EDUCATION REFORM PROGRAM

# Education Reform Program Support in the Area of Governance and Management

## Documentation Research

Final Report

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By: Nagwa Megahed and Mark Ginsburg

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## Executive Summary

***Nagwa Megahed and Mark Ginsburg***

**Aim and Scope of the Report -**This report is designed to document the processes of ERP-supported reforms and the results they achieved. Such documentation of reform processes and outcomes aims at a) providing focal MOE partners with compelling and informative evidence on the reform processes and outcomes and b) enabling focal MOE partners to encourage and assist non-focal MOE personnel to adapt successful reform policies and practices, which contributes to the diffusion and adaptation of ERP-supported reforms.

The report covers the reform processes in the following areas of management and governance reform:

- Management and Organizational Reform (including Administrative and Financial Decentralization),
- Community Participation,
- Data-informed Educational Decision-Making, and
- Teachers' Cadre.[1]

**Questions -** The documentation effort focuses on answering the following questions in a way that partners at various level of the system can benefit from compelling and informative accounts of ERP-supported reform of management and governance:

- What were the goals and plans for reforming various components in the area of governance and management?
- What strategies and activities were pursued by ERP staff/consultants and MOE personnel to reform various components in the area of management and governance?
- What evidence (perceived and/or documented) is there that these strategies and activities had an impact on system policies, organizational structure and culture, and the activities of MOE personnel and civil society actors?
- What conditions and other factors were perceived to have constrained or enabled the implementation and impact of reform efforts?

**Methods and Data Collection-** This report aimed at answering the above questions; it was accomplished by a documentation study team of ERP Monitoring and Evaluation staff and consultants, with substantial input from other ERP staff as well as a range of MOE personnel. On November 20, 2007, MOE/ERP – M&E partner meeting was organized with a total of 14 MOE officials from the central, governorate, and idarra levels in order to present and discuss the study plan for documenting ERP-supported reform in the area of management and governance; and solicit the MOE feedback on and suggestions for this study plan. Analysis of official and project documents was carried out. During December 2007 through February 2008, the documentation study team conducted the initial review of reports and materials relevant to the reform efforts and met with respective ERP staff. The team, furthermore, completed the set of rubrics and developed five tools for measuring systemic change in the following areas: 1) financial decentralization; 2) administrative decentralization, 3) community participation; 4) planning, monitoring, and evaluation; and 5) Teachers' Cadre.

In March 2008 the team selected a sample of MOE staff and community members at school, idarra, muddiriya, and governorate levels (in the seven governorates) as well as at the

[1] Note that the implementation of the Teachers' Cadre can be seen as a reform in the way that teachers are managed as well as an approach to professionalizing teaching and motivating teachers to improve their own performance and the achievement of their students.

central level as well as developed interview questions to be used in conjunction with the tools to measure systemic change. A plan for conducting the field work in the seven governorates was developed in collaboration with ME advisors. A one-day training in conducting focus group interviews using tools for measuring systems change was conducted on April 17, 2008 with 12 faculty members who served as moderators and recorders for the focus group interviews.

During May and June 2008, the documentation study team collaborated with the ME advisors in the seven governorates and the 12 faculty members to conduct focus group interviews with a total of 398 participants, as follows: Alexandria 58, Cairo 47, Fayoum 48, Beni Sweif 60, Minia 68, Qena 60, and Aswan 57. Participants represented different groups at different levels of the system, including school teachers and principals; BOT leaders; idarra Department Directors; idarra M&E/EMIS personnel; governorate-level NGO leaders; muddiriya administrators; muddiriya M&E/EMIS officials; and undersecretaries.

**Data Analysis –** Quantitative data derived from the tools for measuring systemic change were analyzed using SPSS. For the qualitative data, interview data were transcribed and resorted by theme to combine the responses by different groups in different governorates under certain theme. Then reclassified/resorted data were reviewed and reduced to represent the most relevant, expressive quotes and perceptions to issues under discussion.

**Main Findings**

**Management and Organizational Reform – Administrative decentralization**

Interviews were conducted with total of 322 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders.

Regarding the stage of systemic change of **policy framework** for administrative decentralization, Cairo respondents reported the highest stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). Overall, the overall average score for the seven governorates was 3.6, which indicates a stage between exploration and transition. For example, there are some indicators that the Ministry is serious about the decentralization implementation: “The Ministry has started to develop policies and regulations of delegation and now the overall system is moving towards fully functionalized decentralization." "Even though the Governor delegates his responsibility to MOE senior officials in his governorate, still MOE officials at governorate and idarra levels unable to take decisions." "I chose stage 4; however, this stage is only available in (ERP) project schools due to training programs which increased the community awareness and participation in the school improvement activities."

The main reasons identified for the limited change include: lack of commitment; resistance to change ("Many laws and decrees are not active because there is no accountability and transparency in implementing these decrees.”); lack of vision and leadership skills of some MOE officials at local levels where they could not able to cope with new systems; lack of resources, and lack of knowledge.

The majority of interviewees in different groups recognized the role of ERP has played in providing many activities and initiatives for decentralization process. ERP offered training programs for all stakeholders in education system, not only teachers and MOE but also BOT members, NGOs, and others. Roundtables and field visits gave great opportunity to people to gain more experience and enhance their skills.

As for the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of **the institutional capacity** for administrative decentralization, again Cairo respondents reported the highest stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). The overall average score is 3.5, reflecting a position between the exploring and transition stages. Examples of quotes explain reasons for chosing such stages: "I chose stage 3 because many units were provided with systems such as SMS and e-gov." "I chose stage 4 because the Ministry is developing job descriptions for staff at the governorate and idarra levels." "The system witnessed many improvement activities but still needs more resources (human, financial and technical) in order to activate a decentralization environment." "MOE leaders and senior officials should start with themselves and delegate more responsibilities to local levels."

The main factors hindering changes are:

- Lack of experience at some levels of MOE system, especially key officials at idarra and school level.
- Lack of resources (financial, technology, technical, etc.)
- Random nature of some decrees and initiatives which are developed in isolation of stakeholders

Interviewees reported that training programs and technical support programs have enhanced people's awareness and skills in decentralization, good governance, and general management. As for ERP's contribution, interviewees mentioned that ERP provided very important base for development and system change, including the building of human resources and staff skills through training programs, and technical support. ERP also established good communication channels between the central ministry and local level stakeholders (NGOs, BOT, school principals) as well as other ministries.

**Management and Organizational Reform – Financial Decentralization**

Interviews were conducted with a total of 245 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders.

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **policy framework** for financial decentralization, Alexandria respondents reported the highest level (4.0 or at the transition stage), while Fayoum respondents (2.6) along with those from Aswan (2.5) reported the lowest level on this dimension, representing a position approximately half way between awareness and exploration. Meanwhile the average for the seven focal governorates (3.2) represents a position somewhat beyond the exploration stage.

Some of the explanations for such a case included: "We are in the third stage because there is a new managerial structure;" "There is also strategic planning which guarantees the financial structure." "Most of the attempts to implement financial decentralization are not yet successful;" "The Ministry of Finance suffers a lot because it is the only ministry – the one ministry – that is responsible for all budgets in the country;" "Maybe there is an agreement between the two ministries (MOF and MOE) but we do not know of this;" "Schools may have some freedom in some parts of the expenditure; there is a decree that enables schools to do maintenance works without referring back to the idarra;" "A good point is giving the governor the authority to shift from one financial item to another."

The main obstacles that hindered moves toward financial decentralization are include:

- the apprehension of school leaders to undertake their financial roles. (NGOs group)

- the restricting regulations that limit the freedom of principals (General and Idara directors)
- the lack of awareness and orientation on the nature of financial roles and responsibilities (BoTs group)
- the new role assigned to the BoTs as partners, and sometimes dominators, in the financial issues (School principals)

As for the role of ERP in supporting the change toward financial decentralization, some interviews believe that "ERP didn't help in this respect at all" and "It may have raised awareness about the process through workshops, but it didn't make the laws change." From their perceptions, ERP's role was limited to training provided: "The discussions, training and capacity building run by ERP deepened understanding about the process." "ERP does not have a real role in the regulations and policies; its main role was for building capacities"

Other interviewees were more aware of the role of ERP, although they emphasized the capacity building activities: "we were trained on developing budgets, and other financial aspects by ERP;" "we believe ERP was behind the change of the old BoT law and issuing the 334 decree." School principals indicated that "ERP was the link between us and the funding NGOs in the community; with ERP the number of participating NGOs was increased." And another respondent expressed that "lectures and training workshops are fine but not sufficient to bring about the desired change."

The case was slightly different in Qena and Minia, where all groups agreed that ERP has played a major role in raising awareness about financial decentralization through the different training workshops done with school administration as well as the local community. "ERP schools were the first to implement financial decentralization," "we could even transfer our experience with ERP to other schools" (Qena idara directors); "true roles of BoTs were clarified through ERP training programs" (BoTs and Qena school principals); "the Program facilitated our communication with the ministry" (Minia School principals).

Concerning the average responses of different focus groups in the seven ERP focal governorates in terms of the stage of systemic change of the **institutional capacity** for financial decentralization, again Alexandria had the highest score (3.7 or approaching the transition stage), while Minia had the lowest score (2.7 or approaching the exploration stage). The overall average score is 3.1 is in line with the exploration stage.

Some of the explanations provided for the current stage of systemic change in this domain of financial decentralization include: “all decisions are too central; there is a contradiction between the two ministries in terms of the budget.” "There should be a link between the skill and the authority because they must work together." "We benefit from training the ways by which the financial laws and decisions are carried out but they don't use the authority in the central financial management." "All of us are aware of the importance of the change because we have limited skills on the financial matters and we may have a full knowledge of the financial matters only at the time of retirement, and this is a big indicator for the bad need for continuous training." "We began to make needs assessment for identifying the points of strengths and those of weakness and this was useful in identifying the nature of the future trainings."

The main factors hindering the implementation of the financial decentralization were listed as follows:

- The financial resources, the governmental bureaucracy which hinders any efforts for the managerial reform, and lack of effective coordination among stakeholders (School principals.)
- The inflexibility in the governmental decisions. ( BoTs and Idara directors)

- The red tape and the governmental centralization. (NGOs and Idara directors)
- There are no benefits behind the training workshops held; words speak louder than actions. (General Directors)
- The absence of the financial inspector's role in the BOTs, limits in [the BoT chair's] role in signing on the budget at the end of the year, the financial illiteracy of the BoTs, and the school secretary keeps the manuals sent whether by the Ministry or by the directorate and does not give them to the BoTs. (BoTs)
- The importance of bills for everything, even for things that are difficult to have bills for (School principals)

The major contribution of ERP in this regard is perceived to be raising the awareness about decentralization and organizing trainings for leaders.

**Community Participation**

Interviews were conducted with a total of 256 teachers, principals, BOT community leaders, idara-level department directors, and governorate-level NGO leaders focusing on change toward implementing the community participation.

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **policy framework** dimension for community participation, respondents perceive the stage of this dimension of the reform to be just below the transition stage (3.9). However, there are some differences across governorates, with average responses ranging from being half way between the transition and emergence of new infrastructure stages in Cairo (4.5) to being just above the exploration stage in Minia (3.1).

In general, the majority of participants in all governorates stated that BOT is an excellent vehicle of promoting and improving the community participation though this mechanism still needs a lot of improvement and capacity building. They agreed that there are now some policies, such as ministerial decree 334/2006, which organizes the work of BOT as a mechanism of decentralization and community participation: "The current policies of BOT and other community related policies have never existed before. The current policies and decrees are very important and will make a huge difference in community participation in the near future." "Even though all schools have BOTs now, they are not connected with other community organizations such as NGOs. I have never been in any BOT meeting or any other activity."

The main factors limiting change in the policy framework dimension may be the MOE officials themselves. Although the MOE was the entity which adopted and encouraged community participation, there still is some resistance to change from MOE officials at central and local levels. Some issues related to community participation are still not clear, leading to misunderstandings. Some people think that community participation means that the Ministry and officials will lose their authority and responsibilities in the education system.

Focus group participants acknowledge the contribution of ERP in supporting change: "ERP training programs and support have contributed very much in developing and emerging good examples and success stories of community participation through increasing people's awareness of the importance of community participation."

Concerning the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **institutional and individual capacity of the MOE** related to community participation, respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6).

However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.0 and 4.1, respectively) to being approximately at the exploration stage in Minia (3.1).

With regard to, the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **institutional and individual capacity of the community** in terms of community participation, respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.2 and 4.3, respectively) to being approximately at the exploration stage in Minia, Aswan, and Qena (3.0, 3.1, and 3.2 respectively).

From their perspectives, respondents explained: "this dimension (community participation) is relatively new to the education system where the school for a long time was disconnected from its community." "I chose stage 4 because parents are now very involved in school activities." "We receive now more support and donations from community members."

The main reasons identified for the increased level community participation included the collective work of MOE, international donor agencies, and Egyptian NGOs who are working on the promoting community involvement and participation in all aspects (politics, economics, education, health, and other public issues). The MOE plays a very important role in promoting this trend through ministerial decrees and policy development. International programs such as ERP play a parallel, supportive role in developing capacities of people and supplying them with tools, knowledge, resources, etc.

Many participants stated that the ineffective decrees and lack of committee members, experience, resources, and other supporting mechanisms are the main reasons limiting further change in the institutional and individual capacity dimension related to community participation.

### Data-informed Educational Decision-Making

Interviews were conducted with principals, BOT community leaders, idarra-level M&E staff, and muddiriya-level M&E staff from the seven governorates to include a total of 197 interviewees.

Concerning the stage of systemic change of the ***policy framework dimension*** for data-informed decision-making, overall respondents' perception is approximately one-third of the way between the exploration and transition stages (3.3). Most of participants in all governorates stated that the issue of Using Data to Inform Educational Decision Making is very new to the education sector. They added that the data were always used for the purpose of keeping records and not for decision-making processes. There has been "a lot of discrepancy between data at the central level and data available at local (idarra and muddiriya) and school levels." The Ministry in the past "was using a manual system for handling data which was not effective or efficient at all, especially when it comes to this amount of data about schools (40,000), millions of students, and, last but not least, thousands of teachers and administrative staff." Many participants added that "the Ministry has recently started some actions towards establishing a data management system." From their perspective, the main factor behind these actions is that "the current ministry leadership is more aware of the importance of establishing an adequate information systems and using network technologies." This factor has prioritized the use of data in decision making in relation to the reform agenda. Participants generally agreed on that "all people at different ministry levels are aware now of the issue of data and its importance in the decision-making

process." There was also agreement with the statement that "the policy framework dimension is growing much faster than individual and institutional capacity dimension at different levels of ministry, local, and school."

As to the reasons behind the progress in changing this aspect of the system, school principals in Aswan referred the training programs provided by the Ministry and some international programs in Egypt. Also, the development of a new organizational structure, clear job description, and the incentive system to encourage data management staff helped them very much to do their job effectively.

Other participants who chose less advanced stages stated that the main factors hampering change in the system include:

- Most of school principals and idarra officials do not have a computer on their desks. They usually handle data manually and only to keep it for storing records and not to use in decision making or planning.
- Lack of data management system professionals at different levels of the MOE
- Lack of technical expertise in data collection, storing and analysis techniques
- Lack of resources for computers, software, networks, maintenance, training, etc.
- Lack of resources needed for system upgrading
- Old fashion computer and equipment
- Unavailability of equipment in all school sections and units

Interviewees stated that ERP has contributed very much to the current development of the system. They provided a series of training to MOE staff. In addition, ERP supported obtaining a diploma on data management for school principal who completed its modules.

As for the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the central MOE*** related to data-informed decision-making, overall respondents' perception was between the exploration and transition stages (3.5). Differences among governorates ranged from Qena (4.1 or just above the transition stage) to Fayoum (3.1 or just above the exploration stage). The findings from interviews very much reflect participants' understanding of the efforts taking place at the central level to transform the system. For example, "the central level is the core in any development and we think that MOE is now in this transition stage from manual handling of data to a modern and more advanced system of data management which could enable the MOE staff in decision making process."

With regard to the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the local (muddiriya- and idara-)*** level in terms of data-informed decision-making, the overall respondents' perception was just above the exploration (3.3). For example, "the idarras and muddiriyas are well equipped now with computers and databases but they need to activate the use of these facilities." However, "there are many people in different departments in idarra and muddiriya who are not trained such as Personnel Department staff. They have not trained even on data entry to enter staff information into database system."

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the school*** in terms of data-informed decision-making, overall respondents' perception was just above the exploration (3.2). Their explanations provided not only evidence for systemic changes but also factors that hindered the reform efforts. For example, "There are many computers in my school but more than 50% of these computers

do not work at all and need maintenance". "The warehouse keepers do not like anyone to use any of the computers because they consider this equipment as inventory."

Interviews perceived ERP's role to be very effective. Participants generally stated that they think ERP provided a tremendous opportunity for the staff working in information centers at governorate, idarra, and school levels. Almost all interviewees agreed that ERP has provided excellent resources and support related to this issue. ERP provided training programs to MOE units and helped them with necessary tools and technical support. They stated that without the support of ERP it would have been impossible to have reached the current situation.

**Teacher Cadre**

Interviews were conducted with a total of 207 school teachers, principals, idarra directors, and mudirriya/general directors.

In terms of **policy framework** for teacher cadre, overall respondents perceived the stage of this dimension of the reform to be at the transition stage (4.1). There was some variation among governorates, with Alexandria reported as being between transition and emergence of new infrastructure stages (4.4) and Minia reported as being between exploration and transition stages (3.6). Justifications of such perception included: “the presidential decree was issued for the implementation of the cadre and it was approved in the two councils;” "the cadre [law] was issued and some regulations were implemented while others are about to be implemented."

Participants stated that the most important reason for such change is that “the state realizes the importance of teachers as being the core of the education process.” However, they mentioned many obstacles for the implementation of the rules and regulation of the cadre. These included: "the cadre is related to the state budget;" "tests would be a big obstacle for teachers to be placed in the cadre;" “the lack of knowledge and awareness concerning the teacher's cadre;” and “the cadre's tests represent an unrespectable way to treat teachers.”

As for ERP’s support to establish the Teachers Cadre and its policy framework, most of the interviewees in all governorates perceived ERP support to be in terms of training and professional development programs for teachers. However, some interviewees recognized that ERP’s efforts informed the state about the need to improve teachers’ status. For examples: “ERP contributed in training teachers and increasing their awareness about the importance of educational diplomas and computer skills such as ICDL and so on." "ERP does not have a real role in the regulations and policies, its main role would emerge in the future." "Trainings provided by ERP convinced the state to reconsider teachers' status.” The main suggestions to enrich ERP’s support to the cadre focused on implementing and transferring experience, monitoring trainings and measuring results, transferring teachers' opinions to the idara and making recommendations. In short, ERP needs to continue “workshops for raising awareness about teachers' cadre and clarifying the articles of the regulation 155.”

For the second domain on **institutional and individual capacities**, overall respondents see this dimension of the reform as being just above the exploration stage (3.3). In terms of variation across governorates, Cairo was reported to be near the transition stage (3.8), while Qena was reported to be just below the exploration stage (2.9). Interviewees explained their perceptions as follows: "the old promotion system still exists that is promoting according to years of employment;" "there is awareness on all levels about the importance of training teachers for quality education;" "professional development is a condition for getting the cadre and ERP gave lots of training on this matter." “the Ministry works on new development

dimensions like sending teachers on international scholarships;" "meetings are held for identifying the training needs for teachers"; "all training programs tend towards developing teachers professionally to enable them to get the cadre."

Reasons mentioned that hindered further progress in this dimension include: exams techniques and the society culture as well as attitudes and ethics. "Trainers look at training as a way for making a living (through the travel allowances and per diems provided by international training projects) only (have money, eat the meal, have the drink and *aslamu alekum)*." In addition, lack of financial resources and lack of knowledge and skills are critical factors.

ERP's support was well recognized in terms of providing a lot of training for teachers and supervisors in order to improve their performance as well as international study tour/scholarships. Thus, their recommendation was to increase training programs.

Finally, although interviewees in the governorates were not aware of the ERP's support in developing the policy framework and test of the cadre, the institutional and policy framework dimension of the reform was perceived to be progressed and at a higher stage (4.1 or transition) than the institutional and individual capacities (3.3 or just above exploration).

**Documentation Report –**

***Chapter 1*** summarizes the issues and provides a rationale for documentation as a key element in reform support (DeStefano and Crouch, 2006), providing stakeholders with informative and compelling accounts of reform processes and outcomes and enabling them to deepen, sustain, and diffuse desired reforms. This chapter also presents the overall documentation strategy as well as the specific methods involved: document review and focus group interviews with a variety of MOE staff and community members. Focus group interviews were structured first to collect participants' responses to tools designed to measure "stages of systemic change" in a) institutional and policy frameworks and b) institutional capacity in relation to various aspects of the management and governance reform. In addition, focus group interviews yielded qualitative data, stimulated by a set of open-ended questions related to how and why changes did or did not occur. This chapter also describes the sample, data collection procedures, and training provided to focus group moderators and recorders.

***Chapter 2*** provides historical overview that demonstrates that issues of reforming governance and management of education have been on the agenda for a long time. Proposals – and efforts to implement them – for centralizing or decentralizing the organization structure, increasing or decreasing the level of community participation, and engaging in planning and monitoring and evaluation activities date back before Mubarak became president and even before the 1952 Revolution. The rhetoric and actions described in this chapter provide a useful context for understanding ERP-supported reforms in educational governance and management. In deed, it is in 2003, when USAID/Egypt requested applications for proposals from the EQUIP1 and EQUIP2 consortia led by the American Institutes for Research (AIR) and the Academy for Educational Development (AED). Subsequent chapters present USAID/Egypt's initial ideas; the EQUIP consortia's proposals, plans, and activities; and the views of key education system personnel and community members regarding the degree of change that occurred and the reasons for their being more or less change.

***Chapter 3*** describes the various forms of technical assistance and capacity building undertaken by ERP staff and consultants in support of – and often jointly with – key administrative personnel at various levels of the educational system in Egypt. We organized

the presentation of ERP support for management and organizational reform in three broad, somewhat overlapping areas: a) institutionalizing decentralization, b) linking governmental units, and c) organizational restructuring.

**Chapter 4** summarizes the findings from focus groups conducted with a total of 322 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning institutional and policy framework as well as institutional capacity with respect to administrative decentralization.

**Chapter 5** summarizes the findings from focus groups conducted with a total of 245 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional capacity* with respect to financial decentralization.

**Chapter 6** discusses ERP support for various initiatives to involve people and organizations other than MOE staff in various aspects of the educational system. The chapter is organized around the level of the system at which such initiatives have been undertaken: a) governorate/mudirriya, b) markaz/idara, and c) community/school.

**Chapter 7** summarizes the findings from focus groups conducted with a total of 256 teachers, principals, BOT community leaders, idara-level department directors, and governorate-level NGO leaders, focusing on the area of community participation.

**Chapter 8** documents ERP-supported efforts to institutionalize data-informed educational decision-making. This involved activities related to planning, monitoring and evaluation, and information systems at the *national*, *local* (muddiriya and/or idara), and *school* levels. As we will see, the focus was on promoting the utilization of data to inform planning and other decisions, the systematic collection of quality and relevant data, and the management, analysis, and interpretation of data. Attention was given to both institutional and policy framework as well as institutional and individual capacity development dimensions.

**Chapter 9** summarizes the findings from focus groups conducted with principals, BOT community leaders, idarra-level M&E staff, and muddiriya-level M&E staff to include a total of 197 interviewees from the seven governorates, focusing on the area of data-iformed educational decision making.

**Chapter 10** discusses ERP support for various initiatives to create a Teachers' Cadre and thereby restructure teachers' professional status and career structure. The chapter is organized around the following sections: a) USAID/Egypt' and EQUIP1/EQUIP2's initial ideas, b) MOE's and other international agencies' focus on the Teachers' Cadre, c) ERP's initial activities relevant to the Teachers' Cadre, and d) ERP's activities contributing to the creation of the Teachers' Cadre.

**Chapter 11** summarizes the findings from focus group interviews conducted with a total of 207 teachers, principals, idara-level department directors, and muddiriya-level department directors, focusing on the area of teacher cadre.

In conclusion, the purpose of this study was not primarily to write a report that documents ERP-supported reforms. Rather, the purpose was to document such processes and outcomes so that ERP staff and MOE personnel have informative and compelling accounts

of reform efforts AND use such as part of initiatives to diffuse the successful and desirable reform elements. Thus, activities need be organized by/for ERP staff and/or MOE personnel to discuss the information in selected chapters of this report to: a) stimulate efforts to deepen, sustain, and diffuse reforms in the area of professional development and b) consider the nature of future documentation studies that could contribute effectively to diffusing (as well as deepening and sustaining) reforms.

# SECTION I:

# INTRODUCTION

## General Background

The Education Reform Program (ERP, 2004-2009), a major USAID/Egypt-funded initiative in support of the Egyptian government's efforts to improve access, quality, and systems in education, has been implemented by two Educational Quality Improvement Program (EQUIP1 and EQUIP2) consortia,[2] led by the American Institutes for Research (AIR) and the Academy for Educational Development (AED), respectively.[3] ERP has provided technical assistance, training, and research in relation to reform efforts at various levels of the system (school, local, provincial, and national), initially focusing mainly on seven governorates or states/provinces in relation the following general areas: professional development, decentralization and community participation, and monitoring and evaluation. ERP staffed worked out of a headquarters office in the capital city (Cairo) as well as offices in each of the focal governorates: Alexandria, Aswan, Bani-Suef, Cairo, Fayoum, Minia, and Qena. Within each focal governorate, ERP staff provided reform support at the muddiriya/governorate level as well as in one or two focal idaras/districts and 20-30 focal schools/communities within those idaras/districts.[4]

[2] In 2003 USAID (in Washington, DC) funded three EQUIP Leader with Associates Awards. In negotiation with USAID missions in a range of "developing" countries, each EQUIP was to address a related set of concerns. "EQUIP1:" focuses on classroom- and school-level educational interventions that improve student learning and closely involve the local community; "EQUIP2: Developing Quality Education Systems at Local, Regional and Central Levels" targets policy and systems development, management, and education finance at the cross-community, district and national levels; and EQUIP3 highlights school-to-work transitions and the experiences of out-of-school youth.

[3] The *EQUIP1 consortium* is headed by the American Institute for Research and includes the Academy for Educational Development (AED), Aga Khan Foundation, Cooperative for Assistance and Relief Everywhere (CARE), Discovery Channel Global Education Fund, Educational Development Center (EDC), Howard University, International Reading Association, The Joseph P. Kennedy, Jr., Foundation, Juarez & Associates, Inc., Michigan State University, Save the Children Fund, Sesame Workshop, University of Pittsburgh's Institute for International Studies in Education, and World Education, Inc. The *EQUIP2 consortium* is headed by the Academy for Educational Development (AED) and includes the Aga Khan Foundation, American Institutes for Research (AIR), Cooperative for Assistance and Relief Everywhere (CARE), East-West Center, Education Development Center, International Rescue Committee, Joseph P. Kennedy Jr. Foundation, Learning Communities Network, ORC Macro, Mississippi Consortium for International Development, Michigan State University, Research Triangle Institute, University of Minnesota, University of Pittsburgh's Institute for International Studies in Education, and Women's Commission for Refugee Women and Children.

[4] In Alexandria there are two focal idaras/districts, while the other six governorates ERP activities were initially focused on one idara/district.

# CHAPTER 1

## PURPOSES AND METHODS OF THE DOCUMENTATION STUDY

***Nagwa Megahed, Mark Ginsburg, and Audrey-marie Shuh Moore***

The Education Reform Program (ERP), like many educational reform initiatives, which have been undertaken by governments, NGOs, and/or international agencies, is organized as pilot projects in a subset of localities or regions, with the intention that the reform will overtime become national in scale. Research indicates, however, that there are many challenges in moving from successful local piloting of reforms to achieving sustainable reform at the national level. Among the challenges are how to a) determine whether/how the reform was implemented or adapted and what impact it had in different pilot contexts; b) organize lessons learned in compelling and informative ways; and c) develop a process that increases the likelihood that the reforms will be diffused and adapted in localities or regions beyond the pilot project sites.

This report is designed to contribute to the diffusion and adaptation of ERP-supported reforms in the area of management and governance, seeking especially to aid project staff and MOE partners in meeting the first two challenges, while including some suggestions on how to meet the third challenge. The documentation effort focuses on answering the following questions in a way that partners at various level of the system can benefit from compelling and informative accounts of ERP-supported *management and governance* reforms:

- What were the goals and plans for reforming educational management and governance in Egypt?
- What strategies and activities were pursued by ERP staff/consultants and MOE personnel to reform various aspects of educational management and governance?
- What evidence (perceived and/or documented) is there that these strategies and activities had an impact on system policies, organizational structure and culture, and the activities of MOE personnel and civil society actors?
- What conditions and other factors were perceived to have constrained or enabled the implementation and impact of efforts to reform educational management and governance?

