,869	0.54
Giza	16,268,658	0	16,268,658	200,000	13,361,057	13,561,057	0.83	13,561,057	0.83
Ismailia	3,642,000	0	3,642,000	0	3,349,704	3,349,704	0.92	2,524,954	0.69
Kafr el Sheikh	8,041,861	502,788	7,539,073	0	8,287,742	8,287,742	1.10	6,285,742	0.83
Luxor	3,042,568	0	3,042,568	0	2,733,808	2,733,808	0.90	2,237,380	0.74
Matrouh	1,480,421	0	1,480,421	0	1,243,741	1,243,741	0.84	1,243,741	0.84
Menoufiya	11,683,257	0	11,683,257	3,126,121	7,790,529	10,916,650	0.93	10,523,779	0.90
Minia	15,515,583	437,541	15,078,042	0	15,078,042	15,078,042	1.00	4,737,048	0.31
New Valley	619,000	0	619,000	0	585,795	585,795	0.95	514,738	0.83
North Sinai	1,317,733	0	1,317,733	60,000	1,236,798	1,296,798	0.98	1,296,798	0.98
Port said	2,636,000	18,328	2,617,673	0	1,518,235	1,518,235	0.58	718,235	0.27
Qalubia	13,019,513	0	13,019,513	2,034,543	9,040,188	11,074,731	0.85	10,412,682	0.80
Qena	8,961,021	1,214,000	7,747,021	248,586	6,549,657	6,798,243	0.88	5,541,158	0.72
Red Sea	752,423	0	752,423	0	752,423	752,423	1.00	752,423	1.00
Sharqiya	19,072,727	0	19,072,727	0	12,800,968	12,800,968	0.67	10,710,709	0.56
South Sinai	271,453	0	271,453	0	271,452	271,452	1.00	271,452	1.00
Suez	1,818,712	0	1,818,712	0	632,051	632,051	0.35	632,051	0.35
Sohag	12,759,000	368,610	12,390,390	0	9,716,997	9,716,997	0.78	7,776,442	0.63
Total	229,476,123	3,282,539	226,193,584	10,989,890	181,930,439	192,920,329	0.85	157,147,628	0.69

Table 9									
BAB6 Buildings									
Governorate	Allocated	MOF Deduction	Revised Allocation	Debt from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	2,597,000	129,850	2,467,150	1,360,382	2,130,128	3,490,510	1.41	1,717,708	0.70
Assuit	4,503,000	0	4,503,000	0	3,784,393	3,784,393	0.84	3,784,393	0.84
Aswan	2,026,000	430,000	1,596,000	700,000	896,000	1,596,000	1.00	1,596,000	1.00
Bani Suef	3,645,000	0	3,645,000	1,009,884	2,635,116	3,645,000	1.00	2,980,527	0.82
Behira	6,596,000	0	6,596,000	368,580	6,036,033	6,404,613	0.97	2,999,359	0.45
Cairo	5,122,000	0	5,122,000	2,280,140	1,674,126	3,954,266	0.77	3,720,429	0.73
Dakahlia	6,480,000	19,900	6,460,100	0	5,600,000	5,600,000	0.87	5,500,000	0.85
Dumyat	1,276,000	0	1,276,000	85,000	1,007,500	1,092,500	0.86	1,276,000	1.00
Fayoum	4,486,000	73,700	4,412,300	210,450	3,715,558	3,926,008	0.89	2,471,900	0.56
Gharbia	4,544,000	227,200	4,316,800	3,581,312	0	3,581,312	0.83	560,954	0.13
Giza	3,435,000	0	3,435,000	826,000	2,609,000	3,435,000	1.00	950,000	0.28
Ismailia	1,383,000	0	1,383,000	365,000	1,018,000	1,383,000	1.00	1,367,054	0.99
Kafr el Sheikh	4,331,000	0	4,331,000	1,361,285	3,804,291	5,165,576	1.19	4,223,373	0.98
Luxor	1,427,000	0	1,427,000	0	1,411,303	1,411,303	0.99	788,476	0.55
Matrouh	402,000	0	402,000	0	0	0	0.00	0	0.00
Menoufiya	4,001,000	0	4,001,000	2,959,843	878,156	3,837,999	0.96	3,199,531	0.80
Minia	7,766,000	0	7,766,000	657,403	5,580,773	6,238,176	0.80	4,915,884	0.63
New Valley	246,000	40,000	206,000	0	162,448	162,448	0.79	162,448	0.79
North Sinai	584,000	0	584,000	0	526,790	526,790	0.90	584,000	1.00
Port said	565,000	28,250	536,750	0	492,000	492,000	0.92	0	0.00
Qalubia	4,863,000	0	4,863,000	357,730	4,043,133	4,400,863	0.90	3,897,819	0.80
Qena	4,584,000	976,000	3,608,000	0	1,570,677	1,570,677	0.44	665,690	0.18
Red Sea	914,000	0	914,000	0	884,602	884,602	0.97	884,602	0.97
Sharqiya	7,610,000	380,500	7,229,500	3,800,000	3,134,963	6,934,963	0.96	2,170,222	0.30
South Sinai	52,000	3,891	48,109	0	48,109	48,109	1.00	48,109	1.00
Suez	838,000	0	838,000	0	650,763	650,763	0.78	650,763	0.78
Sohag	6,354,000	0	6,354,000	0	6,354,000	6,354,000	1.00	5,158,887	0.81
Total	90,630,000	2,309,291	88,320,709	19,923,009	60,647,862	80,570,871	0.91	56,274,128	0.64

Table 10									
BAB6 Tools and Equipment									
Governorate	Allocated	MOF Deduction	Revised Allocation	Debt from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	5,770,000	288,500	5,481,500	408,698	3,340,022	3,748,720	0.68	1,317,718	0.24
Assuit	10,006,000	664,981	9,341,019	0	2,064,035	2,064,035	0.22	2,064,035	0.22
Aswan	4,503,000	0	4,503,000	0	4,503,000	4,503,000	1.00	4,503,000	1.00
Bani Suef	8,101,000	708,800	7,392,200	0	7,392,200	7,392,200	1.00	7,392,200	1.00
Behira	14,658,000	1,321,000	13,337,000	0	12,516,569	12,516,569	0.94	9,976,679	0.75
Cairo	11,385,000	1,175,000	10,210,000	36,512	7,923,994	7,960,506	0.78	3,237,600	0.32
Dakahlia	14,400,000	0	14,400,000	0	13,600,000	13,600,000	0.94	13,600,000	0.94
Dumyat	2,836,000	288,000	2,548,000	0	2,547,600	2,547,600	1.00	1,182,000	0.46
Fayoum	9,969,000	872,300	9,096,700	937,827	7,438,243	8,376,070	0.92	9,283,700	1.02
Gharbia	10,098,000	504,725	9,593,275	3,033,500	4,986,838	8,020,338	0.84	4,669,488	0.49
Giza	7,634,000	816,000	6,818,000	0	6,818,000	6,818,000	1.00	6,818,000	1.00
Ismailia	3,073,000	287,000	2,786,000	0	827,164	827,164	0.30	827,164	0.30
Kafr el Sheikh	9,625,000	641,381	8,983,619	0	7,952,346	7,952,346	0.89	3,112,070	0.35
Luxor	3,170,000	298,000	2,872,000	0	2,871,882	2,871,882	1.00	711,720	0.25
Matrouh	894,000	107,000	787,000	83,260	679,644	762,904	0.97	679,644	0.86
Menoufiya	8,890,000	831,000	8,059,000	2,044,459	6,035,218	8,079,677	1.00	4,354,556	0.54
Minia	17,257,000	1,582,000	15,675,000	0	6,091,034	6,091,034	0.39	5,091,034	0.32
New Valley	546,000	71,000	475,000	0	475,000	475,000	1.00	474,300	1.00
North Sinai	1,298,000	0	1,298,000	0	943,180	943,180	0.73	579,000	0.45
Port said	1,256,000	62,900	1,193,100	0	725,000	725,000	0.61	612,000	0.51
Qalubia	10,808,000	980,000	9,828,000	0	8,377,163	8,377,163	0.85	2,360,386	0.24
Qena	10,186,000	0	10,186,000	389,175	6,527,261	6,916,436	0.68	4,357,000	0.43
Red Sea	0	0	0	0	0	0	0.00	0	0.00
Sharqiya	16,910,000	816,620	16,093,380	1,869,000	6,581,588	8,450,588	0.53	7,595,000	0.47
South Sinai	116,000	8,109	107,891	0	107,891	107,891	1.00	107,891	1.00
Suez	1,863,000	200,000	1,663,000	0	630,116	630,116	0.38	630,116	0.38
Sohag	14,118,000	1,273,500	12,844,500	0	9,310,980	9,310,980	0.72	6,089,799	0.47
Total	199,370,000	13,797,816	185,572,184	8,802,431	131,265,968	140,068,399	0.75	101,626,100	0.55

Table 11									
BAB6 Fittings									
Governorate	Allocated	MOF Deduction	Revised Allocation	Debt from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	1,731,000	86,650	1,644,350	0	896,365	896,365	0.55	65,548	0.04
Assuit	3,002,000	260,019	2,741,981	0	1,937,712	1,937,712	0.71	1,937,712	0.71
Aswan	1,351,000	0	1,351,000	0	1,351,000	1,351,000	1.00	1,351,000	1.00
Bani Suef	2,430,000	0	2,430,000	0	2,285,406	2,285,406	0.94	2,285,406	0.94
Behira	4,397,000	0	4,397,000	0	1,440,042	1,440,042	0.33	1,440,042	0.33
Cairo	3,415,000	0	3,415,000	0	2,335,000	2,335,000	0.68	2,335,000	0.68
Dakahlia	4,320,000	1,344,100	2,975,900	0	2,200,000	2,200,000	0.74	1,552,000	0.52
Dumyat	851,000	0	851,000	0	805,376	805,376	0.95	784,000	0.92
Fayoum	2,991,000	0	2,991,000	0	2,985,412	2,985,412	1.00	1,286,800	0.43
Gharbia	3,030,000	192,075	2,837,925	0	766,852	766,852	0.27	224,532	0.08
Giza	2,290,000	0	2,290,000	0	2,290,000	2,290,000	1.00	2,290,000	1.00
Ismailia	922,000	0	922,000	0	543,782	543,782	0.59	543,782	0.59
Kafr el Sheikh	2,888,000	248,619	2,639,381	0	2,639,381	2,639,381	1.00	757,484	0.29
Luxor	951,000	0	951,000	0	951,000	951,000	1.00	238,000	0.25
Matrouh	268,000	0	268,000	0	261,356	261,356	0.98	261,356	0.98
Menoufiya	2,667,000	0	2,667,000	0	2,048,278	2,048,278	0.77	1,871,533	0.70
Minia	5,177,000	0	5,177,000	0	4,749,082	4,749,082	0.92	4,749,082	0.92
New Valley	164,000	0	164,000	0	164,000	164,000	1.00	164,000	1.00
North Sinai	389,000	0	389,000	0	0	0	0.00	0	0.00
Port said	377,000	18,850	358,150	0	350,000	350,000	0.98	368,850	1.03
Qalubia	3,242,000	0	3,242,000	0	2,842,663	2,842,663	0.88	3,242,000	1.00
Qena	3,056,000	0	3,056,000	0	1,132,200	1,132,200	0.37	594,000	0.19
Red Sea	189,000	0	189,000	0	189,000	189,000	1.00	189,000	1.00
Sharqiya	5,072,000	282,880	4,789,120	0	1,030,268	1,030,268	0.22	1,900,300	0.40
South Sinai	35,000	0	35,000	0	34,930	34,930	1.00	34,930	1.00
Suez	559,000	0	559,000	0	559,000	559,000	1.00	559,000	1.00
Sohag	4,236,000	0	4,236,000	0	4,236,000	4,236,000	1.00	4,026,082	0.95
Total	60,000,000	2,433,193	57,566,807	0	41,024,105	41,024,105	0.71	35,051,439	0.61

Table 12									
Total BAB6									
Governorate	Allocated	MOF Deduction	Revised Allocation	Debt from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	10,098,000	505,000	9,593,000	1,769,080	6,366,515	8,135,595	0.85	3,100,974	0.32
Assuit	17,511,000	925,000	16,586,000	0	7,786,140	7,786,140	0.47	7,786,140	0.47
Aswan	7,880,000	430,000	7,450,000	700,000	6,750,000	7,450,000	1.00	7,450,000	1.00
Bani Suef	14,176,000	708,800	13,467,200	1,009,884	12,312,722	13,322,606	0.99	12,658,133	0.94
Behira	25,651,000	1,321,000	24,330,000	368,580	19,992,644	20,361,224	0.84	14,416,080	0.59
Cairo	19,922,000	1,175,000	18,747,000	2,316,652	11,933,120	14,249,772	0.76	9,293,029	0.50
Dakahlia	25,200,000	1,364,000	23,836,000	0	21,400,000	21,400,000	0.90	20,652,000	0.87
Dumyat	4,963,000	288,000	4,675,000	85,000	4,360,476	4,445,476	0.95	3,242,000	0.69
Fayoum	17,446,000	946,000	16,500,000	1,148,277	14,139,213	15,287,490	0.93	13,042,400	0.79
Gharbia	17,672,000	924,000	16,748,000	6,614,812	5,753,690	12,368,502	0.74	5,454,974	0.33
Giza	13,359,000	816,000	12,543,000	826,000	11,717,000	12,543,000	1.00	10,058,000	0.80
Ismailia	5,378,000	287,000	5,091,000	365,000	2,388,946	2,753,946	0.54	2,738,000	0.54
Kafr el Sheikh	16,844,000	890,000	15,954,000	1,361,285	14,396,018	15,757,303	0.99	8,092,927	0.51
Luxor	5,548,000	298,000	5,250,000	0	5,234,185	5,234,185	1.00	1,738,196	0.33
Matrouh	1,564,000	107,000	1,457,000	83,260	941,000	1,024,260	0.70	941,000	0.65
Menoufiya	15,558,000	831,000	14,727,000	5,004,302	8,961,652	13,965,954	0.95	9,425,620	0.64
Minia	30,200,000	1,582,000	28,618,000	657,403	16,420,889	17,078,292	0.60	14,756,000	0.52
New Valley	956,000	111,000	845,000	0	801,448	801,448	0.95	800,748	0.95
North Sinai	2,271,000	0	2,271,000	0	1,469,970	1,469,970	0.65	1,163,000	0.51
Port said	2,198,000	110,000	2,088,000	0	1,567,000	1,567,000	0.75	980,850	0.47
Qalubia	18,913,000	980,000	17,933,000	357,730	15,262,959	15,620,689	0.87	9,500,205	0.53
Qena	17,826,000	976,000	16,850,000	389,175	9,230,138	9,619,313	0.57	5,616,690	0.33
Red Sea	1,103,000	0	1,103,000	0	1,073,602	1,073,602	0.97	1,073,602	0.97
Sharqiya	29,592,000	1,480,000	28,112,000	5,669,000	10,746,819	16,415,819	0.58	11,665,522	0.41
South Sinai	203,000	12,000	191,000	0	190,930	190,930	1.00	190,930	1.00
Suez	3,260,000	200,000	3,060,000	0	1,839,879	1,839,879	0.60	1,839,879	0.60
Sohag	24,708,000	1,273,500	23,434,500	0	19,900,980	19,900,980	0.85	15,274,768	0.65
Total	350,000,000	18,540,300	331,459,700	28,725,440	232,937,935	261,663,375	0.79	192,951,667	0.58

Table 13 ranks the performers (in terms of % spent) for BAB2, BAB6, and both BAB2 and BAB6. As you can see some governorates performed poorly *across the board* (i.e., Alexandria, Sharqiya, Gharbia, Mina), while others performed quite well *across the board* (South Sinai, Aswan, Red Sea). That there were poor performers across the board and good performers across the board warrants further investigation into why these particular governorates performed so poorly across the board such that measures can be taken to better support them in future decentralized education finance efforts.

Table 13					
BAB2		**BAB6**		**BAB2 & BAB6**	
Port Said	0.27	Alexandria	0.32	Port Said	0.36
Minia	0.31	Gharbia	0.33	Gharbia	0.41
Suez	0.35	Luxor	0.33	Minia	0.45
Gharbia	0.54	Qena	0.33	Qena	0.45
Dakahlia	0.56	Sharqiya	0.41	Alexandria	0.46
Sharqiya	0.56	Assuit	0.47	Sharqiya	0.47
Alexandria	0.58	Port said	0.47	Luxor	0.48
Sohag	0.63	Cairo	0.50	Suez	0.51
Bani Suef	0.63	Kafr el Sheikh	0.51	Ismailia	0.60
Behira	0.64	North Sinai	0.51	Behira	0.61
Ismailia	0.69	Minia	0.52	Kafr el Sheikh	0.61
Qena	0.72	Qalubia	0.53	Cairo	0.62
Luxor	0.74	Ismailia	0.54	Qalubia	0.64
Cairo	0.75	Behira	0.59	Sohag	0.64
Dumyat	0.76	Suez	0.60	North Sinai	0.69
Qalubia	0.80	Menoufiya	0.64	Assuit	0.69
New Valley	0.83	Matrouh	0.65	Dumyat	0.72
Giza	0.83	Sohag	0.65	Matrouh	0.74
Kafr el Sheikh	0.83	Dumyat	0.69	Dakahlia	0.75
Matrouh	0.84	Fayoum	0.79	Menoufiya	0.76
Menoufiya	0.90	Giza	0.80	Bani Suef	0.82
North Sinai	0.98	Dakahlia	0.87	Giza	0.82
Assuit	0.99	Bani Suef	0.94	Fayoum	0.87
Aswan	1.00	New Valley	0.95	New Valley	0.90
Fayoum	1.00	Red Sea	0.97	Red Sea	0.98
South Sinai	1.00	South Sinai	1.00	Aswan	1.00
Red Sea	1.00	Aswan	1.00	South Sinai	1.00

3.2. Formal Evaluation

3.2.1 Methodology

A set of five questionnaires was developed: two for stakeholders at the school level (a parent member of the Board of Trustees (BOT), and the school principal), one for the idara (the Idara Head), and one for the muderiya (the Muderiya Head). In addition, a questionnaire was developed for the principal of a school at which major maintenance or technical education reform work had taken place.

Six governorates were randomly chosen in a stratified manner: two from Upper Egypt, and one each from the Delta, greater Cairo, the Canal Zone, and the Remote areas. Within each of these governorates, three idaras were chosen: two randomly, and one the idara in which the capital of the muderiya was located. Within all of the selected idaras, 122 schools were randomly selected. Of those, 9 were technical schools (TS) that received BAB2 funds for raw materials, and 11 were One Classroom Schools (OCS) that received BAB2 funds for various learning materials. All 122 received simple maintenance (SM) funds. Finally, from a national pool of schools that had major maintenance (MM) or technical education reform (TER) work done on them, 35 were randomly selected: 3 were schools that had major maintenance work done on them and 32 were schools that had technical education reform work performed. The principals of all 122 schools were interviewed vis-à-vis the simple maintenance money; the principals of the 9 technical schools and 11 OCSs that were a subset of the 122 schools were also interviewed about the additional funds they received. A parent member of the BOT of all but the 11 of the 122 schools were interviewed separately (the 11 OCSs do not have BOTs). The principals of those schools that had either major maintenance or technical education reform work done on them were also interviewed. Finally, the Idara Head of all 18 idaras and the Muderiya Heads of all 6 muderiyas were interviewed. A summary account of who was interviewed is offered in Table 14.

Table 14

	#	Person interviewed	#	Person interviewed
BAB2 Funds				
Muderiyas	6	Head of the Muderiya		
Idaras	18	Head of the Idara		
Schools	12 2	Principal	11 1	Parent/BOT
Technical School	*9*	*Principal*		
OCS	*11*	*Principal*		
School where Major Maintenance took place	3	Principal		
BAB6 Funds				
School where Technical Education Reform took place	32	Principal		
Italics denotes that these schools are a subset of the 122				

The majority of the evaluation forms that were used were adapted from the forms that were used to evaluate the 2010/11 effort.

3.2.2 Evaluation results

The *key* findings of the formal evaluation are presented and discussed below. The detailed findings—the answers provided for each question in all the questionnaires—can be found in Appendices A-G.

3.2.2.1 School Principals (OCS, TS, and SM)

Among the many reasons for decentralization, two very important ones are to increase stakeholder involvement in school planning and budgeting efforts, and another is to increase horizontal accountability. With regard to the former issue, Table 15 shows the responses that principals gave when asked if teachers, BOT members, or other (non-BOT) parents were involved in School Improvement Plan (SIP) and School Expenditure Plan (SEP) development. One can see the responses given for each type of money (OCS, TS, or SM) that was planned and budgeted, each stakeholder group, and the weighted averages across them. The weighted averages show that in 86% of the cases, teachers were involved in SIP development and that in 78% of the cases they were involved in SEP development. It also shows that in 83% of the cases, BOTs were involved in SIP development and that in 76% of the cases BOTs were involved in SEP development. Finally, these weighted averages show that in only 24% of the cases were other parents involved in SIP development and in 21% of the cases were they involved in SEP development. While these numbers are generally high for both the teachers and the BOTs, they are also a bit disappointing in that they are not in the mid-to-high ninety percent range. After all, teacher and BOT involvement in SIP/SEP development is a major training point in all the training that goes on in advance of implementation. As for "other parents," their participation in SIP and SEP development is quite low, and frankly, without some research into the matter, it is difficult to say just how high those percentages should be given the fact that the BOT is supposed to represent parents in these matters.

With regard to horizontal accountability, weighted averages in Table 15 also show that in 83% of the cases were the SIP/SEP presented to the BOT and in 59% of the cases were they displayed in a place for the public to see. Both of these figures are disappointing in that in no less than 100% of the time should the SIP/SEP be presented to the BOT for approval, and while one can and should make the claim that the same should be true for posting the SIP/SEP in a public place, the fact is that when it is not, the public still may have been able to see them (i.e., they could have asked to see them and be given permission to do so). This option should then be queried in the evaluation of the 2012/13 effort.

Table 15												
	Technical Schools (TS) Raw Materials			One Classroom School (OCS) Raw Materials			All Schools Simple Maintenance (SM)			Weighted Average		
	Yes	No	?[7]	Yes	No	?	Yes	No	?	Yes	No	?
SIP Development												
Teachers	0.56	0.33	0.11	0.7	0.1	0.2	0.9	0.1	0.00	0.86	0.12	0.03
BOT	0.56	0.44	0.00	NA	NA	NA	0.85	0.15	0.00	0.83	0.17	0.00
Parents	0.33	0.67	0.00	0.2	0.7	0.1	0.24	0.75	0.01	0.24	0.74	0.02
SEP Development												
Teachers	0.56	0.33	0.11	0.6	0.3	0.1	0.82	0.18	0	0.78	0.20	0.02
BOT	0.56	0.44	0.00	NA	NA	NA	0.78	0.21	0.01	0.76	0.23	0.01
Parents	0.33	0.67	0.00	0	0.9	0.1	0.22	0.76	0.02	0.21	0.77	0.03
Presented to BOT	0.89	0.11	0.00	NA	NA	NA	0.83	0.15	0.02	0.83	0.15	0.02
SIP/SEP Displayed	0.33	0.67	0.00	0.3	0.6	0.1	0.65	0.34	0.01	0.59	0.39	0.02

As for other *key* findings from the principals, they are shown in Table 16. Of note is the fact that only 33% of the principals who received money for technical school raw materials (TS) said that knowing the details of the funding formulas is important to them. That there were only 9 such principals points to the possibility that the 6 principals who said that it was not important to them is a statistical anomaly. What is a bit disconcerting is the fact that 87% (weighted average) of the principals reported that they received the correct amount of money. That these percentages exist, points to the need to look further into the matter: Do the principals who reported not receiving the right amount of money know how much money they should have received? Do they *really* know how much they received? And, if the answer to both is yes, then, why did they not receive what they should have received?

[7] The "?" here denotes the "did not know" response.

Table 16	
	% "Yes"
One Classroom School (OCS) Principals	
Understand the OCS funding formula (FF)	1.00
Understand the simple maintenance (SM) FF	0.73
Knowing the details of the FF is important to them	0.64
Received the correct amount of OCS money	0.50
Received the correct amount of SM money	0.70
Expenditures posted in a public place	0.25
Days to get the Temporary Cash Advance Mechanism (TCAM) money	11 days[8]
Technical School (TS) Principals	
Understand the TS FF	0.88
Understand the SM FF	0.78
Knowing the details of the FF is important	0.33
Received the correct amount of TS money	0.56
Received the correct amount of SM money	0.89
Expenditures posted in a public place	0.33
Days to get the TCAM money	33.8 days
Principals	
Understand the SM FF	0.82
Knowing the details of the FF is important	0.82
Received the correct amount of SM money	0.91
Expenditures posted in a public place	0.58
Days to get the TCAM money	23
Weighted percentages and averages	
Understand the FF	0.82
Knowing the details is important	0.79
Received the correct amount of money	0.87
Expenditures posted in a public place	0.56
Days to get TCAM money (average)	22.7 days

[8] This is the average for all who responded.

Table 17 shows how the schools spent their money. What is interesting here is the fact that some OCSs chose to use their OCS money on maintenance when small maintenance money was available to them. Maybe, those OCSs that did spend their money on maintenance did not receive SM money (i.e., the idara may have felt that these schools were too small or that they were in a rented space).[9]

Table 17			
Please enter the amount of money spent on the following items using the OCS/TS money that you received from the funding formula			
	OCS	**TS**	**SM**
Stationery	4%	NA	NA
Other teaching aids	73%	NA	NA
Maintenance of grounds and school building as a service charge	16%	NA	NA
School furniture	6%	NA	NA
Raw materials	100%		NA
Please enter the amount of money spent on the following items using the simple maintenance money that your received from the funding formula			
Paint	7%	28%	44%
Electrical repairs	35%	38%	13%
Plumbing repairs	26%	12%	9%
Furniture repairs	32%	22%	34%

When asked to name the three things they liked most about the effort, the principals said the following:

[9] There are reports in the detailed evaluation forms that idaras chose not to give some OCS their SM money due to the fact that these schools were in rented (non-government) buildings or were simply too small to do anything meaningful with the money, this in spite of the fact that every school was guaranteed a minimal amount regardless of enrolment. When a school's enrolment allowed them to receive more than that minimal amount, they received it (see section 12.1 for a detailed account of how the maintenance funding formulas worked).

Table 18
Reflecting back on all that was done during this effort, what 3 things did you (the Interviewee) like most about it?
Principals of OCS
• It allowed the school to address school needs quickly • It helped to keep the school in good condition • It was an efficient way of doing things—saved time and effort in getting things done • Helped us to better understand how to put together a budget that was linked to the school improvement plan • Enhanced cooperation between school and Idara • It promoted transparency with community
Principals of Technical Schools
• It allowed schools to develop an SEP for the SIP and implement them • The speed with which school needs could be addressed • People learned how to develop and implement plans
Principals of other schools (those that received simple maintenance money only)
• The speed with which school needs could be addressed • The fact that spending was on things that the school needed • Kept the school building in good condition • Encouraged staff and community participation and BOT cooperation • Learned more about how to develop a SIP/SEP • Improved the overall educational situation of the school

Of note is the fact that the money helped to address school needs quickly, needs that the schools saw as important to address, and to do so in a systematic way—developing a school improvement plan and a commensurate school expenditure plan—all of which are fundamental reasons why MOE's should decentralize.

When asked to name the three things they disliked the most—things they would most like to see changed, the principals responded as follows:

Table 19
Reflecting back on all that was done during this experiment, what 3 things would you change-or put another way, what 3 improvements would you recommend making?
Principals of OCS
• The rules and regulations around the handling the money are too cumbersome • The amount of money was too small
Principals of Technical Schools
• They would like to receive a block grant instead of money coming down for specific line items • Raise the ceiling for which 3 quotes are required; streamline the procurement procedures • Create incentives that will get people to do what they need to do
Principals of other schools (those that received simple maintenance money only)
• Increase the amount of money that schools receive • Allow schools to buy more things with the money • Streamline the TCAM procedures • Simplify the overall procurement procedures • Release the money earlier • Make the maintenance FF more need-based.

Of note here are two things: the need to streamline the procurement process (to reduce the amount of red tape involved in making purchases), and the need to decentralize the funds as a block grant, allowing schools more freedom to buy what they need for school improvement.

Finally, each principal was presented with the set of questions shown in Tables 20-22 and asked to answer on a scale of 1-5, with 1 reflecting a very negative response and 5 reflecting a very positive response. The principals responded as follows:

Table 20					
Principals of OCSs	**1**	**2**	**3**	**4**	**5**
Would you like to continue getting DeC money?	1	0	1	0	8
Would you like to continue planning for the DeC money?	2	0	1	1	6
Would you like to continue spending DeC money?	3	0	1	1	5
Was this year's implementation better than last year?	4	0	1	0	5
Would you like to continue to implement DeC?	2	0	0	1	7
Would you like to expand DeC implementation?	2	0	0	0	8

Table 21					
Principals of TSs	**1**	**2**	**3**	**4**	**5**
Would you like to continue getting DeC money?	1	0	0	2	5
Would you like to continue planning for the DeC money?	2	0	0	2	4
Would you like to continue spending DeC money?	0	0	0	2	5
Was this year's implementation better than last year?	0	0	3	3	2
Would you like to continue to implement DeC?	0	1	0	2	5
Would you like to expand DeC implementation?	0	1	0	2	5

Table 22					
Principals of the other schools	**1**	**2**	**3**	**4**	**5**
Would you like to continue getting DeC money?	1	1	8	14	77
Would you like to continue planning for the DeC money?	3	0	6	24	68
Would you like to continue spending DeC money?	4	3	8	18	68
Was this year's implementation better than last year?	6	5	8	15	65
Would you like to continue to implement DeC?	2	1	3	11	84
Would you like to expand DeC implementation?	2	1	4	9	85

As you can see, the overwhelming response to the questions asked among all the principals is very positive.

3.2.2.2 Parental member of the BOT

The *key* responses that the parental members of the BOTs gave are as follows:

Table 23	
Knowing the details of the FF is important for the BOT	0.79
Your school received the correct amount of TS money	0.50
Your school received the correct amount of SM money	0.70
The decentralized GOE funds precipitated more community donations?	0.20

What is most disconcerting are the low percentages for the questions referring to the schools getting the correct amount of money: did the parental members of the BOT not know how much money the school was supposed to get? Did they not know how much the school received? Them not knowing is a bit more "understandable" than the principals not knowing, but when one envisions a high quality decentralized education system, one hopes that the BOT is well aware of what is going on.

Clearly, measures must be taken to better understand why these percentages are so low and what one can do to increase them as this effort continues to unfold.

When asked to reflect back on the effort and identify the three things they liked most and least about it, their responses were as shown below.

Table 24
Reflecting back on all that was done during this effort, what 3 things did you (the Interviewee) like most about it?
• The schools could quickly address school needs • School spent money based on school needs • It kept the school building in good condition • The money allowed the school to use its other funds for other purposes • It encouraged community participation & BOT cooperation • It allowed independent decision making • They gained more experience in SIP/SEP development • It enhanced the overall educational situation of the school
Reflecting back on all that was done during this experiment, what 3 things would you change-or put another way, what 3 improvements would you recommend making?
• There should be more money • They should be allowed to spend the money on a wider variety of things • Streamline the procurement procedures • Release the money earlier • Include school needs as a factor in the FF

It is good to see that the parental members of the BOT echo what the principals say—that the thing they liked most about the effort is the fact that schools can address their needs more quickly and that they can identify what exactly those needs are. They too felt that a major improvement in the effort would be to allow the school greater scope in how they can use the money (send it down as a block grant) and to streamline the procurement process.

3.2.2.3 Idara Heads

The *key* responses from the Idara Heads are shown in Table 25.

Table 25	
Percentage of Idara Heads who knew how OCS FF worked	0.89
Percentage of Idara Heads who knew how TS FF worked	0.77
Percentage of Idara Heads who knew how Maintenance FF worked	1.00
Percentage of Idara Heads who believed the OCS FF was fair	0.72
Percentage of Idara Heads who believed the TS FF was fair	0.84
Percentage of Idara Heads who believed the M FF was fair	0.95
Percentage of Idara Heads who believed all three FFs were fair	0.84

When asked to reflect back on the effort and identify the three things they liked most and least about it, their responses were as shown below:

Table 26
Reflecting back on all that was done during this effort, what 3 things did you (the Interviewee) like most about it?
• Increased transparency • Increased people's capacity to prioritize • It allowed the schools to respond rapidly to school needs • The fairness that is reflected in the way the FFs work • The training that was done for the schools on decentralization and decentralized education finance • The expanded DSU
Reflecting back on all that was done during this experiment, what 3 things would you change-or put another way, what 3 improvements would you recommend making?
• Lack of coordination with GAEB • Lack of incentives for the DSU

Of note here is that fact that the Idara Heads also echo what we heard from stakeholders at the school level: that this effort allows schools to address their needs quickly. Related to this is their saying that the effort enabled and empowered schools to prioritize.

Finally, each Idara Head was presented with the set of questions shown in Table 27 and asked to answer each one on a scale of 1-5, with 1 reflecting a very negative response and 5 reflecting a very positive response. As one can see, the Idara Heads were very much in favor of moving forward with decentralization (DeC).

Table 27					
Idara	**1**	**2**	**3**	**4**	**5**
Would you like to continue getting DeC money?	0	0	2	2	14
Would you like to continue planning for the DeC money?	1	0	0	5	11
Would you like to continue spending DeC money?	2	0	4	3	9
Was this year's implementation better than last year?	0	0	2	8	7
Would you like to continue to implement DeC?	1	0	2	4	11
Would you like to expand DeC implementation?	1	0	0	1	16

3.2.2.4 Muderiya Heads

The *key* responses of the Muderiya Heads are presented in Table 28 below.

Table 28	
Percentage of Muderiya Heads who knew how the BAB2 maintenance FF worked	0.67
Percentage of Muderiya Heads who believed that the BAB2 maintenance FF was fair	1.00
Percentage of Muderiya Heads who knew how the BAB6 TER FF worked	0.5
Percentage of Muderiya Heads who believed that the BAB6 TER FF was fair	1.00

Of note here is the number of Muderiya Heads who do not understand how the funding formulas worked: 67% knew how the maintenance funding formula worked and only 50% knew how the technical education reform funding formula worked. Yet, 100% said that both were fair. If they did not fully understand how the funding formulas worked

how can they really say that it was fair? Admittedly, they may have not known exactly how the funding formulas worked but knew that they were at least enrolment based—a partial understanding that would allow them to say that they were fair.

When asked to reflect back on the effort and identify the three things they liked most and least about it, their responses were as shown below.

Table 29
Reflecting back on all that was done during this effort, what 3 things did you (the Interviewee) like most about it?
• The monitoring and support work of the central DSU • Increased transparency and fairness • Helped to foster the financial independence of the muderiya, the idara, and the school • Helped to build cadres of people who can assess school needs • Increased overall school and community participation in identifying school needs
Reflecting back on all that was done during this experiment, what 3 things would you change-or put another way, what 3 improvements would you recommend making?
• Improve the Fiscal Discipline Manual (FDM): make it more practical and less theoretical • Develop a School Register of Needs such that real school needs can factor into the funding formulas • Include "remoteness" as a factor in the funding formulas

Since the muderiyas were most exposed to and most benefitted from the support work that the expanded DSU provided, it is nice to see that they noted the DSU's work as something they liked most about the effort. Equally good is their saying that the effort promoted financial independence among lower levels of the system. Their comment on the need to have a school register of needs factor into the maintenance funding formula is interesting in that the need for a school register of needs (SRN) was identified by all respondents as something that must be added to the maintenance funding formula.[10] That school needs do not as yet factor into the maintenance funding formula has been a concern of ours since the maintenance money became available in 2010. On several occasions over the course of the last three years GILO has strived to get the MOE and GAEB to design and put in place a school register of needs only to have the MOE not agree to move forward on the issue. While, simple maintenance can be considered a recurrent cost, major maintenance cannot—it must be based on real need, not enrolment or the number of classrooms since neither has little if anything to do with a collapsed ceiling or some other major maintenance need.

Finally, each Muderiya Head was presented with the set of questions shown in Table 30 and were asked to answer each one on a scale of 1-5, with 1 reflecting a very negative response and 5 reflecting a very positive response. The Muderiya Heads responded as follows.

[10] It also begs the question why 100% felt that the maintenance funding formula was fair when school needs did not factor into it.

Table 30					
Muderiya	**1**	**2**	**3**	**4**	**5**
Would you like to continue getting DeC money?	0	0	0	1	5
Would you like to continue planning for the DeC money?	0	0	0	1	5
Would you like to continue spending DeC money?	1	0	0	1	4
Was this year's implementation better than last year?	0	1	2	1	2
Would you like to continue to implement DeC?	0	0	0	0	6
Would you like to expand DeC implementation?	0	0	0	0	6

3.2.2.5 Principals of schools for which major maintenance was done

The *key* findings from the principals in which major maintenance or technical education reform work was done are as follows.

Table 31		
Was any major maintenance/TER work done on this school in 2011/12?	Yes	79%
	No	21%
	Don't Know	0%
Was the school involved in any way in deciding what major maintenance / TER work would be done with the money that was made available to the Muderiya?	Yes	16%
	No	84%
	Don't Know	0%
Was the major maintenance / TER work that was supposed to have been done using this money, actually done?	Yes	84%
	No	16%
	Don't Know	0%
Of all of the major maintenance / TER work that needs to be done on this school, is the work that was done the most needed--is it what you would have chosen to have been done if you were the decision maker?	Yes	87%
	No	13%
	Don't Know	0%
Are you happy with <u>what was done</u> in the way of major maintenance / TER in this school?	Yes	90%
	No	10%
	Don't Know	0%
Are you happy with the <u>quality of the major maintenance / TER work</u> that was done in this school?	Yes	81%
	No	19%
	Don't Know	0%
Are you happy with <u>how the major maintenance / TER work was done</u> in this school?	Yes	84%
	No	16%
	Don't Know	0%

Of note in the responses above is the fact that 21% of those asked if major maintenance or technical education reform work had been done at their school—a school identified by us as one targeted for such work—responded no. That only 63% of the money that was decentralized was successfully spent underscores what the principals of these schools are suggesting: that the muderiyas do not as yet have the capacity to spend all of this money even though they spent 118% more than they spent in the previous year. Is there a limit beyond which they simply cannot spend the money they receive? What stands in the way of them spending all the money? And, what stands in the way of them spending all the money well? We will discuss this issue at length in the *Conclusion* section of this report.

When asked to reflect back on the effort and identify the three things they liked most and least about it, their responses were as shown in Table 32.

Table 32
Reflecting back on all that was done during this Major Maintenance / TER effort, what three things did you (the Interviewee) like most about it?
• Real needs were addressed • The physical environment was enhanced • The quality of work that was done • The work was completed on time • The right people were on hand to install the new equipment • Participation of school in identifying the needs • The quick response
Reflecting back on all that was done during this major maintenance / TER effort, what three things would you change-or put another way, what three improvements would you recommend making?
• The need to ensure that what is addressed reflects the school's priorities • To make sure that all the work is done when school is not in session • Allow the school to purchase the equipment

Of note here is the fact that one of the most stated positive responses was that real needs were addressed. One of the most stated negative responses was the need to address real school needs. Clearly, why real needs were being met, they may not have reflected the school's priorities.[11]

4. Conclusion

Given the informal and formal evaluation results of the 2010/11 effort, serious attention was paid to improving the ways and means by which the DSU supported and monitored the 2011/12 effort. As one can see from what is detailed in Appendix I, much was done in this regard. The Muderiya Heads, those who had the most contact with the expanded

[11] One needs to realize that in the past technical education reform money has been used for a variety of purposes that individuals from the schools and various departments in the muderiya and center have allegedly benefited from, personally. That efforts were made this year to prevent that from happening and to use the money to address real educational needs, could be why on the one hand these principals may have said that school needs were met, but that school priorities were not.

DSU, all said that this was one of the things they liked most about the 2011/12 effort. But while the work of the DSU was greatly expanded and appreciated, and while the support that they offered was substantial, a lot more needs to be done in support of successful decentralized education finance in Egypt. The detailed responses in the evaluations all point to the fact that implementation as it is laid out in the FDM is not being well-adhered to, that people throughout the system still implement numerous aspects of this effort in various ways, and while in many instances this may be immaterial or even a good thing, in other cases (such as those that promote horizontal accountability) the MOE needs to step in and make sure that things are being implemented in the manner laid out in the FDM.

Additionally, much more needs to be done to ensure that the money that is received is well spent, not just spent. In the first instance, there is the technical education reform money. This is a very large investment that should be spent on those things that will give students the skills they need to enter the labor market and assume jobs and careers that will help drive local and national economies. It should not be spent on things that are easy to purchase or that will only generate income for the schools and, allegedly, various officials in the system. To this end, formal linkages need to be made between the technical schools, the technical education departments, and local businesses such that the skills demanded by the economy are known by those who have the money and measures can be taken to purchase the equipment needed to give students those skills.

In the second instance there is the maintenance money, in particular, the EGR 105M that is set aside for major maintenance. Needed is a mechanism that can quickly assess, quantify, and prioritize the major maintenance needs of every school such that those needs can factor into the funding formula and be used to guide the selection of schools that will have major maintenance work done on them. To this end, we recommend the development and use of a school register of needs—something that was noted by almost every stakeholder who was interviewed.

Third, there is the EGP 105M that is used for simple maintenance. While these funds are being put to good use, they could be put to better use if they were unrestricted—if schools could use the money for things other than just maintenance. Needed here is legislation that will allow this money, and all the GOE money that a school receives, to be considered a block grant, giving the schools the freedom to use those resources anyway they want in support of school improvement.

While only 63% of the funds that were decentralized were spent (compared to the 68% that were spent in 2010/11), the amount of money that was decentralized in 2011/12 was 39% greater than what was decentralized in 2010/11, and the amount of money that was spent is 26% greater than what was spent in 2010/11. Nevertheless, one wonders if there is an absorptive capacity of some sort that is being reached, especially if one wants to ensure that the money is well spent (a process that takes more time than simply spending the money). The fact is that the current procurement law and the rules and regulations around the use of BAB6 are a virtual straightjacket for the muderiyas, idaras, and schools. Having to obtain 3 quotes for the purchase of good valued at EGP 50 (less than

$10) or over is very time consuming and unnecessary. That all the money must be spent before the end of the fiscal year is unrealistic, especially if the work should ideally be done when school is not in session.

In this regard it is worth noting that in 2010/11, the Diwan's "spent rate" for BAB6 was 59.5%, while that of the muderiyas was 50%: 84% as good as the center. The fact that the center, which has been spending money for decades, cannot spend all that it receives, strongly suggests that there may well be a limit to what anyone can spend under the current procurement laws. Needed, is a review of the procurement law and a total re-write of that law such that the resources channeled into the education system can be efficiently transformed into student learning.

While much can and should be done to improve the overall implementation of the work that has unfolded over the course of the last 5 years regarding decentralized education finance, the overall effort would be better supported and implemented if it were a part of a larger and more comprehensive decentralization/system-reform effort. To date, the decentralized education finance work that began as far back as 2007 has been piece meal and ad hoc and has been implemented within a highly centralized and unchanging system. Like a square peg being jammed into a round hole, this effort will soon lose its edge—it will soon succumb to the ways of old—unless a more comprehensive reform effort into which decentralized education finance can neatly fit is developed and launched. To this end, the draft design of a high-quality decentralized education system has been developed—a function allocation table that has been developed by well over 100 key stakeholders at the Diwan. Needed is widespread understanding and ownership of this design, formal adoption of it, and key measures taken to move the system from where it is now to what is envisioned in the design. In particular, rewriting the education law such that it reflects and supports what is written in the design; drafting new policies that are aligned with the design; and developing comprehensive implementation plans that will help move the education system in that direction. Until this is done, the work that has been done in support of decentralized education finance over the period 2007-2012 can be lost.

5. Appendix A: Detailed Reponses of the Principals of One Classroom Schools

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
Does the school have a bank account?	Yes	4	36%
	No	7	64%
	Don't Know	0	0%
Was the school informed that an **OCS** allocation was going to be made in 2012/11?	Yes	5	83%
	No	1	17%
	Don't Know	0	0%
Was the school informed that an **M** allocation was going to be made in 2011/12?	Yes	9	82%
	No	2	18%
	Don't Know	0	0%
How was the school informed that an **OCS** allocation was going to be made?	Meeting with the Idara or Muderiya Head	2	33%
	Training Session conducted by the TSU	1	17%
	Phone call from the Idara or Muderiya Head	0	0%
	Other	3	50%
	Don't Know	0	0%
How was the school informed that an **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	3	27%
	Training Session conducted by the TSU	2	18%
	Phone call from the Idara or Muderiya Head	5	45%
	Other	1	9%
	Don't Know	0	0%
Was the school informed of how the OCS allocations were to be made?	Yes	4	80%
	No	1	20%
	Don't Know	0	0%
Was the school informed of how the M allocations were to be made?	Yes	5	56%
	No	4	44%
	Don't Know	0	0%
How was the school informed of how the **OCS** allocation was going to be made?	Meeting with the Idara or Muderiya Head	1	9%

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
	Training Session conducted by the TSU	2	18%
	Phone call from the Idara or Muderiya Head	0	0%
	Other	2	18%
	Don't Know	6	55%
How was the school informed of how the **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	3	27%
	Training Session conducted by the TSU	4	36%
	Phone call from the Idara or Muderiya Head	0	0%
	Other	2	18%
	Don't Know	2	18%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was good in terms of <u>what was learned</u> by those who attended?	No formal training was done	4	40%
	Yes, good	6	60%
	Not that good	0	0%
	Don't Know	0	0%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was appropriate in terms of <u>who was trained</u>?	No formal training was done	2	29%
	Yes, good	5	71%
	Not that good	0	0%
	Don't Know	0	0%
If no, who else should have attended the training? (**Ask them to name the position of the person**.)	Supervisor of vocational component		
Does the Interviewee understand how the **OCS** funding formula worked?	Yes	6	100%
	No	0	0%
	Don't Know	0	0%
If yes, what were the factors involved in deciding how much each school got?	Enrolment	6	55%
	Don't know	5	45%
Do you believe that other factors should be considered in the **OCS** equation? **If the school did not receive OCS money, check NA**	Yes	5	83%
	No, it is fine as is	0	0%
	Don't Know	1	17%

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
If yes, enter first factor stated **If the school did not receive OCS money, enter NA**	SRN[12]		
Does the Interviewee understand how the M funding formula worked?	Yes	8	73%
	No	3	27%
	Don't Know	0	0%
If yes, what were the factors involved in deciding how much each school got?	Enrolment	0	0%
	Number of classrooms	0	0%
	Enrollment and number of classrooms	8	73%
	Don't know	3	27%
Do you believe that other factors should be considered in the M equation?	Yes	6	60%
	No, it is fine as is	1	10%
	Don't Know	3	30%
If yes, enter first factor stated	SRN		
Do these details really matter to the Interviewee, or is it sufficient to know that the funding formula distributes money in a fair and equitable manner?	Yes	7	64%
	No	1	9%
	Don't Know	3	27%
What was the total OCS allotment to your school?	Average amount reported	EGP6,139	
	Don't Know	6	
Did the school receive the correct amount of money given the particular factors germane to the school	Yes	4	50%
	No	4	50%
	Don't Know	0	0%
What was the total M allotment to your school?	Enter the amount	2190	
	Don't Know	4	
Did the school receive the correct amount of money given the particular factors germane to the school?	Yes	7	70%
	No	3	30%
	Don't Know	0	0%
Did the school know what other schools	Yes	3	27%

[12] SRN is shorthand for a school register of needs. This response says that the schools would like to see a school register of needs formalized so that the physical needs of the schools can factor into the funding formula.

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
received from the funding formula?			
	No	8	73%
	Don't Know	0	0%
Is it useful to be able to see what everyone is getting, not just what you got?	Yes	3	27%
	No	8	73%
	Don't Know	0	0%
If yes, why? **(Enter first reason stated)**	Fairness		
	Informative		
Did the teachers participate in the creation of the SIP?	Yes	7	70%
	No	1	10%
	Don't Know	2	20%
Did any non-teacher, non-staff, participate in the development of the SIP?	Yes	2	20%
	No	7	70%
	Don't Know	1	10%
Did the school budget the money they received from the funding formula according to the SIP?	Yes	7	70%
	No	3	30%
	Don't Know	0	0%
Did the teachers participate in the budgeting process?	Yes	6	60%
	No	3	30%
	Don't Know	1	10%
Did any non-teachers, non-staff, and participate in the budgeting process?	Yes	0	0%
	No	9	90%
	Don't Know	1	10%
Were the SIP/budget approved by the Idara?	Yes	9	90%
	No	1	10%
	Don't Know	0	0%
Who presented the SIP/budget to the Idara?	Facilitators Idara accountant		
Who at the Idara approved the SIP/budget?	DSU Head of financial		
Were the formats used for posting the budget in the school, for reporting to the Idara, and for presenting to the BOT all the same?	Yes	7	70%

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
	No	1	10%
	Don't Know	2	20%
Where did they get the reporting formats?	The FDM	2	22%
	DSU Idara	3	33%
	The TSU	2	22%
	Other	0	0%
	Don't Know	2	22%
Once approved by the Idara, how long did it take (in days) for the school to receive its first check?	Enter number of days:	11	Average
Were the SIP/budgets posted in a public place allowing all members of the community to see it?	Yes	3	30%
	No	6	60%
	Don't Know	1	10%
How long was the SIP/budget posted after they were formally approved (in days)?	Enter number of days:	22	Average
Were the actual expenditures that were made posted in the same public place for all to see?	Yes	2	25%
	No	5	63%
	Don't Know	1	13%
How long after they were made (in days)?	Enter number of days:	38	Average
Was the unit cost of each item purchased posted in that same public place for all to see?	Yes	2	29%
	No	4	57%
	Don't Know	1	14%
Did the money that the school received from the FF(s) stimulate members of the community to give more money?	Yes	0	0%
	No	8	89%
	Don't Know	1	11%
Did the school receive all of the OCS money they were supposed to receive	Yes	5	71%
	No	2	29%
	Don't Know	0	0%
Did the school receive all of the M money they were supposed to receive?	Yes	6	67%
	No	3	33%
	Don't Know	0	0%
If "NO" can you tell us why the school did not receive all of the OCS/TS/M money it was supposed to receive?	The schools took too long to apply for the Temporary Cash Advance Mechanism (TCAM) The procedures were too difficult		
	Don't Know		

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
How much money did the school receive from community donations in FY 2011/12?	Enter amount:	0	
How much money did the school receive from community donations in FY 2010/11?	Enter amount:	0	
Does the Interviewee know about the Financial Discipline Manual-the document entitled School/BOT Guide to Decentralized Education Finance?	Yes	3	30%
	No	6	60%
	Don't Know	1	10%
Did they receive a copy?	Yes	3	27%
	No	7	64%
	Don't Know	1	9%
Do they still have a copy?	Yes	4	36%
	No	6	55%
	Don't Know	1	9%
Ask to see it: did the Interviewee produce a copy?	Yes	3	27%
	No	8	73%
	Don't Know	0	0%
Was the FDM explained to the school?	Yes	7	64%
	No	3	27%
	Don't Know	1	9%
If Yes, to whom? (Check all that apply)	Principal	1	10%
	School coordinator	5	50%
	Don't Know	5	50%
Who did the training?	DSU	6	60%
	TSU	0	0%
	Other	1	10%
	Don't Know	4	40%
Was this training useful/helpful?	Yes	7	78%
	No	0	0%
	Don't Know	2	22%
In what way? **(Idea is simply to see if they can give at least one unprompted answer, but check any that apply.)**	They felt more empowered to spend knowing the rules of the game.	7	64%
	They understood the formula better	0	0%
	Other	1	9%
	Don't Know	3	27%
Please enter the amount of money spent			

Principals One Classroom Schools			
Question	**Reponses**	**#**	**%**
on the following items using the OCS money that you received from the funding formula			
Textbooks and similar	0	LE	
Stationery	151	LE	4%
Other teaching aids	2724	LE	73%
Purchase of educational advisory services on service fee basis		LE	
Administration		LE	
Audit and accounting fees for improved school management		LE	
Bank charges		LE	
Stationery for management purposes		LE	
Telephone, fax, internet		LE	
Transport		LE	
Educator salaries paid by school funds		LE	
Non-Educator Salaries paid by school fund		LE	
Special activities and trips		LE	
Maintenance of grounds and school building as a service charge	608	LE	16%
School furniture	225	LE	6%
Please enter the amount of money spent on the following items using the maintenance money that your received from the funding formula			
Paint	137	LE	7%
Electrical repairs	718	LE	35%
Plumbing repairs	526	LE	26%
Furniture repairs	654	LE	32%

6. Appendix B: Detailed Reponses of the Principals of Technical Schools

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
Does the school have a bank account?	Yes	9	100%
	No	0	0%
	Don't Know	0	0%
Was the school informed that a **TS** allocation was going to be made in 2011/12?	Yes	8	100%
	No	0	0%
	Don't Know	0	0%
Was the school informed that an **M** allocation was going to be made in 2011/12?	Yes	9	100%
	No	0	0%
	Don't Know	0	0%
How was the school informed that a **TS** allocation was going to be made?	Meeting with the Idara or Muderiya Head	2	22%
	Training Session conducted by the TSU	3	33%
	Phone call from the Idara or Muderiya Head	2	22%
	Other	1	11%
	Don't Know	1	11%
How was the school informed that an **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	2	22%
	Training Session conducted by the TSU	4	44%
	Phone call from the Idara or Muderiya Head	2	22%
	Other	1	11%
	Don't Know	0	0%
Was the school informed of how the TS allocations were to be made?	Yes	7	88%
	No	1	13%
	Don't Know	0	0%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
Was the school informed of how the M allocations were to be made?	Yes	8	89%
	No	1	11%
	Don't Know	0	0%
How was the school informed of how the **TS** allocation was going to be made?	Meeting with the Idara or Muderiya Head	3	33%
	Training Session conducted by the TSU	3	33%
	Phone call from the Idara or Muderiya Head	1	11%
	Other	0	0%
	Don't Know	2	22%
How was the school informed of how the **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	3	33%
	Training Session conducted by the TSU	3	33%
	Phone call from the Idara or Muderiya Head	0	0%
	Other	2	22%
	Don't Know	1	11%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was good in terms of <u>what was learned</u> by those who attended?	No formal training was done	4	44%
	Yes, good	5	56%
	Not that good	0	0%
	Don't Know	0	0%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was appropriate in terms of <u>who was trained</u>?	No formal training was done	4	44%
	Yes, good	5	56%
	Not that good	0	0%
	Don't Know	0	0%
If no, who else should have attended the	(Just enter	DSU school level	

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
training? (**Ask them to name the position of the person**.)	one.)		
Does the Interviewee understand how the TS funding formula worked	Yes	7	88%
	No	1	13%
	Don't Know	0	0%
If yes, what were the factors involved in deciding how much each school got? **Check as many as are mentioned by the interviewee. Do not read the choices. If the school did not receive TS money, check NA**			
	Enrolment	3	33%
	Kind of program offered (industry-agriculture – commerce)		0%
	Enrollment and kind of program offered	4	44%
	Don't know	2	22%
Do you believe that other factors should be considered in the TS equation? **If the school did not receive TS money, check NA**	Yes	0	0%
	No, it is fine as is	5	56%
	Don't Know	4	44%
If yes, enter first factor stated. **If the school did not receive TS money, enter NA**		**no**	
Does the Interviewee understand how the M funding formula worked?	Yes	**7**	78%
	No	**2**	22%
	Don't Know	**0**	0%
If yes, what were the factors involved in deciding how much each school got?			
	Enrolment	2	22%
	Number of classrooms		0%
	Enrollment and # of classrooms	4	44%
	Don't know	3	33%
Do you believe that other factors should be considered in the M equation?	Yes	1	11%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
	No, it is fine as is	4	44%
	Don't Know	4	44%
If yes, enter first factor stated		SRN	
Do these details really matter to the Interviewee, or is it sufficient to know that the funding formula distributes money in a fair and equitable manner?	Yes	3	33%
	No	4	44%
	Don't Know	2	22%
What was the total TS allotment to your school?	Enter the amount	101,439 (sum total reported by all the schools interviewed)	100%
	Don't Know		
Did the school receive the correct amount of money given the particular factors germane to the school?	Yes	5	56%
	No	2	22%
	Don't Know	2	22%
What was the total M allotment to your school?	Enter the amount	104,627 (sum total reported by all the schools interviewed)	100%
	Don't Know		
Did the school receive the correct amount of money given the particular factors germane to the school?	Yes	8	89%
	No		0%
	Don't Know	1	11%
Did the school know what other schools received from the funding formula?	Yes	8	89%
	No	0	0%
	Don't Know	1	11%
Is it useful to be able to see what everyone is getting, not just what you got?	Yes	3	33%
	No	6	67%
	Don't Know		0%
If yes, why? **(Enter first reason stated)**		Transparency and trust	
Was the TS allocation explained to the BOT?	Yes	4	44%
	No	4	44%
	Don't Know	1	11%
Was the M allocation explained to the BOT?	Yes	6	67%
	No	2	22%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
	Don't Know	1	11%
Who explained the TS allocation to the BOTs?	Principal	4	44%
	Social worker	0	0%
	Secretary	0	0%
	Other	0	0%
	Don't Know	5	56%
Who explained the M allocation to the BOTs?	Principal	6	67%
	Social worker	1	11%
	Secretary	0	0%
	Other	0	0%
	Don't Know	2	22%
Did the teachers participate in the creation of the SIP? **It is assumed that if the school received OCS and M, or TS and M, or just M money that only ONE SIP and budget were created.**	Yes	5	56%
	No	3	33%
	Don't Know	1	11%
Did the BOT participate in the creation of the SIP?	Yes	5	56%
	No	4	44%
	Don't Know	0	0%
Did any non-teacher, non-staff, and non-BOT parents participate in the development of the SIP?	Yes	3	33%
	No	6	67%
	Don't Know	0	0%
Did the school budget the money they received from the funding formula according to the SIP?	Yes	8	89%
	No	1	11%
	Don't Know	0	0%
Did the teachers participate in the budgeting process?	Yes	5	56%
	No	3	33%
	Don't Know	1	11%
Did the BOT participate in the budgeting process?	Yes	5	56%
	No	4	44%
	Don't Know	0	0%
Did any non-teachers, non-staff, and non-BOT parents participate in the budgeting process?	Yes	3	33%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
	No	6	67%
	Don't Know	0	0%
Were the SIP/budget formally presented to the BOT for approval?	Yes	8	89%
	No	1	11%
	Don't Know	0	0%
If so, by whom?	**(Enter title of the person/s)**	principal secretary social worker	
If so, did the BOT ask for any changes to be made in the SIP/budget?	Yes	2	22%
	No	3	33%
	Don't Know	4	44%
Were the SIP/budget approved by the Idara?	Yes	6	67%
	No	2	22%
	Don't Know	1	11%
Who presented the SIP/budget to the Idara?		secretary maintenance DSU	
	(Enter title of the person/s)		
	Don't Know		
Who at the Idara approved the SIP/budget?	(Enter title of functionary or official who approved the SIP/budget)	-Idara head -DSU -financial supervisor	
Were the formats used for posting the budget in the school, for reporting to the Idara, and for presenting to the BOT all the same?	Yes	6	67%
	No	2	22%
	Don't Know	1	11%
Where did they get the reporting formats?	The FDM	3	33%
	DSU Idara level	2	22%
	The TSU	2	22%
	Other	0	0%
	Don't Know	2	22%
Once approved by the Idara, how long did it take (in days) for the school to receive its first check?	Enter number of days:	33.8	Average
Were the SIP/budgets posted in a public place allowing all members of the community to see it?	Yes	3	33%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
	No	6	67%
	Don't Know		
How long was the SIP/budget posted after they were formally approved (in days)?	Enter number of days:	59.8	Average
Were the actual expenditures that were made posted in the same public place for all to see?	Yes	3	33%
	No	6	67%
	Don't Know	0	0%
How long after they were made (in days)?	Enter number of days:	92.3	Average
Was the unit cost of each item purchased posted in that same public place for all to see?	Yes	3	33%
	No	6	67%
	Don't Know	0	0%
Did the money that the school received from the FF(s) stimulate members of the community to give more money?	Yes	0	0%
	No	8	89%
	Don't Know	1	11%
Did the school receive all of the TS money they were supposed to receive?	Yes	5	56%
	No	3	33%
	Don't Know	1	11%
Did the school receive all of the M money they were supposed to receive?	Yes	7	78%
	No	1	11%
	Don't Know	1	11%
If “NO” can you tell us why the school did not receive all of the OCS/TS/M money it was supposed to receive		Too much bureaucratic red tape	
	Don't Know		
How much money did the school receive from community donations in FY 2011/12?	Enter amount:	19,013	13%
How much money did the school receive from community donations in FY 2010/11?	Enter amount:	16,830	
Does the Interviewee know about the Financial Discipline Manual-the document entitled School/BOT Guide to Decentralized Education Finance?	Yes	6	67%
	No	3	33%
	Don't Know	0	0%
Did they receive a copy?	Yes	5	56%
	No	4	44%