We organized the answers to these questions around the following areas of management and governance reform: a) management and organizational reform (including administrative and financial decentralization); b) community participation; c) planning, monitoring, and evaluation; and d) the Teachers' Cadre.[5]

### Diffusion, Adaptation, and Support of Reform

Research conducted in many societies has shown that reform policies/practices cannot effectively be implemented in a variety of contexts if there is a single, rigid reform model that has to be followed everywhere (DeStefano & Crouch, 2006; Ginsburg, 1991). Rather reforms need to be adapted by stakeholders to the local/regional cultural and material conditions. That is, reforms spread not by implementing a single reform model everywhere but by diffusing lessons learned in ways that encourage and enable these lessons to be infused in local/regional efforts to improve the quality of education.

There is also considerable evidence (see Cookson et al., 1992; Ginsburg, 1991; Simmons, 1983) that the diffusion of reform processes and outcomes is best done by partners at various levels of the system. International organization-funded project staff can

[5] Note that the implementation of the Teachers' Cadre can be seen as a reform in the way that teachers are managed as well as an approach to professionalizing teaching and motivating teachers to improve their own performance and the achievement of their students.

also play a role – that is, they can engage in "reform support" (see DeStefano & Crouch, 2006) during the time the project is in operation. However, those working in the system are the key participants in reform diffusion. This is not only because partnering education system personnel are colleagues with the individuals and groups with whom the lessons learned are being shared, but also because this strategy helps to establish a more sustainable form of reform diffusion.

Successful diffusion of reform requires the use of both vertical (upward and downward) and horizontal channels of communication (see Appendix 1 for diagram of diffusion). In terms of *vertical communication channels*, teachers can share their successful pedagogical innovations with school, idara, muddirya, and national-level administrators and supervisors. And, as another example, these partners at higher levels of the system can play a key role in diffusing these and other lessons learned to other teachers. In relation to the ERP-supported reforms, focal idara or school-level partners could share their documented accounts of reform processes and outcomes with (focal and non-focal) governorate- or national-level partners. In this way, those at the governorate and national level can promote policy changes or organizational restructuring needed to facilitate creative implementation of the reform practices as well as become involved in spreading and encouraging others to adopt or adapt promising reform initiatives.

However, it is well recognized that *horizontal communication channels* are even more effective in diffusing the reform ideas (Blankenship, 1977; Fullan, 2001).

Except in very rare and unusual circumstances, basic changes in how teaching and learning is carried on in classrooms only effectively occurs through a slow process of *diffusion of innovations* – from classroom to classroom, from school to school, from village to village, from town to town, with teachers learning not so much from central authorities and their representatives but from other teachers." (Farrell and Connelly, 1998, p. 2)[6]

> "[Furthermore,] horizontal communication among units in the Ministry and in the directorates is essential. When the Ministry and its agencies and centers initiate an innovation, the inspectors should know the goal and intent of the innovation so that they can develop inspection approaches." (Spaulding et al., 2003, p. 48)

Through formal and informal mechanisms of horizontal communication, various actors in the system can provide rich and detailed – and, perhaps, more persuasive – accounts of reform processes and outcomes, because the communication is taking place between people in similar circumstances and having similar responsibilities. For example, focal idara or school-level partners could encourage and assist non-focal idara or school-level partners (in focal or non-focal governorates) to draw on the lessons learned in the context of ERP. In such cases, diffusion resources and activities might include: print documents, publications, CD or video presentations, regional or national conferences and workshops, orientation exchanges where non-focal partners visit focal partners' sites to observe and engage in dialogue about the reform, or support exchanges where focal partners visit non-focal partners' sites to engage in dialogue and offer advice on adopting or adapting reforms.

As mentioned above, the diffusion of lessons learned from reform activities is part of the process of education reform support, which entails "clearing space," "filling space," and

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[6] As Farrell and Connelly (1998, p. 6) elaborate in their report regarding educational reform in Egypt: ""There is an important parallel here between the children and the teachers. Just as the success for the children seems based on a focus on "learning" rather than "teaching", so the changes in the teachers seems based on a focus on "learning" rather than "teaching." These successful school change programs typically spread not by a centrally planned and commanded "reform plan", with "teachers" or "supervisors" from the national centre or regional universities going out to "teach" the teachers about the latest new educational scheme. Rather they spread by an innovation diffusion process … [involving] teachers learning from other teachers, sharing their knowledge and skill with other teachers, and together exploring how their shared knowledge and experience can help them all, together, experiment with ways to improve their ability to serve the children in their care."

building a "reform support infrastructure." DeStefano and Crouch (2006, pp. 15-16) explain that *clearing space* involves reducing a) the "intellectual" space – the "preconceived ideas, mental models, institutional traditions [that support] existing arrangements" and b) the "political space" – the existing "economic and social benefits" and "incentives and relationships" of the interest groups that may oppose change. Additionally, *filling space* entails introducing "the substance of sound educational improvement … innovations," while a *reform support infrastructure consists* of "a variety organizations and individuals … [constituting] a mobilized interest group to counterbalance the entrenched interests that prevent reform" (DeStefano and Crouch, 2006, pp. 19-20).

Documenting reform processes and outcomes, of course, contributes to filling space, providing compelling and informative accounts of reform for stakeholders who have not initially been involved in project activities. The diffusion of the documented reforms can also contribute to building reform support infrastructure, expanding the number of government officials, educators, and civil society actors who can be mobilized to demand and support the reforms. However, it is important to emphasize that in addition to "using data and information in a communication campaign" to fill space and to "generate demand" for reform, one needs to engage in other efforts and strategies to clear space (particularly political space) and build reform support infrastructure, if one seeks to achieve sustainable, national level reform.

That is, diffusion of reform processes and outcomes are likely to be considered seriously and adapted in situations where educators and other stakeholders have had opportunities to open their minds to alternatives and reassess the value of their current practices. They will also be able to move forward in adapting the reforms if they are operating in a context where institutional and political support for such reforms is high. While it is critical that the other elements of education reform support be considered and addressed, here we focus on documentation for purposes of filling space, with the understanding that other ERP and MOE activities will contribute to the political work needed to empty space and to mobilize interest group support.

**Documentation Methodology**

Documentation research (see Bickel, 1984) is an approach to creating and maintaining stronger and more productive relationships between researcher/evaluators and policy makers/practitioners (see Ginsburg and Gorostiaga, 2003). Conceptually and operationally, documentation research can be seen as related to "decision-oriented research" (Cooley and Bickel, 1986) and, like "utilization-focused evaluation, begins with identification … of specific, relevant decision makers … who will use the information that the evaluation produces" and then proceeds to collect and analyze data and present findings in ways that inform the issues they deem important (Patton, 2002, p. 173).[7]

For the accounts of reform contexts, processes, and outcomes to be compelling and informative, thus encouraging and enabling adoption or adaptation of such reforms, they need to be laced with quantitative and qualitative data. Such a mixed method approach (Tashakkori & Teddlie, 1998) provides evidence, in different contexts, of how and to what extent the reforms were implemented; what impact these reform activities had on relevant, valued outcomes; and what factors constrained or enabled the reform processes and their impact. Quantitative data inform our understanding of the extent of implementation and outcomes, while qualitative data provide insights into how the reforms were implemented and the conditions that facilitated/limited their implementation and impact. These data, when analyzed and presented in readable form, yield compelling and informative accounts

[7] Under existing circumstances, the various school, idara, muddiriya, and national-level MOE partners, who will help diffuse the reforms, can not carry out the documentation research. Although their personal experiences will certainly bring the reform stories to life, they are unlikely to have the requisite time and research skills to fully document the reform activities. Instead, the (ERP-MOE) Monitoring and Evaluation Working Group was identified to function as an oversight committee for the documentation research, with a team of ERP staff and consultants collaborating with MOE research/evaluation personnel to collect and analyze the relevant data.

designed to enable key MOE partners and ERP staff to appreciate the benefits of the reform initiatives as well as to understand how they might go about making positive changes in organizational structures, policies, and practices.

To focus the documentation research on phenomena and issues of interest and value to ERP staff, MOE personnel, and civil society actors, we examined a variety of documents produced by: a) USAID/Egypt, b) the Egyptian government, c) ERP staff and consultants (including annual work plans, quarterly reports, policy briefs, and research reports), d) other international organizations (e.g., UNESCO, UNICEF, UNDP, World Bank), and e) historians and other scholars. (A complete listing of such documents is provided in the reference section.) The documentation team reviewed such materials (including qualitative and quantitative data) for two general purposes: a) to develop a sketch of the context, processes, and outcomes of ERP-supported reform in each reform area and b) to identify information gaps that might be filled through focus group interviews.

On November 20, 2007, MOE/ERP – M&E partner meeting was organized with a total of 14 MOE officials from the central, governorate, and idarra levels in order to present and discuss the study plan for documenting ERP-supported reform in the area of decentralized governance and management; and solicit the MOE feedback on and suggestions for this study plan. Followed this meeting, analysis of official and project documents was carried out. After the descriptions of the various components of the governance and management reform processes/outcomes were drafted, the documentation team shared these with key ERP headquarters and governorate staff for their feedback, and then revised these descriptions. During December 2007 through February 2008, the documentation and measuring systems change team completed the initial review of reports and materials relevant to the reform efforts and met with respective ERP staff. The team, furthermore, completed the set of rubrics and developed five tools for measuring systems change in the following areas: 1) financial decentralization; 2) administrative decentralization, 3) community participation; 4) planning, monitoring, and evaluation; and 5) Teachers' Cadre.

**Conducting Focused Group Interviews**

To supplement and provide richer insights into the findings derived from the document review and input from ERP staff and the M&E Working Group, we conducted focused group interviews with a range of categories of MOE staff and civil society actors. Focus group interviews are "[a]mong the most widely used research tools in the social sciences; … this technique came into vogue after World War II and has been a part of the social scientist's took kit ever since"(Stewart et al., 2007, p. 1).[8] Using a focus group interview approach seems very appropriate for our purposes, in that it involves moderating a discussion of a group of persons who "are known to have been involved in a particular situation …, [about which] the hypothetically significant elements, patterns, processes and total structure of this situation have been provisionally analyzed [by the researcher], ... in an effort to ascertain their definitions of the situation" (Merton et al., 1956/1990, p. 3). Nevertheless, we should be mindful of the disadvantages as well as the advantages of using focused group interviews, while noting that "[o]n balance, it appears that the advantages of the focused interview of groups more than offsets the disadvantages when one seeks clues to diverse definitions of the situation by a numerous body of individuals" (Merton et al., 1956/1990, p. 135).[9]

[8] Merton & Kendall (1946) originally referred to such interviews, whether involving one interviewee or a group of interviewees, as "focussed interviews."

[9] The advantages include a) lower cost in time and money of obtaining a broader range of viewpoints from a variety of research participants (Frey and Fontana, 1993, p. 32; Stewart et al., 2007, pp. 42-43) and b) social interaction within the group stimulates participants' ideas through synergism and snowballing (Albrecht et al., 1993, p. 51; Crabtree et al., 1993, p. 143; Frey and Fontana, 1993, p. 32; Jarrett, 1993, p. 193; Morgan, 1993, p. 232; Stewart et al., 2007, pp. 46-47). The disadvantages include a) "social pressures [may] prevent a topic from being discussed in groups" (Crabtree et al., 1993, p. 145); b) individual's responses "may be biased by a very

In this section we describe how we collected and analyzed (quantitative and qualitative) data using focus group interviews. We discuss the tools designed to collect quantitative measures perceived systemic change, the interview questions used to obtain qualitative data on how and why changes occurred, the samples selected and the actual number of participants for each focus group, the training provided for moderators and recorders, and our data analysis approach.

**Tools to Measure Systemic Change Measures**

As a part of the focused group interviews, participants will be asked to complete a set of tools that a) allow them to indicate the "stage of systemic change" that they perceive various aspects of the reform have progress and b) stimulate their discussion about how and why such change or non-change has occurred. This technique is based on the "Stages of Systemic Change" framework developed by Beverly Anderson and her colleagues at the North Central Regional Education Laboratory in the United States (e.g., see Anderson, 1993), and includes the following six stages of systemic change:

1. *Maintenance of the Old System:* Educators focus on maintaining the system as originally designed. … New knowledge about teaching, learning, and organizational structures has not been incorporated into the present structure.
2. *Awareness:* Multiple stakeholders become aware that the current system is not working as well as it should, but they are unclear about what is needed instead.
3. *Exploration:* Educators and policy makers study and visit places that are trying new approaches. They try new ways of teaching[, supervising, training], and managing, generally in low-risk situations.
4. *Transition:* [A] critical number of opinion leaders and stakeholders commit themselves to the new system [of reform policies, organization structures, and practices] and take more risks to make changes in crucial places.
5. *Emergence of New Infrastructure:* Some elements of the system are operated in keeping with the desired new system. These new ways are generally accepted.
6. *Predominance of New System:* The more powerful elements of the system operate as defined by the new system. Key leaders begin to envision even better systems.

As presented in Appendices 2A, 2B, 2C, 2D, and 2E, the tools include in the cells of a given row descriptions of the stages of the systemic change process in relation to a particular dimension (viz., institutional and policy framework, institutional capacity) of a given area of reform (organizational restructuring and administrative decentralization, financial decentralization, community participation, using data to inform decision-making, and the Teachers' Cadre). During the focus group interviews, participants were first asked individually to mark the cell that best reflected their perception of the stage of systemic change that had been realized to date for a given dimension of the specified reform area (see Appendix 3 for chart indicating which focus groups responded to particular tools).

**Interview Questions**

After indicating their individual responses to the various dimensions for a specified reform area, the group moderator used the following questions to stimulate group discussion (prior to moving on to consider the next reform area):

1. Can you tell us *why* you marked *the particular cell* [in a given row, focused on institutional and policy framework or institutional capacity]?
    a. Why did you select that cell rather than the one immediately to the right or immediately to the left of it?

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dominant or opinionated member" (Stewart et al., 2007, pp. 43-44; see also Merton et al., 1956/90, pp. 149; Puchta and Potter, 2004, p. 22).

   b. (If not mentioned without a prompt, ask:) What is the most important evidence (i.e., documents, actions) that you considered in determining which cell to mark?
   c. (If not mentioned without a prompt, ask:) Were there any points listed in the cell you selected that you do *not* believe to be accurate in describing the current situation?
2. *Why has change occurred* in this aspect of the system?
   a. In your view, what circumstances, factors, or efforts have facilitated change in this aspect of the system?
   b. (If not mentioned without a prompt, ask:) What activities or other initiatives supported by ERP have *contributed* to promoting facilitating change in this aspect of the system?
3. Why has this aspect of the system *not changed further*?
   a. In your view, what circumstances, factors, or efforts have restricted change in this aspect of the system?
   b. (If not mentioned without a prompt, ask:) How could ERP have been *more effective* in helping to promote change in this aspect of the system?
4. Now let's discuss your responses to this tool overall. How do you view the relationship between the stages of system change that have occurred on each dimension (i.e., institutional and policy framework, institutional capacity)?
   a. Do you think that progress on one of the dimensions influences and/or is influenced by progress on the other dimension(s)?
   b. (If not mentioned without a prompt, ask:) If one marked one dimension to be at a further stage of system change, why do you think this is the case?
   c. (If not mentioned without a prompt, ask:) If one marked both/all dimensions to be at the same stage of system change, why do you think this is the case?
5. Finally, what, if any, critical dimensions of system change do you think are missing from this tool about [administrative decentralization, financial decentralization, community participation, data-informed decision-making, or teacher cadre]?
   a. Why do you think this dimension is important?
   b. How does this dimension influence or influenced by other dimensions?
   c. At what stage of system change [maintenance of the old system, awareness, exploration, transition, emergence of new infrastructure, or predominance of new system] do you think this dimension of the reform process has progressed?

**Samples**

The sampling strategy was designed to identify participants for the focused group interviews who represented a range of relevant perspectives on the various aspects of professional development reform that had been illuminated through document analysis. The following describes how we determined the membership of each focus group (see Appendix 4 for actual numbers of participants):

1. **Teachers** were selected using quota sampling technique to represent male and female teachers of primary, preparatory, and secondary education in ERP schools using the governorate data-base for selection of teachers.
2. **Principals** were selected using quota sampling technique to represent male and female principals in primary, preparatory, and secondary education in ERP schools using the governorate data-base for selection of principals.
3. **BOT Community Leaders** were selected following quota sampling technique to represent male and female BOT community leaders in primary, preparatory, and secondary education in ERP schools using the governorate data-base for BOT members.
4. **Idara Department Directors** were selected using quota sampling technique to include the directors of idarra departments of Administrative and Financial Affairs;

Preparatory and Secondary; Primary Education; NGOs; Reform Department; and Employees Affairs (HR).

5. **Idara M&E/EMIS Staff** included staff in Monitoring Department; Planning Department; Statistics Department at the idarra level
6. Muddiriya M&E/EMIS Staff included staff in Monitoring Department; Planning Department; Statistics Department at muddiriya.
7. **Governorate-Level NGO leaders,** the main criteria for selecting community leaders was to be active in their participation with the governorate/muddirriya in educational reform. Random sampling technique was used to select participants in the focus group from a list of community/NGO leaders identified by educational officials.
8. **Muddiriya Administrators**: were selected using quota sampling technique to include the directors of muddiriya departments of Administrative and Financial Affairs; Preparatory and Secondary; Primary Education; NGOs; Reform Department; and Employees Affairs (HR).

**Training of Moderators and Recorders**

In March 2008, the team completed the sampling strata at school, idarra, muddiriya, and governorate levels (in the seven governorates) as well as at the central level. In addition, interview questions were developed. Dr. Nagwa Megahed in collaboration with ME advisors developed a plan for conducting the field work in the seven governorates. A one-day training in conducting focus group interviews using tools for measuring systems change was conducted on April 17, 2008 with 12 faculty members who served as moderators and recorders for the focus group interviews. This training was led by Dr. Nagwa Megahed, Dr. Antar Adbelah, and Dr. Tarek Sheta (see Appendix 5 for list of moderators and recorders for the governorate-based focus groups). The workshop introduced the participants to ERP, with special attention to the various aspects of ERP-supported reforms within the area of governance and management. Workshop participants also learned about focused group interviews, the background, rationale, techniques, and issues. They also served as external reviewers of the tools for measuring systemic change and the interview questions. They reviewed the draft tools and interview questions in Arabic and offered advice for revisions, and then they participated in guided exercises to explore the procedures and refine their skills in moderating and recording (simulated) focus group interviews.

**Data Collection**

During May and June 2008, members of the documentation team (one “moderator” and one “recorder” in each governorate) conducted focus group interviews with teachers, principals, BOT community leaders, idara directors, idara M&E/EMIS staff, governorate-level NGO leaders, muddiriya administrators, and muddiriya M&E/EMIS staff, plus an individual interview conducted with the governorate undersecretary. There was a total of 398 participants from the seven governorates, as follows: Alexandria 58, Cairo 47, Fayoum 48, Beni Sweif 60, Minia 68, Qena 60, and Aswan 57. The interviews were audio-recorded (in most cases) and recorders wrote out their notes. Based on the notes (and sometimes referring to the audio recordings), recorders then developed a detailed report on what was said, including key verbatim statements wherever possible. The moderators also developed a report, discussing the process of conducting the focused group interviews and mentioning any parts of the interaction that may have influenced the quality of the data collected.

**Organization of the Report**

The report is organized into 11 chapters. Chapter 2 provides a sketch of the historical and more recent political, economic, and educational context in which the Education Reform Program was designed and implemented.

***Chapter 1*** summarizes the issues and provides a rationale for documentation as a key element in reform support (DeStefano and Crouch, 2006), providing stakeholders with informative and compelling accounts of reform processes and outcomes and enabling them to deepen, sustain, and diffuse desired reforms. This chapter also presents the overall documentation strategy as well as the specific methods involved: document review and focus group interviews with a variety of MOE staff and community members. Focus group interviews were structured first to collect participants' responses to tools designed to measure "stages of systemic change" in a) institutional and policy frameworks and b) institutional capacity in relation to various aspects of the management and governance reform. In addition, focus group interviews yielded qualitative data, stimulated by a set of open-ended questions related to how and why changes did or did not occur. This chapter also describes the sample, data collection procedures, and training provided to focus group moderators and recorders.

***Chapter 2*** provides historical overview that demonstrates that issues of reforming governance and management of education have been on the agenda for a long time. Proposals – and efforts to implement them – for centralizing or decentralizing the organization structure, increasing or decreasing the level of community participation, and engaging in planning and monitoring and evaluation activities date back before Mubarak became president and even before the 1952 Revolution. The rhetoric and actions described in this chapter provide a useful context for understanding ERP-supported reforms in educational governance and management. In deed, it is in 2003, when USAID/Egypt requested applications for proposals from the EQUIP1 and EQUIP2 consortia led by the American Institutes for Research (AIR) and the Academy for Educational Development (AED). Subsequent chapters present USAID/Egypt's initial ideas; the EQUIP consortia's proposals, plans, and activities; and the views of key education system personnel and community members regarding the degree of change that occurred and the reasons for their being more or less change.

***Chapter 3*** describes the various forms of technical assistance and capacity building undertaken by ERP staff and consultants in support of – and often jointly with – key administrative personnel at various levels of the educational system in Egypt. We organized the presentation of ERP support for management and organizational reform in three broad, somewhat overlapping areas: a) institutionalizing decentralization, b) linking governmental units, and c) organizational restructuring***.***

**Chapter 4** summarizes the findings from focus groups conducted with a total of 322 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning institutional and policy framework as well as institutional capacity with respect to administrative decentralization.

**Chapter 5** summarizes the findings from focus groups conducted with a total of 245 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional capacity* with respect to financial decentralization.

**Chapter 6** discusses ERP support for various initiatives to involve people and organizations other than MOE staff in various aspects of the educational system. The chapter is organized around the level of the system at which such initiatives have been undertaken: a) governorate/mudirriya, b) markaz/idara, and c) community/school.

**Chapter 7** summarizes the findings from focus groups conducted with a total of 256 teachers, principals, BOT community leaders, idara-level department directors, and governorate-level NGO leaders.

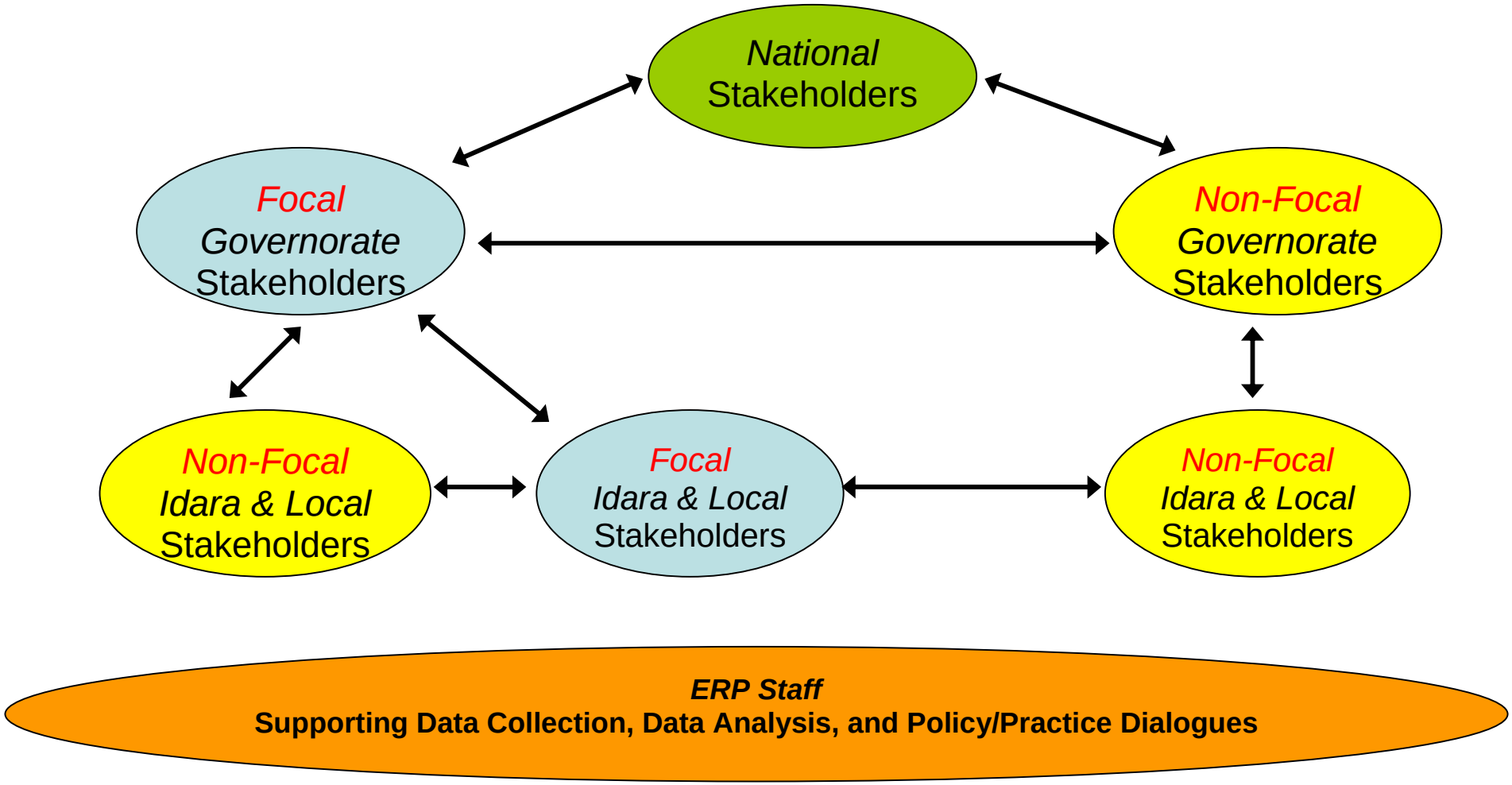
**Chapter 8** documents ERP-supported efforts to institutionalize data-informed educational decision-making. This involved activities related to planning, monitoring and evaluation, and information systems at the *national*, *local* (muddiriya and/or idara), and *school* levels. As we will see, the focus was on promoting the utilization of data to inform planning and other decisions, the systematic collection of quality and relevant data, and the management, analysis, and interpretation of data. Attention was given to both institutional and policy framework as well as institutional and individual capacity development dimensions.

**Chapter 9** summarizes the findings from focus groups conducted with principals, BOT community leaders, idarra-level M&E staff, and muddiriya-level M&E staff to include a total of 197 interviewees from the seven governorates**.**

**Chapter 10** discusses ERP support for various initiatives to create a Teachers' Cadre and thereby restructure teachers' professional status and career structure. The chapter is organized around the following sections: a) USAID/Egypt' and EQUIP1/EQUIP2's initial ideas, b) MOE's and other international agencies' focus on the Teachers' Cadre, c) ERP's initial activities relevant to the Teachers' Cadre, and d) ERP's activities contributing to the creation of the Teachers' Cadre**.**

**Chapter 11** summarizes the findings from focus group interviews conducted with a total of 207 teachers, principals, idara-level department directors, and muddiriya-level department directors

**Appendix 1 - Diffusing Reform Processes and Products: Dialogues to Interest and Inform Others to Adapt Reforms**



## Appendix 2: Tools for Measuring Stages of Systemic Change (English Language Versions):

**Appendix 2A: Tool to Measure Stages of Change toward *Organizational Restructuring and Administrative Decentralization***

**Appendix 2B: Tool to Measure Stages of Change toward *Organizational Restructuring and Financial Decentralization***

**Appendix 2C: Tool to Measure Stages of Change toward *Ensuring Good Governance through Community Participation***

**Appendix 2D: Tool to Measure Stages of Change toward *Using Data to Inform Educational Decision Making***

**Appendix 2E: Tool to Measure Stages of Change toward *Implementing the Teachers' Cadre***

**Appendix 2A: Tool to Measure Stages of Change toward *Organizational Restructuring and Administrative Decentralization***

**Participant's Number: ----------**
**Governorate: ----------**
**Group: ----------**

Introduction
We have developed this tool to obtain your views on the extent to which progress has been made in accomplishing one of the components of the "Decentralization Institutionalization" program in the National Strategic Plan for Education: *Organizational Restructuring and* ***Administrative*** *Decentralization*.

The tool includes the following two dimensions related to this objective of the reform plan:

a. *Institutional and Policy Framework*
b. *Institutional Capacity*

For each dimension, there are six columns corresponding to the following six stages of system change:

1. ***Maintenance of the Old System***: Educators focus on maintaining the system as originally designed.
2. ***Awareness***: Multiple stakeholders become aware that the current system is not working as well as it should.
3. ***Exploration***: Educators and policy makers study and visit places that are trying new approaches.
4. ***Transition***: The scales begin to tip towards the new system
5. ***Emergence of New Infrastructure****:* Some elements of the system are operated in keeping with the desired new system.
6. ***Predominance of New System***: The more powerful elements of the system operate as defined by the new system.

For each dimension, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the grey-colored area below the appropriate cell) which description comes closest to your perception of how far things have progressed in achieving this objective (on this particular dimension). It is possible that the "best" cell may contain one or more statements that are not completely accurate descriptions of the current situation. Also, it is possible that there has been more progress on some dimensions than others.

After you read and respond to each dimension, you will participate in a focus group interview to give examples and explain why you view more or less progress toward achieving this objective.

Thank you for carefully considering these issues and giving us your own personal views.