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
	Don't Know	0	0%
Do they still have a copy?	Yes	6	67%
	No	3	33%
	Don't Know	0	0%
Ask to see it: did the Interviewee produce a copy?	Yes	6	67%
	No	3	33%
	Don't Know	0	0%
Was the FDM explained to the school?	Yes	4	44%
	No	5	56%
	Don't Know	0	0%
If Yes, to whom? (Check all that apply)	Principal	1	11%
	School secretary	1	11%
	SQTU	2	22%
	BOT	0	0%
	Maintenance person	0	0%
	Social worker	0	0%
	Don't Know	5	56%
Who did the training?	Idara DSU	2	22%
	TSU	2	22%
	Other	0	0%
	Don't Know	5	56%
Was this training useful/helpful?	Yes	5	56%
	No	1	11%
	Don't Know	3	33%
In what way? **(Idea is simply to see if they can give at least one unprompted answer, but check any that apply.)**	They felt more empowered to spend knowing the rules of the game.	2	22%
	They understood the formula better	3	33%
	Other	0	0%
	Don't Know	4	44%
Please enter the amount of money spent on the following items using the maintenance		Total reported by the schools	

Principals of Technical Schools that Received BAB2 Funds for Raw Materials			
Question	**Possible Response**	**#**	**%**
money that your received from the funding formula			
Paint works		17305.75	28%
Electric works		23813.5	38%
Plumbing works		7334.5	12%
Furniture works		13761.25	22%

7. Appendix C: Detailed Reponses of the Principals Schools that Received Simple Maintenance Money

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
Does the school have a bank account?	Yes	97	95%
	No	4	4%
	Don't Know	1	1%
Was the school informed that an **M** allocation was going to be made in 2011/12?	Yes	99	97%
	No	2	2%
	Don't Know	1	1%
How was the school informed that an **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	39	38%
	Training Session conducted by the TSU	46	45%
	Phone call from the Idara or Muderiya Head	6	6%
	Other	7	7%
	Don't Know	4	4%
Was the school informed of how the M allocations were to be made?	Yes	95	93%
	No	5	5%
	Don't Know	2	2%
How was the school informed of how the **M** allocation was going to be made?	Meeting with the Idara or Muderiya Head	38	37%
	Training Session conducted by the TSU	52	51%
	Phone call from the Idara or Muderiya Head	2	2%
	Other	5	5%
	Don't Know	5	5%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was good in terms of <u>what was learned</u> by those who attended?	No formal training was done	24	24%
	Yes, good	71	70%
	Not that good	0	0%

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
	Don't Know	7	7%
If there was any formal training regarding the funding formula, does the Interviewee feel that it was appropriate in terms of who was trained?	No formal training was done	17	17%
	Yes, good	69	68%
	Not that good	4	4%
	Don't Know	12	12%
If no, who else should have attended the training? (**Ask them to name the position of the person**.)	(Just enter one.)	school DSU	School maintenance
Does the Interviewee understand how the M funding formula worked?	Yes	84	82%
	No	14	14%
	Don't Know	4	4%
If yes, what were the factors involved in deciding how much each school got?			
	Enrolment	13	13%
	Number of classrooms	5	5%
	enrollment and no of classrooms	70	69%
	Don't know	14	14%
Do you believe that other factors should be considered in the M equation?	Yes	59	58%
	No, it is fine as is	25	25%
	Don't Know	18	18%
If yes, enter first factor stated		SRN	
Do these details really matter to the Interviewee, or is it sufficient to know that the funding formula distributes money in a fair and equitable manner?	Yes	84	82%
	No	13	13%
	Don't Know	5	5%
What was the total M allotment to your school?	Enter the amount	356007.43	Total reported by the schools
	Don't Know	5	5%
Did the school receive the correct amount of money given the particular factors germane to the school?	Yes	93	91%
	No	8	8%
	Don't Know	1	1%
Did the school know what other schools received from the funding formula?	Yes	22	22%

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
	No	77	75%
	Don't Know	3	3%
Is it useful to be able to see what everyone is getting, not just what you got?	Yes	27	26%
	No	75	74%
	Don't Know	0	0%
If yes, why? **(Enter first reason stated)**		fairness and equity	
Was the M allocation explained to the BOT?	Yes	12	12%
	No	86	84%
	Don't Know	4	4%
Who explained the M allocation to the BOTs?	Principal	62	61%
	social worker	21	21%
	secretary	4	4%
	Other	6	6%
	Don't Know	9	9%
Did the teachers participate in the creation of the SIP? **It is assumed that if the school received OCS and M, or TS and M, or just M money that only ONE SIP and budget were created.**	Yes	92	90%
	No	10	10%
	Don't Know	0	0%
Did the BOT participate in the creation of the SIP?	Yes	87	85%
	No	15	15%
	Don't Know	0	0%
Did any non-teacher, non-staff, and non-BOT parents participate in the development of the SIP?	Yes	24	24%
	No	76	75%
	Don't Know	2	2%
Did the school budget the money they received from the funding formula according to the SIP?	Yes	98	96%
	No	4	4%
	Don't Know	0	0%
Did the teachers participate in the budgeting process?	Yes	84	82%
	No	18	18%
	Don't Know	0	0%
Did the BOT participate in the budgeting process?	Yes	80	78%
	No	21	21%
	Don't Know	1	1%

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
Did any non-teachers, non-staff, and non-BOT parents participate in the budgeting process?	Yes	22	22%
	No	78	76%
	Don't Know	2	2%
Were the SIP/budget formally presented to the BOT for approval?	Yes	85	83%
	No	15	15%
	Don't Know	2	2%
If so, by whom?	**(Enter title of the person/s)**	Principal	
If so, did the BOT ask for any changes to be made in the SIP/budget?	Yes	13	13%
	No	76	75%
	Don't Know	13	13%
Were the SIP/budget approved by the Idara?	Yes	93	91%
	No	8	8%
	Don't Know	1	1%
Who presented the SIP/budget to the Idara?		school Maintenance	
		Secretary	
		Principal	
		School DEC	
Who at the Idara approved the SIP/budget?	(Enter title of functionary or official who approved the SIP/budget)	Idara head	
		Financial Head	
		Financial Supervisor	
Were the formats used for posting the budget in the school, for reporting to the Idara, and for presenting to the BOT all the same?	Yes	89	87%
	No	13	13%
	Don't Know	0	0%
Where did they get the reporting formats?	The FDM	24	24%
	DSU Idara level	46	45%
	The TSU	21	21%
	Other	4	4%
	Don't Know	7	7%
Once approved by the Idara, how long did it take (in	Enter number of	23	

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
days) for the school to receive its first check?	days:		
Were the SIP/budgets posted in a public place allowing all members of the community to see it?	Yes	66	65%
	No	35	34%
	Don't Know	1	1%
How long was the SIP/budget posted after they were formally approved (in days)?	Enter number of days:	28	
Were the actual expenditures that were made posted in the same public place for all to see?	Yes	59	58%
	No	37	36%
	Don't Know	6	6%
How long after they were made (in days)?	Enter number of days:	29	
Was the unit cost of each item purchased posted in that same public place for all to see?	Yes	60	59%
	No	35	34%
	Don't Know	7	7%
Did the money that the school received from the FF(s) stimulate members of the community to give more money?	Yes	74	73%
	No	28	27%
	Don't Know	0	0%
Did the school receive all of the M money they were supposed to receive?	Yes	85	83%
	No	16	16%
	Don't Know	1	1%
If "NO" can you tell us why the school did not receive all of the OCS/TS/M money it was supposed to receive			
• The amount that the school received was too small for any meaningful work to be done • late response from financial department • school selected for major maintenance • school was not in need of the money at that time			
How much money did the school receive from community donations in FY 2011/12?	Enter amount:	45873.94 Total reported by the schools surveyed	150% Increase over 2010/11
How much money did the school receive from community donations in FY 2010/11?	Enter amount:	18380 Total reported by the schools surveyed	
Does the Interviewee know about the Financial Discipline Manual-the document entitled School/BOT	Yes	66	65%

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
Guide to Decentralized Education Finance?			
	No	32	31%
	Don't Know	4	4%
Did they receive a copy?	Yes	58	57%
	No	41	40%
	Don't Know	3	3%
Do they still have a copy?	Yes	52	51%
	No	47	46%
	Don't Know	3	3%
Ask to see it: did the Interviewee produce a copy?	Yes	52	51%
	No	48	47%
	Don't Know	2	2%
Was the FDM explained to the school?	Yes	82	80%
	No	19	19%
	Don't Know	1	1%
If Yes, to whom? (Check all that apply)	Principal		√
	School secretary		
	SQTU		√
	BOT		
	Maintenance guy		√
	Social worker		√
	Don't Know		
Who did the training?	Idara DSU	61	60%
	TSU	26	25%
	Other	0	0%
	Don't Know	15	15%
Was this training useful/helpful?	Yes	83	81%
	No	4	4%
	Don't Know	15	15%
In what way? **(Idea is simply to see if they can give at least one unprompted answer, but check any that apply.)**	They felt more empowered to spend knowing the rules of the game.	60	59%
	They understood the formula better	23	23%
	Other	19	19%

Principals Schools that Received Simple Maintenance Money			
Question	**Possible Responses**	**#**	**%**
	Don't Know	0	0%
Please enter the amount of money spent on the following items using the maintenance money that your received from the funding formula		Totals reported by all the schools surveyed	
Paint works		4293	44%
Electric works		1254	13%
Plumbing works		895	9%
Furniture works		3360	34%

8. Appendix D: Detailed Reponses of the Parental Members of the BOT

Parents on the BOT of a School that Received Simple Maintenance Money			
Questions	**Possible Response**	**#**	**%**
Did you know that the school in question received government money to purchase various goods and services in support of overall school improvement?	Yes	101	92%
	No	9	8%
	Don't Know	0	0%
If yes (above), how did you learn about this?	From another parent	1	1%
	Your child in school	0	0%
	A teacher told you	3	3%
	The Principal held a formal meeting to which all parents were invited	92	84%
	The BOT made the announcement at a Parental Assembly	1	1%
	You saw the amount of money posted on the school somewhere.	2	2%
	Other	3	3%
	Don't Know	8	7%
Were you told why the school got the exact amount of money it got?	Yes	96	87%
	No	13	12%
	Don't Know	1	1%
If yes (above), how did you learn about this?	From another parent	0	0%
	Your child in school	0	0%
	A teacher told you	2	2%
	The Principal held a formal meeting to which all parents were invited	88	80%
	You saw the amount of money posted on the school somewhere.	3	3%
	Other	3	3%
	Don't Know	14	13%
For the TS money, if applicable Can you tell me why? Can you tell me the major factors that	Enrolment	10	9%

Parents on the BOT of a School that Received Simple Maintenance Money			
Questions	**Possible Response**	**#**	**%**
dictated how much money the school received? If so, please state. **Check as many as are mentioned by the interviewee. Do not read the choices.**			
	kind of education (IN- AG – CO)	5	5%
	Enrollment and kind of education	63	58%
	Other	21	19%
	Don't Know	9	8%
For the maintenance money: Can you tell me why? Can you tell me the major factors that dictated how much money the school received? If so, please state. **.**	Enrolment	10	9%
	Enrollment and no of classrooms	5	5%
	Number of classes/classrooms	63	58%
	Other	21	19%
	Don't Know	9	8%
Is it important for parents to know the exact amount of money that the school received?	Yes	76	69%
	No	32	29%
	Don't Know	2	2%
Is it important for the BOT to know the exact amount of money that the school received?	Yes	103	94%
	No	5	5%
	Don't Know	2	2%
Do the details matter to you (the exact reasons why your school got what it got), or is it sufficient to know that each school received money in a fair and equitable manner?	Yes	87	79%
	No	20	18%
	Don't Know	3	3%
Did you participate in the creation of the school plan for how to spend the money (the School Expenditure Plan, or SEP)?	Yes	83	75%
	No	25	23%
	Don't Know	2	2%
Did the BOT as a whole participate in the creation of the school plan for how to spend the money?	Yes	68	62%
	No	39	35%
	Don't Know	3	3%

Parents on the BOT of a School that Received Simple Maintenance Money			
Questions	**Possible Response**	**#**	**%**
Do you believe that parents should have a meaningful say in the development of such a plan?	Yes	88	80%
	No	18	16%
	Don't Know	4	4%
Do you believe that the BOT should have a meaningful say in the development of such a plan?	Yes	102	93%
	No	7	6%
	Don't Know	1	1%
Was the SEP formally presented to the BOT for approval?	Yes	89	81%
	No	20	18%
	Don't Know	1	1%
If so, by whom? **(Enter title of the person/s)**	• Principal • School DSU • Social worker • BOT head		
As a member of the BOT, are you pleased with how all of the money was spent by the school?	Yes, very pleased	86	78%
	Somewhat pleased	17	15%
	Not pleased at all	3	3%
	Don't Know	4	4%
Did you ever see the plan (School Improvement Plan, or SIP) or the budget (SEP) or the various expenditures that were made displayed in a public place at the school? **Ask what exactly they saw posted in a public place and Check what they say.**	Yes	72	65%
	No	35	32%
	Don't know	3	3%
What did you see	SIP	48	44%
	SEP	14	13%
	Expenditures	14	13%
	Nothing	24	22%
	Don't know	10	9%
Is it important for this kind of information to be publicly displayed for all to see?	Yes	100	91%
	No	10	9%
	Don't Know	0	0%
If yes, why?	The community can hold the school	35	40%

Parents on the BOT of a School that Received Simple Maintenance Money			
Questions	**Possible Response**	**#**	**%**
	accountable.		
	It can stimulate donations from the community	40	46%
	Other	2	2%
	Don't Know	10	11%
With regard to the TS money, if applicable: Did the school receive all the TS money it was supposed to receive?	Yes	4	50%
	No	3	38%
	Don't Know	1	13%
With regard to the Maintenance money: Did the school receive all the maintenance money it was supposed to receive?	Yes	77	70%
	No	17	15%
	Don't Know	16	15%
If "NO" to <u>any</u> of the money your school was supposed to receive, please tell us why you believe the school did not receive all the money it was supposed to receive? **Please write down the reason the interviewee gives**			
• The amount of money allocated to the school was not enough for anything meaningful to be done late response from financial department • school selected for major maintenance • Principal did not inform the BOT of the DEF funds			
	Don't Know		
Did the money that the school received from the government stimulate members of the community to give more money?	Yes	22	20%
	No	84	76%
	Don't Know	4	4%
Did it stimulate you to make a school donation?	Yes	26	24%
	No	82	75%
	Don't Know	2	2%

9. Appendix E: Detailed Reponses of the Principals of Schools that had Major Maintenance or Technical Education Reform Work Done

Principals of Schools Where Major Maintenance or Technical Education Reform took Place			
Questions	**Possible Responses**	**#**	**%**
Type of school	Kindergarten	0	0%
	Primary	2	6%
	Preparatory	1	3%
	Secondary	32	91%
	Special Needs	0	0%
Type of vocational / technical, if it applies	Industry	16	50%
	Agriculture	7	22%
	Hotel	0	0%
	Commercial	9	28%
Does the school have a bank account?	Yes	34	97%
	No	1	3%
	Don't Know	0	0%
Was it explained to you that in FY 2011/12 a funding formula would be used to direct major maintenance / TER money to the Muderiyas where it would be used to address the major maintenance / TER needs of some of the schools in the Muderiya?	Yes	31	91%
	No	3	9%
	Don't Know	0	0%
Your school was identified as one of the schools for which this major maintenance / TER money would be used. Was any major maintenance work done on this school in 2011/12 using this money?	Yes	26	79%
	No	7	21%
	Don't Know	0	0%
Do you know what major maintenance / TER work was done (or supposed to have been done) on this school in 2011/12 using this money?	Yes	27	87%
	No	4	13%
	Don't Know	0	0%
What major maintenance / TER work was done (or supposed to have been done) on this school in 2011/12 using this money? **(If the respondent knows what major maintenance work was done, write down what s/he says in the space to the right. If not, check the appropriate box)**		28 described the work that was done at their school	80%
	Don't Know	7	20%

Principals of Schools Where Major Maintenance or Technical Education Reform took Place			
Questions	**Possible Responses**	**#**	**%**
Was the school involved in any way in deciding what major maintenance / TER work would be done with the money that was made available to the Muderiya?	Yes	5	16%
	No	26	84%
	Don't Know	0	0%
If the school was involved in the deciding what major maintenance work would be done, in what was did this involvement happen?	Someone from the muderiya discussed the matter with the school.	15	45%
	Someone from the GAEB Branch Office discussed the matter with the school.	5	15%
	Someone from both the muderiya and the GAEB Branch Office discussed the matter with the school.	3	9%
	Other	5	15%
	Don't Know	5	15%
Was the major maintenance / TER work that was supposed to have been done using this money, actually done?	Yes	27	84%
	No	5	16%
	Don't Know	0	0%
If work was done, but not completed, what percentage of the work completed?		50%	Average
	Don't Know		
Of all of the major maintenance / TER work that needs to be done on this school, is the work that was done the most needed--is it what you would have chosen to have been done if you were the decision maker?	Yes	27	87%
	No	4	13%
	Don't Know	0	0%
Are you happy with <u>what was done</u> in the way of major maintenance / TER in this school?	Yes	28	90%
	No	3	10%
	Don't Know	0	0%
Are you happy with the <u>quality of the major maintenance / TER work</u> that was done in this school?	Yes	25	81%
	No	6	19%
	Don't Know	0	0%
Are you happy with <u>how the major maintenance /</u>	Yes	27	84%

Principals of Schools Where Major Maintenance or Technical Education Reform took Place			
Questions	**Possible Responses**	**#**	**%**
TER work was done in this school?			
	No	5	16%
	Don't Know	0	0%
If you were not happy with how the work was done, please explain why.		No reasons mentioned	

10. Appendix F: Detailed Reponses of the Idara Heads

Idara Personnel			
Questions	**Possible Responses**	**#**	**%**
Was it explained to you that in FY 2011/12 there would be three BAB2 allocations to schools: one for OCSs, one for TS, and a maintenance allocation for all schools?	Yes	18	100%
	No	0	0%
	Don't Know	0	0%
How was the idara informed that these allocations were going to be made?	Meeting with the Muderiya Head or his/her delegate	14	78%
	Phone call from the Muderiya Head or his/her delegate	0	0%
	Training Session conducted by DSU Muderiya	3	17%
	Other	1	6%
	Don't Know	0	0%
Was the Idara informed of how these allocations were going to be determined?	Yes	18	100%
	No	0	0%
	Don't Know	0	0%
How was the Idara informed of how the allocation was going to be determined?			
	Meeting with the Idara Head	3	17%
	Training Session conducted by the DSU Muderiya	13	72%
	Training session by DSU central	2	11%
	Other	0	0%
	Don't Know	0	0%
Do you know how the size of each allocation was determined?	Yes	18	100%
	No	0	0%
	Don't Know	0	0%
If yes (for Q18), what were the factors involved in deciding the OCS allocation for each Idara?			
	Enrolment	16	89%
	Number of Classrooms	0	0%
	Don't know	2	11%
If yes, what were the factors involved in deciding the TS allocation for each Idara? **Check mark as many as are**			

Idara Personnel			
Questions	**Possible Responses**	**#**	**%**
mentioned by the interviewee. Do not read the choices.			
	Enrolment	0	0%
	Kind of education (Ind – Ag – Co)	8	44%
	Enrollment and kind of education	6	33%
	Don't know	4	22%
If yes, what were the factors involved in deciding the M allocation for each Idara?			
	Enrolment		
	Number of Classrooms		
	Enrollment and classrooms	18	100%
	Don't know		
Was this a fair way to determine the OCS allocations?	Yes, very	4	22%
	Somewhat	9	50%
	Not very	2	11%
	Not at all	0	0%
	Don't know	3	17%
Was this a fair way to determine the TS allocations?	Yes, very	7	39%
	Somewhat	8	44%
	Not very	1	6%
	Not at all	0	0%
	Don't know	2	11%
Was this a fair way to determine the M allocations?	Yes, very	10	56%
	Somewhat	7	39%
	Not very	1	6%
	Not at all	0	
	Don't know	0	
With regard to all three sources of funds, OCS, TS, and M, was this generally more fair than in the past--when finances were not decentralized?	Yes, very	10	56%
	Somewhat	5	28%
	Not very	3	17%
	Not at all	0	
	Don't know	0	
Do you believe that other factors should be considered in the OCS equation that determines the size of allocations?	Yes	10	56%
	No, it is fine as is	5	28%
	Don't Know	3	17%

Idara Personnel			
Questions	**Possible Responses**	**#**	**%**
If yes, enter first factor stated	The physical needs of the school, linked to school accreditation		
Do you believe that other factors should be considered in the TS equation that determines the size of allocations?	Yes	7	39%
	No, it is fine as is	10	56%
	Don't Know	1	6%
If yes, enter first factor stated	The physical needs of the school, linked to school accreditation		
Do you believe that other factors should be considered in the M equation that determines the size of allocations?	Yes	14	78%
	No, it is fine as is	4	22%
	Don't Know	0	
If yes, enter first factor stated	The physical needs of the school, linked to school accreditation		
Is the OCS allocation that the Idara received correct given the particular factors germane to the Idara?			
	Yes	14	78%
	No	2	11%
	Don't Know	2	11%
Is the TS allocation that the Idara received correct given the particular factors germane to the Idara?			
	Yes	17	94%
	No	0	0%
	Don't Know	1	6%
Is the M allocation that the Idara received correct given the particular factors germane to the Idara?			
	Yes	17	94%
	No	1	6%
	Don't Know	0	
Did the Idara know the allocations for other Idaras?	Yes	14	78%
	No	4	22%
	Don't Know	0	
If yes, how did the person find out?	Muderiya told them	14	78%
	don't know	1	6%
	Other	3	17%
Is it useful to see the allocations that other Idaras received, not just what your Idara received?	Yes	14	78%
	No	4	22%
	Don't Know	0	
If yes, why?			
Was the Idara informed of what it then had to do with the	Yes	16	89%

Idara Personnel			
Questions	**Possible Responses**	**#**	**%**
allocations?			
	No	0	
	Don't Know	2	11%
How was the Idara informed of what it then had to do with the allocation?			
	Meeting with the Muderiya	12	67%
	Phone call from the Muderiya	0	
	Training session by DSU center	4	22%
	FDM	2	11%
	Other	0	
	Don't Know	0	
Did the Idara approve all of the schools School Expenditure Plans (SEP)?	Yes	17	94%
	No	1	6%
	Don't Know	0	
On what basis did the Idara approve these SEPs?			
	Because the school presented a SIP/budget the budget for which matched the amount of money the school was allotted	12	67%
	Because the school's BOT had approved the SEP?	6	33%
	Because the SEP made educational sense—the things that were going to be purchased would help facilitate learning at the classroom level?	0	
	Other	0	
	Don't Know	0	
If a school's allocation were larger than the LE 6,000 ceiling for the Temporary Cash Advance Mechanism, how did the Idara handle the matter??			
	The Idara wrote two (or more) separate checks to two (or more) different people at the school such that the school got all of its allocation at one time.	6	33%

Idara Personnel			
Questions	**Possible Responses**	**#**	**%**
	The Idara wrote one check and only wrote the next check after the outstanding money was cleared	12	67%
	Other	0	
	Don't Know	0	
Was any money that was supposed to go to schools NOT sent to the schools?	Yes	16	89%
	No	2	11%
	Don't Know	0	
If YES, what did the Idara do with the money? Please write down whatever the interviewee says	• Returned back to Muderiya • Redistributed to most needed schools or schools applying for accreditation		
	Don't Know		
If YES, can you offer an explanation for why the money was not sent to the schools? **Please write down whatever the interviewee says**			
	Don't Know		
How effective was the training you were involved in?	Very effective--I learned a lot	15	83%
	Somewhat effective	3	17%
	Not effective	0	
	I was not trained	0	
	Don't Know	0	
How effective were the training materials that you were provided--the guide entitled "Governorate & District Resource and Training Manual for Decentralization and Decentralized Education Finance"?	Very effective--I learned a lot	15	83%
	Somewhat effective	3	17%
	Not effective	0	
	I never received any training materials.	0	
	Don't Know	0	
Did DSU central do monitoring visits to your Idara?	Yes	13	72%
	No	5	28%
	Don't know	0	
How did you find those monitoring visits?	Very useful	9	50%
	Useful to some extent	4	22%
	Useful	2	11%
	Not useful	0	
	Don't know	3	17%

11. Appendix G: Detailed Reponses of the Muderiya Heads

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
Was it explained to you that in FY 2010-2011 there would be a BAB2 maintenance allocation and a BAB6 Technical Schools allocation?	Yes	6	100%
	No	0	
	Don't Know	0	
How was the muderiya informed that these allocations were going to be made?	Meeting with the MOE	5	83%
	Phone call from the MOE	0	
	Other	1	17%
	Don't Know	0	
Was the Muderiya/GAEB informed of how these allocations were going to be determined?	Yes	6	100%
	No	0	
	Don't Know	0	
How was the Muderiya/GAEB informed of how the allocations were going to be determined?	Meeting with the MOE	4	67%
	Phone call from the MOE	0	
	Other	1	17%
	Don't Know	1	17%
Do you know how the size of the BAB2 maintenance allocation was determined?	Yes	6	100%
	No	0	
	Don't Know	0	
If yes, what were the factors involved in deciding the BAB2 Maintenance allocation?			
	HDI or poverty	0	
	Enrolment	0	
	Number of Classrooms	0	
	Poverty and enrollment	0	
	Poverty and number of classrooms	0	
	Enrollment and classrooms	2	33%
	Poverty, enrollment and classrooms	4	67%
	Don't know	0	

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
Was this a fair way to determine the BAB2 M allocations?	Yes, very	4	67%
	Somewhat	2	33%
	Not very	0	
	Not at all	0	
	Don't know	0	
With regard to the BAB2 maintenance money, was this generally fairer than in the past--when finances were not decentralized?	Yes, very	3	50%
	Somewhat	3	50%
	Not very	0	
	Not at all	0	
	Don't know	0	
Do you believe that other factors should be considered in the BAB2 maintenance equation that determines the size of the allocations?	Yes	6	100%
	No, it is fine as is	0	
	Don't Know	0	
If yes, enter first factor stated	The physical needs of the school, linked to school accreditation		
Is the BAB2 maintenance allocation that the Muderiya received correct given the particular factors germane to the Muderiya?			
	Yes	5	83%
	No	1	17%
	Don't Know	0	
Do you know how the size of the BAB6 allocation was determined?	Yes	6	100%
	No	0	
	Don't Know	0	
If yes, what were the factors involved in deciding the BAB6 allocation?			
	HDI or poverty	0	
	Enrolment	2	33%
	Poverty and enrollment	3	50%
	Don't know	1	17%
Was this a fair way to determine the BAB6 allocations?	Yes, very	3	50%
	Somewhat	3	50%

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
	Not very	0	
	Not at all	0	
	Don't know	0	
With regard to the BAB6 money, was this generally more fair than in the past--when finances were not decentralized?	Yes, very	3	50%
	Somewhat	3	50%
	Not very	0	
	Not at all	0	
	Don't know	0	
Do you believe that other factors should be considered in the BAB6 equation that determines the size of the allocations?	Yes	4	67%
	No, it is fine as is	2	33%
	Don't Know	0	
If yes, enter first factor stated.			
Is the BAB6 allocation that the Muderiya received correct given the particular factors germane to the Muderiya?			
	Yes	6	100%
	No	0	
	Don't Know	0	
Did the Muderiya know the allocations for other governorates?	Yes	6	100%
	No	0	
	Don't Know	0	
If yes, how did they find out?	MOE told them	3	50%
	Other	3	50%
Is it useful to see the allocations that other Idaras received, not just what your Idara received?	Yes	5	83%
	No	1	17%
	Don't Know		
If yes, why? **(Enter first reason stated:)**			
Was the Muderiya/GAEB informed of what it then had to do with the BAB2 Maintenance allocation?	Yes	6	100%
	No	0	
	Don't Know	0	
How was the Muderiya informed of what it then had to do with the allocation			

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
	Meeting with the MOE	5	83%
	Phone call from the MOE	1	17%
	Other		
	Don't Know		
Was the Muderiya/GAEB informed of what it then had to do with the BAB6 allocation?	Yes	6	100%
	No		
	Don't Know		
How was the Muderiya/GAEB informed of what it then had to do with the allocation?			
	Meeting with the MOE	6	100%
	Phone call from the MOE		
	Other		
	Don't Know		
How effective was the training you were involved in?	Very effective--I learned a lot	6	100%
	Somewhat effective		
	Not effective		
	I was not trained		
	Don't Know		
How effective were the training materials that you were provided--the guide entitled "Governorate & District Resource and Training Manual for Decentralization and Decentralized Education Finance"?	Very effective--I learned a lot	5	83%
	Somewhat effective	1	17%
	Not effective		
	I never received any training materials.		
	Don't Know		
With regard to the BAB2 maintenance money that you received, was it split 50/50, with half sent to the schools as per funding formula provided to you by MOE?	Yes	6	100%
	No		
	Don't Know		
With regard to the BAB2 maintenance money that was sent to the schools, was all of it spent by the schools?	Yes	4	67%
	No	2	33%

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
	Don't Know		
If NO, what did the Muderiya do with the money?	Added it to the pool of money being used for major maintenance	1	50%
	Returned it to MOF	1	50%
	Other		
	Don't Know		
Did all of the schools receive BAB2 maintenance money?	Yes	5	83%
	No		17%
	Don't Know		
If NO, why did some schools not get the money? **Put a check mark next to all of the reasons given.**	They were newly built schools		
	They were newly renovated schools		
	They were rented schools		
	Other	1	
	Don't Know		
Who made that decision?	Undersecretary	0	
	DSU – Muderiya	3	100%
	GAEB Branch Director		
	Other		
	Don't Know		
Did any schools that should have received the maintenance money refuse to apply for it?	Yes		17%
	No	5	83%
	Don't Know	0	
If yes, why did they refuse to apply for it? **Put a check mark next to all of the reasons given.**	They did not want the responsibility for it.	2	33%
	They believed that they did not need it.	2	33%
	They did not know how to apply for it via the TCAM	0	
	Other	2	33%
	Don't Know	0	
Why was 100% of the money not spent? **There could be many reasons, so ask the interviewee to think about these reasons and to list them all as**			

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
succinctly as possible. Write down all of the reasons here: ☐			
	Don't Know		
What did the Muderiya do with the money that was not spent?	Gave it back to MOF	3	50%
	Other " Specify "	2	33%
	Don't Know	1	17%
How many major/emergency maintenance projects were attempted with the money? Enter the number of schools here		73	
How many major/emergency maintenance projects were completed with the money? Enter the number of schools here		62	85%
Did the Muderiya assess the capital equipment and buildings needs of <u>every</u> technical school in the Muderiya?	Yes	6	100%
	No	0	
	Don't Know	0	
How did the Muderiya come to know the capital equipment / buildings reform and furnishing needs of technical schools? **Check as many as are mentioned by the interviewee.**	Muderiya personnel drove to every school and assessed the needs	6	100%
	Muderiya personnel called the schools and asked them for the information		
	Muderiya personnel looked at previously existing data		
	GAEB personnel told the Muderiya what the needs were.		
	The technical education department in the Diwan told the Muderiya what the needs were.		
	Other		
	Don't Know		
How did the Muderiya assess whether or not a piece of equipment worked (to determine if a new piece of equipment was needed)? **Check as many as are mentioned by the interviewee. Do not read the choices.**	They tested each piece	1	17%
	They asked the teacher in charge of the class if the piece of equipment worked to not.	2	33%

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
	They were simply told by the school.	1	17%
	Other	2	33%
	Don't Know	0	
How did the Muderiya determine the economic effectiveness of each school? **Check as many as are mentioned by the interviewee.**	Asked the principal how effective the school was in placing students in the labor market:	3	50%
	Asked various employers in the government	1	17%
	Asked various employers in the private sector	0	
	Looked at school records	1	17%
	Other	1	17%
	Don't Know	0	
Ask the Muderiya to show you the list of all the schools that were assessed, what each school needed, and the prioritization list. **What information were they able to produce? Check the correct answers.**	List of all the schools visited	1	17%
	List of what each school needed	3	50%
	Prioritization list	1	17%
	Nothing	0	
	Don't Know	1	17%
Why was 100% of the money not spent? **There could be many reasons, so ask the interviewee to think about these reasons and to list them all as succinctly as possible. Write down all of the reasons here:** ☐	• Difficult and complex procedures of bidding process • Complexity of settling money (school money) • Unstable environment after revolution • Failure of bidding due to Unidentified specifications of equipment		
	Don't Know		
What did the Muderiya do with the money that was not spent?	Gave it back to MOP	4	100%
	Gave it to the MOE.		
	Other " Specify"		
	Don't Know		
How many technical school projects were		95	

Muderiya Personnel			
Questions	**Possible Reponses**	**#**	**%**
attempted with the money? Enter the number here ☐			
How many technical school projects were completed with the money? Enter the number here ☐		111 (inclusive of projects started in 2010/11)	117%
Did DSU central do monitoring visits to your governorate?			
	Yes	6	100%
How did you find those monitoring visits?	Very useful	5	83%
	Useful	1	17%
	Not useful		
	Don't know		

12. Appendix H: What was Piloted/Evaluated

This section of the report describes in detail what exactly was implemented and ultimately evaluated.

12.1. Funding Formulas

Funding formulas were developed for the equitable or need-based distribution of BAB2 and BAB6 resources. The details of these funding formulas are described here. It should be noted that when a funding formula, or part of a funding formula, is enrolment and poverty based, the enrolment shares and the poverty shares were given weights of 50% each, yielding an equally weighted Total Weighted Share (TWS).

12.1.1 BAB2 (Maintenance)

The EGP210M that came from GAEB's[13] BAB2 budget *had* to be spent on maintenance.[14] An unspoken aim of the overall decentralized education finance effort was to get as much money down to the schools as possible. Funds *which make sense* to decentralize to that level are hinged on how much schools needed for simple maintenance, and how much had to be set aside for major maintenance. Since the latter is need-based, as opposed to recurrent, major maintenance money would not flow beyond the muderiyas. Instead, the muderiyas would assess the major maintenance needs of their schools (needs that are not enrolment based), prioritize them, and target funds to those

[13] Throughout this report the term GAEB refers to *GAEB central*. The GAEB Branch Offices in every governorate will be referred to as the GAEB Branch Offices, or GAEB/BO.
[14] There are a few line items in BAB2 for which the MOF does not allow any transfer. Maintenance is one of those restricted line items, and as such, schools had to spend their maintenance money on maintenance.

schools with the greatest need. Simple maintenance would, of course, flow to every school.

A KFW[15] report noted that for *their newly constructed schools* EGP300/per classroom should be budgeted for simple maintenance. Using this as a basis for how much money the schools should ideally receive, the split should have been 70/30, with 70% of the EGP210M going to the schools. Yet GAEB pressed hard on how much of a major maintenance backlog there was, forcing the split to become 50/50. The funding formula that moved the EGP210M from the center to the muderiyas was classroom,[16] enrolment, and poverty based (see Table 3), while the funding formula used to move EGP105M to the idaras and on down to the schools was classroom and enrolment based (see Table 4).[17]

[15] Kreditanstalt für Wiederaufbau or presently KfW Bankengruppe is the German Bank for Reconstruction.
[16] EGP50 was set aside for every classroom in the country. That amount was then subtracted from the EGP210M and the remaining amount was parsed out by enrolment and poverty shares, each weighted 50% to generate the total weighted share for each muderiya.
[17] EGP50 was set aside for every classroom in the country. That amount was then subtracted from the EGP105M and the remaining amount was parsed out by enrolment shares

Table 3: Funding formula used to move maintenance money from the center to the muderiyas												
Governorate	**Number of classes**	**Sum dedicated to classes – EGP 50**	**HDI**	**1-HDI**	**Poverty Index**	**Enrolment**	**Enrol Share**	**Weighted Enrolment**	**Poverty Shares**	**TWS**	**Sum allocated for Enrollment**	**Total amount for the Muderiya**
Weights/ amounts							0.500		0.500		105,000,000	
6 October	10,694	534,700	0.752	0.248	1.20	547953	0.035	659672	0.033	0.034	2,963,574	3,498,274
Alexandria	15,030	751,500	0.765	0.235	1.14	716275	0.046	817110	0.041	0.044	3,775,401	4,526,901
Assuit	19,722	986,100	0.71	0.29	1.41	829550	0.054	1167813	0.059	0.056	4,855,254	5,841,354
Aswan	8,689	434,450	0.745	0.255	1.24	284905	0.018	352674	0.018	0.018	1,561,996	1,996,446
Bani Suef	14,164	708,200	0.717	0.283	1.37	571282	0.037	784819	0.040	0.038	3,301,327	4,009,527
Behira	26,555	1,327,750	0.733	0.267	1.30	1060414	0.069	1374420	0.070	0.069	5,948,390	7,276,140
Cairo	21,798	1,089,900	0.752	0.248	1.20	922028	0.060	1110014	0.056	0.058	4,986,738	6,076,638
Dakahlia	27,167	1,358,350	0.751	0.249	1.21	1087084	0.070	1314000	0.067	0.068	5,890,937	7,249,287
Dumyat	6,813	340,650	0.764	0.236	1.15	264121	0.017	302585	0.015	0.016	1,394,946	1,735,596
Fayoum	14,551	727,550	0.699	0.301	1.46	583123	0.038	852039	0.043	0.040	3,480,822	4,208,372
Gharbia	19,644	982,200	0.754	0.246	1.19	818124	0.053	976983	0.049	0.051	4,407,464	5,389,664
Giza	8,885	444,250	0.752	0.248	1.20	498549	0.032	600195	0.030	0.031	2,696,375	3,140,625
Helwan	8,271	413,550	0.752	0.248	1.20	352621	0.023	424515	0.022	0.022	1,907,131	2,320,681
Ismailia	6,596	329,800	0.758	0.242	1.17	217683	0.014	255725	0.013	0.014	1,163,506	1,493,306
Kafr el Sheikh	14,644	732,200	0.731	0.269	1.31	561300	0.036	732960	0.037	0.037	3,160,490	3,892,690
Luxor	5,902	295,100	0.748	0.252	1.22	214626	0.014	262552	0.013	0.014	1,169,877	1,464,977
Matrouh	2,775	138,750	0.734	0.266	1.29	83986	0.005	108448	0.005	0.005	470,231	608,981
Menoufiya	18,435	921,750	0.753	0.247	1.20	737962	0.048	884838	0.045	0.046	3,983,418	4,905,168

Table 3: Funding formula used to move maintenance money from the center to the muderiyas												
Governorate	**Number of classes**	**Sum dedicated to classes – EGP 50**	**HDI**	**1-HDI**	**Poverty Index**	**Enrolment**	**Enrol Share**	**Weighted Enrolment**	**Poverty Shares**	**TWS**	**Sum allocated for Enrollment**	**Total amount for the Muderiya**
Minia	26,624	1,331,200	0.702	0.298	1.45	1059696	0.069	1532958	0.078	0.073	6,291,977	7,623,177
New Valley	2,025	101,250	0.794	0.206	1.00	48440	0.003	48440	0.002	0.003	240,457	341,707
North Sinai	3,258	162,900	0.757	0.243	1.18	88837	0.006	104793	0.005	0.006	475,770	638,670
Port Said	3,363	168,150	0.783	0.217	1.05	109509	0.007	115357	0.006	0.006	556,351	724,501
Qalubia	20,868	1,043,400	0.746	0.254	1.23	950467	0.061	1171935	0.059	0.060	5,200,894	6,244,294
Qena	15,682	784,100	0.711	0.289	1.40	608886	0.039	854214	0.043	0.041	3,557,292	4,341,392
Red Sea	1,754	87,700	0.773	0.227	1.10	54864	0.004	60457	0.003	0.003	284,537	372,237
Sharqiya	29,329	1,466,450	0.737	0.263	1.28	1180587	0.076	1507254	0.076	0.076	6,572,529	8,038,979
South Sinai	882	44,100	0.778	0.222	1.08	16144	0.001	17398	0.001	0.001	82,872	126,972
Suez	3,282	164,100	0.776	0.224	1.09	119625	0.008	130078	0.007	0.007	616,605	780,705
Sohag	21,273	1,063,650	0.711	0.289	1.40	867654	0.056	1217243	0.062	0.059	5,069,091	6,132,741
G.Total	378,675	18,933,750				15456295	1.000	19741487	1.000	1.000	86,066,250	105,000,000

HDI; Human Development Index

TWS: Total Weighted Share

Table 4: Funding formula used to move maintenance money from the idara to the schools						
Idara: Wahat Bahria-Giza						
School	Enrolment	Classes	Per Class	Enrolment Share	Per Enrolment	Total
العجوز الابتدائية المشتركة	96	6	300	0.014	537	837
القصر الابتدائية المشتركة	393	12	600	0.056	2,200	2,800
منديشة الابتدائية المشتركة	209	6	300	0.030	1,170	1,470
عمر بن الخطاب	387	11	550	0.055	2,167	2,717
جمال عبد الناصر	320	11	550	0.046	1,792	2,342
الباويطى الابتدائية	197	6	300	0.028	1,103	1,403
عين العزة	19	6	300	0.003	106	406
الزبو الابتدائية	234	7	350	0.034	1,310	1,660
الصديق	477	14	700	0.068	2,671	3,371
الحارة الابتدائية	247	8	400	0.035	1,383	1,783
العبور الابتدائية	153	6	300	0.022	857	1,157
المناجم ابتدائية المشتركة	170	6	300	0.024	952	1,252
القبالة الابتدائية	166	6	300	0.024	929	1,229
السلام الابتدائية المشتركة	418	12	600	0.060	2,340	2,940
طبل امون الابتدائية	50	6	300	0.007	280	580
عين الوادى الابتدائية	140	6	300	0.020	784	1,084
الغربية	59	6	300	0.008	330	630
خالد ابن الوليد الابتدائية	382	12	600	0.055	2,139	2,739
الزبو الجديدة	210	7	350	0.030	1,176	1,526
ريس الابتدائية	51	6	300	0.007	286	586
الباويطى الابتدائية	5	2	100	0.001	28	128
الحارة الاعدادية	191	8	400	0.027	1,069	1,469
المناجم الاعدادية	85	3	150	0.012	476	626
الباويطى ع	612	20	1000	0.088	3,427	4,427
القصر الاعداديه	330	11	550	0.047	1,848	2,398
منديشة الاعدادية	278	12	600	0.040	1,557	2,157
الزبو الاعدادية	173	6	300	0.025	969	1,269
فصول الباويطى التجارية	345	20	1000	0.049	1,932	2,932
الباويطى الصناعية	224	8	400	0.032	1,254	1,654
المناجم الصناعية	136	6	300	0.020	761	1,061
الباويطى ث	167	9	450	0.024	935	1,385
الزبو	49	1	50	0.007	274	324
	6,973		13,300	1.000	39,041	52,341

12.1.2 BAB2: Nutrition Reserve

The Nutrition Reserve funds were sent to the muderiyas where they would be added to their existing nutrition budget. The funding formula used to move this money to the muderiyas was enrolment and poverty based, using the enrolment for all public schools excluding experimental schools, as shown in Table 5.

Table 5: Nutrition Reserve

Governorate	HDI	1-HDI	Poverty Index	Enrolment	Enrolment Shares	Weighted Enrolment	Poverty Shares	TWS	LE per Governorate
weights/amount					0.500		0.500		6,168,000
6th of October	0.705	0.295	1.266	523,188	0.035	662,405	0.036	0.036	221,483
Alexandria	0.738	0.262	1.124	720,456	0.049	810,126	0.044	0.047	287,737
Assuit	0.681	0.319	1.369	782,210	0.053	1,070,923	0.059	0.056	344,761
Aswan	0.730	0.270	1.159	268,337	0.018	310,948	0.017	0.018	108,727
Bani Suef	0.697	0.303	1.300	546,260	0.037	710,372	0.039	0.038	234,422
Behira	0.713	0.287	1.232	1,006,660	0.068	1,239,963	0.068	0.068	420,308
Cairo	0.737	0.263	1.129	980,896	0.067	1,107,192	0.061	0.064	392,464
Dakahlia	0.723	0.277	1.189	1,011,325	0.069	1,202,305	0.066	0.067	414,915
Dumyat	0.739	0.261	1.120	247,477	0.017	277,217	0.015	0.016	98,658
Fayoum	0.669	0.331	1.421	559,451	0.038	794,757	0.044	0.041	251,452
Gharbia	0.730	0.270	1.159	758,869	0.051	879,376	0.048	0.050	307,485
Giza	0.705	0.295	1.266	485,647	0.033	614,875	0.034	0.033	205,591
Helwan	0.737	0.263	1.129	350,576	0.024	395,715	0.022	0.023	140,268
Ismailia	0.733	0.267	1.146	206,759	0.014	236,930	0.013	0.014	83,326
Kafr el Sheikh	0.699	0.301	1.292	527,748	0.036	681,769	0.037	0.037	225,712
Luxor	0.712	0.288	1.236	203,682	0.014	251,761	0.014	0.014	85,191
Matrouh	0.706	0.294	1.262	78,867	0.005	99,515	0.005	0.005	33,330
Menoufiya	0.719	0.281	1.206	693,825	0.047	836,759	0.046	0.046	286,669
Minia	0.682	0.318	1.365	973,518	0.066	1,328,664	0.073	0.069	428,374
New Valley	0.751	0.249	1.069	45,289	0.003	48,399	0.003	0.003	17,660
North Sinai	0.723	0.277	1.189	81,011	0.005	96,309	0.005	0.005	33,236
Port Said	0.753	0.247	1.060	104,927	0.007	111,232	0.006	0.007	40,764
Qalubia	0.722	0.278	1.193	880,748	0.060	1,050,850	0.058	0.059	361,983
Qena	0.699	0.301	1.292	575,896	0.039	743,969	0.041	0.040	246,304
Red Sea	0.767	0.233	1.000	50,579	0.003	50,579	0.003	0.003	19,136
Sharqiya	0.715	0.285	1.223	1,117,204	0.076	1,366,537	0.075	0.075	464,841
South Sinai	0.766	0.234	1.004	16,152	0.001	16,221	0.001	0.001	6,123
Suez	0.751	0.249	1.069	118,438	0.008	126,571	0.007	0.007	46,185
Sohag	0.685	0.315	1.352	824,249	0.056	1,114,328	0.061	0.059	360,897
G.Total				14,740,244	1.000	18,236,566	1.000	1.000	6,168,000

12.1.3 BAB2: One Classroom Schools (OCS) Raw Materials

The funding formulas that moved Raw Materials for Once Classroom Schools was also enrolment and poverty based, using the OCS enrolment figures (see Table 6-8).

Table 6: Funding formula for OCS (center to muderiyas)

Governorate	HDI	1-HDI	Poverty Index	Enrolment	Enrolment Shares	Weighted Enrolment	Poverty Shares	TWS	LE per Governorate
Weights/amount					0.500		0.500		4,000,000
6th of October	0.705	0.295	1.266	1,775	0.020	2,247	0.019	0.019	77,269
Alexandria	0.738	0.262	1.124	901	0.010	1,013	0.009	0.009	37,062
Assuit	0.681	0.319	1.369	6,677	0.074	9,141	0.077	0.076	302,303
Aswan	0.730	0.270	1.159	636	0.007	737	0.006	0.007	26,531
Bani Suef	0.697	0.303	1.300	15,203	0.168	19,770	0.167	0.168	670,648
Behira	0.713	0.287	1.232	7,521	0.083	9,264	0.078	0.081	323,031
Cairo	0.737	0.263	1.129	0	0.000	0	0.000	0.000	0
Dakahlia	0.723	0.277	1.189	2,583	0.029	3,071	0.026	0.027	109,065
Dumyat	0.739	0.261	1.120	281	0.003	315	0.003	0.003	11,538
Fayoum	0.669	0.331	1.421	14,947	0.165	21,234	0.180	0.172	689,759
Gharbia	0.730	0.270	1.159	1,026	0.011	1,189	0.010	0.011	42,800
Giza	0.705	0.295	1.266	20	0.000	25	0.000	0.000	871
Helwan	0.737	0.263	1.129	1,973	0.022	2,227	0.019	0.020	81,301
Ismailia	0.733	0.267	1.146	830	0.009	951	0.008	0.009	34,443
Kafr el Sheikh	0.699	0.301	1.292	2,163	0.024	2,794	0.024	0.024	95,102
Luxor	0.712	0.288	1.236	1,551	0.017	1,917	0.016	0.017	66,729
Matrouh	0.706	0.294	1.262	5,798	0.064	7,316	0.062	0.063	251,975
Menoufiya	0.719	0.281	1.206	711	0.008	857	0.007	0.008	30,228
Minia	0.682	0.318	1.365	12,725	0.141	17,367	0.147	0.144	575,203
New Valley	0.751	0.249	1.069	74	0.001	79	0.001	0.001	2,974
North Sinai	0.723	0.277	1.189	273	0.003	325	0.003	0.003	11,527
Port Said	0.753	0.247	1.060	154	0.002	163	0.001	0.002	6,167
Qalubia	0.722	0.278	1.193	591	0.007	705	0.006	0.006	24,997
Qena	0.699	0.301	1.292	3,051	0.034	3,941	0.033	0.034	134,145
Red Sea	0.767	0.233	1.000	135	0.001	135	0.001	0.001	5,269
Sharqiya	0.715	0.285	1.223	4,446	0.049	5,438	0.046	0.048	190,312
South Sinai	0.766	0.234	1.004	126	0.001	127	0.001	0.001	4,927
Suez	0.751	0.249	1.069	153	0.002	164	0.001	0.002	6,149
Sohag	0.685	0.315	1.352	4,172	0.046	5,640	0.048	0.047	187,676
G.Total				90,496	1.000	118,154	1.000	1.000	4,000,000

The formula that was used to move the money from the muderiya on down to the idaras and from the idaras on down to the schools was enrolment based only—HDI did not factor in, as shown in Tables 6 and 7.

Table 7: Funding formula for OCS (muderiyas to idaras)			
Idara	**Enrolment**	**Enrolment Share**	**LE per Idara**
6th of October	0	0.000	0
Abu el Nomoros	127	0.071	5,513
Badrashen	465	0.261	20,185
Hawamdia	0	0.000	0
Ayat	572	0.321	24,830
Wahat Bahria	49	0.028	2,127
Oseem	141	0.079	6,121
Kerdasa	147	0.083	6,381
Manshat el Kanater	279	0.157	12,111
	1,780	1.000	77,269

Table 8: Funding formula for OCS (idaras to schools)				
Idara	**School**	**Enrolment**	**Enrolment Share**	**LE per School**
Ayat	ميت القائد صديقه الفتيات	4	0.007	174
Ayat	مدرسة ميت القائد ذات الفصل الواحد	7	0.012	304
Ayat	عزبة جبريل للفصل الواحد	12	0.021	521
Ayat	البرغونى البحرى الفصل الواحد	13	0.023	564
Ayat	موسى جرين صديقه الفتيات	13	0.023	564
Ayat	عزبة محمد عبد المجيد	14	0.024	608
Ayat	حسن بك خليل الفصل الواحد	15	0.026	651
Ayat	الشراقوه الفصل الواحد	15	0.026	651
Ayat	بدسا للفصل الواحد	16	0.028	695
Ayat	الناصريه الفصل الواحد	18	0.031	781
Ayat	جزيرة السلام الفصل الواحد	18	0.031	781
Ayat	البرغونى القبلى الفصل الواحد	19	0.033	825
Ayat	طه العجيمى الفصل الواحد	20	0.035	868
Ayat	الشيخ فضل	20	0.035	868
Ayat	ابو العباس صديقه الفتيات	20	0.035	868
Ayat	عزبه البارودى صديقه الفتيات	22	0.038	955
Ayat	بمها ذات الفصل الواحد	23	0.040	998
Ayat	العياط صديقه الفتيات	23	0.040	998
Ayat	عرب الظواهرة	25	0.044	1,085
Ayat	عزبة فرجانى	26	0.045	1,129
Ayat	وحدة برنشت ذات الفصل الواحد	27	0.047	1,172
Ayat	عزبه الهوانم صديقه الفتيات	28	0.049	1,215
Ayat	البليده صديقه الفتيات	29	0.051	1,259
Ayat	القطورى صديقه الفتيات	30	0.052	1,302
Ayat	برنشت صديقه الفتيات	34	0.059	1,476
Ayat	زاويه ابو سويلم صديقه الفتيات	36	0.063	1,563
Ayat	جرزا صديقه الفتيات	45	0.079	1,953
		572	1.000	24,830

4.3 Technical Schools (TS)

The funding formulas that were used to send the technical school raw materials money to the technical schools was also enrolment and poverty based up to the muderiyas. Beyond that, the funding formulas were simply enrolment based, as per Table 9-11, using technical school enrolment.

Table 9: Technical Schools

Governorate	HDI	1-HDI	Poverty Index	Enrolment	Enrolment Shares	Weighted Enrolment	Poverty Shares	TWS	LE per Governorate
weights/amount					0.500		0.500		5,000,000
6th of October	0.705	0.295	1.266	26,484	0.022	33,531	0.022	0.022	108,679
Alexandria	0.738	0.262	1.124	42,826	0.035	48,156	0.031	0.033	165,828
Assuit	0.681	0.319	1.369	64,105	0.052	87,766	0.057	0.055	273,852
Aswan	0.730	0.270	1.159	24,170	0.020	28,008	0.018	0.019	94,945
Bani Suef	0.697	0.303	1.300	46,576	0.038	60,569	0.040	0.039	193,742
Behira	0.713	0.287	1.232	93,533	0.076	115,210	0.075	0.076	378,572
Cairo	0.737	0.263	1.129	67,368	0.055	76,042	0.050	0.052	261,330
Dakahlia	0.723	0.277	1.189	84,174	0.068	100,070	0.065	0.067	334,788
Dumyat	0.739	0.261	1.120	17,185	0.014	19,250	0.013	0.013	66,422
Fayoum	0.669	0.331	1.421	47,235	0.038	67,102	0.044	0.041	205,760
Gharbia	0.730	0.270	1.159	61,727	0.050	71,529	0.047	0.048	242,478
Giza	0.705	0.295	1.266	32,570	0.027	41,237	0.027	0.027	133,654
Helwan	0.737	0.263	1.129	14,988	0.012	16,918	0.011	0.012	58,140
Ismailia	0.733	0.267	1.146	18,694	0.015	21,422	0.014	0.015	73,041
Kafr el Sheikh	0.699	0.301	1.292	52,739	0.043	68,131	0.045	0.044	218,639
Luxor	0.712	0.288	1.236	19,017	0.015	23,506	0.015	0.015	77,104
Matrouh	0.706	0.294	1.262	4,769	0.004	6,018	0.004	0.004	19,537
Menoufiya	0.719	0.281	1.206	58,734	0.048	70,834	0.046	0.047	235,253
Minia	0.682	0.318	1.365	97,376	0.079	132,899	0.087	0.083	415,300
New Valley	0.751	0.249	1.069	3,623	0.003	3,872	0.003	0.003	13,698
North Sinai	0.723	0.277	1.189	7,596	0.006	9,030	0.006	0.006	30,212
Port Said	0.753	0.247	1.060	8,096	0.007	8,582	0.006	0.006	30,497
Qalubia	0.722	0.278	1.193	66,018	0.054	78,768	0.051	0.053	263,039
Qena	0.699	0.301	1.292	55,930	0.046	72,253	0.047	0.046	231,867
Red Sea	0.767	0.233	1.000	4,569	0.004	4,569	0.003	0.003	16,762
Sharqiya	0.715	0.285	1.223	110,219	0.090	134,817	0.088	0.089	444,562
South Sinai	0.766	0.234	1.004	601	0.000	604	0.000	0.000	2,209
Suez	0.751	0.249	1.069	11,826	0.010	12,638	0.008	0.009	44,713
Sohag	0.685	0.315	1.352	86,095	0.070	116,395	0.076	0.073	365,376
G.Total				1,228,843	1.000	1,529,726	1.000	1.000	5,000,000

Table 10			
	Enrolment	**Enrolment Share**	**LE per Idara**
6th of October	2,231	0.101	10,941
Abu el Nomoros	662	0.030	3,246
Badrashen	3,855	0.174	18,905
Hawamdia	1,250	0.056	6,130
Ayat	5,215	0.235	25,575
Wahat Bahria	705	0.032	3,457
Oseem	2,161	0.098	10,598
Kerdasa	1,488	0.067	7,297
Manshat el Kanater	4,594	0.207	22,529
	22,161	1.000	108,679

Table 11				
Idara	**School**	**Enrolment**	**Enrolment Share**	**LE per School**
Ayat	فصول الثانوية المهنية بنات	32	0.006	157
Ayat	طهما الثانوية الزراعية	54	0.010	265
Ayat	فصول ملحقة بمدرسة ناصر الصناعية	373	0.072	1,829
Ayat	طهما الثانوية الصناعية	440	0.084	2,158
Ayat	العياط التجاريةالمشتركة	480	0.092	2,354
Ayat	طهما الثانوية الزراعية	499	0.096	2,447
Ayat	القطورى الثانوية التجارية	983	0.188	4,821
Ayat	الصناعية الفنية بنات	985	0.189	4,831
Ayat	ناصر الصناعية	1369	0.263	6,714
		5,215	1.000	25,575

12.1.4 BAB6 (Technical Education)

Four technical education *capital investment projects* were decentralized: Technical Education Reform, Technical Education Industry, Technical Education Agriculture, and Technical Education Commerce. The funding formulas for all four projects were enrolment and poverty based, using the enrolment figures for the whole of technical education. Once the funds reached the muderiya, they did not move any farther downward, they were used by the muderiyas to address capital investment needs of particular schools. The funding formula and allocations for Technical Education Reform are shown in Table 12 below.

Table 12: BAB6 Technical Education Funding Formula									
	Enrollment	**Enrollment Share**	**HDI**	**1-HDI**	**Poverty Index**	**Weighted Enrolment**	**Pov't Share**	**TWS**	**Technical Reform**
weights/amount		**0.5**					**0.5**		237,000,000
Fayoum	47,235	0.038	0.669	0.331	1.421	67,102	0.044	0.041	9,753,028
Assuit	64,105	0.052	0.681	0.319	1.369	87,766	0.057	0.055	12,980,572
Minia	97,376	0.079	0.682	0.318	1.365	132,899	0.087	0.083	19,685,217
Sohag	86,095	0.070	0.685	0.315	1.352	116,395	0.076	0.073	17,318,816
Bani Suef	46,576	0.038	0.697	0.303	1.300	60,569	0.040	0.039	9,183,379
Kafr el Sheikh	52,739	0.043	0.699	0.301	1.292	68,131	0.045	0.044	10,363,468
Qena	55,930	0.046	0.699	0.301	1.292	72,253	0.047	0.046	10,990,515
6th of October	26,484	0.022	0.705	0.295	1.266	33,531	0.022	0.022	5,151,403
Giza	32,570	0.027	0.705	0.295	1.266	41,237	0.027	0.027	6,335,191
Matrouh	4,769	0.004	0.706	0.294	1.262	6,018	0.004	0.004	926,033
Luxor	19,017	0.015	0.712	0.288	1.236	23,506	0.015	0.015	3,654,739
Behira	93,533	0.076	0.713	0.287	1.232	115,210	0.075	0.076	17,944,332
Sharqiya	110,219	0.090	0.715	0.285	1.223	134,817	0.088	0.089	21,072,258
Menoufiya	58,734	0.048	0.719	0.281	1.206	70,834	0.046	0.047	11,150,972
Qalubia	66,018	0.054	0.722	0.278	1.193	78,768	0.051	0.053	12,468,032
Dakahlia	84,174	0.068	0.723	0.277	1.189	100,070	0.065	0.067	15,868,955
North Sinai	7,596	0.006	0.723	0.277	1.189	9,030	0.006	0.006	1,432,041
Aswan	24,170	0.020	0.73	0.27	1.159	28,008	0.018	0.019	4,500,414
Gharbia	61,727	0.050	0.73	0.27	1.159	71,529	0.047	0.048	11,493,465
Ismailia	18,694	0.015	0.733	0.267	1.146	21,422	0.014	0.015	3,462,146
Cairo	67,368	0.055	0.737	0.263	1.129	76,042	0.050	0.052	12,387,026
Helwan	14,988	0.012	0.737	0.263	1.129	16,918	0.011	0.012	2,755,860
Alexandria	42,826	0.035	0.738	0.262	1.124	48,156	0.031	0.033	7,860,224
Dumyat	17,185	0.014	0.739	0.261	1.120	19,250	0.013	0.013	3,148,397
New Valley	3,623	0.003	0.751	0.249	1.069	3,872	0.003	0.003	649,301
Suez	11,826	0.010	0.751	0.249	1.069	12,638	0.008	0.009	2,119,415
Port Said	8,096	0.007	0.753	0.247	1.060	8,582	0.006	0.006	1,445,554
South Sinai	601	0.000	0.766	0.234	1.004	604	0.000	0.000	104,712
Red Sea	4,569	0.004	0.767	0.233	1.000	4,569	0.003	0.003	794,536
G.Total	1,228,843	1				1,529,726	1		237,000,000

12.2. Protocols

A number of protocols were also developed in an attempt to ensure smooth implementation of the overall effort. They are described in this section of the report.