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional and Policy Framework** | Central MOE has control over administrative decision-making, particularly regarding staffing, curriculum, evaluation, and professional development needs.<br><br>Central MOE decisions are not necessarily informed by information and ideas from lower tiers of the educational system.<br><br>Muddiriya-, idara-, and school-level personnel are responsible for implementing centrally determined policies and procedures, some of which are viewed to contradict others. | Central MOE and other government officials are aware that an organizational restructuring is needed to devolve authority and reorganize functions at each level in order to improve efficiency and quality of education, but they are not clear how to proceed with restructuring.<br><br>Muddiriya-, idara-, and school level MOE personnel are not satisfied with the highly centralized system, but are unsure about how a decentralized system would be structured and whether how it would work. | Ministerial decrees in give authority to undertake educational reforms to governors in Alexandria (2001) and then six other governorates (2003), selected to participate in pilot projects.<br><br>Muddiriya-, idara-, and school-level MOE personnel involved in pilot projects explore how to function with more responsibility and authority for decision making.<br><br>Muddiriya-, idara-, and school-level personnel and civil society, central MOE conceptualize and then incorporate into the strategic plan a restructured system, specifying administrative functions for all tiers of the education system. | MOE leaders, in consultation with other members of the Inter-Ministerial Committee (Administrative Development, Finance, Local Administration), prepare an organizational restructuring document, designed to enable effective governance and management at all levels of a decentralized system.<br><br>The proposal for restructuring is endorsed by the Central Agency for Organization and Administration.<br><br>A Ministerial decree is issued to clarify roles and responsibilities (for policy making, planning, and management) at each level of the system and to devolve authority downwards to the muddiriya, idara and schools levels.<br><br>MOE personnel in six governorates engage in piloting of proposed model of administrative decentralization. | A Prime Ministerial decree exists that makes multi-sectoral strategic planning at the governorate level a basis for planning at the idara and schools. The decree guides devolution of administrative authority for idaras and schools. A system for supporting school administrative authority is in place.<br><br>Idaras have decision-making authority through an established decree to give support to schools, including: undertaking school self-assessments, developing school improvement plans, providing technical supervision, monitoring and evaluation, managing training plans developed at the idara level, administering technological resources.<br><br>The following bodies and centers are in place to support the vision of the MOE: strategic planning and policy-making; technology and Information systems; monitoring & evaluation; training centers; curriculum and instructional materials production and distribution; public relations and media. | Central MOE responsibilities include: policies and strategic planning; quality management; curriculum and technological resources; information and technology; human resource development; and broad financial and administrative affairs. Information from lower levels drives their decision-making.<br><br>Muddiriya responsibilities include: technical support to the idaras, governorate educational plans, coordinating decentralized curriculum selection, and managing book printing and distribution.<br><br>Idara responsibilities include: supporting schools in developing and implementing improvement plans, monitoring financial decisions, managing training plans, facilitating technology modernization, and coordinating building construction and maintenance.<br><br>School responsibilities include: school self-assessment and improvement planning, managing human resources, identifying professional development needs, evaluating staff performance, coordinating technical supervision with the idaras, identifying teaching approaches, and organizing school activities. |
| ***Participant's Response*** | | | | | | |

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity** | The functions and procedures for educational administration are established and based on a highly centralized system.<br><br>MOE personnel at the various levels of the system do not have the requisite knowledge, skills, and attitudes (e.g., management, supervision, monitoring & evaluation, transparency, accountability, trust) to function effectively in a more decentralized system.<br><br>Professional development programs do not adequately address the training needs of MOE personnel at various levels to be able to function effectively in a more decentralized system. | MOE personnel at various levels are aware that roles and responsibilities need to change to devolve administrative decision-making, but are unsure what the new system would look like.<br><br>MOE staff at various levels are also aware that they will need new knowledge, skills, and attitudes for them to function effectively in a more decentralized system, but they cannot articulate exactly what is required.<br><br>Discussions about the necessary changes are happening at multiple levels of the system, but these discussions are not systematically coordinated or shared. | MOE personnel and civil society begin to explore options for redefining staff roles and responsibilities at the various administrative levels.<br><br>MOE personnel and civil society, begin identifying knowledge, skill, and attitude needs of staff at the central, muddiriya, idara and school levels.<br><br>MOE personnel at various levels of the system and civil society, explore different professional development strategies and approaches. | Central MOE, in consultation with others, develops an organizational chart that defines the new administrative roles and responsibilities associated with the devolution of administrative authority.<br><br>MOE with support from stakeholders develop clear job descriptions and evaluation mechanisms to measure/evaluate skills and knowledge for staff at the governorate and idara levels. Training programs for MOE staff align with the skill and knowledge needs.<br><br>MOE staff at the governorate and idara levels responsible for administrative management begin to demonstrate appropriate skills and knowledge. Staff at all levels begin to participate in training to improve their administrative management skills. | Official organizational chart and job descriptions define clear roles at each system level. Staff at all levels of the system demonstrate requisite knowledge, skills, and attitudes (e.g., management, supervision, monitoring & evaluation, transparency, accountability, trust) to function effectively in a more decentralized system.<br><br>Procedures for monitoring and providing constructive feedback to staff at every level of the system regarding their administrative functioning are in place.<br><br>A structured professional development system for new and continuing administrators operates to enhance their capacity to function effectively in a more decentralized system.<br>The systems includes mechanisms for formative feedback to enable refining the focus and improving the delivery of training programs. | Central MOE staff demonstrate the necessary skills to coordinate and manage policies and strategic planning; engage in quality management; develop curriculum and technological resources; develop information and technology; develop human resources; oversee broad financial and administrative affairs. Reports from lower levels drive their decision-making.<br><br>School-level administrative staff, with support and guidance of idara- and muddiriya-level administrators, demonstrate capacity to implement monitoring and self evaluation tools, develop school improvement plans, manage human resources, identify professional development needs, evaluate staff performance, coordinate technical supervision, identify teaching approaches, and organize school activities. |
| ***Participant's Response*** | | | | | | |

## Appendix 2B: Tool to Measure Stages of Change toward *Organizational Restructuring and Financial Decentralization*

**Participant's Number: ----------**
**Governorate: ----------**
**Group: ----------**

Introduction

We have developed this questionnaire to obtain your views on the extent to which progress has been made in accomplishing one of the components of the "Decentralization Institutionalization" program in the National Strategic Plan for Education: *Organizational Restructuring and* ***Financial*** *Decentralization*.

The tool includes the following two dimensions related to this objective of the reform plan:

c. *Institutional and Policy Framework*
d. *Institutional Capacity*

For each dimension, there are six columns corresponding to the following six stages of system change:

7. ***Maintenance of the Old System***: Educators focus on maintaining the system as originally designed.
8. ***Awareness***: Multiple stakeholders become aware that the current system is not working as well as it should.
9. ***Exploration***: Educators and policy makers study and visit places that are trying new approaches.
10. ***Transition***: The scales begin to tip towards the new system
11. ***Emergence of New Infrastructure****:* Some elements of the system are operated in keeping with the desired new system.
12. ***Predominance of New System***: The more powerful elements of the system operate as defined by the new system.

For each dimension, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the grey-colored area below the appropriate cell) which description comes closest to your perception of how far things have progressed in achieving this objective (on this particular dimension). It is possible that the "best" cell may contain one or more statements that are not completely accurate descriptions of the current situation. Also, it is possible that there has been more progress on some dimensions than others.

After you read and respond to each dimension, you will participate in a focus group interview to give examples and explain why you view more or less progress toward achieving this objective.

Thank you for carefully considering these issues and giving us your own personal views.

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional and Policy Framework** | The Ministry of Finance has centralized control over the government funding and salaries. It allocates funds to the central MOE, to make decisions about financial resource allocation, including the use of school activity fees.<br><br>Lower levels of education system have no decision-making authority over financial matters.<br><br>Only limited mechanisms exist to monitor and ensure accurate accounting processes. | Central MOE staff are aware that the current centralized financial process is reducing efficiency and quality of the education system, but are not sure how to engage with Ministry of Finance (MOF) to change the situation.<br><br>MOF staff are not fully satisfied with the existing system, but are unsure how to restructure it while insuring efficiency and accountability.<br><br>Muddiriya-, idara-, and school level MOE staff express concern about their lack of authority to make financial decisions, but are unsure how to change the situation. | MOE and MOF staff explore policy and system reforms options for devolving financial decision-making to the muddiriya, idara, and school levels.<br><br>The MOF and MOE agree to pilot an agreed upon option in selected governorates. MOF and MOE senior personnel continue to elaborate an agreeable option to pilot.<br><br>MOE personnel experiment with establishing Education Reform Funds in seven governorates. | Minister of Finance decree (2007) changes specific articles in the financial procedures and Executive Regulations governing the accounting system, devolving authority for (a) the non recurrent budget to the idara level and (b) 80 – 90% of school fees at the school level.<br><br>MOE and MOF agree to pilot a formula-funding process in a few governorates based on establishing clear criteria for monitoring procedures and accountability.<br><br>Ministry of Education decree empowers schools to have more flexibility in managing financial resources.<br><br>Piloting of the financial decentralization process in selected governorates continues and is evaluated through agreed upon criteria. | MOF decree allows more authority to governorates to transfer funds across budget line items within the Bab.<br><br>A draft law, calling for increasing classroom-based expenditure decisions in line with a Public Expenditure Tracking approach, is submitted to the Shura Council for approval.<br><br>A new law is approved by the People's Assembly to devolve budgeting authority from central to lower levels of the education system through a formula-funding process.<br><br>Schools are given decision-making power over the use of school fees.<br><br>10% of the central MOE allocations for lower levels of the system are made through Public Expenditure Tracking: grants for assisting staff to track how the public and government are spending monies grants.<br><br>Accountability mechanisms, such as planning and budgeting documents and systems of verification, are established for all levels of the education system. | Laws and decrees are in place to empower muddiriya, idara, and school level staff to develop budgets and allocate and manage financial resources.<br><br>Accountability mechanisms (e.g., planning and budgeting documents and systems of verification) are in place for all levels of the education system. Staff in the system can articulate steps for monitoring and tracking finances (horizontally and not only vertically, in the meaning of involve BOTs, Local Popular Councils, etc.) |
| ***Participant's Response*** | | | | | | |

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity** | The functions and procedures for allocating funds to the education sector are established and based on the centralized system, based in the Ministry of Finance.<br><br>Roles and responsibilities for financial decision-making (at various levels of the system) are unclear and sometimes contradictory.<br><br>MOE personnel at all levels of the system have limited knowledge and skills (e.g., planning; budgeting; financial decision-making, reporting, and accountability) that would be required to accurately track and monitor local financial expenditures. | MOE staff at all levels are aware that the functions and procedures as well as the roles and responsibilities need to be changed for decentralized financial decision-making to be successful, but are unsure what the new system would look like.<br><br>MOE staff at all levels are aware that they and their colleagues need additional knowledge and skills (e.g., planning; budgeting; financial decision-making, reporting, and accountability) but are unsure exactly what they need and how best to organize such professional development activities. | MOF staff and MOE personnel at various levels of the system explore alternative definitions of roles and responsibilities related to decentralized financial decision making.<br><br>Needs assessments are conducted focusing on muddiriya-, idara-, and school-level MOE staff to identify the knowledge, skills, and attitudes that would be most important to emphasize in training activities related to financial decentralization. | A new organizational chart defines clearly the financial roles and responsibilities of staff at various levels of the system, in line with the MOF decree devolving financial decision-making to governorates.<br><br>Professional development seminars begin targeting knowledge and skill gaps, (e.g., planning; budgeting; financial decision-making, reporting, and accountability) for staff at all levels of the education system.<br><br>MOE staff at the muddiriya and idara levels responsible for financial management begin to demonstrate appropriate knowledge and skills as evaluated through the pilots in selected idaras.<br><br>BOT members at the idara and school levels begin to participate in trainings on finances and financial accountability. | About one-half of MOE staff as well as community members, who deal with financial matters at various levels of the system, demonstrate sufficient knowledge and skills to perform their tasks effectively.<br><br>Tools and procedures for measuring and monitoring staff skills for managing resources at every level exist.<br><br>Capacity development programs, based on on-going needs assessments, continue to help new and more experienced MOE staff as well as BOT members to enhance their knowledge and skills related to financial decision making. | Most MOE staff as well as community members, who deal with financial matters at various levels of the system, demonstrate sufficient knowledge and skills. They are effective in developing and monitoring budgets, making resource allocations to improve educational quality, and reporting accurately and in a timely manner on revenue and expenditures.<br><br>A system is in place for monitoring the knowledge and skills of MOE personnel and community members at school, idara, muddiriya, and central levels. Where gaps are identified, capacity development activities are organized to enhance knowledge and skills. |
| ***Participant's Response*** | | | | | | |

**Appendix 2C: Tool to Measure Stages of Change toward *Ensuring Good Governance through Community Participation***

**Participant's Number: ----------**
**Governorate: ----------**
**Group: ----------**

Introduction

We have developed this questionnaire to obtain your views on the extent to which there has been progress in accomplishing one of the objectives listed in the National Strategic Plan for Education program in "School-Based Reform for Accreditation." This objective is to "*ensure good governance through community participation*."

The tool includes the following three dimensions related to this objective of the reform plan:

e. *Institutional and Policy Framework*
f. *Institutional Capacity: Ministry of Education*
g. *Institutional Capacity: Community*

For each dimension, there are six columns corresponding to the following six stages of system change:

13. ***Maintenance of the Old System***: Educators focus on maintaining the system as originally designed.
14. ***Awareness***: Multiple stakeholders become aware that the current system is not working as well as it should.
15. ***Exploration***: Educators and policy makers study and visit places that are trying new approaches.
16. ***Transition***: The scales begin to tip towards the new system
17. ***Emergence of New Infrastructure****:* Some elements of the system are operated in keeping with the desired new system.
18. ***Predominance of New System***: The more powerful elements of the system operate as defined by the new system.

For each dimension, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the grey-colored area below the appropriate cell) which description comes closest to your perception of how far things have progressed in achieving this objective (on this particular dimension). It is possible that the "best" cell may contain one or more statements that are not completely accurate descriptions of the current situation. Also, it is possible that there has been more progress on some dimensions than others.

After you read and respond to each dimension, you will participate in a focus group interview to give examples and explain why you view more or less progress toward achieving this objective.

Thank you for carefully considering these issues and giving us your own personal views.

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional and Policy Framework** | Existing decrees or laws (e.g., 1993 & 1998 PTC decrees, 1999 NGO decree) do not strongly promote or may even restrict active involvement in education of parents, NGOs, and/or businesses.<br><br>Parent, community, NGO, and business involvement is limited to donating land or financial resources to support schools.<br><br>Civil society and business representatives' involvement in public policy forums is ritualistic. Although they are invited to participate, their contributions do not really influence policy direction. | Policy-makers and/or educators recognize the limitations and constraints of the existing legal/policy framework in relation to various forms of community participation in education at the school, idara, muddiriya, and central levels.<br><br>Business owners, NGOs, parents, and community members begin to recognize the need for involvement beyond just donations, but are not sure how to become more engaged in decision-making.<br><br>Civil society organization and business participation remains ritualistic, but members acknowledge a need to increase participation and really contribute to policy dialogues. | Policy-makers and/or community members identify new or reformed policies that are required to institutionalize active community participation in school affairs (e.g., parent teacher councils, boards of trustees).<br><br>Revised NGO (2002) decree issued, providing for greater role of civil society organizations in education (including raising funds from various sources).<br><br>MOE and international organization-funded pilot projects involve parents and other community members in school site selection, maintenance, and decisions about school management.<br><br>MOE, civil society, and business representatives begin to explore mechanisms for engaging with policy and other decisions at the idarra, mudiryia and central levels. | Policy-makers approve a new policy framework (national and local decrees; (e.g., 2005 & 2006 BOT decrees) that encourage active involvement in school decision-making by parents and other community members.<br><br>At least 7 governorates experiment with governor's education advisory committees, involving civil society representatives who contribute to moving community and business engagement beyond making financial contributions.<br><br>International organization-funded pilot project schools involve parents and other community members in school self-assessment, improvement planning, and decisions about implementing the improvement plan. | BOTs at school, idara, and muddiriya levels are formally constituted throughout the nation. through laws and decrees.<br><br>Parents, community, NGOs, and businesses increase involvement on an on-going basis in decisions about educational quality assessment/improvement, professional development priorities, various policies, use of school fees, and general budget allocations.<br><br>BOT community representatives begin to work with the MOE personnel to make decisions about resource allocations and fund-raising activities. | Parents and other community representatives in school-, idara -, and muddiriya -level BOTs are actively involved in discussions and decision-making related to improving educational quality.<br><br>Parents and other community members, in dialogue with MOE personnel, at the muddiriya, idarra, and school levels, are empowered to make decisions (e.g., about resource allocations as well as fund-raising).<br><br>MOE personnel and civil society representatives identify additional policy changes that are needed to expand and improve community participation in educational decision-making. |
| ***Participant's Response*** | | | | | | |

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity: *Ministry of Education*** | Central-, local-, and school-level MOE personnel do not have the knowledge, skills, and attitudes (e.g., understanding community needs; ability to communicate with community members; conflict resolution skills; openness to community participation; valuing their contributions) needed for community participation in education to be effective.<br><br>Confusion and disagreement exist across all levels and between community members and MOE personnel regarding the roles and responsibilities of various groups in improving educational quality.<br><br>Existing training programs are not focused on or not effective in providing MOE personnel with the necessary knowledge, skills, and attitudes. | Central-, local-, and school-level MOE personnel are aware that they lack the requisite knowledge, skills and attitudes, but are not sure exactly what is needed and how best to acquire such knowledge, skills, and attitudes.<br><br>MOE personnel recognize that confusion and disagreement exist at all levels around the roles and responsibilities of the MOE vis-a-vis the community in education, but staff are not sure how to change or improve the situation.<br><br>MOE personnel acknowledge the need for training programs to develop their knowledge, skills and attitudes related to effective community participation, but they are unsure what types of training programs will facilitate the needed improvements. | Central-, local,- and school-level MOE personnel begin working with international organization-funded project staff to explore the knowledge, skills and attitudes needed for successful work with communities.<br><br>MOE personnel, in collaboration with international and local experts, NGOs, and others, begin to explore different roles and responsibilities that might be possible at each level. Options are identified and vetted with senior. Ministry officials.<br><br>Central-, local-, and school-level MOE personnel begin participating in activities (workshops, cross-site visits, international study tours) organized by international organization-funded projects, to enhance their knowledge, skills, and attitudes related to community participation. Pilot projects are designed, implemented, and evaluated. | Central-, local-, and school-level MOE personnel spell out in writing the knowledge, skills and attitudes (e.g., understanding community needs; ability to communicate with community member; conflict resolution skills; openness to community participation; valuing their contributions).<br><br>Based on a careful analysis of the existing and desired situation, clear roles and responsibilities are developed for MOE personnel in relation to promoting community involvement.<br><br>Central-, local-, and school-level MOE personnel begin to draw on their new knowledge, skills, and attitudes to foster effective community participation. MOE personnel provide technical assistance to facilitate effective participation (e.g., GEAC meetings, BOT elections and general assemblies). | Training programs exist that provide central-, local-, and school-level MOE personnel with the knowledge, skills and attitudes (e.g., understanding community needs; ability to communicate with community members; conflict resolution skills; openness to community participation; valuing their contributions;) needed to work with the community.<br><br>Documents and job descriptions clearly identify MOE roles and responsibilities vis-a-vis their work with communities.<br><br>Most central-, local-, and school-level MOE personnel attend training activities at least annually to enhance their knowledge, skills, and attitudes related to community participation. Initial group of trained MOE personnel contributes to such training and provide assistance to their more recently trained counterparts. | Central-, local-, and school-level MOE personnel demonstrate the knowledge, skills, and attitudes (e.g., understanding community needs; ability to engage and communicate with communities; conflict resolution; openness to community participation; valuing their contributions) needed for community participation in education to be effective.<br><br>Roles and responsibilities of MOE personnel concerning promoting community participation are well defined.<br><br>Training and capacity development programs operate throughout the country to provide MOE personnel with the knowledge, skills and attitudes needed to effectively engage communities in improving educational quality. |
| *Participant's Response* | | | | | | |

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity: *Community*** | Community members do not have the knowledge, skills, and attitudes (e.g., how the education system functions; communicating with MOE personnel & others, participating in meetings and decision-making, conflict resolution skills; valuing and respecting others' viewpoints and contributions) needed for their effective participation in the education system.<br><br>Confusion and disagreement exist across all levels and between community members and MOE personnel regarding the roles and responsibilities of various groups in improving educational quality.<br><br>Existing training programs are not focused on or not effective in providing community members with the necessary knowledge, skills, and attitudes. | Community members are aware that they lack the requisite knowledge, skills and attitudes, but are not sure what is needed and how best to acquire such knowledge, skills, and attitudes.<br><br>Community members begin to recognize that confusion and disagreement exist at all levels around the roles and responsibilities of the MOE vis-a-vis the community in education, but staff are not sure how to change or improve the situation.<br><br>Community members acknowledge the need for training programs to improve their knowledge, skills and attitudes related to effective community participation, but they are unsure what type of training programs will facilitate the needed improvements. | Community members begin working with MOE personnel (e.g., social workers) and NGOs, to explore the knowledge, skills and attitudes needed for broader and more effective community participation.<br><br>Community members, in collaboration with MOE personnel (e.g., social workers) and NGOs, begin to explore different roles and responsibilities that might be possible at each level. Options are identified and vetted with senior MOE officials.<br><br>Community members begin to participate in activities (workshops, cross-site visits, international study tours) focused on enhancing their knowledge, skills, and attitudes related to community participation. Pilot projects are designed, implemented, and evaluated. | Community members spell out in writing the knowledge, skills and attitudes (e.g., how the education system functions; communicating with MOE personnel & others, participating in meetings and decision-making, conflict resolution skills; valuing and respecting others' viewpoints and contributions) needed for their effective participation in the education system.<br><br>Based on a careful analysis of the existing and desired situation, clear roles and responsibilities are developed for parents, community members, NGOs, and business owners in improving educational quality.<br><br>Community members begin to draw on their new knowledge, skills, and attitudes to foster effective community participation. MOE personnel provide technical assistance to facilitate effective participation (e.g., GEAC meetings, BOT elections and general assemblies). | Training programs exist that provide parents and other community members with the knowledge, skills and attitudes (e.g., how the education system functions; communicating with MOE personnel, participating in meetings and decision-making, conflict resolution skills; valuing and respecting others' viewpoints and contributions) needed for effective participation in the education system.<br><br>Documents and role descriptions clearly identify ways that community members can participate in improving educational quality.<br><br>Increasing numbers of community members attend training activities to enhance their knowledge, skills, and attitudes related to community participation. Initial group of trained community members contribute to such training and provide assistance to their more recently trained counterparts. | Community members demonstrate the knowledge, skills, and attitudes (e.g., how the education system functions; communicating with MOE personnel & others, participating in meetings and decision-making, conflict resolution skills; valuing and respecting others' viewpoints and contributions) needed for their effective participation in the education system.<br><br>Roles and responsibilities of community members for their participation in the education system are well defined.<br><br>Training and capacity development programs operate throughout the country to provide community members with the knowledge, skills and attitudes needed for their effective participation in improving educational quality. |
| ***Participant's Response*** | | | | | | |

## Appendix 2D: Tool to Measure Stages of Change toward *Using Data to Inform Educational Decision Making*

**Participant's Number: ----------**
**Governorate: ----------**
**Group: ----------**

Introduction

We have developed this tool to obtain your views on the extent to which there has been progress in accomplishing four related objectives listed in the National Strategic Plan for Education: (a) to "develop and install the ICT infrastructure and technical support needed to implement and sustain … effective education management and planning," (b) to create a monitoring and evaluation system that will help achieve "transparency and accountability through using a unified framework with clear indicators to evaluate the three components of the educational process: the student, the school (including staff and leaders), and the financial and administrative performance at all levels;" (c) to promote "active and strengthened school-based training and evaluation units to manage the self-evaluation process inside schools supported by a school management system;" and d) to include "quality departments to monitor and evaluate the educational process at the idara, muddiriya, and [central MOE] levels, supported by EMIS."

The tool includes the following four dimensions related to these objectives of the reform plan:

h. *Institutional and Policy Framework*
i. *Institutional Capacity: Central MOE level,*
j. Institutional Capacity: *Local (Muddiriya and Idara) Level, and*
k. Institutional Capacity: *School Level*

For each dimension, there are six columns corresponding to the following six stages of system change:

19. ***Maintenance of the Old System***: Educators focus on maintaining the system as originally designed.
20. ***Awareness***: Multiple stakeholders become aware that the current system is not working as well as it should.
21. ***Exploration***: Educators and policy makers study and visit places that are trying new approaches.
22. ***Transition***: The scales begin to tip towards the new system
23. ***Emergence of New Infrastructure****:* Some elements of the system are operated in keeping with the desired new system.
24. ***Predominance of New System***: The more powerful elements of the system operate as defined by the new system.

For each dimension, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the grey-colored area below the appropriate cell) which description comes closest to your perception of how far things have progressed in achieving this objective (on this particular dimension). It is possible that the "best" cell may contain one or more statements that are not completely accurate descriptions of the current situation. Also, it is possible that there has been more progress on some dimensions than others.

After you read and respond to each dimension, you will participate in a focus group interview to give examples and explain why you view more or less progress toward achieving these objectives.

Thank you for carefully considering these issues and giving us your own personal views.