12.2.1 School Expenditure Plans (SEP)[18]

A protocol was developed to ensure that schools created well-reasoned school expenditure plans that budget the money they received for specific school improvements. In order for schools to know how much money they would get from the funding formula, the idara heads were asked to conduct a meeting of all school principals such that they could tell them exactly how much money they would get, noting that OCS and TS would get raw materials funds in addition to the maintenance funds that every school received. During training, Figures 1 and 2 below (both of which were in the FDM) were discussed with principals and schools secretaries to help guide them in the budgeting and planning processes. Figure 1 shows the allocations typically made by an Effective School while Figure 2 shows them how to create a detailed school expenditure plan.

Figure 1			
How a Typical Effective School Allocates its Resources			
Uses or Expenditures			100%
	Educational materials		25%
		Textbooks and similar	7%
		Stationery	8%
		Other teaching aids	10%
	Purchase of educational advisory services on service fee basis		12%
	Administration		10%
		Audit and accounting fees	0%
		Bank charges	0%
		Stationery	7%
		Telephone, fax, internet	3%
		Transport	0%
	Educator salaries paid by school funds		0%
	Non-Educator Salaries paid by school fund		0%
	Special educational activities and trips for the students		20%
	Maintenance of grounds and school building as a service charge		10%
	Assets purchased		20%
		School infrastructure additions and improvements	8%
		School furniture	6%
		Administrative furniture and equipment	6%

[18] Throughout the entire decentralized education finance effort there was a fair amount of confusion over the term, school improvement plan. The school accreditation law requires a school to develop a SIP as part of its overall accreditation process. This SIP is very distinctive yet does little to show how funds are used in the overall school improvement process. When this effort was first introduced in 2007, we used the term school improvement plan to connote how the money that was being decentralized should be budgeted on behalf of overall school improvement. When we discovered that the term already applied to something quite specific, we began to use the term school expenditure plan. At all times, we underscored the need to bring the two together—that measures must be taken to show how money will be used to generate school improvement. That said, throughout this report, we use the term school expenditure plan.

	Surplus to be brought forward	3%

Figure 2: School General Financial Report				
Percentage to total	**2010 estimate**	**Percentage to total**	**2009 actuals**	**items**
	39,000		**35,000**	**Sources of revenue**
	2,000		1,000	Surplus from previous year
	6,500		**6,000**	**Formula funding**
	10,500		10,000	Activity fees
	15,500		15,000	Donations and grants
	2,500		2,000	Rental school facilities
	2,000		1,000	other
100%	**39,000**	**100%**	**33,000**	**Uses of expenditures**
46%	**18000**	**45%**	**15,000**	**Purchasing goods**
9%	**3500**	**9%**	**3,000**	**Raw materials**
	1500		1500	nutrition
	2000		1500	other
0%	**0**	**0%**	**0**	**Oil and lubricants**
	0		0	**coal**
	0		0	**Petrol and gas**
	0		0	lubricants
	0		0	electricity
5%	**2,000**	**5%**	**1,500**	**Spare parts and utilities**
	1,500		1,200	Spare parts for maintenance
	500		300	Other utilities
1%	**200**	**0%**	**100**	**Package items**
	200		100	Durable items
26%	**10,000**	**24%**	**8,000**	**Books and stationary**
	7,000		5,000	stationary
	1,000		1,000	Books and magazines
	1,000		1,000	Ledgers and notebooks
	1,000		1,000	Other printing materials
0%	**0**	**0%**	**0**	**Water and electricity**
	0		0	water
	0		0	electricity
6%	**2,300**	**7%**	**2,400**	**Other goods utilities**
	1,000		1,000	Audio visual teaching aids
	200		200	Gardening needs
	500		500	Photocopying needs

Figure 2: School General Financial Report					
Percentage to total	**2010 estimate**	**Percentage to total**	**2009 actuals**	**items**	
	300		300	Music needs	
	300		400	Sports needs	
54%	**21,000**	**55%**	**18,000**	**Purchasing services**	
31%	**12,000**	**35%**	**11,500**	**Maintenance expenses**	
	8,000		7,500	Buildings maintenance	
	1,000		2,000	Equipment maintenance	
	0		0	Vehicle and communication maintenance	
	1,000		1,000	Furniture maintenance	
	2,000		1,000	Computer maintenance	
	0		0	other	
1%	**500**	**2%**	**500**	**Public Relations**	
	200		200	Publications expenses	
	300		300	PR affairs expenses	
3%	**1,000**	**2%**	**500**	**Printing expenses**	
	900		400	Printing expenses	
	100		100	Magazine subscriptions	
7%	**2,800**	**6%**	**2,000**	**transport**	
	0		0	Rail way transport	
	0		0	transportation by rail way	
	2,800		2,000	Transportation by other means	
				Travel Per diems	
1%	**200**	**1%**	**200**	**Post and communication**	
	30		30	post	
	150		150	telephone	
	20		20	Telegram	
3%	**1000**	**2%**	**800**	**Rent**	
	300		200	Chairs and tents	
	700		600	transportation	
	0		0	Land stores and garages	
6%	**2500**	**6%**	**2000**	**Researches and trainings**	
	2500		2000	Training programs	
3%	**1000**	**2%**	**500**	**Conferences and exhibitions**	
	1000		500	Conferences, exhibitions and museums	
	0		**0**	**Other services items**	
	0		0	Broker and insurance	
	0		0	Judging	
	0		0	other	

Figure 2: School General Financial Report					
Percentage to total	**2010 estimate**	**Percentage to total**	**2009 actuals**	**items**	
	0		**2,000**	**Surplus forwarded to next year**	

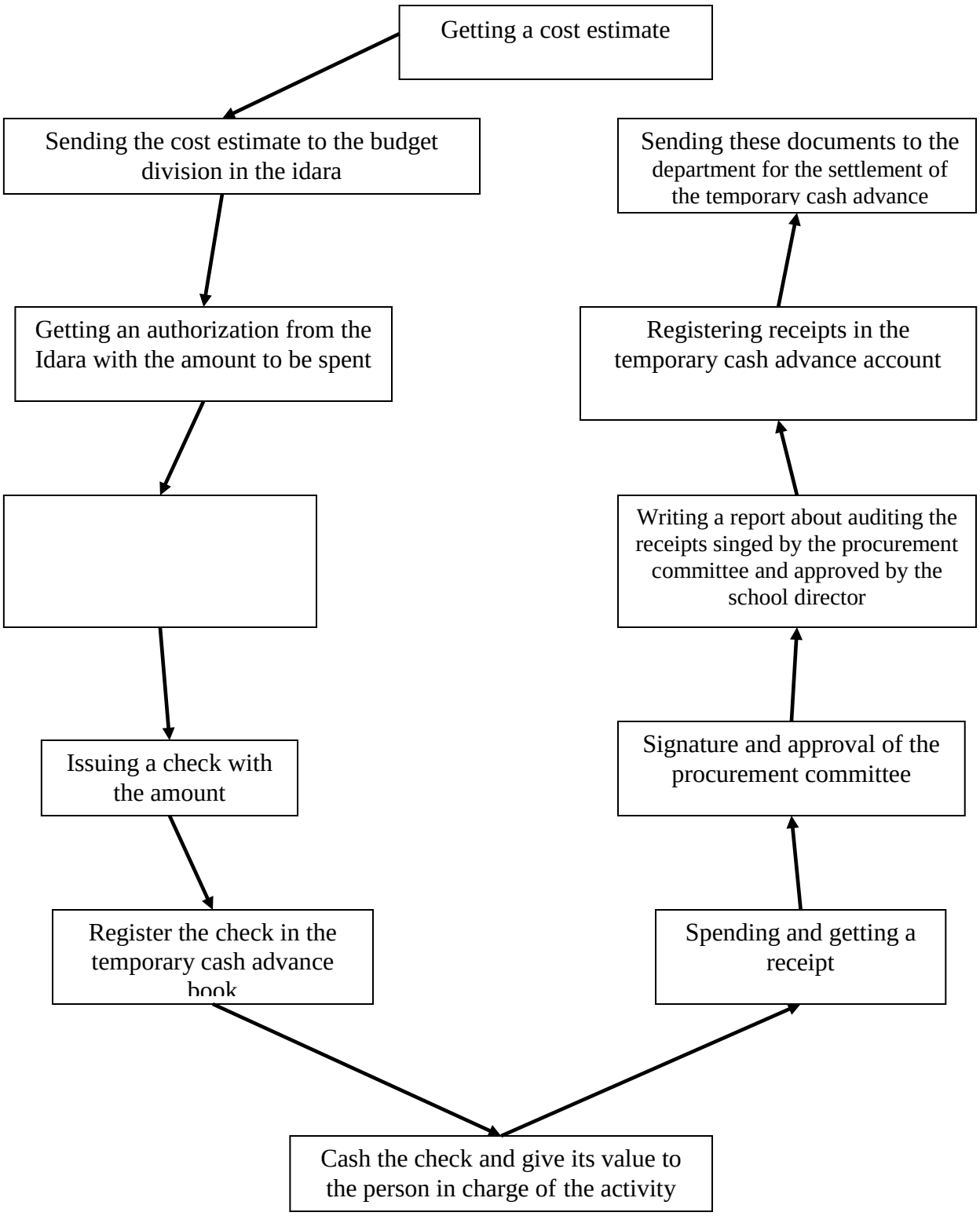
Each school was to develop their SEP in collaboration with the teachers, parents, and the BOT. Once their SEP was developed, it was to be formally presented to the BOT by the principal of the school. The BOT was to discuss the plan and ultimately approve it. Once approved, the BOT was to present the SEP to the Parental Assembly. With this done, the principal was free to send the approved plan on up to the idara, at which point the school could access the money via the TCAM.

12.2.2 Temporary Cash Advance Mechanism (TCAM)

All the schools received their funding formula money via the Temporary Cash Advance Mechanism (TCAM). A simplified account of how the TCAM works was developed by MOF and put into the FDM and all schools were trained in how it works. A diagram of the TCAM is offered in Figure 3 below.

Figure 3

Documents cycle of temporary cash advance mechanism


Getting a cost estimate
Sending the cost estimate to the budget division in the idara
Getting an authorization from the Idara with the amount to be spent
Issuing a check with the amount
Register the check in the temporary cash advance book
Cash the check and give its value to the person in charge of the activity
Spending and getting a receipt
Signature and approval of the procurement committee
Writing a report about auditing the receipts singed by the procurement committee and approved by the school director
Registering receipts in the temporary cash advance account
Sending these documents to the department for the settlement of the temporary cash advance

12.2.3 Citizen Watchfulness

12.2.4 A protocol was written for every school to make visible in a public place the amount of money they received via the funding formula, the SEP, and all school expenditures. Training

With the funding formula and protocols developed, training could take place. A cascade model was used where, over a 2-day period of time, a cadre of 70 Master Trainers was trained in the details of decentralization, decentralized finance, and all the funding formulas and protocols. In turn, the Master Trainers conducted a series of 2-day training sessions such that within two weeks 900 trainers were trained. Finally, each trainer conducted several 1-day training sessions over a 2-week period of time training ~150,000 school level stakeholders (about three personnel in each school) throughout the country.

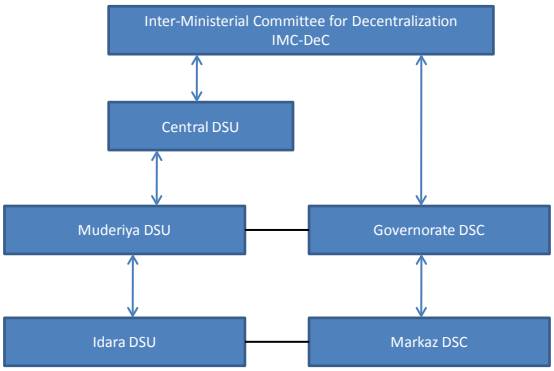
12.2.5 Monitoring and Support

Reflecting back on the 2010/11 effort, one of the biggest weaknesses was a lack of overall monitoring and support. To remedy that failing, serious efforts were made to strengthen the DSU. The central DSU, which had been comprised of 2 people, was increased to a total of 5 members, all senior-level officials. That the 3 new members of the central DSU all came from the Quality Assurance Department within the central MOE meant that they had ample experience in the realm of monitoring and support. In addition to adding 3 new people to the central DSU, the structure and operations of the entire DSU (the central and expanded DSU) were modified and formalized, as shown in Appendix I. Unlike the monitoring and support of the 2010/11 effort which relied almost entirely on video-conferencing, the modified operations of the DSU had formalized Decentralization Support Committees operating in every muderiya and idara and regular visits to every muderiya by a member of the central DSU—visits that had the central DSU in the field 4 weeks out of every 6.

13. Appendix I: Measures Taken to Strengthen the DSU[19]

In an effort to improve the overall implementation of decentralization within the education sector, and in particular, the implementation of the decentralization of 2011/12 BAB2 line items (i.e., One Classroom Schools, Technical Education, Maintenance), and 2011/12 BAB6 line items (Technical Education), the MOE calls for the creation of a National Education Decentralization Support Infrastructure (NEDSI).

National Education Decentralization Support Infrastructure



The National Education Decentralization Support Infrastructure (NEDSI) will be comprised of the following organizational elements: the Inter- Ministerial Committee for Decentralization (IMC-DeC), a Central Decentralization Support Unit (DSU), 27 Muderiya DSUs, 27 Governorate Decentralization Support Committees (DSC), 268 Idara DSUs, and 268 District DSCs. The composition of each element of the NEDSI and their respective roles and responsibilities are described below. This decree amends the roles of responsibilities of the existing DSU that was established in 2010.

Composition of the NEDSI Elements

- The Inter-Ministerial Committee for Decentralization
    - High-level representation from the MOE, MOLD, MOF, MOED, GAEB

[19] This account of the NEDSI was presented to Dr. Reda as the basis of a decree that would formalize the DSU and its operations. That decree was never drafted; instead, Dr. Reda drafted a letters to all the undersecretaries informing them of these procedures. As a result, the structures and operations laid out here were fully realized and implemented.

        - A follow up decree will list the names of these representatives
        - Headed up by_____
        - Secretariat: Director of the Central DSU
        - Technical Staff from the above ministries
        - A follow-up decree list the names of these people
- The Central Decentralization Support Unit (DSU)
    - Director
    - 6 working staff
- The Muderiya DSU
    - 1-2 members (such that no one member is responsible for more than 13 idaras)
- The Governorate Decentralization Support Committee (DSC)
    - Director of Administration and Finance
    - Director of Planning
    - Director of Technical Education
    - Head: Procurement Department
    - Head: Planning Department/Building Department
    - DSU Member (s)
    - Director of Quality (TSU)
- The Idara DSU
    - All TSUs within every idara
- The District DSC
    - Director of Administration and Finance
    - Director of Planning
    - Director of Technical Education
    - GAEB - project department
    - Director of Quality (TSU)
    - DSU Member

Roles, Responsibilities, and Relationships

<u>IMC-DeC</u>

The roles and responsibilities of the IMC-DeC are:

- To oversee all of the decentralization efforts that are being planned, implemented, and evaluated, in the education system
- To help clear the political and policy space needed for these decentralization efforts to succeed
- To ensure that the policy implications of the decentralization efforts underway in the education sector inform, and are informed by, the decentralization efforts and thinking going on outside of the education sector—to help ensure decentralization coherence throughout the country.
- To help "market" decentralization throughout the GOE
- The IMC-DeC will meet at least once every two months.

The DSUs and the DSCs

The Central DSU supports and oversees the decentralization efforts of the MOE nationwide, the Muderiya DSU supports and oversees the decentralization efforts of the MOE within their muderiya, and the Idara DSU supports and oversees the decentralization efforts of the MOE within their idara. The Central DSU also supports the Muderiya DSUs and, to the extent necessary, their efforts to support the Idara DSUs, and to the extent necessary, their efforts to support the schools. The Muderiya DSUs also support the Idara DSUs, and to the extent necessary, their efforts to support the schools. The Central DSU reports regularly to the IMC-DeC. The DSU supports the DSCs.

The DSU will be comprised of personnel whose job is to support decentralization as put forth in this decree. For members of the Central and Muderiya DSUs, their decentralization jobs will be full time. For the Idara DSUs, since they are the TSUs, their job is to continue to support schools in their school improvement efforts and to make sure that these efforts embrace/include all that is happening with regard to decentralization.

The DSCs will work in their normal job-related capacities but will be responsible in these capacities for ensuring that all decentralization efforts that are unfolding within their respective jurisdictions do so as planned.

This ministerial decree formally establishes all of these bodies/structures, the relationships between them, and the work that is described herein.

The Central DSU

The 6 non-director members of the Central DSU will each be assigned responsibility for 4-5 governorates—together they will cover all 27. They will visit each one of their assigned governorates for a period of 2-3 days every month, resulting in their being in the field approximately 9-14 days every month, monitoring what is unfolding, identifying problems, helping to solve problems, and reporting back to the center on the overall decentralization situation of their governorates. To the extent that these DSU members cannot solve a problem on site, they must bring that problem back to the center and work with their counterparts there to find a solution (this may also require convening a meeting of the IMC-DeC such that they can help solve the problem, if need be)). During the time they are not in the field they will help to solve problems; clear political, policy, organizational, institutional, and/or bureaucratic space; write reports; develop and help implement training, policy marketing, and reform support programs; and discuss matters amongst themselves.

Responsibilities of the Director of the Central DSU:

Must talk about delegation and empowerment

- Ensure that the entire DSU—the Central DSU, the Muderiya DSUs, and the Idara DSUs—functions efficiently and effectively as per what is outlined in this decree.
- Develop an annual national decentralization work-plan
    - *This plan will need a budget that is comprised of incentives, travel allowances, and whatever support GILO can offer.*
- Authorize monitoring, problem-solving, information-sharing, and policy-marketing visits of the Central DSU to muderiyas, the idaras, and schools, and issue the necessary communiqués to announce such visits, and solicit coordination from Undersecretaries (and Idara Heads) and cooperation from GAEB Branch Heads.
    - The Director will be formally delegated these powers.
- Ensure that the Minister, the Deputy Minister, and the Senior Advisor to the Minister, know exactly what is going on at all times, with up-to-date data/information regarding the status of decentralization as it is unfolding throughout the system.
- Ensure that the Minister, the Deputy Minister, and the Senior Advisor to the Minister, know of all of the problems that arise to which their immediate attention is needed.
- Organize and conduct various video-conferences, meetings, training sessions, and information sharing events
- Design and maintain a system of reporting and cataloguing information—a database—such that
    - All issues and problems that arise wherever they arise are recorded, attended to, follow-up upon, and that the lessons learned discerned from these issues/problems are fed back into the system for all to benefit from.
    - All innovations and best practices are identified and fed back into the system for all to benefit from.
    - An overall account of what is unfolding is being recorded.
- Report regularly to the IMC-DeC
- Participate in all IMC-DeC meetings
- Conduct, at a minimum, bi-weekly meetings with the Central DSU
    - Share all problems, issues, best practices, and lessons learned found in the field
    - Solve problems and issues
    - Assess overall plan implementation.
- Draft monthly implementation reports for the IMC-DeC.
- Interact regularly with the MOLD DSU (meet with them at least once a month)
- Meet weekly with the Deputy Minister and/or the Senior Advisor to the Minister
- The Head of the IMC-DeC will be the Director of the Central DSU's supervisor.
- Supervise the Central DSU staff

Responsibilities of the Central DSU Staff:

- Ensure that the decentralization efforts that are planned for their assigned muderiyas unfold smoothly and according to plan.
- Make 2-3 day visits each month to each one of their assigned muderiyas
- During these visits, the Central DSU staff are to
    - Meet with the respective Muderiya DSU and DSC
    - Assess the overall decentralization planning and implementation situation within the muderiya
    - Identify all of the various issues/problems that may have surfaced
    - Work with the Muderiya DSU and DSC to help solve the problems.
    - Identify all of the best practices, lessons learned, and problem-solutions that may have surfaced.
    - Discern the overall decentralization environment within the muderiya—if it is in need of a policy marketing, training, and/or reform support intervention, design that intervention in collaboration with the muderiya DSU, and ensure it takes place.
- Draft a monthly muderiya report (for each Muderiya visited) that outlines all of the problems/issues that were identified during the visit, the solutions that were found (or the action steps that have to be taken to find a solution), the lessons learned and best practices that were found, various other activities that were undertaken during the visit, and a list of all follow-up action items.
- Share the contents of this report with fellow members of the Central DSU
- Update the master decentralization implementation plan
- Maintain the decentralization implementation database—input all of the problems/issues that were identified, the solutions that were found (or the measures that are being taken to find the solutions and the status of those measures being taken), the lessons learned and best practices that were found, and the key action items that next have to be taken.
- Working in collaboration with outside technical assistance, design various training, policy marketing, and reform support programs.
- Working in collaboration with outside technical assistance, design various funding formulas, conduct various analyses, and draft various policy briefs and decentralization marketing and/or reform support materials.
- Carry out various training, policy marketing, and reform support programs.
- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions.

Responsibilities of the Muderiya DSU

- Ensure that the decentralization efforts that are planned for their assigned idaras unfold smoothly and according to plan.
- Draft an annual muderiya decentralization implementation and support plan.
- Serve as the secretariat of the Muderiya DSC
- Assess the capacities of the DSC vis-à-vis a) their understanding of decentralization and decentralized finance, and b) their understanding of what specifically needs to be done in the way of decentralization at the muderiya level, and develop and deliver a capacity building program that will ensure that the Muderiya DSC can do what they are supposed to do.
    - Ensure that various protocols are being followed
- Ensure that the muderiya decentralization implementation plan is unfolding as indicated in the plan
- As problems and issues arise:
    - Try to solve them
    - Notify the Central DSU
    - Ask the Central DSU for help, if necessary.
- Adjust the muderiya decentralization implementation plan as issues and problems surface.
- Make 1 day visits each month to each one of their assigned idaras
- During these visits, the Muderiya DSU staff are to
    - Meet with the respective Idara DSU and DSC
    - Assess the overall decentralization planning and implementation situation within the idara
    - Identify all of the various issues/problems that may have surfaced
    - Work with the Idara DSU and DSC to help solve the problems.
    - Identify all of the best practices, lessons learned, and problem-solutions that may have surfaced.
    - Discern the overall decentralization environment within the idara—if it is in need of a policy marketing, training, and/or reform support intervention, notify the Central DSU and in collaboration design that intervention with the idara DSU and ensure it takes place.
- Draft a monthly report that outlines all that is going on at the muderiya level (i.e., the problems/issues that were identified, the solutions that were found—or the action steps that have to be taken to find a solution, the lessons learned and best practices that were found, a list of all follow-up action items), and all that was done within each idara that was visited.
- Share the contents of this report with fellow members of the Muderiya DSU and your Central DSU representative.
- Working in collaboration with their Central DSU representative, design various training and policy marketing programs.

- Working in collaboration with their Central DSU representative, conduct various analyses, and draft various policy briefs and decentralization marketing and/or reform support materials.
- Carry out various training, policy marketing, and reform support programs.
- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions.

Who needs to authorize the Muderiya DSU person's visits to the idaras?

How are incentives paid out?

<u>Responsibilities of the Muderiya DSC</u>

- To implement all of the decentralization activities that have been devolved to the level of the muderiya, in particular:
    - BAB6 Technical School Reform
        - Identify/assess the needs of all of the technical schools within the muderiya
        - Develop a 3-year technical education investment plan that supports/reflects the muderiyas strategic plan
        - Conduct all of the bidding
        - Do all of the procurement
        - Ensure that all of the work that has been contracted is completed.
        - Account for all of the money
    - BAB2 Major Maintenance
        - Identify all of the major maintenance needs within the muderiya
        - Develop a 3-year major maintenance plan that supports/reflects the muderiyas strategic plan
        - Conduct all of the bidding
        - Do all of the procurement
        - Ensure that all of the work that has been contracted is completed.
        - Account for all of the money
    - BAB2 Simple Maintenance, One Classroom School, and Technical School Raw Materials
        - Send all of the money down to the idaras as per the given funding formulas and instructions that are put forth in the FDM
- Write a monthly report and submit that report to both the Undersecretary and the Central DSU
- Attend various video-conferences, workshops, and training sessions, as called for by the Central DSU.

Responsibilities of the Idara DSU

- Ensure that the decentralization program for all schools within the idara are carried out as described in the FDM.
- Visit each school once a month
- Assess the capacity of the school/BOT vis-à-vis their understanding of decentralization, decentralized finance, and the work that they are supposed to do as per the FDM
- With support from their Muderiya and Central DSU members, design and deliver a decentralization capacity development program.
- Help the schools develop their school improvement plans—ensure that the money they will receive from the funding formulas is budgeted as per their SIP.
- Ensure that all procedures and protocols that are spelled out for the school within the FDM are followed (i.e., that they post the SIP in a public place, that they post their expenditures in a public place, that the principal presents the SIP to the BOT, that the BOT discusses the SIP and approves it, etc.).
- Identify all problems that arise at the schools and work with the schools and the DSU to solve those problems.
- Report all such problems/issues to your Muderiya DSU
- Identify all innovations, lessons learned and problem-solutions that have been generated by the schools.
- Share them with your fellow Idara DSU members and your Muderiya DSU
- Share those that you learn about from other schools with the schools you are responsible for.

- Draft a monthly report that outlines all that is going on at the idara level (i.e., the problems/issues that were identified, the solutions that were found—or the action steps that have to be taken to find a solution, the lessons learned and best practices that were found, a list of all follow-up action items), and all that is going on in each school that has been visited.
- Share the contents of this report with fellow members of the Idara DSU and your Muderiya DSU representative.
- Working in collaboration with their Muderiya DSU representative, design various training and policy marketing programs.
- Working in collaboration with their Muderiya DSU representative, conduct various analyses, and draft various policy briefs and decentralization marketing and/or reform support materials.
- Carry out various training, policy marketing, and reform support programs.
- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions, if asked to do so.
- Act as the secretariat of the Idara DSC.

Responsibilities of the District DSC

- To implement all of the decentralization activities that have been devolved to the level of the muderiya, in particular:
    - To ensure that all schools are allocated the amount of money they are supposed to get as per the funding formulas that have been given to the idara.
    - To notify all schools of the exact amount of money they are supposed to get.
    - To ensure that every school has budgeted their allocations as per their respective School Improvement Plans
    - To ensure that each school's BOT has formally met, discussed, and approved the School Improvement Plan.
    - To distribute the correct amount of money to each school as per the Temporary Cash Advance Mechanism.
    - To ensure that each school gets that money *(i.e. to make sure that the finance director or anyone else, creates a roadblock of any sort)*.
    - To ensure that all schools settle their accounts as per the TCAM.
    - To draft a monthly decentralization implementation report and submit it to the Idara Head and their respective Muderiya DSU member.

تحسين الأداء التعليمي للبنات

Girls' Improved Learning Outcomes (GILO)

Case Study:

Decentralized Education Finance in Egypt, (2007-2012)

March 2013

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Case Study: Decentralized Education Finance in Egypt (2007-2012)

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March 2013

Table of Contents

Page

Table of Contents 1

Acronyms 3

Abstract 5

Introduction 6

Organization of the Report 8

2007–2010: Developing and Piloting the Overall Approach to Decentralized Education Finance 9
- Context 9
- What Was Done: The First Pilot 12
- Evaluation of the First Pilot 18
  - Informal Evaluation 18
  - Formal Evaluation 19
- What Was Done: The Second Pilot 21
- Evaluation of the Second Pilot 22
  - Informal Evaluation 22
  - Formal Evaluation 22

2009–2010: The Big Bang 24
- Context 24
- What Was Done 31

The 2010–2011 Effort 34
- Context 34
- What Was Done 36

The Revolution....40
2010/11 Context Changes....40
What Was Done....42
Evaluation of the 2010/11 Effort....42
Informal Evaluation....42
Formal Evaluation....46
Major Findings of Both the Informal and Formal Evaluations....47

The 2011–2012 Effort....48
Context....48
What Was Done....50
Evaluation of the 2011/12 Effort....56
Informal Evaluation....56
Formal Evaluation....60
Major Findings of Both the Informal and Formal Evaluations....62

The 2012–2013 Effort....63
Context....63
What Was Done....64
Evaluation of the 2012/13 Effort....69

The Vision, End State, and Design....69

National Decentralization Indicators....71

Reflections and Lessons Learned....72
Pay more attention to the political economy of reform....75
Put in place a reform support entity that can do all the reform support work that needs to be done....76
Craft a vision that all reforms can be directed to....77
Work through government systems as much as possible, but do not give away the keys to the shop....77
Create a cadre and infrastructure dedicated to the work of reform....78

Appendix 1....79
Composition of the Expanded DSU....79
Roles, Responsibilities, and Relationships....80
The DSUs and the DSCs....80
The Central DSU....81
Responsibilities of the Director of the Central DSU....81
Lower-Level Entities....84

Acronyms

B	Billion
BAB1	Budget chapter for personnel recurrent expenditures
BAB2	Budget chapter for non-personnel recurrent expenditures
BAB6	Budget chapter for capital expenditures
BOT	Board of Trustees
CAOA	Central Agency for Organization and Administration
CD	compact disk
CIP	Central Investment Projects
CTO	Cognizant Technical Officer
DeC	Decentralization
DSC	Decentralization Support Committee
DSU	Decentralization Support Unit
ECP	Economic Competitiveness Project
EGP	Egyptian pounds
EM	Emergency Maintenance
EQUIP 2	Education Quality Improvement Program 2
ERP	Education Reform Project
ETP	Enterprise TVET Partnerships
EU	European Union
FDM	Fiscal Discipline Manual
FF	funding formula
GAEB	General Authority for Education Buildings
GAEB/BO	General Authority for Education Buildings Branch Office
GDP	gross domestic product
GILO	Girls Improved Learning Outcomes
GOE	Government of Egypt
HDI	Human Development Index
IMC-DeC	Inter-Ministerial Committee for Decentralization
IMC-EF	Inter-Ministerial Committee for Education Finance
IT	Information Technology
KFW	German Bank for Reconstruction
LPC	Local Popular Council
M	maintenance (when not following a number)
M	million (when following a number)
M&E	monitoring and evaluation
Max	Maximum
Min	Minimum
MM	Major Maintenance
MOE	Ministry of Education
MOED	Ministry of Economic Development
MOF	Ministry of Finance
MOLD	Ministry of State for Local Development
MS	Microsoft
N	No
NA	not applicable
NDI	National Decentralization Indicators
NDP	National Democratic Party
NEDSI	National Education Decentralization Support Infrastructure
NEI	National Education Indicators
No.	Number
OCS	One Classroom School
PAT	Professional Academy of Teachers

PSPU	Policy and Strategic Planning Unit
SCAF	Supreme Council of the Armed Forces
SEP	School Expenditure Plan
SIP	School Improvement Plan
SM	simple maintenance
SRN	School Register of Needs
SS	structural safety
TCAM	Temporary Cash Advance Mechanism
TER	Technical Education Reform
TIMSS	Trends in International Math and Science Survey
TS	technical school
TSU	Technical Support Unit
TVET	Technical and Vocational Education and Training
TWS	total weighted shares
UNDP	United Nations Development Programme
UP	unused portion
USAID	United States Agency for International Development
VC	video conference
Y	Yes

Abstract

Over the period 2007–2013 a series of interventions related largely, but not exclusively, to decentralized education finance was introduced to Egypt's pre-university or basic K-12 education system.[1] This case study documents what was done, how it was done, and why, against the backdrop of a highly complex and ever-changing political-economic environment, an environment that both influenced and was influenced by the work described here. Overall, the work done proved quite successful from a variety of perspectives. Nevertheless, a number of things could have been done much better and some things that were not done should have been done. A number of lessons learned are put forth here to show how better to approach this kind of effort in the future. They are:

- Attention must be paid to the reform support work necessary to usher a series of reform efforts through the political economy of reform.
- This reform support work must be carried out by a reform support entity that can work closely with the Ministry of Education (MOE), but is not tied to the MOE.
- A detailed vision, or end state, must be in place toward which various reform efforts can be directed.
- Work should proceed through government systems as much as possible, mindful of the fact that there are some things that are best done outside of these government systems.
- A dedicated and capable cadre of people must be put in place, organized in an infrastructure that can do much of the work of reform—work that is over and above the work of running an education system—and support the overall reform process throughout the system as it slowly unfolds.

[1] The technical assistance and the modest amount of implementation support that were provided to the efforts described in this case study were offered through two U.S. Agency for International Development-(USAID-) funded projects: the Education Reform Program (ERP) funded under Education Quality Improvement Program 2 (EQUIP 2, 2007–2008), and the Girls Improved Learning Outcomes (GILO) project (2008–2013).

Introduction

When the events described in this case study were initiated, Egypt's basic education indicators, as per the World Bank, were as shown in ***Table 1*** (note: many of the indicators tracked by the World Bank are blank for Egypt).[2]

Table 1: Performance Indicators for Egypt's Basic Education System

Indicator Name	2006	2007
Literacy rate, youth female (% of females ages 15-24)	81.75	
Ratio of young literate females to males (% ages 15-24)	93.05	
Literacy rate, youth male (% of males ages 15-24)	87.85	
Literacy rate, youth total (% of people ages 15-24)	84.87	
Literacy rate, adult female (% of females ages 15 and above)	57.81	
Literacy rate, adult male (% of males ages 15 and above)	74.62	
Literacy rate, adult total (% of people ages 15 and above)	66.36	
Ratio of female to male primary enrollment (%)	94.03	94.80
Primary completion rate, female (% of relevant age group)	90.12	93.27
Primary completion rate, male (% of relevant age group)	93.79	98.17
Primary completion rate, total (% of relevant age group)	91.99	95.77
Primary education, pupils (% female)	47.40	47.59
Pupil-teacher ratio, primary	26.00	27.08
School enrollment, primary (% gross)	102.22	103.27
School enrollment, primary, female (% gross)	99.01	100.45
School enrollment, primary, male (% gross)	105.29	105.96
School enrollment, primary (% net)	92.74	95.84
School enrollment, primary, female (% net)	90.65	93.69
School enrollment, primary, male (% net)	94.75	97.90
Primary education, teachers	376,698	368,785
Primary education, teachers (% female)	55.17	55.79
Total enrollment, primary (% net)	94.81	97.66
Total enrollment, primary, female (% net)	92.76	95.44
Total enrollment, primary, male (% net)	96.77	99.79
Public spending on education, total (% of GDP)	4.00	3.68
Public spending on education, total (% of government expenditure)	11.95	12.59

For the most part, these are fairly respectable numbers, with the possible exception of the last two: public spending on education as a percent of GDP, and public spending on education as a percent of total government spending. When these two indicators are compared to those of other countries, Egypt falls below the average and median values for both, as shown in ***Table 2***.[3]

[2] See http://data.worldbank.org/country/egypt-arab-republic

[3] See http://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS for the education expenditure as a percentage of GDP values and http://data.worldbank.org/indicator/SE.XPD.TOTL.GB.ZS for the education expenditure as a percentage of total government spending values.

Table 2: Public Spending on Education as a % of GDP and of Total Government Spending		
	GDP	Government
Average	4.54	15.12
Median	4.48	14.13
Max	11.87	25.59
Min	0.73	7.83
Egypt	3.68	12.60

It is informative to compare these funding indicators to Egypt's performance on the 2007 Trends in International Math and Science Survey (TIMSS). Results show that Egypt's education performance was midway between the TIMSS scale *average* and the bottom for both 8th grade math and science.

Table 3: Egypt's 2007 TIMSS Results		
	8th Grade Math	8th Grade Science
Highest	598	567
TIMSS Scale Average	500	500
Lowest	307	303
Egypt	391	408

Given these figures it would appear that Egypt's education system was highly inefficient and poorly run.

And, it would also appear now that the situation has not improved much over the course of the last six years. In a recently published article it was reported that the according to the World Economic Forum's Global Competitiveness Report 2012—2013, Egypt ranked 139th out of 144 countries in the quality of its educational system, and 129th in staff training. Of the 15 countries considered to be in the same development stage as Egypt, only Libya ranked lower in education system's overall quality. Mongolia and Honduras ranked higher, at #136 and #135 respectively.[4]

[4]See http://www.csmonitor.com/World/Middle-East/2013/0116/Egyptians-begin-to-take-back-their-clunker-classrooms

The largest Arab country in the world, Egypt had, in 2009, 16,101,210 pre-university students, 43,423 schools, and an unknown number of teachers.[5] Like all government structures in Egypt, the education system was highly centralized, with nearly 8,000 people working at the center. South Africa, a country that has a decentralized education system of equal size in terms of students, has 400 people working at the National Department of Education. Below the center of the Egyptian system are the governorate-level education offices (27 Muderiyas), the district-level education offices (267 Idaras), and the schools. Almost all personnel are hired by the center and report vertically upwards. The bureaucracy is bloated, so much so that when this effort began, the teacher/non-teacher ratio was estimated to be *less than 1.00*.

Before the work described in this case study was begun, schools received almost no money from the Government of Egypt (GOE). Instead, higher-level actors determined what schools needed and provided those goods and services to them, or not, as the case may be. What little money the schools did have was collected by the schools from each student/parents in the form of an Activity Fee. That fee was "taxed" by the GOE, with upwards of 60% of the total fee collected flowing upwards to the Idaras, Muderiyas, and Diwan.[6]

Organization of the Report

This case study presents five major undertakings in the order in which they took place: the two pilots, the "Big Bang," the 2010/11 effort, the 2011/12 effort, and the 2012/13 effort (see ***Figure 1***).[7] Specifically, the political and political-economic contexts within which each of these efforts

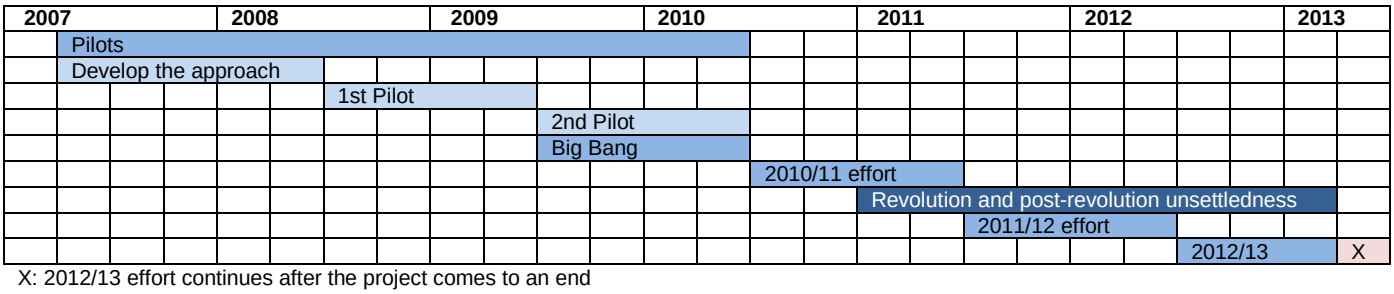
[5] Over the course of the six years during which this effort unfolded, the total number of teachers, as per various official accounts, ranged from 800,000 to over 1,200,000. The problem is that many staff persons who are not classroom teachers are classified as teachers; accordingly, the official numbers can vary widely.

[6] Diwan is the Arabic word used for the central MOE. When the word "center" is used in this document, it refers to the Diwan and a number of central agencies varyingly attached to the Diwan.

[7] This case study had to be finalized by March 2013 and as such could not account for the full 2012/13 effort.

took place is described, followed by an account of what was done in each effort; then the results of each effort's evaluation are presented.[8]

Figure 1: Decentralization Efforts



X: 2012/13 effort continues after the project comes to an end

Complicating the time-sequenced organization of this report are two things. The first is the fact that what we call the "Big Bang" occurred while the second pilot was being implemented. The second is the fact that the Revolution of January 25 took place in the middle of the 2010/11 effort. Both resulted in some discontinuity in how events unfolded.

2007–2010: Developing and Piloting the Overall Approach to Decentralized Education Finance

During the period 2007–2010 the basic approach to decentralized education finance that Egypt adopted was developed; piloted twice in three governorates: Fayoum, Ismailia, and Luxor; evaluated; and deemed successful.

Context

When the decentralized education finance work described in this document started in 2007, decentralization was already a priority program in the *National Strategic Plan for Pre-University Education Reform in Egypt 2007–2012* (Strategic Plan). Moreover, key elements of education decentralization had been piloted in Alexandria as far back as 2001.[9] Within the Ministry of

[8] Neither the Big Bang nor the 2012/13 effort was evaluated.

[9] Over the period 2001–2004, this pilot effort sought to demonstrate that educational quality could be improved through: a) decentralization of school management authority to the school, b) increased community involvement and support of schooling, and c) improved teaching-learning methods and

Education (MOE), then Minister of Education Professor Yousry El Gamal proved to be quite decentralization-friendly. Having been integrally involved in the education decentralization pilot that took place in Alexandria 2001–2004, he saw the benefits of decentralization first hand.[10] In addition there were also Dr. Reda Abou Serie, First Deputy to the Minister, and Dr. Hassan Bilawi, Senior Advisor to the Minister, both decentralization-friendly and who had great rapport with the minister. Beyond the education sector, decentralization was surfacing in National Democratic Party (NDP) conference papers as early as 2002.[11] So, while the GOE was highly centralized in 2007, the overall political environment was conducive to the *notion* of decentralization, so much so that then Minister of Finance, Youssef Boutros Ghali, agreed to allow the MOE to pilot decentralized education finance using GOE money.

Throughout the period 2007–2010 when the approach to decentralized education finance was developed and twice piloted, the overall environment became even more open to the notion of decentralization. The Ministry of State for Local Development (MOLD) was discussing the ways and means of decentralizing local government, specifically, the roles and responsibilities of the local popular councils (LPC), their relationship to their respective level's executive body, the

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practices. Thirty government primary, preparatory and secondary schools in the most disadvantaged neighborhoods of two districts in Alexandria participated, encompassing more than 30,000 students, 1,621 teachers, and 222 administrators. With cooperation from the MOE, the governorate implemented the project through the Alexandria Educational Muderiya, and USAID provided initial guidance and support for training (from the *Executive Summary* of the Project provided by the USAID CTO for that project).

[10] Dr. Yousry was a member of the Advisory Committee as well as the Governor's representative on the Executive Management Committee, which was formed from representatives of the three key actors in this effort: the MOE (the First Undersecretary of Alexandria), the Alexandria Development Center (civil society, represented by Dr. Ahmed Ragab), and USAID (represented by Ms. Hala El Serafy).

[11] The NDP was the ruling party of President Mubarak, and the Policy Secretariat of the NDP was the policy calculus of the GOE. Every year the NDP held a 3-day conference in which a variety of policy directions were discussed and considered. The proceedings of these conferences would then be published, indicating to all the key policy directives that the country would begin to implement.

relationship between the executive bodies at different levels of the system, and the possibility of moving multi-sector block grants from the center via some sort of a funding formula to lower level jurisdictions, in particular, the district.

The work being carried out by MOLD was spearheaded by General Mohamed Abd Alsalam Al Mahgoub, then Minister of Local Development (and former Governor of Alexandria during the time that elements of education decentralization were being piloted there between 2001–2004), and Dr. Lubna Abdel Latif, consultant to the Minister of Local Development and National Coordinator of Decentralization in the NDP.[12] That Dr. Lubna had close ties to the NDP meant that whatever work the MOLD was doing within the realm of decentralization was being overseen, approved, and even directed by the Policy Secretariat of the NDP.[13] Given this, it became imperative that the decentralization work that was unfolding in the education sector be informed by and to the extent possible strive to inform the work that was being done in MOLD. Formally, these ties were forged through a ministerial decree issued by the Ministry of Finance (MOF) establishing the Inter-Ministerial Committee for Education Finance (IMC-EF), comprised of high-level officials from four ministries—MOE, MOF, MOLD, Ministry of Economic Development (MOED)—and the Central Agency for Organization and Administration (CAOA), and a number of MOE, MOLD, and MOF senior-level experts. Informally, these ties were

[12] By 2010, Dr. Lubna Abdel Larif had become the Director of the National Decentralization Support Unit under MOLD. Dr. Lubna was also of special assistance to the efforts described here due to her close link to the NDP's Political Secretariat. She used to be a former assistant to one of its affluent members. This helped the Decentralization Team bounce ideas off her and listen to the response of the NDP. She was also a very important conduit who transmitted decentralization ideas to the NDP and often returned with orders to implement.

[13] Next to the President, the Policy Secretariat of the NDP, headed up by Gamal Mubarak, was the most powerful political body in Egypt. Over the period 2007–2011, the authors' direct and indirect interactions with members of the Policy Secretariat indicated that the Secretariat was largely progressive and actively pursuing decentralization, but for reasons that remained pure speculation. Be that as it may, their pro-decentralization stance proved to be most advantageous to the effort described in this document.

forged through multiple meetings, correspondences, and papers passed between the consultants working for the MOE and key members of the IMC-EF.

What Was Done: The First Pilot

In March 2007, the Minister of Finance allowed the MOE to begin to move forward with decentralized education finance using GOE money.[14] By July 2007, two international USAID-funded decentralization experts were teamed up with senior-level experts from the MOE and the MOF and local experts to develop an approach to decentralized education finance that was based on international best practice and the overall context of GOE. Over the course of a week, the international experts shared decentralization and decentralized education finance concepts, experiences, and best practices from a variety of countries, while their Egyptian counterparts presented the details and idiosyncrasies of public sector education, governance, and finance in Egypt. After much discussion, a broad outline of an approach was agreed upon. Over the course of the ensuing four months, this approach was fleshed out and vetted extensively within the IMC-EF such that by November 2007, a widely-owned (among high-level decision makers) and detailed approach to decentralized education finance was approved and poised to be implemented.

From November 2007 to January 2009, the Decentralization Team,[15] working closely with their government counterparts and the IMC-EF, did all the work necessary to launch the pilot effort in three governorates: Fayoum, Ismailia, and Luxor. Specifically, an enrolment- and poverty-based

[14] The use of GOE money for this effort is crucial in that it forced people to operate under the laws germane to that money. When decentralized education finance efforts are piloted using donor money, that money is tied to the laws of the donor country and as such does not afford the host country the opportunity to examine decentralized education finance as it might actually play out in that country.

[15] Throughout this document, the "Decentralization Team" refers to the USAID-funded international and local consultants, and two members of the MOE's Policy Support and Planning Unit dedicated to this undertaking.

funding formula was developed to transfer non-personnel recurrent (BAB2[16]) funds from the Diwan to every school in the pilot governorates; a mechanism was found within MOF bylaws and regulations to send the money to the schools: the Temporary Cash Advance Mechanism (TCAM); a variety of protocols were developed; a combination training manual and "how-to" guide was developed and distributed; CDs that showed key stakeholders throughout the pilot governorates how the funding formula worked and what every jurisdiction, Muderiya, Idara, and school was getting from the funding formula were made and distributed; training materials were developed; people were trained; and the GOE money (EGP 8.4M) that was to be decentralized was found within the Diwan's BAB2 budget.

The central element of the approach was an enrolment- and poverty-based funding formula. The enrolment part of the funding formula was based on every jurisdiction's (school, Idara, and Muderiya) enrolment. The poverty part of the funding formula was based on the United Nations Development Programme's (UNDP's) Human Development Index (HDI)[17] for every governorate as well as its respective enrolments. Though a series of simple mathematical calculations, Muderiya-level *enrolment shares* and *poverty shares* were generated with each one being assigned a weight of 0.5.[18] Given those shares and their respective weights, each Muderiya was given a *Total Weighted Share* (TWS), which when multiplied by the amount of money that was made available to the pilot, determined how much of that money each Muderiya would get. Movement of money from the Muderiya on down to the Idaras used a funding formula driven by the enrolment and HDI of each Idara. Finally, that money was parsed out to

[16] In Egypt, the budget chapters are referred to as BABs, BAB1 is for personnel recurrent expenditures, BAB2 is for non-personnel recurrent expenditures, and BAB6 is for capital investment.

[17] HDI (Human Development Index) is a composite indicator used to measure and rank geographic regions' level of development: see http://hdr.undp.org/en/statistics/hdi/ and http://www.undp.org.eg/Portals/0/NHDR%202010%20english.pdf

[18] The weights given to these shares should ideally be determined by a governing body. Since the governing bodies in Egypt were not in a position to set these weights, a 50/50 weighting was given and approved by the Minister.

schools used a funding formula based on their respective enrolment and the kind of school each one was—kindergarten, primary, preparatory, general secondary, technical secondary, or special needs—with each school type being given a weight that reflected MOE priorities.

The MS-Excel spreadsheets upon which all of these calculations were made were burned onto CDs and made available to every Muderiya, Idara, and school, so that everyone involved in the effort could see how the funding formulas worked and what they and their colleagues in other schools, Idaras, and Muderiyas, received. This was done so that people would associate decentralized education finance with a high level of transparency and to lay the foundation for "watch dogging."

Of major concern to the Decentralization Team while the approach was being developed was getting the BAB2 money *to the schools*. When asked if schools ever received BAB2 money, officials within both the Diwan and the Muderiyas all said no, that the only money schools received and handled was the money they were able to keep from their Activity Fees.[19] If there was no legal mechanism by which schools could receive the money being distributed by the funding formula, then the IMC-EF would have to pressure the MOF to create a mechanism, or the approach would have to incorporate a set of protocols by which schools came to know how much money they were entitled to and order various goods and services against that money. Those orders would then have to be accumulated by the Idaras, which would then purchase the various goods and services on behalf of each school and ensure that each school received exactly what was ordered—a very cumbersome and unattractive alternative to the schools getting the money and spending it themselves. However, when the design of this pilot effort was finally introduced to and discussed among stakeholders at the Idara level, the Decentralization Team discovered that schools can and do receive GOE money (albeit very little and on a limited basis),

[19] Schools can also receive donations from various parents and members of the community, and while some donations may be monetary, most are in the form of goods and services so as to avoid issues they may arise from the MOF's procurement and accounting laws.

via the TCAM.[20] Subsequently, the Decentralization Team did two things. First, they asked MOF members of the IMC-EF to write up *in very simple terms* the exact procedures that schools would have to follow in order for them to access the money being allocated to them through the funding formula via the TCAM. Second, when it became known that ~EGP 8M would be distributed throughout the pilot governorates, and that many schools would be receiving an amount that was over the EGP 2,000 ceiling that was placed on every TCAM application, the team asked MOF to draft a decree that would raise that ceiling to EGP 6,000, so that only a few large schools would have to apply for more than one temporary cash advance, making the overall effort simpler. Both requests were granted and carried out by the MOF.

Having the MOF clearly and succinctly write up the procedures of the TCAM in 2–3 pages proved to be a major factor in the pilot's success because it overcame a very serious problem. Specifically, the laws and regulations around public sector procurement were (and still are) so complicated and unknowable, and the penalties for violating those laws so drastic, that without this *official* clarification of the TCAM, schools would never have accepted the money.

In addition to the protocols describing the TCAM, a number of other protocols were developed by the Decentralization Team. One was for how schools were to develop school expenditure plans (SEP), or detailed templates that instructed schools to show the available money by source (i.e., the funding formula, Activity Fee, donations, etc.); identify what they wanted to buy, the unit cost of those items, and the number of items they wanted to buy; and which source of funds was being used to pay for the items.

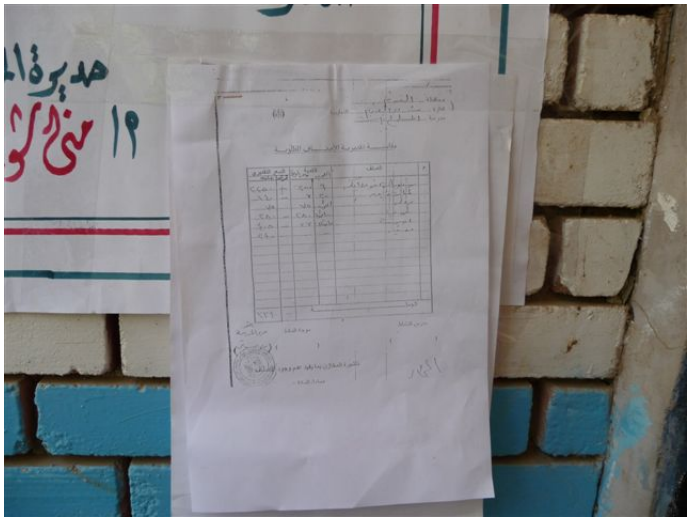
Another key protocol was developed to help foster an element of horizontal accountability at the school level. Specifically, all schools were asked to post in a public place within the school (such that anyone in the community could see), the following items: the amount of money they

[20] That neither the center nor the Muderiyas knew about the TCAM is indicative of how little higher levels of the system really know about what goes on at lower levels of the system, in what should be a very tight command and control centralized dispensation; all the more argument for a more decentralized situation where governing bodies at each level can oversee the management bodies at that level.

received via the funding formula, the basic mechanics of the funding formula, the SEP , and all purchases made against the SEP. This was done to try to promote a degree of *citizen watchfulness* vis-à-vis how the money was being planned and spent. ***Figures 2*** and ***3*** below show such public displays.

Figure 2: SEP Display

Figure 3: SEP Display



The Fiscal Discipline Manual (FDM) was developed as both a training manual and a "how-to" guide that could be referenced by any of the stakeholders involved in the effort should they want to learn more about decentralization or decentralized education finance, or have any questions about the way in which the funding formulas worked, how the TCAM works, and various protocols. Using the FDM, people from throughout the pilot governorates were trained as per the training plan presented in ***Table 4***.

Table 4: Training Sessions

	First training session	Second training session
Duration	3 days	2 days
Location	Sixth of October Educational City	Sixth of October Educational City
When	April 2009	April 2009
Who attended	1. Muderiya head 2. Each Idara head 3. Three financial representatives from each Muderiya 4. Two financial representatives from each Idara 5. The financial controller from each Muderiya and Idara 6. Some principles representing the governorate	1. Three financial representatives from each Muderiya 2. Two financial representatives from each Idara
Content covered	1. Concept of formula funding 2. FDM content 3. Concept of decentralization	1. Formula funding in details

Once this training was accomplished, the Idara-level trainers trained school-level stakeholders (e.g., principals, school secretaries, etc.) in school clusters. Additionally, while the pilot was

being implemented, the MOE conducted weekly video-conferences with each pilot governorate making key MOE staff persons available for whatever questions arose in the field.

Finally, the money that was to be decentralized was identified. That it took so long for this to happen, nearly 15 months between the time the approach was finalized and the time it was implemented, can be attributed to the fact that it was here where the hard reality of decentralized education finance finally became apparent to key decision makers within the MOE: that the money being used for this effort had to come from *their own BAB2 budget*.

One other factor that added to the overall success of the pilots was the fact that the money that was used came from broadly defined line items of the Diwan's BAB2 budget, allowing the schools to use it for pretty much anything they wanted within BAB2. The money moved from the center to the Muderiyas late in the 2008/09 fiscal year (April 2009). Even with that very late start date, all the TCAMs were officially accounted for by the end of June 2009.

Evaluation of the First Pilot

Informal Evaluation

In July/August of 2009, the Decentralization Team and MOE representatives visited the pilot governorates to discuss the effort with stakeholders from the Muderiyas, the Idaras, and schools. From these informal question-answer sessions the following was discerned (as per the 2008/09 Evaluation Report).

- Schools were not "scared" to spend: all of the money that they received was spent and there was excellent collaboration between the MOE and MOF.
- Funding allocation by formula unfolded quite smoothly and it was well understood.
  - People at Muderiya, Idara, and school levels were often able to articulate the reasons why they received the money—a sign of good training but also that the effort addressed a real need (i.e., people were able to explain on their own that this funding mechanism reduced negotiation, and freed their time for increased participatory planning at their own level).
  - Actors very much liked the transparency: the fact that they could see what every other school got and why was mentioned almost more than any other aspect of the overall approach.

  - Funding transfers and expenditures were posted on the walls in public places for all to see, though a few schools had to be reminded to do so, during the visits.
- GOE investment (but with flexibility and local responsibility) lead to co-investment from community; the money from the funding formula encouraged more private contributions.
- Stakeholders took their school improvement plans (SIPs) more seriously once they had funding.
  - People started to plan *for the money*—they moved away from a "wish-list" mentality.
  - The availability of the money put pressure on the school to make better plans.
- Relatively free spending rights revealed both a) what people value, and b) what had proven otherwise to be too cumbersome to acquire through traditional means.
- The procurement process was still too cumbersome—citizens complained of the relatively large amount of paperwork, e.g., requiring three bids on anything costing more than EGP 50.

Formal Evaluation

In August 2009, a formal evaluation of the pilot effort was undertaken. Survey instruments were developed for a) school-level personnel, b) Idara-level personnel, and c) Muderiya-level personnel. These questionnaires were administered by a team of 45 professionals from the MOE's M&E Division. They were administered at 20 randomly-selected schools from within each pilot governorate (for a total of 60 schools), 3 representative Idaras (i.e., urban, rural) within each governorate (for a total of 9 Idaras), and all 3 Muderiyas. The 45 evaluators were trained by a professional survey specialist in the content of the questionnaires and key aspects of how to conduct a sample survey. The major findings of the formal evaluation were as follows.

- 100% response rate.
- Responses had face validity in that they were not always good—when things were not right, people said so.
- Highly participatory: in 95% of the schools, teachers participated in the planning; in 82% of the schools, Boards of Trustees (BOTs) participated in the planning; and in 58% of the schools, others participated in the planning.
- Transparency: 73% of schools displayed the expenditures to the public.

- 0% of all respondents reported issues with mis-spending or illegalities.
- It took an average of 7.7 days for schools to receive funding from the Idaras, once approved.
- The reported *increase* in community funding was 56%, but there were also some very large increases in a few cases that are not reflected in the average or median value.[21]
- Idaras seemed able to fund schools with considerable accuracy, at least as reported by schools. 90% of schools report getting what they thought they should have gotten based on the formula. 100% of schools report having been informed of how the allocation was made.

Additionally, every school, Idara, and Muderiya that participated in the survey was asked to name the 3 things they liked best about what was piloted. The most cited responses given were:

- Transparency: knowing how the funding formula worked, what each school received, how the money was spent, etc.
- Practical training as opposed to theoretical training: being trained to do something that needed to be done with the money needed to do it.
- Equity/Fairness: the fact that equal schools were treated the same way, and unequal schools were treated differently.
- Planning to the money: knowing that they will receive a certain amount of money on a regular basis and planning for *that* money, as opposed to putting together a wish list, sending it upwards, and receiving ad hoc amounts, mostly a fraction of what was asked for.
- Empowerment of the school principal as a decision-maker.

[21] It should be noted that schools were extremely clever at leveraging parental and community contributions, for example by using government money to buy some inputs that, without a parental supplement of funding, would have had little use. Both sources of funding, together, then created a usable product. Schools deployed more cleverness in using funding than government officials normally give them credit for.

Respondents were also asked to identify the 3 things they would most like to see improved. The most cited responses given were:

- More money: while they were happy to receive what they got, there is a great need for more money. Clearly, EGP10/student is not enough for a nationwide average.[22]
- More training.
- Allow even greater flexibility to schools with regard to financial planning.
- Guarantee that every school has an adequate amount of money.[23]
- Send money to schools before school year starts.
- Move faster on the overall decentralization of the education system.
- More social marketing regarding decentralization.