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional and Policy Framework** | There is considerable overlap and lack of coordination and sharing among MOE units at various levels responsible for collecting data and managing information.<br><br>Clear roles and responsibilities do not exist for staff and departments guiding the collection, storage, and use of data.<br><br>No integrated and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels.<br><br>MOE's monitoring and evaluation system does not effectively meet the needs of decision-makers. | MOE personnel and community members at the national, muddiriya, idara, and school levels are aware of limitations of existing systems for collecting and managing data, but are unsure how to improve the situation.<br><br>MOE personnel and community members at all levels are aware of that staff do not have clearly defined roles for collection, storage, and use of data, but are unsure how to address this problem.<br><br>Staff at all levels recognize that decision-making could be improved if they had access to a better organized EMIS with higher quality data, but they are not sure how to address these issues. | MOE personnel begin to explore with national and international experts how to organize a better EMIS and to develop national education indicators in order to use data more systematically in the decision-making process.<br><br>MOE staff begin to develop plans for piloting some of the needed changes in some parts of the system. Discussions regarding redefined roles and responsibilities (i.e., job descriptions) at various levels of the system begin to take place.<br><br>MOE personnel in collaboration with international and local experts explore options for designing an integrated EMIS. At least two governorates begin piloting a new system. | Clear descriptions of roles and responsibilities are in place in the MOE and overlap among most positions is eliminated.<br><br>MOE begins developing national education indicators<br><br>System incentives begin to encourage coordination, collaboration, and sharing across various units responsible for collecting data and managing information.<br><br>Supported by pilot project staff, MOE personnel experiment with refinements in the EMIS and with engaging in data-informed planning and other decision-making at the school, idara, muddiriya, and/or national levels. | The lessons learned from the pilot projects are recommended for adoption in other governorates, and efforts to implement EMIS nationwide are undertaken.<br><br>National education indicators are developed.<br><br>An integrated and user-friendly EMIS is beginning to take shape, with a clear division of responsibilities across levels, units, and personnel.<br><br>Decision making at the national, muddiriya, idara, and school levels across the country is informed by data.<br><br>MOE begins discussing a comprehensive communications strategy for sharing data. | MOE units at all levels of the system have clearly defined, non-redundant responsibilities for collecting, entering, storing, and analyzing data.<br><br>A well-structured, coordinated, and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels.<br><br>MOE's monitoring and evaluation system effectively reports against national indicators and meets the needs of decision-makers.<br><br>Members of all MOE departments use data to guide decision-making. Data and information are openly shared. |
| ***Participant's Response*** | | | | | | |

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity:** ***Central MOE Level*** | Central MOE units lack the necessary technology to store and manage data and information.<br><br>Key central MOE personnel have limited knowledge and skill for monitoring and evaluation (including collecting, entering, storing, and analyzing data).<br><br>Key central MOE administrators have limited capacity for interpreting data to inform planning and other decision making. | Central MOE officials and staff are aware of the limitations of existing technology in central MOE units, but lack the knowledge and skills to make changes.<br><br>The capacity deficits of central MOE personnel responsible for monitoring and evaluation (i.e., collecting, entering, storing, and analyzing data) are recognized, but no capacity development plan is in place.<br><br>The knowledge/skill gaps of central MOE administrators in interpreting data to inform their decision making are acknowledged, but no capacity development plan is in place. | Central MOE units acquire needed technology; they also receive advice from international and local experts for improving how data are gathered and used and how the educational system is monitored and evaluated.<br><br>Skill deficits are identified through assessments and a capacity-building program for national-level MOE personnel is explored to enhance their capacity related to collecting, entering, storing, analyzing, and interpreting data.<br><br>Central MOE staff explore options for using EMIS and monitoring and evaluation data to inform planning and other decisions. | Central MOE personnel, develop a plan for ensuring technology is integrated into MOE systems at all levels to support the use of data and information.<br><br>Central MOE personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data.<br><br>An integrated EMIS, developed for the some schools, idaras, muddiriyas, and central units that participated in the pilot projects is developed and expanded to additional governorates.<br><br>Assessments are made of the effectiveness of their efforts as well as the degree and forms of use of data in decision making. | A technological infrastructure exists at all levels of the MOE system and integrates data use among all units.<br><br>Central MOE personnel demonstrate the capacity to collect, enter, store, analyze, and interpret data. The initial group of trained MOE personnel contribute to the training and provide assistance to their more recently trained counterparts.<br><br>Central MOE staff begin to demonstrate the ability to develop and use formative evaluation to improve educational quality. | Central MOE units have necessary technology (i.e. hardware and software) to store and manage data and information.<br><br>Key central MOE personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS.<br><br>Overall, key central MoE personnel demonstrate the ability to design and implement formative evaluations of different aspects and levels of the educational system. They also demonstrate the ability to interpret data and to use the data to inform strategic planning and other educational decision making. |
| ***Participant's Response*** | | | | | | |

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity: *Local (Muddiriya and Idara) Level*** | Local MOE units lack the necessary technology to store and manage data and information.<br><br>Key local MOE personnel have limited knowledge and skill for monitoring and evaluation (including collecting, entering, storing, and analyzing data).<br><br>Key local MOE administrators have limited capacity for interpreting data to inform planning and other decision making. | Local MOE officials and staff are aware of the limitations of existing technology in local units, but lack the knowledge and skills to make changes.<br><br>The capacity deficits of local MOE personnel responsible for monitoring and evaluation (i.e., collecting, entering, storing, and analyzing data) are recognized, but no capacity development plan is in place.<br><br>The knowledge/skill gaps of local MOE administrators in interpreting data to inform their decision making are recognized, but no capacity development plan is in place. | Local MOE units acquire needed technology; they also receive advice from international and local experts for improving how data are gathered and used and how the educational system is monitored and evaluated.<br><br>Skill deficits are identified through assessments and a capacity-building program for local-level MOE personnel is explored to enhance their capacity related to collecting, entering, analyzing, and interpreting data.<br><br>Local MOE staff explore options for using EMIS and monitoring and evaluation data to inform planning and other decisions. | Local MoE administration, in collaboration with international or local experts, develop a plan for ensuring technology is integrated into systems at all levels to support the use of data and information.<br><br>Local -level MOE personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data.<br><br>An integrated EMIS, developed for the schools, idaras, muddiriyas, and central units that participated in the pilot projects, is developed and expanded.<br><br>Assessments are made of the effectiveness of their efforts as well as the degree and forms of use of data in decision making. | A technological infrastructure exists at all levels of the MOE system and integrates data use among all units.<br><br>Local level MOE personnel demonstrate the capacity to collect, enter, store, analyze, and interpret data. The initial group of trained MOE personnel provide assistance to their more recently trained counterparts.<br><br>Local MOE staff begin to demonstrate the ability to develop and use formative evaluation to improve educational quality. | Local MOE units have necessary technology (i.e. hardware and software) to store and manage data and information.<br><br>Key local MOE personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS.<br><br>Key local MOE personnel demonstrate the ability to design and implement formative evaluations of different aspects and levels of the educational system. They also demonstrate the ability to interpret data and to use the data to inform strategic planning and other educational decision making. |
| ***Participant's Response*** | | | | | | |

| | Maintenance of Old System | Awareness | Exploring | Transitioning | Emerging Infrastructure | Predominance of new system |
|---|---|---|---|---|---|---|
| **Institutional Capacity: *School Level*** | Schools lack the necessary technology to store and manage information;<br><br>School personnel have limited knowledge and skill for collecting, entering, and analyzing data;<br><br>Generally, school administrators have limited capacity for interpreting data to inform decision making. | School officials and employees are aware of the limitations of existing technology in local units, but lack the knowledge and skills to make changes.<br><br>The capacity deficits of school personnel responsible for collecting, entering, and analyzing data is identified as a barrier to reform.<br><br>The knowledge/skill gaps of school administrators in interpreting data to inform their decision making is also acknowledged.<br><br>School-level MOE staff begin discussing the need to improve the monitoring and evaluation system, but are unsure what changes would be required. | Schools acquire needed technology; they also receive advice from international and local experts for improving how data are gathered and used and how the educational system is monitored and evaluated.<br><br>Skill deficits are identified through studies/assessments and a capacity-building program for school personnel is explored to enhance their capacity related to collecting, entering, analyzing, and interpreting data.<br><br>School staff explore options for using EMIS and monitoring and evaluation data to inform planning and other decisions. | School administrators, in collaboration with international or local experts, develop a plan for maintaining technology to support the use of data and information.<br><br>School personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data.<br><br>An integrated EMIS, developed for the schools, idaras, muddiriyas, and central units that participated in the pilot projects, is developed and expanded.<br><br>Assessments are made of the effectiveness of their efforts as well as the degree and forms of use of data in decision making. | A technological infrastructure exists at all schools and integrates data use among all units.<br><br>School personnel demonstrate the capacity to collect, enter, store, analyze, and interpret data. The initial group of trained school personnel provide assistance to their more recently trained counterparts.<br><br>School staff begin to demonstrate the ability to develop and use formative evaluation to improve educational quality. | Schools have necessary technology (i.e. hardware and software) to store and manage data and information.<br><br>Key school personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS.<br><br>Key school personnel demonstrate the ability to design and implement formative evaluations of different aspects and levels of the educational system. They also demonstrate the ability to interpret data and to use the data to inform school improvement planning and other educational decision making. |
| ***Participant's Response*** | | | | | | |

## Appendix 2E: Tool to Measure Stages of Change toward *Implementing the Teachers' Cadre*

**Participant's Number: ----------**
**Governorate: ----------**
**Group: ----------**

Introduction
We have developed this tool to obtain your views on the extent to which progress has been made in accomplishing one of the components of the "Human Resources" program in the National Strategic Plan for Education: *Implementation of the* ***Teachers' Cadre***.

The tool includes the following two dimensions related to this objective of the reform plan:

I. *Institutional and Policy Framework*
II. *Institutional Capacity*

For each dimension, there are six columns corresponding to the following six stages of system change:

1. ***Maintenance of the Old System***: Educators focus on maintaining the system as originally designed.
2. ***Awareness***: Multiple stakeholders become aware that the current system is not working as well as it should.
3. ***Exploration***: Educators and policy makers study and visit places that are trying new approaches.
4. ***Transition***: The scales begin to tip towards the new system
5. ***Emergence of New Infrastructure****:* Some elements of the system are operated in keeping with the desired new system.
6. ***Predominance of New System***: The more powerful elements of the system operate as defined by the new system.

For each dimension, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the grey-colored area below the appropriate cell) which description comes closest to your perception of how far things have progressed in achieving this objective (on this particular dimension). It is possible that the "best" cell may contain one or more statements that are not completely accurate descriptions of the current situation. Also, it is possible that there has been more progress on some dimensions than others.

After you read and respond to each dimension, you will participate in a focus group interview to give examples and explain why you view more or less progress toward achieving this objective.

Thank you for carefully considering these issues and giving us your own personal views.

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | 4. Transitioning | 5. Emerging Infrastructure | 6. Predominance of New System |
|---|---|---|---|---|---|---|
| **Institutional and Policy Framework (Laws, Decisions, Regulations, etc.)** | MOE policies and decrees encourage and support teachers to move into administration.<br><br>Policies result in low professional and socio-economic status of teachers.<br><br>Promotion is based mainly on seniority and not on standards-based performance.<br><br>Teacher employment is based on civil service status with life-time employment or on contractual bases. | MOE leaders are aware that the existing system is reducing the effectiveness of teachers and the quality of education, but are unsure what kind of changes are needed.<br><br>Some discussion about the need for change exists among various levels of the Ministry.<br><br>Other stakeholders also raise concerns about the current situation, but are unsure how to change the system. | MOE leaders begin to explore alternative ways to improve salary structure, retain teachers in the classroom, and implement a merit-based system of promotion.<br><br>Ministry staff meet with key stakeholders (e.g., Teachers' Syndicate) to discuss ideas for change.<br><br>Ministry personnel participate in study tours to gain further ideas on how to develop a new teacher career structure in which promotion is merit-based.<br><br>MOE personnel work with others to develop rubrics and indicators for teacher standards. | The Teachers' Cadre Law is issued through executive order and the Shura Council passes the law.<br><br>A set of regulations to promote teachers within the cadre is developed and vetted with the People's Assembly, Inter-Ministerial Committee, and the Teachers' Syndicate.<br><br>A set of criteria and mechanism for promoting teachers in the cadre is developed and vetted with the MOE, Teachers' Syndicate, and other stakeholders.<br><br>MOE personnel work with others to develop tests to determine teachers' entry in the cadre.<br><br>The law for the Teachers' Academy, which will govern teacher and training programs certification, is drafted.<br><br>Job descriptions are written and approved for all levels of the Teachers' Cadre. | Major aspects of the Teachers' Cadre Law are being implemented.<br><br>Teachers are given the cadre-entry tests and many of them qualify to become part of the new cadre system.<br><br>The regulations that govern the promotion of teachers within the cadre are approved.<br><br>The laws and regulations that govern the Teachers' Academy are vetted through appropriate councils.<br><br>Clear criteria and procedures for teacher promotion are piloted, refined and approved.<br><br>Clear criteria and procedures for certifying teacher training program providers are piloted, refined and approved. | Laws and decrees support the effective functioning of the teachers' cadre, which provides teachers with improved salary structure, merit-based evaluation, and a promotion system that allows advancement without abandoning class teaching roles.<br><br>Teachers' promotion depends on demonstrated knowledge, skills, contributions, and development rather than seniority.<br><br>The Teachers' Academy, functions to govern certification of teachers and training programs, as well as teacher induction and promotion |
| **Participant's Response** | | | | | | |

| | 1. Maintenance of Old System | 2. Awareness | 3. Exploring | 4. Transitioning | 5. Emerging Infrastructure | 6. Predominance of New System |
|---|---|---|---|---|---|---|
| **Institutional Capacity (Financial, Human, and Technical Capacities)** | Programs developed by training providers are based mainly on aggregate teacher needs as defined by supervisors. Limited direct instructional support or demand-driven training is provided.<br><br>Staff responsible for the development of training programs do not use standards or criteria for measuring teaching skills and knowledge.<br><br>Staff responsible for development of teacher training do not use data effectively to formatively assess teacher knowledge and performance; the training programs they design do not serve well the needs of teachers or the system.<br><br>Supervisors and administrators use unsystematic techniques and limited classroom observations to evaluate teachers and recommend promotion. | MOE leaders begin to raise concerns about the low level of teaching quality and learning outcomes in the Egyptian basic education system, but are not sure how to improve the system<br><br>Staff are aware that new mechanisms for measuring teacher's skills and knowledge are needed, but they have limited capacity to develop such assessment tools.<br><br>MOE is aware and concerned that supervisors and administrators use unsystematic techniques and limited classroom observations to promote teachers, but are not sure how to improve the system. | MOE personnel work with others to explore models for an improved teacher training system.<br><br>MOE training staff participate in study tours to learn about models, strategies, and skills for improving the system.<br><br>Meetings are held to identify teacher skill gaps and build a merit-based system.<br><br>The knowledge and skills needed to implement a Teachers' Academy and Teachers' Cadre are developed.<br><br>Workshops are held to begin building the skills and knowledge of training providers to align with the needs of the Cadre and Academy. | MOE leaders agree on the skills, knowledge, and attitudes that teachers must demonstrate through the training programs.<br><br>Standards and indicators are developed and approved to guide implementation of the Teachers' Cadre and Teachers' Academy. MOE training staff and other training providers are informed about and develop their capacity to implement programs (including induction) based on the standards and indicators.<br><br>Training providers restructure their training programs to align with the skills, knowledge and attitudes required for entry into and promotion within the Teachers' Cadre system.<br><br>Supervisors and administrators are provided with on-going training and support to conduct systematic observations of teachers' classroom performance. | MOE staff have the tools and procedures as well as the capacity to systematically measure teachers' skills, knowledge, and attitudes relevant to promotion.<br><br>New in-service training (including induction) programs are in place to prepare teachers for entry into and promotion within the Teachers' Cadre.<br><br>Training providers demonstrate the ability to plan and implement effective professional development programs.<br><br>Training programs exist for supervisors and administrators to develop their capacity to systematically observe and evaluate teachers' performance.<br><br>All supervisors and administrators participate in these programs and demonstrate the capacity to validly assess teachers' classroom behavior.<br><br>Members of the Teachers' Academy are trained and demonstrate the ability to implement a test, portfolio, and performance-based promotion system. | MOE training staff and other training providers demonstrate the capacity to collect, analyze, and use data about teacher performance and skill levels to develop effective in-service programs.<br><br>Providers of in-service training implement special programs for new teacher induction, smoothing their transition into the profession.<br><br>Supervisors and administrators demonstrate the ability to use tools to evaluate teacher's standard-based performance, relevant to merit-based promotions.<br><br>Teachers' Academy staff use tests, portfolios, and performance-based evaluations to determine teachers' promotions based on their skills, knowledge, and contributions to school-based reform. |
| **Participant's Response** | | | | | | |

**Appendix 3: System Change Areas Addressed during Various Focus Groups**

| Focus Group | ***Administrative Decentralization.*** | ***Financial Decentralization*** | ***Community Participation*** | ***Using Data for Decisions*** | ***Teachers' Cadre*** |
|---|---|---|---|---|---|
| 1- Teachers | | | X | | X |
| 2- Principals | X | X | X | X | X |
| 3- BOT Leaders—Community | X | X | X | X | |
| 4- Idara Department Directors | X | X | X | | X |
| 5- Idara M&E/EMIS Staff | X | | | X | |
| 6- Governorate-Level NGO Leader | X | X | X | | |
| 7- Muddiriya Administrators | X | X | | | X |
| 8- Muddiriya M&E/EMIS Staff | X | | | X | |
| 9- Muddiriya Undersecretary (individual interview | X | X | | X | |

Description of some groups in the sample:
Group 1- Teachers: Primary, Preparatory, Secondary, and social worker (2 participants each)
Group 4 – Department Directors: Administrative and Financial Affairs; Preparatory and Secondary; Primary; NGOs; Reform Department; and Employees Affairs (HR)
Group 5 & 8 – Idara and Muddiryia M&E/EMIS: Monitoring Department; Planning Department; Statistics Department

**APPENDIX 4:**
**Number of Participants in Specified Focus Group (or Individual) Interviews**

| Group | *Governorates* | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | ***Alex*** | ***Cairo*** | ***Fayoum*** | ***Beni Sweif*** | ***Minia*** | ***Qena*** | ***Aswan*** | ***Total*** |
| Teachers | 6 | 8 | 6 | 7 | 8 | 8 | 7 | **50** |
| Principals | 8 | 6 | 7 | 8 | 9 | 7 | 7 | **52** |
| BOT Leaders – Community | 8 | 6 | 6 | 8 | 8 | 8 | 5 | **49** |
| Idara Department Directors | 7 | 5 | 5 | 8 | 10 | 7 | 10 | **52** |
| Idara M&E/EMIS | 8 | 7 | 5 | 6 | 8 | 7 | 8 | **49** |
| Governorate-Level NGO Leaders | 6 | 6 | 6 | 8 | 7 | 6 | 6 | **45** |
| Muddiriya Administrators | 10 | 4 | 7 | 7 | 8 | 8 | 6 | **50** |
| Muddiriya M&E/EMIS | 5 | 5 | 5 | 7 | 9 | 8 | 7 | **46** |
| Mudiriya Undersecretary | --- | --- | 1 | 1 | 1 | 1 | 1 | **5** |
| **Total** | **58** | **47** | **48** | **60** | **68** | **60** | **57** | **398** |

**APPENDIX 4**
**Coordinators for Governorate-Based Focus Groups**

| Name | Position and Governorate |
|---|---|
| Emad Helmy | M&E Field Technical Advisor, ERP - Cairo Office |
| Walid Salah | M&E Field Technical Advisor, ERP - Fayoum Office |
| Ahmed Ramadan | M&E Field Technical Advisor, ERP – Beni Sweif Office |
| Usama Kasem | M&E Field Technical Advisor, ERP – Minia Office |
| Onsi Thomas | M&E Field Technical Advisor, ERP – Qena Office |
| Hala ElDesouky | M&E Field Technical Advisor, ERP – Aswan Office |
| Walid ElMahdy | M&E Field Technical Advisor, ERP – Alexandira Office |

**APPENDIX 5:**
**Moderators and Recorders for Governorate-Based Focus Groups**

| | | |
|---|---|---|
| **Alexandria** | | |
| Interviewer | Naglaa AbdelBaset | Independent Researcher |
| Recorder | Hoda Kamal | Independent Researcher |
| **Fayoum** | | |
| Interviewer | Dr. Abdelnasser Abdelhaleem | Assistant Professor (Lecturer), Psychology, Faculty of Education, Fayoum University |
| Recorder | Mohamed Ahmed Mahmood | Assistant Lecturer, Linguistics, Faculty of Arts, Fayoum University |
| **Beni Swief** | | |
| Interviewer | Dr. Azaam Abdelnaby | Assistant Lecturer, Foundations of Education, Faculty of Education, Beni Sweif |
| Recorder | Dr. Salwa Helmy Ali | Assistant Lecturer, Foundations of Education, Faculty of Education, Beni Sweif University |
| **Minia** | | |
| Interviewer | Dr. Mamduh Abdelhameed | Assistant Professor (Lecturer), Educational Technology, Faculty of Specific Education, Minia University |
| Recorder | Dr. Mohamed Abdelrahman | Assistant Professor (Lecturer), Educational Technology, Faculty of Specific Education, Minia University |
| **Qena** | | |
| Interviewer | Dr. Antar Solhy Abdellah | Assistant Professor (Lecturer), Curricula and Instruction, Faculty of Education, Qena Branch, South Valley University |
| Recorder | Dr. Essam Ali Eltayb | Assistant Professor (lecturer), Educational Psychology. Faculty of Education, Qena Branch, South Valley University |
| **Aswan** | | |
| Interviewer | Dr. Said Mohamed Sedik | Assistant Professor (lecturer), Curricula and Instruction, Faculty of Education, Aswan Branch, South Valley University |
| Recorder | Mohamed Gaber Abass | Assistant Lecturer, Community Organization, faculty of Social Work |
| **Cairo** | | |
| Interviewer | Tarek Sheta | M&E Independent Consultant |
| Recorder | Abeer Ibraheer | Independent Researcher |

## Section II:

## Supporting Management and Organizational Reform

## Chapter 2

### HISTORICAL CONTEXT OF GOVERNANCE AND MANAGEMENT REFORM IN EGYPT: DECENTRALIZATION, COMMUNITY PARTICIPATION, AND PLANNING, MONITORING & EVALUATION

***Mark Ginsburg, Nagwa Megahed, Mohammed El Meski* and *Nobuyuki Tanaka***

**Introduction**

In any attempt to understand and effectively pursue educational reform we need to understand international (see Ginsburg, 1991) as well as national political, institutional, and cultural dimensions. In this chapter of this study we offer an analysis, based on document review of the experience of educational reform (and non-reform) in Egypt. We will focus on the period from 1981-2004, though we will briefly examine the dynamics beginning with the founding of Egypt's "modern" education system in 1801. Prior to presenting our analysis of the historical context, however, we need to outline key concepts that frame the focus of this and subsequent chapters: centralization and decentralization, community participation, planning and monitoring and evaluation.

*Centralization* and *decentralization* represent "one of the great resonant themes of contemporary politics" (Polsby, 1979, p. 1) and, more specifically, decentralizing education systems "is one of the issues most frequently raised by country representatives and other stakeholders at various national and international events, … [having] become a virtual mantra of development" (UNESCO, 2006, p. 1). Like many "themes" and "mantras," (de)centralization covers a range of meanings, including a distinction between functional and territorial (de)centralization:

- *Functional* centralization/decentralization refers to a shift in the distribution of powers between various authorities that operate in parallel [i.e., at the same territorial level]. …
- *Territorial* centralization/decentralization … refers to a redistribution of control among the different geographic tiers of government, such as nation, states/provinces, districts, and schools … [and] includes three major subcategories:
    - D*econcentration* is the process through which a central authority establishes field units or branch offices, staffing them with its own officers …
    - *Delegation* implies a stronger degree of decision making power at the lower level, [though] power … still basically rest with the central authority, which has chosen to 'lend' them to the local one …
    - *Devolution* … [in which] powers [and likely resources] are formally held at sub-national levels, the officers of which do not need to seek higher-level approval for their actions. (Bray, 1999, pp. 208-209; see also Cheema and Rondinelli, 1983; Lauglo, 1995; McGinn, 1992; Winkler, 1989)

Moreover, *strategic planning*, which "in the context of national education development … is increasingly referred In addition to promoting different forms of decentralization, advocates have posited different rationales for decentralizing educational governance and/or management.[10] The

[10] It is important to note that at least some of the rationales – e.g., efficiency – may be used promote either *centralization* ("that operations can be directed more efficiently by a small group of central planners without cumbersome duplication of functions in parallel or subnational bodies") or *decentralization* ("that specialist parallel bodies are better able to focus on the needs of clients and that territorially decentralized subnational units are closer

first rationale links decentralization to the discourse of *"democracy"* and the inherent value in sharing power (Kamat, 2002; Weiler, 1989). A second rationale appropriates the language of efficiency and cost-effectiveness, especially given cross-community diversity (Bray, 1999; Carnoy, 1999; Weiler, 1989). A third rationale, though sometimes left implicit, is to reduce the central government's and increase local groups' *financial* responsibility for schooling provision (Bray, 1999; Carnoy, 1999). In addition, Weiler (1989, pp. 17 and 19) also highlights two other rationales: 4) "conflict management [that is,] … allowing the state to isolate and localize sources of conflict" and 5) "compensatory legitimation, [that is,] … central state elites seek to reduce questions of their legitimacy to govern through decentralization rhetoric and, perhaps, action."

Although the decentralization and *community participation* discourses are often linked, it is important to treat them separately. This is because different centralized systems can involve higher or lower levels of community participation, and any of the above-discussed forms of decentralization can engender different extents of community participation. Proponents of parental and broader community participation (including NGO representatives and business owners) posit that such "democratic" involvement will a) make schooling more responsive and relevant to the needs of citizens and clients[11] and b) increase moral/political and, especially important, financial support for education (e.g., Bray 2001; Fantini, 1968; Lopate et al., 1970; Prior, 2005). As Schubert and Israel (2000, p. 7) conclude: "Parents and community members need to be involved at many different levels of the education process – as transmitters of democratic values in their homes and communities, as resource providers to local schools, as participants in school management, and as knowledgeable advocates for education reform." However, besides democracy and financial/moral support rationales for promoting community participation, there may be a compensatory legitimation rationale (as noted for decentralization – see above). For instance, Beattie (1978, p. 42), based on his analysis of official support for parental participation in education in England and Wales, France, and the German Federal Republic in the 1970s, concludes that endorsements for parental or community participation may reflect an "underlying crisis in democratic institutions," which creates a "need experienced in different ways by Western democracies to legitimize the status quo by defining certain areas within which 'democratic participation' can occur." Finally, as in the case for opponents of decentralization, those who do not advocate increasing community participation raise concerns about the limited knowledge/skill, experience, and commitment to broader interests among parents, civil society associations, and businesses (see DeJong, et al., 2005).

Although "there is a notable lack of agreement among scholars and practitioners regarding its definition" (Farrell, 1997, p. 280) , we can posit in general that "*planning* is a process whereby a direction is mapped and then the ways and means for following that direction are specified. ... A plan is the product of the planning process and can be defined as a set of decisions about what to do, why, and how to do it" (Chang, 2008, p. 2). Thus, planning can be seen as occurring at least at steps 3 and 4 in the process of policy development:

1. identification of a social phenomenon as a policy problem;
2. placement of the problem high on political agendas;
3. identification and evaluation of a range of possible solutions;
4. selection of one solution (the policy);
5. implementation; and
6. evaluation, feeding back into the cycle whenever appropriate. (Farrell, 1997, p. 280)

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to the clients and are better able to cater for local diversity") (Bray, 1999, p. 210). We express our sincere appreciation to these individuals for their time and their thoughtful and candid responses to our questions.

[11] Of course, not all forms of involvement are equally likely to translate citizen needs/wants into educational policy and practice. Arnstein (1970), for instance, distinguishes eight different levels of participation in terms of the degree of influence that participants may have.

to," comprises the activity during the first of "four basic stages" of management: (i) system analysis, (ii) policy formulation, (iii) action planning," and (iv) monitoring and evaluation (Chang, 2008, p. 1). *Monitoring*, which as noted above is ideally connected to planning, involves "the process of tracking and measuring actual performance against planned or expected results based on predetermined standards," while "evaluation is a process of assigning significance or worth through careful appraisal and study" (Melnyk and Zohry, 2003, pp. 3-4).

**Longer Term Historical Background**

Prior to examining in more depth the dynamics and context during the 1981-2007 period, we briefly discuss developments during earlier periods: Ottoman Empire and European Influence, 1801-1882; The British Colonial Period in Egypt, 1882–1922; Egypt's "Semi-Independence," 1922-1952; Nasser's "Arab Socialism", 1952-1970; and Sadat's "Open-Door" Policy, 1970-1981.

**Ottoman Empire and European Influence in Egypt, 1801-1882**

In 1801 Mohammed Ali Pasha retook Egypt for the Ottoman Empire from the French, who under Napoleon had invaded Egypt in 1798.[12] In establishing a powerful military and promoting economic (agricultural and industrial) development, Mohammad Ali "relied increasingly on foreign loans and technical assistance … [and] transformed Egypt into a supplier of [crops and] raw materials and an importer of European manufactures" (Williamson, 1987, pp. 64-65). During the reigns following Mohammed Ali – Ibrahim (1848), Abbas (1849-1854), Said (1854-1863), and Khedive Ismail (1863 – 1879) – Egypt experienced a decline in its economic and military development (Amin, 1995), while also increasing its dependence on and financial debt to Europe, particularly Britain and France (Federal Research Division, 1990).[13]

To "produce the technical and military personnel" (Williamson, 1987, p. 61) which he thought Egypt needed to "gain [economic and] military parity with Europe" (Starrett, 1998, 26),[14] Mohammed Ali began to develop a European-modeled, secular system of education, (Ali, 1985; Ali and Hassan, 1983; Dika, 1990; Jarrar and Massialas, 1992; Megahed, 1997; Shaban, 1981). In fact, this secular education, initially organized under the national Department of War, consisted mostly of specialized secondary or post-secondary training institutions.[15] As Gesink

[12] Mohammed Ali's forces not only defeated the French but also assumed control over Egypt in 1805 by driving the British out of Alexandria and destroying the Mameluks, who had ruled Egypt prior to the French invasion (Cochran, 1986). By way of background, in "1250 … the Ayyubid dynasty was overthrown by the Mameluks" (Cochran, 1986, p. 3), who in turn "were defeated … by Ottoman forces in January 1517. [However,] … the Ottomans … turn[ed] again to the Mamluks to administer Egypt … until 1798, when Napoleon Bonaparte occupied Egypt." (Sullivan & Abed-Kotob, 1999, p. 9).

[13] For instance, in 1854 Said granted to the French engineer, Ferdinand de Lesseps, a concession to construct a canal from the Red Sea to the Mediterranean (Federal Research Division, 1990). And Ismail's infrastructure development (e.g., roads, bridges, dams, canals) entailed more expenditure than Egypt's income could provide, leading to increased foreign debt. Thus, in 1875 Ismail sold his shares in the Suez Canal Company, making the British government overnight the single largest shareholder in the company (Federal Research Division, 1990).

[14] By creating a parallel secular system, Mohammed Ali weakened the *kuttabs* (small schools teaching *Qur'an* as well as reading and writing, dating in Egypt from 642) and *al-Azhar* (Islamic university dating from the 975) (Dika, 1990; see also Ali, 1989; Cook, 2001). This development was in line with global trends whereby "nations around the world" de-emphasized religious-based systems and "began to organize national systems of education … for industrial and military development" (Spring, 2006, p. 2). However, because Mohammed Ali's successors, Abbas, Said, and Ismail "contributed to the decline of 'modern' secular education by closing … schools" (Cochran, 1986, p. 4), "Islamic schools … re-emerged … between 1833 and 1870 as the main educational system in the country," (Dika, 1990, p. 76).

[15] "Islamic modernists," such as "Shaykh Muhmamad Abduh of Egypt provided [a] rationalization for the teaching of Western science and technology, … arguing [that in this way] Muslims were recovering their past and fulfilling the demands of the Qur'an; however, Muhammad Abduh also criticized the curriculum in the military and

(2006, pp. 328-29) reports, Muhammad Ali pushed for a modern educational system, consisting of a "network of civil schools intended to train officers (mainly non-Egyptian), munitions specialists, (and largely Egyptian) engineers, medics, veterinarians, translators, factory workers, irrigation specialists, and even buglers for Egypt's new military" (Gesink, 2006, pp. 328-29). Thus, "a striking feature of the education system implemented by Mohamed Ali was that it developed from top to bottom and not vice versa" (UNDP, 2000, p. 30). Nevertheless, local communities, particularly in rural areas, continued to establish *kuttabs* as well as began to create secular primary schools. These schools were "often … *multi-grade* … and *completely reliant on community participation* in setting up and running the schools" (Zaalouk, 2004, p. 43). As the number of these primary schools increased, Mohamed Ali formed in 1836 a national Council for Public Instruction (UNDP, 2000, p. 30). During the subsequent reign of Khedive Ismail, (1863-79), "the first real educational [system] reform took place in Egypt in 1868," the national Ministry of Education was organized to "supervise all existing schools … [as well as] establish new schools in the provinces, districts, and villages" (Jarrar and Massialas, 1992, p. 150).[16]

**The British Colonial Period in Egypt, 1882–1922**

In 1882, to protect Britain's financial interests in the face of popular rebellion, "British troops entered … [Egypt,] promising to leave as soon as order had been restored … [but the] military occupation … last[ed] for 74 years" (Cochran, 1986, p. 9).[17] Although some Egyptians supported or at least cooperated fully with the British occupation, there were a variety of groups that opposed and challenged British rule in Egypt (Amin, 1978, p. 37; Erlich, 1989, p. 14; Williamson, 1987, p. 83). Over time, "anti-British feelings grew, culminating in a nation-wide revolution of 1919" (Cochran, 1986, p. 20).