What Was Done: The Second Pilot

Given the success of the first pilot, the MOE agreed to carry out a second one that incorporated the lessons learned from the first one. Of these lessons learned the most crucial was to ensure that all One Classroom Schools (OCS) were *guaranteed* funds. During the first pilot, Luxor unilaterally decided to cut all OCSs out of the experiment on the grounds that they received so little money.[24] While this may have been a good exercise in local decision-making, it was generally believed by the Decentralization Team and the MOE to be a bit premature. This forced the Decentralization Team to adjust the funding formula such that a minimum allocation of EGP 500 was guaranteed for every school. Beyond that minimum, enrolment and poverty factored in as it did in the first pilot. Finally, a larger amount of money was distributed in the second pilot

[22] A study that was undertaken by some of the people working on this effort revealed that at a minimum, the average school should get EGP 115/student.

[23] An OCS with 2 students would have received ~EGP20. This is not enough money for that school to purchase anything of value for the school.

[24] Why the Decentralization Team did not find out about this until the evaluation process can be attributed to the fact that the monitoring mechanism was obviously not sufficient and that the spending all took place in such a short time frame; the team had very little time to find out about it. Additionally, it underscores just how loosely coupled Egypt's centralized system is.

(EGP 10.1M as opposed to EGP 8.4M). Apart from this, and a concerted effort to conduct better training and do more monitoring, the second pilot unfolded in much the same way as the first.

Evaluation of the Second Pilot

Informal Evaluation

No informal evaluation of the pilot was conducted, largely because of the tremendous amount of work that had to be done in preparation for Big Bang (see below).

Formal Evaluation

Like the first pilot, the second was subject to a formal evaluation. This evaluation was undertaken in August 2010. Based on the lessons learned from the first survey, an improved set of survey instruments was developed for this pilot. These questionnaires were administered by the same team of experts who administered the first evaluation. They surveyed the same 20 randomly selected schools from within each governorate that were surveyed after the first pilot as well as an additional 20 randomly selected schools from each governorate, equaling 40 schools in each governorate. Additionally, 5 GILO schools in Fayoum were evaluated (125 schools total), as were staff persons from 3 representative Idaras from within each governorate, and staff persons from each pilot Muderiya. The key findings of the survey are as follows.

- 100% response rate.
- Responses had face validity as they were not always good—when things were not right, people said so.
- Highly participatory: in 90% of the schools, teachers participated in the development of the *SIP*; in 77% of the schools, the BOTs participated in SIP development, while in 32% of the schools, “others” such as parents participated; but, in 87% of the schools, teachers participated in the development of the *SEP*, in 74% of the schools, the BOTs participated, while in 20% of the schools “others” did as well.
- Transparency: 73% displayed the expenditures to the public.
- 0% reported issues with mis-spending or illegalities.
- It took only 7 days (median value) for schools to receive funding from the Idaras, once approved.

- It took 6 days (median value) for the school to post the SIP/budget after it was formally approved, while it took a median value of 15 days to post expenditures, once they were made.

Every set of stakeholders interviewed was asked to name the 3 things they liked best about what was piloted. The most cited responses by respondents are as follows:

- The money allowed the school to address school needs as they saw fit.
- The process fostered community participation, collaboration, and democratization.
- The process was more efficient, allowed schools to get what they wanted in a timely manner.
- Increased overall accountability and transparency.
- Enhanced equity.
- Enhanced overall school leadership.

They were also asked to name the 3 things they would most like to see improved. The most cited responses given by each respondent were as follows:

- More flexibility in how the money is used: freedom to make BAB6 purchases.
- Raise the ceiling for which three quotes are needed (above the current level of EGP50).
- Raise the ceiling on TCAM from EGP 6,000 to something higher.
- Pool the money with school fees.
- Get the money before school starts.

Reflecting on the evaluation results of both pilots, two things stand out most. First, there was a fair amount of "non-compliance" with regard to various procedures put forth in the FDM and discussed in various training sessions (i.e., how the school was informed of the allocation, who participated in the training, the BOT presenting the SEP to the parental assembly, etc.). While in some instances, non-compliance may not be a problem *per se*, in other instances it may prove to be quite problematic. Accordingly, the Decentralization Team advised the MOE to review all of

the procedures laid out in the FDM and determine which ones really mattered and which ones didn't. For those procedures that really mattered to the MOE, they were advised to put in place measures to ensure compliance. Unfortunately, the MOE never did this. Second, was the need for near-constant and ubiquitous training. People throughout the system needed to know a lot more about decentralization, decentralized education finance, and the specific things the MOE was attempting to do in both regards.

2009–2010: The Big Bang

In August of 2009 as the second pilot was just getting underway, the MOE decided to implement decentralized education finance nationwide by attempting to decentralize EGP 1.01B. This section of the document discusses the context within which this decision was made and the work that was done to try to implement it.

Context

As the second pilot (2009/10) began to unfold, the MOE learned of an initiative that was being planned in MOLD. Specifically, MOLD was preparing to decentralize ~EGP 2.1B nationwide. Ostensibly, that money would go to the districts as a block grant allowing them to decide how best to spend it across a number of municipal services such as electricity, roads, solid waste management, security, fire, and traffic. Since the MOE had been viewed by the GOE as the pace setter in decentralization, MOLD asked (challenged?) the MOE to plan for a nationwide decentralization effort similar in magnitude to what they were planning. With one pilot experience under its belt, the MOE saw an opportunity to expand its decentralization efforts and maintain its position as the country's decentralization pace setter. After much discussion, the then Minister of Education Professor Yousry El Gamal agreed in August 2009 to decentralize the amounts shown in ***Table 5*** (see column labeled "intended"), a total of EGP 1.001B, and in doing so, the political economic environment around education decentralization changed dramatically.[25]

[25] It should be noted that had MOLD not planned on going nationwide, the MOE would not have embarked on the Big Bang. One key aspect of the approach to decentralized education finance that was guiding this effort was the notion of asymmetry—only those governorates that wanted to decentralize and that the MOE and Decentralization Team deemed ready to decentralize, would decentralize. That the

Table 5: BAB6 Resources That the MOE Intended and Attempted to Decentralize in 2009/10's Big Bang Effort (EGP)		
	Intended	Attempted
Capital Construction	443,000,000	0
Technical Education Reform	350,000,000	350,000,000
Information Technology	195,000,000	195,000,000
General Secondary Reform	13,451,000	0
Total	1,001,451,000	545,000,000

Decentralizing EGP 8M-10M in three pilot governorates threatened no one, and while there were some centralists within the education sector who scoffed at the pilot effort, the overall environment within the MOE and beyond was, as noted earlier, quite decentralization-friendly. However, decentralizing EGP 1.01B nationwide not only posed huge challenges for capacity building (on very short notice), it directly threatened the positions and stature of some very powerful people at the center, most notably, those in charge of the resources that were slated to be decentralized: the General Authority for Education Buildings (GAEB), the Technical Education department, and the IT department. Concerted efforts were made by these interest groups to thwart the Minister's plans to decentralize the money.

The battle with GAEB proved to be particularly arduous partly because they had the most money to lose, partly because GAEB was a semi-autonomous entity working outside of the auspices of the Diwan, and partly because Director General of GAEB was appointed by the President based on a recommendation by the Minister of Education. All of this gave GAEB a level of political-economic clout that was unmatched by other MOE authorities and departments whose money and power were being threatened by the Big Bang.[26]

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effort went from three pilots to a full-fledged nationwide effort is in large part why the Big Bang was called the Big Bang.

[26] GAEB was established by Presidential Decree No. 448 in 1988, and while it was, from its establishment to date, headed up by generals, the Minister of Education always served as GAEB's Board Chairman.

Established in 1988, GAEB performed effectively, and its visibility was significantly heightened by the high demand to build new and safe schools after the 1992 earthquake. Due to that earthquake, which seriously damaged a large number of schools, the Egyptian structural code was revisited based on new earthquake zones. As a result, GAEB adopted a very conservative structural approach that was reflected its classroom design, which had a direct effect on its construction cost. The challenge then was to quickly build massive amounts of safe infrastructure to deal with a large backlog of school construction and safeguard the lives of children. GAEB met that challenge as per this passage from *National Strategic Plan for Pre-University Education Reform in Egypt 2007–12.*

> *"Egypt's achievements in school construction over the past 15 years have been historic. Between 1992 and 2006 the Government built about 14,000 schools, most of them under the auspices of the [GAEB]. These building programs served to greatly expand access to and enrollment in basic education, especially for the poorest half of the income distribution. More schools were built in this period than in the preceding 110 years."*

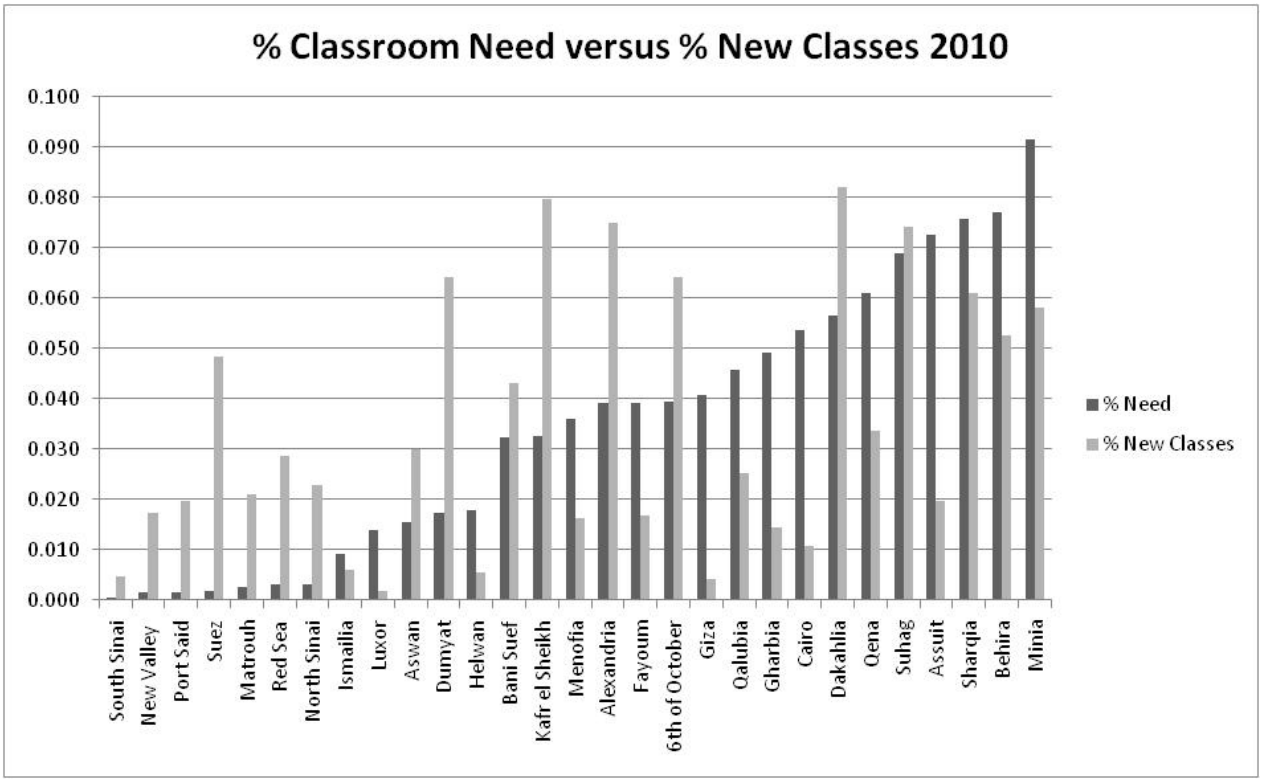
But as the *overall* access problem became less and less of an issue (due largely to GAEB's success), and as public sector money became more and more scarce, GAEB soon had its critics. Specifically, GAEB was now being blamed for constructing classrooms and schools that were exceedingly expensive on a unit cost basis.[27] Being a highly centralized and monopolistic organization, filled with skilled engineers, and born of the collapse of multiple classrooms that succumbed to the 1992 earthquake, GAEB developed standards and protocols that did not have to compete with the market place.

[27] Many donors claimed that the costs of schools they financed were ~ 30 percent less than those built by GAEB. It had been determined that the average cost of a GAEB school comprised of 12 classrooms was about EGP 1.1M, or EGP 91,600 per classroom, in 2004 prices. By way of comparison, the average cost of a classroom built by CARE was EGP 73,800, again, in 2004 prices. It is estimated that the current (2012) cost of construction per GAEB classroom exceeds EGP 200,000.

GAEB had also gained notoriety for building schools where they were not needed. There were countless anecdotal accounts of near-empty new schools. But, because GAEB had its own databases, which at this time they refused to allow the Decentralization Team to see, proving these claims became a difficult proposition. The Decentralization Team considered conducting a survey of newly constructed schools to see what their enrolments were, but the MOE never approved this study. In the end, the Decentralization Team did an analysis with data that was made available from a number of non-GAEB datasets, the core results of which are shown in ***Figure 4***. As one can see the percentage of new classes in each governorate hardly matches the percent need.

GAEB's position in the overall political economy of education was abetted because it was also delivering on a "Presidential Program," a promise made by President Mubarak in 2005 to build 3,500 schools, 3,000 of which would be built by GAEB. Averaging 16 classrooms per school and carried out over the course of a six-year period of time, the President's term in office, this amounted to a total of 48,000 classrooms, or 8,000 classrooms that needed to be built every year of the program. With an election year coming up in 2011, GAEB was in the midst of delivering on this program. And so, when the Minister decided to decentralize the money for capital construction, GAEB countered with claims that it would disrupt the Presidential Program and greatly upset the President.

Figure 4



However, the Minister pressed, which then caused the Director General of GAEB, General Nabil Helmy, to insist that *all* of his 2009/10 funds were already committed, a mere month-and-a-half into the 2009/10 fiscal year. While some within the MOE went so far as to claim that GAEB was being untruthful, we soon realized that they were not. The situation was that GAEB had countless outstanding contracts that were issued in previous fiscal years, contracts that had to be honored with present and future fiscal years' money. The only way that the MOE had of decentralizing *some* of this money, be it in 2009/10 or 2010/11, was to order General Nabil to stop signing new construction contracts effective immediately, which the Minister did verbally during a meeting in which this recommendation was made, and followed-up over a month later with a Ministerial decree.[28] Attempts to study the backlog of contracts to see how much

[28] It became clear that GAEB's modus operandi was based on the construction time of a school, which usually takes more than a year to complete. GAEB typically commits its funds to construction contracts that will be implemented in the same fiscal year and beyond. It also often signs contracts that it may not have funds for knowing that it will be mostly implemented in coming years when additional GAEB funds

outstanding "debt" there was so as to determine how much free money could be decentralized proved to be an impossible task, as GAEB simply refused to allow people from within the MOE access to their financial records.

While this battle was being waged with GAEB, smaller but no less intense battles were being waged with stakeholders *within* the MOE, in particular, the Technical Education and IT departments. Though weaker than GAEB from a political-economic perspective they were still quite powerful, had near-constant access to the Minister, and did everything they could to dissuade him from decentralizing their money. While the then Minister of Education, Yousry El Gamal, was pro-decentralization, the Big Bang effort revealed that he either had a great distaste for dealing with the political economy of reform, an inability to do so effectively, or both. Repeatedly, the Decentralization Team would make a very strong case for decentralizing the money, countering every argument made by Technical Education and IT staff, but the Decentralization Team was not available to the Minister on a day-to-day basis. Technical Education and IT staff were, and their consistent backroom pressure on the Minister prevented him from acting quickly on the matter. So, while the BAB6 money had flowed from the Investment Bank to the MOE when it should have, that money stayed within the MOE, despite the Decentralization Team's efforts to ready the environment for the decentralization of those funds. By January 2010, the money still had not moved beyond the Diwan, and Yousry El Gamal was unexpectedly replaced by Ahmad Zaki Badr as Minister of Education, ushering in a new political-economic milieu that proved to be unusually difficult yet conducive to the effort at hand.

Ahmad Zaki Badr, the son of a former Minister of the Interior, was serving as the Chancellor of Ain Shams University when he was tapped to be Minister of Education. Upon his arrival, he might best have been described as an authoritarian centralist. And with his arrival, the decentralization-friendly Dr. Hassan Bilawi, Senior Adviser to the Minister, was replaced by

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are made available. This made GAEB's pipeline continuous and difficult to break unless contracting was abruptly halted.

Adel Shoukry, a centralist. Accordingly, the political economy around decentralization *within the MOE* changed within just a few days. The very pro-decentralization triumvirate of Professor Yousry El Gamal (Minister of Education), Dr. Reda Abou Serie (First Deputy Minister of Education), and Dr. Hassan Bilawi (Senior Advisor to the Minister), was reduced to Dr. Reda, who stood outside the inner-circle of centralists that was formed by Ahmad Zaki Badr.

Fortunately, there were the pro-decentralization forces within the MOLD and the NDP that this effort could draw upon to help render the new Minister and his aids more "decentralization friendly." After a number of backroom conversations with key people, and within one month of Ahmad Zaki Badr's arrival, the NDP made it very clear to him that the decentralization efforts within the MOE were to continue. So, by the time the Decentralization Team first met with Ahmad Zaki Badr, he was quite amenable to the work that was being done. However, being amenable to decentralization did not mean that Ahmad Zaki Badr was in any way pro-decentralization. He simply took the necessary decisions to facilitate its implementation, as per the NDP's policy directives.

Ahmad Zaki Badr's authoritarian nature proved, at times, to be a blessing. GAEB, Technical Education, and IT had all arranged to "lobby" Ahmad Zaki Badr soon after his arrival to pressure him to stop what was about to unfold on the decentralization front. In the end, it became quite apparent that these efforts backfired in that all three sets of actors were marginalized, in particular, GAEB. Initially, Ahmad Zaki Badr refused to renew General Nabil's contract as Director General of GAEB. Soon thereafter, Ahmad Zaki Badr's actions toward GAEB gave many people there the impression that he was poised to dismantle GAEB altogether and fold the functions into the Diwan. Were it not for Ahmad Zaki Badr's heavy handed approach to GAEB, the Decentralization Team would never have gained access to much of the information it had been striving to acquire for the past year. And so, in spite of various interest groups' efforts to prevent the Big Bang from continuing, the new Minister allowed it to unfold.

With access to some of GAEB's databases and books, the Decentralization Team had the opportunity to begin to analyze GAEB's contractual backlog. The initial analysis showed that the backlog of existing contracts was so great that no 2009/10 capital construction money could

be decentralized. Given this situation, there was some talk about decentralizing "the debt" and allowing the Muderiyas to pay the contractors. Unfortunately, this proved legally undoable, and so the 2009/10 capital construction money was not decentralized.

As for the rest of the Big Bang money, time was running out. Technical Education and IT had successfully stalled the effort through December 2009, insisting that they approve the capital investment plans that each Muderiya had developed with Decentralization Team support. As one might expect, they did not find one plan that they could approve and sent them all back down for further elaboration. This stalling tactic, together with the general interruption that was brought on by the change in minsters in January 2010, meant that February 2010 was at hand, and the money had still not been decentralized.

While people had been trained, funding formulas and protocols developed, and plans crafted, there simply was not enough time to distribute the money, put out the bids, award the contracts, and get all the work done by the end of the fiscal year (June 30, 2010). Accordingly, by mid-February 2010, Minister of Education Ahmad Zaki Badr sought alternative means by which to implement the plans that had been developed by the Muderiyas. In particular, he looked into the various ways by which the center could do all of the purchasing/contracting, but they too proved to be untenable. In the end, the money was never decentralized and the plans were never implemented.

What Was Done

With the advent of the MOE's decision to ramp up its decentralized education finance effort from an EGP 8M-10M, three pilot, governorate effort, to an EGP 1.001B, nationwide effort, the Decentralization Team first had to determine if the MOE could actually do what they wanted to do. After much deliberation, it was decided that it *could* be done, so long as an extraordinary effort was made to build the capacity of the Muderiyas and Idaras to carry out the roles and responsibilities assigned to them. But none of that could happen until the funding formulas were developed, the protocols established, and the roles and responsibilities of each actor defined.

Since when the Big Bang was first decided, the GAEB backlog situation was not known to the Decentralization Team, the first decentralized education finance mechanism that was developed was an algorithm for the distribution of capital construction money to lower levels of the system.[29] This algorithm was driven by two major factors: the number of out-of-school school-age children, and the classroom density, in each Muderiya.[30] This algorithm was developed largely because GAEB refused to provide access to its databases (and as such, the Decentralization Team had no way of knowing how GAEB distributed its capital construction money) and because there was a widely held belief that GAEB tended to build classrooms not so much where they were needed, but rather, where there was available land.

Additionally, funding formulas were developed for the distribution of the rest of the BAB6 money. Initially, before the Decentralization Team learned just how restricted the BAB6 funds were, these funding formulas had some BAB6 money going all the way down to the schools such that they could develop capital investment plans for the kinds of capital materials schools might ordinarily purchase (i.e., new doors, new windows, new chairs and desks, new fans, maybe even new printers, etc.). However, the Decentralization Team soon came to realize that schools were not allowed to make any BAB6 purchases. Accordingly, a mechanism was developed whereby schools would be informed of the BAB6 money being allocated to them by the funding formula, and given this information, they would then develop capital investment plans, the specifics of which would be given to the Idaras, which would make all of the schools' purchases and deliver the goods to the schools as per their respective plans. Yet this too proved to be untenable because it was discovered that the Technical Education Reform funds and the IT funds were both earmarked and could not be used for anything else within BAB6. This being the case, enrolment

[29] Throughout this document a distinction is made between a funding formula and an algorithm. The former is always at least partially enrolment based, the latter is needs based. In the case of capital construction, out-of-school school-age children and classroom density generate need for classrooms.

[30] Absolute values for out-of-school youth and classroom density, by jurisdiction, were converted into shares. These shares were then converted into a total weighted share (TWS) using a weight of 0.5 for each share. The TWS for each jurisdiction was then multiplied by the available money to determine just how much money each jurisdiction would get.

and poverty-based funding formulas were developed to send the Technical Education and IT money downwards to the Muderiyas and Idaras respectively.

With these funding formulas in hand, a series of protocols were then developed, from which a training program was generated and implemented. In December 2009, nearly 1,400 key personnel from every Idara/Muderiya were trained in the basics of decentralization, decentralized education finance, formula funding, the details of the two pilots, and the specifics of the effort at hand: the money they would receive, how to develop needs-based plans for the use of the money, how to implement the plans, etc. Equipped with this knowledge, these trained stakeholders returned to their respective offices and began to develop Technical Education and IT capital investment plans. As noted earlier, these plans had to be approved by the respective departments at the center, the very same people whose money was being decentralized.[31] Given their natural interest to have the effort fail, they sent all the plans back for revisions, regardless of how good they might have been (and some were very good), and in so doing greatly stalled the potential movement of money. As the Decentralization Team and the leadership of the MOE considered their options, time ticked on. In the end, the Minister decided not to decentralize the money, thinking that the center could do all the purchases for the Muderiyas. But that too proved to be untenable. Finally, the MOF and the Investment Bank granted the Minister permission to use the money for entirely different purposes. And so, the Big Bang never occurred.

While the plans were never implemented, the Decentralization Team believed that a significant amount of work had been done—work that could have been evaluated such that it would inform a potential 2010/11 effort. In spite of several efforts by the Decentralization Team to get the MOE to evaluate the Big Bang, permission to do so was never granted.

[31] These plans had to be approved by the center only because the Technical Education and IT departments insisted on doing so and the Decentralization Team was in no position to say that they could not, knowing full well that these departments would in all likelihood use this measure as a means of sabotaging the effort.

The 2010–2011 Effort

In fiscal year 2010/11, EGP450M was decentralized nationwide. What follows is an account of the context within which this effort unfolded, and what was done.

Context

While the 2009/10 Big Bang never materialized, the Minister of Education was still firmly committed to decentralizing sizeable amounts of money in 2010/11, largely because that was what the NDP expected of him. The *overall* environment was becoming ever more conducive toward decentralization, evidenced by a January 31, 2010, letter from the Minister of Finance to the Prime Minister requesting permission to encourage the decentralization of large amounts of the 2010/11 budget across a number of sectors. The Prime Minister approved the request and a number of ministries were informed by the MOF to consider such action and to get their decentralized allocations back to the MOF by April 1, 2010.[32] The MOE responded with the following proposed decentralized allocations (***Table 6***).

As one can see from ***Table 6***, the MOE failed to decentralize all that it intended to, largely because of existing contracts: EGP 1.004B in capital construction (GAEB), and EGP 52M in Technical Education Reform commissioned the year before and expended from the 2010/11 budget.

Table 6: Funds Decentralized from the Center to Lower Level Jurisdictions (2010/11)

	EGP *Intended* to be Decentralized	EGP *Actually* Decentralized
BAB6		
Capital Construction	1,004,000,000	0
Technical Education Reform	277,300,000	225,000,000
Total	1,281,300,000	225,000,000
BAB2		
Maintenance	210,000,000	210,000,000
Nutrition Reserve	6,168,000	6,168,000
One Classroom Schools Raw Materials	4,000,000	4,000,000
Technical Schools Raw Materials	5,000,000	5,000,000
Total	225,168,000	225,168,000
Total	1,506,468,000	450,168,000

[32] The only ministries to respond were MOE and MOLD.

While the overall environment was decentralization-friendly, the environment within the education sector was mixed. On the one hand you had a centrist Minister driving the NDP's decentralization program while on the other hand, you had those interests groups whose funds and source of power were being threatened fighting it. The Minister's interactions with GAEB were such that GAEB felt that he was out to eliminate GAEB as an organization. He chose not to renew General Nabil Hemly's position as GAEB General Director, replacing him with General Khaled Kamel. New to GAEB and new to all the decentralization work that was going on in Egypt, General Khaled, a centralist at heart with a military background, was nevertheless somewhat "amenable" to closer ties between GAEB and the Decentralization Team. This was as would be expected. He would soon learn that the NDP was behind decentralization and that he came into an organization that was very much under attack by the new Minister. Survival of the organization was his first objective. Accordingly, during the time when General Khaled was brought on up until the Revolution, the Decentralization Team enjoyed a fairly close working relationship with GAEB. GAEB allowed the Decentralization Team to see some of its databases, shared allocation algorithms, allowed the Decentralization Team to examine some of the contractual backlog, and participated in a visioning exercise that delineated what capital construction and major maintenance would look like in a decentralized education system. That GAEB and the Decentralization Team worked closely with each other, however, did not mean that General Khaled, and other high-level staff in GAEB wanted decentralization to succeed for they knew full well that with decentralization came their loss of power. In fact, evidence abounds of GAEB's attempts to sabotage the 2010/11 effort and later the 2011/12 effort as well.

Throughout this time the Decentralization Team was also interacting very closely with MOLD, in particular, Dr. Lubna Abdel Latif, the Head of the National Decentralization Support Unit. Through her, the Decentralization Team would communicate with the Policy Secretariat of the NDP. On a number of occasions the Decentralization Team was asked by her for technical advice on matters related to decentralization and decentralized finance. By way of example, the Decentralization Team was asked to delineate the accountability relationships between and amongst governing and management bodies at all levels of the system. They were asked to

describe an "End State": what a decentralized education system would look like and why.[33] And they were asked to write the education sector bylaws for the new Local Administration Law. As a result of these interactions the Decentralization Team was able to help shape some of the decentralization thinking that was going on within the NDP and gain a better understanding of what thinking prevailed in the agency. And with that indirect access to the NDP, the Decentralization Team could solicit a fair amount of top-down pro-decentralization pressure on the education system, when needed. Such pressure was instrumental during this stage and was the main force in getting things done within the MOE.

What Was Done

With the Prime Minister's approval of the Minister of Finance's request to encourage more fiscal decentralization across all sectors, the MOE pushed forward, building off the work that was done for the Big Bang. Specifically, funding formulas were developed, protocols were fine-tuned, training materials were updated, training programs were implemented, and an informal Decentralization Support Unit (DSU) was put in place within the MOE.

Different from the Big Bang was the addition of EGP 210M for maintenance, which was taken from GAEB's BAB2 budget. In the past, this money was used by GAEB to address the major maintenance needs of schools across the country. The Decentralization Team was intent on getting as much of this money down to the schools as possible, and so the case was made that all schools needed it for minor maintenance needs and that they could very easily handle it. Drawing off of a study that was done by KFW (The German Bank for Reconstruction), which claimed that their *newly* constructed schools needed EGP 300 per classroom for minor maintenance, the Decentralization Team advocated that the EGP 210M be split such that at least 50% of this money could be sent down to the schools (far less than the EGP 300 per classroom). GAEB protested, stating that the major maintenance needs of the schools go well beyond the

[33] Ironically, the Decentralization Team had already developed an End State and had on a number of occasions shared it with Dr. Lubna in an effort to get MOLD to develop one as well—one that was commensurate with the education End State. As things would have it, MOLD eventually asked the Decentralization for an End State. See *The Vision, End State, and Design* section of this report for a brief account of the development of this End State.

EGP 210M that was available.[34] In the end, the Minister of Education agreed to the 50/50 split, with EGP 105M being sent to the schools (via an enrolment, poverty, and classroom-based funding formula) for minor maintenance, and EGP 105M being sent to the Muderiyas (via an enrolment and poverty-based funding formula) where it would be used for major maintenance.

The funding formula that was used to distribute the maintenance money precipitated a considerable amount of protest within GAEB when it was first introduced to them *post facto*. They claimed that it was not needs-based, which was for the most part, true. The Decentralization Team could easily defend the way in which the minor maintenance money was distributed amongst the schools because minor maintenance is a recurrent matter that is driven in large part by enrolment and by the number of classrooms. The only defense that the Decentralization Team had for the way in which the major maintenance money was distributed was the fact that there was not enough time to assess need, and that GAEB would not, at the time the funding formula was developed, provide the data needed to make it needs-based.[35] As GAEB began to open up more and more to the notion of decentralization, and the Decentralization Team was provided access to the needs-based algorithm they used, it became apparent that GAEB's understanding of "need" was not as robust as had been hoped for. While some GAEB Branch Offices (GAEB/BOs) claim to have assessed their schools annually for structural safety issues, GAEB staff at the center said that they assessed major maintenance need based on the age of the building and when it last had some major maintenance work done. The Decentralization Team tried to make a case for the institutionalization of a school register of needs (SRN), a formalized means by which the relative major maintenance needs of every school can be assessed on a regular basis and from which a needs index could be created to help target schools for major maintenance work. Unfortunately, the MOE never authorized the development of this SRN.

[34] In fact, their claim was true, but needs always outsize the financial resources one has to address them. Moreover, the vast majority of schools needed money for minor maintenance, which if spent well, would help obviate the need for major maintenance over time.

[35] The MOE had to get their decentralized allocations in to MOF by April 1, 2010, well before the Decentralization Team met with GAEB on this matter.

The Technical Education Reform money, once handled by the Diwan, and the Major Maintenance money, once handled by GAEB, would now be handled by the Muderiyas. While the Muderiyas regularly handled both BAB2 and BAB6 money, they had never handled these two *types* of money, nor had they handled these amounts of money before. In an effort to ensure that these resources would be well-handled by the Muderiyas/governorates, a body of experts from 4 governorates and the center formed what was referred to as the "Four-by-Four Committee" (4x4). The "4x4" was comprised of the Undersecretary and the GAEB/BO Director from each of the 4 selected governorates, and the Director General of GAEB and Dr. Reda from the center. The purpose of the 4x4 was to develop a set of protocols that clearly delineated the roles and responsibilities of each key actor (Muderiya and GAEB/BO personnel) vis-à-vis the use of the BAB2 Major Maintenance money and BAB6 Technical Education (buildings) money.[36] The protocols delineated how need was to be determined, who was to determine the need, how to prioritize those needs, who would prioritize them, how to choose which schools would be impacted, who would chose them, how to develop a plan, who would develop the plan, what to do with the plan, and all the measures that would have to be taken with regard to procurement: who would do the bidding, who would be on the selection committees, who would award the contract, who would oversee the work, who would approve the work, etc. These protocols found their way into the training materials and stakeholders throughout the system were trained on all that had to be done, as well as on the basics of decentralization and decentralized finance.

A number of more general training materials were also developed, as well as a detailed training plan. The Decentralization Team trained a cadre of 70 master trainers, most of who hailed from the Quality Assurance Department of either the Diwan or the Muderiyas. After receiving 2 days of intensive training, these 70 master trainers trained 900 trainers, all of whom came from Muderiya and Idaras. After these trainers received 2 days of training, they in turn, trained 150,000 school-level stakeholders. All of this training was accomplished by mid-July 2010; just

[36] Protocols for the use of BAB6 money for Technical Education equipment were not considered by the 4x4, thus the reference here to buildings.

in time for the flow of BAB2 money that was being decentralized (this money would have flowed from the MOF to the Muderiyas within days of July 1, the beginning of the fiscal year).[37]

In an attempt to support and monitor this nationwide effort, a DSU was established within the education system. At the center, it was comprised of the 2 members of the Diwan's Policy and Strategic Planning Unit (PSPU) who had been a part of the Decentralization Team since the beginning of this effort in 2007, and one person from every Muderiya and Idara in the country. Each Muderiya and Idara head was asked to appoint these lower-level members of the DSU from among those who had served as master trainers or trainers within those respective jurisdictions. The Muderiya-level DSU members were then all invited to the center for 2 days of training, during which they were apprised of the details of the effort as well as their roles and responsibilities in helping it to unfold as a member of the DSU. They were then tasked to carry out their responsibilities as DSU members and to train all of the Idara-level DSU members within their respective Muderiyas.

The support and monitoring that this extended DSU was charged to provide was supplemented by regularly held video conferences (VC) to which key personnel responsible for the successful implementation of the effort were regularly invited. Since every Muderiya and the Diwan had VC capabilities that were all linked, the VCs allowed all 29 governorates and the center to discuss implementation matters such that everyone could hear what was being said by everyone else and subsequently learn from each other. When the 2010/11 effort began, these VCs were conducted once every two weeks, but this frequency soon dropped to once every 4–6 weeks. The VCs together with the occasional phone call to a problematic governorate became the predominant modes of monitoring and supporting this effort. On two occasions, key actors from all the Muderiyas were brought in to the center for 2-day meetings to follow up on progress, discuss common problems faced in the field, and exchange experiences on how to address

[37] Ordinarily, BAB6 money begins to flow a little bit later in the fiscal year; moreover, it flows in quarters, not in one lump sum as the BAB2 does. In FY 2010/11, however, the BAB6 money did not begin to flow until January 2011.

certain challenges. It wasn't until after the Revolution that site visits to poor performing Muderiyas were made by teams of people (2) drawn from the Master Trainers.

The Revolution

2010/11 Context Changes

As all of this was unfolding, the Arab Spring dawned in Egypt: on January 25, 2011, the Revolution began. By February 11, 2011, President Mubarak had stepped down and the Supreme Council of the Armed Forces (SCAF) took control of the reins of power with the people's hope of ushering in a new era of democratic rule. With the departure of President Mubarak, the subsequent demise of the NDP, and most everything associated with the old regime deemed by many as "bad," decentralization entered a period of precarious uncertainty evidenced initially by the fact that the National DSU (within MOLD) was disbanded; Dr. Lubna Abdel Latif and the Minister of Finance allegedly left the country; and President Mubarak and his sons were eventually arrested, jailed, and put on trial. The high-level support for decentralization that the MOE had operated under since 2007 was no longer there. Accordingly, both GAEB and the Technical Education Department aggressively and openly began to work against decentralization.

Generally speaking, post-revolution Egypt can be characterized as chaotic, uncertain, and volatile, evidenced in part by the fact that in 2011, the MOE had three Ministers. Ahmed Gamal El Din took over for Ahmad Zaki Badr directly before President Mubarak was forced to step down in February.[38] And, a cabinet change in December brought in Gamal El Araby as the new Minister of Education. Within government the prevailing attitude appeared to be one of keeping things going as best and as problem-free as possible, until the permanent post-elections government took over the reins of control. It was a caretaker government. Given this attitude, the regular and near ubiquitous protests against the MOE were met largely with acquiescence. One Idara head said that he had added an additional 30% more staff in less than 6 months, just to keep the protests down to a manageable level.

[38] In between these two Ministers was Hany Helal, who occupied this position on a temporary basis.

Yet, with the onset of what many thought would be a new era of democratic rule, there was hope within the Decentralization Team that decentralization, *a democratization vector*, could find new political-economic footing by building up a constituency of pro-decentralization/democratization stakeholders among those who had the most to gain from a more decentralized and democratic education system: stakeholders at the lower levels of the system. The plan was to take the education End State—a detailed design of a high-quality decentralized education system that had been developed in parallel to the efforts described thus far—and workshop it throughout the country to advocate the close relationship between decentralization and democratization and generate widespread ownership of the design itself.

A draft End State had been initially developed in 2010 to help bring a sense of order to the decentralization work that was unfolding. As decentralization gained momentum and political pressure mounted for more decentralization to take place, decentralization was fast becoming an ad hoc affair. In order to have all these decentralization efforts working toward a coherent and well-informed end state, the notion of creating a vision or design of a high-quality decentralized education system was discussed with Dr. Reda. He approved the idea, and a draft design was crafted by the Decentralization Team working closely with the PSPU and 100 others from various departments within the Diwan (see *Vision, End State, and Design* section of this document for a detailed account of this effort).

For this design, or End State as it was eventually called, to be widely-owned, it was necessary to workshop it throughout lower levels of the system. By the time the Decentralization Team was ready to do this, however, the Revolution had taken place. At first, it looked like the ideal time to workshop the End State in that it would allow the Decentralization Team to help people at lower levels of the system make the connection between decentralization and democratization and offer the new government a democratically-derived target toward which new post-revolution policies and plans could be developed. Also, it would offer the Decentralization Team an opportunity to build up a pro-decentralization/democratization constituency. But, the political situation within the MOE was such that Dr. Reda simply did not want to approve a series of nationwide workshops. He did approve such workshops in four governorates, which did little to advance the End State or to build a viable constituency, largely because the workshops were too

short and involved too few people. By the time Dr. Reda was ready to entertain a nationwide End State workshop effort, ironically the Decentralization Team balked, noting that the overall political situation in Egypt was such that the effort could jeopardize the End State. It was decided to wait until the "permanent" government was in place to bring the subject of the End State up again.

Finally, it must be noted that the revolution occurred just as most Muderiyas were prepared to initiate their bidding processes. Under the best of circumstances, January would have been considered late given the time it takes between initiating a bid and finishing the work. With the revolution putting a stop to just about everything for 4–6 weeks the Muderiyas were in serious jeopardy of not spending their money by the end of the fiscal year. Fortunately, SCAF extended the time in which work could be completed by three months.

What Was Done

By mid-March, efforts were made to continue the work that was halted by the Revolution. VCs were conducted more regularly, and supportive site visits were finally made by teams of people coming from the pool of Master Trainers that had been used over the course of the last two years. These site visits focused on the most problematic governorates.

Evaluation of the 2010/11 Effort

This effort was informally evaluated via the VCs and site visits, and in *January 2012*, a formal evaluation of the effort was conducted. The results of these evaluation undertakings are presented in this section of the report.

Informal Evaluation

The major finding of the year-long informal evaluation process was that the mechanisms that were put in place to monitor and support the 2010/11 effort were woefully inadequate. In the first instance the VCs proved to be largely ineffectual as either a monitoring or support mechanism. Even if they continued to be conducted on a bi-weekly basis, as they were at the beginning of this effort, the VCs were simply too far removed from the implementation sites to provide the kind of support needed in the field. By way of example, when asked by Dr. Reda during a VC if all was well, many an Undersecretary in what turned out to be a poor performing Muderiya would say "yes," or when Dr. Reda knew of a problem and asked the Undersecretary if

s/he was going to handle it, again, the Undersecretary would say "yes," only to find out 4 weeks later that nothing had been done.[39] Needed were frequent and regular visits to the field by highly-qualified central DSU staff, something that did not happen until late in the fiscal year. Additionally, more people were needed within the central DSU such that site visits could be made to every Muderiya on a regular basis. While two persons proved to be sufficient to lend support to 3 pilot governorates, more were needed to oversee a nationwide effort.[40] Moreover, while every lower-level member of the DSU was given a decentralization-implementation-support job description they were not *formal* job descriptions and as such carried little weight. Nor did these job descriptions prove to be adequate in scope: much more needed to be spelled out so that these extended DSU members could provide the necessary support.

Relatedly, the protocols that were developed by the 4x4 were not given much credence within most governorates given the fact that they were not signed by Dr. Reda and General Khaled. Accordingly, many actors did as they pleased. Lazy or disinterested Muderiya actors bypassed the open and limited bid processes with the hope of securing a direct order with the Army—the easy way out—only to find out 3 months later that the Army declined their request, and with that denial, those Muderiyas were simply unable to spend all their money since the open-procurement process takes time. Many a GAEB/BO refused to help, and there is evidence that some GAEB personnel actively tried to sabotage the effort by purposely putting forth cost estimates that were too low, so that when all the bids came in at higher prices, the entire bidding process had to be done over.[41]

The situation at the school and Idara level, while much better than that at the governorate level, was still not without its problems. The biggest issue that came up here was that in some Idaras, the MOF supervisor refused to approve the money being channeled through the TCAM without a

[39] It is quite interesting to see how little control the center actually had in a centralized situation.

[40] It should be noted that throughout the year the Decentralization Team pressed Dr. Reda to add more people to the Central DSU, but for a variety of reasons, this never happened.

[41] As part of the overall procurement process, GAEB was asked to provide cost estimates of various materials and construction services.

clear endorsement from the MOF on the FDM. The Decentralization Team tried on a number of occasions to get the MOF to publicly sanction the TCAM procedures that were in the FDM, as the MOF had done for both pilots, but the MOF chose not to do so when the effort went nationwide.[42] Also, the Central Auditing Office cited several Idaras for allowing schools to buy goods and services *in a decentralized manner* and so not reap the economies of scale that could be realized if the Idaras or Muderiyas had made the purchases—clearly an indication that much more should have been done to get the *entire GOE* to better understand what the MOE was striving to do with regard to decentralization and why.

Another problem that surfaced regarding minor maintenance money was the Muderiyas' uncertainty over what to do with new and/or newly renovated schools. Many Muderiyas felt that these schools should not receive minor maintenance money. The view of the Decentralization Team was that if KFW felt that their new schools needed EGP 300 per classroom for minor maintenance, then all schools should receive the minor maintenance money. Yet, many Muderiyas insisted that these schools should not get the minor maintenance money, claiming that they did not need the money and that it could be better used amongst schools that were not new and/or newly renovated. The question then became one of where to draw the line, how new was new: a school that was newly constructed or renovated within the current fiscal year, the previous fiscal year, or beyond? In the end, the decision was made to exclude newly constructed and renovated schools that were finished within the previous fiscal year, should a Muderiya believe that newly constructed/renovated schools should be excluded from the minor maintenance money.

In the end, the 2010/11 effort resulted in the spending totals shown in ***Table 7***.

[42] For the pilot efforts, a high-level MOF official came before all the pilot stakeholders and said that the TCAM protocols in the FDM were "MOF endorsed." This cleared the way for the money to be transferred via the TCAM to every school. When the effort went nationwide, however, MOF refused to sanction the procedures in the FDM. Apparently, it became a political issue.

Table 7: Final Results of 2010/11[43]

	BAB6				BAB2			BAB6 & BAB2		
	Budget	Actual	Spent	%	Budget	Spent	%	Budget	Spent	%
Alexandria	5,972,000	5,972,000	1,459,000	0.24	9,796,499	6,259,834	0.64	15,768,499	7,718,834	0.49
Assuit	8,967,000	8,967,000	5,763,000	0.64	11,737,972	11,250,754	0.96	20,704,972	17,013,754	0.82
Aswan	3,881,000	3,881,000	1,838,000	0.47	3,701,796	5,134,664	1.39	7,582,796	6,972,664	0.92
Bani Suef	6,978,000	6,978,000	3,335,000	0.48	7,981,289	6,453,167	0.81	14,959,289	9,788,167	0.65
Behira	13,842,000	13,842,000	11,933,000	0.86	14,310,087	12,064,337	0.84	28,152,087	23,997,337	0.85
Cairo	8,677,000	8,677,000	1,676,000	0.19	18,137,776	15,059,009	0.83	28,894,776	17,821,009	0.62
Dakahlia	13,253,000	13,253,000	1,282,000	0.10	14,126,493	9,293,653	0.66	27,379,493	10,575,653	0.39
Dumyat	2,465,000	2,465,000	916,000	0.37	3,358,987	3,109,506	0.93	5,823,987	4,025,506	0.69
Fayoum	9,277,000	9,277,000	1,529,000	0.16	8,561,109	8,150,942	0.95	17,838,109	9,679,942	0.54
Gharbia	9,242,000	9,242,000	0	0.00	10,468,845	8,187,868	0.78	19,710,845	8,187,868	0.42
Giza	3,607,000	3,607,000	2,899,000	0.80	14,540,440	9,287,400	0.64	21,724,440	14,316,400	0.66
Helwan	2,080,000	2,080,000	1,086,000	0.52						
Ismailia	2,894,000	2,894,000	2,655,000	0.92	2,836,980	2,913,329	1.03	5,730,980	5,568,329	0.97
Kafr el Sheikh	8,677,000	8,677,000	4,011,000	0.46	7,684,732	7,889,896	1.03	16,361,732	11,900,896	0.73
Luxor	2,986,000	2,986,000	2,943,000	0.99	2,900,457	2,254,241	0.78	5,886,457	5,197,241	0.88
Matrouh	780,000	780,000	444,000	0.57	1,134,769	1,194,436	1.05	1,914,769	1,638,436	0.86
Menofia	8,519,000	8,519,000	7,381,000	0.87	9,760,138	6,573,802	0.67	18,279,138	13,954,802	0.76
Minia	16,419,000	14,999,000	13,984,000	0.93	14,584,715	12,791,715	0.88	29,583,715	26,775,715	0.91
New Valley	474,000	474,000	473,000	1.00	601,275	609,513	1.01	1,075,275	1,082,513	1.01
North Sinai	1,179,000	1,179,000	1,060,000	0.90	1,131,586	1,203,633	1.06	2,310,586	2,263,633	0.98
October	3,577,000	3,577,000	2,130,000	0.60						
Port Said	1,209,000	705,000	365,000	0.52	1,387,867	1,523,387	1.10	2,092,867	1,888,387	0.90
Qaluobia	10,340,000	10,340,000	6,407,000	0.62	12,324,319	9,813,977	0.80	22,664,319	16,220,977	0.72
Qena	8,949,000	8,949,000	1,381,000	0.15	8,385,833	7,145,026	0.85	17,334,833	8,526,026	0.49
Red Sea	616,000	616,000	446,000	0.72	651,509	572,003	0.88	1,267,509	1,018,003	0.80
Sharqia	14,125,000	7,722,000	3,797,000	0.49	15,826,301	14,023,440	0.89	23,548,301	17,820,440	0.76
South Sinai	94,000	94,000	94,000	1.00	208,453	208,963	1.00	302,453	302,963	1.00
Suez	1,797,000	1,797,000	531,000	0.30	1,572,430	1,462,446	0.93	3,369,430	1,993,446	0.59
Suhag	13,062,000	13,062,000	6,530,000	0.50	12,287,344	10,968,854	0.89	25,349,344	17,498,854	0.69
Total	183,938,000	175,611,000	88,348,000	0.50	210,000,000	175,399,795	0.84	385,611,000	263,747,795	0.68

[43] In fiscal year 2011/12, Helwan governorate was pulled back into Cairo governorate and 6th of October governorate was pulled back into Giza governorate. As a result, the MOF was unable to provide the BAB2 figures for Helwan and 6th of October—they are subsumed in Cairo and Giza respectively. This being the case, the last six columns of this table have Helwan's data subsumed into Cairo and 6th of October's data subsumed into Giza.

That these spending figures were achieved is truly remarkable when one considers the fact that a) the BAB6 money arrived late, b) this was the first time the governorates and schools performed these tasks, c) the support/monitoring infrastructure that was in place was weak, and d) there was a revolution. When one considers the fact that the center spent only 59% of its 2010/11 BAB6 resources, a 50% performance by the Muderiyas looks very good (84% of what the center did).

Formal Evaluation

Given the chaos that characterized post-Revolution Egypt, the formal evaluation of the 2010/11 effort did not take place until late January 2012, far too late for the results to inform the 2011/12 effort. To conduct the survey, the surveys used to evaluate the pilots were slightly modified to create the following set of instruments: two for stakeholders at the school level (a parent member of the BOT, and the school principal), one for the Idara (the Idara head), and one for the Muderiya (the Muderiya head). In addition, a questionnaire was developed for the principal of a school at which major maintenance had taken place.

Nine governorates were randomly chosen in a stratified manner: three from Upper Egypt, three from the Delta, and one each from greater Cairo, the Canal Zone, and the Remote areas. Within each of the selected governorates, 3 Idaras and 30 schools were randomly chosen. Of the 270 schools that were randomly selected, 33 happened to be OCSs and 16 happened to be Technical Schools (TS). Those were the ones from which feedback on the BAB2 OCS funds and the BAB2 TS funds respectively were obtained. For the schools in which major maintenance was carried out, 8 were randomly selected from among each of the selected governorates with the exception of South Sinai, which had only 5 such schools (for a total of 69).

Every respondent was asked to identify three things they liked most about the effort. The following are the most cited responses among all of them:

- It fostered stakeholder participation and cooperation, in particular, BOT participation.
- It furthered decentralization at the school level.
- It gave schools the freedom and flexibility to identify/address needs.
- It gave schools experience in addressing school maintenance matters.

- It increased fairness and transparency in distributing money.
- It increased speed of transaction in addressing various local needs.
- It helped to create a "link" between financial resources and the SIP.

Additionally, they were asked to identify three things they would like most to see changed. The most cited responses among all the interviewees were:

- More freedom to buy what really needs to be purchased (not just school maintenance).
- Further simplify the procurement process.
- More money.
- Increase horizontal accountability between the BOT and parents.
- More training at the school level.
- Increased awareness of the general condition of all schools: the need for a school register of needs.
- Increased community awareness of the money being allocated to the schools.

Major Findings of Both the Informal and Formal Evaluations

Reflecting on what flowed out of both evaluation efforts, the major findings are:

- Much more attention needs to be paid to monitoring and implementation support—the DSU needs to be strengthened and given a more robust on-the-ground modus operandi.
- The Muderiyas need much more training in how to handle BAB6 money.
- Formal measures must be taken to get key actors to follow the protocols that establish the critical working relationship between the Muderiyas and the GAEB/BOs.
- More effort needs to be made to ensure that the money the Muderiyas receive is not just spent, but well-spent—technical education reform money needs to be spent on capital that will impart the skills needed to help drive the local and national economies. Therefore, linkages must be forged between the skills demanded by the labor force and the skills supplied by the technical education sector.

- Measures must be taken to ensure that all MOF representatives at the Idara level know exactly what the MOE is striving to do and that the material in the FDM is formally sanctioned by the GOE.
- Schools need to be given more freedom over how they spend the money they receive—right now, they can only spend the money on simple maintenance.
- Measures need to be taken to ensure that the protocols designed to strengthen horizontal accountability at the school level are fully implemented.
- A common policy has to be developed for how to deal with newly constructed/renovated schools vis-à-vis simple maintenance money.
- Decentralization is very well received, in particular, at the lower levels of the system, and measures should be taken to further it.

The 2011–2012 Effort

In fiscal year 2011/12, EGP 575M was decentralized. This section of the report describes the context within which this effort took place and what was done.

Context

As post-Revolution Egypt evolved, the overall context within which decentralization unfolded continued to change. Relations between the GOE and the US Government plummeted to the point where a number of US nongovernmental organizations (NGOs) had their offices raided by the Egyptian military and US citizens were charged with various crimes and not allowed to leave the country. As a result, USAID began to wonder if it would be able to continue working in Egypt. At the same time, *USAID Forward* and the new *USAID Education Strategy and Implementation Guidance (2011–2015)* were issued from Washington, DC, directing education offices in USAID missions around the world to channel their education resources toward measurable and sustainable learning outcomes, such as, "Improved reading skills for 100 million children in primary grades by 2015." Accordingly, the new USAID policies threatened to jeopardize all the decentralization work that had gone on thus far in Egypt, since the mantra now was for such things as early grade reading, not decentralization. Unless a *direct link* could be made between decentralization and improved early grade reading, the mission was not terribly interested in further funding it.

Also, between November 28, 2011, and January 11, 2012, elections for the People's Assembly took place, resulting in 67% of the seats going to Islamist parties and the parliamentary education portfolio being handed to the Salafists. On May 25, the presidential elections took place, with a run off held on June 19, between two candidates: one representing the Muslim Brotherhood and the other a vestige of the old regime. Two days before this run off, the Supreme Court dissolved the People's Assembly, and on Sunday, June 24, 2012, Mohamed Morsi of the Muslim Brotherhood was pronounced President of Egypt, ending 60 years of military rule. During this period there were two Ministers of Education.

Within the MOE, and the education sector as a whole, the post-Revolution situation continued to be chaotic and uncertain. While the new Minister of Education, Ahmed Gamal El Din, referred to himself as the "father of the BOTs," and as such considered himself decentralization friendly, the fact of the matter was that while he may have been the father of the BOTs, decentralization runs a lot deeper than that.[44] Opportunities to discuss decentralization nuances—in particular, the relationship between decentralization and democratization—with him were extremely limited largely because the Decentralization Team had to work through Dr. Tarek el Hosary, his newly appointed Senior Advisor. While the Decentralization Team had interacted with Dr. Tarek in the past and found him to be a very reasonable and intelligent person, securing a meeting with *him* proved to be equally difficult, for with the chaos of post-Revolution Egypt mounting, Dr. Tarek was soon caught up in putting out countless fires: he simply did not have time to meet with the Decentralization Team. Nevertheless, the Minister did agree to continue the decentralized education finance work in 2011/12 *and* to increase the amount of BAB6 by 56% over what was decentralized in 2010/11: from EGP 225M to EGP 350M. ***Table*** 8 below show how much money was decentralized in 2011/12.

Table 8:

[44] He did this because when he had been Minister of Education in the early 2000s, he issued the BOT decree, which on the one hand was a very pro-decentralization measure but upon close examination, did not establish the kind of horizontal accountability needed to really justify the BOTs' existence.

Funds Decentralized from the Center to Lower Level Jurisdictions (2011/12)	
	EGP Decentralized
BAB6	
Technical Education	350,000,000
BAB2	
Maintenance	210,000,000
Nutrition Reserve	6,168,000
One Classroom Schools Raw Materials	4,000,000
Technical Schools Raw Materials	5,000,000
Total BAB2	225,168,000
Total BAB2 & BAB6	575,168,000

By December 2011, Ahmed Gamal El Din was no longer the Minister of Education, having been replaced by Gamal El Araby, a long-time bureaucrat within the MOE. That Gamal El Araby had been a Muderiya head since 2010, and an Idara head directly before that, meant that he had served under Dr. Reda for almost the entire period in which this decentralization effort unfolded, making the working relationship between them awkward at best. Protests against the MOE continued to mount and when some took aim at "high-paid consultants" working within the Ministry, Dr. Reda, formally a consultant, decided to resign effective March 30, 2012.

What Was Done

As was the case for both the Big Bang and 2010/11 efforts, the Decentralization Team developed the funding formulas that would be used to allocate the 2011/12 money to lower levels of the system. Also, the FDM and the various training materials were updated and all the cascade training was accomplished by June 2011. However, given the results of the evaluation of the 2010/11 effort, some very serious changes were made to what was done in 2011/12.

First, a policy was developed to allow the Idaras to decide which schools would be excluded from the simple maintenance funding formula. Specifically, the Idaras were instructed that *they* could decide what to do with all schools that were newly renovated within the previous, as opposed to past, fiscal year. The choices given to the Idaras were: a they could exclude all such schools from the funding formula, b) they could include all such schools in the funding formula, c) they could give them either the enrolment allocation or the classroom allocation, or d) they could give them a percentage of the total allocated to them. Whatever the Idaras decided to do, it had to be applied to all such schools within the Idara. Schools that were newly constructed

within the past fiscal year were excluded from the funding formula because they were all under a 1-year guarantee from the contractor. Whatever money would have been parsed out to these now-exempt schools would then be added to the Idara total and sent to the remaining schools as per the funding formula that was given to them.

Second, three senior-level staff persons from the MOE's Quality Assurance Department were added to the central DSU. These three people were among those who had acted as master trainers in the past and who, in 2010/11, made field visits to the poorly performing governorates in an effort to improve their overall spending. Accordingly, they were well-versed in what the overall decentralized education finance effort was all about. It should be noted that while the addition of these three people to the DSU significantly improved the overall implementation of the 2011/12 effort, it also caused some problems. Recall that the 2010/11 central DSU was comprised of only two people, the same two who had been a part of the Decentralization Team since 2007. When the need for a larger central DSU became apparent, it seemed only natural to the existing members of the central DSU that one of them should be formally assigned the head of the unit; after all, they were the decentralization experts. But, this did not happen. Instead, one of the newly assigned persons from the Quality Assurance Department was made head of the DSU. As a result, what was to have been a 5-member team often times operated as a "2+3"-member team.[45]

In addition to adding three people to the central DSU, their modus operandi was greatly enhanced.[46] In particular, each member of the central DSU was assigned a set of Muderiyas for which he was fully responsible. Each of the 5–6 Muderiyas assigned to a central DSU member was to be visited for 2–3 days within the course of six weeks (and then repeated every six weeks throughout the fiscal year). This meant that each central DSU was in the field 80–90% of the time. The time they did not spend in the field was used to meet with each other to share

[45] As of June 2012, the two original members of the central DSU chose not to continue working on decentralization and went back to their former positions within the PSPU. By July 2013, three additional people from the Diwan's Quality Assurance Department were added to the DSU.

[46] See ***Appendix I*** for a detailed account of the roles and responsibilities of the expanded DSU.

experiences, discuss both problems that arose in the field and lessons learned, and to write up a progress report that would be given to Dr. Reda at the end of each six-week period and discussed within two days of his receiving it.

Each central DSU was equipped with the new reporting forms designed to help them to carry out their support/monitoring tasks. And, each was extensively trained in all aspects of the effort such that they could address any and all questions/problems that surfaced during their field visits. Should any central DSU member come up against a problem he or she was unable to address, a protocol was in place to share that problem with central DSU colleagues to see if one of them might have an answer to the problem. Should no answer be found, another protocol was in place that would eventually bring the question to the Decentralization Team, who typically had access to more people who might have the answers. Over the course of 2011/12, the DSU made six site visits. Additionally, 6 all-hands (nationwide) meetings were held at the MOE's Student Union Building in Giza.

The extended DSU members were strengthened by quasi-formally recognizing them as the Muderiya or Idara member of the DSU who were *also* key members of newly created Decentralization Support Committees (DSC)—Muderiya- and Idara-level bodies comprised of all the key people responsible for the successful implementation of the effort. The DSCs were required to meet on a weekly basis and the extended DSU member was to write up the minutes of the meetings, have them signed by the committee chair (either the Undersecretary or Idara head), and have them sent on up to their respective central DSU counterpart.

All of these implementation support elements were drafted into a decentralization implementation support decree that the Decentralization Team had hoped would be issued by the Minister of Education. Unfortunately, the decree never found its way to the Minister's desk. Instead Dr. Reda took the material of the decree and issued it as a letter to all the Undersecretaries and Idara heads. While one will never know how much more of an impact a Ministerial decree would have had on the successful implementation of the 2011/12 effort, Dr. Reda's letter proved to be sufficient in actualizing most everything that the letter contained.

In 2010/11 the working relationship between the GAEB/BO and the Muderiyas in many governorates appeared to be less than ideal. The protocols that were developed by the 4x4 outlined exactly what each entity would do, such that both BAB2 Major Maintenance and BAB6 Technical Education resources would be optimally spent, but in 2010/11 those protocols were largely ignored in many governorates. To help improve the overall situation in 2011/12, efforts were made to get GAEB and the MOE to sign the protocols. However, General Khaled refused to do so. Yet, when central DSU members discussed the protocols with governorate level stakeholders, they were able to get the majority of them signed by the Undersecretary and the GAEB/BO Director. This helped considerably.