"[T]he *British* … had the least interest in providing education to the masses, because they were concerned primarily with restraining public expenditure and balancing the country's deficits and foreign debt" (Sayed, 2006, p. 25).[18] As a result, "Egyptian government education under the British occupation was aimed at [a] producing obedient clerks, not the technically and scientifically trained leaders badly needed to develop the country," and [b] "preventing the education of potentially disruptive leaders" (Cochran, 1986, pp. 19 and 16; see also Spring, 2006, pp. 156-57).[19] In addition, private, foreign, secular schools as well as religious schools continued to operate as did the local community-run *kuttabs* (Cochran, 1986; Dika, 1990).

Soon after the advent of British colonialism, in 1883 provincial councils (PC's)… were established under the supervision of the Ministry of Interior, but it was not until 1909 that "they

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technology schools for "lack[ing] moral and religious instruction" and for not being taught in Arabic (Spring, 2006, pp. 155-56).

[16] "Ali Mubarak, the [first] Minister of Education introduced the first education plan. Its objectives were to enroll the largest possible number students in quality schools" (Zaalouk, 2004, p. 33).

[17] Williamson (1987, pp. 77-78) argues that "the British entered Egypt without any clear idea of how long they would stay and justified the action both at home and abroad, partly at least, on the grounds that it would be temporary." … But occupation carried its own logic and even some of the critics understood that withdrawal was not such a simple matter unless political conditions consistent with Britain's interests in Egypt could be secured." Interestingly, however, "the Ottoman state retained its legal title to Egypt throughout the British occupation" (Williamson, 1987, p. 68).

[18] Faksh (1976) notes that after 24 years of British control, the budget for education was less than one percent, and earlier achievement in expanding access to education either at the primary or at the higher level were stunted by the British who diverted education resources to paying Egypt's debts. An example of British devaluing educational provision for Egyptians, "in 1894 they incorporated the Ministry of Education into the Ministry of Public Works" (Sayed, 2006, pp. 25-26).

[19] According to British authorities, "the backwardness and financial chaos of Egypt was something attributable to the failings of the Egyptians themselves. ... [That] Egyptians might be trained to manage their own affairs in a relatively short period of time is something to be regarded as a 'sheer absurdity'" (Williamson, 1987, pp. 78-79).

were granted full recognition … to administer and finance provincial schools.[20] According to Russell (2001, p. 52), provincial councils were established because they were 'the easiest way to build the lower tier of schools without great expenditure'" (Ibrahim & Hozayin, 2006, pp. 11-12).[21] An education board was set up under each provincial council. The boards with assistance from national Ministry of Education advisors identified educational needs and arranged for school buildings and developed curriculum (Abdel-Megeed, 1976; Ibrahim & Hozayin, 2006). Over time, however, the national Ministry of Education sought to extend its control over education organized through the provincial councils by organizing inspections (Shenouda and Heggi, 2004, p. 34; cited in Ibrahim & Hozayin, 2006, p. 1).

**Egypt's "Semi-Independence," 1922-1952**

Although by 1922 the British conceded Egypt's "independence," they were "determined to remain in Egypt as military occupiers," ushering in a 30-year period of "semi-independence" (Erlich, 1989, p. 4; see also Cochran, 1986, p. 20). Egyptian politics during this period were very volatile, reflecting ideological and tactical differences. By the mid-1930s "the exclusiveness of politics to the hitherto privileged upper and middle classes with their European-modeled [secular] parties came under challenge" (Erlich, 1989, p. 95). A key group involved in the challenge was the Muslim Brotherhood (founded in 1928), which sought "to purify Islam and build a political order firmly on the precepts of the Koran" (Williamson, 1987, p. 110). University students – Leftist, Islamist, and Fascist groups – also played an active role (Erlich, 1989).

The political struggles among Egyptians were fueled in part by international political, economic, and military developments. For example, although the "economic situation of the early 1920s was that of relative recovery … [, t]he late 1920s were marked by a growing economic crisis in Egypt reflecting the global Great Depression" (Erlich, 1989, p. 98). And then during World War II "Italian and German troops invaded Egypt attempting to capture the Suez Canal before they were driven out by the British [and Egyptian forces]" (Cochran, 1986, p. 38). Meanwhile, "Arab nationalism [arose, providing] … yet another framework in which Egyptians could conceive the meaning of independence" (Williamson, 1987, p. 114). After WWII ended, influential international developments included "the ending of the British Mandate in Palestine in 1948 and the Arab-Israeli war in which the Arab armies were defeated. The army officers in Egypt who participated in that humiliating defeat were strengthened in their growing resolve … [to] act against ineffective and corrupt governments, [which they eventually did] … on 23 July 1952, [when] … the free officers … negotiate[d] a British withdrawal from the country" (Williamson, 1987, pp. 114-115).

After 1922 access to primary schooling was expanded to provide "a largely illiterate rural population … with … both cultural and technical education … [needed to] move Egypt competitively into the industrial, agricultural and commercial market-place" (Cochran, 1986, p. 22). "There was also a political rationale for educating the masses, to insure "that the social fabric of the society would be preserved once the British had gone" (Williamson, 1987, p. 107).[22]

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[20] Ibrahim and Hozayin (2006, p. 10) note that, as with other decentralization initiatives they studied (1938-1960 and 1960-1979) , this one was "from the center, often without the explicit agreement of or effective consultation with regional and local partners."

[21] However, in 1912 the Ministry of Education agreed to pay LE100,000 grants-in-aid to provincial councils to support their schooling activities (Abdel-Megeed, 1976, p. 30; cited in Ibrahim & Hozayin, 2006, p. 13).

[22] Egyptian leaders (and their British allies) were suspicious "that the Egyptian people were not yet properly educated to a responsible role in politics" and they were "fearful, too, of the unrest … being nurtured by the demands of the emerging labour unions [and] the Muslim Brother[hood] …, which pressed for economic reforms" (Williamson, 1987, pp. 108-9). Additionally, Egyptian elites were concerned that the masses possessed only "an intrangient, negative nationalism and an understanding of patriotism as readiness to commit and suffer violence in the name of nationalist slogans" (Abu al-Futouh Radwan, 1951; quoted in Erlich, 1989, p. 97).

Secondary education was also expanded during this period. Moreover, there continued to be three parallel systems of education: government Arab language secular; private, foreign language secular; and private, Arab-language, religious schools, which were affiliated to Al-Azhar (Cochran, 1986, pp. 26-27).

To promote broader attendance in schooling, the semi-independent Egyptian government (under the supervision of the palace and the British) included in its 1923 Constitution a call for primary education be free and compulsory for all children 6 to 12" (Cochran, 1986, p. 23). However, the extensive cost of providing – and enforcing – compulsory education led central government officials to abandon the compulsory mandate, although it continued to expand the age-range for which free education would be provided. For instance, a 1944 decree restated free elementary education and a 1950 decree introduced free secondary education, and a 1951 law (No. 143) again made schooling compulsory for six to twelve year olds, while unifying the previously separate primary and elementary school systems (Sorour, 1989: 42; cited in Jarrar and Massialas, 1992, p. 151). Nevertheless, the central government continued to face financial challenges in implementing its ambitious plans to establish basic education as free and compulsory. Thus, despite its concern of reduced control, the central government kept decentralization on the agenda in order to "share financial and administrative burdens" (Matthews & Akrawi, 1949, p. 32; cited in Ibrahim & Hozayin, 2006, pp. 10-11).

Although the provincial council initiative was basically abandoned by 1938, a "second attempt at decentralization of education in Egypt took place in May 1939, when a ministerial decree divided Egypt into six educational zones[23] and granted technical, administrative, and financial responsibilities to local authorities ... Each zone was under the direction of a "controller" or "director" appointed by the Ministry. The zone controllers had limited powers to disburse the budget, but were in charge of all professional and administrative matters pertaining to all public schools. The controller was the representative of the Ministry and its liaison officer within the zone" (Ibrahim & Hozayin, 2006, p. 15).[24] However, it is important to note that not only did "the Ministry reserve its power over the zones through appointing the high zone officials, but Article 5 of the 1939 decree stipulated that the Ministry 'reserved the right to cancel any action that did not comply with regulations or fairness'" (Ibrahim & Hozayin, 2006, p. 17).

An interesting development in the education zone approach to decentralization was an experiment in Giza. In 1956 the central government gave "the Giza Education Zone … (at least on paper) the final administrative and financial authority to plan for and run different kinds and levels of education within the zone in accordance with Ministry policy, and to foster the independent character of each school. [However, … [t]he Ministry set constraints on the work of the zone and often ignored its supposed autonomy. ... The Ministry appointed and transferred people from and to the zone without referring to the zone itself. It also ignored the financial independence of the zone, regressed to the old financial system, assuming full control (Al-Dosooqy, 1984, p. 102). The issuance of the local administration law in 1960 ended the zeal for the experiment (Said, 1989, p. 309)" (Ibrahim & Hozayin, 2006, pp. 18-19).

### Nasser's "Arab Socialism", 1952-1970

The July 1952 revolution led by the "free officers" ousted King Farouk and led to the withdrawal of British troops. By January 1954 Gamal Abdel Nasser emerged as president from a

[23] The number of educational zones was increased to eight later in 1939, to 10 in 1945, to 15 in 1950, and to 19 in 1951 (Al-Bahwash, 1987, pp. 51-55; cited in Ibrahim & Hozayin, 2006, p. 16).

[24] "In addition, there was a director of administration who had jurisdiction over the various administrative bureaus of the zone office and over the administrative and financial affairs of the schools. Each zone had an advisory committee composed of the controller, assistant controllers, principals of senior schools, and senior zone inspectors of subject matters. All these officials were appointed by the Permanent Undersecretary" (Matthews and Akrawi, 1949, p. 9; cited in Ibrahim & Hozayin, 2006, p. 16).

leadership struggle (with General Muhammad Nagib), focused partly over the question of the Muslim Brotherhood's political role, which Nasser opposed (Erlich, 1989, p. 174).[25] Nevertheless, Nasser sought to "industrialize Egypt free of [Western] foreign domination" (Williamson, 1987, p. 172), while promoting Egyptian nationalism[26] and pan-Arab solidarity (see Cochran, 1986, p. 44; Erlich, 1989, p. 172). Nasser's "Arab Socialism" focused on improving the status and quality of life of urban and rural, poor males and females (Sullivan & Abed-Kotob, 1999, p. 97; Williamson, 1978, p. 178).[27] However, while this brought with it a massive expansion in the public sector[,] … [t]hese policies of expansion resulted in … the Nasser regime [establishing] … a bureaucratic and managerial oligarchy [and] exercising very tight control of Egyptian society" (Williamson, 1987, p. 116).[28] Meanwhile, during this period "[m]ilitary efforts … destroyed the economy and stability of the country" (Cochran, 1986, p. 51). In particular, Egypt's defeat in the 1967 war with Israel negatively impacted the national economy (Amin, 1995, p. 5; Amin, 2000, p. 58), delivered "a near-fatal blow to the pan-Arabist [and socialist] aspirations" (Erlich, 1989, p. 190), and encouraged many Egyptians to "embrace traditionalism, including Islam" (Sullivan & Abed-Kotob, 1999, p. 113).

"Like Mohammed Ali, Nasser needed technicians and scientists to support the military … [and to be] leaders in the development of the country" (Cochran, 1986, p. 50). Thus, the 1952 revolution could arguably be referred to as the second military-initiated wave of educational reform after the beginning of modernization with Mohammed Ali. Nasser's government also sought "to promote the development of Egyptian patriotism through education of the masses" (Cochran, 1986, p. 42) and to insert "an Arab nationalist orientation into the curricula" (Williamson, 1987, p. 119). The 1956 *Constitution* stated that "education is *free* within the limits of the law and public decency (Article 48)" and "free and compulsory at the elementary cycle in all public schools (Article 51)" (Jarrar and Massialas, 1992, pp. 151). The first and second five-year plans for education in Egypt (1960-1965 and 1965-1970) called for "universal attendance at elementary schools by 1970. However, the [June] 1967 Arab-Israeli War disrupted the plan and led to a major reevaluation of the system" (Jarrar and Massialas, 1992, p. 152).

As was the case with other sectors during the Nasser era, Arab "*socialism* became the framework for governing and was reflected in the educational philosophy. ... Administration was centralized, curriculum was standardized, enrollment escalated and technical education was emphasized" (Cochran, 1986, pp. 41-42). Nevertheless, a third initiative in educational decentralization was initiated in 1960 in conjunction with a broader scheme to develop rural areas, which was designed "to weaken the traditional political structure of the rural provinces in Upper and Lower Egypt … [and] create new political and social relationships in the villages, which would then be more conducive to the changes necessary for modernization" (Mayfield, 1974, 1996, p. 66; quoted in Ibrahim and Hozayin, 2006, p. 19). As Ibrahim and Hozayin, 2006, p. 20) recount: "In 1960 the Local Administrative Law was issued with the aim of distributing

[25] Indeed, Williamson (1987, p. 180), reports that the "Brotherhood was, in fact, behind an attempted coup and assassination against Nasser in 1954" (Williamson, 1987, p. 180).

[26] Under Nasser's leadership, Egyptians nationalized the Suez Canal in 1956 and defended their territory against the subsequent "tripartite invasion of Egypt by Britain, France, and Israel" (Cochran, 1986, p. 44). From 1956-60 Egypt nationalized other "foreign assets;" developed "programmes of central economic planning;" and when the United States refused aid for the High Dam at Aswan[,] …Egypt turned to the Soviet Union for help" (Williamson, 1987, p. 116). As Amin (1995, p. 5) notes, the U.S. cut off aid to Egypt in 1965 because of its foreign policy with respect to Palestinian-Israeli conflict.

[27] An important status change was that "women were granted suffrage in 1956 … The constitutions of 1956 and 1963 declared all Egyptians equal and forbade discrimination on the basis of gender" (Sullivan & Abed-Kotob, 1999, p. 97).

[28] Williamson (1987, p. 172) comments further that "the Nasser regime was one which sought the industrialization of Egypt free of foreign domination but in a way centrally organized and controlled by the state" (Williamson, 1987, p. 172).

authority … between the center and the local, so that … central bodies would have more time to focus on setting general policies and regulations. As far as education was concerned, the law gave local units (*markaz*, villages, cities) responsibility for establishing, equipping, and running different kinds of schools. In 1962 the law was modified and the responsibilities of the *mudiriyat* (directorates) of education and those of their directors were identified." However, even though subsequent laws (in 1971, 1975, and 1979) increased the autonomy of the m*udiriyat* and local units in administering and running education affairs, this third decentralization initiative was not really implemented, either during the Nasser or the Sadat eras.[29] This limited success can be attributed to the following factors:

1. poor "horizontal coordination" between center and local departments of the same ministry,
2. central departments in the local areas are more closely tied to Cairo than to the local area,
3. central services are implemented without reference to the governor,
4. governors do not have leverage over ministry employees in their governorates,
5. deconcentration and delegation still do not insure local decision-making and implementation,
6. project plans still have to be okayed by ministerial officials in Cairo,
7. department representatives and PC members cannot work together, and
8. Department of Finance in local areas tightly controls budgets without reference to governor's staff. (Mayfield, 1996, pp. 220-21; quoted in Ibrahim & Hozayin, 2006, p. 21)

**Sadat's "Open-Door" Policy, 1970-1981**

When Nasser died in 1970, Anwar Al-Sadat became president of Egypt and pursued "a new ["open-door"] policy to encourage private capital investment and stronger links with the West" (Williamson, 1987, p. 117).[30] This policy consisted of protecting private property from confiscation, generous tax incentives for private investors, and the decentralization of public institutions (Dessouki, 1981) as well as "the gradual withdrawal of the state from an active role in the economy" (Amin, 2000, p. 9). Moreover, despite Egypt's "successful counter-attack on Israel during the October [1973] war" (Williams, 1987, p. 117), "Sadat's Jerusalem trip of November 1977 and the signing of the Camp David Accords in March 1979" (Erlich, 1989, p. 218) "solidified Egypt's relationship with the U.S. but alienated other Arab countries" (Cochran, 1986, p. 121). In this context Sadat re-emphasized "the Egyptianist dimension of identity at the expense of all-regional Arabism [and] an orientation towards the United States rather than the Soviet Union" (Erlich, 1989, p. 199). However, this "pro-Western [stance] with strong United States ties and with economic policies designed to liberalise the economy and reduce subsidies … generat[ed] severe inequalities in Egyptian society" (Williams, 1987, p. 140) and dramatically increased "Egypt's external debt" and rate of inflation (Amin, 2000, pp.7-17).

Not surprisingly, Sadat's policies – with respect to the national economy and international relations – were not welcomed by the Egyptian Left (communists and Nasserists) or by the radical or "fundamentalist" Islamic groups. "To contain Nasserite and Marxist groups, Sadat … encouraged the Muslim Brotherhood and other Islamic associations" (Williamson, 1987, p. 121).

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[29] Furthermore, since the legal framework underpinning the local council decentralization initiative was still is in place in 2006 (see Ibrahim and Hozayin, 2006, p. 19), the factors constraining successful implementation also played a role at least during the first 25 years of the Mubarak administration.

[30] According to Amin (2000, pp. 51-52), "Anwar Sadat left no room for doubt, either in his public statements or in his everyday behavior, about his fascination with western technology and the western style of living … [As a result,] "the 1970s … constituted mainly the westernization of consumption, while in the 1950s and 1960s it was to a large extent a westernization of production … excessively capital intensive."

Moreover, the Egyptian government amended "in May 1980 … Article 2 of the Constitution, making Islamic *shari'a* the only source of legislation … [though] the Egyptian government … procrastinated [in] the codification of Islamic laws" (Sullivan & Abed-Kotob, 1999, p. 57). Nevertheless, on 5 October 1981, "Sadat was assassinated by a Muslim fanatic … [, leaving h]is successor, Hosni Mubarak, … precious little room for political maneuver" (Williamson, 1987, pp. 121-22).

Education remained a high priority for the Egyptian state during Sadat's presidency, as indicated by article 18 of the 1971 Constitution: "Education is a right guaranteed by the State. It is obligatory in the primary stage. The State shall work to extend obligation to other stages. The State shall supervise all branches of education … with a view to linking all this with the requirements of society and production." During the Sadat era the Egyptian government – and the international agencies through which it obtained development assistance – conceived of education "both in terms of the training of human resources and of fostering national integration" (NCFER, 1980; quoted in Williamson, 1987, p. 123).

For instance, in support of "Egypt's drive to promote rapid growth through modernization of its system of production, … [i]n 1976 the World Bank initiated investment in technician training through the First Education Project, which sought to balance supply and demand of skilled construction workers. Pre-investment studies financed under the project later served as the foundation for the Second Education Project (appraised in 1978), which was to increase the supply of industrial and agricultural technicians.[31] The project included upgrading six technical schools from three-year to five-year programs, introducing new curricula and retraining technical teaching staff. …The change strategy] … train[ing] or retrain[ing] teachers [and]… solicit[ing] input from employers through advisory committees to assure continuing relevance to the needs of business and industry. … [However,] initial teacher training did not keep pace with the needs of project schools, which had been expanded to eight by 1983. Further the advisory committees were not successful in assuming responsibility at the local level" (Verspoor, 1989, p. 174).

In addition, in 1979 the second "Joint Egyptian and American team made plans to develop education … to … respond to growing needs for skilled workers and technicians [and] to make young people be 'responsible' citizens in Egypt" (Cochran, 1986, pp. 98-99).[32] More generally:

> USAID programming in the area of education began in the mid-1970s with a series of *ad hoc* activities mounted in response to specific requests from officials of the MOE. Notable among these early activities were the low cost educational materials seminars which reached approximately 200 Egyptian teachers during the summers of 1977, 1978 and 1979; … and the English Language Testing and Evaluation Program … Late in 1978, however, the MOE requested the Mission to consider increasing the Level of U.S. assistance to education. After additional discussions with the Ministry and consultations with [USAID/Washington] in early 1979, the Mission decided to proceed with the development of a more coordinated and targeted educational program. At the primary level, this program was to focus on expanding enrollments, particularly among rural youth and girls, and increasing the relevance of education ... (USAID, Project Paper, 1981, pp. 3-4)[33]

[31] Verspoor (1989, p. 174) also reports that "the same [Project Implementation Unit] that managed implementation of the First Project, located within MOE, took responsibility for the Second."

[32] In 1974, the first "joint Egyptian-U.S. Working Group on Education and Culture … focused on educational exchange, review of textbook materials and the training of Egyptian teachers of English" (Cochran, 1986, p. 92).

[33] Between 1975 and 2003, USAID/Egypt (2003b, p. 7-8) reports that it "has provided over $700 million in support of the government's improvements in education and training" (p. 3), including: a) participant training projects (1975-2003), b) scholarships for rural girls (1996-2003), c) Multi-grade Facilitator Training (1997-2000), c) Integrated English Language Program-II (1997-2003), d) Sesame Workshop (1997-2004), e) Community schools in Cairo

It is worth highlighting that the project was shaped by two reports, one developed by the above-mentioned second joint Egyptian-American team and one by the Ministry of Education itself:

- USAID sponsored an assessment of the problems and constraints facing Egyptian education … carried out by a team of Egyptian and American educators under the auspices of the MOE. The team submitted its reports in August, 1979. … Among its major problems, the report cited … weaknesses in data and data handling capabilities related to educational planning, management and finance."[34] (USAID/Egypt, Project Paper, 1981, p. 4)
- In September, 1979, the MOE precipitated a public discussion of Egyptian education by releasing a document titled "A Working Paper on the Development and Modernization of Education in Egypt" [MOE, 1979]. This paper reviewed … argued that intellectual, political, social and economic developments within Egypt and the world had created an urgent need to change and update Egyptian education. … [and] expressed concern about educational finance, particularly the relative amounts budgeted for investment and recurring costs; weak links between educational research and policy formulation; and outmoded management practices. (USAID/Egypt, Project Paper, 1981, p. 5)

**Context and Reform Initiatives during the Mubarak Administration, 1981-2007**

Following the assassination of Sadat on 6 October 1981, Mohamed Hosni Mubarak, up to then the Vice President, became the President of Egypt. "[A]s a former general in the army, he provided a continuity of military leadership begun by Nasser and Sadat" (Cochran, 1986, p. 123) and he continued policies of imports, infrastructure, and military expenditures. As a result of these policies, and the major drop of oil prices in 1986,[35] Egypt's foreign debt increased dramatically, being at a historically high level in 1990 before the Gulf War (Amin, 1995, pp. 13-17). At least in part because of the role it played during the Gulf War, rallying support of Arab countries in the U.S.-led war against Iraq, Egypt received debt forgiveness from Gulf countries, the U.S., and international agencies (Amin, 1995, p. ix). However, particularly the latter funding was conditioned upon implementing an "Economic Reform and Structural Adjustment Program", which greatly reduced Egypt's flexibility to fund social programs, including education (El Baradei and El Baradei, 2004, p. 46). More generally, "Development assistance to Egypt in 1991 amounted to US $4.6 billion, which represented around 10 percent of the total development assistance in the world. Large donors such as the United States, the World Bank, the African Development Fund, the EU, Germany, France, Canada, and others allocated considerable parts of their assistance budgets to … [Egypt. And this is]" … because of Egypt's strategic importance and geopolitical position … [and its] central [role] in determining the stability of the Middle East and southern Mediterranean area" (Sayed, 2005, p. 67).[36]

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(1998-2000), f) Toward a New Horizon (1999-2003), g) New Visions (2003-2004), h) New Schools Program (2000-2003), i) American Egyptian Master Teacher Exchange Program (2000-2002), j) Alexandria Education Reform Pilot (2001-2003), and k) School-to-Work (1998 – 2001)."

[34] Basic Education in Egypt: Report of the Joint Egyptian American Team (A.1.D. Contract AID/APR-c-1198, August, 1979), pp. 11-13.

[35] As Amin (2000, p. 58) explains, 1986 oil price drop hurt Egypt both because of lost revenue from oil sales but also because Egyptians working in Gulf oil-producing countries could not longer find work.

[36] According to Sayed (2006, p. 68), "Egypt played a very important role in repressing Hashim El-Ata's communist coup in Sudan, restrained the advancement of communism in Somalia, and confronted it at all levels in the Arab world. Moreover, it played a major role in driving several neighboring countries in the Middle East area away from Soviet dominion long before the end of the Cold War in 1989." It is not surprising, therefore, that since the 1978 peace accord, Egypt and Israel have been the largest recipients of US foreign aid (see also Weinbaum, 1986) and that the U.S. is Egypt's largest donor among thirty-five other bilateral and multilateral organizations working in the country (USAID Congressional Presentation, 1999; cited in Sayed, 2006, p. 88).

The first two decades of Mubarak's presidency also witnessed continuity in terms of internal political dynamics. In particular, Egypt retained its "political structure that is in fact an authoritarian, dominant party system supported by a military and security establishment" because of the perceived threat of (sometimes violent) Islamic fundamentalist groups (Sullivan & Abed-Kotob, 1999, p. 121).[37] This situation not only influenced actions by the Egyptian state but also those of bilateral and multilateral development agencies. As Sayed (2005, p. 68) argues, "another important strategic motive for providing development assistance to Egypt is the American and Western European desire to contain the militant Islamic fundamentalist movements, perceived as a major strategic threat to the interests of the West in the area. Such fears originated in the Iranian revolution of 1979 and were reinforced by the Algerian crisis in 1991 and more recently by the events of 11 September 2001 and the "preemptive" war on Iraq."

Of these groups, the most well-known is *al-Ikhwan al-Muslimun* (the Muslim Brotherhood), which was founded in 1928 by a school teacher, Hasan al-Banna (Voll, 1994). Before the 1952 revolution the Muslim Brotherhood grew rapidly and developed into a militant mass movement focused primarily on ridding Egypt of British colonialism (Ibrahim, 1987; Voll 1994). After the 1952 revolution, "the Muslim Brotherhood issued a declaration of support for the revolution's leaders [and] … repeatedly proclaimed the need for basing the new government on Islam" (Ibrahim, 1987, p. 122). However, after Nasser initiated a policy of secularization, for example, bringing religious courts and Al-Azhar University under secular state control (Ibrahim, 1987), the Muslim Brotherhood began to view the government of Egypt was "un-Islamic." The Muslim Brotherhood also objected to Nasser's alliance with the "atheist" Soviet Union, and although it preferred Sadat's move to scale back relations with the Soviet Union, it strongly objected to Sadat's efforts to establish peace with Israel, a major factor instigating his being assassinated in 1981 (Dunn, 1995; Ibrahim, 1987; Rubin, 1997; Tschirgi, 1999). Ironically, some of the members of *al-Jama'at al-Islamiyya* (literally, the Islamic Groups), an set of groups which Sadat helped to create out of the Muslim Brotherhood to confront Leftists groups in universities and unions, were implicated in Sadat's assassination as well as in a wave of "terrorism" in the 1980s and 1990s, directed especially at Egyptian government officials.[38] "Militant fundamentalists began their campaign against the Egyptian tourist industry in 1992 ... In that same year, … [they] organized a militant sedition in Imbaba [a poor slum area in Cairo,] proclaiming it the '*Imbaba Republic*!' ... The sedition was soon terminated by a forceful intervention of state security forces composed of ten thousand policy officers" (Sayed, 2006, p. 31). Mubarak is said to have "rejected any possibility of negotiation [with *al-Jama'at al-Islamiyya*]. Instead [his government] relied on heavy security measures, including massive arrests, the death penalty, … the use of military courts to try suspected militants….[and armed attacks], particularly in Upper Egypt" (Tschirgi, 1999, pp. 221 and 228). And in 1996 the Egyptian government rejected a call for a cease-fire from some leaders of the *Jama'at al-Islamiyya* groups and continued its intensive security approach. In November, 1997, members of the *Jama'at al-Islamiyya* groups killed 58 foreign tourists and some Egyptians in the city of Luxor – an attack that had a major negative impact on tourism, a major component of the Egyptian economy.

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[37] It is worth noting that, in general, "the rise of fundamentalism is linked to the crisis of modernity of social orders based on the belief in the principles of enlightenment, rationalism, and progress. Both capitalism and communism have proved unable to fulfill people's material, emotional and spiritual needs. A general sense of despair and disorientation has opened people to religion as a source of solace. Religion provides a compass and an anchor; it gives people a sense of stability and meaning as well as a coherent identity" (Sahgal & Yuval-Davis, 2003, p. 45; quoted in Torres, 2006, p. 181)

[38] For example, one or the other of the subgroups associated with the *Jama'at al-Islamiyya* was accused of killing the Minister of the Interior in 1984 and the Speaker of the Assembly in 1990, for injuring the Minister of Information in 1993; and for attempting to assassinate President Mubarak in Ethiopia on June 26, 1995 (Dunn, 1995; Juergensmeyer, 1995, FORSNET, 2000).