While the primary aim for 2010/11 was to ensure that as much money as possible was spent, the principle aim for 2011/12 was to do whatever could be done to ensure that the money was as *well-spent* as possible. To this end, the notion of an SRN resurfaced. By this time the Decentralization Team knew that GAEB did not have an adequate needs-based methodology in place to determine which schools most needed major maintenance attention. This prompted the Decentralization Team to explore the development of an SRN. Of concern was the amount of effort it would take to assess the schools such that the SRN was relatively representative and could be done quickly, preferably on an annual basis. The Decentralization Team developed a number of ideas, discussed them among themselves, and finally had the opportunity to share the ideas with some trusted friends within some GAEB/BOs. One GAEB/BO director then noted that they utilize just such a mechanism. In particular,

- They undertake a very rapid assessment of all 1,200 schools in their governorate every year and they look at structural safety (SS), the unused portion of the building (UP), and Major Maintenance (MM).
- The rapid assessment is a very simple yes/no tool that asks: does the school have an SS issue: Y/N; does the school have a UP issue: Y/N; does the school have a MM issue: Y/N.
- Based on that, only 20 of the 1,200 schools in that governorate were assessed to have an SS issue, and 200 of the 1,200 were assessed to have a MM issue, while some of the 20 were among the 200.

- A team of experts (typically university professors) then goes out to look at the SS schools to conduct a technical evaluation. They then find out that, maybe, only 10 of the 20 SS schools really have SS issues and the rest may only have MM issues.
- Then, detailed cost estimates are done for all 10 and 200 schools.
- This, the director claimed, is done in every governorate.
- When asked if GAEB folks from other governorates did the rapid assessment would they come up with 20 SS schools and 200 MM schools, they all answered yes, in that proportion.

The only variable factor would be the unit cost of materials—in some governorates some things may be more expensive than in other governorates, and sometimes costs can differ within the same governorate. When this was shared with Dr. Reda, however, the situation between the MOE and GAEB central had deteriorated so much that he told the Decentralization Team that they could no longer have any contact with GAEB central, and so these efforts to ensure that the BAB2 Major Maintenance money was better spent fell by the wayside.

With regard to BAB6 money being more well-spent, rumors abounded that much of the 2010/11 Technical Education money was directed to equipment that was easy to purchase and/or on things like ice cream machines that generated a lot of income for the schools (and, allegedly, for officials in the Technical Education Department[47]), but which didn't provide students with the skills they need for gainful employment. Accordingly, the Decentralization Team opened discussions with a number of technical and vocational education stakeholders, in particular, officials in the European Union's (EU's) Technical and Vocational Education and Training

[47] The Technical Education Department allows for Capital Investment Projects (CIP) to be invested in and managed by technical schools using public MOE Equipment funds. CIPs are invested by means of purchasing equipment that is relevant to the specialization of the school for the students to practice its use and at the same time bring in revenue. That revenue may be used by the school expended as "incentives" to the teachers and staff all the way up to the central Technical Education Department within the Ministry. To strike a balance between equipment that can allow the student to practice and that which brings in income is often difficult. In most cases the decision veers towards the latter regardless of whether it helps the student practice or not. An example is the soft ice cream machine.

(TVET) Project, USAID's Economic Competitiveness Project (ECP) and Agribusiness Department, and the MOE's Technical Education Department, to explore the ways by which the skills needed to drive local economic development could inform the technical education capital investment plans made in each Muderiya. The USAID officer in charge of ECP identified Enterprise TVET Partnerships (ETP) at the local level in 16 governorates in addition to another 12 sectoral ETPs as the main bodies capable of providing such support due to their knowledge of the local economy and the business partners and factories that could collaborate effectively with local technical education schools in each governorate.

The Decentralization Team met with the head of the sectoral ETP for Food Processing, who shared valuable information and discussed the potential of providing a map that showed the location of food processing industries in Egypt and their potential links with nearby agricultural technical schools in the same governorates. He proposed to link 90 of the 106 agricultural schools in the country with related local food processing businesses, which was exactly the kind of linkage the Decentralization Team was looking for. He also explained the ability of the ETPs to assess the needs of agricultural technical schools in terms of infrastructure, equipment, and specifications if needed. The Decentralization Team later met with a number of local ETPs in several governorates to seek their assistance in the development of demand-driven Technical Education capital investment plans.

While this was going on, the Decentralization Team also met with Dr. Aboul Nasr (Head of Technical Education in the MOE) to explain the type of support it aimed to provide and then again later with him and his senior staff to discuss the possibility of working with ETPs to provide support to Technical Education departments in the Muderiyas in the development of more demand-driven plans. Upon Dr. Aboul Nasr's approval of the idea, a workshop was held in in Education City attended by heads of Technical Education departments from all Muderiyas, ETP representatives from the local and sectoral levels, Dr. Reda, Dr. Aboul Nasr, and other senior Technical Education staff. This was the first time that Technical Education departments at the Muderiyas realized that ETPs at the sectoral and local levels were available to support their efforts to develop demand-driven capital investment plans. It was agreed in the workshop that Technical Education expenditures should cater to the job market as long as requirements are

within the curriculum.[48] One interesting suggestion that came up during the workshop was to use the rates of local employment within a governorate as an indicator of success for technical schools.

Muderiyas were informally linked with their respective ETPs to make available the latter's expertise to produce more demand-driven Technical Education plans. Unfortunately these linkages were forged weeks after the Muderiyas had developed their plans and submitted them to their respective governors for approval, so only a few benefitted from their interaction with the ETPs. Also, the ETPs were at a juncture where the TVET project was closing down and a new phase was supposed to be started and funded by the EU.

Nevertheless, the future holds great potential for furthering the work begun here. Instead of collaborating directly with the Ministry of Trade and Industry, the second TVET phase is supposed to have the MOE as the main counterpart, with the Ministry of Manpower & Immigration, Ministry of Trade & Industry, Ministry of Higher Education and Ministry of Tourism as members of the project's steering committee. When this second phase is started in late 2012 or early 2013, ETPs will be part of the MOEs operational arm and can better provide the needed technical assistance to the Muderiyas' Technical Education departments to generate more demand-driven capital investment plans.

Evaluation of the 2011/12 Effort

The 2011/12 effort was evaluated informally over the course of the year largely by the DSU as it undertook site visits. Additionally, a formal evaluation, much like what was done for the 2010/11 effort, was conducted. The major findings of both are presented below.

Informal Evaluation

Over the course of the year, as numerous support-and-monitoring site visits, follow-up phone calls, and nationwide progress meetings were being conducted by the central DSU, the 2011/12

[48] This proved to be a major obstacle in that the curriculum is grossly outdated, and as such much of the equipment needed to help develop the skills that are demanded by the local economy cannot be purchased because it is not specified in the curriculum.

effort was being informally evaluated. The general feedback from these processes indicated that the work of the strengthened DSU was both welcomed and effective. With central-level, knowledgeable people, on the ground talking with implementers at the Muderiya, Idara, and school levels; helping them to better understand decentralization, decentralized finance, and the specific work that had to be done to prepare bids, etc.; sharing experiences from other Muderiyas; and helping them to solve various problems when they arose, the 2011/12 effort unfolded much more smoothly and successfully than did the 2010/11 one. This is not to say that the 2011/12 effort faced no problems; after all, only 63% of the money that was decentralized was spent.

That only 63% of the funds that were decentralized were successfully spent points to both the gains that were made in 2011/12 and key problems that still existed. As shown in ***Table 9***, the overall amount of money that was decentralized in 2011/12 was 39% more than the amount that was decentralized the year before. Moreover, the overall amount of money that was spent in 2011/12 was 26% more than was spent in 2010/11. So, while less money was spent in 2011/12 than was spent in 2010/11 *in percentage terms*, a great deal more money was spent *in real terms*.

Table 9: Decentralized Education Finance for 2011/12 Compared to 2010/11			
2011/12			
	EGP Received	**EGP Spent**	**% Spent**
BAB2	226,193,584	157,147,628	0.69
BAB6	331,459,700	192,951,667	0.58
Total	557,653,284	350,099,295	0.63
2010/11			
	EGP Received	EGP Spent	% Spent
BAB2	225,168,000	190,567,795	0.85
BAB6	175,611,000	88,348,000	0.50
Total	400,779,000	278,915,795	0.68
2011/12 – 2010/11			
	EGP Received	EGP Spent	
BAB2	1,025,584	-33,420,167	NA
BAB6	155,848,700	104,603,667	NA
Total	156,874,284	71,183,500	NA
% Increase in 2011/12	0.39	0.26	

Table 9 also shows how much of the 2011/12 allocations was spent by budget chapter (BAB). It is worth noting that the increase in 2011/12 funding was entirely due to an increase in BAB6 funds (Technical Education Reform, TER); BAB2 funds remained the same as the year before.

In fact, *2011/12 BAB6 funding was 88% higher than what it was in 2010/11*. And *2011/12 BAB6 spending was 118% higher in 2011/12 than in 2010/11*. Where the 2011/12 effort fell short was in the area of major/emergency maintenance. Why this proved to be the case can be attributed to the following factors.

- Given a) the fact that percent spending for BAB6 in 2010/11 was well below percent spending of BAB2 in 2010/11, and b) the significant increase in BAB6 funding in 2011/12, the DSU focused primarily, though not exclusively, on getting these BAB6 funds well-spent—they did not equally support the major/emergency maintenance effort.
- GAEB, the organization that used to control the EGP 210M that is used for both major and simple maintenance, and the organization involved in the implementation work done for both Major Maintenance and TER, is in much better position to influence (i.e., sabotage) the expenditure of the Major Maintenance funds than it is the TER funds and, with the DSU focusing largely on the TER work, GAEB was in a position to negatively influence the work done on Major Maintenance[49]
- In 2010/11the Muderiyas had three extra months to spend their money due to a decision made by the SCAF to make up for time lost due to the Revolution—those three extra months were at a time when school was largely not in session.

The final BAB2 and BAB6 spending accounts, by governorate, are provided in ***Tables* 10** and ***11*** respectively.

Table 10: Final BAB2 Spending

Total BAB2 2011/12

	Allocated	Deduction by MOF	Revised Allocation	Debts from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alexandria	10,896,424	0	10,896,424	0	8,404,492	8,404,492	0.77	6,310,320	0.58
Assuit	12,251,972	500,000	11,751,972	0	11,646,972	11,646,972	0.99	11,646,972	0.99
Aswan	3,844,300	0	3,844,300	0	3,833,300	3,833,300	1.00	3,833,300	1.00
Bani Suef	8,888,091	0	8,888,091	495,746	5,136,226	5,631,972	0.63	5,631,972	0.63
Behira	15,212,075	241,272	14,970,803	0	13,623,377	13,623,377	0.91	9,625,181	0.64
Cairo	17,901,335	0	17,901,335	1,902,626	14,716,545	16,619,171	0.93	13,419,171	0.75

[49] Significant TER expenditures can be realized without GAEB, while all MM work requires GAEB involvement.

Table 10: Final BAB2 Spending									
Total BAB2 2011/12									
	Allocated	Deduction by MOF	Revised Allocation	Debts from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Dakahlia	14,958,439	0	14,958,439	0	11,806,152	11,806,152	0.79	8,306,152	0.56
Dumyat	3,436,950	0	3,436,950	106,992	3,270,341	3,377,333	0.98	2,626,453	0.76
Fayoum	9,901,000	0	9,901,000	405,205	9,448,908	9,854,113	1.00	9,900,848	1.00
Gharbia	11,283,607	0	11,283,607	2,410,071	5,094,939	7,505,010	0.67	6,106,869	0.54
Giza	16,268,658	0	16,268,658	200,000	13,361,057	13,561,057	0.83	13,561,057	0.83
Ismailia	3,642,000	0	3,642,000	0	3,349,704	3,349,704	0.92	2,524,954	0.69
Kafr el Sheikh	8,041,861	502,788	7,539,073	0	8,287,742	8,287,742	1.10	6,285,742	0.83
Luxor	3,042,568	0	3,042,568	0	2,733,808	2,733,808	0.90	2,237,380	0.74
Matrouh	1,480,421	0	1,480,421	0	1,243,741	1,243,741	0.84	1,243,741	0.84
Menofia	11,683,257	0	11,683,257	3,126,121	7,790,529	10,916,650	0.93	10,523,779	0.90
Minia	15,515,583	437,541	15,078,042	0	15,078,042	15,078,042	1.00	4,737,048	0.31
New Valley	619,000	0	619,000	0	585,795	585,795	0.95	514,738	0.83
North Sinai	1,317,733	0	1,317,733	60,000	1,236,798	1,296,798	0.98	1,296,798	0.98
Port said	2,636,000	18,328	2,617,673	0	1,518,235	1,518,235	0.58	718,235	0.27
Qaluobia	13,019,513	0	13,019,513	2,034,543	9,040,188	11,074,731	0.85	10,412,682	0.80
Qena	8,961,021	1,214,000	7,747,021	248,586	6,549,657	6,798,243	0.88	5,541,158	0.72
Red Sea	752,423	0	752,423	0	752,423	752,423	1.00	752,423	1.00
Sharqia	19,072,727	0	19,072,727	0	12,800,968	12,800,968	0.67	10,710,709	0.56
South Sinai	271,453	0	271,453	0	271,452	271,452	1.00	271,452	1.00
Suez	1,818,712	0	1,818,712	0	632,051	632,051	0.35	632,051	0.35
Suhag	12,759,000	368,610	12,390,390	0	9,716,997	9,716,997	0.78	7,776,442	0.63
Total	229,476,123	3,282,539	226,193,584	10,989,890	181,930,439	192,920,329	0.85	157,147,628	0.69

Table 11: Final BAB6 Spending									
Total BAB6 2011/12									
Governorate	Allocated	MOF Deduction	Revised Allocation	Debt from 2010/11	Contracted	Total (Debt + Contracted)	% Received	Total Spent	% Spent (relative to received)
Alex	10,098,000	505,000	9,593,000	1,769,080	6,366,515	8,135,595	0.85	3,100,974	0.32
Assuit	17,511,000	925,000	16,586,000	0	7,786,140	7,786,140	0.47	7,786,140	0.47
Aswan	7,880,000	430,000	7,450,000	700,000	6,750,000	7,450,000	1.00	7,450,000	1.00
Bani Suef	14,176,000	708,800	13,467,200	1,009,884	12,312,722	13,322,606	0.99	12,658,133	0.94
Behira	25,651,000	1,321,000	24,330,000	368,580	19,992,644	20,361,224	0.84	14,416,080	0.59
Cairo	19,922,000	1,175,000	18,747,000	2,316,652	11,933,120	14,249,772	0.76	9,293,029	0.50
Dakahlia	25,200,000	1,364,000	23,836,000	0	21,400,000	21,400,000	0.90	20,652,000	0.87
Dumyat	4,963,000	288,000	4,675,000	85,000	4,360,476	4,445,476	0.95	3,242,000	0.69
Fayoum	17,446,000	946,000	16,500,000	1,148,277	14,139,213	15,287,490	0.93	13,042,400	0.79
Gharbia	17,672,000	924,000	16,748,000	6,614,812	5,753,690	12,368,502	0.74	5,454,974	0.33
Giza	13,359,000	816,000	12,543,000	826,000	11,717,000	12,543,000	1.00	10,058,000	0.80
Ismailia	5,378,000	287,000	5,091,000	365,000	2,388,946	2,753,946	0.54	2,738,000	0.54
Kafr el Sheikh	16,844,000	890,000	15,954,000	1,361,285	14,396,018	15,757,303	0.99	8,092,927	0.51
Luxor	5,548,000	298,000	5,250,000	0	5,234,185	5,234,185	1.00	1,738,196	0.33
Matrouh	1,564,000	107,000	1,457,000	83,260	941,000	1,024,260	0.70	941,000	0.65
Menofia	15,558,000	831,000	14,727,000	5,004,302	8,961,652	13,965,954	0.95	9,425,620	0.64
Minia	30,200,000	1,582,000	28,618,000	657,403	16,420,889	17,078,292	0.60	14,756,000	0.52
New Valley	956,000	111,000	845,000	0	801,448	801,448	0.95	800,748	0.95
North Sinai	2,271,000	0	2,271,000	0	1,469,970	1,469,970	0.65	1,163,000	0.51
Port said	2,198,000	110,000	2,088,000	0	1,567,000	1,567,000	0.75	980,850	0.47

Qaluobia	18,913,000	980,000	17,933,000	357,730	15,262,959	15,620,689	0.87	9,500,205	0.53
Qena	17,826,000	976,000	16,850,000	389,175	9,230,138	9,619,313	0.57	5,616,690	0.33
Red Sea	1,103,000	0	1,103,000	0	1,073,602	1,073,602	0.97	1,073,602	0.97
Sharqia	29,592,000	1,480,000	28,112,000	5,669,000	10,746,819	16,415,819	0.58	11,665,522	0.41
South Sinai	203,000	12,000	191,000	0	190,930	190,930	1.00	190,930	1.00
Suez	3,260,000	200,000	3,060,000	0	1,839,879	1,839,879	0.60	1,839,879	0.60
Suhag	24,708,000	1,273,500	23,434,500	0	19,900,980	19,900,980	0.85	15,274,768	0.65
Total	350,000,000	18,540,300	331,459,700	28,725,440	232,937,935	261,663,375	0.79	192,951,667	0.58

Formal Evaluation

A set of five questionnaires was adapted from the set of questionnaires used to evaluate the 2010/11 effort: two for stakeholders at the school level (a parent member of the BOT, and the school principal), one for the Idara (the Idara head), and one for the Muderiya (the Muderiya head). In addition, a questionnaire was developed for the principal of a school where MM or TER work had taken place.

Six governorates were randomly chosen in a stratified manner: two from Upper Egypt, and one each from the Delta, greater Cairo, the Canal Zone, and the Remote areas. Within each of these governorates, three Idaras were chosen: two randomly, and one the Idara in which the capital of the Muderiya was located. Within all of the selected Idaras, 122 schools were randomly selected. Of those, 9 were TSs that received BAB2 funds for raw materials, and 11 were OCSs that received BAB2 funds for various learning materials. All 122 received simple maintenance (SM) funds. Finally, from a national pool of schools that had MM or TER work done on them, 35 were randomly selected: 3 were schools that had MM work done on them and 32 were schools that had TER work performed. The principals of all 122 schools were interviewed vis-à-vis the simple maintenance money; the principals of the 9 technical schools and 11 OCSs that were a subset of the 122 schools were also interviewed about the additional funds they received. Parent members of the BOT of all but 11 of the 122 schools were interviewed separately (the 11 OCSs do not have BOTs). The principals of those schools that had either MM or TER work done on them were also interviewed. Finally, the Idara head of all 18 Idaras and the Muderiya heads of all 6 Muderiyas were interviewed.

All the respondents were asked to list the three things they liked most about the effort. The most oft-sighted things that were said by each respondent are presented in ***Table 12***.

Table 12: Positive Responses
Principals of OCS
• It allowed the school to address school needs quickly • It helped to keep the school in good condition • It was an efficient way of doing things—saved time and effort in getting things done • Helped us to better understand how to put together a budget that was linked to the school improvement plan • Enhanced cooperation between school and Idara • It promoted transparency with community
Principals of Technical Schools
• It allowed schools to develop an SEP for the SIP and implement them • The speed with which school needs could be addressed • People learned how to develop and implement plans
Principals of other schools (those that received simple maintenance money only)
• The speed with which school needs could be addressed • The fact that spending was on things that the school needed • Kept the school building in good condition • Encouraged staff and community participation and BOT cooperation • Learned more about how to develop a SIP/SEP • Improved the overall educational situation of the school
BOT Parent
• The schools could quickly address school needs • School spent money based on school needs • It kept the school building in good condition • The money allowed the school to use its other funds for other purposes • It encouraged community participation & BOT cooperation • It allowed independent decision making • They gained more experience in SIP/SEP development • It enhanced the overall educational situation of the school
Idara Head
• Increased transparency • Increased people's capacity to prioritize • It allowed the schools to respond rapidly to school needs • The fairness that is reflected in the way the FFs work • The training that was done for the schools on decentralization and decentralized education finance • The expanded DSU
Muderiya Head
• The monitoring and support work of the central DSU • Increased transparency and fairness • Helped to foster the financial independence of the Muderiya, the Idara, and the school • Helped to build cadres of people who can assess school needs • Increased overall school and community participation in identifying school needs

Each respondent was also asked to name the three things they most disliked about the effort, what they would most like to see changed. The most oft-sighted things that were said by each respondent are presented in ***Table 13***.

Table 13: Improvement Suggestions
Principals of OCS
• The rules and regulations around the handling the money are too cumbersome • The amount of money was too small
Principals of Technical Schools
• They would like to receive a block grant instead of money coming down for specific line items • Raise the ceiling for which 3 quotes are required; streamline the procurement procedures • Create incentives that will get people to do what they need to do
Principals of Other Schools (those that received simple maintenance money only)
• Increase the amount of money that schools receive • Allow schools to buy more things with the money • Streamline the TCAM procedures • Simplify the overall procurement procedures • Release the money earlier • Make the maintenance FF more need-based.
BOT Parent
• There should be more money • They should be allowed to spend the money on a wider variety of things • Streamline the procurement procedures • Release the money earlier • Include school needs as a factor in the FF
Idara Head
• Lack of coordination with GAEB • Lack of incentives for the DSU
Muderiya Head
• Improve the Fiscal Discipline Manual (FDM): make it more practical and less theoretical • Develop an SRN such that real school needs can factor into the funding formulas • Include “remoteness” as a factor in the funding formulas

Major Findings of Both the Informal and Formal Evaluations

- The expanded DSU and the fieldwork of the DSU did much to improve the overall implementation of the effort.
- The MM requirements of schools need to factor into the funding formulas. Accordingly, measures must be taken to develop, institutionalize, and implement an SRN.
- The Muderiyas still need much more training in how to handle BAB6 money.
- Formal measures need to be taken to ensure key actors follow the protocols that establish the critical working relationship between the Muderiyas and the GAEB/BOs.
- More effort needs to be made to ensure that the money the Muderiyas receive is not just spent, but well-spent—TER money needs to be spent on capital that will impart the skills required to help drive the local and national economies;, therefore, linkages must be forged between the skills demanded by the labor force and the skills supplied by the technical education sector.
- Schools need to be given more freedom over how they spend the BAB2 money they receive—right now, most can only spend the money they receive for SM.

- More efforts have to be made to ensure that there is more widespread stakeholder involvement in the SIP/SEP development process.
- Measures need to be taken to ensure that the protocols designed to strengthen horizontal accountability at the school level are fully implemented.
- Decentralization is very well received, in particular, at the lower levels of the system, and measures need to be taken to further it.
- This work needs to take place in a larger more comprehensive and coherent decentralization reform effort.

The 2012–2013 Effort

In 2012/13, EGP 1.145B was decentralized, a 99% increase over what was decentralized in 2011/12. The context within which this effort took place and the details of the effort are both described in this section of the document.

Context

The context in which the 2012/13 effort unfolded was not unlike that of its predecessor efforts: chaotic and unsettled. The People's Assembly was dissolved by the Constitutional Court in May 2012; with Parliament dissolved, SCAF issued a decree that gave SCAF itself parliamentary power, adding to the presidential power it already had since the departure of President Mubarak. Presidential elections took place in June, bringing Mohamed Morsi, closely associated with the Muslim Brotherhood, to power.

In August, President Morsi forced the head of SCAF, General Tantawi, into retirement, nullified the decree that SCAF had issued earlier that gave itself parliamentary power, and drafted a decree that gave him parliamentary power. In November, President Morsi issued another decree declaring that his decrees cannot be overturned by the Constitutional Court (the court building was subsequently surrounded by people sympathetic with the Muslim Brotherhood effectively preventing the Constitutional Court from acting on any of these decrees), blocking the court from dissolving the Constitutional Committee (largely made up of the Muslim Brotherhood and fundamentalists, and as such, non-representative and unconstitutional) and the Sharia Council (on the same grounds that Parliament was dissolved), both of which he needed to draft and ratify

a new and fairly unrepresentative constitution. In December, the new constitution was formally ratified in a nationwide referendum.[50]

Against this backdrop, Minister of Education Gamal El Araby was replaced by Ibrahim Ghoniem in July 2012, and amidst a number of teacher strikes that took place in 2012, the MOE promised to increase teacher salaries by 100%, with a 50% raise to be given in October 2012 and the other 50% in January 2013. The MOF agreed to this raise on the condition that all the money come from the MOE's present budget. Accordingly, the vast majority of the MOE's focus during FY2012/13 was on finding this money from within its own budget.

It must be noted that the newly ratified constitution creates a lot of space for decentralization, and that the new education minister, Ibrahim Ghoniem, is actively pushing decentralization. Among other things, he has asked for the development of a 10-year strategic plan that will help move the present education system to one that is more decentralized.

Finally, the GILO project was given a no-cost extension that allowed it to close down on March 2013, instead of September 2012. Because it was a no-cost extension, operations were pared down significantly. Only one international consultancy trip was taken between March 2012 and January 2013, and the in-house Decentralization Team was whittled down to one member. But funds were available to support two DSU monitoring trips.

What Was Done

In preparation for the 2012/13 effort, the Decentralization Team developed the funding formulas, calculated the allocations for each Muderiya (see ***Table 10***), redrafted the FDM, and trained 900 trainers, who in turn trained 150,000 stakeholders at the school/community level.

The 2012/13 funding formulas differed from those that were used in 2011/12 in the following ways. First, the funding formulas used for technical schools' raw materials (BAB2) were given weights such that particular categories of technical schools that naturally needed more raw materials than the others (i.e., hotel management) got a higher per-student allotment. Second,

[50] The details of this paragraph were compiled from conversations with a number of Egyptian counterparts.

weights were also added to the funding formula used for OCS raw materials so that a particular category of OCS that naturally needed more raw materials got a higher per-student allocation than the rest. With these modifications in place, the final allocations for each governorate were determined, as per ***Table 14***.

Table 14: 2012/13 Decentralized Allocations									
	BAB2							**BAB6**	**BAB2 & 6**
Governorate	**Technical Schools**	**One Classroom Schools**	**Maintenance**	**Total**	**Buildings**	**Equipment**	**Fittings**	**Total**	**Total**
Alexandria	146,000	40,000	10,221,000	10,407,000	15,151,000	7,576,000	2,525,000	25,252,000	35,659,000
Assuit	236,000	484,000	12,213,000	12,933,000	16,214,000	20,847,000	9,265,000	46,326,000	59,259,000
Aswan	115,000	37,000	4,034,000	4,186,000	12,248,000	6,124,000	2,041,000	20,413,000	24,599,000
Bani Suef	207,000	685,000	8,349,000	9,241,000	24,396,000	7,507,000	5,630,000	37,533,000	46,774,000
Behira	387,000	336,000	15,220,000	15,943,000	20,354,000	40,707,000	6,784,000	67,845,000	83,788,000
Cairo	272,000	37,000	17,378,000	17,687,000	23,904,000	16,733,000	7,171,000	47,808,000	65,495,000
Dakahlia	371,000	90,000	15,108,000	15,569,000	19,865,000	41,055,000	5,297,000	66,217,000	81,786,000
Dumyat	77,000	15,000	3,693,000	3,785,000	2,811,000	7,028,000	4,217,000	14,056,000	17,841,000
Fayoum	234,000	493,000	8,538,000	9,265,000	17,374,000	17,374,000	8,687,000	43,435,000	52,700,000
Gharbia	250,000	38,000	11,463,000	11,751,000	23,654,000	14,192,000	9,462,000	47,308,000	59,059,000
Giza	213,000	109,000	16,568,000	16,890,000	19,627,000	13,739,000	5,888,000	39,254,000	56,144,000
Ismailia	82,000	38,000	3,175,000	3,295,000	5,974,000	5,974,000	2,987,000	14,935,000	18,230,000
Kafr el Sheikh	208,000	104,000	8,102,000	8,414,000	26,512,000	10,521,000	5,050,000	42,083,000	50,497,000
Luxor	85,000	58,000	3,056,000	3,199,000	4,877,000	7,315,000	4,064,000	16,256,000	19,455,000
Matrouh	25,000	260,000	1,235,000	1,520,000	1,823,000	1,823,000	912,000	4,558,000	6,078,000
Menofia	217,000	35,000	10,340,000	10,592,000	35,099,000	4,129,000	2,065,000	41,293,000	51,885,000
Minia	452,000	511,000	15,775,000	16,738,000	49,837,000	16,613,000	16,613,000	83,063,000	99,801,000
New Valley	14,000	6,000	661,000	681,000	114,000	1,944,000	229,000	2,287,000	2,968,000
North Sinai	33,000	13,000	1,293,000	1,339,000	2,840,000	1,704,000	1,136,000	5,680,000	7,019,000
Port Said	33,000	10,000	1,523,000	1,566,000	1,756,000	2,927,000	1,171,000	5,854,000	7,420,000
Qalubia	272,000	30,000	13,481,000	13,783,000	29,081,000	12,117,000	7,270,000	48,468,000	62,251,000
Qena	249,000	200,000	9,052,000	9,501,000	13,869,000	18,492,000	13,869,000	46,230,000	55,731,000
Red Sea	17,000	8,000	796,000	821,000	1,471,000	1,176,000	294,000	2,941,000	3,762,000
Sharqia	401,000	169,000	16,859,000	17,429,000	38,233,000	26,763,000	11,470,000	76,466,000	93,895,000
South Sinai	4,000	8,000	264,000	276,000	107,000	268,000	161,000	536,000	812,000
Suez	53,000	9,000	1,629,000	1,691,000	3,138,000	4,484,000	1,345,000	8,967,000	10,658,000
Suhag	347,000	177,000	12,974,000	13,498,000	32,468,000	16,234,000	16,234,000	64,936,000	78,434,000
Total	5,000,000	4,000,000	223,000,000	232,000,000	442,797,000	325,366,000	151,837,000	920,000,000	1,152,000,000

In addition to changes made in the funding formulas, more procedures were added to the FDM including and in particular the following:

- Procedures for excluding certain schools from receiving the simple maintenance money;
- Procedures for dealing with schools that refused the money;
- Procedures for shifting funds from the MM pool to the simple maintenance pool if there was any threat that the former would not be spent within the fiscal year; and
- Procedures for dealing with emergency maintenance money.

The last set of procedures requires explanation. In the past, the Muderiyas were asked to set aside a percentage of their MM funds for an emergency, a situation where a school roof may have fallen down and required immediate attention, for instance. Moreover, they were asked to set this money aside until the beginning of March. If an emergency did not arise before March, the emergency maintenance funds would be put back in the pool for MM. The problem was that there were very few if any such emergencies and with so little time left in the fiscal year to spend what was set aside for emergencies, it was often times not spent. So in 2012/13, the Muderiyas were allowed to do whatever they wanted with regard to emergency maintenance, including not setting any money aside at all.

With regard to the TER money, the DSU developed a new standard format for planning and budgeting. This was comprised of five forms that helped the Muderiyas to identify real need, quantify it, and prioritize it across all three spending types: buildings, equipment, and fittings.

Finally, and most importantly, in July 2012, the Minister of Education, Gamal El Araby, formally "authorized" the FDM by signing a newly-added preface to the manual and sending a letter to every Muderiya introducing the FDM. Additionally, the FDM was formally authorized by the Professional Academy for Teachers (PAT) as an official GOE training course. Not only did these actions help to institutionalize the work that had been unfolding over the course of the last 6 years, it assured everyone in the system, including the finance people working in the

Idaras, that the TCAM procedures outlined in the FDM were official, and as such, cleared the way among a number of Idaras to release the money on down to the schools.[51] Equally important was the fact that Gamal El Araby issued three decrees, one that formally established and delineated the work of the central DSU, one that empowered and delineated the authorities of Ibrahim Abdel-Barry Ghareeb Halwa as the director of the DSU, and one that established and delineated the roles and responsibilities of the DSCs at the Muderiyas and Idaras. Finally, 318 DSU and DSC members were formally accredited by PAT as decentralization trainers.

With the DSU formally established by a ministerial decree, they were afforded office space within the Diwan. As of January 2013, when the technical work on the project came to an end, the DSU had made two monitoring and support visits to the Muderiyas.

Additionally, in December 2012, Minister of Education Ibrahim Ghoniem, asked USAID to provide technical support for the development of a 10-year strategic plan. In particular, he asked for support to help "decentralize" the plan and to draft a decentralization program for the plan. A GILO-funded consultancy took place in January 2013. The strategy behind this work was to try to use the design of the high-quality decentralized education system that had been developed in 2010/11 as a framework within which the entire strategic plan would take shape and an end state toward which it would be directed.

Initial discussions with the strategic planning team led to an agreement that vision would serve as both a framework and an end state, but only upon finalization of the vision. The vision had been presented as both a draft and as something that had been developed before the revolution. The concern was that it needed to reflect the aims of the new regime.

To this end, a subsequent meeting was conducted in which the every key aspect of the vision was shown, discussed, and finalized by the strategic planning team. It was agreed that this would serve as the ideal end state toward which the strategic plan would be directed. The next step was

[51] One may recall that in 2011/12, a number of MOF people working in the Idaras refused to accept the TCAM procedures as written in the FDM as official and blocked the transfer of money to the schools

to determine how much of this vision could be realized over the course of the next 10 years. A subsequent meeting took place in which this was done. Interestingly, all agreed that the "ideal" could, in its entirety, be realized in 10 years' time.

Evaluation of the 2012/13 Effort

With GILO coming to an official end in March 2013, it was not possible to conduct a formal evaluation of the effort. Moreover, with the 2012/13 effort coming to an end in June 2013, whatever information evaluation has been carried out thus far has only been done for half the effort.

The Vision, End State, and Design

By mid-2009 as the 2009/10 pilot was beginning to unfold and Big Bang was being considered, it became apparent to the Decentralization Team that as decentralization was gaining momentum and more and more aspects of the education system were being decentralized or being considered to be decentralized, it was not all heading in any particular direction.[52] In fact, it looked to be unfolding in a very haphazard manner. Needed was something that could align and render coherent these various decentralization measures such that they led to a meaningful result. To this end, in mid-2009, the Decentralization Team began to delineate a vision, or design, of a high-quality decentralized education system.[53] Basically, one delineates the detailed functions of an education system. Given these functions, one then goes through a process of allocating them to various levels of the education system using a series of criteria, or well-founded reasons, for placing them at a more central, or more local level of the system. By way of example, "economies of scale" would suggest that certain functions should be carried out more centrally,

[52] In addition to the decentralized education finance work that was being done, measures were being taken to decentralize textbooks and the entire school feeding program was passed on down to the Muderiyas.

[53] A detailed account of the concepts underpinning the development of this design, as well as the methodology used to create it, can be found in *Decentralization for High Quality Education: Elements of Design* (Healey and Crouch, 2012).

while "speed of transaction" and "customer satisfaction" would dictate that certain functions be located more locally.

Of central importance to the development of this vision were the following criteria: the characteristics of effective schools and the principle of subsidiarity.[54] Specifically, those functions that needed to be allocated to the schools such that the characteristics of effective schools could be realized were identified and allocated to the school-level. Moreover, the entire design process started at the school level. Once all the functions needed for all schools to be effective and efficient schools were allocated, attention was then focused on the district. Those functions that were needed for districts to best support their effective schools were identified and allocated to the district level. With the districts designed, attention was then focused on the Muderiyas being allocated the functions they need to perform to help support the Idaras in their efforts to support effective schools. And finally, with the Muderiyas designed, the key functions of the center were determined.

This exercise was carried out by the Decentralization Team with over 100 experts covering the key function domains of the education system. Over the course of two days, these experts were introduced to the methodology and then tasked to examine a draft function allocation matrix to ensure that universe of functions was in place. Then, over the course of a week, the Decentralization Team met with each function domain team and went through the entire function allocation process. By the end of the week, a comprehensive design for a high-quality decentralized education system was in place. The hope was that this design would be widely owned and ultimately accepted as the End State toward which all decentralization efforts would be aimed. Once officially adopted as the design toward which all decentralization efforts would

[54] The Principle of Subsidiarity states that higher levels of the system should play a subsidiary role to lower levels of the system. Accordingly, lower levels of the system should be assigned all functions that should reasonably be given to them. Higher levels of the system should only perform those functions that are not reasonable for the lower levels of the system to perform.

be directed, a series of decentralization implementation plans could then be developed such that measures could be taken to help move the system from where it is to where it wants to be. Unfortunately, the entire End State effort never got past 3–4 additional governorate-level workshops, primarily because of the chaotic situation of post-revolution Egypt and the lack of security within the country.

National Decentralization Indicators

While all of this work was unfolding, USAID was supporting the MOE in the definition of a set of national education indicators (NEIs). As this NEI work came to an end, the notion of adding some national decentralization indicators (NDIs) to the NEIs became a topic of discussion. Eventually, Dr. Reda decided to move ahead in this regard and over the course of mid-2011 to early-2012, six NDIs were developed. They are:

- Percentage of education budget that is received by various levels of the system (i.e., Muderiya, Idara, schools) via funding formulas and/or need-based algorithms;
- Percentage of the received budget that can be freely spent based on various levels' perceived needs;
- Percentage of schools' financial resources that are allocated for teacher professional development as part of the SIP;
- Percentages of teachers and non-teaching staff who are hired by various levels of the system;
- A composite indicator measuring teacher freedom in applying various teaching strategies, pedagogical methods, and local experience as well as using additional or supplementary instructional materials; and
- A composite indicator measuring stakeholders' satisfaction with the pace and magnitude of decentralization.

Reflections and Lessons Learned

Reflecting back on the six years over which this effort took place, one wonders just how successful it was. Indicators of success would include the following.

- EGP 2.188B was decentralized.
- 27 Muderiyas are now capable of developing and implementing capital investment and MM plans.
- EGP 466M went directly to 40,000 schools, was budgeted by those schools in their SIPs, was used by those schools for school improvement, and benefited 15.5M students on three successive occasions.
- Now that the EGP 210M for maintenance is in the Muderiyas' budget, it will be very difficult for the center to take it back—it will continue to be decentralized to the Muderiyas.
- A cascade training infrastructure comprised of 970 people that innervates the entire education system has been developed and is capable of facilitating people's learning about decentralization and decentralized education finance.
- Over 150,000 people have been trained on multiple occasions on decentralization, decentralized education finance, and a host of other related topics.
- All the evaluations indicated that the effort was largely a success; more than that, people *want* this effort to continue, especially stakeholders at the lower levels of the system.
- A DSU that stretches into every Muderiya and Idara has been developed and institutionalized via a Ministerial decree.
- Because the work of this effort has been carried out largely by the MOE, capacity has been developed within the education system across a number of disciplines ranging from decentralization theory to procurement.
- A design of a high-quality decentralized education system has been developed.
- A strategic plan has been developed to help move the system from where it is now toward that idealized vision of a high-quality decentralized education system.

Indicators of a lack-of-success include the following.

- While a number of critical decrees were signed, none of what was done in this effort has been embedded into *law*.
- While the EGP 210M will flow to the Muderiyas in future years, it is up to them to decide how much to send to the schools. They could easily decide not to send any.
- While efforts were made to put an SRN in place, it was never done: BAB2 MM money will continue to be spent in a less than adequate manner.
- While efforts were made to ensure that BAB6 plans addressed local economic development demand, processes needed to make this happen were never institutionalized: much of the BAB6 money will continue to be spent as it always has been spent.

Whether the effort can be called a success or not is really not the point of this document. Rather, the point is what one can learn from it all. The biggest problems this effort faced were as follows.

- There was no agreed-upon vision or end state in place toward which various decentralization efforts, education or otherwise, could be directed, nor was there an overarching decentralization implementation plan in place to guide year-by-year decentralization efforts. Accordingly, decentralization tended to unfold in a piecemeal and *ad hoc* manner as opposed to a systemic and systematic one.[55]

[55] This shortcoming may well have been addressed in that the vision was approved by the team drafting the 2013/23 strategic plan and was used by that team to shape the strategic plan. Should the strategic plan be approved, then this vision will have been formally adopted and a decentralization implementation will have been drafted.

- The effort was constantly colliding into the bureaucratic requirements of existing systems (in particular, finance and human resources). Accordingly, the effort unfolded in a do-as-can-do manner (i.e., developing funding formulas for every line item that the MOE/GOE decided to decentralize as opposed to developing one funding formula for, say, a BAB2 block grant), and many gains that were made by the effort had to be regularly regained as the annual wheels of the existing system kept rolling around (i.e., the budget cycle).[56]
- What pro-decentralization political-economic forces were in place proved either to be politically-driven, fleeting, or both; moreover, there was no widespread and organized demand for decentralization, nor was there any widespread ownership of the effort—it was centrally driven. Accordingly, the effort was highly susceptible to the political vicissitudes of the MOE/GOE (i.e., the sudden decision to go nationwide: Big Bang), vulnerable to various anti-decentralization political-economic forces and schemes, and exposed to various people's disinterest and malaise. However, with decentralization now enshrined in the constitution, it may have gained the political-economic gravitas needed to help it unfold more methodically in the future.
- While the effort was largely run through and implemented by the MOE, a measure that helped build capacity and lay the groundwork for scale-up and sustainability, without widespread demand for what is going on, most of the benefits gained from working through the MOE are vulnerable.
- Many people asked to do certain reform-related tasks did so over-and-above their every-day jobs: tasks that were neither in their job description nor for which their

[56] While the effort can claim victory in having the EGP 210M for maintenance decentralized to the governorates now on an annual basis, the MOF continues to distribute that money based on the enrolment figures for 2010/11, not each year's new enrolment figures. It does this because the MOF does not use a funding formula to distribute its funds (even though the 2010/11 shares were derived from a funding formula). Rather, MOF simply gives each governorate what it got the previous year (plus or minus what the governorate can negotiate). In short, the "new" butts up against the "old," and the "old" continues to dominate.

performances would be judged. Accordingly, these tasks were oftentimes not done as well as they should have been, or not done at all.

These problems point to a number of lessons learned, as discussed in the following.

Pay more attention to the political economy of reform

First and foremost, a lot more should have been done in the way of reform support.[57] A concerted and constant effort should have been made to facilitate people's understanding of decentralization and decentralized education finance, not just at the center but throughout the entire system. Moreover, that understanding should have been strategically tethered to a detailed account of the various problems besetting the current system such that one could point to how decentralization and decentralized education finance would effectively address those problems. To this end, measures should have been taken to engage as many people as possible—especially at the lower levels of the system—in the design of a high-quality decentralized and democratized education system such that there would be widespread ownership of and demand for that end state, and a natural pro-decentralization, pro-democratization, constituency in place, one that could be tapped for various political economic purposes. With that design in hand, and maybe even embedded into law, one could then craft a decentralization implementation action plan that would delineate in an ordered and systemic manner the transformation of the system from its current state to the one enshrined in the design.

[57] When we speak of reform support here, we are largely concerned with the work that needs to be done to effectively address the political economy of reform.

More reform support work should also have been done to directly counter the political economic forces actively working against decentralization.[58] While countless anti-decentralization entities had free-rein to cast decentralization in a bad light, the Decentralization Team was virtually handcuffed in countering those attacks largely because of the team's close association with the MOE as technical advisors. Unless the MOE felt that it should counter those attacks, which for a variety of political reasons it did rarely, nothing was done in this regard. And when the Decentralization Team made the case for creating a large pro-decentralization pro-democratization constituency amongst stakeholders at lower levels of the system, even then the MOE balked, knowing full well that with the efforts' high-level support gone after the Revolution, such a constituency was sorely needed. The fact of the matter is that the Decentralization Team was too tightly linked to the MOE to carry out many of the reform support tasks needed to safeguard the work it was guiding. By way of example, at a time when GAEB was advocating strongly against decentralization, the MOE never allowed the strategic dissemination of a report that the Decentralization Team had written showing just how wasteful GAEB, a centralized agency within the GOE, was in building classrooms where there was available land.

Put in place a reform support entity that can do all the reform support work that needs to be done

That a lot more should have been done in the way of reform support points to the fact that there should have been a dedicated reform support entity in place whose primary, if not sole, job was to carry out the various and sundry functions required of reform support: gathering the data; analyzing the data; using that data to engage people in various forms of strategic policy dialogue, social marketing, and/or other forms of advocacy and learning facilitation; networking; coalition building; etc. And given the experience of the Decentralization Team being too close to the MOE to carry out certain reform support functions, this reform support entity should ideally have

[58] While greater understanding of decentralization and how it can address key problems in the current system can help ameliorate some of the anti-decentralization forces within the political economy of reform, many such forces require direct and timely counter attacks.

a close *but at the same time* distant relationship with the MOE: close enough to support the MOE when needed, yet distant enough to do what needs to be done in the way of reform support. This being the case, this entity should have been nongovernmental with a source of operating funds that could not interfere with the work that it had to do.

Craft a vision that all reforms can be directed to

Another key lesson learned is that decentralization should be coordinated both within the MOE and among other government entities such that finance, local government, and a host of other requisite and concomitant extra-education reforms can be enacted in a coordinated and synchronized manner. By way of example, for education decentralization to really work, key horizontal accountability mechanisms need to be in place, and that can only happen if MOLD re-writes the Local Administration Law to ensure that local government units are set up properly, and hopefully set up in time, to function as education decentralization unfolds. Moreover, finance must follow functions, which means that MOF should ideally enact commensurate and compatible reforms, again one hopes, in time for education decentralization to have the funds and ancillary reforms in place to do what it intends to do. None of this can really be done without a detailed vision of what a decentralized situation looks like.

Work through government systems as much as possible, but do not give away the keys to the shop

This effort was *of* the MOE/GOE, it was not a USAID education decentralization project. As a result, much of the work that was done was carried out by MOE personnel. While this type of modus operandi is in some way, we believe, the key to unlocking the scale-up and –conundrum that has stymied countless development efforts in the past, great care must be taken over how, and how much, outside assistance should be directed in this manner. As the previous lessons learned attest, the requisite reform support work cannot be carried out by an entity too tightly associated with the government since the government is an amalgamation of powerful self-interested political economic actors whose primary interests often times are not aligned with the educational well-being of the students. Moreover, MOE personnel already have 40–60 hour per week jobs; working through the MOE will require mechanisms that account for this fact (i.e.,

willingness of the MOE to second people to the transformation effort and willingness of donors to pay for their services). It is not a matter of simply providing the MOE budgetary support.

Create a cadre and infrastructure dedicated to the work of reform

An equally important lesson learned is that the work of the education system itself—delivering high-quality instruction to students—is very different from much of the work of transforming the system from a low-quality to a high-quality system. And while a case can and should be made for every education system to be a learning organization and as such to be in a constant state of transformation, the fact remains that the ways and means of creating that learning require a dedicated cadre of people to make it happen. The tasks of transforming a system cannot be tagged onto people who already have 40–60 hour-per-week jobs running the system. That the central DSU was for the most part dedicated to the work of decentralization helped tremendously. In fact, as this document testifies, what success was had could probably not have been realized without this dedicated force. Needed then is a dedicated implementation or transformation cadre and infrastructure that can carry out the work of reform.

Appendix 1

In an effort to improve the overall implementation of decentralization within the education sector, and in particular, the implementation of the decentralization of 2011/12 BAB2 line items (i.e., One Classroom Schools, Technical Education, Maintenance), and 2011/12 BAB6 line items (Technical Education), the MOE calls for the creation of an expanded Decentralization Support Unit (DSU).

The expanded DSU will be comprised of the following organizational elements: a Central DSU, 27 Muderiya DSUs, 27 Governorate Decentralization Support Committees (DSCs), 268 Idara DSUs, and 268 District DSCs. The composition of each element of the expanded DSU and their respective roles and responsibilities are as follows.

Composition of the Expanded DSU

- The Central DDSU
    - Director
    - 6 working staff
- The Muderiya DSU
    - 1 member
- The Governorate DSC
    - Director of Administration and Finance
    - Director of Planning
    - Director of Technical Education
    - Head: Procurement Department
    - Head: Planning Department/Building Department
    - DSU Member (s)
    - Director of Quality (Technical Support Unit, TSU)
- The Idara DSU

    - 1 member
- The District DSC
    - Director of Administration and Finance
    - Director of Planning
    - Director of Technical Education
    - GAEB - project department
    - Director of Quality (TSU)
    - DSU Member

Roles, Responsibilities, and Relationships

The DSUs and the DSCs

The Central DSU supports and oversees the decentralization efforts of the MOE nationwide, the Muderiya DSU supports and oversees the decentralization efforts of the MOE within their Muderiyas, and the Idara DSU supports and oversees the decentralization efforts of the MOE within their Idaras. The Central DSU also supports the Muderiya DSUs and, to the extent necessary, their efforts to support the Idara DSUs, and to the extent necessary, their efforts to support the schools. The Muderiya DSUs also support the Idara DSUs, and to the extent necessary, their efforts to support the schools. The Central DSU reports regularly to the minister. The DSU supports the DSCs.

The DSU will be comprised of personnel whose job is to support decentralization as put forth in this decree. For members of the Central and Muderiya DSUs, their decentralization jobs will be full time. For the Idara DSUs, since they are the TSUs, their job is to continue to support schools in their school improvement efforts and to make sure that these efforts embrace/include all that is happening with regard to decentralization.

The DSCs will work in their normal job-related capacities but will be responsible in these capacities for ensuring that all decentralization efforts that are unfolding within their respective jurisdictions do so as planned.

The Central DSU

The 6 non-director members of the Central DSU will each be assigned responsibility for 4–5 governorates—together they will cover all 27. They will visit each one of their assigned governorates for a period of 2–3 days every month, resulting in their being in the field approximately 9–14 days every month, monitoring what is unfolding, identifying problems, helping to solve problems, and reporting back to the center on the overall decentralization situation of their governorates. To the extent that these DSU members cannot solve a problem on site, they must bring that problem back to the center and work with their counterparts there to find a solution (this may also require convening a meeting of the Inter-Ministerial Committee on Decentralization (IMC-DeC) such that they can help solve the problem, if need be)). During the time they are not in the field they will help to solve problems; clear political, policy, organizational, institutional, and/or bureaucratic space; write reports; develop and help implement training, policy marketing, and reform support programs; and discuss matters amongst themselves.

Responsibilities of the Director of the Central DSU

- Ensure that the entire DSU—the Central DSU, the Muderiya DSUs, and the Idara DSUs—functions efficiently and effectively as per what is outlined in this decree.
- Develop an annual national decentralization work-plan.
- Authorize monitoring, problem-solving, information-sharing, and policy-marketing visits of the Central DSU to Muderiyas, Idaras, and schools, and issue the necessary communiqués to announce such visits, and solicit coordination from Undersecretaries (and Idara heads) and cooperation from GAEB/BO heads.
    - The Director will be formally delegated these powers.
- Ensure that the Minister, the Deputy Minister, and the Senior Advisor to the Minister know exactly what is going on at all times, with up-to-date data/information regarding the status of decentralization as it is unfolding throughout the system.

- Ensure that the Minister, the Deputy Minister, and the Senior Advisor to the Minister, know of all of the problems that arise to which their immediate attention is needed.
- Organize and conduct various video-conferences, meetings, training sessions, and information sharing events.
- Design and maintain a system of reporting and cataloguing information—a database—such that
    - All issues and problems that arise wherever they arise are recorded, attended to, and followed-up, and that the lessons learned from these issues/problems are fed back into the system for all to benefit from.
    - All innovations and best practices are identified and fed back into the system for all to benefit from.
    - An overall account of what is unfolding is being recorded.
- Report regularly to the IMC-DeC.
- Participate in all IMC-DeC meetings.
- Conduct, at a minimum, bi-weekly meetings with the Central DSU.
    - Share all problems, issues, best practices, and lessons learned in the field.
    - Solve problems and issues.
    - Assess overall plan implementation.
- Draft monthly implementation reports for the IMC-DeC.
- Interact regularly with the MOLD DSU (meet with them at least once a month).
- Meet weekly with the Deputy Minister and/or the Senior Advisor to the Minister.
- The Head of the IMC-DeC will be the Director of the Central DSU's supervisor.
- Supervise the Central DSU staff.

Responsibilities of the Central DSU Staff

- Ensure that the decentralization efforts that are planned for their assigned Muderiyas unfold smoothly and according to plan.
- Make 2–3 day visits each month to each one of their assigned Muderiyas.
- During these visits, the Central DSU staff are to

  - Meet with the respective Muderiya DSU and DSC.
  - Assess the overall decentralization planning and implementation situation within the Muderiya.
  - Identify all of the various issues/problems that may have surfaced.
  - Work with the Muderiya DSU and DSC to help solve the problems.
  - Identify all of the best practices, lessons learned, and problem solutions that may have surfaced.
  - Discern the overall decentralization environment within the Muderiya—if it is in need of a policy marketing, training, and/or reform support intervention, design that intervention in collaboration with the Muderiya DSU, and ensure it takes place.
- Draft a monthly Muderiya report (for each Muderiya visited) that outlines all of the problems/issues that were identified during the visit, the solutions that were found (or the action steps that have to be taken to find a solution), the lessons learned and best practices that were found, various other activities that were undertaken during the visit, and a list of all follow-up action items.
- Share the contents of this report with fellow members of the Central DSU.
- Update the master decentralization implementation plan.
- Maintain the decentralization implementation database—input all of the problems/issues that were identified, the solutions that were found (or the measures that are being taken to find the solutions and the status of those measures being taken), the lessons learned and best practices that were found, and the key action items that next have to be taken.
- Working in collaboration with outside technical assistance, design various training, policy marketing, and reform support programs.
- Working in collaboration with outside technical assistance, design various funding formulas, conduct various analyses, and draft various policy briefs and decentralization marketing and/or reform support materials.
- Carry out various training, policy marketing, and reform support programs.

- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions.

Lower-Level Entities

Responsibilities of the Muderiya DSU

- Ensure that the decentralization efforts that are planned for their assigned Idaras unfold smoothly and according to plan.
- Draft an annual Muderiya decentralization implementation and support plan.
- Serve as the secretariat of the Muderiya DSC.
- Assess the capacities of the DSC vis-à-vis a) their understanding of decentralization and decentralized finance, and b) their understanding of what specifically needs to be done in the way of decentralization at the Muderiya level, and develop and deliver a capacity building program that will ensure that the Muderiya DSC can do what it is supposed to do.
    - Ensure that various protocols are being followed.
- Ensure that the Muderiya decentralization implementation plan is unfolding as indicated in the plan.
- As problems and issues arise:
    - Try to solve them.
    - Notify the Central DSU.
    - Ask the Central DSU for help, if necessary.
- Adjust the Muderiya decentralization implementation plan as issues and problems surface.
- Make 1-day visits each month to each one of their assigned Idaras.
- During these visits, the Muderiya DSU staff are to
    - Meet with the respective Idara DSU and DSC.
    - Assess the overall decentralization planning and implementation situation within the Idara.
    - Identify all of the various issues/problems that may have surfaced.

  - Work with the Idara DSU and DSC to help solve the problems.
  - Identify all of the best practices, lessons learned, and problem solutions that may have surfaced.
  - Discern the overall decentralization environment within the Idara—if it is in need of policy marketing, training, and/or reform support intervention, notify the Central DSU and in collaboration design that intervention with the Idara DSU and ensure it takes place.
- Draft a monthly report that outlines all that is going on at the Muderiya level (i.e., the problems/issues that were identified, the solutions that were found—or the action steps that have to be taken to find a solution, the lessons learned and best practices that were found, a list of all follow-up action items), and all that was done within each Idara that was visited.
- Share the contents of this report with fellow members of the Muderiya DSU and your Central DSU representative.
- Working in collaboration with the Central DSU representative, design various training and policy marketing programs.
- Working in collaboration with the Central DSU representative, conduct various analyses and draft various policy briefs and decentralization marketing and/or reform support materials.
- Carry out various training, policy marketing, and reform support programs.
- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions.

Responsibilities of the Muderiya DSC

- To implement all of the decentralization activities that have been devolved to the level of the Muderiya, in particular:
  - BAB6 Technical School Reform
    - Identify/assess the needs of all of the technical schools within the Muderiya.

        - Develop a 3-year technical education investment plan that supports/reflects the Muderiyas' strategic plan.
        - Conduct all of the bidding.
        - Do all of the procurement.
        - Ensure that all of the work that has been contracted is completed.
        - Account for all of the money
    - BAB2 Major Maintenance
        - Identify all of the major maintenance needs within the Muderiya.
        - Develop a 3-year major maintenance plan that supports/reflects the Muderiyas' strategic plan.
        - Conduct all of the bidding.
        - Do all of the procurement.
        - Ensure that all of the work that has been contracted is completed.
        - Account for all of the money.
    - BAB2 Minor Maintenance, One Classroom School, and Technical School Raw Materials
        - Send all of the money down to the Idaras as per the given funding formulas and instructions that are put forth in the FDM.
- Write a monthly report and submit that report to both the Undersecretary and the Central DSU.
- Attend various video-conferences, workshops, and training sessions, as called for by the Central DSU.

Responsibilities of the Idara DSU

- Ensure that the decentralization program for all schools within the Idara are carried out as described in the FDM.
- Visit each school once a month.
- Assess the capacity of the school/BOT vis-à-vis their understanding of decentralization, decentralized finance, and the work that they are supposed to do as per the FDM.

- With support from their Muderiya and Central DSU members, design and deliver a decentralization capacity development program.
- Help the schools develop their school improvement plans (SIPs)—ensure that the money they will receive from the funding formulas is budgeted as per their SIP.
- Ensure that all procedures and protocols that are spelled out for the school within the FDM are followed (i.e., that they post the SIP in a public place, that they post their expenditures in a public place, that the principal presents the SIP to the Board of Trustees (BOT), that the BOT discusses the SIP and approves it, etc.).
- Identify all problems that arise at the schools and work with the schools and the DSU to solve those problems.
- Report all such problems/issues to your Muderiya DSU.
- Identify all innovations, lessons learned and problem-solutions that have been generated by the schools.
- Share them with your fellow Idara DSU members and your Muderiya DSU.
- Share those that you learn about from other schools with the schools you are responsible for.
- Draft a monthly report that outlines all that is going on at the Idara level (i.e., the problems/issues that were identified, the solutions that were found—or the action steps that have to be taken to find a solution, the lessons learned and best practices that were found, a list of all follow-up action items), and all that is going on in each school that has been visited.
- Share the contents of this report with fellow members of the Idara DSU and your Muderiya DSU representative.
- Working in collaboration with the Muderiya DSU representative, design various training and policy marketing programs.
- Working in collaboration with the Muderiya DSU representative, conduct various analyses and draft various policy briefs and decentralization marketing and/or reform support materials.

- Carry out various training, policy marketing, and reform support programs.
- Participate in all centrally organized video conferences, meetings, training, and policy marketing sessions, if asked to do so.
- Act as the secretariat of the Idara DSC.

Responsibilities of the District DSC

- To implement all of the decentralization activities that have been devolved to the level of the Muderiya, in particular:
    - To ensure that all schools are allocated the amount of money they are supposed to get as per the funding formulas that have been given to the Idara.
    - To notify all schools of the exact amount of money they are supposed to get.
    - To ensure that every school has budgeted their allocations as per their respective SIPs.
    - To ensure that each school's BOT has formally met, discussed, and approved the SIP.
    - To distribute the correct amount of money to each school as per the Temporary Cash Advance Mechanism (TCAM)
    - To ensure that each school gets that money *(i.e., to make sure that the finance director or anyone else does not create a roadblock of any sort).*
    - To ensure that all schools settle their accounts as per the TCAM.
    - To draft a monthly decentralization implementation report and submit it to the Idara head and the respective Muderiya DSU member.

Annex 12 – Girls' Improved Learning Outcomes (GILO) Final Report

Complete List of *Stories of Change* Produced & Disseminated by GILO

(Samples Attached)

1. Change Through Community Education Teams
2. Change Through Community Education Teams: No Flying Classrooms
3. Change Through the General Assembly
4. Working together to Get Girls Back in School
5. Change Through Improved Arabic Reading in Early Grades
6. Change Through Information Technology in Teaching
7. Change Through Participation – Key To Education Reform: Community Participation
8. Change Through Leading Change
9. Change Through Gender
10. Change Through Temporary Classes: My Right to Learn
11. Change Through Activating the Role of Social Worker
12. Stories of Challenge: To Whom it May Concern
13. Change Through Teacher Professional Development: Professional and Personal Renovation
14. Change Through Community Participation - Abu Sidhum Community: Making a Difference
15. Change Through Student Centered Active Learning – Preliminary Results of Active Learning and Class Management Pedagogy
16. Change Through Student Centered Active Learning –Advancing Teaching Pedagogies
17. Change Through Community Education Team: Please Educate Me
18. Change Through Student Centered Active Learning – Success Stories in GILO Classes
19. Change Through School Leadership – Effective Management = Successful School
20. Change Through Teaching Resources: Towards NEW Educational Environment
21. Leading Change
22. Change Through Effective Education Supervision: No to Inspection ….. Yes to Supervision
23. Change Through Training Units – Training Units: Knowledge Bridges
24. Change Through New Approaches to Teaching Reading in Early Grades
25. Change Through Improved Arabic Early Grade Reading –Teacher and Student Frustrations Lessen with Improved Reading
26. Change Through School Parliament – Learning Democratic Principles in a Students' Parliament
27. Change Through Improved Early Grade Arabic Reading – Learning to Read with Success
28. Change Through Improved Early Grade Arabic Reading – New Beginning

Stories of Change

Girls' Improved Learning Outcomes (GILO)

CHANGE THROUGH COMMUNITY EDUCATION TEAM

One of the primary roles of BOTs is to link schools to their surrounding community, and to mobilize the potential of this community to ensure the safe environment necessary for the educational institution to achieve its target: providing future generations with quality education. Therefore, one of the main priorities of BOTs at this stage is to provide this nourishing atmosphere and safe environment that would catalyze innovation within a society, against the challenges and obstacles which may hinder achieving such objective in the society. In recognition of the importance of BOTs to resuscitate the educational system; GILO has been keen to vitalize the role of BOTs to undertake their responsibility with proficiency and efficiency. The following story presents one of the models we hope would prevail in all our schools.

No to Flying Classrooms

Mr. Eid Abdallah, BOT member of al-Nassariya preparatory school in Fayoum boasts, in the following lines, the efforts of the board to secure a safe learning environment in the school. Al-Nassariya is one of the rural communities affiliated to Ebshaway district in Fayoum, and it has a preparatory school which cooperates with GILO. GILO was keen, from day one, on forming an effective BOT, through real, fair and transparent electoral process, to ensure greater community participation in girls' education. Past BOT elections depended on recommendations only. GILO built the capacity of the BOT members in financial management, documentation, resource mobilization, gender issues, and management and planning. This helped us readily undertake our responsibilities as BOT towards improving quality of education for girls and to address problems facing the school.

The hardest problem we faced at the beginning was the high percentage of drop-outs among students (boys and girls); the total number of drop-out cases was 194 (56 girls and 138 boys). We studied this problem carefully in an emergency meeting, and discussed major reasons behind dropping out. A major reason was the critical shortage in classrooms although there was an unequipped room for activities and another room used as warehouse for books; while there were two classes without classrooms (called flying classes). Students in these classes missed the discipline enjoyed by their peers and large number of them dropped out. We discussed alternatives, and made the decision to utilize the two rooms (for activities and storing books) as classrooms, and build two additional rooms in an empty area in the school to be used for activities and storage. We took this decision in realization that securing the approval of the GAEB for building additional classrooms will not be quick. We also decided to start a community mobilization campaign to fund the building of these two additional rooms and furnishing the new classrooms.

GILO team taught us how to plan and organize a successful community resource mobilization campaign. We diversified our activities to communicate with businessmen, the private sector and entrepreneurs in the village. We also communicated with owners of workshops through visits and through announcements in the village mosque; and solicited the support of community leaders to influence some local potential donors. We mobilized enough resources (LE 7980), and built the two rooms and furnished the two classes.

One of the most important incidents that indicate the radical change in community's attitude towards the school is the position of Haj. Mahmoud Ismail, a community leader and the chairman of the BOT. Haj. Mahmoud had planned a religious donation to build a mosque, and when he realized the school needs, he diverted part of the donation to the school explaining that "the school is like a mosque; both help us raise and educate our children well". The BOT in close cooperation with the school administration succeeded in completing preparation and building in a record time. These efforts have already secured the return of 32 students (20 girls and 12 boys) to attend the school regularly; as we solved the (flying classrooms) problem.

The BOT efforts to end the (flying classrooms) problem have greatly contributed to the provision of a safe environment which encouraged those girls and boys to continue their education. GILO believes that when problem-solutions are generated by the community; these solutions better utilize community potentials and are better positioned to be sustainable.

USAID/Egypt GILO Project

Development Exchange Clearinghouse Submission

Contract No. 263-C-00-08-00010-00

Submitted by

RTI International

Girls' Improved Learning Outcomes (GILO)

Quality Education for Girls

USAID | EGYPT

Stories of Change

Girls' Improved Learning Outcomes (GILO)

CHANGE THROUGH IMPROVED CLASSROOM MANAGEMENT

Effective classroom management is a critical element of the learning process. Successful classroom management stimulates dynamic interaction between learners and creates a happier environment for students. In turn, effective classroom management encourages students to respect their teachers. Students are more open to the instructions and guidance provided by their teachers and are more willing to fulfill their educational obligations and tasks. The following story is a real life account by a student in Minia that describes the improvements made when, as a result of GILO training, school leaders, teachers, and students joined together to change the way their classrooms are managed.

Our Classroom Story

My name is Muslim Ibrahim Muslim. I am in grade nine in Abu Sidhom Basic Education School. Our classroom used to be known as one of the most unmanageable and undisciplined in the whole school. We used to be troublemakers and a source of nuisance for our teachers. We also felt that our teachers and even our school directors resented us and treated us harshly. In order to make sure that they can keep us under rigid control, they moved our classroom next to the faculty room.

Last semester, this all began to change. The school director, Mr. Nageh, and the classroom leader, Mr. Salah came to us and told us that we needed to agree together on some ground rules in order to establish order and discipline in our classroom. They explained that they now expect us to behave like grown-ups and that we have to live up to their expectations. It was the first time that we were asked to voice our opinion about something that was related to the school.

We first met with our teacher, along with Mr. Nageh and Mr. Saleh, to create our classroom management rules. We were then told that we need to divide the classroom into groups. Each one of us had a role to play. We were told to cooperate and work together in a positive way, and to share everything with each other. We began to think differently about school. We started to like it more and more every day. We felt that the school was becoming like our home, especially since we felt more important with specific responsibilities and roles to play.

After those first meetings we began to initiate our own projects. We now decorate our classroom. We use a chart we created to keep track of classroom absence and attendance. We also told the school director that we would like to participate in solving the school problems. Before the end of school, we participated in a fundraising campaign to build an Azhar Institute with support from the classroom leader.

Our image is different now. Our teachers talk to us more and other schoolmates are now our friends. Even other female classmates are happy to be around us. Instead of teasing and being mean to them, we now feel responsible for them. The way we feel about them is the same way we feel about our sisters. We feel we have to look after them.

Today, it really brings us a lot of joy when we receive guests and visitors in our school: it's an opportunity for us to tell the story of our classroom! My father is a member on the board of trustees. He is so proud of our class now! It is also worth noting that our classroom students now receive the highest scores in the school. If you do not believe me, please ask the school director and the classroom leader. Our school director has already told us that we are now the best class in the school!

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Girls' Improved Learning Outcomes (GILO)
#5 Road 291, New Maadi, Cairo, EGYPT
www.giloegypt.org

Stories of Change

Girls' Improved Learning Outcomes (GILO)

CHANGE THROUGH

IMPROVED ARABIC READING IN EARLY GRADES

Enhanced Arabic reading in the early grades and student-center, active learning (SCAL) are priority objectives of the Girls' Improved Learning Outcomes (GILO) project in Egypt. GILO provides teachers with supplemental teaching materials, lesson plans, classroom routines, and extensive training in phonemic awareness, phonics, and strategies to enhance reading comprehension and reading fluency. Student scores on standardized reading assessments show considerable improvement after their teachers receive GILO support. The behaviors of students change when their teachers adopt SCAL strategies and techniques. Teachers themselves discern change after their GILO training – in both themselves and their students:

Positive Change - As Never Thought Possible

"My name is Hussein Mostafa and I am a First Grade teacher since six years at Nazla Aqfahas Primary School in Beni Suef. Until I received training in phonics from GILO, I always relied on the traditional methods to teach reading: memorization and dictation. Yet despite all my efforts, the result was always disappointing. Not more than 30% of my students each year learned to read. The other students did not participate and their absences from school became more frequent. In the teaching of reading, I typically ended the school year feeling defeated!

Then I attended the GILO training in *Early Grade Reading* and in the different strategies of *Student-Centered Active Learning* and *Classroom Management*. For me and my colleagues, these trainings were a wonderful gift! We learned how to teach using new techniques and strategies that promote students' active participation and effective techniques of phonics instruction. Applying these techniques and strategies in my classroom, I very soon saw a marked change in my students. In reading skills, they could now readily distinguish letter sounds and the short vowels, the *fatha*, *kasra* and *damma*, and much more quickly easily decode and read new words. And they were much more interactive and positive in class, absent less often and much better behaved! My colleagues and I are delighted with this positive and unexpected change!

Now 100% of my students are learning to read – not just the best 30% students, as before. I never thought that possible! With much less effort than before, my results are much better! Before, not a single one of the 24 students in my classroom could read or write at the level expected of grade one. Now all of them do!

My students have changed – and so have I! Once the classroom "dictator", unsuccessfully trying to enforce and maintain an unruly classroom, I am now a relaxed "facilitator" of children participating actively with discipline and eagerness in their own learning. GILO has helped us all – teachers and students alike – to *enjoy* the learning process and our class time together. My wish is that GILO continues. It has changed my life – and catalyzed big changes in our school !

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

Adapting the Early Grade Mathematics Assessment (EGMA) Tool to Egypt

Progress Report – July 2012

- **Project Name:** Girls' Improved Learning Outcomes (GILO)

- **Project Duration:** February 5, 2008 to March 31, 2013.

- **Contractor:** Research Triangle Institute (RTI)

- **Implementation Vehicle:** U.S. Agency for International Development (USAID)/Egypt

- **Coverage in Egypt:** Assistance to the Ministry of Education's national Early Grade Reading Program in all Primary 1 and Primary 2 grades and MOE fiscal decentralization.

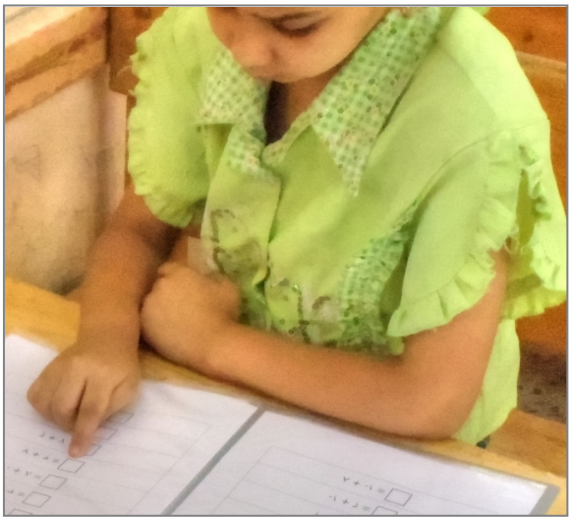
- **GILO Purpose:** To support the Egypt Ministry of Education to improve the quality of primary education and the teaching of reading in Arabic in the early grades. To demonstrate the impact of highly-focused, evidence-based approaches to reading instruction in the early grades. The approach is closely informed by global experience and best practice.

- **MOE Request for EGMA:** At MOE request, GILO provided expert technical support in May-June 2012 to introduce and lead the adaptation of an Early Grade Mathematics Assessment (EGMA) tool to the Egyptian context. The request followed GILO introduction, implementation and MOE support of three Early Grade Reading Assessments (EGRA) in Egypt since 2008.

- **Introducing EGMA to MOE:** EGMA is a one-on-one oral assessment designed to measure basic foundation skills for mathematics learning in the early grades. All other mathematical skills build on these foundation skills. The core EGMA tool consists of six (6) tasks: number identification, quantity discrimination, pattern completion, word problems, addition and subtraction (at both procedural and conceptual levels). The tool must be adapted for use in each country and language. Most recently, the tool was adapted in Iraq and Jordan and translated into Arabic.

- **The Purpose of EGMA:** EGMA creates a "snapshot" of children's early mathematics skills in a country or specific region within a country. The tool assesses student performance on the most fundamental and predictive competencies in mathematics that students need for future success. The results inform policy and decisions to enhance instruction and learning outcomes in mathematics.

- **Adapting EGMA for Egypt:** Adapting EGMA to the Egyptian context required: i) aligning the tool with the MOE mathematics curriculum in Primary Grades 1-3 and refining test items, ii) training MOE assessors with strong mathematics and supervision skills to adapt EGMA and conduct a pilot assessment, and iii) implementing the pilot assessment to test the tool's adaptation. Adapting the tool and training assessors was completed in a four-day GILO workshop with MOE's EGMA Review Committee. The workshop introduced the committee's 14 members to the basic components of EGMA, their rationale, design criteria, proper use, and limitations. Aligning the tool with MOE's mathematics curriculum in the early grades assured that test items were appropriate for specific grades and the skills taught in those grades. Adapting EGMA for Egypt aimed to assure the comparability of test results to other contexts. For all sub-tests, an existing bank of pupil questions was presented, evaluated for appropriateness and adapted to the Egyptian context.



Core EGMA Sub-Tests

- Number Identification
- Number Discrimination
- Missing Number
- Word Problems
- Addition – Level 1 and Level 2
- Subtraction – Level 1 and Level 2

Criteria for Choosing Sub-Tests

- ✓ Sub-tests represent a progression of basic skills that support proficiency in math.
- ✓ Sub-tests have predictive power confirmed by research.
- ✓ Include tests of conceptual understanding and performance fluency.
- ✓ Common in curricula in early grades.
- ✓ Sub-test skills can be taught.

- **Testing the EGMA Tool**: Immediately after their training, MOE assessors tested the EGMA tool on 249 Primary 1, 2 and 3 students from nine schools in Menoufiya, Beni Suef and Suez – 3 schools in each governorate – plus 50 students from one school in Giza. The purpose of this pilot test was to ensure that the adapted tool was neither too easy nor too difficult for the full range of student performance in these grades, and reliably tested strong and weak students. The test was successful, confirming the tool's essential properties: i) quick (each student can be tested in 20 minutes), ii) clearly understood by pupils in all early grades, and iii) provides reliable, valid data. The 14 MOE assessors were highly motivated and very capable of correctly implementing the EGMA tool.

- **Test Results:** The small, diverse sample of students tested in this pilot implementation was sufficient to fully test the tools' utility and reliability. As expected, there was a general decline in student performance as sub-tests and items became more conceptual and difficult. All of the tests also showed the expected progression in student performance from grades 1 to 2 to 3.

  The sample of students was not large enough or representative for their results to be valid measures of Egyptian pupil performance. The findings cannot be extrapolated. The pilot results do, however, suggest that pupils generally know "the basics" of mathematic facts, rules and procedures. But they struggle when applying their knowledge: their fluency is low and performance is slow. These results hint that pupils have memorized these rules, facts and procedures of mathematics but do not practice them sufficiently. A full baseline application of EGMA is needed to provide accurate measures of early grade performance in Egypt as a whole or selected sub-regions.

- **The Tool is Ready:** Statistical analysis of the pilot data (Rasch and Cronbach tests) confirmed that all EGMA sub-tests and test items performed satisfactorily. None of the sub-tests or items was too difficult or too easy and the tool did well in testing a wide range of student abilities. The Egyptian EGMA tool is now ready for a full implementation to measure the specific mathematic skills that need strengthening and compare performance with other countries.

- **Next Steps:** GILO is ready to provide technical support to MOE early in FY2013 to implement a baseline study of early grade math skills using the Egyptian EGMA.

For more information, contact:

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Chief of Party – GILO Project
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Sample EGMA Word Problems

- 4 children are in a room. 2 more children enter the room. How many children are now in the room?
- There are 9 toys. 3 children share the toys equally. How many toys does each child have?

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

تطويع أداة تقييم مهارات الرياضيات في الصفوف الابتدائية الأولى لتتناسب مع مصر

تقرير التقدم المحرز كما في يوليو ٢٠١٢

- **اسم المشروع:** تحسين الاداء التعليمي للبنات
- **مدة تنفيذ المشروع:** يمتد من ٥ فبراير ٢٠٠٨ إلى ٣١ مارس ٢٠١٣
- **المتعاقد:** أر تي أي إنترناشونال (RTI)
- **الهيئة المشرفة علي التنفيذ:** الوكالة الامريكية للتنمية الدولية بمصر
- **التغطية في مصر:** مساعدة لبرنامج القرائية الوطني في السنوات الاولى التابع لوزارة التربية والتعليم، والمطبق علي الصفين الاول والثاني الابتدائيين واللامركزية المالية التابعة لوزارة التربية والتعليم.
- **هدف مشروع تحسن الأداء التعليمي للبنات:** دعم وزارة التربية والتعليم المصرية لتحسين جودة التعليم الابتدائي، وتدريس القراءة بالعربية في السنوات الأولي، ولتثبت تأثير المداخل القائمة على الأدلة والبراهين، والتركز عليها فيما يخص الارشادات المتعلقة بالقراءة في السنوات الأولي، وقد تم الاسترشاد خلال عملية تطبيق هذا المدخل بالخبرات العالمية، وأفضل الممارسات.
- **طلب وزارة التربية والتعليم للحصول على تقييم مهارات الرياضيات في السنوات الاولى:** بناء علي طلب السادة وزارة التربية والتعليم، عمل مشروع تحسين الأداء التعليمي للبنات علي توفير خبير لتقديم الدعم الفني في الفترة ما بين مايو إلي يونيو ٢٠١٢، وذلك لتقديم أداة لتقييم مهارات الرياضيات في السنوات الأولى (EGMA)، وتطويعها وفقًا للسياق المصري، وقد جاء الطلب عقب تقديم المشروع مدعومًا من وزارة التربية والتعليم لتقييم مهارات القراءة في الصفوف الأولى (EGRA) في مصر منذ ٢٠٠٨، وتنفيذه.
- **تقديم تقييم مهارات الرياضيات في السنوات الأولى إلى وزارة التربية والتعليم:** يعد تقييم مهارات الرياضيات في السنوات الأولى تقييمًا شفهيًا يجري وجهً لوجه بين شخصين وقد صمم لقياس المهارات الأساسية لتعلم الرياضيات في السنوات الأولي، حيث تُبنَى جميع المهارات الرياضية الأخرى على تلك المهارات الأساسية، وتتكون الأداة الأساسية من ٦ مهام: التعرف علي الرقم ، وتمييز الكم ، وتكملة النمط ، وحل المسائل الرياضية اللفظية، والجمع ، والطرح (على المستويين الإجرائي والمفاهيمي) كما يجب تطويع الأداة لتستخدم حسب احتياجات كل دولة، ولغتها، وقد تم العمل مؤخرًا بهذه الأداة وتطبيقها في العراق، والأردن، وترجمت إلى العربية.
- **الهدف من تقييم مهارات الرياضيات في الصفوف الأولى:** تقدم "أداة التقييم" والمعروفة بـ(EGMA) لقطة حول مهارات الرياضيات المكتسبة لدي التلاميذ/التلميذات في المراحل الدراسية الأولي في دولة ، أو منطقة محددة داخل دولة. وتقيم الأداة أداء التلميذ/التلميذة حسب الكفاءات الأساسية والتنبؤية الخاصة بالرياضيات، والتي يحتاجها التلميذ/ة للنجاح في المستقبل، وتقدم النتائج معلومات وفيرة من شأنها مساعدة واضعي السياسات ، وصناع القرار في تحسين جودة التعليم ، وتعلم الرياضيات من خلال التدريس الذي يقدمه المعلم/ة.
- **تطويع أداه تقييم مهارات الرياضيات الخاصة بالسنوات الأولي لتناسب السياق المصري:** يتطلب تطويع أداة التقييم لتلائم الوضع المصري ما يلي: **أولاً:** صياغتها، توفيقها مع منهج الرياضيات الخاص بالصفوف الثلاثة الأولى (الأول،والثاني،والثالث الابتدائي) ، وتعديل بنود الاختبار الخاصة بالأداة. **وثانياً:** تدريب الفاحصين التابعين لوزارة التربية والتعليم من أجل تطويع أداة التقييم، وإجراء دراسة استطلاعية. **وثالثاً:** تطبيق الدراسة الاستطلاعية لاختبار الأداة. وقد اكتملت عملية تطويع الأداة وتدريب الفاحصين خلال ورشة عمل امتدت أربعة أيام قدمها المشروع للجنة مراجعة "أداة تقييم مهارات الرياضيات في السنوات الأولى" من وزارة التربية والتعليم. حيث قدمت ورشة العمل للجنة المكونة من ١٤ عضو المكونات الأساسية لأداة التقييم، ومنطقها، ومعايير تصميمها، والاستخدام الملائم لها، ومحدداتها، وأكد التجريب لأن الأداة تتوافق مع منهج الرياضيات في الصفوف الأولى في الوزارة ، وأن بنود الأداة مناسبة لهذه الصفوف وللمهارات التي يتم تدريسها في تلك الصفوف. وكان الهدف من تطويع أداة التقييم للسياق المصري هو التأكد من إمكانية مقارنة نتائج الاختبار مع سياقات أخرى، وبالنسبة للاختبارات الفرعية، كما قُدِمَ بنك الأسئلة الموجهة للتلميذ/للتلميذة ، والموجود بالفعل، وتم تقييمها لمعرفة مدى ملائمتها، ثم تطويعها ليتناسب مع السياق المصري.

الاختبارات الفرعية الجوهرية الخاصة بتقييم الرياضيات للسنوات الأولي

- التمييز بين الأرقام
- التعرف على الأرقام
- المسائل اللفظية
- الرقم الناقص
- الطرح - المستويين الأول والثاني
- الجمع – المستويين الأول والثاني

معايير اختيار الاختبارات الفرعية

- ✓ تمثل الاختبارات الفرعية تقدم في المهارات الأساسية التي تدعم الكفاءة في الرياضيات.
- ✓ تتميز الاختبارات الفرعية بقدرتها على التنبؤ كما أثبتت الأبحاث.
- ✓ تتضمن اختبارات تهتم بإدراك المفاهيم ، والطلاقة في الأداء.
- ✓ مشتركة الاستخدام في مناهج الصفوف الأولى.
- ✓ يمكن تدريس مهارات الاختبارات الفرعية.

- **اختبار أداة "تقييم مهارات الرياضيات في السنوات الأولى:** بعد انتهاء التدريب مباشرة، اختبر فاحصو وزارة التربية و التعليم "أداة تقييم مهارات الرياضيات في السنوات الأولي" على ٢٤٩ تلميذ/تلميذة في مراحل التعليم الابتدائي الثلاثة الأولى في ٩ مدارس موزعة في محافظات المنوفية وبني سويف والسويس (بمعدل ثلاث مدارس من كل محافظة)، بالإضافة إلى ٥٠ تلميذ/تلميذة من مدرسة واحدة في الجيزة. وكان الهدف من الاختبار التجريبي هو التأكد من أن الأداة المستخدمة لم تكن أسهل من اللازم، أو أصعب من المطلوب بالنسبة لمجمل أداء التلاميذ في تلك الفصول، وأن الأداة اختبرت التلميذ/التلميذة المتفوق والضعيف بطريقة يمكن الاعتماد عليها، وقد أكد الاختبار نجاح السمات الرئيسية للأداة وهي: **أولاً:** السرعة (يمكن اختبار كل تلميذ/تلميذة خلال ٢٠ دقيقة)، **وثانياً:** فهم التلاميذ لها علي مختلف أعمارهم بكل وضوح، **وثالثاً:** توفر بيانات صحيحة يمكن الاعتماد عليها. ولدي فاحصي الوزارة الأربعة عشر حافز قوى، وقدرة علي تطبيق أداة تقييم مهارات الرياضيات في السنوات الأولي بصورة صحيحة.

- **نتائج الاختبار:** إن العينة الصغيرة والمتنوعة من التلاميذ/التلميذات الذين تم اختبارهم في هذا التنفيذ التجريبي كانت كافية لاختبار فائدة الأداة بشكل كامل ، ومدي القدرة علي الوثوق بها (الثبات) . وكما كان متوقعًا، كان هناك انخفاض عام في أداء التلاميذ/التلميذات حيث إن الاختبارات الفرعية والأسئلة المضمنة ازدادت من حيث المفاهيم والصعوبة بشكل تدريجي. وتظهر كافة الاختبارات أيضًا التقدم المتوقع في أداء الطلبة في الصفوف من الأول إلى الثاني إلى الثالث.

لم تكن عينة التلاميذ/التلميذات كبيرة بما يكفي، أو قادرة علي تمثيل نتائجهم لتعميمها، أو اعتبارها قياسات صادقة لأداء التلاميذ المصريين، ولا استقراء النتائج الكلية، ومع ذلك فإن النتائج التجريبية تشير إلى أن التلاميذ يعرفون أساسيات حقائق مهارات الرياضيات، والقواعد والإجراءات. ولكنهم يجدون صعوبة عند تطبيق ما يعرفونه: طلاقتهم منخفضة للغاية، وأدائهم بطيء. وتوحي هذه النتائج بأن التلاميذ/التلميذات حفظوا هذه القواعد والوقائع والإجراءات الخاصة بمهارات الرياضيات، ولكنهم لم يمارسوها بشكل كافٍ. وهناك حاجة إلى تطبيق دراسة أساس بشكل كامل لتقييم مهارات الرياضيات للسنوات الأولي من أجل إعطاء مقاييس دقيقة لأداء السنوات الأولي في مصر، أو في بعض المناطق الفرعية المحددة.

- **الأداة جاهزة:** إن التحليل الإحصائي للبيانات التجريبية (راش واختبارات كرونباخ) أكدت أن جميع الاختبارات الفرعية وأسئلة الاختبار لتقييم مهارات الرياضيات في السنوات الأولي، تم تأديتهما بصورة مرضية، لم يكن أي من الاختبارات الفرعية أو الأسئلة شديد الصعوبة أو شديد السهولة، وأبليت الأداة بلاء حسنا في اختبار الكثير من قدرات الطلبة. أداة تقييم مهارات الرياضيات في السنوات الأولي المصرية جاهزة الآن للتطبيق الكامل لقياس مهارات محددة في الرياضيات والتي تحتاج إلى تعزيز ومقارنة الأداء مع دول أخرى.

- **الخطوات التالية:** إن مشروع تحسين الأداء التعليمي للبنات على استعداد لتقديم الدعم الفني لوزارة التربية والتعليم في مطلع السنة المالية لعام ٢٠١٣ لتنفيذ دراسة أساس حول مهارات الرياضيات للسنوات الأولي من الدراسة باستخدام أداة تقييم مهارات الرياضيات في السنوات الأولي المصرية.

للمزيد من المعلومات، يرجي التواصل مع:

باربرا ولش

مديرة المشروع – مشروع تحسين الأداء التعليمي للبنات

btoyewelsh@gilo.rti.org

أمثلة من أسئلة أداة تقييم مهارات الرياضيات (EGMA)

- أربعة أطفال في الغرفة، دخل طفلان آخرين، فكم طفل في الغرفة؟
- هناك ٩ ألعاب، ثلاثة أطفال يتشاركون الألعاب بالتساوي، فكم لعبة لكل طفل؟

FACT SHEET

Benchmarks for Early Grade Reading Skills in Egypt

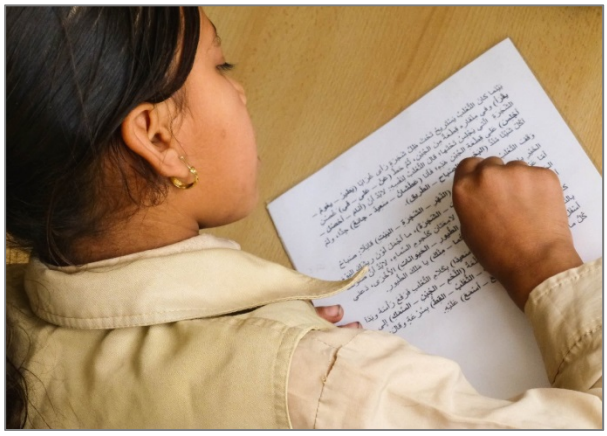
BACKGROUND

From 2008, beginning with the Girls' Improved Learning Outcomes (GILO) project, USAID has supported teacher training and learning resources for improved early grade reading in Egypt. In 2011, the Ministry of Education (MOE) adopted the GILO Early Grade Reading Program as a national project for implementation in Grades 1 and 2 of all 16,000+ MOE primary schools. GILO and USAID have continued support to MOE in training trainers, providing teacher resources for all primary schools, and promoting enhanced supervision of early grade teachers in Arabic reading instruction.

In spring 2013, USAID supported the MOE to conduct the first national baseline assessment of early grade reading skills. Findings of this national Grade 3 EGRA were presented to the MOE in June 2013 in a policy workshop. The workshop initiated USAID support to establish target benchmarks for improved reading skills in Grade 3 of MOE schools.

Purposes of the National EGRA Baseline for Egypt Grade 3

- Inform policy decision and planning by the Government of Egypt for improved reading instruction and student learning outcomes,
- Infuse EGRA findings into the development of MOE curricula and teaching resources for enhanced reading instruction in Grade 3,
- Establish a national baseline of Grade 3 reading skills to measure future progress in enhanced reading performance in MOE schools, and
- Strengthen the MOE capacities to implement EGRAs.



EGYPT JOINS MEXICO AT THE FOREFRONT OF READING BENCHMARKS

It is nearly a decade since Mexico became the first – to our knowledge – middle-income country to establish specific benchmarks for reading skills in the early grades. Egypt is now the second middle-income state – and the first Arabic-language population – to consider setting benchmarks for reading proficiency in specific grades. Benchmarking early grade reading proficiency is also underway in Uganda and Liberia.

THE PROCESS OF SETTING BENCHMARKS

A semi-annual meeting of MOE Early Grade Reading Units from all muderiyas in June 2013 was the opportunity for a policy workshop on reading benchmarks. The 1.5-day workshop immediately preceded the planning meeting for MOE's Early Grade Reading Program and included all meeting participants. The workshop objectives were:

- Present MOE reading program leaders with key findings of the national EGRA 2013 baseline on the current reading proficiency of Grade 3 students, and
- Orient and engage participants in a participatory process of setting Grade 3 reading benchmarks.

Nearly 100 central ministry and muderiya staff and leaders of the Professional Academy of Teachers committed to the MOE Early Grade Reading Program attended the workshop. The workshop agenda comprised:

- A presentation on the results of the national EGRA baseline for Grade 3.
- A morning presentation on benchmarking and key EGRA data and analyses that inform benchmarks for specific reading skills.
- Small group reflection on the EGRA data and group recommendations for select benchmarks.
- The presentation of group recommendations for Grade 3 benchmarks in plenary session and identifying consensus benchmarks across groups.

THE SUBTASKS AND EMPIRICAL DATA FOR EGYPT BENCHMARKS

The policy workshop proposed that the MOE set Grade 3 benchmarks for 4 reading subtasks: letter sound knowledge, nonword reading, oral reading fluency (passage reading), and reading comprehension. Benchmarks include shares of students with zero scores in each subtask. All benchmarks were proposed for achievement within five years, i.e. by 2018.

The findings of three Early Grade Reading Assessments in Egypt chiefly informed these benchmarks:

- The 2009 regional EGRA baseline of Grade 2 reading skills conducted by GILO.
- The 2011 regional EGRA of improved Grade 2 reading outcomes in GILO-supported schools.
- The 2013 national EGRA baseline of Grade 3 reading skills in MOE schools.

Comparative statistics from industrial countries on average reading proficiency for specific reading skills completed the empirical data considered by workshop participants. Participants were also exposed to neuroscience understandings on the importance of reading *speed* for comprehension.

The **table** below presents the specific Egyptian data on reading skills proficiency applied to MOE benchmarking for Grade 3.

NEXT STEPS IN SETTING BENCHMARKS

The consensus benchmarks recommended by workshop participants will be reviewed by reading experts for grade appropriateness. Benchmark recommendations for Grade 3 reading skills will be presented for MOE consideration.

CONTACT INFORMATION

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Metric	Letter Sounds	Nonword Reading	Oral Reading Fluency	Reading Compre-hension
Grade 3 reading benchmarks proposed by MOE participants in June 2013 policy workshop.	50 clspm	25 cnonwpm	60 cwpm	80% [1]
Average Grade 3 baseline scores (EGRA 2013).	19 clspm	6 cnonwpm	22 cwpm	33% [1]
Share of Grade 3 students reading at or above *proposed* benchmark level in EGRA 2013 baseline.	5%	1%	4%	9%
Share of *Grade 2* students reading at or above the proposed Grade 3 benchmark *after* 6 months of GILO EGRP	19%	12%	13%	NA
Share of Grade 3 students with **zero** scores in EGRA 2013 baseline.	18%	27%	22%	35%
Share of *Grade* 2 students with **zero** scores *after* 6 months of GILO EGRP.	11%	33%	21%	NA

Notes:

[1] Percentage of questions answered correctly.

clspm = correct letter sounds read per minute.

cnonwpm - correct nonwords read per minute.

cwpm = correct words per minute.

تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

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من الشعب الأمريكي

تقييم مهارات القراءة للصفوف الأولى

تقرير سير عمل – سبتمبر ٢٠١١

- **اسم المشروع:** تحسين الأداء التعليمي للبنات
- **تاريخ بدء المشروع والتاريخ المتوقع لنهايته:** فبراير ٢٠٠٨ – سبتمبر ٢٠١٣
- **الشركات الاستشارية القائمة بالتنفيذ:** الشركة الرئيسية: المعهد تراينجل للأبحاث (RTI). المقاولون الفرعيون: World Education, CID Consulting, Keys to Effective Learning, Infonex
- **أداة التنفيذ:** الوكالة الأمريكية للتنمية الدولية/ مصر
- **الغرض من المشروع:** دعم وزارة التربية والتعليم في تحسين جودة التعليم الابتدائي وتدريس القراءة باللغة العربية في الصفوف الأولى. توضيح آثار أساليب تدريس القراءة في الصفوف الأولى والتي تعتمد على تركز البيانات. ويعتمد أسلوب التدريس هذا على أدلة مبنية على أفضل الممارسات في شتى أنحاء العالم.
- **تصميم الدراسة:** قام المشروع باستخدام تصميم يعتمد على اختيار عينة عشوائية واستخدام عناصر ضابطة مع هذه المجموعات غير المتداخلة من تلاميذ الصف الثاني الابتدائي. وتضمنت المجموعة الأولى (٢٠٠٩) ٤٤٤ تلميذا من مدارس المجموعة التجريبية و٤٦٥ تلميذا من مدارس المجموعة الضابطة. أما المجموعة الثانية (٢٠١١) فضمت ٥٧٤ تلميذا من نفس مدارس المجموعة التجريبية و ٦٣٥ تلميذا من نفس مدارس المجموعة الضابطة. وقد تلقى المدرسون في مدارس المجموعة التجريبية متوسط ٤٢ ساعة تدريب متخصص وقاموا بتطبيق برنامج القراءة في الصفوف الأولى لمدة ستة أشهر (اكتوبر–يناير ومارس– إبريل) في العام الدراسي ٢٠١٠/٢٠١١.
- **سير العمل حتى سبتمبر ٢٠١١:** باستخدام ثلاثة مقاييس رئيسية لتقييم القراءة للصفوف الأولى أظهرت نتائج التلاميذ تحسنا كبيرا في مدارس المجموعة التجريبية. وبالنسبة **لقراءة المقاطع**، فإن متوسط المقاطع التي تمت قراءتها بصورة صحيحة في دقيقة واحدة زادت من ٩,٧٦ الى ٢٨,٤٧ مقطعا (أكثر من ١٩٢%) وذلك بعد ستة أشهر من تنفيذ البرنامج. وكان التغيير في مدارس المجموعة الضابطة في نفس مقياس قراءة المقاطع أكثر من ١٨% وذلك بعد أن كان المتوسط ٨,٥٥ مقطعا صحيحا في الدقيقة في عام ٢٠٠٩ وأصبح ١٠,١٠ مقطعا صحيحا في ٢٠١١. ويتماشى هذا التحسن في مدارس المجموعة الضابطة مع تأخير تطبيق تقييم مهارات

القراءة للصفوف الأولى في عام ٢٠١١ (ابريل – مايو) مقابل عام ٢٠٠٩ (يناير– فبراير).وبالنسبة لقراءة الكلمات، فقد أظهر تلاميذ الصف الثاني في مدارس المجموعة التجريبية تحسنا بنسبة ١١١% في متوسط عدد الكلمات التي تمت قراءتها بصورة صحيحة في الدقيقة، حيث ارتفع من ٧,٣٥ كلمة صحيحة في عام ٢٠٠٩ إلى ١٥,٥٠ كلمة صحيحة في ٢٠١١. وكان التحسن المقابل في مدارس المجموعة الضابطة بنسبة ٣٤% وذلك من متوسط منخفض بلغ ٥,٥٦ كلمة صحيحة في عام ٢٠٠٩ الى ٧,٤٥ كلمة صحيحة في ٢٠١١.

ويوضح الجدول التالي هذه النتائج وتحسن متوسط نتائج الطلاقة في القراءة الشفهية:

معايير تقييم مهارات القراءة للصفوف الأولى	متوسط النتائج، مدارس المجموعة التجريبية		نسبة التغير
	٢٠٠٩	٢٠١١	
قراءة المقاطع	٩،٧٦	٢٨,٤٧	اكثر من ١٩٢ %
قراءة الكلمات	٧،٣٥	١٥,٥٠	أكثر من ١١١ %
الطلاقة في القراءة الشفهية	١١،٠٩	٢١,١٤	اكثر من ٩١ %

كيفية تحقيق النتائج: قام فريق مشروع تقييم القراءة للصفوف الأولى، بدعم من مجموعة عمل من وزارة التربية والتعليم تتكون من أخصائيين في اللغة العربية وأخصائيين في وضع المناهج وخبراء لغويات معروفين، بإعداد استراتيجية وحزمة أساليب خاصة بالقراءة في الصفوف الأولى وحزمة أساليب لتدريب المدرسين. وقد تضمنت الاستراتيجية وحزمة الأساليب العناصر الهامة التالية:

- ✓ **الوقت المحدد لبرنامج القراءة للصفوف الأولى:** أعلنت وزارة التربية والتعليم وجوب تخصيص المدرسين لعشرين دقيقة يوميا لتنفيذ برنامج القراءة للصفوف الأولى.
- ✓ **الدروس المنتظمة والمباشرة:** قام المدرسون باستخدام كتيب يتضمن أساليب تدريسية خاصة بحروف الأبجدية العربية الثمانية والعشرين وأوراق تدريبات للتلاميذ وتسلسل محدد.
- ✓ **موارد صوتية:** قام المدرسون باستخدام كتاب ذي ورق قلاب في الدروس لتوضيح صوت الحروف في بداية ووسط ونهاية الكلمات.
- ✓ **مصادر التعلم الإلكتروني:** تم تزويد المدرسين بمنتجات تعلم الكتروني متعددة توضح استراتيجيات التعلم النشط، وصوت حروف الأبجدية والكتاب كبير الحجم. وقد تم إجراء أبحاث حول كل منتج وتم تطويره واختباره ومراجعته بعناية.
- ✓ **البيئة الحساسة للنوع الاجتماعي:** قام المدرسون بتطبيق استراتيجيات لتحقيق توازن في خبرات التعلم الإيجابية بين الأولاد والبنات من خلال: لعب الأدوار وإعطاء ١٠ ثواني للإجابة على كل سؤال، جلوس الفتيات في الصفوف الأولى، اختيار موارد تعليمية تعطي الأولاد والبنات أدوار مماثلة.
- ✓ **تدريب وإشراف مكثف:** تم تزويد مدرسي الصف الثاني بتدريب مباشر لمدة ١٢ يوما بالإضافة الى زيارات مدرسية منتظمة تضمنت عملية تدريب وإشراف. وكان المدرسون يلتقون مرة أسبوعيا لتبادل الخبرات والدروس المستفادة والتحديات.

- ✓ **دعم وحدة التدريب والتقييم الموجودة في المدرسة:** قام المدرسون الأوائل ورؤساء وحدات التدريب والتقييم الموجودة في المدارس بتنظيم تدريب للمدرسين في المدارس وقدموا لهم الموارد والتوجيه والتدريب.
- ✓ **البرنامج الصيفي للقراءة:** قامت بعض مدارس المجموعة التجريبية بتطبيق برامج صيفية قصيرة للقراءة تزعمها المدرسون وأولياء الامور. وقام التلاميذ بممارسة مهارات القراءة من خلال أساليب مختلفة مثل قراءة القصة والتمثيل وحكايات العرائس والألعاب والأغنيات والفنون والأعمال اليدوية.
- ✓ **الدعم من الوكالة الأمريكية للتنمية الدولية في مصر:** كانت الوكالة الامريكية للتنمية الدولية داعمة لاستراتيجية عالية التركيز تقوم على قياسات وأبحاث تجريبية وقامت بتنظيم زيارات ميدانية توفير. فرص للمسئولين من وزارة التربية والتعليم والزائرين من الخارج، ومن الوكالة الامريكية للتنمية الدولية لرؤية الإنجازات في الفصول الدراسية.

الخطوات التالية: طالبت وزارة التربية والتعليم مشروع تحسين الأداء التعليمي للبنات بدعم التوسع في تطبيق مشروع تقييم مهارات القراءة للصفوف الأولى في كافة فصول المرحلة الأولى في المحافظات الأربعة التي تم تطبيق المشروع فيها بدءا من سبتمبر ٢٠١١. وسيقوم بدعم تنفيذ تقييم القراءة للصفوف الأولى في الصف الأول الابتدائي في محافظتين أخريين هما البحيرة والقاهرة في أكتوبر ٢٠١١. وبناء على طلب وزارة التربية والتعليم، سوف يقوم مشروع تحسين الأداء التعليمي للبنات بدعم تطبيق تقييم مهارات القراءة للصفوف الأولى في المرحلة الأولى في المحافظات الباقية في العام المالي ٢٠١٢.

للمزيد من المعلومات الإضافية:

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

Early Grade Reading Assessment (EGRA): Egypt

Progress Report – September 2011

- **Project Name:** Girls' Improved Learning Outcomes (GILO)

- **Start Date to Projected End Date:** February 2008 to September 2013.

- **Contractors:** Prime: RTI International; Subcontractors: World Education, CID Consulting, Keys to Effective Learning, Infonex

- **Implementation Vehicle:** U.S. Agency for International Development (USAID)/Egypt

- **Description of Purpose:** To support the Egypt Ministry of Education to improve the quality of primary education and the teaching of reading in Arabic in the early grades. To demonstrate the impact of highly-focused, data-based approaches to reading instruction in the early grades. The approach is based on evidence on best practice from around the world.

- **Study design:** The project used a randomized controlled design, with non-overlapping cohorts of Grade 2 students. The first (2009) cohort included 444 students from 30 intervention schools and 465 from 30 control schools. The second (2011) cohort comprised 574 students from the same intervention schools and 635 from the same control schools. Teachers in intervention schools received an average of 42 hours of professional development and implemented the Early Grade Reading Program for 6 months (October – January, March – April) in the 2010/11 school year.

- **Progress through September 2011:** Student outcomes on three key measures of the Early Grade Reading Assessment showed very significant improvement in intervention schools. On *Syllable Reading*, the mean number of syllables correctly read in one minute increased from 9.76 to 28.47 syllables (+192%) after six months of program implementation. The change in control schools on this same Syllable Reading measure was +18% -- from a mean score of 8.55 correct syllables per minute in 2009 to 10.10 correct syllables in 2011. This improvement in control schools is consistent with the delayed implementation of EGRA in 2011 (April-May) versus 2009 (January-February).

In *Word Reading*, Grade 2 students from the intervention schools showed a 111% improvement in the mean number of words read correctly in one minute: from 7.35 correct words in 2009 to 15.50 correct words in 2011. The comparable improvement in control schools was 34% -- from the low mean score of 5.56 correct words in 2009 to 7.45 correct words in 2011.

These results, and the improved mean scores in *Oral Reading Fluency*, are presented in the following table:

EGRA Measures	Mean Scores, Intervention Schools		% Change
	2009	2011	
Syllable Reading	9.76	28.47	+ 192%
Word Reading	7.35	15.50	+ 111%
Oral Reading Fluency	11.09	21.14	+ 91%

- **How the results were achieved:** The project EGRP Team, supported by the Ministry of Education Working Group comprised of Arabic Language Specialists, Curriculum Specialists, and renowned senior linguists, developed an Early Grade Reading Strategy and Package for teacher training. The Strategy and Package included the following essential elements:

  - **Established time for EGRP:** The Ministry of Education declared 20 minutes each day for teachers to implement the Early Grade Reading Package.
  - **Explicit and direct lessons:** Teachers used a manual with instructional routines for the 28 Arabic letters, student work sheets and sequence.
  - **Phonics resources:** Teachers infused an Alphabet Flip Book into lessons for demonstrating letter sounds of at the beginning, middle and end of a word.
  - **E-learning resources**: Teachers were provided with several E-learning products demonstrating Active Learning Strategies, Sounds of the Alphabet, and Big Book. Each product was carefully researched, developed, piloted and revised.
  - **Gender sensitive environment:** Teachers practiced strategies to balance positive learning experiences for both boys and girls through: taking turns, giving 10 seconds to answer a question, seating girls at the front of the room, and selecting resources with girls and boys in similar roles.

  - **Intense training and supervision:** Grade 2 teachers were provided with 12 days of face-to-face training and regular in-school visits that included coaching and supervision. Teachers met once a week to share teaching experiences, lessons learned and challenges.
  - **School-Based Training & Evaluation Unit support:** Senior teachers and heads of the school-based Training & Evaluation Units organized teacher training in the school, providing resources, mentoring and coaching.
  - **Summer Reading Program:** A number of intervention schools conducted short Summer Reading Programs lead by teachers and parents. Students practiced reading skills through a variety of genres, storytelling, role play, puppetry, games, songs, and arts and crafts.
  - **A supportive USAID/Egypt Mission:** The USAID Mission in Egypt was supportive of a highly focused strategy based on measurement and empirical research and facilitated field visits and opportunities for the Ministry of Education, international visitors and USAID colleagues to observe the achievement in classrooms.

Next steps: The Ministry of Education requested GILO support for an expansion of the EGRP to all Grade 1 classrooms in the 4 Project Governorates from September 2011. GILO will support the implementation of an Early Grade Reading Assessment in Grade One in two other governorates – El-Beheira and Cairo -- in October 2011. At Ministry of Education request, GILO will support the national roll-out of EGRP in Grade 1 in all remaining governorates in FY2012.

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Stories of Change

Girls' Improved Learning Outcomes (GILO)

WORKING TOGETHER to get GIRLS BACK IN SCHOOL

The students at Dalqaam basic education school are not only committed to their own education, but to the education of their peers as well. This rural school in Al-Minia governorate is a prime example of the positive effects that building a bridge between the community and the school can have on girls' education.

GILO began working with this school in 2008 and quickly supported community members to form a Community Education Team (CET). This subcommittee of the school Board of Trustees (BOT) is made up of teachers, administrators, and other members of the Dalqaam community, who are tasked with identifying and addressing challenges specific to girls' education. After some initial training from GILO staff, the CET launched into action. Their first task was to determine the existing educational obstacles in the community and school.

Heba Ali and Samar Gamal, CET members and female teachers at Dalqaam School, were particularly motivated by GILO and CET efforts. Together with the other CET members, they enlisted fellow teachers and students to participate in group discussions on issues and challenges facing students at their school. Students, both boys and girls, were surprised to find out that they could have a role to play in the success of their community and school. Several of them became excited to contribute to the efforts of the CET and wanted to give more of their time to make improvements for themselves and others.

The students' first role was to investigate the number of girls and boys not attending school regularly and of those who had ceased attending altogether. It quickly became clear that there was a high prevalence of drop outs at Dalqaam school. In fact, their research showed that dropping out was one of the main problems among preparatory students, especially girls. Several preparatory school students, including Azhar Alaa Mohamed and Fawzia Farag Sayed, worked together to identify eight cases of drop outs among girls at the preparatory 2 level. The girls who stopped attending were former classmates and Azhar and Fawzia were determined to help their friends return to school.

With the support of the CET, Azhar, Fawzia, and three others began to raise awareness among parents so that their classmates could return to school. The students visited the girls' homes and found out that one of the girls had been taken out of school to help with housework while her family worked the farm and fields, and another girl had gotten engaged and would be married soon, which led her parents to take her out of school. They managed to convince the girls to return to school to take their term 1 and term 2 exams in order to maintain their places at the prep 2 level. This is an important first step in getting the girls back in school. By taking the exams they are still able to continue their studies in the system. Additional support is provided by CET members Heba and Samar, who are looking into ways to supplement the girls' education from home before the upcoming year. They are also working with Azhar and Fawzia and the other students to find solutions for the other six girls who have ceased attending school.

These ongoing efforts to improve educational access and outcomes for girls represent a real commitment on the part of community members and school staff to come together to solve problems for the benefit of girls and boys in their community. The work of the CET has served to empower students and teachers who never before believed that they were capable of leading education reform. Because of the CET, they have now begun to recognize the value of their efforts. Above all, these women and girls recognize the importance of their voice and participation in the process.

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What is the Girls' Improved Learning Outcomes (GILO) project?

Girls' Improved Learning Outcomes (GILO) is a three-year project of USAID in Egypt which aims to increase the educational enrollment and achievement of girls in basic, primary and preparatory schools.

Who do we work with?

GILO works with multiple stakeholders to support the implementation of Egypt's strategy of School Based Reform in local communities and idarras, chiefly in Upper Egypt. The key stakeholders of GILO include: teachers, board of trustees, school administrators and supervisors, students, parents, community representatives, and the staff of concerned government agencies at district, governorate and national levels.

What do we do?

Expand girls' access to quality education in remote and deprived areas of Upper Egypt

- Provide girl-friendly furniture and equipment for 300 schools.
- Establish temporary and multi-grade classes for girls not yet in school.
- Foster greater community involvement in promoting girls' education and supporting quality education in local schools.
- Monitor improvements in the enrollment and educational performance of girls.

Improve the quality of teaching and learning in targeted schools and districts

- Train teachers in effective techniques for active and meaningful learning of young students.
- Introduce educational materials and pedagogical practices especially friendly to girls.
- Enhance school's use of information and assessment to sustain improvements in teaching and learning.
- Increase the use of information technology teaching, learning and classroom activities.

Strengthen education management and school governance through increased parent, community and civil society participation

- Train school principals, administrators, and supervisors in effective education management and school leadership.
- Support the use of school-based information systems to improve school decision-making and the development of School Improvement Plans.
- Promote greater involvement of parents and communities in school governance and management.
- Support and train communities to form capable and active Boards of Trustees (BOTs).

Strengthen the capacity of relevant GOE authorities to adopt innovative approaches for school construction and maintenance

- Provide technical support to the General Authority for Education Buildings (GAEB) for more decentralized construction and maintenance of schools.
- Promote cost-savings and community choice in school planning, design and building.
- Assist select government agencies committed to expanding the supply of schools.

Girls' Improved Learning Outcomes (GILO)
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ما هو مشروع "تحسين الأداء التعليمي للبنات" ؟

مشروع "تحسين الأداء التعليمي للبنات" هو مشروع للوكالة الأمريكية للتنمية الدولية في مصر ويتم تنفيذه على مدار ثلاث سنوات . ويهدف المشروع في المقام الأول إلى تحقيق زيادة في معدلات التحاق الفتيات بالتعليم وتحسين أدائهن في مراحل التعليم الأساسي والابتدائي والإعدادي .

من هي الكيانات المعنية التي نعمل معها ؟

يعمل هذا المشروع مع العديد من الكيانات المعنية وذلك من أجل دعم تنفيذ استراتيجية الحكومة المصرية للإصلاح المتمركز على المدرسة والإدارات التعليمية خاصة في منطقة صعيد مصر. وتضم هذه المجموعة عناصر من المدرسين ، مجالس الأمناء ، مديري ومشرفي المدارس بالإضافة إلى الطلبة وأولياء الأمور وممثلي المجتمعات والعاملين بالجهات الحكومية المختصة على مستوى المركز والمحافظة والمستوى القومي .

ما الذي نسعى لتحقيقه ؟

زيادة فرص حصول الفتيات على تعليم ذي جوده في المناطق النائية والمهمشة:

- توفير أثاث مدرسي وأجهزة أكثر ملائمة للفتيات لعدد ثلاثمائة (٣٠٠) مدرسة .
- تأسيس فصول مدرسية مؤقتة وفصول متعددة المراحل للفتيات التي لم يسبق لهن الالتحاق بالتعليم .
- تشجيع مشاركة أكثر فعالية من قبل المجتمعات المحلية وذلك من أجل تحسين الأداء التعليمي للبنات وزيادة دعم التعليم ذي الجودة بالمدارس المحلية .
- متابعة التطورات في معدلات الالتحاق والأداء التعليمي للفتيات .

تحسين جودة التدريس والتعليم في المدارس والمراكز المستهدفة:

- تدريب المعلمين على التقنيات الفعالة للتعلم النشط والهادف لصغار التلاميذ .
- إدخال وسائل تعليمية وممارسات تربوية خاصة الصديقة والأكثر ملائمة للفتيات .
- تعظيم ودعم استخدام المدارس للمعلومات وأساليب التقييم لضمان استمرارية التطور في أساليب التدريس والأداء التعليمي .
- زيادة ودعم استخدام تكنولوجيا المعلومات في عمليات التدريس وشحذ القدرة على التعلم وأيضا بالنسبة إلى الأنشطة داخل الفصول .

تعزيز أسلوب إدارة العملية التعليمية والحكم الرشيد داخل المدارس من خلال زيادة ومشاركة أولياء الأمور والمجتمعات المحلية والمجتمع المدني:

- تدريب نظار / مديرى المدارس والإداريين والمشرفين وذلك على أسلوب الإدارة الفعالة للعملية التعليمية والقيادة المدرسية .
- دعم استخدام أنظمة المعلومات المتمركزة على المدارس لتحسين أسلوب اتخاذ القرار وتطوير خطط تحسين المدارس .
- تشجيع وزيادة المشاركة الفعالة من قبل أولياء الأمور والمجتمعات المحلية في الإدارة والحكم الجيد داخل المدارس .
- تدريب و دعم المجتمعات المحلية و ذلك على تشكيل مجالس الأمناء بشكل فعال و نشط .

بناء قدرات الجهات الحكومية ذات الصلة لتبني أساليب مبتكرة وحديثة لبناء وصيانة المدارس:

- توفير الدعم الفني للهيئة العامة للأبنية التعليمية وذلك من أجل نشر ودعم اللامركزية في عمليات بناء وصيانة المدارس .
- العمل على ترشيد التكلفة وتشجيع المشاركة المجتمعية في عمليات التخطيط وتصميم وبناء المدارس .
- توفير الدعم لعدد مختار من الجهات الحكومية الملتزمة بالتوسع في زيادة عدد المدارس .

An Introduction to GILO

February 2008 — RTI International is awarded a 3-year contract from the United States Agency for International Development to increase the educational enrollment and achievement of girls in basic, primary and preparatory schools – chiefly in rural, remote communities.

Who do we work with?

- More than 300 schools in 15 *idaras* of al-Fayoum, Beni Suef, al-Minia, and Qena governorates in Upper Egypt.
- The Ministry of Education – Central ministry, *muderiya, idara* and school levels.
- Teachers, supervisors, school administrators, boards of trustees, parents, and community representatives.

GILO Goals

- Expand girls' access to quality education in remote and deprived areas of Upper Egypt.
- Improve the quality of teaching and learning in targeted schools and districts.
- Strengthen school management and governance through increased parent and community participation.
- Support strengthened institutional capacity for decentralized governance.

GILO Achievements

- ✓ Increased girls' enrollments in communities of priority need.
- ✓ Professional training and development of:
  - 9,000 teachers
  - 2,500 instructional supervisors
  - 1,400 school administrators
  - 1,500 educational supervisors
  - 1,200 school-based trainers
- ✓ More than 2100 classrooms, 160 computer labs and 40 science labs furnished.
- ✓ Significant and measured improvements in classroom instruction and school management in supported schools MOE investments and institutional commitment to enhance instruction in Early Grade Reading.
- ✓ Communities mobilized to address constraints to girls' access to education and learning.
- ✓ Strengthened planning and execution of school improvements and maintenance.
- ✓ Fiscal decentralization of MOE facilitated and enhanced through technical support and training.
- ✓ Enhanced capacity of school Boards of Trustees to perform their roles and responsibilities in school governance.

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

Internet e-Learning Portal for Early Grade Reading – Grade 1

December 2012

Project Name

Girls' Improved Learning Outcomes (GILO)

Project Duration

February 2008 to March 2013.

Project Purpose

- Expand girls' access to quality education in remote and deprived areas of Upper Egypt.
- Improve the quality of teaching and learning in targeted schools and idaras.
- Strengthen school management and governance.

GILO Support for Early Grade Reading

Since early 2010, GILO has worked closely with the Ministry of Education in the development, piloting and scale-up of a national Early Grade Reading Program (EGRP) of enhanced Arabic reading instruction in Primary Grades 1 and 2. GILO support has provided for: i) the development, printing and national distribution of certified teacher guides and learning resource materials, ii) training and coaching of trainer cadres, education leaders, Arabic language supervisors, and teachers to effectively apply the instructional routines, and iii) empirical assessments of reading skills in select samples of early grade students.

GILO also supported the development of a model e-learning portal for Grade 1 instruction. This online resource provides continued access to EGRP materials, professional exchange and learning by new and existing teachers and language supervisors for improved reading instruction in early grades. This Brief presents the design and key features of this prototype Arabic internet portal for Early Grade Reading.

Overview of the EGRP e-Learning Portal

The first Arabic portal for EGRP instruction has a single course of two (2) modules:

- Module 1 introduces EGRP, its components and the central role of *phonemic awareness* in learning to read in four (4) lessons.
- Module 2 provides resources and activities for interactive learning and classroom reading instruction for Grade 1 in three (3) lessons. Resources include detailed and scripted routines for classroom instruction in learning the Arabic alphabet, sound blending and discrimination, and reading skills. Included in this second module are four (4) different learning activities for each of the 27 Arabic letters. Each is a separate worksheet for student practice.

MOE Arabic specialists and GILO's early grade reading expert closely supported development of the course. Both modules were also tested and critically reviewed for content and design by Grade 1 teachers.

Next Steps

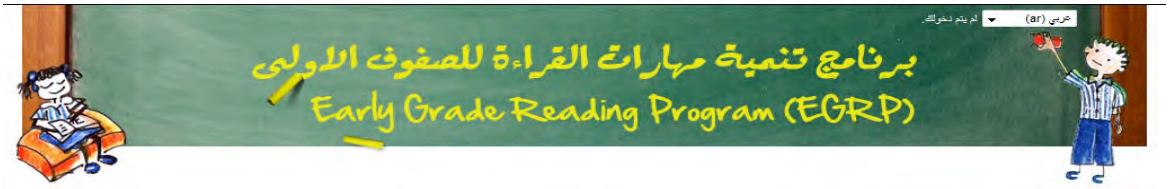
GILO supports MOE in the certification and administration of the EGRP e-Learning Portal by the Professional Academy of Teachers (PAT). Certification of the portal and a cadre of MOE trainers to assist teachers, language supervisors and school leaders to access and use these virtual resources, will launch Arabic EGRP "online" for all Egyptian educators.

"Lesson 3" from the Module 1 slideshow.

Portal Description and Key Features

The EGRP e-Learning Portal is an open-source Learning Management System developed using the Moodle system globally popular with educators. Over 32 million students in 205 countries and 80 languages access interactive online learning on Moodle platforms today. Users of the EGRP Portal self-enroll online.

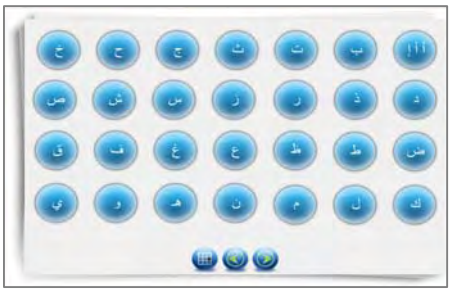
The course lessons in each module are presented in slideshows (*photo above*) that users navigate easily with "Next" and "Previous" arrow buttons.



Online learning is much more than slideshows. Key features of the EGRP online learning experience include:

- **Demonstration Videos:** On select slides, short videos present teachers using EGRP instructional routines in their Grade 1 classrooms to teach the Arabic alphabet. The videos load quickly on Moodle without pausing.

- **Letter Pronunciation Guide:** Module 1 includes a multimedia Flash applet to teach standard pronunciation of each Arabic letter. For each letter, teachers can choose different voices (woman, man and child voices) for students to hear and repeat.



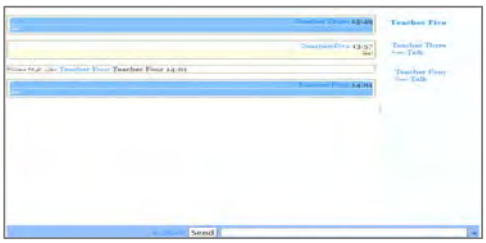
- **Quizzes:** A short quiz at the end of each lesson tests teachers' learning. A longer quiz at the end of each module tests teachers' readiness to continue to the next module, or review previous lessons. Quizzes can be taken multiple times with each attempt separately graded. All grades are recorded in the course Grade Book.