## Educational Governance and Management, 1981-1990

When Mubarak assumed the presidency in 1981, one of his priorities was to tackle Egypt's economic problems (Jackson, 1982). Naturally educating a work force who would support economic reforms was a key component to economic recovery. Ahmed Fathy Sorour (1997, p. 638), the 1986-1990 Egyptian Minister of Education in Egypt, identifies as one of the major issue that needed to be addressed during this period was "the lack of adaptation [of the school system] to societal and market needs. In this context the Mubarak government continued to devote attention to increasing access by building more schools and began to give attention to reforming the management and governance of the educational system. In 1981, the legislature passed Law 139, comprehensive educational legislation articulated the following goals for educational development: fostering "productive work" and "deepening the roots of democracy" (Cochran, 1986 p. 78; Jarrar and Massialas, 1992, p. 153). Democracy was relevant not only as a goal for student development but also as a model for educational management and governance. For instance, Article 139 of the 1981 Education Law states that "the central education authorities for pre-university education are responsible for developing the educational policies, planning, evaluation and monitoring," while governorates are "responsible for implementing and monitoring the Ministry strategies;" "managing schools … in context of the National Education Plan and relevant allocated resources; and "capitalizing on community input through the authorization of an education account that would support the education process" (quoted in UNESCO, 2006, p. 12).[39] Although governorate authorities were assigned some (new) responsibilities, El Baradei and El Baradi (2004, p. 13) clarify that central authorities retained considerable power:

> Law number 139 for 1981, as amended by Act number 233, defines that the Ministry of Education is responsible for undertaking planning, follow-up, evaluation, development and provision of educational materials, besides determining standards and qualifications for teachers. For primary, preparatory and secondary education, the most influential decisions are retained by the MoE including:
>
> - Developing curricula
> - Determining national evaluation criteria
> - Offering the degree for the culmination of the high school exam – *thanaweya amma*
> - Developing plans for reforming the education system
> - Deciding budgets for educational directorates
> - Determining salaries and incentives for teachers and administrators
> - Deciding on training needs and programs.

The Mubarak government believed, however, that it could not make "significant progress [in implementing its educational reform plan] without substantial foreign investment" (Cochran, 1986 p. 78). Thus, the then ongoing discussions with USAID/Egypt offered a welcome opportunity for the recently installed President and his administration. And in 1981 USAID/Egypt approved a Basic Education Grant to the Egyptian government "to expand and improve the efficiency of Egypt's primary education program … [through] three aspects: planning assistance

[39] Additional legal support for moving some responsibilities for education to the governorate level is provided by the 1979 Local Administration Law No. 43, which states that: a) "the Governor is responsible for administering all activities related to the public sector within his governorate" (UNESCO, 2006, pp. 12-13) and b) "specif[ies] the responsibilities for local construction and furnishing of schools, and their administration" (UNESCO, 2006, pp. 12-13).

to the MOE, purchase of instructional materials, and classroom construction" (USAID/Egypt, 1981, p. I; see also Creative Associates, 1987, p. 1).[40]

In contrast with more recent projects financed by USAID/Egypt, the Basic Education project was organized as a grant to the Government of Egypt, with the expectation that the Ministry of Education would "implement the project". As elaborated in the Project Paper (USAID/Egypt, 1981):

- USAID'S input will consist of [an initial] grant in the amount of $45 million ... Of this amount, approximately $32.2 million [for] … building and furnishing 2,907 new classrooms; $10 million [for] ... instructional materials and equipment; $2 million [for] … technical assistance and related activities ... The Egyptian government's input consists of the local cost equivalent of $38.3 million, which will be used to finance the costs of building and furnishing 3,688 new classrooms." (p. 12)[41]
- "Ultimately, decisions as to the specific use of project resources will be made by the Minister of Education. Slightly different procedures, however, will be used to present him with options in each case. … Project resources earmarked for construction will become subject to the decision-making process which leads to the national investment plan for education. Throughout this process, site selection decisions lie largely with local councils based upon recommendations provided by directorate and zone officials following criteria established by the MOE." (pp. 13-14)
- Implementation will occur through existing Government of Egypt entities and, to the extent possible, will take advantage of established procedures within those entities. Technical services will be managed via a host country contract with the MOE. The U.S. contractor for technical services will be supervised by the Deputy Minister of Education and will work with various units in the Ministry such as the General Administration for Planning and Follow-Up, the Statistics Department, or the National Center for Educational Research. (p. 3)[42]

With respect to issues of decentralization, it appears that the Basic Education Program was mainly organized in negotiation with central authorities and mainly implemented in relation to central institutional partners. The exception being the role played in determining where new schools would be constructed by local government personnel – though under guidelines and review by central government officials. Indeed, a concern about the centralized focus of the

[40] Interestingly, while USAID/Egypt was negotiating the Basic Education Grant with the Government of Egypt (under Sadat and then Mubarak), the USAID/Washington was conducting a comprehensive education project evaluations, focusing on programs in 12 countries during October 1980-1981, in the face of the fact that "since the mid-1970s, [USAID's] level of commitment to the education sector had declined precipitously … due in part to changed sectoral and regional emphases and to increased budgetary strictures" (Warren, 1984, p. v). It is noteworthy that the evaluation was undertaken starting just before Ronal Reagan won the presidential election – over Jimmy Carter – and continuing into Reagan's first year in office. Two of the conclusions reached from these evaluations were: 1. The enduring effects of an education project cannot be determined until a number of years have elapsed after the project has been launched" and "8. AID should be prepared to make a long-term commitment of resources in the areas in which it hopes to have serious impact." (Warrant, 1984, pp. vi and ix).

[41] Five years into the project, $77.85 million had been spent on school construction, $10 million on instructional materials, and $2.7 million on "technical cooperation" assistance for the MOE, among other smaller expenditure categories (USAID/Egypt, 1986, p. vi).

[42] The Project Paper clarifies, however, that the Mission would retain considerable involvement in selecting and orienting the work of the contractor: "Procedures governing decisions regarding project-financed technical services will be similar to those used by USAID to procure short-term technical assistance. First, a contract will be negotiated with a U.S. firm selected through competitive procedures. This contract will specify general areas in which technical services will be required and establish a maximum funding level. ... The MOE will then draw against this contract through a series of work orders. Specific assignments will be set by the Central Committee's Technical Secretariat, chaired by the Deputy Minister of Education" (p. 15).

program was raised by USAID/Washington in response to a draft of the Project Paper, as noted below:

> USAID/W[ashington] has asked whether project finances funneled through the National Investment Bank[43] in Cairo is *consistent with the Mission's support for decentralization*. In the Mission's opinion, the measure of decentralization is the locus of decision making and financial control. Although the MOE has a veto power, all decisions as regards school locations, size and types as well as contracting and contractor payments lie in the governorates with the Local Councils, Education Zones and Housing Departments. The National Investment Bank has no role in these matters. Rather, it serves primarily as a financial conduit guiding the flow of USAID funds to the Education Zones in a manner consistent with Egyptian regulations. (USAID/Egypt, 1981, p. 41)

Apparently neither USAID/Washington nor USAID/Egypt raised any questions about the centralized focus of program implementation, though this seems very much to have been the plan and the action. Thus, after USAID/Egypt and Egypt government officials initially put most of their attention to school construction and purchasing furnishings and instructional materials, a "decision was made to set up a three-year, host-country, time-and-effort contract through the [central] Ministry of Education for the provision of technical assistance in support of the Basic Education Program; and in the spring of 1983, the Academy for Educational Development [AED] was awarded the contract, with a subcontract going to TEAN/MISR's Arab Center for Cultural and Educational Development to "provide a pool of qua1ified Egyptian education experts" (Creative Associates, 1984, p. 36). According to the Project Paper, "the objective of project financed technical assistance is to assist MOE decision-makers establish an empirical basis for setting policy or choosing among alternate programs in areas of concern to [central] MOE administrators … [for example,] curriculum development, teacher preparation, educational planning, and cost analysis" (USAID/Egypt, 1981, p. 2).[44]

Some evidence that the Basic Education Project began to operate in relation to more decentralized partners is evidenced in a section of the Second Amendment of the Basic Education Project signed by the Ministry of Education and USAID/Egypt in 1986. Indeed, the focus was on the school level, promoting the use of "model schools" – including an active role for parents – for purposes of enhancing teacher training activities:

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[43] "The [National Investment Bank] was created in 1980 by the People's Assembly through Law No. 119. Its purpose is to finance a l l projects included in approved national investment plans and follow-up on their execution. Its resources are drawn from the national investment budgets, state-funded insurance and social security programs, foreign grants and loans designated for investment. projects, and deposits of public sector firms." (USAID/Egypt, Project Paper, 1981, p. 25)

[44] In May 1984, AED's project director presented to the Ministry "an overall plan for the conduct of the project's work … [involving] seven stages: 1) 'Basic studies' … on goals and standards for basic education and … on the economics of basic education; 2) [Preparation of] questionnaires, interview guides, and other field research tools … 3) Preliminary pilot-testing … of ideas, curricula, and instructional materials in a sample of traditional and experimental schools …; 4) Conduct of field surveys; 5) [Analysis of] field-survey results … [toward] the preparation of formal models for training of trainers, training of instructors and administrators in the schools, conducting workshops in curriculum and instructional materials preparation, and training the staff to produce instructors' manuals; 6) Testing of [and revising] the formal models in limited settings …; and 7) Presentation of the final results of the project in the form of curricula developed and tested … to the Ministry of Education in final versions" (Creative Associates, 1984, pp. 39-40). It seems this plan was designed to address a concern identified by the project evaluators: "To an outside observer, in the first year the technical assistance delivery system seems to have operated as a limited system …working on primarily client-identified needs. The system was fixed, reactive, and emphasized direct aid, not capacity building. … [Although] this was the approach desired by the Ministry, … it caused problems … in part, from the lack of clear communication among the partners as to the details of the work and its aims and objectives" (Creative Associates, 1984, p. 51).

> A *model school* is one in which many of the components of schooling are designed to be of higher quality than in ordinary schools. … The model school creates an ideal school environment which will serve as an example for practicing teachers or teachers-in-training, and students and parents are also beneficiaries. ... [The most appropriate model school, however,] must have facilities and be composed of elements which are "within reach" of the ordinary schools. In the extension of the Basic Education Project, model schools could be built and/or equipped; or they could consist of existing institutions which are reinforced or upgraded. The schools must also form part of a system by which students, *parents*, teachers, and school administrators each play a role ... (USAID/Egypt, 1986, pp. 192-93)

Nevertheless, it seems that the Basic Education Project focused much of its technical assistance in support of central government agencies, as is indicated in the excerpts below from the 1991 evaluation report:

- In 1990 the MOE, with technical assistance from USAID,[45] established … the *Educational Planning and Information Division* (EPID) … The objective of EPID is to perform strategic planning, develop and utilize a management information system, carry out educational facilities planning, and conduct research aimed at key policy issues in basic education. (Creative Associates, 1991, p. 19)[46]
- In 1989, a curriculum unit was created under the NCERD. Before that arrangement, curriculum development and textbook writing were the responsibility of subject specialists based in the General Education Directorates. Rather than try to revitalize earlier or existing structures to support the [1988] Educational Reform Act, MOE policy makers opted to absorb some existing functions and individuals into the and the [*Center for Curriculum and Instructional Materials Development*] (CCIMD) and establish it [with technical assistance through USAID/Egypt's Basic Education Project[47]] as a quasi-autonomous unit directly under the Minister of Education. (Creative Associates, 1991, p. 29)[48]

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[45] "Research Triangle Institute (RTI), with subcontracts to the Harvard Institute for International Development and the Academy for Educational Development, was contracted to provide the technical assistance for building the organizational and technical capacity of EPID. … The technical inputs under the RTI contract were in three substantive areas, each relating to a Directorate within the EPID: the development of an educational management information system (the Directorate for Information and Computer Services); the carrying out of research targeted to key policy issues in basic education (the Directorate for Educational Research); and the strengthening of educational planning (the Directorate for Educational Planning and Follow-up)" (Creative Associates, 1991, p. 20).

[46] Note that EPID was created as a separate agency rather than developed as part of an existing one: "At the outset of the assistance, in September of 1989, the technical assistance was intended to support a new section of the National Council for Educational Research and Development (NCERD) called the Education Planning Unit (EPU). Neither the NCERD [created in 1987; Jarrar and Massialas, 1992, p. 158] nor EPU had any operational linkages with the Ministry of Education … [and] the staff of these bodies … were for the most part academics, with no practical experience in policy analysis, strategic planning, or information systems" (Creative Associates, 1991, p. 20).

[47] As will be discussed later, USAID/Egypt's support for CCIMD produced considerable outcry among those who viewed such as an effort by the United States to impose non-Egyptian and non-Islamic content into the curriculum. Nevertheless, prior to providing support for developing CCIMD in the late-1980s, it was said that "both USAID and World Bank funding have been structured so as to avoid influencing the cultural education of the Egyptian masses" (Cochran, 1986, p. 121).

[48] Interestingly, "CCIMDs first product [was] an excellent curriculum for grades 1 to 3 in Environmental Studies, integrating Science, Social Studies, Health, and Home Economics. ... It sets a high standard for stimulating pupils' *critical thinking* and *problem-solving skills*" (Creative Associates, 1991, p. xiv). However, note that CCIMD "has been plagued by bureaucratic and public dissent ever since its creation in 1989 ... [in part because it was] superimposed on already existent MOE units … [and, thus,] duplicates the[ir] work" (Sayed, 1996, p. 109).

- Support for the *National Center for Educational Evaluation and Examinations* was never envisioned in the original project paper. This organization was created [by Presidential Decree in 1991] to establish standards for evaluation of education at all levels, to prepare examinations and regulate their quality, to conduct research on evaluation and testing, and to train educators in the use of examinations. USAID technical assistance to the Center, although small, was highly significant, specifying in detail the steps needed for the Center to become functional. (Creative Associates, 1991, p. ix)[49]
- The MOE requires a strategic *plan* for implementation of the *Educational Reform Act of 1988* in stages across all units of the Ministry. *USAID* should support a series of educational forums where input from practitioners, Ministry staff, and university faculty is sought to develop comprehensive strategic and tactical plans. These plans should give careful consideration to clarifying relationships and developing linkages between and among EPID, PPU, GAEB (General Authority for Educational Building), CCIMD, NCEEE, and GDIST (General Directorate for In-Service Training). (Creative Associates, 1991, p. xiii)

As noted above, the Mubarak government during the late 1980s was making plans to reform aspects of its education system. According to Jarrar and Massialas, 1992, p. 156; citing Sorour, 1989), "the educational system of Egypt is undergoing a new and comprehensive reform that was initiated during a new five-year plan (1987-1988/1991-1992). After a series of high-level consultations, conferences, and external technical assistance, the ministry launched a new strategy and a new set of policy guide-lines. … [T]he proposed strategy aims at linking education with *the* human resource requirements *of the economy* in order to construct a more productive society that is based on a generation that better understands and interacts with science and technology." In relation to issues of management and governance, we would note that "Law No. 233/1988 amended Basic Education Act 139/1981 … stipulates that … promotion from one cycle to the other should be regulated through an examination at the *governorate level*" (Jarrar and Massialas, 1992, p. 156).[50]

**Educational Governance and Management, 1990-1996**

When Dr. Hussein Kamel Bahaa El Din 1991-2004, became minister of education, the Egyptian educational system was already becoming less centralized and more performance oriented. Building on Sorour's momentum for change, Dr. Hussein Kamel Bahaa El Din highlighted the urgency of national education reform by echoing Hosni Mubarak's reference to it as a national security priority for the preparation of competitive Twenty First Century citizens (Bahaa El Din, 1997). More details about education reform starting from 1990 will provided in the next section of this paper.

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[49] It is worth noting, in relation to issues of management and governance, that "formal linkages have been established through the NCEEE Board with CCIMD, GDIST, and NCERD, and informal linkages with CCIMD through the 36 test development committees of the Testing Center" (Creative Associates, 1991, p. 35).

[50] However, as with other moves toward decentralization in Egypt, there was a companion move to identify the centrally determined limits to non-central agency actors. "To reconsider the status of the *Thanawyia Amma* [secondary school leaving exam] or to suggest amending it implied going through a systematic legal and political process which would ensure implementation of any proposed changes. … Thus Law No. 139 (1981) needed to be amended and various political bodies had to evaluate any proposals. ... The proposed amendments … were presented to the State Council to start the legal process. It was presented to the Service Committee of the Shura Council, the Education Committee of the People's Assembly, the *Teacher's Syndicate*, the Education Committee of the National Democratic Party … and to the public through various media resources. The Service Committee and the Cabinet then considered the amendments, approved of them and forwarded them to the People's Assembly to formally amend the Education Law. After it was debated, it was approved and ratified by the President" (MOE, Implementing …, 1996, p. 80).

Egypt, especially after independence, invested considerable efforts towards expanding educational opportunities. It could be argued, however, that the unsettled debate about the role of religion, especially Islam, in education reform is yet to be resolved for reform to gain relevance for the Egyptian society at large (Cook, 2000). 150 years after Mohammed Ali, a consensus about the role of religion does not seem to have been reached yet. For Cook (2000), the Egyptian government is criticized by secularists and conservatives. For the secularists, it is not assertive enough in separating religion from the curriculum. For conservatives, the government policies alienate Egyptian students from their Islamic heritage.

However, events during 1990 and 1991 served as catalysts for new efforts to reform education in Egypt. Three such developments were discussed briefly above: a) Egypt's key role in pulling together Arab country support for the U.S.-led war on Iraq; b) Egypt's acceptance of a structural adjustment program in conjunction with loan support from the International Monetary Fund, the World Bank, and other sources; and c) the continuing (sometimes violent and lethal) conflict with the Muslim Brotherhood. A fourth event, influencing the Egyptian government and at least USAID (among international development agencies),[51] was the public debate about the Center for Curriculum and Instructional Materials Development (CCIMD).

The CCIMD, which as noted above was created in 1989 with technical support provided through USAID's Basic Education Project, became the focus of criticism by academics, educators, and other Egyptians – especially those subscribing to a conspiracy theory.[52] "The conspiracy theory in Egypt … as applied to national politics, is the conviction that foreign [and allied] local agents[53] are engineering episodes, events, and public or foreign policies to advance their own strategic interests against those of the country in question" (Sayed, 2006, p. 91). Given that "history, language, and religion are universally regarded as making up a triangle of national identity, … [conspiracy theorists believe that] any attempt to undermine these three … would produce a vulnerable society, one that is easily dominated by stronger cultures and identities" (Sayed, 2006, p. 95). With respect to language, we mentioned USAID's English Language Testing and Evaluation Program, initiated in the late 1970s, and we will discuss below the Integrated English Language Program (I and II) below, which have been designed to "promote English Language teaching" in line with "US strategies to bring Egypt into the Western camp … [and] to reshape Egypt's workforce so that it is better able to participate in a US-dominated global economy" (Warschauser, 2004, p. 379). Here we will focus on history and religion in relation to the work of the CCIMD. In this regard, Sayed (2006, p. 109) observes: "The main allegations have been that the CCIMD is a tool used by USAID to mislead Egyptian children on the Palestinian issue and influence their religious position on specific questions relevant to the Arab-Israeli conflict. … The CCIMD is referred to by many influential writers as the invisible hand of the USAID that aims at muddying Egyptian national identity in the minds of new generations."[54]

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[51] Sayed (2006) suggests that "the deep-seated belief in the conspiracy influences the daily decisions of government and development agency officials who design programs around those concerns ... [However,] The bilateral U.S. assistance that has been provided to Egypt for the past three decades has been the most heavily debated source of funding for education in Egypt" (Sayed, 2006, pp. 116-17).

[52] It should be mentioned that critics of the conspiracy theory advocates include government officials, some religious leaders, some media outlets and journalists as well as "the new business elite that emerged after Sadat's open door policies of the mid-1970s and flourished in the 1990s" (Sayed, 2006, p. 119).

[53] "The common accusation leveled against national experts or staff is that they are disloyal and unpatriotic agents of foreign powers" (Sayed, 2006, p. 116).

[54] More generally, "[t]he national debate about the history curriculum is replete with accusations of government officials trying to rewrite the history of Egypt and render new generations more vulnerable to the influence of other cultures … [and] to marginalize the role of Islamic civilization and the contemporary history surrounding the 1952 revolution period and the 1967 Arab-Israeli war" (Sayed, 2006, p. 99).

Another important event contextualizing Egypt's educational reform initiatives in the 1990s was the World Conference on Education for All, which took place in Jomtien, Thailand, in March 1990. This gathering, was sponsored by UNESCO, UNICEF, UNDP, and the World Bank, and attended by representatives from most countries (including Egypt). The "Declaration" adopted by those attending the conference called for an "expanded vision" and a "renewed commitment" for meeting the "basic learning needs" of all: "Every person – child, youth, adult – shall be able to benefit from educational opportunities designed to meet their basic learning needs" (Inter-Agency Commission, 1990, p. 3), thus alluding to efforts to enhance the quality of education as well as increase the quantity of people who gain access. And in relation to issues of management and governance, Article 7 of the "Declaration" highlights "strengthening partnerships:"

> National, regional, and local educational authorities … cannot be expected to supply every human, financial or organizational requirement ... New and revitalized partnerships at all levels will be necessary: … partnerships between education and other government departments …; partnerships between government and nongovernmental organizations, the private sector, local communities, religious groups, and families. ... Genuine partnerships contribute to the planning, implementing, managing and evaluating of basic education programmes.

We should also note the publication of two significant World Bank research-based reports during this time. Like other Work Bank research, these reports likely had wide readership among and considerable influence on national and international educational policy makers.[55] The first report,[56] published in 1989, was subtitled "Improving the Quality of Education in Developing countries," stating that, in part, because of the "impressive increase in the number of children enrolled in schools throughout the world, … in many countries, both parents and political leaders are voicing concerns about the quality of education" (Verspoor, 1989, p. 1). In relation to administrative factors, the report concludes that "high outcome programs were found to have four features in common: (i) strengthening of the administrative capacity at the school and district level; (ii) development of effective policy, planning and supporting institutions at the central level; (iii) special attention to innovation management; and (iv) establishment of effective mechanisms for feedback" (Verspoor, 1989, p. 7). The second report, published in 1991, was titled "Effective Schools in Developing Countries." The volume's editors conclude that community participation and decentralization are two key features of effective schools: "Community involvement is central to effective schools [because] the community may increase the school's resources by providing in-kind contributions and by participating in school activities. … [Also,] schools are more effective when they choreograph their own activities (within a framework of a larger effective schools program) instead of being expected merely to follow a formula or script sent down from higher levels" (Levin and Lockheed, 1991, pp. 11-12).

In this context President Hosni Mubarak, in his November 1991 address to a joint session of Egypt's legislatures, proclaimed: "We must admit that the crisis in education is apparent in the school, the teacher, the student and the curriculum. … Education continues to suffer from a predominant focus on quantity rather than quality" (Mubarak, 1991).[57] And a

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[55] According to Berman (1992, p. 60), the "World Bank is the most important sponsor of research on problems of Third World educational development. … This work … sets the tone for, and establishes the parameters of, what is considered to be the 'significant' educational research on developmental issues … [and] forms the basis and rationale for the educational loans and grants financed by the World Bank."

[56] The preface to this report mentions that the work is based on "a detailed analysis of 21 educational change programs supported by 42 Bank-assisted projects" (Verspoor, 1989, p. v).

[57] It is interesting to observe how Mubarak's statement in 1991 parallels one published 5 years earlier by the World Bank: "Twenty years ago the issue of *quality* in education was regarded as delicate and politically sensitive" and, partly because of this, "previously most educational loans from the World Bank were directed at expanding

booklet, Mubarak and Education, produced by the Ministry of Education under the newly appointed Minister, Hussein Kamel Bahaa El Din,[58] and for which Mubarak's address serves as an introduction, clarifies the meaning of the crisis in education, linking it to national security: "Egypt, during the past thirty years or so has … [confronted military,] social and economic challenges … These struggles took place at the expense of the service sector. … The only solution for this problem is the redefine education from a service-sector activity to [an investment[59] needed to address] a crisis that fundamentally threatens the national security[60]of Egypt" (MOE, 1992, p. 26). Here national security, which is defined as "the abilities, systems and procedures which guarantee the protection of a country from any predicted or unpredicted dangers that might threaten its security, stability, standard of living, independence and decision-making autonomy" (MOE, 1992, p. 24), includes three dimensions: military, economic, and political. So, education is characterized as a) "a crucial factor in enabling our soldiers [in the 1973 War with Israel] to master the skills necessary for using high technology weaponry" (Moe, 1992, p. 37); b) a necessary component in Egypt achieving "an appropriate place [economically] … on the global map" (MOE, 1992, p. 37); and c) contributing to "democracy and internal peace" by enabling students "to think and analyze, thus protect[ing] them from brain washing attempts, and from the claims of terrorists and extremist fanatics" (MOE, Ed & Future, 1997, pp. 91-92).

In point of fact, "basic education in Egypt has been referred to as a *matter of 'national security'* in [almost] every … presidential speech, ministerial press release, and official governmental statement addressing the topic since the beginning of the 1990s" (Sayed, 2006, p. 27),[61] as illustrated by the following:

- The third five-year plan (1992/93-1996/97) … states that 'education is no longer seen as an ordinary service, for it has a critical role in ensuring progress and *national security*' (MOE, 1991, p. 5; quoted in Zaalouk, 2004, p. 177)
- "[E]ducation … is my priority from this point until the end of my term in office … Education is the primary factor for all aspects of our *national security* … and is inclusive of the economic dimension, the political dimension, the modern role [through] which we

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educational systems by building more schools, hiring more teachers, and providing access for more students" (Heyneman, 1986, p. 3). And in the same World Bank publication, Beeby, who in 1966 published an influential volume, *The Quality of Education in Developing Countries, offers a similar assessment:* "Although the questions of access predominated in the 1960s, the emphasis shifted to *quality issues* in the 1970s" (Beeby, 1986, p. 37).

[58] "Baha Eddin, a pediatrician and former secretary general of the Nasser-era ideological watchdog group the Youth Organization (*Munazamat as-Shabab*), became minister in 1991 …, [when] his predecessor, Fathi Sorour, was abruptly transferred to the position of Speaker of the People's Assembly replacing Rifaat al-Mahjoub who was slain in Cairo by members of a militant Islamic group" (Herrera, 2006, "Islamization …," p. 28).

[59] As the Ministry of Education explains a few years later, its discourse of "education as an investment and not a social expenditure" helped to prioritize education expenditures in a context in which public spending on social programs were "subject to fiscal cuts dictated by the structural adjustment programs devised by the International Monetary Fund and the World Bank" (MOE, 1997; quoted in Sayed, 2006, p. 56).

[60] As Sayed (1995, p. 69) observes, "to declare an issue a part of national security is to place it at the top of the political agenda, that is, beyond the ordinary rules of the political game, … and to allocate high capital and human resources to it."

[61] Sayed (2006, pp. 29-30; see also Sayed 2005, p. 71) reports, more generally, that "[t]alk of national security has always dominated Egyptian political discourse, especially after the 1952 revolution, when the authority and legitimacy of the … "Free Officers" (who made up the Revolution's ruling council) had to struggle with diverse underground and overt movements in order to consolidate the new republican socialist rule and, as a result, almost every internal issue became a matter of national security." And Spring (2006, p. 5) argues, moreover, that there is a global historical trend toward the construction of "national security states, [which] enlist all elements of the nation for military [etc.] preparedness, including schools … The educational security state resulted from global economic competition that brought together the military demands of the nation-state with educational plans for economic growth and development."

are pursuing our *internal stability*, our development and our success. …" (Mubarak, 1993; quoted in MOE, Implementing …, 1996, p. 8)

- In the 1999 volume of *Mubarak and Education*: 'The Egyptian state can no longer afford to consider education as a service commodity, since it touches upon all aspects of *national security*.' (MOE, 1999, p. 8; quoted Sayed, 2005, p. 69)
- Today, education is a *national security* issue. … Therefore, Egypt considers education its biggest national project and positions it at the top of national priorities. (Mubarak, Decentralization Conf., 2007)

Sayed (2006, pp. 123-24) reports that "concepts of *participation*, ownership, and the empowerment of local communities and civil society associations, … materialized into development assistance and soft loan policies by the beginning of the 1990s. In this context, *decentralization* became a major condition for achieving success in the development programs." However, the 1992 *Mubarak and Education* volume does not address issues of (de)centralized governance and management of education, except for one brief statement related to school construction: "local authorities must continue to play the main role in school maintenance and rehabilitation. [GAEB] should serve the local authorities in this respect by providing blueprints, designs and engineering expertise for all required operations" (MOE, 1992, p. 45). Moreover, Jarrar and Massialas (1992, p. 165) concluded based on their study of the education system in Egypt during this period: "The system is plagued with obsolete administrative and management procedures. Centralization is still a fact in spite of attempts at decentralization. … Duplication of effort is common, and communication between and among the different levels, sectors, and departments is weak. As a result, schools normally get little information about the decision process, which makes implementation lag."

While there are likely other reasons (including questions about competence of local actors), concerns regarding national security, especially in relation to the (sometimes violent) struggle by Islamic fundamentalists groups against the state, certainly constrained central government officials' enthusiasm for promoting increased decentralization and local community participation.[62] According to Sayed (2006), "the [Egyptian] state approaches democratization with prudence, maintaining that the Egyptian population is not yet ready to take on board a comprehensive democracy, particularly since national security and political stability are 'endangered' by fundamentalist terrorist movements and external conspiracies" (p. 79); thus, "the state encourages participation only on the ceremonial level, that it is a form of 'confined participation' that invites stakeholders to confer over the issues without granting them an effective voice, and solicits the social and material participation and contribution, provided their contribution supports the status quo" (p. 150).[63]

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[62] Sayed (2006, pp. 127-28) explains that national security concerns historically have led to limited civil society participation: "Many of the conditions for the operation of active civil society groups, associations, and organizations were missing from the Egyptian political scene of the past decade. Even though civil society associations in Egypt have a history that goes back to the late nineteenth century, years of totalitarian rule and institutional (legislative and administrative) impediments have eroded a civic culture that began to flourish within Egyptian society during the first half of the twentieth century. Ever since the 1952 revolution and the republican decrees abolishing political parties and civil society associations through the 1950s and 1960s, Egyptians have been passive actors in the nation's political life and their lives (education, career selection, economic activities, and social mobility) have been controlled by a paternalistic and authoritarian state whose head of state has often described himself as the father of the nation."

[63] Note that in 1992, in its *Strategy for Educational Systems Development*, USAID/Washington (1992, p. 14) states that "education decision-making [should] be decentralized, and involve not only governments but also civil society representation (e.g., the business community, NGOs, unions and religious organizations, community associations and research networks, parents, professionals, students). Decentralizing education decision-making, intervention monitoring, and evaluation process is critical for educational reform … [to meet] the needs and conditions of the communities they serve …"

Whether this represents an example of real or "ceremonial/confined" participation, it is reported that some members of "civil society associations and interest groups concerned with the education process, … [who] were invited to attend the MOE conferences preparing for primary and preparatory education reforms in 1993 and 1994, headed by Egyptian first lady, Suzanne Mubarak ("Egypt: The EFA 2000 Assessment: Country Reports" 2000)" (Sayed, 2006, p. 136). Below is a detailed outline of the process leading up to and following the conferences – a process described as one "that opened up the dialogue to various stakeholders" (Sidhom and Al-Fustat, 2004, p. 14) and as "a nation-wide consultation" (Zaalouk, 2004, pp. 179-80):

> Mobilizing support for reforming Egypt's primary and preparatory education … [involved] a preliminary study by the National Center for Educational Research and Development … The results of the research were initially shared a workshop of Ministry of Education officials, members from the Teacher's Syndicate,[64] and parents of students. Conclusions from the workshop were subsequently presented to a larger audience at the *National Conference for Developing Primary Education* and the *National Conference for Developing Preparatory Education*. … Resolutions from the National Conferences were then presented to the Supreme Council for Pre-University Education ... In addition, different committees within the Ministry reconsidered the recommendations and evaluated them in context of their experience and expertise. A comprehensive synthesis of all these deliberations was presented to a special committee, which included public figures, experts from various fields and disciplines. … The resolutions were then presented for a second time to the Pre-University Education [Council] and then to the Minister of Education, who issued executive decisions … in light of the Council's recommendations. While this was taking place, the media was covering the various deliberations and decisions and providing the public with the necessary information regarding the potential changes. (MOE, Implementing …, 1996, pp. 28-29)

It was in this context of the early 1990s that UNICEF initiated a "Community School" project, which was initiated in 1992 "in four hamlets in the southern governorate of Assiut in Egypt.[65] … The contract signed [with the MOE] stipulated that the UNICEF education section

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[64] Farag (2006, p. 127) argues that the Teachers' Syndicate (*Niqabat al-Mualimeen*) "does not seem to have been relevant to the professional lives of teachers. It represents a members, a pension, and, at most, a social or recreational club." And although there are instances, such as the conferences on reforming primary and preparatory education, when Syndicate representatives participate, and perhaps influence, educational policy decision-making, Farag's argument reflects Sayed (2006) historical analysis of the organization:

"The teachers' union *was founded in 1951* but remained inoperative until 1955. The union was activated by Kamal El-Din Hussein, an important member of the "Free Officers" movement, the revolutionary Council, and the Minister of Education from September 1954 until August 1961 (Seyam 2003). Throughout the 1960s the position of the head of the union was held by the Minister of Education, El-Sayed Youssef, who enlisted all teacher members of the union as members of the socialist union ... In 1964, Youssef fired all teachers who campaigned through their union for more professional and financial rights (Noweir 2000). … The close association between the union's leadership and executive authority turned the union into yet another subordinate to the Ministry of *Education* and limited its potential role as an interest or pressure group. The state of affairs persisted until the 1990s, … [when] Moustafa Kama Helmy [was its president] (for two terms in 1989 and 1993). Helmy had been the head of the Shura Council from June 1989 and was Minister of Education (from April 1974 to March 1976), Minister of Education and Higher Education (from March 1976 to October 1977), and Minister of Education and Scientific Research (from October 1977 to October 1978)" (Sayed, 2006, pp. 135-36).

[65] The project eventually operated in three governorates (Qena and Sohag as well as Asiyut), involving increasing numbers of schools and students and, therefore, parents and community members during its different phases: a) pilot phase (1992-1994) involved 39 schools and 1037 students, b) development phase (1995-1996) involved 111 schools and 2859 students, and c) expansion phase (1997-1999) involved 202 schools and 4659 students (Zaalouk, 2004, pp. 91-95).

would design, develop, and coordinate a community school model in deprived hamlets of rural upper Egypt, while the MOE … would ensure that the initiative was sustainable, able to expand, and be adopted by the wider educational system" (Zaalouk, 2004, p. xi). While this project introduced activity-based, continuous assessment, girl-friendly, and other classroom level innovations, it also stressed community participation, in line with the Declaration of the World Conference on Education for All (Interagency Commission, 1990), because schooling "requires a wide range of partnerships, [including] … whole communities, parents and families, governmental and non-governmental organizations, other institutions, and the private sector" (Zaalouk, 2004, p. 18). The Community School Project worked with communities to establish "education committees," which had similar functions as the Parent and Teacher Councils, which were established by Ministerial Decree No. 5 of 1993. According to this decree, among other things the school-level Parent and Teacher Council (PTC) is "duly authorized and legally empowered" to:

- Provide support, in partnership with school administration, to help surmount educational difficulties and student problems and help identify problem solving.
- Reserve the right to voice its opinion and provide insights and overviews onto issues related to its terms of reference.
- Monitor avenues pursued by classroom advisor to encourage and enhance communication between parents and teachers of classroom students. For example, to hold regular meetings between both sides to update parents on the behavioral standards and scientific attainment levels of their children.
- Define and follow up, in partnership with the school administration, expenditure data of school scheduled activities whether funded by the Governmental General Budget, or through any other resources.
- Engage in school performance evaluation and monitor the educational process on the basis of the evaluation criteria set forth and prescribed in the Ministerial Decree No. 464. Performance Evaluation Reports are to be submitted to Parents and Teachers Higher-Level Council. (MOE, 1993, Article 18)

As noted in a report of an evaluation conducted more than a decade after the project started, "the Education Committees reflect this element of community participation. These committees are selected, trained and supervised by the field team … The education committees play an important role in the management of schools and mobilizing local human and financial resources as well as locating school sites, identifying potential facilitators, screening pupils, assisting in solving school-related problems. They usually include 10-15 community members including parents, formal and/or informal leaders and project supporters" (Sidhom and Al-Fastat, 2004, p. 24) [66]

Sidhom and Al-Fastat (2004, p. 43) suggest that due to the example of UNICEF's School Community Project, "[p]olicy changes have been introduced over the years of the project process reflecting MOE's increased commitment and support to community education. Some of the outcomes of this have been the launching of the one-classroom project in 1993 by MOE tailored after the community school model in certain aspects … and the establishment of a One Classroom Department in MOE." Perhaps inspired by the Community School project or similarly shaped by international discourses such as those represented in the "Declaration" of the World

[66] Referring to the financial responsibilities of school-level education committees, Zaaglouk (2996, p. 145), who directed the UNICEF project, states that "[f]inancial management is also done very transparently. Accounts and expenditure items [of the education committees] are presented to the whole community. In some cases, the committee will have established a treasurer to handle donations; in other instances they will have formed a small sub-committee for finance."

Conference on Education For All,[67] Egypt's Ministry of Education in 1993 initiated a "one Classroom School Project "to provide a multigrade, student-centered educational experience for girls throughout the country ... start[ing] with 313 schools in l993/1994 and … expand[ing to] 2791 schools in 2002/2003" (Sidhom and Al-Fastat, 2004, p. 30).[68] "The main objective of the one class schools is enhancing girls' education through establishing classes near their homes providing a flexible learning environment, and providing them with diverse skills that enable them to participate in the labor market" (El Baradei and El Baradei, 2004, p. 62). And in the One Classroom School and Community School projects were "twinned … in l995 after three innovation workshops that were offered for personnel in both models, … [thus,] supporting the development of this alternative educational MOE model" (Sidhom and Al-Fastat, 2004, p. 30).

While a commitment to "democracy" and an interest in obtaining community resources, encouraged the Egyptian Ministry of Education to at least experiment with increased community participation and with decentralizing some responsibility (if not authority), "security" concerns, particularly in relation to the activities of fundamental Islamist groups, provided a counterforce to such initiatives. Indeed, "contain[ing] and block[ing] the penetration of Islamist fundamentalists in the … educational system … [was] achieved by fastening the central grip of the MOE on the educational system and exercising more control on horizontal and vertical levels" (Sayed, 2006, p. 83). As a case in point, the MOE and the central government of Egypt, more generally, actively intervened in local schools and communities to limit or eliminate this fundamentalist Islamic threat.[69] Sayed (2006, pp. 34-35) indicates that "besides imposing stronger control on private education and Islamist civil society associations and NGOs that established charity schools and private tutoring classes, the ministry also *removed schoolteachers* advocating religious fundamentalism *from their teaching jobs* and transferred them to administrative jobs." As Herrera (2006b) reports in more detail:

- The Ministry of Interior has been monitoring schools for signs of Islamist political tendencies since the early 1980s, but it was not until 1991 that a new minister of education put the issue of ideological control of schools in the public spotlight. In the view of the Minister of Education, Dr. Husayn Kamal Baha Eddin (1991-2004), schools and universities were slipping dangerously out of the state's control and into the hands of Islamist extremists, thereby posing a threat to the country's national security.[70] … [T]hat schools were being used as recruiting grounds for militant groups prompted the Minister

[67] Zaalouk (2004, p. 147) acknowledges that the "model in Egypt was established during the period following the *[1990] Jomtien Education for All* (EFA) world conference" (p. 31) and an evaluation report notes, similarly, that "Egypt's commitment to Education Reform also took into consideration its international commitments such as those made at the *l990 Jomtien* Declaration**"** (Sidhom and Al-Fustat, 2004, pp. 13-14).

[68] According to UNDP (2000, p. 40), the one-classroom schools "were established by *Ministerial Decree 255* of 1993. Their objectives are to provide equal opportunities for educating girls in disadvantaged and highly populated areas ... Flexibility is a major characteristic of the one-class schools" (UNDP, 2000, p. 40).

[69] "In recent decades, an important front of conflict, at least from the government's perspective, has been the unofficial Islamization of schooling in Egypt. Educational Islamization should be understood partly as a political movement, but also as a long-standing dilemma in Egyptian Education of how to simultaneously raise children in the proper Islamic way, while educating them in principles of secular nationalism and preparing them for employment in global markets determined in a moment of late capitalism … while at the same time preventing fundamentalism" (Herrera and Torres, "Introduction," 2006, p. 13).

[70] Herrera (2006, p. 29) documents that "the Chancellor to the Minister of Education Dr. Abd al-Fattah Galal, prepared a report for the Education Committee of the People's Assembly … in *May* 1993. He discovered that ninety schools and three hundred teachers (listed by name) had links to illegal Islamist groups, including *al-Jama'a al-Islamaiyya* (*Jama'a*), the largest Islamic militant group in Egypt; *al-Jihad*, the militant Islamist group believed to have masterminded the assassination of President Anwar Sadat; and *Ikhwan al-Muslimeen* (the Muslim Brotherhood), the reformist—and by that time nonviolent—Islamist group founded in 1928. Most of the schools with supposed links to militant groups were concentrated in Upper Egypt, specifically the southern cities of Qena and Asyout."

[Baha Eddin 1997, 55] to characterize schools as 'hatcheries of terrorism' (*tafrikh al-irhab*). (p. 29)

- Baha Eddin, with the mobilization of state security forces, set out to regain control of the nation's schools and universities and further hinder the growth of militant political activism among the youth. He pursued a strategy that included intensifying the screening and surveillance of students in teacher education colleges,[71] and purging Islamist teachers, administrators, and materials from schools. (p. 30)
- The [basic] education sector underwent a series of sweeps and purges. For the most part the targets were religious and political materials, and educators who attempted to influence children towards greater religiosity through tactics of coercion and fear.[72] … Between the summer of 1993 and March of 1995, roughly one thousand educators were transferred out of schools and into other government posts. (p. 32)[73]

Another example of central government intervention in local school community autonomy, which related to activity by fundamentalist Islamist groups, involved "Ministerial Order 113 of 1994, on the Unification of School Uniforms, which forbid girls in primary school form covering their hair and requires that girls in the preparatory stage, who wear a head scarf, provide written permission from a guardian, thereby giving parents, rather than school authorities, the right to decide what their daughters should wear … The Order [also] prohibits the *niqab*, the full face veil, at all educational levels" (Herrera, 2006b, p. 42). This government action was motivated by what was perceived as inappropriate or undesirable actions by some local school authorities and community members, viewed to be members of fundamentalist Islamist groups: "From the 1980's, schoolgirls—often as early as first grade—were increasingly required, by teachers and school administrators, to wear an Islamic uniform (*al-ziyy al-Islami*), which included a head covering of some sort" (Herrera, 2006b, p. 42).[74] Although the Ministry of Education explained that the Ministerial Order was developed because it had receive "scores of complaints from around the country to the effect that Islamic uniforms were being imposed on girls," when it was issued the "Minister encountered an onslaught of criticism … The opposition

[71] "In a 1993 interview, Baha Eddin warned .. [that] 'the extremists found that the best way to accomplish their goals was to concentrate on the colleges of education. …[so that] hundreds of teachers will graduate as believers in their ideas and this will be a catastrophe!'" (*Akhbar al-Hawadith* 1993; quoted in Herrera, 2006, p. 31). Herrera (2006, p. 31) adds that "the Higher Council for Universities set up committees in 1992 to implement new selection criteria that included security checks to ensure that incoming students did not belong to any 'misleading groups' that might 'demolish the educational process' (Baha Eddin 1997, 56). … For the first time, and despite chronic shortages of teachers, a situation arose where qualified applicants were being refused entry into colleges of education, and graduates were being denied teaching posts due to security reasons."

[72] "Many Islamist writers led campaigns accusing the Ministry of Education and former minister Bahaaeddin of being anti-religious and seeking to secularize education in favor of Westernized cultural influences and undermining Islam as a religion and civilization" (Sayed, 2006, p. 35). "In response to critics from among secular liberal and religious camps who argued that book censoring contradicted Baha Eddin's stated policy of liberal democracy, he responded: 'We [censor] books that support extremist ideas that are against the valid teachings of Islam. Psychologically speaking, a child is a person who does not have a formed character…. He cannot fight…so it is the State's responsibility to take care of the child and not leave him to face unhealthy situations…I don't approve of censorship, but I have the duty to protect the child physically, psychologically, and mentally.'" (Bha Eddin in *Akhbar al-Hawadith* 1993; quoted in Herrera, 2006, p. 32).

[73] As late as 2004, Baha Eddin fired thousands of extremists secondary school teachers (Human Rights Watch 2005, 71, citing *Cairo Times* 2004). Some teachers were penalized because they tried to persuade or compel female students to wear an Islamic uniform of some sort. Others used non-approved religious materials in the classroom, such as the especially widespread cassette-recorded sermons of the *Torture of the Graves* (*Azab al-Qabr*)" (Herrera, 2006, p. 32).

[74] According to Herrera (2006, p. 42), "[f]rom a legal perspective, educators were not violating government policy because the regulations guiding school uniforms—Ministerial Order #70 of 1962 and #139 of 1981—did not explicitly forbid Islamic uniforms."

press reported numerous stories from the perspective of ordinary Egyptians relating their feelings of injustice and helplessness in the face of a *heavy-handed state* that intruded into their private lives" (Herrera, 2006b, p. 42).[75] However, although "the uniform legislation triggered … a spate of lawsuits, … in a 1996 appeal that reached the Supreme Constitutional Court—Egypt's highest court—Ministerial Order 113 of 1994 was ruled *constitutional*" (Herrera, 2006b, p. 43).

In addition to these more direct strategies for dealing with the "security" threat of fundamentalist Islamic groups, the government of Egypt – with financial and technical assistance from bilateral and multilateral development agencies[76] – sought to improve conditions and services in areas where "militant fundamentalism ha[d] been drafting its recruits, mainly from the poorest regions in Egypt, where most residents live below the poverty line and the actual presence of the state in terms of services (sanitation, health, and education) and investments (infrastructure and communication) is minimal" (Sayed, 2005, p. 74). Based on her international political analysis of educational reform in Egypt, Sayed (2005, p. 75; 2006, p. 33) discusses the implications this has had for the location and content of initiatives:

> The security situation in the first half of the 1990s risked disturbing both the national and geopolitical balance in the Middle East. Thus, it is no coincidence that during the second half of the 1990s all bilateral donors (USAID, Canadian International Development Agency, Danish International Development Agency, and others) and international development agencies working in coordination with the Egyptian state have directed their development programs [generally] to Upper Egypt.[77] ... [B]asic education reform programs ... also dedicated special attention to [Upper Egypt as well as to] the under-serviced urban slums. … During the second half of the 1990s, Egypt's education policy, together with foreign development assistance, has aimed at providing basic education in the remote and long-forgotten areas that are deemed to be fountainheads of potential militants. The purpose has been to confront and challenge the fundamentalist grip on peoples' minds and souls.[78]

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[75] "In a campaign to gain public support for his highly controversial uniform policy, Baha Eddin … rallied the support of strategic religious figures, including the Grand Mufti and Shaykh of al-Azhar, Muhammad Sayed Tantawi, who issued a *fatwa* (religious ruling) stating that the *niqab* is not a requirement of Islam" (Herrera, 2006, p. 43).

[76] It is important to note, however, that "[g]iven the cultural and political sensitivity of this issue [i.e., fundamentalist Islamic groups], foreign development assistance has [rarely] acknowledged and publicized it as a formal objective of its educational development program. " (Sayed, 2005, p. 78; Sayed, 2006, p. 34). However, Sayed (2005, pp. 80-82; 2006, p. 37) suggests that these development agencies have been even less likely to "refer to the Arab-Israeli conflict in their documents, despite the fact that the achievement of political and regional stability remains a long-term objective and an important criterion in determining their development assistance programs. … [Although they mention] peace and stability in the region, what donors generally mean by regional stability is not necessarily the achievement of a strategic equilibrium … between Egypt and Israel, but the achievement of an internal stability in Egypt that will contain Islamist political unrest."

[77] Recalling that the UNICEF Community School Project (1992-2004) operated mainly in Asiyut, Qena, and Sohag and anticipating the locations of USAID's New Schools Project (1997?-20??) and its Education Reform Program (2004-2009), we should note that "[a]ll assessments of the *geographic distribution of poverty* in Egypt have established that Bani-Suef, Asyut, Minya, and Sohag (all located in Upper Egypt) are the poorest parts of Egypt with the least access to heal and education services, as well as employment, capital, and state institutions … [Also,] Bani-Suef, Asyut, Minya, Fayoum, and Sohag are the … regions … [with] the most frequent episodes of violence generated by fundamentalist groups during the 1990s. … [Moreover,] [i]n many urban slums and rural areas, *Islamists have established charity clinics and private tutoring centers* with minimal token fees, and direct contact with the population" (Sayed, 2006, p. 32).

[78] As Sayed (2006, p. 83) explains, however, such initiatives required a delicate balancing act: "[I]n pursuing these objectives, the state ha[d]s to appear more profoundly religious and pious than the fundamentalists in order not to lose its credibility as defender of Egyptian national values and culture. Moreover, the state has been keen to

She claims, as well that it has shaped how many bilateral development agencies (a major exception being USAID) have approached supporting educational reform in Egypt: "Because of the potential cultural dissonances, political sensitivities, and the complexity of implementing long-term, nationwide development projects that may have minor visibility, bilateral donors prefer to approach basic education through large multilateral institutions such as the World Bank, the EU Commission, UNICEF, UNESCO, UNDP, and other international governmental and non-governmental organizations. ... (Watkins 1999)" (Sayed, 2006, p. 19).

Nevertheless, during the 1990s, the Ministry of Education and the Egyptian government, more generally, devoted time and energy to promoting decentralization and involvement of civil society. Indeed, "these concepts were implicit in the [Educational Enhancement Programme and other] documents, [and] … several bilateral donors directed their hard and soft development assistance only through NGOs" (Sayed, 2006, p. 132). This commitment was grounded in both "democratic" principles and fiscal necessity:

- Education Reform and *Democratic Values*: … Successful change will not be confined to a Minister or a Ministry, but will be a consequence of a national effort which has mobilized all sectors of society, followed all the legal channels, has included individual feedback at various junctures and reflects the wishes and hopes of the general public.(MOE, Ed & Future, 1997, pp. 99-101)
- Reconsideration of investment and its linkage to human resource development has also implied assessment of *funding sources*. While the government has reconsidered this priority, the private sector – which includes business people and individuals [and NGOs] in communities – was also asked to reconsider its input. … [Thus, there is a need] to expand the role of parents and communities on the school level in addition to inviting business, NGOs, parents, other government ministries, different political parties, etc. to forums. (MOE, **Implementing** …, 1996, pp. 24-25)

The Egyptian government's commitments (and related actions) concerning decentralization and involvement of civil society likely informed a conclusion of a 1996 UNESCO and UNDP sector-wide evaluation of the educational system in Egypt that "a reform environment was gradually being put in place, … [exemplified by] a nation-wide consultations through conferences, seminars and workshops" (UNESCO and UNDP, 1996; quoted in Zaalouk, 2004, p. 179-80). A more institutionalized example of extending involvement beyond MOE personnel, at least centrally, was the establishment of the Education Innovation Committee by Ministerial Decree No. 357 … in 1996. This "multi-sector integrated consultative group was reactivated to facilitate the process of diffusion of best practices and innovations. ... A permanent secretariat at the Ministry … assist[s] with the work of the committee" (Sidhom and Al-Fustat, 2004, p. 19).[79] As Zaalouk, 2004, pp. 94-95) reports: "The committee involved representatives from the curriculum center, evaluation center, research center, school buildings department, training department, planning department, and mainstream educational heads of departments, as well as …[donor agencies, other partners, and] media professionals. The goal of the committee was to establish firm linkages between the Community School Project and the [MOE] O*ne Classroom School Project* … [and then] serve as a catalyst for broader changes by diffusion of the best

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downplay the significance of the involvement and propensities of donors and development assistance agencies in order to counter persistent voices advancing conspiracy theories."

[79] The Education Innovation Committee "came about as a consequence of UNICEF's initiated series of Innovation Planning Workshops, which ended with the design for the committee with the assistance of practitioners and policy makers in the workshops;" the Committee was renewed by D*ecree No.15 in 2002 and also extended by action in 2004 (Sidhom and Al-Fustat, 2004, p. 19).*

practices of the new learning paradigm through the overall educational system, both horizontally and vertically" (Zaalouk, 2004, pp. 94-95).[80]

While the above examples illuminate some efforts to involve national and governorate-level stakeholders, there also were developments during this period to promote greater participation of stakeholders at the local level. For instance, the Egyptian government's commitments to decentralization and civil society participation also appear to have contributed to a focus of a major reform effort underwritten by the European Union and the World Bank, the Education Enhancement Program (EEP). This program, initiated in 1996, was financed through a multi-year loan agreement and "managed by the Programme, Planning and Monitoring Unit (PPMU), which reports directly to Egypt's Minister of Education" (Zaalouk, 2004, p. 171). The Programme Implementation Document states identifies "major program goals … are to [a] significantly increase students' achievement of basic skills and help improve their critical thinking skills … [in part] through: … building the capacity of the main implementing agencies at the *central and governorate levels* … [and] [b] to improve the management of sector resources and to enable improvements in system effectiveness through enhancing sector planning, decision making and management. Specifically the project would (i) implement efficient school building designs, (ii) study improvement of teacher compensation and incentives; and (iii) reform decision making process through setting up technical panels to provide decision-makers with recommendations based on objective data and technical analysis" (World Bank, EEP PID, 1996, p. 2). Like the Community School Program, EEP focused on school construction to address the under-enrollment, especially of girls. EEP also worked to increase demand for basic education, as discussed by El Baradei and El Baradei (2004, pp. 63-64):

> [I]t was not enough to build a school, but more importantly there was a need for developing a community sense of ownership of the school, and a conviction of the need for education, and for parents to send their children to learn. [Thus, the project] … organiz[ed] intensive awareness and community mobilization campaigns ... Project management relied on local women groups to visit homes and encourage parents to send their children to school; relied on clergymen – imams in mosques and priests in churches – to talk to … people and convince them of the importance of education during their Friday speeches and Sunday sermons; …established networks with community development associations (CDAs) … to implement the awareness campaigns; and instilled in many NGOs the idea of developing an education improvement fund to assure the sustainability of the project.

More generally, as reported by the National Center for Educational Research and Development: "While in the past, parents, community members, and NGOs have been allowed limited involvement in public schools, in recent years there has been an attempt to open up the public education system and allow greater participation. Regardless of how limited such an opening may be in practice, it has provided some new spaces for partnerships. *Ministerial Decree No. 5 of 1993* (regarding Parents' … Councils) allows parents to monitor educational quality, to make donations of money or equipment to schools, and to manage aspects of the educational process to ensure 'a democratic climate inside schools'" (NCERD, 2001, 20; quoted in Herrera, 2006a, p. 155)."

Sayed (2006, pp. 135) paints a similar picture of the 1990s, except that he suggests that "[p]arents' councils … [went] into decline by the end of the 1990s … partly because of the low level of interest from the side of MOE bureaucrats and school administrators and partly because some parents' abused of their power" (Sayed, 2006, p. 135)

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[80] "The diffusion process went even beyond government-led efforts and attracted the donor community. United States Agency for International Development (*USAID*) efforts in girls' education and quality learning [NSP?] were largely modeled after the community-school model" (Zaalouk, 2004, p. 95).

These factors – along with the above-noted concerns about inappropriate influence on the schools by fundamentialist Islamist groups – also constrained the level of NGO involvement in school activities. In addition, with respect to the legal context, "local *civil society associations* fall under the dominion of the Ministry of Social Affairs, which has to approve all their activities and budgets, and they have to coordinate with Ministry of Education and other local state agencies a mass of bureaucratic hierarchy and red tape that constrains their potential participation as active pressure groups influencing the agenda-setting process" (Sayed, 2006, p. 134). During the 1990s, Egyptians and others were urging "the state … to change the *1964 law* that formerly governed civil society matters and which gave the state full control, including even the right to dissolve a particular *civil society association* whenever it felt it appropriate to do so" (Kandil 2000; referenced in Sayed, 2006, p. 132). This law was revised in 1999, as will be discussed in the next section.

**Educational Governance and Management, 1996-2003**

It is said that by the mid-1990s, because it "had been unable to enter into a dialogue with the various players," and "the United States Agency for International Development (*USAID*) was in fact on the verge of closing down its education division in Egypt" (Zaalouk, 2004, p. 170). Due to a number of factors, including its involvement in the UNICEF project and related inter-donor agency discussions, USAID/Egypt remained as a major supporter of educational reform in Egypt. Indeed, in 1997, USAID/Egypt committed to two major initiatives: 1) a strategic object grant to promote girls' education and 2) a contract for the second phase of the Integrated English Language Program (IELP-II).

In 1997, the Egyptian Ministry of Education (the "implementing organization") began activities in accord with a Grant Agreement between the Egypt's Ministry of Economic and International Cooperation and USAID/Egypt. The initial allocation was $15 million, and the agreement specified a potential maximum amount of the grant to be $65 million (with the Egyptian government obligated to dedicate to the effort "the Egyptian pound equivalent of U.S. $22,140,000, including in-kind contributions" (USAID/Egypt, 1996, p. 2). The Agreement states that the goal of this initiative is "to improve access and quality of instruction so that children [especially girls] complete their education and acquire necessary skills … [by] address[ing] both formal and informal educational barriers to increased girls' participation in quality basic education" (USAID/Egypt, 1996, p. 10). This was to involve, among other things:

a. the replication and refinement of the promising one-room and community school models in the highest need areas of Egypt;
b. raising community awareness and support for girls' education through (1) the involvement of nongovernmental organizations (NGOs) and community development associations (CDAs) in a campaign to mobilize local participation in education … and (2) a country initiative to galvanize religious, business and media leaders in support of girls' education." (USAID/Egypt, 1996, p. 10)

Finally, in discussing a focus on "improved national policv environment," the Agreement promotes technical assistance for "the Ministry of Education to develop and implement policies that will enhance community participation in female education and achieve universal quality primary education" (USAID/Egypt, 1996, p. 10).