- **Printing & PDF:** Below the slideshow for each lesson, icons allow users to download in PDF or print a copy of that lesson.

- **Discussion Forums:** The EGRP Portal includes a discussion forum where users can post comments, create a new topic or reply to an existing topic. Using the forum, teachers can also upload and share video, audio, PDF, image or other files.

- **Video Conference:** Real-time collaboration and training is possible with chat, audio and live-video streaming for up to 6 persons and whiteboard, screen and content sharing. MOE trainers can use this feature to deliver new online classes or tailored instruction to small groups of teachers at agreed times.

- **Chat Room:** The chat feature supports real-time exchanges between users. Teachers can share thoughts and questions on their learning and EGRP resources.



USAID/Egypt GILO Project

Development Exchange Clearinghouse Submission

Contract No. 263-C-00-08-00010-00

Submitted by

RTI International

Girls' Improved Learning Outcomes (GILO)

Quality Education for Girls

USAID | EGYPT

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FACT SHEET

Girls' Improved Learning Outcomes (GILO)

OVERVIEW

From February 2008 to its scheduled end in March 2013, the Girls' Improved Learning Outcomes (GILO) Project has evolved from direct provision of training, technical support, classroom furniture, and IT equipment to selected primary and preparatory schools in four (4) governorates of Upper Egypt to Cairo-based technical assistance to muderiyas, idaras and central ministry for the national roll-out of MOE's Early Grade Reading Program. In addition, GILO has provided ongoing technical assistance to MOE decentralization.

EARLY GRADE READING

MOE adopted the GILO Early Grade Reading Program (EGRP) as a national program. Key milestones include:

2012-2013: Design and implementation of Grade 2 EGRP in *phonics, vocabulary* and *reading comprehension*.

June 2012: Professional Academy of Teachers certifies Grade 1 EGRP.

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- +192% in syllable reading,
- +111% in word reading,
- + 91% in oral reading fluency.

Increases are net gains greater than gains by control group.

2010-2011: MOE Working Group for Early Grade Literacy leads training and coaching of all Grade 1-2 teachers in 166 schools using *draft* lesson plans and resources.

2009: *Baseline* EGRA conducted with 2,876 Grade 2,3,4 pupils in 28 GILO-supported and 30 control schools in Fayoum, Minia and Qena. MOE requests GILO support to improve instruction of early grade reading.

2008: Adaptation and pilot testing of *Early Grade Reading Assessment (EGRA)* instrument in Arabic.

Key EGRP Outputs and Achievements

- 35,000 Grade 1 teachers trained in EGRP.
- 320 EGRP trainers certified.
- 48,000 packages of Grade 1 EGRP materials disseminated to 16,000 primary schools.

MOE DECENTRALIZATION

Since 2008, GILO continues USAID support for strengthening decentralized management of MOE and the General Authority for Educational Buildings (GAEB). Noted achievements with GILO support:

- MOE adoption of standard funding formula, based on enrollment and poverty, to allocate school maintenance budgets directly to schools.
- Decentralized allocation and direct disbursement of MOE budget for Technical Education from Ministry of Finance to muderiyas.
- MOE applies *Fiscal Discipline Manual* for decentralized management.
- Authority to plan, fund and decide school construction projects transferred from GAEB Central to MOE muderiyas in each governorate.
- Decentralization Support Units established and staffed in MOE central, muderiyas and idaras.
- Over 1,400 muderiya and idara administrators trained to implement decentralized systems.
- Over 2,700 classrooms, 160 computer labs and 50 science labs furnished; 60% of schools receive filtered Internet.
- Communities address constraints to girls' access to learning. Aggregate increase of 5.7% in net enrollment rate for girls in supported schools.
- Basic management information systems installed in 100% of supported schools and administrators trained in its use. IT Maintenance Team of 3-4 persons trained in each school.
- 99% of supported school complete self-assessments and School Improvement Plans and prepared for accreditation.
- Significant improvements in classroom teaching and school management as measured annually using standard USAID Egypt protocols (SCOPE and MAP).
- Strengthened execution of school improvements and maintenance in 99% of supported schools.

GILO SUPPORT TO SCHOOLS

From 2008 to July 2011, GILO provided direct training, technical assistance, coaching, classroom furniture, and IT equipment to 166 MOE primary and preparatory schools in Beni Suef, Fayoum, Minia, and Qena governorates. GILO-supported schools were chiefly in villages of lagging girls' enrollment.

Goals of GILO Support to Schools

- Expand girls' access to quality education in remote and deprived areas of Upper Egypt.
- Improve the quality of teaching and learning in targeted schools and idaras.
- Strengthen school management and governance.

GILO supported teachers, supervisors, school principals, school social workers, and board of trustees (BOTs) to achieve the following results:

- Professional training and development of: 9,200 teachers, 2,550 instructional supervisors, 1,960 school administrators, 1,680 educational supervisors, 1,270 school-based supervisors. All trainees complete 24+ training hours.

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تحسين الأداء التعليمي للبنات
Girls' Improved Learning Outcomes (GILO)

GILO Support for School IT: Key Elements and Lessons Learned

September 2012

Project Name

Girls' Improved Learning Outcomes (GILO)

Project Duration

February 2008 to March 2013.

Project Purpose

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GILO support for school IT chiefly comprised:

- Procurement and installation of 1380 desktop and 860 laptop computers, wireless networks, laser printers, datashow projectors, digital cameras, and software packages in 166 schools.
- Filtered Internet to schools with ADSL access (50% of supported schools).
- Installation and training in School Management Information Systems software.
- Mobilization, training and technical support of school-based teams for IT maintenance & technical support to users.
- Training and technical support to MOE Technology Development Centers (TDCs).
- Production and dissemination of digital IT training and reference resources for school- and TDC-based technical support providers.

Total IT procurement: US$ 3.37 million.

GILO Follow-Up of School IT

After schools prepared their own computer labs to specification, GILO and MOE Technology Development Centers in project idaras together installed the procured IT in schools from July to December 2010. Internet service was completed in the target 50% of supported schools in March 2011. Direct GILO support to schools ended in July 2011.

Nine months later, in March-May 2012, GILO conducted a follow-up study of stakeholder satisfaction and lessons learned from project support to school IT. The study comprised group surveys and focus-group discussions in a stratified, random sample of 53 schools – nearly one-third of GILO-supported schools. Participants included school principals and school boards of trustees (BOT), school-based IT maintenance & support teams, and TDC staff from all project-supported idaras. This brief presents key findings of this follow-up study.

School Experience with Installed IT

In the 17-20 months that schools have used their GILO-supplied IT, problems have been few. One-quarter of surveyed schools reported no problems at all and the majority of reported problems were datashow malfunctions. School

IT maintenance and support teams and TDC staff together rated GILO-supplied IT as "satisfactory" overall and a "very satisfactory" mix of desktop and notebook computers.

Study findings on key elements of GILO support to school IT are presented below.

School-based IT maintenance and support teams (M&S Teams)

Mobilizing, training and technically supporting school-based IT maintenance and support teams (M&S Teams) was a chief focus of GILO support for school IT. Enduring, *in-school* capacity to troubleshoot problems, maintain equipment and technically support users of school IT was a priority objective. GILO gave special emphasis to women's participation in M&S Teams.

The follow-up study of M&S Teams revealed:

- ✓ School-based M&S Teams are capable of sustaining higher-level technical support and maintenance (system reinstallations, virus scanning, filtered internet services).
- ✓ 94% of surveyed M&S Team members reported having been significantly assisted by GILO training and technical support to solve school IT problems, and 96% were now confident providing technical support to users (up from 49% before GILO support).
- ✓ 60% of M&S Team members shared their GILO learning by training teachers and administrators in their schools.
- ✓ 79% of surveyed M&E Team members felt the appreciation of school colleagues for their technical support. Over half (53%) of surveyed school principals demonstrated appreciation of M&S Teams by relieving them of other school duties and offering continued support.

GILO Digital Resources for IT maintenance and support (M&S)

For technical reference, multimedia learning resources that combine video and concise written presentations of information are strongly favored in Egypt today over print manuals. M&S Teams in GILO-supported schools and TDC staff in idaras and muderiyas gave high marks to digital resources for IT maintenance and support developed by GILO as trainee references and widely disseminated on DVDs.

GILO Digital Resources in IT Maintenance & Support

- Preventive IT Maintenance
- Routine IT Maintenance and How to Get Warranty / Vendor Support
- Managing / Maintaining School IT Services

The follow-up study found:

- ✓ 94% of M&S Teams and 85% of TDC staff surveyed reported using the GILO digital resources *after* training.
- ✓ Over 98% of respondents rated the GILO IT training references as "useful" in solving technical problems and training others and applicable to all school IT systems.
- ✓ 45% of surveyed M&S Team members had shared the digital IT references with other staff.

Sustainability of internet services

Smaller, remote villages that were GILO priority communities typically lacked access to landline telephone and ADSL services for internet. Less than 60% of supported schools could be served with internet. Internet services are valued: 96% of survey respondents judged them "important" for their school.

School budgets must now include fees to sustain Internet service. Almost 85% of respondents judged internet service a "high priority" budget item. Yet only 43% of surveyed schools had included internet services in their budgets. The sustainability of internet services merits priority attention by education projects.

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2008: Adaptation and pilot testing of *Early Grade Reading Assessment (EGRA)* instrument in Arabic.

Key EGRP Outputs and Achievements

- 35,000 Grade 1 teachers trained in EGRP.
- 320 EGRP trainers certified.
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MOE DECENTRALIZATION

Since 2008, GILO continues USAID support for strengthening decentralized management of MOE and the General Authority for Educational Buildings (GAEB). Noted achievements with GILO support:

- MOE adoption of standard funding formula, based on enrollment and poverty, to allocate school maintenance budgets directly to schools.
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- Authority to plan, fund and decide school construction projects transferred from GAEB Central to MOE muderiyas in each governorate.
- Decentralization Support Units established and staffed in MOE central, muderiyas and idaras.
- Over 1,400 muderiya and idara administrators trained to implement decentralized systems.
- Over 2,700 classrooms, 160 computer labs and 50 science labs furnished; 60% of schools receive filtered Internet.
- Communities address constraints to girls' access to learning. Aggregate increase of 5.7% in net enrollment rate for girls in supported schools.
- Basic management information systems installed in 100% of supported schools and administrators trained in its use. IT Maintenance Team of 3-4 persons trained in each school.
- 99% of supported school complete self-assessments and School Improvement Plans and prepared for accreditation.
- Significant improvements in classroom teaching and school management as measured annually using standard USAID Egypt protocols (SCOPE and MAP).
- Strengthened execution of school improvements and maintenance in 99% of supported schools.

GILO SUPPORT TO SCHOOLS

From 2008 to July 2011, GILO provided direct training, technical assistance, coaching, classroom furniture, and IT equipment to 166 MOE primary and preparatory schools in Beni Suef, Fayoum, Minia, and Qena governorates. GILO-supported schools were chiefly in villages of lagging girls' enrollment.

Goals of GILO Support to Schools

- Expand girls' access to quality education in remote and deprived areas of Upper Egypt.
- Improve the quality of teaching and learning in targeted schools and idaras.
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GILO supported teachers, supervisors, school principals, school social workers, and board of trustees (BOTs) to achieve the following results:

- Professional training and development of: 9,200 teachers, 2,550 instructional supervisors, 1,960 school administrators, 1,680 educational supervisors, 1,270 school-based supervisors. All trainees complete 24+ training hours.

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Teaching Girls by Rallying Communities in Egypt

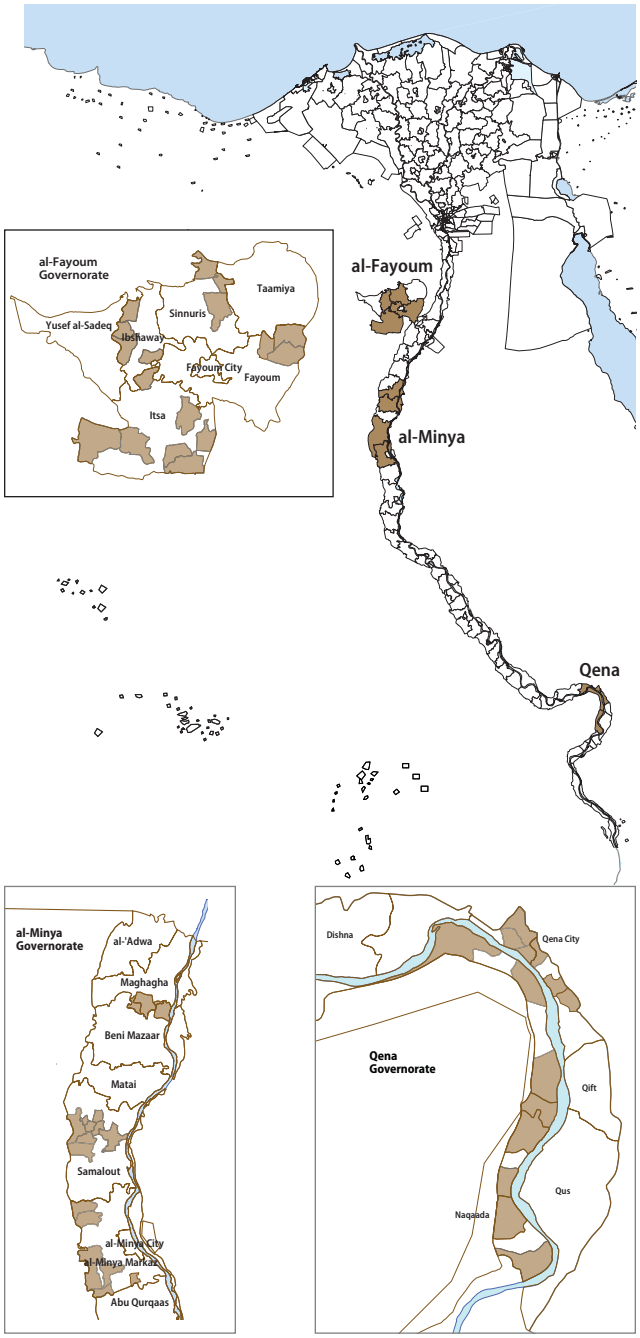
In some areas of Egypt, barriers to education for many children can be high. For girls, those obstacles can be even greater. In Egypt's remote and traditionally conservative areas, women's roles in the public sphere can be virtually absent. Schools are often ill equipped to offer privacy and modesty for girls. Teachers are unprepared to provide a girl-friendly atmosphere in the classroom. In addition, girls who have not started school by the time they are 9 years old are prohibited from entering the school system. These obstacles translate to skewed national literacy rates of 83% for males and 59% for females. In poor and conservative communities, the disparity is much greater.

Over the last decade, however, Egypt has made strides to improve education quality and reduce the gap in access to education between boys and girls, in part by decentralizing the school system. In recent years, 70 additional primary schools were constructed, 185 smaller community schools were established with U.S. Agency for International Development (USAID) support, and teachers in the new schools were trained in active learning strategies.

In collaboration with the government of Egypt, with funding from the USAID, RTI International began implementing the 3-year Girls' Improved Learning Outcomes (GILO) project in February 2008 to provide access to quality education in several communities with low school enrollment for girls. GILO will support the implementation of Egypt's strategy of school-based reform in local communities by helping to improve learning outcomes in an estimated 2,700–3,000 primary and preparatory classrooms by 2011.

GILO Goals

- Expand girls' access to quality education in remote and deprived areas
- Encourage the adoption of innovative approaches for school construction and maintenance
- Strengthen education management and school governance through increased parent, community, and civil society participation
- Improve the quality of teaching and learning in targeted schools and districts



GILO Candidate Communities

The project will help address on multiple levels the challenges of providing accessible education to girls. Introducing the school as an ongoing site for cradle-to-grave learning and demonstrating that community ownership is important in improving the quality of education are significant focuses of our approach.

Laying the Infrastructure

Working with the Ministries of Education and Finance, the RTI project team will overlay census data on literacy, school attendance, and poverty with maps of school construction and renovation to identify communities that will most benefit from the project.

The project team will also work with the ministries to adopt innovative approaches for school construction and maintenance. By forging public-private partnerships between the ministries and local businesses, the project will help reduce construction and maintenance costs and enable schools to be better tailored to communities' needs.

Inspiring the Community

Previous projects have shown that creating sustainable, girl-friendly school environments requires community support. To promote parental and community involvement, a community education committee (CEC) will be created for each school. The CECs will be responsible for determining the most beneficial site for the school and implementing a series of pre-opening activities. Each CEC will include approximately 30% women—a high proportion of female leadership for these communities. Once a school is built, renovated, or newly maintained, a board of trustees will be democratically elected from the community, and the school will be constructed with a community learning center for groups to congregate.

To promote local school-based reform, the project will also train at least 900 administrators and 2,000 supervisors in effective school management and leadership.

Improving Learning Outcomes

Improving the quality of education to achieve measurable gains in learning outcomes is a key focus of GILO. In May 2008, RTI worked with Egyptian linguists and educators to pilot the first Arabic adaptation of the Early Grade Reading Assessment (EGRA), a 15-minute test developed by RTI and administered orally to measure students' foundation literacy skills. Test results will be used to identify learning barriers and prepare appropriate trainings to provide Egyptian teachers the skills and tools they need to improve teaching practice and student learning.

A GILO staff member works with a primary school student to pilot the Early Grade Reading Assessment (EGRA) in Arabic for the first time in Egypt. [Photo: Amber Gove]

The project will also introduce 9,000 teachers to techniques for engaging students in active learning and offering girl-friendly educational practices, such as calling equally on girls and boys. New information and communication technology and furniture will be provided to allow for greater student-centered interaction.

In some communities, girls over 9 years old who have not yet begun school will be able to enter several multigrade schools located directly within each community. These schools will provide single-sex, accelerated education that will allow girls to complete 6 years of education in just 3 years and allow them to then enroll in formal middle schools.

USAID FROM THE AMERICAN PEOPLE

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FACT SHEET

Girls' Improved Learning Outcomes (GILO)

OVERVIEW

From February 2008 to its scheduled end in March 2013, the Girls' Improved Learning Outcomes (GILO) Project has evolved from direct provision of training, technical support, classroom furniture, and IT equipment to selected primary and preparatory schools in four (4) governorates of Upper Egypt to Cairo-based technical assistance to muderiyas, idaras and central ministry for the national roll-out of MOE's Early Grade Reading Program. In addition, GILO has provided ongoing technical assistance to MOE decentralization.

EARLY GRADE READING

MOE adopted the GILO Early Grade Reading Program (EGRP) as a national program. Key milestones include:

2012-2013: Design and implementation of Grade 2 EGRP in *phonics, vocabulary* and *reading comprehension*.

June 2012: Professional Academy of Teachers certifies Grade 1 EGRP.

June 2012: *Early Grade Mathematics Assessment (EGMA)* instrument adapted, piloted and ready for implementation.

2011-2012: Production of scripted phonics lessons plans with 13 routines for Grade 1. MOE Planning Teams formed in 27 governorates to lead national EGRP.

Oct 2011: MOE baseline *Early Grade Reading Assessment (EGRA)* of 1098 Grade 1 students (half boys, half girls) in 60 Beheira and Cairo schools.

Apr 2011: *Post-intervention* EGRA conducted with Grade 2 pupils in 28 GILO-supported and 30 control schools in Fayoum, Minia and Qena confirm very significant improvements in Grade 2 reading skills after seven months' implementation of the pilot GILO Early Grade Reading Program:
- +174% in syllable reading,
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تحليل الكتب الدراسية الخاصة بتنمية مهارات القراءة في الصفوف الدراسية الأولى

تحسين الأداء التعليمي للبنات

جودة التعليم للبنات

USAID | مصر
من الشعب الأمريكي

تحسين الأداء التعليمي للبنات

Girls' Improved Learning Outcomes (GILO)

هذه الدراسة أحد منتجات مشروع "تحسين الأداء التعليمي للبنات" والمشروع هو واحد من المبادرات التنموية للوكالة الأمريكية للتنمية الدولية بمصر بالتعاون مع وزارة التربية و التعليم في المدة من 2008 الى 2011. ويهدف المشروع الى تحسين نوعية التعليم ونتائج التعلم للبنات في المراحل التعليمية من الروضة الى نهاية الصف الثالث الإعدادي، وذلك في حوالي 2800 فصل دراسي تشملها عدد 166 مدرسة من مدارس محافظات الفيوم وبني سويف والمنيا وقنا. ويعمل المشروع على تحقيق ذلك الهدف من خلال: مد مظلة التعليم للبنات و تحسين جودة التعليم والتعلم وتقوية مهارات الإدارة والحوكمة المرتبطة بالعملية التعليمية على مستوى المدرسة في المجتمعات التي يتعاون معها المشروع.

وتقع مسئولية تنفيذ المشروع على شركة آر تي آي انترناشيونال (RTI International) كمقاول رئيسي، ويعاونها في التنفيذ مجموعة من الشركاء و هم: هيئة التعليم العالمي (World Education) و شركة كيز تو إفكتيف ليرنينج (Keys to Effective Learning) وشركة سي أي دي إنك (CID, Inc.) وشركة إنفونكس (Infonex).

وقد تم إنتاج هذا الدراسة بمساندة الشعب الأمريكى من خلال الوكالة الأمريكية للتنمية الدولية. والآراء والأفكار المتضمنة في هذا المحتوى لا تعكس بالضرورة آراء الوكالة الأمريكية للتنمية الدولية أو الحكومة الأمريكية وإنما هى مسئولية المشروع.

This study is a product of the Girls' Improved Learning Outcomes (GILO) Project – a development initiative (2008-2011) of the United States Agency for International Development in Egypt, in cooperation with the Ministry of Education. The project aims to improve the quality of education and learning achievements among girls in grades K – 9 in 2800 classrooms of 166 schools in al-Fayoum, Beni Suef, al-Minia and Qena governorates, by expanding coverage of girls' education, improving the quality of teaching and learning, and strengthening the management and governance of education at the school level in targeted communities.

The lead implementer for the project is RTI International, with partner support from World Education, Keys to Effective Learning (KEYS), Community & Institutional Development (CID) and Infonex.

This study was made possible by the support of the American People through the United States Agency for International Development (USAID). The contents of this study are the sole responsibility of the GILO project and do not necessarily reflect the view of USAID or the United States Government.

المحتوى

المحتوى 2

الهدف من الدراسة 3

استعراض الأبحاث والدراسات. 4

منهجية الدراسة 6

نتائج الدراسة 6

نسبة الكلمات المجردة مقارنةً بالكلمات المادية..... 8

عدد مقاطع الكلمات 9

المراجع 11

عنوان الدراسة : تحليل الكتب الدراسية الخاصة بتنمية مهارات القراءة في الصفوف الدراسية الأولى

الغرض من الدراسة:

خلال شهر مارس 2010، بادرت "مجموعة العمل" المعنية "بتنمية مهارات القراءة في الصفوف الدراسية الأولى"، والتابعة "لوزارة التربية والتعليم" بإجراء سلسلة من أنشطة الملاحظة الصفية والمقابلات الشخصية مع معلمي ومعلمات الصف الدراسي الأول والثاني والثالث والرابع، للوقوف على كيفية إكساب التلاميذ/ التلميذات مهارات القراءة بالاستعانة بالكتب الدراسية المُخصصة لأغراض تنمية مهارات قراءة اللغة العربية. ولقد تمكن فريق الملاحظة المعني بإجراء تلك الزيارات والمقابلات الشخصية من رصد ارتفاع نسبة التلاميذ/ التلميذات ممن لا يجيدون ممارسة القراءة من الكتب المدرسية. وفي الوقت ذاته، أبدى المعلمون/ المعلمات تأييدهم تلك الملاحظات التي تم رصدها، كما بادروا بإيضاح بعض الصعوبات التي يتم التعرض لها في إطار استخدام الكتب المدرسية والالتزام بمقررات المناهج التعليمية للغة العربية. ولقد أزاحت النتائج التي أسفرت عنها هذه المبادرة، مقترنة بالنتائج التي ترتبت عن الجولة الأولى لتطبيق الأداة البحثية الخاصة "بتقييم مهارات القراءة بالصفوف الدراسية الأولى"، الستار عن ضرورة إجراء تحليل متعمق للكتب المدرسية، من خلال توظيف النهج البحثي. وفي هذا الصدد، تم تشكيل فريق بحثي بغرض إجراء دراسة تحليلية استهدفت الكتب المدرسية. ولقد تألف هذا الفريق من ممثلين عن "وزارة التربية والتعليم" بمصر وطاقم عمل "مشروع تحسين الأداء التعليمي للبنات"، بدعم من أحد الخبراء المتخصصين في مجال إعداد الكتب الدراسية باللغة العربية من جامعة "عين شمس" في "القاهرة".

تمثل الهدف الرئيسي من عملية تحليل الكتب المدرسية في التعرف على "مدى قدرة التلاميذ/ التلميذات الملتحقين بالصفوف الدراسية الأولى بمرحلة التعليم الابتدائي على ممارسة القراءة في سياق الكتب الدراسية الرسمية واستيعاب ما يرد فيها – عن طريق الأساليب الإرشادية والتعليمية التي يتم تطبيقها من قبل المعلمين/ المعلمات". ومن خلال تحديد الهدف المراد تحقيقه من خلال هذه الدراسة، شرع فريق المعني في استعراض أدبيات البحث، مع التركيز على الجوانب الشائعة المرتبطة بأفضل الممارسات في مجال تنمية مهارات القراءة، وأهمية توفير كتب دراسية يسهل فك الرموز والشفرات الواردة فيها، بغرض دعم الأساليب الإرشادية والتعليمية الموجهة من قبل المعلمين/ المعلمات.

بالإضافة إلى ما تقدم، بادر فريق البحث بمراجعة الدراسات السابقة التي استهدفت التحقق من "مقروئية/ قابلية قراءة" الكتب الدراسية التي تستهدف بتنمية مهارات قراءة "اللغة العربية"، بالإضافة إلى مدى توافر تلك الكتب الدراسية. ونظراً لمحدودية الأبحاث والدراسات التي سبق إجرائها بغرض التعرف على فاعلية الكتب الدراسية المتاحة، فلقد التزم فريق البحث – طوال مراحل تحليل الكتب الدراسية – بمراعاة جودة الدراسة التحليلية، على نحو يكفل الإسهام في أدبيات البحث، عن طريق التعرف بصورة أفضل على الآثار المترتبة نتيجة لتوظيف الكتب الدراسية على دعم تعلم التلاميذ/ التلميذات وتمكينهم من تنمية مهارات قراءة اللغة العربية.

استعراض الأبحاث والدراسات:

في سياق استعراض الأبحاث والدراسات التي سبق إجرائها، برزت نظرية "المستويات القرائية الثلاث" باعتبارها إطار عام يساهم في الربط بين "علوم" القراءة والجوانب "العملية" المرتبطة بإكساب التلاميذ/ التلميذات مهارات القراءة. ومن الجدير بالذكر أن تلك العوامل التي تساهم في تمكين التلاميذ/التلميذات من تحقيق النجاح والتقدم عند "المستوى القرائي الإرشادي" هي عينها تلك العوامل التي سعى فريق الدراسة إلى تحديدها في إطار عملية تحليل الكتب /الدراسية. وفي الصدارة، أمكن الوقوف على ثلاثة عوامل رئيسية، كما يلي: قابلية قراءة الكتب الدراسية، وقابلية فك رموز وشفرة الكتب الدراسية، وقابلية التوقع.

يتم تعريف مصطلح "المقروئية/ قابلية النص للقراءة" بشكل عام باعتباره المستوى المتوقع الذي يتسنى في إطاره للتلميذ/ التلميذة فهم أو استيعاب نص ما. ولقد جرت العادة على الاستعانة بعاملين بغرض تحديد هذا التوقع، كما يلي: مدى الإلمام بالنص (أي مدى ألفة أو إلمام التلميذ/ التلميذة بالمفردات اللغوية) ومدى التعقيد البنائي أو التركيبي للجمل المتضمنة في ذلك النص.

ومن جهة أخرى، يتم تعريف مصطلح "الإلمام" بالنص بناء على مدى التوازن الذي يمكن تحقيقه بين الأنماط الثلاثة للمفردات والكلمات التي يتعرض لها النص، وهي: "كلمات غير معروفة"، والتي لا تحمل أية دلالة بالنسبة للتلاميذ/ التلميذات؛ وكلمات معروفة جزئياً والتي تحمل بعض الدلالة للتلاميذ/ التلميذات وذلك بعد التعرف عليها والتأمل فيها لبرهة من الوقت؛ وكلمات يتسنى للتلاميذ/ التلميذات استيعابها بشكل تلقائي. وكلما ازداد معدل المفردات اللغوية المتضمنة في الكتاب المدرسي المستمدة من الحصيلة اللغوية التي يألفها التلاميذ/ التلميذات، وكلما تمكن التلميذ/ التلميذة من التعرف على تلك الكلمات وتمييزها بصورة تلقائية، كلما ارتفع أرجحية استيعاب التلاميذ/ التلميذات لذلك النص. وعلى النقيض، كلما ارتفعت نسبة الكلمات غير المألوفة لدى التلاميذ/ التلميذات، كلما انخفضت احتمالات استيعاب التلميذ/ التلميذة الذي يعني بقراءته.

ينطوي مفهوم التعقيد البنائي أو التركيبي للنص على العديد من الملامح، بما في ذلك على سبيل المثال: "مدى شيوع أو تكرار الكلمات في نص ما"؛ و"عدد الحروف المتضمنة في الكلمة"؛ و"عدد المقاطع التي تتشكل منها الكلمة"؛ و"عدد الكلمات الواردة في العبارة أو الجملة أو الفقرة"؛ فضلاً عن أنماط الكلمات المختلفة الواردة في الجمل (أي على سبيل المثال: أسماء، أو أفعال، أو صفات، أو ظروف، أو أحوال، وخلافه)؛ بالإضافة إلى عدد الجمل الواردة في صفحة ما، وعدد العبارات أو التراكيب أو أشباه الجمل الواردة في الجمل التامة.

تؤثر النسبة المئوية للكلمات غير المألوفة المتضمنة في نص ما تأثيراً عميقاً على قدرة التلميذ/ التلميذة على تحقيق النجاح وذلك على "المستوى القرائي الإرشادي". وعلى سبيل المثال، وفي حالة أن أفرط النص في إدراج كلمات غير مألوفة، لن يتسنى للتلاميذ/ التلميذات استنباط المعنى من النص.

وبناءً على ذلك، وفي حالة الإفراط في تركيب أو بنية نص ما، سوف يتعذر على التلاميذ/ التلميذات استنباط المعنى المُراد من النص.

مستويات القراءة الثلاث

Three Reading Levels

1. مستوى القراءة المستقل:

عند هذا المستوى، قد يتعرض الطفل لارتكاب معدل من الأخطاء يبلغ خطأ واحد – أو ما يقل عن خطأ واحد – وذلك لكل 100 كلمة في إطار نص ما، وذلك مع تحقيق معدل من الدقة يبلغ 100 بالمائة فيما يتعلق بأسئلة الفهم التي يتم طرحها بخصوص النص الذي يعني الطفل بقراءته. وعند هذا المستوى، من المتوقع أن يتمكن الطفل من قراءة النصوص على نحو يتسم بالاستقلالية واليسر، ودون تلقين أو مساعدة من جانب المعلم/ المعلمة أو المرشد/ المرشدة.

2. المستوى الإرشادي للقراء:

يصلح هذا المستوى لاكتساب مفردات لغوية جديدة. ويتطلب هذا المستوى القرائي مساعدة من جانب المعلم/ المعلمة أو المرشد/ المرشدة. يتراوح نطاق التعرض للخطأ أثناء قراءة الكلمات بصورة شفهية ما بين خطأين (2) وخمس (5) أخطاء لكل نص أو فقرة تتالف من 100 كلمة (بحيث تُقدر دقة القراءة بنحو 95 بالمائة أو أكثر)، كما تبلغ نسبة الفهم القرائي في إطار الأسئلة البسيطة التي تستهدف مهارات التذكر نحو 80 بالمائة، كحد أدنى، وذلك في إطار النص الذي يعني الطفل بقراءته. وفي إطار هذا المستوى الإرشادي، يتسنى للتلاميذ/ التلميذات إحراز أفضل مستويات التقدم في عملية القراءة. وسرعان ما يعاني الطفل الذي يتعرض لإكراه أو إرغام لممارسة قراءة الكلمات – أو ممن يشرعون في ممارسة القراءة – عند مستوى يتجاوز الحد المسموح به بواقع خمسة أخطاء لكل مائة كلمة إلى الشعور بالإحباط، وذلك في إطار السياقات الإرشادية أو التعليمية.

3. مستوى الإخفاق في القراءة:

يتعذر على القارئ في إطار هذه المستوى ممارسة عملية القراءة، وذلك عندما يتجاوز معدل الأخطاء 5 كلمات لكل 100 كلمة، في إطار نص أو فقرة ما. وفي هذا المستوى، ينخفض معدل الدقة في الإجابةعن الأسئلة التي تتعرض لمستويات الفهم والاستيعاب والتي يتم طرحها من قبل المعلمين/ المعلمات عن 70 بالمائة. وفي هذا الصدد، يتمثل أحد الأخطاء الشائعة التي عادة ما تقع من قبل المعلمين/ المعلمات في السماح للتلاميذ/ التلميذات بمواصلة القراءة، خاصة عندما يتعثر الطفل في قراءة مفردات أو كلمات أساسية عند الإطلاع عليها.

http://www.willapabay.org/~thelewis5/section3.htm

يرتبط مفهوم "فك الرموز/ الشفرات" بمدى السرعة والقدرة التي يتمتع بها الطلاب على تمييز الكلمات، وفك رموز النص الذي يعني التلميذ/ التلميذة بقراءته، فضلاً عن استيعاب الكلمات التي يتم الإطلاع عليها. وتتأثر قدرة التلميذ/ التلميذة على فك رموز النص بناء على عدد الكلمات المتضمنة في النص والتي يتمكن التلاميذ/ التلميذات من التعرف عليها، والتي يتسنى لهم قراءتها على نحو يتسم بالتلقائية والطلاقة، فضلاً عن مدى إجادة التلاميذ/ التلميذات فيما يتعلق بتطبيق المهارات الفونولوجية/ الصوتية التي أمكنهم اكتسابها وذلك على الكلمات غير المألوفة بالنسبة لهم، والتي ربما يألفها التلاميذ/ التلميذات في إطار الحصيلة اللغوية المسموعة أو المنطوقة المتوافرة لديهم. وتُعد اللغة المكتوبة بمثابة "ترميز" للغة الشفهية، علماً بأنه يتسنى للتلاميذ/ التلميذات التعرف على العلاقة القائمة بين شكل الحرف والصوت المرتبط به، مما يتيح الفرصة أمام التلاميذ/ التلميذات لتوظيف الطريقة الصوتية في "قراءة" الكلمات غير المألوفة بالنسبة لهم، بالإضافة إلى "نطق" تلك الكلمات عن طريق تطبيق الطريقة الصوتية.

وعلى الرغم من ذلك، فغن عملية فك رموز الكلمات غير المألوفة وغير المعروفة تؤدي إلى الإبطاء من إيقاع سرعة القراءة لدى التلاميذ/ التلميذات. وكلما ارتفع معدل الكلمات التي يتعين على التلاميذ/ التلميذات فك رموزها، كلما أدى هذا الأمر إلى تباطوء إيقاع القراءة، وكلما انخفضت قدرة التلاميذ/ التلميذات على الاستيعاب.

وفي نهاية المطاف، وفي حالة الإفراط في الكلمات غير المألوفة وغير المعروفة بالنسبة للتلاميذ/ التلميذات، الأمر الذي يقتضي من التلاميذ/ التلميذات فك رموز أو شفرات النص الذي يتم الإطلاع عليه، سوف يؤدي بالقارئ إلى بلوغ مرحلة يتعذر فيها عليه تذكر الكلمات التي سبق قراءتها بالفعل، وذلك نظراص لأن "الذاكرة الفاعلة" بالدماغ تعتمد على فترة زمنية تُقدر بنحو 12 ثانية، والتي يتم في إطارها معالجة المعنى الذي يتم استنباطه من النص المكتوب. ومن هذا المنطلق، ينعدم مستوى الفهم والاستيعاب. وعند هذه المرحلة، يمارس التلاميذ/ التلميذات "القراءة" عند "مستوى الإخفاق في القراءة"، علماً بأنه يتعذر على التلاميذ/ التلميذات مواصلة التعلم والاستفادة عند هذا المستوى، وذلك على الرغم من مبادرة المعلمين/ المعلمات بتوفير إرشادات مباشرة للتلاميذ/ التلميذات عند هذه المرحلة. وفي واقع الأمر، وعندما يتعرض التلاميذ/ التلميذات لإفراط في استخدام الكلمات غير المألوفة وغير المعروفة في إطار فقرة ما، سوف يتعذر عليهم فك رموز الكلمات بمعدل كافٍ من السرعة وتمكينهم من استنباط المعنى من النص.

تـذكـــر ...

يتمتع الدماغ بنطاق زمني يبلغ نحو 12 ثانية يتم توظيفها في معالجة وتشغيل المعنى المستمد من نص مكتوب.

وفي حالة الإفراط في استخدام كلمات غير مألوفة في سياق الجملة أو العبارة التي يعني التلميذ/ التلميذة بقراءتها، سوف يتعذر على التلميذ/ التلميذة تذكر بداية الجملة أو العبارة وذلك عند بلوغ نهايتها. ومن هذا المنطلق، ينعدم مستوى الفهم.

Marinelli, C. with M. Martelli & P. Zoccolotti. (2010). Visual and linguistic factors in literacy acquisition: Implica;tions for teaching for poor beginning readers. Washington, DC: World Bank Fast Track Initiative Secretariat.

سوف يتعذر على التلاميذ/ التلميذات فك رموز الكلمات التي يعني أي منهم بقراءتها، وذلك ما لم يسبق هذه المرحلة إكساب التلاميذ/ التلميذات المهارات المرتبطة بالتعرف على أشكال الحروف والأصوات المرتبطة بها، وذلك قبل التعرض للكلمات الواردة في النص. من الضروري تعزيز الارتباط بين الإرشاد المباشر الذي يساهم في إكساب الطفل المهارات المرتبطة بالتعرف على أشكال الحروف والأصوات المرتبطة بها وكيفية تطبيقها على الكلمات غير المألوفة التي قد تصادف الطفل عند قراءة نص ما. ويُطلق على هذه الآلية مصطلح "دروس إرشادية لمطابقة النصوص". وفي حالة غياب هذا الدعم الإرشادي المباشر من خلال توفير استراتيجيات تعليمية متسقة، من المتوقع أن يواصل التلاميذ/ التلاميذ التعرض لتعثر في محاولة منهم لفك رموز الكلمات التي تنطوي على حروف لم يسبق لهم التعرف عليها، ومن ثم يتعذر عليهم قراءتها.

يشير مصطلح "*قابلية التنبؤ أو التوقع*" في سياق نص ما إلى العناصر أو العوامل اللغوية والتصميمية القائمة في النص والتي تساهم في دعم قدرة التلميذ/ التلميذة على تمييز الكلمات المتضمنة في نص ما وتعزيز مستوى استيعاب وفهم تلك الكلمات، وهو ما يساهم جنباً إلى جنب مع المهارات المرتبطة بالطريقة الصوتية في زيادة قابلية مقروئية النص الذي يعني التلميذ/ التلميذة بقراءته. وتتضمن بعض أمثلة الدعائم اللغوية والتصميمية المرتبطة بالنص إمكانية توظيف أسلوب "السجع" أو "القافية" في الكلمات، وتوظيف الصور التوضيحية، وتكرار بعض الكلمات والعبارات. وتساهم هذه الدعائم باعتبارها دلالات لفظية يتسنى للتلاميذ/ التلميذات الاستعانة بها بغرض تكوين معاني الكلمات التي يتم التعرض لها في النصوص. ويساهم مفهوم "قابلية التنبؤ أو التوقع" في تمكين القارئ المبتدئ من ربط الحروف والكلمات المتضمنة في سياق نص ما بالأصوات المرتبطة بها، مما يؤدي في نهاية المطاف إلى تمكين القارئ من استنباط معاني تلك الكلمات.

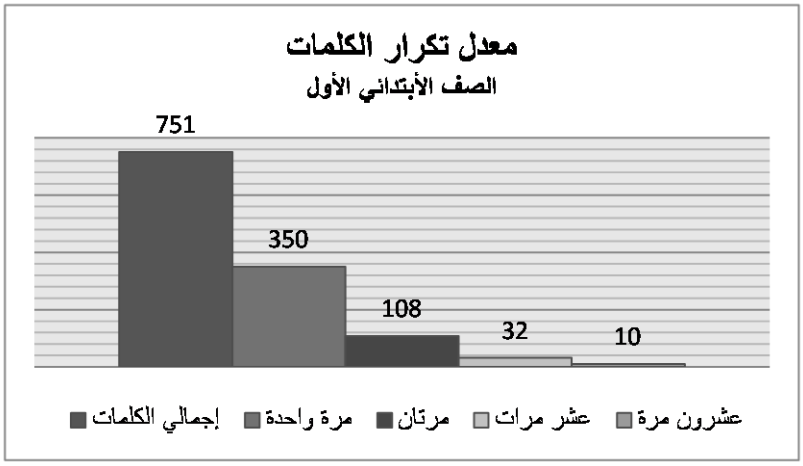
منهجية الدراسة:

بعد أن تمكن فريق الدراسة من الانتهاء من استعراض الأبحاث، بادر بإعداد بعض المنهجيات والأساليب بغرض تحليل الكتب الدراسية المرتبطة بتنمية مهارات قراءة اللغة العربية والتي تستهدف الصفوف الدراسية الأولى، وذلك بغرض الوقوف على العديد من الجوانب المرتبطة بعوامل قابلية القراءة، وقابلية فك رموز النص المقروء، وقابلية التنبؤ أو التوقع بمدى ما يتضمنه النص من كلمات مألوفة أو غير مالوفة. ولقد انقسم فريق العمل الرئيسي إلى ثلاث مجموعات فرعية، والتي بادرت بدورها باستعراض كافة الكتب الدراسية للوقوف على ما يلي: معدل تكرار المفردات اللغوية والكلمات، وإجمالي عدد الكلمات الجديدة، والنسبة بين الكلمات المجردة مقارنة بالكلمات المادية/ المحسوسة، وعدد مقاطع الكلمات، والبنيتمارين الوعي الصوتي، وتمارين تحليل الكلمة/ فك رموز الكلمة/ تمييز الجمل والكلمات، وتمارين تعزيز الفهم والاستيعاب المباشر وغير المباشر.

نتائج الدراسة:

معدل تكرار المفردات اللغوية وإجمالي عدد الكلمات الجديدة

أزاحت عملية التحليل التي تم إجرائها على الكتاب المدرسي المُخصص للصف الأول بالمرحلة الابتدائية الستار عن الإفراط في تقديم كلمات جديدة لتلاميذ/ تلميذات الصف الدراسي الأول، فضلاً عن انخفاض معدل تكرار تلك الكلمات. ومن إجمالي 751 كلمة يتعرض لها التلاميذ/ التلميذات في إطار الكتاب المدرسي المخصص للصف الأول بالمرحلة الابتدائية، بينما بلغ عدد الكلمات التي وردت مرة واحدة في الكتاب المدرسي الخاص بالصف الدراسي الأول بالمرحلة الابتدائية نحو (350) كلمة؛ أي بواقع ما يقرب من نصف الكلمات المتضمنة في الكتاب المدرسي للصف الدراسي الأول بالمرحلة الابتدائية.

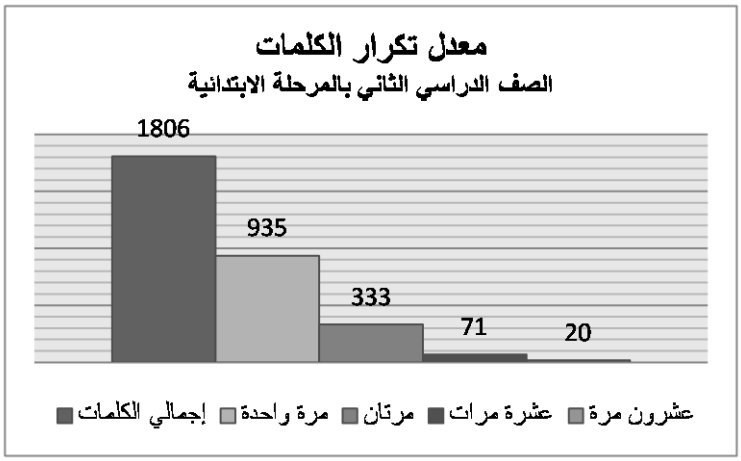


تشير الأبحاث والدراسات التي تم إجرائها إلى أن معدل تكرار الكلمات التي يتم التعرض لها في نص ما يساهم في تعزيز فرص تعلم هذه الكلمات الجديدة. ومن الجدير بالذكر أن تكرار التعرض للكلمات يمثل أهمية بالغة خاصة فيما يتعلق بتمكين التلاميذ/ التلميذات من تنمية المفردات اللغوية المتوافرة لديهم، فضلاً عن إتاحة الفرصة أمامهم لتوسيع نطاق المفردات اللغوية التي يتسنى لهم التعرف عليها عند النظر إليها (Learning Point Associates، 2004). ومن الجدير بالذكر أن الكلمات المرئية (التي يتم التعرف عليها بمجرد النظر) هي بمثابة كلما يتمكن التلاميذ/ التلميذات من تمييزها بشكل تلقائي بمجرد رؤيتها دون الحاجة إلى تجزئة تلك الكلمات إلى أصوات أو حروف. وكلما تنامت المفردات اللغوية التي تعتمد على كلمات مرئية (أي يتم التعرف عليها بمجرد النظر)، كلما تسنى للتلاميذ/ التلميذات التعرف على الكلمات الجديدة عن طريق الاستعانة بإستراتيجيات التشابه أو التناظر وأنماط تهجئة الكلمات (Elementary and Middle Schools Technical Assistance Center).

ومن الجدير بالذكر أن تكرار الكلمات في الكتب المدرسية تساهم في إتاحة الفرص أمام التلاميذ/ التلميذات لتوسيع قاعدة المفردات اللغوية المتوافرة لديهم. وفي الوقت ذاته، تساهم عملية تكرار الكلمات في الكتب الدراسية إلى تهيئة أساليب منهجية ومتعمدة بغرض تمكينهم من بناء مفردات لغوية على مدار العام الدراسي، هذا فضلاً على تحقيق مزيد من التقدم من صف دراسي إلى صف دراسي أخر. ومن الجدير بالذكر أن هذا النهج المحدد الذي يهدف إلى تنظيم "طبقات" من الكلمات التي يتم تكرارها من خلال الكتب المدرسية، وما يقترن به من أنشطة متنوعة تي يتم توفيرها للإيفاء بهذا الغرض، إنما يساهم في تمكين التلاميذ/ التلميذات من إتقان تلك الكلمات (Nagy, W. E., Anderson, R. C., & Herman, P. A.، 1987). ومن هذا المنطلق، فإن تخطيط الجيد والمسبق لتكرار الكلمات على نحو منهجي وملائم يساهم في تعظيم الفرص المتاحة أمام التلاميذ/ التلميذات بغرض تمكينهم من الانتقال من صف دراسي إلى صف دراسي أخر على نحو يتسم بالسلاسة واليسر، وبما يساهم في إفساح المجال أمام لاكتساب مهارات القراءة، ومن ثم ممارسة القراءة بغرض التعلم واكتساب المعارف المختلفة. وفي إطار استعراض الأدبيات التي أجراه "مارلينيلي" بشأن خصائص الكتب المدرسية الفعالة التي تساهم في دعم مهارات القراءة، أمكن تسليط الضوء على "ضرورة الالتزام في مستهل الكتب المدرسية بإدراج حروف

فردية، ثم المُضي قدماً في تقديم تلك الحروف في مجموعات ثنائية، على أن يعقب هذه المرحلة عرض كلمات تزداد طولاً وتعقيداً. ومن أجل توفير فرص كافية أمام التلاميذ/ التلميذات للتعرض لتلك الكلمات، ينبغي الالتزام بتكرار الكلمات الواردة في النص، مع تحقيق التوازن من خلال إضافة بعض الكلمات الجديدة".

أزاحت النتائج التي ترتبت عن عملية تحليل الكتاب المدرسي عن انخفاض معدل تكرار كلمات الكتاب المدرسي الخاص بالصف الدراسي الأول بالمرحلة الابتدائية في الكتاب المدرسي الخاص بالصف الدراسي الثاني. وبناء على ذلك، لا يتم إتاحة الفرصة امام توظيف الكلمات "المألوفة" التي أمكن التعرف عليها في الصف الابتدائي الأول باعتبارها أساس يمكن استناداً إليه اكتساب كلمات جديدة في الصف الدراسي الثاني، وذلك إلى حد كبير. وتقتصر نسبة المفردات اللغوية التي من المتوقع أن يتمكن التلاميذ/ التلميذات من اكتسابها أثناء الالتحاق بالصف الثاني الابتدائي والمستمدة من الكتاب المدرسي الخاص بالصف الدراسي الأول على 16 بالمائة فحسب، الأمر الذي يفيد ضمناً بارتفاع عدد الكلمات الجديدة التي لا يألفها التلاميذ/ التلميذات في مستهل العام الدراسي الثاني بالمرحلة الابتدائية عن 80 بالمائة. ويتعرض التلاميذ/ التلميذات بالصف الدراسي الثاني بالمرحلة الابتدائية إلى 1806 كلمة في إطار الكتاب المدرسي المخصص للصف الدراسي الثاني بالمرحلة الابتدائية، بينما يقتصر عدد الكلمات الواردة في الكتاب المدرسي الخاص بالصف الدراسي الثاني، والتي سبق للتلاميذ/ التلميذات التعرف عليها، على 289 كلمة فحسب، مما يعني تعرض التلاميذ/ التلميذات الملتحقين بالصف الدراسي الثاني بالمرحلة الابتدائية لإجمالي 1517 كلمة جديدة. وفي الوقت ذاته، فلقد اشارت النتائج التي أسفرت عنها عملية تحليل الكتاب المدرسي إلى اقتصار معدل الكلمات التي تم تكرارها لأكثر من عشرة مرات على 71 كلمة فقط، وذلك من أصل 1806 كلمة واردة في الكتاب المدرسي الخاص بالصف الدراسي الثاني بالمرحلة الابتدائية، بينما بلغ عدد الكلمات التي أمكن تكرارها أكثر من عشرين مرة على 20 كلمة فحسب.



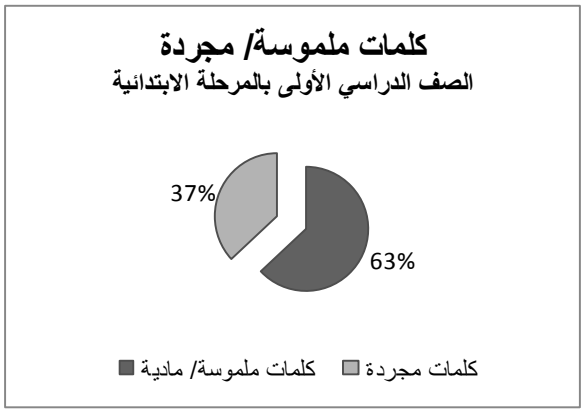
تشير الأبحاث والدراسات التي يتم إجرائها في مجال إكساب مهارات القراءة – بصورة جلية – إلى ضرورة تكرار الكلمة الواردة بمعدل 30 مرة بحد أدنى، في غضون فترة زمنية محدودة، بحيث يتمكن التلميذ/ التلميذة من إتقان تلك الكلمة. ومن الجدير بالذكر أن انخفاض معدل تكرار الكلمة عن 30 مرة يؤدي إلى تقليص الفرص المتاحة أمام التلاميذ/ التلميذات لإتقان تلك الكلمة، وبينما ترتفع نسبة الكلمات غير المألوفة، تتضاءل احتمالات أو فرص استيعاب التلاميذ/ التلميذات للنص الذي يتم الإطلاع عليه. ومع مراعاة مثل هذه الأبحاث والدراسات، تشير النتائج التي ترتبت عن عملية تحليل الكتب المدسية إلى إمكانية إتقان التلاميذ/ التلميذات الملتحقين بالصف الدراسي الأول بالمرحلة الابتدائية ما يصل إلى 10 كلمات، بينما قد يتسنى للتلاميذ/ التلميذات الملتحقين بالصف الدراسي الثاني بالمرحلة الابتدائية إتقان ما يرقى إلى 20 كلمة.

وعندما بادر فريق البحث بدراسة الكتب المدرسية عن كثب وإمعان النظر فيما ورد فيها من مفردات لغوية، برز عامل أخر ساهم في توفير منظور جديد للتعرف على الأسباب التي تؤدي إلى تعريض التلاميذ/ التلميذات لإفراط في الكلمات الجديدة وغير المألوفة، الأمر الذي يتعذر معه على التلاميذ/ التلميذات التعرف على تلك الكلمات بصورة تلقائية. وفي سياق التحليل الدقيق الذي تم إجرائه، أمكن التعرف على السبب وراء الإفراط في إدراج عدد كبير من الكلمات غير المألوفة بالنسبة للطلاب/ الطالبات في الكتب المدرسية، والذي يُعزى إلى استمداد العديد من تلك الكلمات من المفردات اللغوية الكلاسيكية باللغة العربية (العربية الفُصحى)، وذلك مقارنة بالمفردات العامية التي يتم استخدامها والتحدث بها في المنازل المصرية بصفة يومية. ويتسبب هذا الوضع في إحداث انفصال بين المفردات اللغوية التي يستقبلها التلاميذ/ التلميذات والمفردات اللغوية المكتوبة التي يتم التعرض لها في الكتب المدرسية.

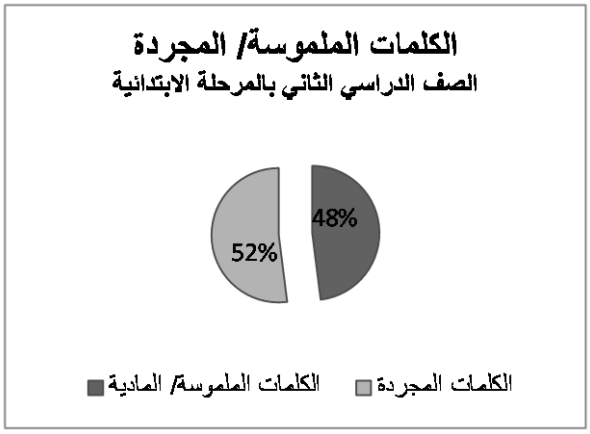
ومن جهة أخرى، فإن الجانب الذي تتسم به اللغة العربية – والتي تتسم بكونها ثنائية اللهجة، حيث تختلف إلى حد كبير اللهجة المنطوقة عن الشكل الذي يتم به تحرير "اللغة المستخدمة في التعليم والإرشاد"، يفيد ضمناً بأن اكتساب مهارات قراءة اللغة "العربية" يتوافق بصورة أكبر مع تعلم مهارات لغة ثانية، ولا يتوافق بالقدر عينه مع كيفية اكتساب مهارات القراءة في إطار اللغة الأولى التي يتحدثها المرء. وفي الوقت ذاته، يتأثر هذا الانفصال بشكل أكبر نتيجة لمحدودية تكرار المفردات اللغوية في الكتب الدراسية.

نسبة الكلمات المجردة مقارنةً بالكلمات المادية:

تساهم نسبة الكلمات المادية/ الملموسة مقارنة بالكلمات المجردة في التأثير على قابلية "مقروئية" النص. يشير مصطلح "الكلمات المادية أو الملموسة" إلى أشياء أو أحداث متاحة ويسهل التعرف عليها من خلال الحواس. ونظراً لقدرة التلاميذ/ التلميذات على رؤية حمار، أو التلامس مع مادة ساخنة، أو استنشاق مواد حارة أو مُتبلة، أو الاستماع إلى أصوات مرتفعة، بالإضافة إلى قدرتهم على اختبار بعض الكلمات – من قبيل "السير"، أو "التحدث"، أو "القفز" - وذلك على المستوى البدني والبصري، يتسنى للطفل في واقع الأمر إقامة روابط بين الدلالة الكامنة في تلك الكلمات الهيئة أو الصورة المكتوبة لتلك الكلمات، بصورة تتسم باليسر والسهولة. وفي هذا الصدد، يتسنى للتلاميذ/ التلميذات التعرض لكلمات مألوفة بالنسبة لهم، ومن ثم يتمكن أولئك التلاميذ/ التلميذات من قراءة نصوص تحتوي على كلمات مادية/ ملموسة، الأمر الذي يفضي إلى زيادة قابلية مقروئية تلك النصوص بالنسبة للتلاميذ/ التلميذات.



يتنسى للأطفال تنمية المفردات اللغوية المرتبطة بالكلمات الملموسة والمادية وذلك عند مرحلة عملية مبكرة، بحيث يتوافر لديهم أثناء الالتحاق بالمدرسة المزيد من المفردات اللغوية المرتبطة بالمواد والأشياء الملموسة/ المادية. وعلى الرغم من ذلك، يتعذر التعرف على الكلمات المجردة من خلال الحواس، الأمر الذي يؤدي إلى تقويض قدرة الطفل على تنمية المفردات اللغوية المجردة. ويشير مصطلح المفردات اللغوية المجردة إلى تلك الأفكار والآراء التي لا تتخذ هيئة أو صورة مادية. وفي الوقت ذاته، تنطوي الكلمات المجردة، بما في ذلك على سبيل المثال "الحرية" أو "الحب" أو "النجاح" على دلالات متعددة، وذلك على النقيض من كلمات أو مفردات أخرى، وذلك من قبيل "السير"، والتي لا يمكن أن يتعرض معناها للتغير أو التبدل. ومن الضروري تحقيق التوازن فيما بين الكلمات الملموسة/ المادية والكلمات المجردة في سياق الكتب المدرسية التي تستهدف تنمية مهارات القراءة في الصفوف الدراسية الأولى، وذلك نظراً لدلالة هذا الأمر باعتباره مؤشر على مدى قدرة الطفل على قراءة الكتاب المدرسي.

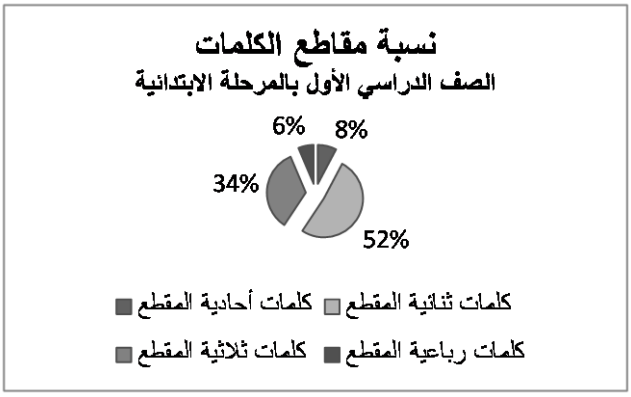


يكشف التحليل الذي تم إجرائه على الكتب الدراسية التي تستهدف تنمية مهارات القراءة باللغة العربية، في سياق الصف الدراسي الأول بالمرحلة الابتدائية، الستار عن الكلمات المجردة الواردة في الكتاب المدرسي الخاص بتنمية مهارات القراءة في سياق اللغة العربية على مستوى الصف الدراسي الأول بالمرحلة الابتدائية، والتي تُقدر نسبتها بنحو 37 بالمائة من إجمالي الكلمات الواردة في تلك الكتب الدراسية. وفي الوقت ذاته، ونظراً لاقتصار معدل تكرار ما يقدر بنحو 46 بالمائة من الكلمات الواردة في الكتاب المدرسي في سياق الصف الدراسي الأول على مرة واحدة في سياق هذا الكتاب، وهو ما يفيد ضمناً – على الأرجح – بتعذر تكرار عدد كبير من الكلمات المجردة سوى مرة واحدة في إطار الكتاب المدرسي.

أزاحت عملية التحليل التي تم إجرائها في إطار الكتب المدرسية التي تستهدف تنمية مهارات القراءة في سياق الصف الدراسي الثاني بالمرحلة الابتدائية عن معدل الكلمات المجردة والتي تبلغ نسبتها 52 بالمائة من إجمالي الكلمات التي يتعرض لها التلاميذ/ التلميذات في إطار الكتاب المدرسي؛ أي بمعدل نصف الكلمات الواردة في الكتاب المدرسي، وهو ما يفيد ضمناً بأرجحية اقتصار معدل تكرار عدد كبير من تلك الكلمات المجردة على مرة واحدة فحسب في إطار الكتاب المدرسي.

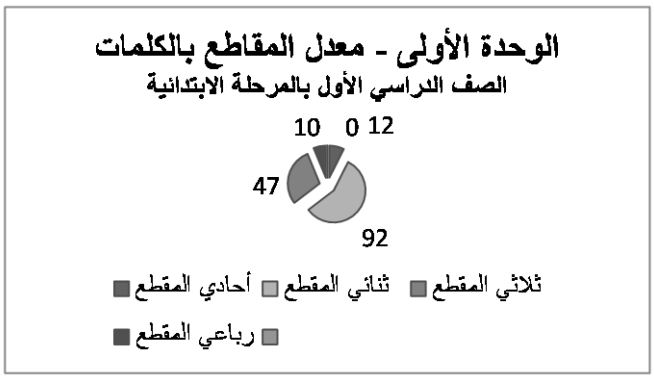
وفضلاً عن النتائج التي ترتبت عن الأبحاث والدراسات التي تم إجرائها والتي تشير إلى تعرض الأطفال لمزيد من الصعوبات في حالة أن تضمن النص مزيد من الكلمات المجردة، وذلك مقارنة بقدر الكلمات الملموسة/ المادية المتضمنة في ذلك النص، تساهم البيانات المستمدة من عملية تحليل الكتب المدرسية في توفير مزيد من التبصر والرؤية فيما يتعلق بالأسباب التي أمكن رصدها بشأن تعثر التلاميذ/ التلميذات في ممارسة عملية القراءة من الكتب المدرسية التي تستهدف إكساب التلاميذ/ التلميذات مهارات قراءة اللغة العربية.

(Caramelli, N., Setti, S., and Maurizzi, D., September 2004).

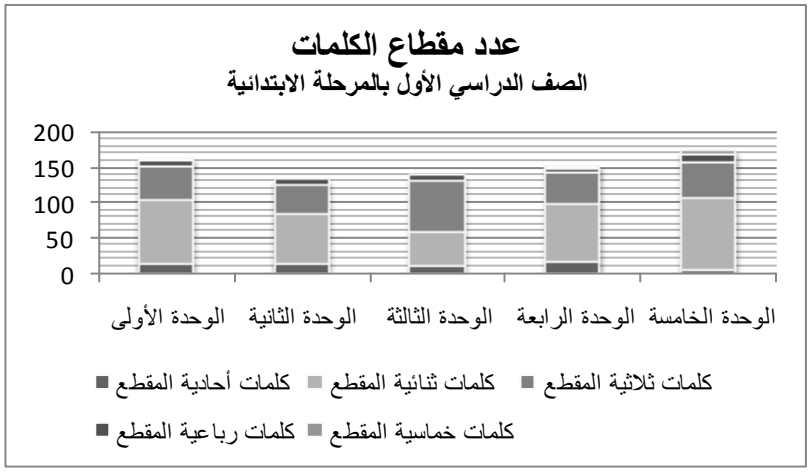


عدد مقاطع الكلمات:

أوضحت عملية التحليل التي تم إجرائها على الكتب المدرسية ارتفاع معدل الكلمات متعددة المقاطع في سياق الكتب المدرسية الخاصة بالصف الدراسي الأول بالمرحلة الابتدائية. ومن أصل 751 كلمة واردة في إطار الكتب المدرسية بالصف الابتدائي الأول، بلغ عدد الكلمات أحادية المقطع إجمالي 58 كلمة، بينما بلغ عدد الكلمات متعددة المقاطع إجمالي 693 كلمة، وذلك بواقع 388 كلمة ثنائية المقطع، مقابل 258 كلمة ثلاثية المقطع. ومن الجدير بالذكر أن ارتفاع معدل الكلمات متعددة المقطع في الكتاب المدرسي الخاص بالصف الدراسي الأول بالمرحلة الابتدائية يطرح تحدياً أمام القارئ المبتدئ. ويتفق المتخصصون والباحثون في قطاع التعليم بصفة عامة على ضرورة أن يتمكن التلاميذ/ التلميذات الملتحقين بالصف الدراسي الأول في نهاية العام الدراسي من دمج وتركيب الأصوات ضمن كلمات أحادية المقطع، بينما ينبغي أن يتمتع التلاميذ/ التلميذات الملتحقين بالصف الدراسي الثاني بنهاية العام الدراسي من فك رموز الكلمات متعددة المقاطع على نحو يتسم بالدقة. وعلى نحو عام، جرى التعارف على ضرورة تمكين التلاميذ/ التلميذات من إتقان عملية فكر رموز الكلمات أحادية المقطع وذلك الشروع في تلقي أي إرشادات أو توجيهات حول كيفية فك رموز الكلمات متعددة المقاطع.



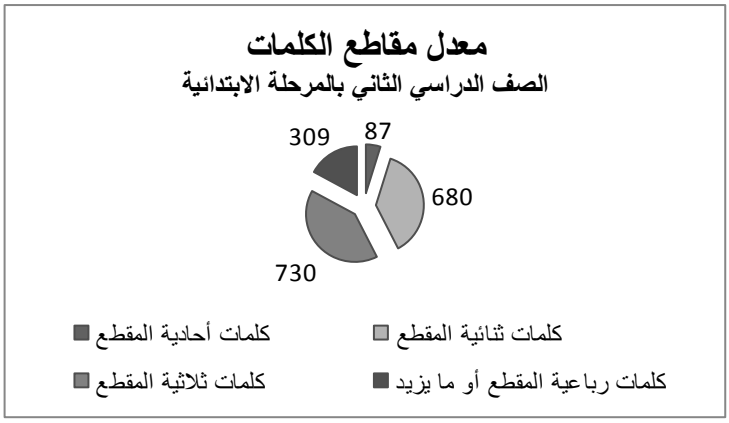
في إطار الوحدة الأولى من الكتاب المدرسي الخاص بالصف الدراسي الأول بالمرحلة الابتدائية، يتعرض التلاميذ/ التلميذات لإجمالي 12 كلمة إحادية المقطع، وذلك من أصل 161 كلمة، فضلاً عن 92 كلمة ثنائية المقطع، مقارنة بإجمالي 47 كلمة ثلاثية المقطع، هذا بخلاف 10 كلمات رباعية المقطع. لا يتمتع التلاميذ/ التلميذات خلال المراحل الأولى من ممارسة القراءة بالمهارات المرتبطة بفك رموز الكلمات، والتي تتيح الفرصة أمام لفك شفرة النص واستخلاص المعنى المُراد منه.



وفي إطار الكتاب المدرسي الخاص بالصف الدراسي الأول بالمرحلة الابتدائية، تغلب الكلمات متعددة المقاطع. وفي سياق الوحدة الأخيرة الواردة بالكتاب المدرسية، يقتصر عدد الكلمات أحادية المقطع على خمس كلمات فحسب.

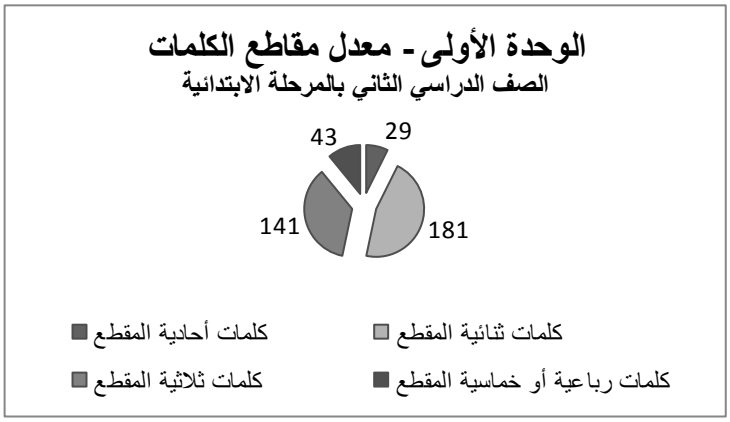
لقد أزاحت عملية مراجعة الكتب المدرسية الخاصة بالصف الدراسي الثاني بالمرحلة الابتدائية عن ورود 87 كلمة أحادية المقطع من إجمالي 1806 كلمة. ولقد ورت كلمات ثنائية المقطع 680 مرة، بينما وردت كلمات ثلاثية المقطع 730 مرة.

تتضمن الوحدة الثانية من الكتاب المدرسي الخاص بالصف الدراسي الثاني بالمرحلة الابتدائية 29 كلمة أحادية المقطع، وذلك مقابلة 181 كلمة ثنائية المقطع. وعلى الرغم من ذلك، يتمثل العدد المتبقي من الكلمات – بواقع 184 كلمة – في كلمات ثلاثية ورباعية وخماسية المقطع اللفظي.



تطرح الوحدة الثانية من الكتاب المدرسي 25 كلمة أحادية المقطع، فضلاً عن 132 كلمة ثنائية المقطع، مقابل 115 كلمة ثلاثية المقطع، جنباً إلى جنب مع ما يزيد عن 35 كلمة تُصنف ضمن شريحة الكلمات رباعية وخماسية المقطع.

وفي سياق الوحدة الأخيرة من الكتاب المدرسي الخاص بالصف الدراسي الثاني، لم ترد أية كلمات أحادية المقطع، وذلك مقارنة بإجمالي 29 كلمة ثنائية المقطع، 121 كلمة ثلاثية المقطع، 71 كلمة رباعية المقطع، فضلاً عن 13 كلمة خماسية المقطع.



وفيما يتعلق بالتلاميذ/ التلميذات ممن هم بصدد اكتساب مهارات فك رموز الكلمات متعددة المقاطع، يطرح الكتاب المدرسي الخاص بالصف الدراسي الثاني مهمة شاقة، خاصة بالنظر إلى انخفاض معدل تكرار الكلمات، فضلاً عن نسبة المفردات اللغوية التي تعتمد على كلمات ومعانٍ مجردة.

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Early Grade Reading Textbook Analysis

Girls' Improved Learning Outcomes (GILO)

Quality Education for Girls

USAID | EGYPT
FROM THE AMERICAN PEOPLE

تحسين الأداء التعليمي للبنات

Girls' Improved Learning Outcomes (GILO)

هذه الدراسة أحد منتجات مشروع "تحسين الأداء التعليمي للبنات" والمشروع هو واحد من المبادرات التنموية للوكالة الأمريكية للتنمية الدولية بمصر بالتعاون مع وزارة التربية و التعليم في المدة من 2008 الى 2011. ويهدف المشروع الى تحسين نوعية التعليم ونتائج التعلم للبنات في المراحل التعليمية من الروضة الى نهاية الصف الثالث الإعدادي، وذلك في حوالي 2800 فصل دراسي تشملها عدد 166 مدرسة من مدارس محافظات الفيوم وبني سويف والمنيا وقنا. ويعمل المشروع على تحقيق ذلك الهدف من خلال: مد مظلة التعليم للبنات و تحسين جودة التعليم والتعلم وتقوية مهارات الإدارة والحوكمة المرتبطة بالعملية التعليمية على مستوى المدرسة في المجتمعات التي يتعاون معها المشروع.

وتقع مسئولية تنفيذ المشروع على شركة آر تي آي انترناشيونال (RTI International) كمقاول رئيسي، ويعاونها في التنفيذ مجموعة من الشركاء و هم: هيئة التعليم العالمي (World Education) و شركة كيز تو إفكتيف ليرنينج (Keys to Effective Learning) وشركة سي أي دي إنك (CID, Inc.) وشركة إنفونكس (Infonex).

وقد تم إنتاج هذا الدراسة بمساندة الشعب الأمريكى من خلال الوكالة الأمريكية للتنمية الدولية. والآراء والأفكار المتضمنة في هذا المحتوى لا تعكس بالضرورة آراء الوكالة الأمريكية للتنمية الدولية أو الحكومة الأمريكية وإنما هى مسئولية المشروع.

This study is a product of the Girls' Improved Learning Outcomes (GILO) Project – a development initiative (2008-2011) of the United States Agency for International Development in Egypt, in cooperation with the Ministry of Education. The project aims to improve the quality of education and learning achievements among girls in grades K – 9 in 2800 classrooms of 166 schools in al-Fayoum, Beni Suef, al-Minia and Qena governorates, by expanding coverage of girls' education, improving the quality of teaching and learning, and strengthening the management and governance of education at the school level in targeted communities.

The lead implementer for the project is RTI International, with partner support from World Education, Keys to Effective Learning (KEYS), Community & Institutional Development (CID) and Infonex.

This study was made possible by the support of the American People through the United States Agency for International Development (USAID). The contents of this study are the sole responsibility of the GILO project and do not necessarily reflect the view of USAID or the United States Government.

جودة التعليم للبنات

Quality Education for Girls

TABLE OF CONTENTS

STUDY NAME & PURPOSE 3
REVIEW OF RESEARCH 4
STUDY METHODOLOGY 6
STUDY FINDINGS 6
Word vocabulary repetitions and total number of new words 6
Ratio of concrete versus abstract words 8
Number of word syllables 9
Basic sentence structure 11
Phonological awareness exercises 11
Decoding / word and sentence recognition exercises 13
Direct and indirect comprehension exercises (literal, explicit or implicit) . 14
STUDY RECOMMENDATIONS 15
NEXT STEPS 16
REFERENCES 17

STUDY NAME: Early Grade Reading Textbook Analysis

STUDY PURPOSE:

In March 2010 the Egypt Ministry of Education's (MOE) Early Grade Working Group conducted classroom observations and interviews with Primary I – IV teachers about teaching reading with Arabic reading textbooks. Observers took note of large percentages of students struggling to read from the textbooks and teachers confirmed those observations, while explaining the difficulties they encounter using the textbooks and following the scope of the Arabic curriculum. The results of this initiative, as well as results from the first administration of the research-based Early Grade Reading Assessment (EGRA), pointed to the need for an in-depth, research-based textbook analysis. A study group was formed to carry out the textbook analysis, which consisted of Egypt MOE and GILO staff along with an Arabic language textbook expert from Ain Shams University in Cairo.

The primary objective of the textbook analysis was to learn, "Could students in the early primary grades – with direct teacher instruction – read and comprehend the official textbooks?" With the study objective defined, the study group commenced a review of research literature with a focus on what is known about reading best practices and how decodable textbooks supplement teacher-guided instruction.

Additionally, the study group reviewed previous studies that examined the readability and accessibility of Arabic textbooks. Mindful of the limited number of previous studies examining Arabic textbooks, the study group endeavored throughout the textbook analysis process to ensure that the quality of the textbook analysis study would contribute to the research literature by providing greater understanding of the impact of textbooks on students learning to read Arabic.

REVIEW OF RESEARCH:

In the course of the review of research, the "Three Reading Levels" evolved into a construct for connecting the "science" of reading with the practical aspects of teaching reading. The factors that contribute to a student experiencing success at the "Instructional Reading Level" were the factors that they were seeking for the textbook analysis. Three over-arching factors came to the forefront: textbook readability, decidability and predictability.

Readability is generally defined as the predicted level at which a student can comprehend a text. Two factors are commonly used to make this prediction: familiarity of text (vocabulary) and syntactical complexity.

Three Reading Levels

I. Independent Reading Level

At this level a child would have one or less word errors in 100 words of text with 100 percent accuracy on comprehension questions about what they are reading. A student should be able to read text at this level independently with ease and without prompting by a teacher or tutor.

II. Instructional Reading Level

This is the best level for learning new vocabulary. It requires the assistance of a teacher or tutor. The word error range allowed while reading orally to the teacher is from 2 to 5 word errors per 100 words of text (95% accuracy or better), with at least 80 percent comprehension on simple recall questions about what they have read. This is where students make the best progress in reading. Children who are forced or permitted to attempt reading beyond the 5-word error limit soon begin to feel frustration when in an instructional setting.

III. Frustration Reading Level

This reading level is too hard for the reader. Word errors are over 5 words per 100 words of text. Comprehension questions are below 70 percent accuracy. A common instructional error made by teachers is to allow students to continue reading, especially when the words missed are basic vocabulary sight words.

http://www.willapabay.org/~thelewis5/section3.htm

Familiarity of text is defined by the balance in text of the three kinds of vocabulary encountered in texts: unknown words that have no meaning for students; partially known words that have some meaning after some thought; and known words that are familiar to students. Partially known words have been taught. Known words are words that students automatically understand. The more the vocabulary words in a textbook are drawn from the students' known vocabulary and automatically recognized the more likely the students will understand what they are reading. In contrast, the higher the percentage of unknown words, the more complex the text is and the less likely the students will be able to understand what they are reading.

Syntactical complexity of text includes several features, such as: how often words are repeated in a text; the number of letters in a word; the number of syllables in a word; the number of words in a phrase, sentence and paragraph; the different kinds of words in a sentence (nouns, verbs, adjectives, adverbs, etc.); the number of sentences on a page; and the number of embedded phrases or clauses within a sentence.

The percentage of unknown words has a profound impact on a student's ability to experience success at the "Instructional Reading Level". If the text contains too many unknown words, students will not derive meaning from the text.

Additionally, if the text is too syntactically complex the students will not be able to derive meaning from text.

Decodability of a text relates to how quickly students are able to recognize, decipher and comprehend the words they are reading. A student's capacity to decode text is influenced by how many words are present in the text that students know and can automatically read along with how well students can apply phonological skill to words they do not know, but may be familiar with in their listening and speaking vocabulary. Written language is a code for oral language and students can be taught the relationship between what a letter looks like and what it sounds like, which enables them to use phonics to "read" words that they are not familiar with but can "sound out" through the application of phonics.

Something to Remember

The brain has a time span of approximately 12 seconds to process meaning from written text.

If a sentence has too many unknown words, the student will not remember the beginning of the sentence when they read the end of the sentence. Therefore, comprehension zeroes out.

Marinelli, C. with M. Martelli & P. Zoccolotti. (2010). Visual and linguistic factors in literacy acquisition: Implica;tions for teaching for poor beginning readers. Washington, DC: World Bank Fast Track Initiative Secretariat.

However, the process of decoding unfamiliar and unknown words slows down the speed in which students read. The more words the student must decode the slower they read and the less they are able to comprehend.

Eventually, if too many words are unknown and need to be decoded the readers reach a point where they are unable to remember the words they have already read, because the "working memory" of the brain has a time span of approximately 12 seconds to process meaning from written text. When a sentence has numerous unknown words that require decoding, the decoding process slows down the reading process to the point that the brain does not remember text from the beginning of the sentence being read. Therefore comprehension zeroes out. At this point, students are "reading" at the "Frustration Reading Level" of reading and at that level, even with teacher direct instruction students are no longer learning. Quite simply, when a student is confronted with too many unknown words in a passage, they will not be able to decode the words quickly enough to derive meaning from text.

Students cannot decode a word unless the letter shapes and sounds have been taught to them prior to encountering the words in the text. There must be a link between direct instruction of letter shapes and their sounds to the unfamiliar words students encounter in text. This is called the "lesson to text match" (LTTM). Without this direct scaffolding and instructional consistency the students will struggle to decode words that contain letters they have not been taught and therefore do not know.

Predictability of a text refers to surrounding linguistic and design supports that assist students with identification and understanding of words in the text, which work in tandem with phonics skills to increase text readability. Examples of linguistic and design supports include the use of rhyme in words, picture cues and the use of repeated words and phrases. All of these serve as semantic cues that students can use to construct meaning of words in texts. Predictability helps beginning readers connect letters and words on a page with their sounds and, ultimately, with the meaning of those words.

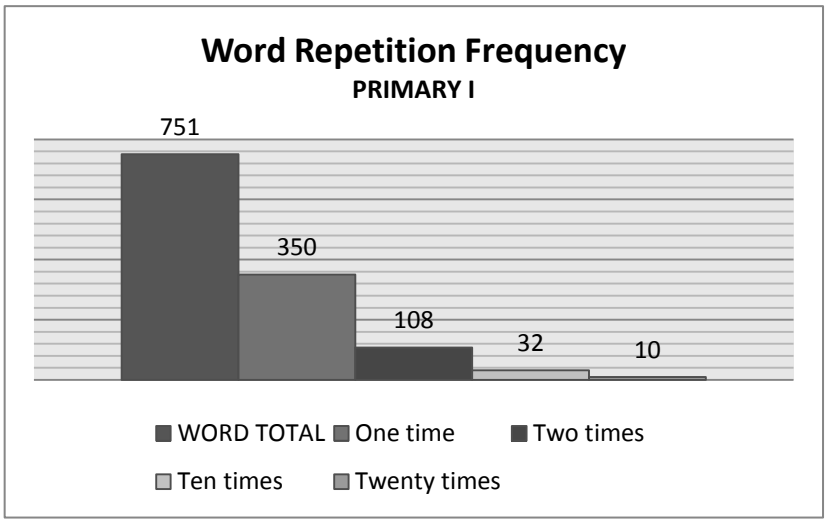
STUDY METHODOLOGY:

After the study group completed the review of research, it developed approaches to analyze the early grades Arabic reading textbooks for several aspects of textbook readability, decodability, and predictability. Working in three teams the study group reviewed all the textbooks for: word vocabulary repetitions and total number of new words; ratio of concrete versus abstract words; number of word syllables; basic sentence structure; phonological awareness exercises; decoding / word and sentence recognition exercises; and direct and indirect comprehension exercises.

STUDY FINDINGS:

Word vocabulary repetitions and total number of new words

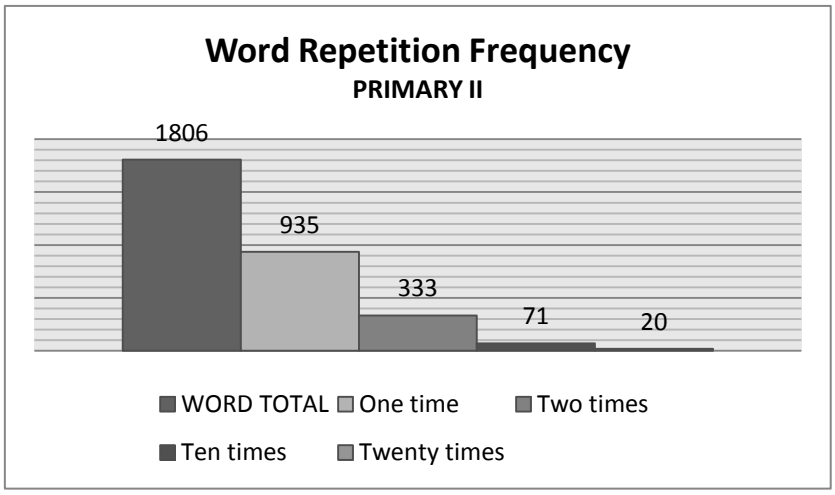
Analysis of the Primary I textbook revealed that the textbook introduces too many new words and has too few repetitions of words. Out of 751 words encountered by students in the Primary I textbook, almost half of the words (350) appear only once.



Research tells us that the degree of frequency with which a word is encountered increases new word learning. Repetitive exposure to words is critical to developing a vocabulary that enables students to develop and expand their sight word vocabulary (Learning Point Associates, 2004). Sight words are words that students recognize automatically by sight without segmenting words into sounds and letters. A growing sight word vocabulary enables students to figure out new words through analogies and spelling patterns (Elementary and Middle Schools Technical Assistance Center).

Word repetitions in textbooks create opportunities for students to expand their vocabulary. Textbook word repetitions create an intentional, methodical process for students to build a vocabulary throughout a school year as well as from grade level to grade level. This intentional approach to "layering" repetitions of words through the textbooks as well as through various supplied activities enables students to take ownership of words (Nagy, W. E., Anderson, R. C., & Herman, P. A., 1987). Planned for appropriately the intentional and systematic layering of word repetitions maximizes the opportunity for students to experience a seamless transition from grade level to grade level in learning to read and reading to learn. Marenelli's (2010) review of the literature about characteristics of effective reading textbooks emphasizes *"First-grade textbooks should start with single letters, proceed to bigrams and then to words of increasing length. To provide sufficient exposure, words should be repeated in the text and balanced by the addition of new words."*

The results of the textbook analysis revealed that few words from the Primary I textbook were repeated in the Primary II textbook. The opportunity to use the "known" words acquired in Primary I as a foundation for learning new words in Primary II was largely missed. Only 16 percent of the Primary II vocabulary that students are expected to know is drawn from the Primary I textbook, which means that well over 80 percent of the vocabulary is unknown to the students at the outset of their Primary II school year. Primary II students encounter 1806 words in the Primary II textbook, but only 289 words in the textbook are words they were exposed to previously, which results in Primary II students encountering 1517 new words. Also, the textbook analysis found that out of 1806 words in the Primary II textbook, only 71 words are repeated more than ten times and only 20 words are repeated more than twenty times.



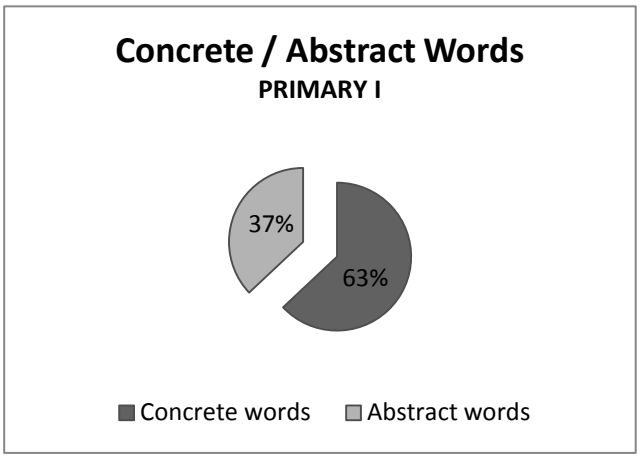
Research on the teaching of reading is clear that a word should be repeated a minimum of 30 times within a limited period of time for a student to master the word. Less repetitions result in diminished opportunity for a student to master a word and as the percentage of unknown words increases, the likelihood of a student understanding what they have read decreases. With this research in mind, results of the textbook analysis indicate that a Primary I student may have the opportunity to master as many as ten words and that a Primary II student may have the opportunity to master as many as twenty words.

When the study group looked closely at the textbooks and the vocabulary in the textbooks, another factor arose that offers insight into why students encounter so many words in the textbooks that are not highly familiar and as a result are not automatically known to them. Under close analysis, it was determined that the reason so many words are not highly familiar to students is that many of the vocabulary words in the textbooks are drawn from the classical Arabic vocabulary (FusHa) rather than the Arabic (Aamiyya) that is used in Egyptian homes on a daily basis. This creates disconnect between the students receptive vocabulary and the written vocabulary that they encounter in the textbooks.

The diglossic aspect of the Arabic language, in which the spoken dialect is vastly different from the written form of the "language of instruction" used in the textbooks, means that learning to read Arabic is more closely aligned to second language learning than first language acquisition of reading skills. This disconnect is further impacted by the limited repetition of vocabulary in the textbooks.

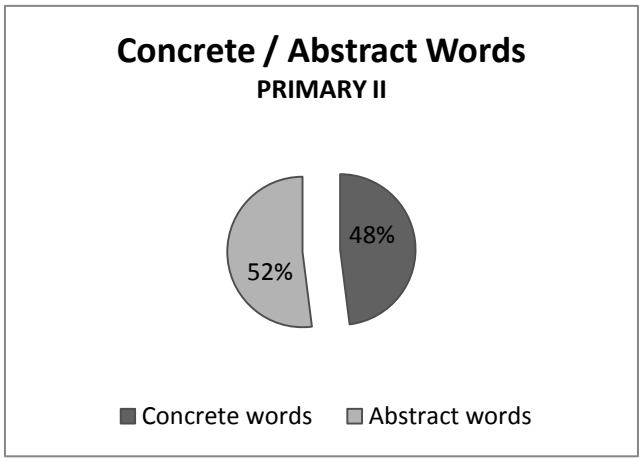
Ratio of concrete versus abstract words

The ratio of concrete to abstract words impacts the readability of text. Concrete words refer to objects or events that are available to the senses. Because students can see a donkey, touch something hot, smell something spicy, hear something loud and they physically and visually experience words such as walk, talk and jump; they can attach meaning to the written form of those words easily. The words will be familiar to them, so text that contains concrete words is text that will be more readable to students. Children develop a vocabulary for concrete words from a young age and enter school with a greater vocabulary of concrete words. Abstract words however, are not available to the senses and a vocabulary of abstract terms is longer in developing. Abstract words refer to ideas and they have no physical form. Abstract words, such as freedom or love or success can mean different things to different people, unlike "walking", which will always be "walking". Measuring the balance of concrete to abstract words in early grade reading textbooks is important because it is an indicator of the degree to which a child will be able to read the textbook.



The analysis of Primary I Arabic reading textbook revealed that 37 percent of the words encountered by students are abstract, which indicates that approximately every third word is abstract. With 46 percent of the words in the Primary I textbook appearing only once in the book, this means that a significant number of the abstract words will likely appear only once in the textbook.

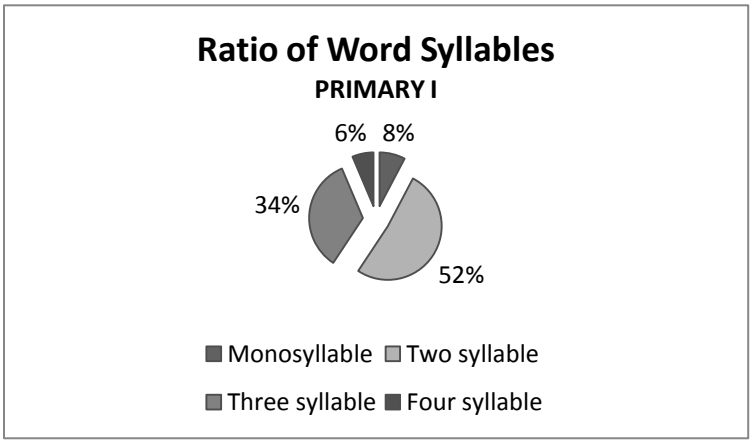
The analysis of the Primary II Arabic reading textbook revealed that 52 percent of the words encountered by students are abstract, which indicates that approximately every other word is abstract. With 52 percent of the words in the Primary II textbook appearing only once in the book, this means that a significant number of the abstract words will appear only once in the textbook.



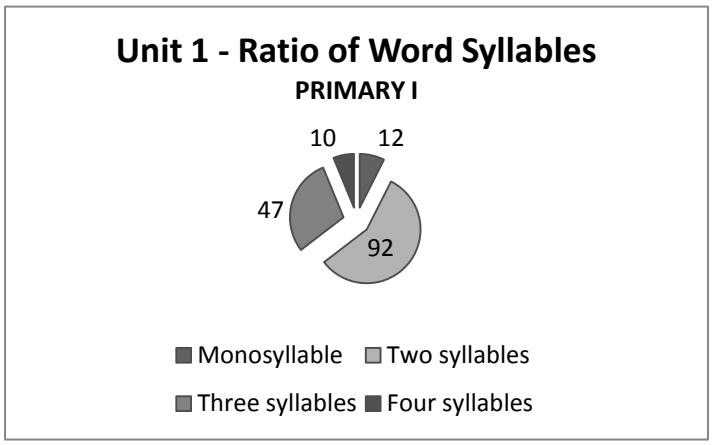
With research pointing to children learning to read having more difficulties with abstract words than with concrete words, the data from the textbook analysis contributes additional insight into why students have been observed struggling to read from the Arabic reading textbooks (Caramelli, N., Setti, S., and Maurizzi, D., September 2004).

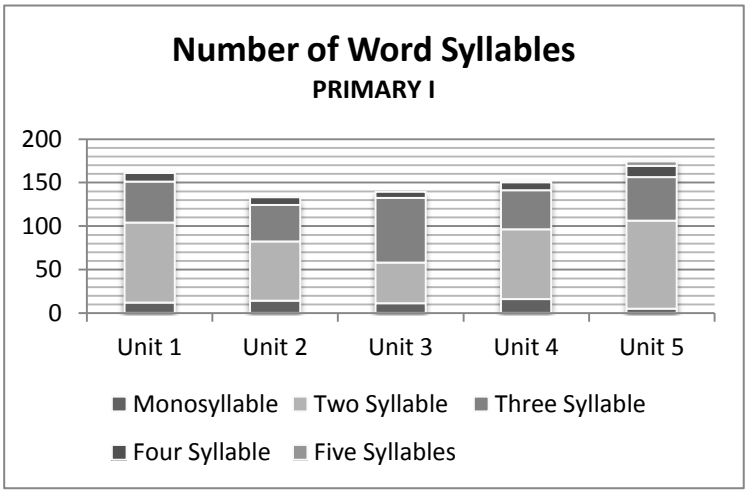
Number of word syllables

The textbook analysis found a high frequency of multi-syllable words in the Primary I textbook. Of the 751 words found in the Primary I textbook, 58 words were monosyllabic. The remaining 693 words were multi-syllable words, which included 388 two-syllable words and 258 three-syllable words. The high frequency of multi -syllable words in the Primary I textbook present a challenge to beginning readers. Education practitioners and researchers generally agree that Primary I students should conclude the school year capable of blending the sounds of monosyllables and that Primary II students should conclude the school year capable of decoding multi-syllable words accurately. It is generally agreed as well that students should master decoding monosyllable words before receiving instruction in multi-syllable words.



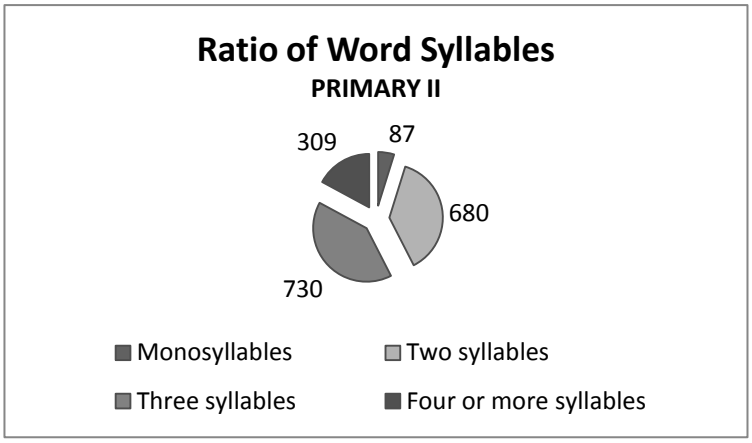
In the first unit of the Primary I textbook, students encounter 12 monosyllable words out of a total of 161 words along with 92 two-syllable words and 47 three-syllable words, in addition to 10 four-syllable words. Students in the initial stage of reading do not have the decoding skills with which to decipher the text and derive meaning.





Throughout the Primary I textbook, multi-syllable words dominate. In the last unit of the textbook only five monosyllable words appear.

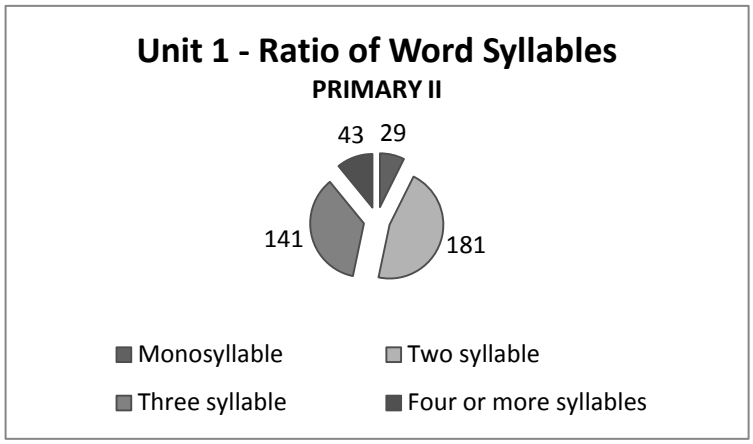
The textbook review of the Primary II textbook revealed 87 monosyllable words out of a total of 1806 words. Two-syllable words appeared 680 times and three-syllable words appeared 730 times.



The first unit of the Primary II textbook has 29 monosyllable words and 181 two-syllable words. However, the remaining 184 words are three-, four- and five-syllable words.

The second unit of the textbook employs 25 monosyllable words, 132 two-syllable words, 115 three-syllable words along with more than 35 words that are four- and five-syllable words.

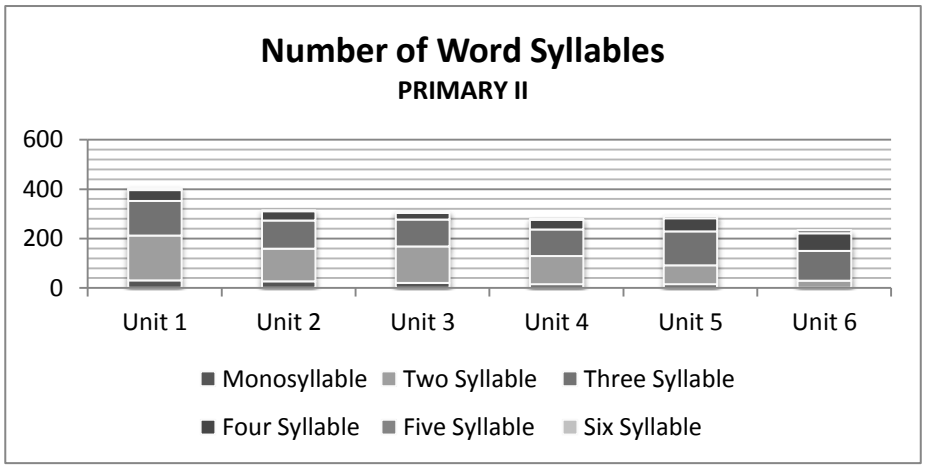
In the last unit of the Primary II textbook there are no monosyllable words, 29 two-syllable words, 121 three-syllable words, 71 four-syllable words and 13 five-syllable words.



For students who are beginning to learn to decode multi-syllable words, the Primary II textbook presents a daunting task, especially in light of the low number of word repetitions and the proportion of the vocabulary that consists of abstract words.

Gagen (2007) indicates that a general rule of thumb for gauging the instructional level for students learning to decode multi-syllable words is that Primary I students master monosyllable words, Primary II students master two-syllable words, and Primary III students master three-syllable words.

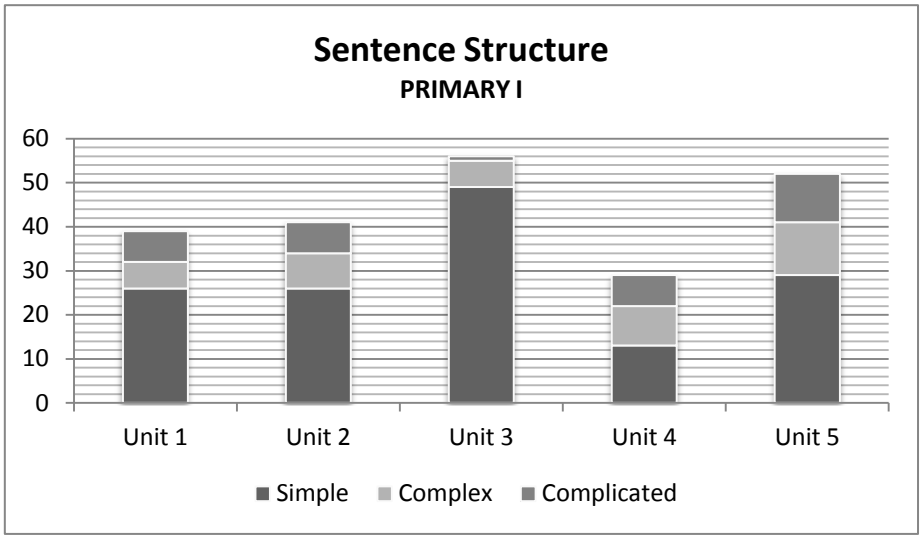
Through the lens of this rule of thumb, the Primary I textbook and Primary II textbook presents a challenge to students.

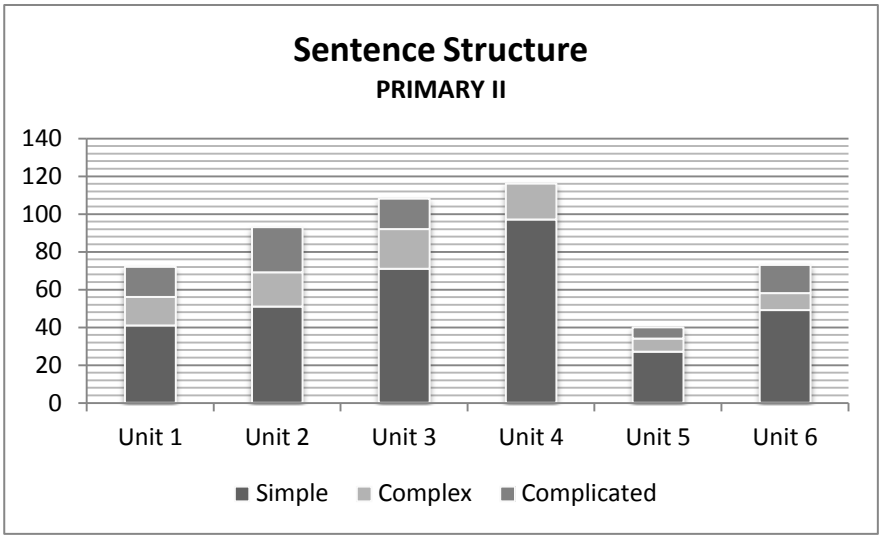


Basic sentence structure

Sentence structure relates to the syntactical complexity of text and it influences the degree to which students can derive meaning from the text. The number of words in a phrase, sentence and paragraph; the different kinds of words in a sentence (nouns, verbs, adjectives, adverbs, etc.); the number of sentences on a page; and the number of embedded phrases or clauses within a sentence are all factors that influence the complexity of sentences.

The textbook analysis found that 143 sentences out of the 217 sentences in the Primary I textbook were "Simple" sentences, whereas 41 sentences were found to be "Complex", with the remaining sentences "Complicated".



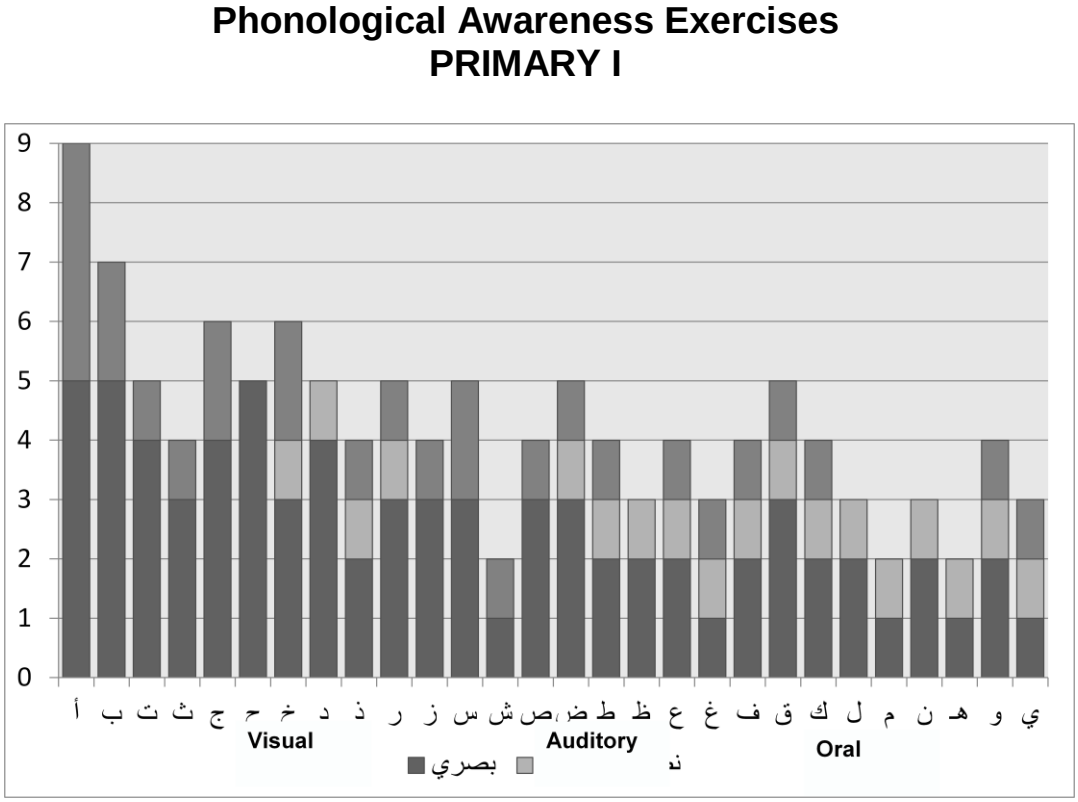


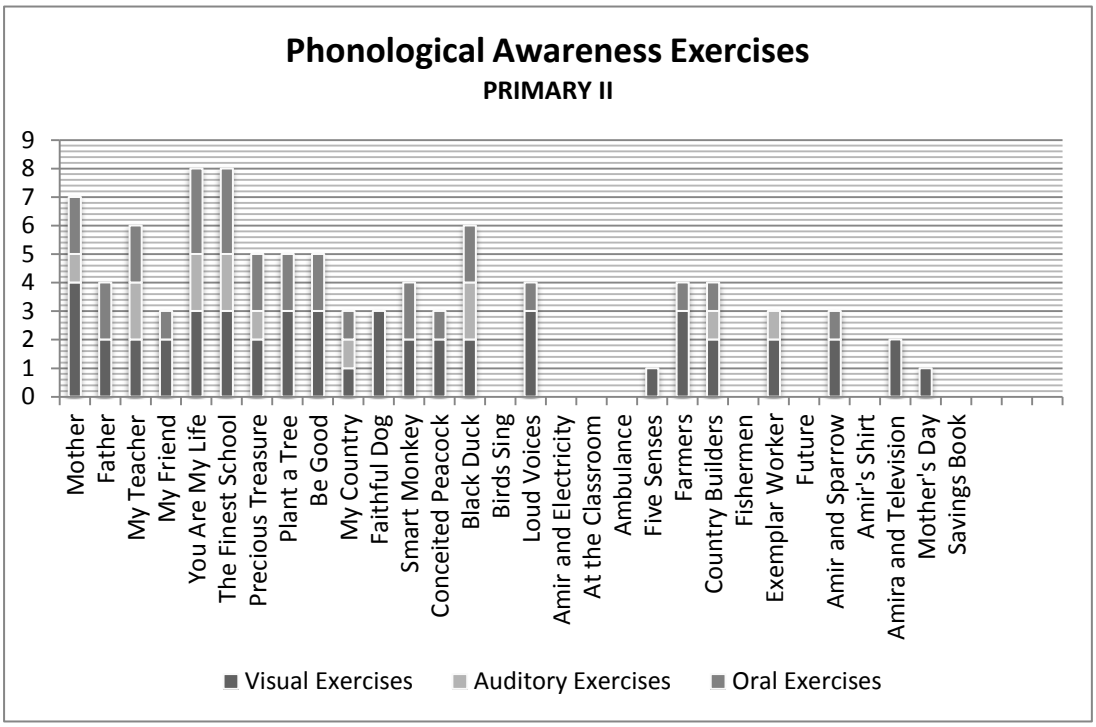
The textbook analysis found that 336 sentences out of the 501 sentences in the Primary II textbook were "Simple" sentences, whereas 165 sentences were found to be either "Complex" or "Complicated".

Phonological awareness exercises

In their review of scientifically based reading research, Learning Point Associates (2004) defined phonological awareness as "the understanding that spoken words are made up of separate units of sound that are blended together when words are pronounced. However, it is also viewed as a skill at hearing and producing the separate sounds in words, dividing or segmenting words into their component sounds, blending separate sounds into words, and recognizing words that sound alike or different." Phonological awareness plays a critical role in students learning to read. It prepares them for phonics, word analysis and spelling.

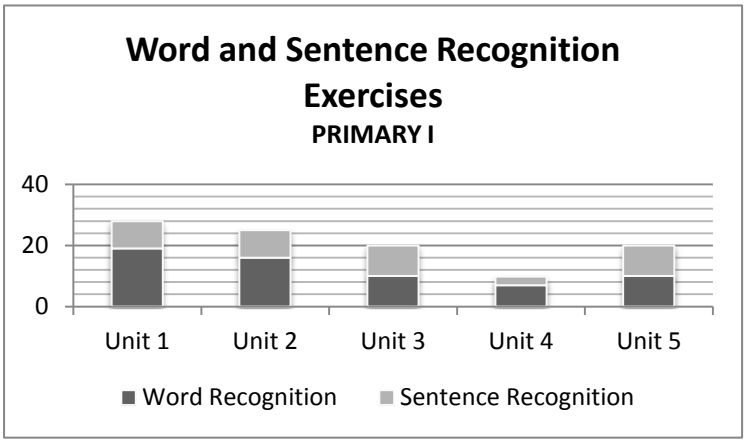
The textbook analysis study group completed an inventory of all phonological awareness exercises offered with the Primary I textbook and Primary II textbook. The survey results are shown in the two charts below.





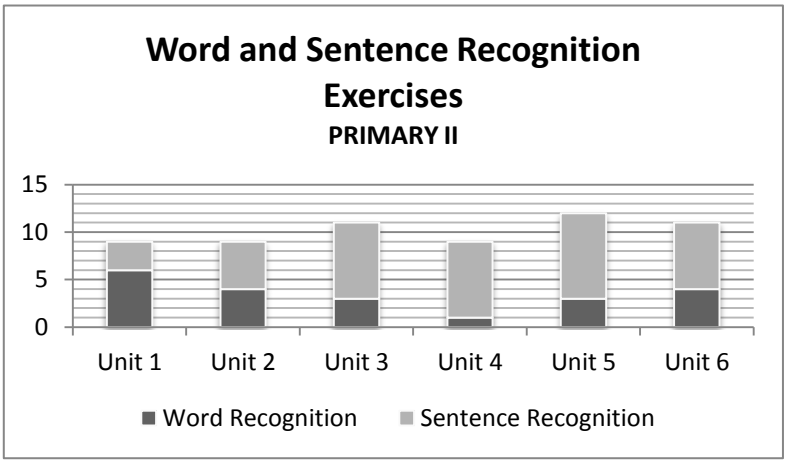
Decoding / word and sentence recognition exercises

The capacity to decode unknown words gives a student the opportunity to expand their vocabulary, but to derive meaning from text students must develop word and sentence recognition skills. As their ability to automatically recognize words and sentences grows, their working memory is freed up from the task of decoding (Marinelli, 2010), which leads to reading fluency.



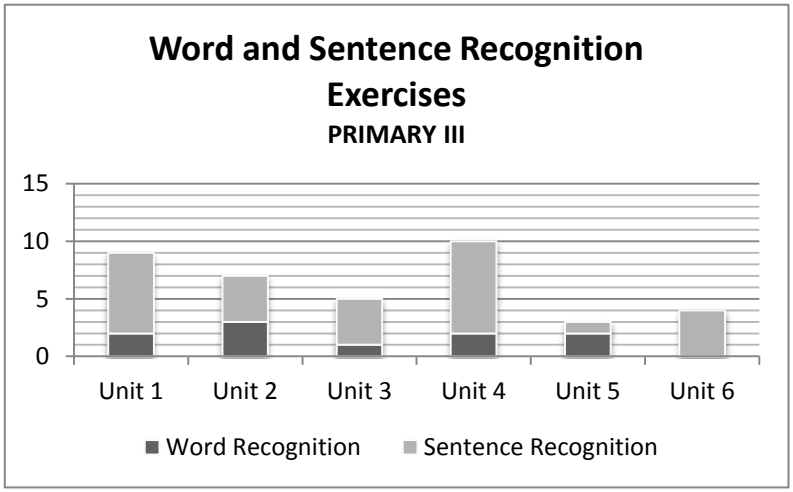
"Reading fluency is the ability to read a text quickly, accurately, and with expression" (Teach for America, 2011). *Automoticity* (rapid and automatic word recognition) is a key element of fluency, as is *prosody* (reading with phrasing and recognition of punctuation). Word and sentence recognition exercises offer on-going support to students in their development of reading fluency.

The textbook analysis study group reviewed and surveyed the decoding exercises along with the instructional activities and materials used with regard to teaching word and sentence recognition.



In Primary I students are expected to learn 751 words. The textbook analysis revealed that students experienced 62 word recognition exercises along with 53 sentence exercises.

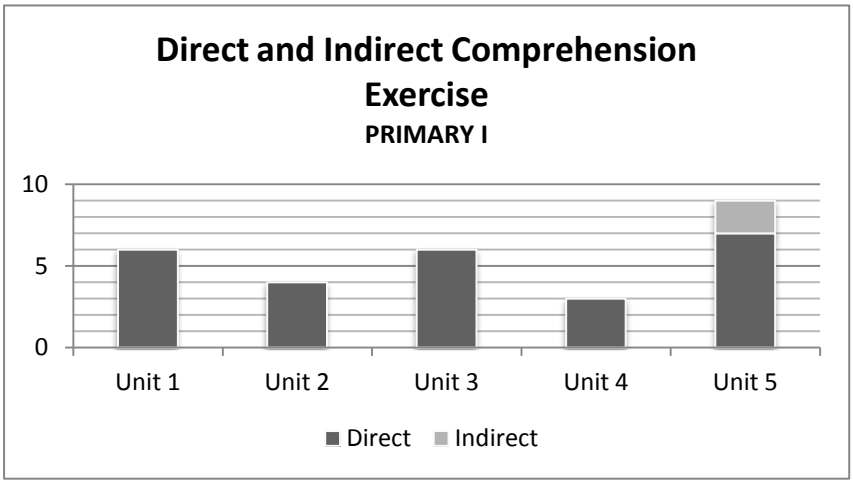
In Primary II students are expected to learn 1806 words. The textbook analysis revealed that students experienced 21 word recognition exercises and 40 sentence recognition exercises.



In Primary III students experience 10 word recognition exercises and 22 sentence recognition exercises.

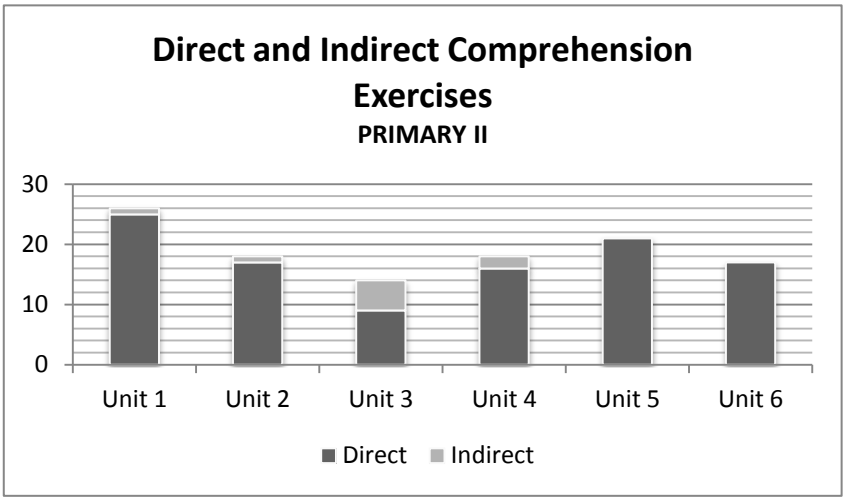
Direct and indirect comprehension exercises (literal, explicit or implicit)

"Comprehension involves constructing meaning that is reasonable and accurate by connecting what has been read to what the reader already knows and thinking about all of this information until it is understood. Comprehension is the final goal of reading instruction." (Learning Point Associates, 2004). Students must gain the capacity to derive meaning from text, so that they can transition from "Learning to read," to "Reading to learn". Direct comprehension exercises check for understanding to determine what factual information students have gained. Indirect exercises check for implied meanings students have identified.



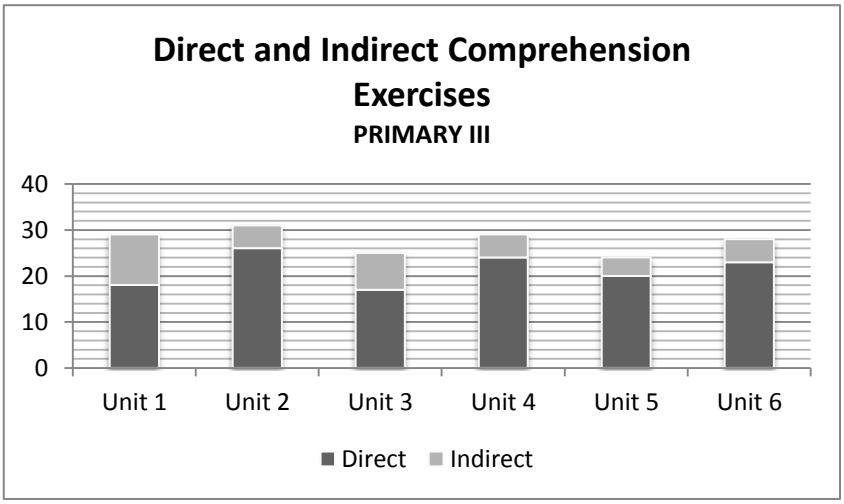
The textbook analysis study group surveyed comprehension exercises, instructional activities and materials used.

In Primary I students are expected to learn 751 words. The textbook analysis revealed that students experienced 26 direct comprehension exercises and 2 indirect comprehension exercises.



In Primary II students are expected to learn 1806 words. The textbook analysis revealed that students experienced 105 direct comprehension exercises and 9 indirect comprehension exercises.

In Primary III students experienced 128 direct comprehension exercises and 38 indirect comprehension exercises.



STUDY RECOMMENDATIONS:

The textbook analysis study identified four core areas needing further attention and modifications: 1) the low frequency of word repetitions within each textbook; 2) the high frequency of abstract and multi-syllable words; 3) the disconnect between classic Arabic in textbooks and the Arabic spoken at home; and 4) the absence of direct instruction in phonological awareness skills.

1) The early grade Arabic reading textbooks do not provide enough word repetitions for new words and as a result, the textbooks are presenting a barrier to students' reading skill acquisition. Empirical research on the teaching of reading tells us that for a child to master a new word, that the word should be repeated a minimum of 30 times within a limited period of time, and yet Primary I students experience only 10 words out of 751 words being repeated more than twenty times. This low frequency of word repetitions points the way to understanding why students are experiencing difficulty reading from the textbooks.

2) The early grade Arabic reading textbooks contain a significant number of abstract words, including a high frequency of multi-syllable words and vocabulary that is unfamiliar or partially unfamiliar to students, which impacts a student's ability to decode the text. Emphasis needs to be placed on a higher use of familiar words and words that are automatically recognized by students, especially at the Primary I level. In addition, there should be direct instruction of unfamiliar or partially familiar vocabulary words using concrete words as well as sensory learning activities. Students in Primary I especially need sensory reinforcement that includes hearing, seeing, speaking and tactile learning activities. Using student centered active learning strategies will increase the possibility that students will be able to understand the abstract vocabulary and link it to words and experiences they do understand.

3) Since Arabic places a strong parallel reliance on phonological knowledge and morphology there should be strategies to identify the words that exist between the two forms of the Arabic language and there should be activities in place that scaffold the shared morphemes between the two forms of the language – the dialect used in the home and the one used in the textbook.

4) Students cannot decode a word unless the letter shape and sound have been taught to them prior to encountering the word in the text. Without this LTTM link, the students will struggle to decode words that contain letters they have not been taught and therefore do not know. The textbook analysis found a very weak LTTM in the Primary I textbook, Primary II textbook, and Primary III textbook. More emphasis needs to be placed on instructional consistency to ensure that students are provided with direct instruction in the auditory, visual and oral aspects of the letter shapes and sounds. Further recommendations include designating a specific period of time within the daily schedule to teach students the sounds of letters and providing them with specific activities to sound out and pronounce the letters in addition to the time currently allocated for visual recognition and discrimination of letter names and their shapes. Listening is a key skill in the overall language arts curriculum and requires direct instruction. Innovative ways to enhance how listening comprehension skills need to be explored and should include the use of listening to music, singing songs, choral readings and learning rhymes and chants.

NEXT STEPS:

As a way forward for implementing the recommendations, the study group developed two implementation options for consideration. The *Preferred Option* envisions a new phonics program that integrates with the current reading instruction. An intensive student-centered interactive phonics lesson would precede the lesson taught from the current Arabic reading textbook, so as to provide a phonics lesson that directly relates to the vocabulary of the reading lesson from the current Arabic reading textbook to ensure a strong LTTM is in place. The phonics program would provide a teacher's manual, which includes lesson plans, teacher guidance, student worksheets as well as comprehensive assessment materials. The *Alternate Option* would offer supplemental phonics lessons that would be taught after the current leveled reading instruction. The detractor to this option is a weak LTTM, which would lessen its capacity to positively impact the text decoding skills of students.

In conclusion, the study group recommends that the selected option be subject to a systemic field-based pilot program and assessment to ensure that decisions made by the MOE with regards to the transition to a broader implementation and institutionalization of an early grade reading intervention program is data-driven.

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