IELP-II (October 1997-2001, and then extended to 2004), which was designed to build on the achievements of IELP-I (1992-1996)[81] and the English Language Training and Testing services contract (1989-2001),[82] was a technical assistance and training program funded by

[81] See Ezzat and Wolfe (1986) evaluation report (paper copy only).

[82] Although, as noted above, USAID/Egypt began funding this program in the 1970s, "The American University in Cairo (AUC) Center for Adult and Continuing Education (CACE) has provided English Language Testing and Training (ELTT) services to USAID since 1989 under two successive contracts … [serving] prospective participants

USAID and administered by the Academy of Educational Development (AED) and its subcontractor AMIDEAST. USAID/Egypt initial funding for IELP-II is reported to have been $52 million, "making it one of the larger donor funded educational programs in the world" (Warschauser, 2004, p. 379). The goals of the project included: "improved English language proficiency for the current and future work force of Egypt; sustainable quality in-service and Pre-Service teacher education; and sustainable capacity to produce English language assessment instruments conforming to internationally recognized standards," with an additional expected result being that "monitoring and evaluation capacity [would be] integrated into the Ministry of Education" (Aguirre International, 2001, p. 3).[83] According to the authors of a 2001 evaluation report: "We rated the accomplishments of IELP-II [19very high in all of these areas and were impressed with the management model that is used. … Other promising practices deserve mention as well, particularly the notion of having agencies identify the changes they want to make in their local areas through a Request for Application (RFA) process, and bringing partners together through collaboration and production of a final product (in this case a handbook) to be used by various agencies. We were impressed with the way the projects were able to bring together a cadre of "early adopters" of new technologies, train them, and provide them with opportunities to showcase what they have done and in turn train others" (Aguirre International, 2001, p. 1). IELP-II also focused on purchasing and developing educators' capacity to use computer-based educational technology in schools and universities, a focus which apparently was less successful.[84]

During 1998 and into 1999, the Egyptian government engaged in negotiations with the World Bank for a major loan-based project, the Secondary Education Enhancement Project. According to the Project Appraisal Document, one of the major issues facing the Egyptian education system is "inefficiencies in service delivery: The education system is highly centralized, with agencies providing overlapping functions" (World Bank, 1999b, p. 4). Given this situation, two components of the project involved: a) "strengthening institutional capacity, … [viz.,] improving local school management and community and business involvement, while working to develop long term strategies for management reform at the central level," and b) "increasing "community and private sector involvement through support for increased local management responsibilities and support for parent council activities and public/private sector partnerships, ... [because although] p*arent councils* have existed since the 1960s, a recent decree has widened their scope of responsibility to include monitoring quality at the school level" (World Bank, 1999b, p. 32).

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for technical or academic training in the U.S. or third countries and "counterparts" (personnel in Egyptian Ministries who need to improve their English language skills in order to accomplish their work more effectively)" (Aguirre International, 2001, p. 39).

[83] Interestingly, according to Warschauser (2004, p. 379), the underlying rationale of IELP-II, though, [was] primarily economic rather than educational; the program originated in the section of USAID that supports economic reform in Egypt."

[84] In his critical assessment of IELP-II's contribution in the area of educational technology, Warschauser (2004, p. 382) concludes: "The IELP-II project, and specifically its work on educational technology, … had *little impact on institutional reform* within the main partner institutions, either the MOE or the Egyptian colleges of education. … In each program, an *emphasis on Westernization and showcase technology* took *precedence over actual* educational improvement and *reform*. … Both the US and Egyptian aid partners had strong motivations for promotion of US-based training programs. … USAID staff emphasized the value of familiarizing Egyptians with the US way of life as a way of *building political and economic ties* for the future … [and] the value of economic returns to institutions in Congressional districts (e.g., by providing lucrative contracts to US universities to conduct training) in *easing the continued passage of aid funding*. … [T]he Egyptian MOE was insistent on including US-based training as a major part of the IELP-II program … [Having] long fought a *battle with Egyptian fundamentalists for influence in the education system*, … [the MOE] has a similar goal of exposing its teachers to the West. [Additionally,] control of these coveted training opportunities helps *extend the power of the Minister and his aides*."

While the negotiations were taking place with the Government of Egypt, the World Bank (1999a) was developing its global Education Sector Strategy. Noting that "*education is central to the development agenda*" (p. vi), the Strategy document emphasizes the need for "partnerships. The job is too large for any one institution or agency alone, and too important for a single perspective to hold sway. *Governments*, *NGOs and local stakeholders*, with the support of bilateral and multilateral development agencies, will have to work closely together in a prolonged effort to ensure each country's objectives for education are met, and to build public and educator understanding of the need for educational change. Many others have important roles to play too, including *students, parents, families, communities*, teachers groups, foundations and private firms. Local partners, in particular, have the *knowledge and the understanding of values, culture and traditions* that are an essential feature of sustainable development. (p. viii). Furthermore, the World Bank (1999a, pp. ix-x) "encourage[s] developing countries to (1) establish standards for what students should know and be able to do at various stages of the education system, (2) participate in international evaluations of educational achievement, and (3) develop good national assessment systems as well as promotes (4) "decentralizing management and accountability" *and increasing* "investment by not-for-profit groups and entrepreneurs."

As referenced above, there were key policy developments at the turn of the 20th century that were perceived to signal the government's commitment to decentralized and participatory management and governance of the school system, and facilitating moves in that direction. For instance, "Ministerial Decree … Number 464 of 1998 (regarding Parents' and Teachers' Councils) allow[ed] parents to monitor educational quality, to make donations of money or equipment to schools, and to manage aspects of the educational process to ensure 'a democratic climate inside schools'" (NCERD, 2001, 20; quoted in Herrera, 2006a, p. 155). Other "[p]olicy changes … reflecting MOE's increased commitment and support to community education … [include] the establishment of an NGO department in 1999 at MOE and *Ministerial Decree number 30/2000* authorizing NGOs to work in community education" (Sidhom and Al-Fastat, 2004, p. 43; see also El Baradei and El Baradei, 2004, p. 16).[85]

More controversial was the 1999 NGO Law, which replaced the 1964 Law (see above reference). The 1999 law, reflecting the governing authorities' continuing concern with the security threat of fundamentalist Islamist groups – despite the "cease-fire" agreement reached after the 1997 attack on tourists in 1997, stipulates that "civil society associations and organizations are not allowed to engage in any political activism … that advances the interests of a political party or to participate in election campaigns using NGO officers or funds" (Sayed, 2006, p. 137).[86] The 1999 law was challenged in the courts, and was eventually declared to be unconstitutional. Thus, the Egyptian government in 2002 passed a revised Law (No. 84), which erased "[m]any administrative obstacles against the civil society institutions … and the same time [granted them] many advantages" (NDP, 2007, p. 5). The 2002 Law "gives NGOs the freedom to raise funds and receive donations locally … Moreover, instead of forbidding NGOs from receiving funds directly from foreign development assistance agencies, … the latest law allows them to receive such funds after obtaining the Ministry's approval. However, Article 55 of the 2002 law forbids NGOs from joining a network without the approval of the Ministry of Social Affairs" (Sayed, 2006, p. 137). In this regard, it is important to understand that not only did foreign governments public criticize the 1999 law, but "foreign development assistance agencies and donors … have been the major catalysts behind the revival of civil society organizations and associations; … [for example, it is said that] more than 25 percent of local NGOs depend entirely on foreign development assistance (Kandil 2000)" (Sayed, 2006, p. 140).

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[85] Relevant also is the fact that in 2000 (as well as 2003 and 2004) the Egyptian government organized "national NGO Conferences focusing on Community Participation" (UNESCO, 2006, p. 15).

[86] Note that this provision is similar to the legal framework in the U.S., where NGOs wanting to have a non-taxable status are not allowed to engage in partisan political activities.

During this period Egypt's policy reforms and project initiatives were reflected in as well as "took into consideration its international commitments … [including] the Arab States Forum for Education Ministers, which in January 2000 adopted the *Arab Framework for Action to Ensure Basic Learning Needs in the Arab States in the years 2000-2010*" (Sidhom and Al-Fustat, 2004, pp. 13-14).[87] In part, this Framework (Arab Countries Declaration, 2000, p. 48) states: "[T]he major problem in most of Arab States is how to make a good use of available resources, human as well as financial. … Reports on expenditure show problems in terms of planning and budgeting. Education management information systems (EMIS) are lacking in general. Problems of centralization versus decentralization are still debated." It also identifies as one of seven objectives: "7) improving educational governance and management, which entails improving decision-making processes, accountability systems, building capacities, and extending and strengthening partnerships in planning, implementation, monitoring and evaluation" (p. 51). And as one of its "five orientations for implementation constitute the approaches to be adopted at the national level towards reaching the determined objectives, " it lists "Orientation 1: Promote partnerships, which includes the following mechanisms: [a)] organizing the support provided by regional and international organizations, and by bilateral and multilateral cooperation in a concerted manner and orienting it according to national priorities [and b)] greater participation of civil society in designing, implementing and monitoring basic education programmes, and allowing for the participation of the private sector, NGOs, local communities and religious foundations, in the achievement of EFA goals" (p. 52).

The Arab States Forum was, in fact, one of several regional meetings organized in preparation for the March 2000 Education for All conference in Dakar, Sengal. The Egyptian governments and others participating at this conference expressed the following as part of their Declaration: "Successful education programmes require: … (7) participatory governance and management; and (8) respect for and engagement with local communities and cultures. … "The experience of the past decade has underscored the need for better governance of education systems in terms of efficiency, accountability, transparency and flexibility so that they can respond more effectively to the diverse and continuously changing needs of learners. Reform of educational management is urgently needed — to move from highly centralized, standardized and command-driven forms of management to more decentralized and participatory decision-making, implementation and monitoring at lower levels of accountability. These processes must be buttressed by a management information system that benefits from both new technologies and community participation to produce timely, relevant and accurate information" (*Dakar Framework for Action*, April 2000, pp. 17-19). In addition, among other things, the participating countries pledged to:

- define administrative structures that consider the individual school as the basic unit, with managerial autonomy, progressively generating mechanisms for citizen participation and establishing levels of responsibility for each actor in the management process, in the control of results and in accountability; …
- develop systems for the collection of information, data analysis, research and innovations as tools to improve policy decision-making (*Dakar Framework for Action*, April 2000, pp. 40-41)

Another relevant development during this period is the creation of the Education for All—"Fast Track Initiative," which involves a "global partnership" between developing countries and

[87] Another important international commitment ratified by Egypt was the "United Nations Millennium Declaration," which identified "eight Millennium Development Goals – which range from halving extreme poverty to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint agreed to by all the world's countries and all the world's leading development institutions" (UN 2000). However, the Declaration does not go into details, and thus does not explicitly reference issues of management and governance in education.

30 bilateral and multilateral donor agencies "to accelerate progress toward the goal of universal completion of quality primary education by 2015." The FTI partnership was developed out of the World EFA Conference in 1990 (Jomtien, Thailand), the World Education Forum in 2000 (Dakar, Senegal), and the Millennium Declaration event in September, 2000 (New York, USA) as well as the Monterrey Consensus of 2002 and the Declarations on Hamonization and Aid Effectiveness in 2003 (Rome, Italy) and 2005 (Paris France) (FTI, 2007).

In this context, however, the United Nations Development Programme and the Institute of National Planning (2000) in its Human Development Report for Egypt concluded that the "Egyptian education system is highly centralized at both the Ministry of Education … which impedes initiatives, and also works against the efficient use of resources" (p. 5). The report also notes that "participation is deliberately limited" (p. 52) and that "democracy is interpreted in a technocratic way that is translated into a large number of consultative and technical councils, the members of which are mainly experts who are appointed by the MOE or the Minister himself. This … limits popular participation, reduces the effectiveness of representative bodies (like parents' councils and student unions), weakens local administration, and strengthens the central administration of the education system" (UNDP, 2000, p. 57).[88] This analysis does not seem to give much significance to the activities promoted as part of the UNICEF Community School Program, the MOE's One Classroom School Project, USAID's Girls Education grant, or the World Bank loan-funded Education Enhancement Project (see discussion above). It is also possible that the authors of this report would not be completely satisfied with subsequent developments that were organized through two other USAID-funded initiatives, the New Schools Program and the Alexandria Reform Pilot Project, which were launched in 2000 and 2001, respectively.

The New Schools Program (NSP) (originally 2000-2004, then extended to 2008), funded by USAID/Egypt "is a joint effort led by the prime contractor, CARE [Cooperative for Assistance and Relief Everywhere, International-Egypt], in collaboration with the following sub-contractors: Education Development Center (focusing on primary school reform), World Education (community mobilization of parents), EHAF Consulting Engineers (building design and construction supervision), and the Salama Moussa Foundation (training)" (Aguirre International, 2003, p. viii). The goals of the NSP – which operates in rural communities in the Upper Egypt governorates of Bani-Suef, Fayoum, and Minia – were to: a) expand access to education for girls, b) improve teaching and learning, and c) increase community participation in girls' education. According to the report of an evaluation conducted in 2002, the program implements a process that mobilizes parent and broader community participation in the planning and running of schools: "The carefully designed process begins with the selection of communities, meeting the criteria of out-of-school girls ... This is followed by application of an intensive community development model via numerous village meetings leading to the formation of Community Education Teams [CET, which] led the community through the difficult and lengthy process of obtaining land, forming task forces and supervising construction. ... With the new school nearing completion, Parent Teacher Councils (PTCs) are elected in large, enthusiastic community gatherings.[89] ... The over 350 "facilitators" in these schools are local young women,

[88] UNDP and INP (2000, p. 52) states that one of the conditions of an efficient is "democracy in managing the education system," which is built on two pillars: "decentralization and participation … Decentralization provides better opportunities to identify the real educational needs and preferences of local communities, maintain education facilities, and monitor the education process. Participation creates a commitment to the success of the education process especially when it includes all the partners of this process. Moreover, participation provides greater opportunity to identify, mobilize, and use education resources (effective as well as potential) more efficiently."

[89] "Parent Teacher Councils are legislated by Egyptian law and regulations, but the team was unable to find examples of functioning PTCs in any of the other MOE schools visited, nor did any educational official, principal or teacher indicate to the team that they functioned in other settings. The "revival" of the PTCs is another of the successes of the NSP, to the extent that neighboring schools and communities are attempting to revive them, with the support of

generally with secondary diplomas, who have been trained by the NSP ... The close links to their community base appears to be a major factor in the success" (Aguirre International, 2003, p. ix). An evaluation of NSP conducted in 2006 draws similar conclusions, while mentioning some of the challenges faced in initiating and sustaining the work of the project:

> The NSP was initially resented by most communities. Rumours regarding the real purpose of the project as well as cultural barriers to girls' education resulted in NSP boycott. … As trusted members of the community, CET and the [school community] co-ordinators changed the communities' perception of the project and girls' education.[90] … CET members are willing to take part in future community development projects. Moreover, there was evidence that these were genuine PTC elections. A large number of parents participated, contrary to what used to take place. A sense of ownership by parents has been developed. However, the sustainability and rate of participation is questionable. The board of trustees (the new electoral system) might constitute a set back for the community participation. (MIC, 2006, p. 8)

In December 2001, the Ministry of Education, the Governorate of Alexandria, the Alexandria Development Center (an NGO), and USAID/Egypt "signed a memorandum of agreement for implementing a pilot program aiming at improving the quality of education in Alexandria schools based on a decentralized model" (El Baradei and El Baradei, 2004, p. 61). Importantly, the Alexandria Reform Pilot Project was organized differently from "most USAID projects. Usually, a USAID-commissioned team [of Americans] develops a carefully tailored project design based on analysis from an education sector assessment … and the level of substantial involvement of the host Ministry of Education varies. [Then], a USAID budget item is established, a competition conducted and a technical assistance team contracted before operations begin. … This effort, however, was completely different … beginning in March 2001, with the public signing by senior public and private sector officials of an "agreement of intent" to conduct a pilot education reform. ... The concept paper identifying the content was developed [by a team in Alexandria, with technical assistance from one consultant] after the public commitment of the Minister of Education, the Governor of Alexandria, the USAID Egypt Mission Director and the Chairman of the Alexandria Development Center to undertake the reform effort … [As a result,] the … pilot program that is … completely owned by the Governor and the Ministry of Education in Alexandria. The assistance role of USAID is gratefully acknowledged by Egyptian leaders but the reform effort is perceived as coming from inside and not imposed from the outside" (USAID/Egypt, 2002, pp. 1-2).[91]

According to the Concept Paper for the program, "three major approaches … would be pursued to improve the quality of education in the 30 pilot schools: first, to give encouragement, support and a mechanism to community members to become more involved in the management of the pilot schools; second, to transfer more responsibility and authority for school management to the school administrators; and, third, to improve the instruction delivered by teachers in the classrooms" (USAID/Egypt, 2002, p. 2). With

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social workers, principals, supervisors and others who have participated in the many NSP community development workshops" (Agirre International, 2003, p. 35).

[90] Interestingly, the report clarifies that "Behavioural change towards girls' education was evident, as parents became keen to send their girls to NSP schools. [However,] for the community to accept the concept of girls' education, the NSP had to change the girls only schools condition, and NSP schools have accepted a limited number of boys" (MIC, 2006, p. 8).

[91] The team evaluating the project in 2005 noted that "USAID put together a 3-person assistance team comprising one consultant, an assistant and led by the USAID Cognizant Technical Officer from the Education and Training Office. … While modest in personnel and budget [less than $4 million], USAID targeted strategic areas for support—timely technical guidance and training—that allowed Alexandria to articulate its approach to education reform and to take management and financial responsibility for implementation" (Tietjens et al., 2005, p. xi).

respect to promoting community members' involvement, "the most significant accomplishment in this area is the development of a new charter for the Boards of Trustees, ["upgrading" the then existing Parent Teacher Councils, and thus,] … firmly establish[ing] the principle that the community has a substantial role to play in monitoring the management of their schools and raising additional funds for their schools" (USAID/Egypt, Alex Status Report, 2002, p. 3). In regard to decentralizing decision-making authority, it is reported that in 2001, the national Minister of Education "authorized the Governorate [of Alexandria] to 'undertake any action necessary to implement the pilot project.' [Moreover,] schools were authorized to (i) undertake independent decisions and actions to improve the school and student learning (ii) effect or stop the transfer of teachers, and (iii) generate revenue and raise funds." (Tietjens et al., 2005, p. iv; see also El Baradei and El Baradei, 2004, p. 62).[92] Additionally, in addition to some progress in promoting teachers' use of student-centered, active-learning pedagogies, because of the project "school administrators have embraced and mastered many of the new responsibilities. … [and] every school has developed a school vision, mission and school improvement plan, which sets out the improvement program for the coming year, the resource requirements, assigns responsibilities and schedules implementation" (Tietjens et al., 2005, p. v). The team evaluating the program in 2005 does not confirm improvements in student learning outcomes, but concludes that:

> The project has demonstrated that modest—though ground-breaking—policy changes can carve out the space in which school improvements can occur. The pilot project shows that change can be made to happen immediately at the school, and—what's more—can be led and implemented by local stakeholders. Moreover, it accomplished this at a relatively low-cost. Despite its success, the Alexandria Education Reform Project must make the transition from pilot to governorate-wide standard operations. (Tietjens et al., 2005, p. xiv)

As the Alexandria Reform Pilot Project was being initiated, during 2001-2002,[93] a number of assessments of Egypt's education system were being conducted. For example, Egypt's National Center for Education Research and Development (NCERD, 2001, pp. 6-7) observes that Egyptian education policy is based on the following principles: a) "specifying the educational policy within a democratic framework," b) "diversifying resources of education finance and offering sufficient opportunities for the private sector and non-governmental organizations to participate in financing education," and c) "benefiting from the current universal experiences within a framework of international co-operation to reform and develop education."

Additionally, the World Bank (2002, p. ii) reported on its Sector Review, noting that "[w]hile Egypt has embarked on an ambitious and comprehensive education reform program, it faces numerous challenges to attain its educational goals." With respect to policy and program recommendations, the World Bank (2002, pp. 47-48) report mentions the following in relation to challenge of strengthening management: "Two challenges to improve management were identified-decentralize decision making and improve quality and use of information. … [T]o address these challenges for basic and secondary schools: (a) devolve decision-making to the school, with participation of key stakeholders; (b) raise the visibility of management information policy; and (c) institute the regular assessment of student achievement and teaching practices.

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[92] Tietjens et al. (2005, p. iv) elaborate that "although a law (#43) permitting *decentralization of authority to local government had been passed in 1979*, it has never been operationally effected in Alexandria (or elsewhere) as it applied to education. … [The 2001 MOE decree clarified that Alexandria even take actions] that directly contravened standard MOE policies and procedures. This was the first time such a delegation had occurred."

[93] One should also note that toward the end of this period the German government was in the process of commissioning an education sector assessment in Egypt, the report for which was published in 2004 (El Baradei and El Baradei, 2004).

… Some reforms aimed at decentralizing management and involving local stakeholders have been initiated, but substantial work remains to be done. For meaningful reform to take place, it is important to solicit the full participation of MOE local offices, the various implementing agencies, and the local community. The current, rather rigid central planning process requires those at the regional and local levels to follow a strict framework, thereby doing little to encourage creativity and innovation."

Another assessment, the *Arab Human Development Report* (UNDP, 2002), although it did not focus much on Egypt as an individual country, stimulated considerable debate among educators and other stakeholders in Egypt (El Baradei and El Baradei, 2004).[94] The Report concludes that the "assessment of the state of education using such indicators as enrolment and illiteracy rates and per capita expenditure reveals tangible achievements but also significant areas for further progress in the Arab countries as a whole. In addition, [there is] a mismatch between educational output on the one hand and labour-market and development needs on the other could lead to Arab countries' isolation from global knowledge, information and technology … To address these and other quality issues, a radical vision of education reform is put forward" (UNDP, 2002, p. 51), including the following among ten principles listed:

- Without denigrating higher values and established creeds, intellectual and cultural heritage should not be immune to criticism and change in the face of scientific evidence.
- Dialogue should be valued as an indispensable process, one that is as likely to end in agreement as in creative disagreement …
- The objectives of the education process should be derived from the global vision of twenty-first-century education. Education should integrate the Arab people into the age in which they live, an age governed by the exactness of science--its causality, rigour and method.
- Education should help the young to cope with a future of uncertainty, acquire flexibility in the face of uncertainty and contribute to shaping the future. (UNDP, 2002, p. 55)

The Report also promotes a program that goes "beyond government action to strong partnerships between states, the private sector, and civil society" (p. 57) and that " calls for decentralized administration, the empowerment of local management, greater educational freedom for management, … continual updating of management's knowledge of new trends in education, [and] … methods that enhance the spirit of solidarity and teamwork [and] consolidate the concepts of democracy and citizenship" (UNDP, 2002, p. 59).

UNDP also undertook another assessment during this period (though published in 2003) that focused more specifically on Egypt. As part of the its annual *Egypt Human Development Report*, UNDP and the Institute of National Planning in Cairo argue that the "concept of human development makes people the center and focus of development. Developing human capabilities aims at amplifying their choices and deepening their participation in decision-making. Local participation is as important as community work where an administration cares about people's needs and problems within the planning process. ... A plan cannot succeed unless it reflects and achieves people's interests and needs. This kind of success makes people willingly participate in preparation and implementation" (UNDP, 2003, pp. 86-87). The report also later discusses the factors that determine the "success and effectiveness of the political objectives," including the "degree of centralization and decentralization practiced by the state. It

[94] As El Baradei and El Baradei (2004, p. 8) recount, one MOE official commented that "despite the many faults" of the *Arab Human Development Report*, "it led to increased awareness with the issues raised, and contributed to a general awakening (El Bilawy, 2004). Similarly, according to the Ex-Minister of Youth …, Dr. Aly El Din Hilal, the importance of the report emanates from its use by foreign countries to pressure Egypt to reform its education and knowledge production and dissemination infrastructure. Although the education reform process has started in Egypt since the nineties, … [the report] gave the supporters of the education reform process a greater momentum (Hilal, 2004)."

is worth remembering that the system applied in Egypt is one of local administration and not local governance. An "administration system" refers to a method of administrative decentralization; a "governance" system denotes a political decentralization system. The first relates to a decentralized system of execution while the second is linked to the state political system based on the nation's constitution, whereby autonomy and rights are distributed between the state and the units that compose it, and which possess judiciary, legislative, and executive authority as determined in the constitution" (UNDP, 2003, p. 87)

Additionally, during 2001-2002, USAID/Egypt contracted with a US consultancy firm, Aguirre International, to conduct an assessment of the Egyptian education system to inform its planning for what eventually became the Education Reform Program (2004-2009; see later discussion).[95] The "Strategy Proposal" produced through this assessment remarks that the "inflexible, hierarchical educational systems make it nearly impossible to respond to the rapidly changing needs of a modern society" (Aguirre International, 2002, p. ii), elaborating:

> Administration and supervision of MOE schools is hierarchical. Administrative levels consist of the central level, the governorate (*muddiriya*), the district (*idarra*), regions within the *idarra* and the school. The budget is administered centrally, with allocations to each *muddiriya.* The Governor can authorize modification within budget chapters such as chapter 2, which includes materials, supplies, utilities, etc. However, only 4.0 percent of the *muddiriya* education budget is for recurrent costs and the remaining 96 percent is for salaries, thus leaving little flexibility for the *muddiriya* to reallocate among budget items. At present very few decisions are made at the school level. The school receives no budget other than a small allotment for maintenance and a portion of the children's school fees. Principals have no say in what teachers are assigned to their schools; teachers are assigned to schools at the *idarra* level, based on budget allocations from the central MOE to the governorate. (Aguirre International, 2002, p. 13)[96]

With respect to community participation, the authors of the "Strategy Proposal" observe:

> Many of the constraints to improving education in Egypt must be solved at the local level with genuine participation of all stakeholders[, including] … non-governmental organizations (NGOs), communities, and parents ... While encouraging progress has been made in mobilizing communities to become more involved in education, the challenge remains on how to dispel perceptions that greater parental and community involvement only means increasing financial demands on communities. ... High turnout of parents at general assemblies for PTC (and BOTs in the Alexandria Reform Pilot schools) elections reflects …

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[95] At about the same time, USAID/Washington staff were working on an issue paper, "Strengthening Basic Education through Institutional Reform," which highlighted "two closely related areas of reform with the potential to improve educational performance: 1) institutional reforms that place greater control over schools in the hands of local communities and parents, and 2) the adoption of mechanisms that produce and disseminate more and better information on the performance of schools and school systems" (USAID, 2002, p. 4). The paper states that, like other international donors, USAID has "embraced decentralization to the school level as a major component of their strategies in educational development" (p. 7) in an effort to reduce petty and other forms of "corruption." USAID (2002, p. 14) cites the World Bank publication by Burki et al. (1998) in concluding that providing "more and better information—along with institutional reforms that place greater power in the hands of parents and local communities—can promote increased accountability for educational results on the part of teachers, principals, and other elements of the educational system."

[96] The "Strategy Proposal" reports that "the Government is committed to making changes, but … [c]hange is slowed by senior level positions being filled primarily on the basis of seniority and conformity. New ideas are therefore difficult to implement and will require a massive infusion of resources and 'political will'" (Aguirre International, 2002, Section IV, p. 1).

> communities' willingness to be involved in school governance and shared decision-making. … [However,] more work is required to ensure [parent teacher councils and boards of trustees] are fully involved in school policy, governance and management. (Aguirre International, 2002, Section IV, pp. 6-7)

In addition to the above-mentioned assessments, during this period the Ministry of Education was collecting and analyzing data to produce in, February 2003, a *National Plan for Education for All (2002/2003-2015/2016)*, which "was prepared … in accordance with the model proposed by UNESCO Regional Office in Asia and the Pacific. The plan adopts the goal of 'education for all' and translates it into 24 programs … with a total cost of more than 117 billion Egyptian pounds for the time period involved, 15 years" (El Baradei and El Baradei, 20004, pp. 23-24). This plan was produced through the work of the MOE-organized High Level Committee Studying Education and Development Issues, with one of its subcommittees being focused on "decentralization and community participation." The following are the main principles identified by this committee and built into the plan:

1. the MOE is the national entity responsible for reforming and developing education.
2. [the MOE's] … role [includes] … protecting national identity, social peace, national security, implementing the constitution and the law without pressures from the local communities, achieving equity and developing feelings of national identity and national integrity
3. the need for expanding decentralization through delegating authority to a more efficient party, or at least of the same level of efficiency
4. distributing responsibilities gradually between the central level, the governorate and local administration level and school level,
5. expanding the implementation of successful cases of decentralization, like the Alexandria project, the board of trustees, and the education committees in villages,
6. building institutional capacities at the local level to guarantee that the transfer or delegation of authority will be to a more efficient party,
7. developing and training local leaders to enable them to carry out their role in providing educational services. (MOE, 2003; quoted in El Baradei and El Baradei, 2004, pp. 14-15)

And in the context of all of these external assessments, Egypt's governing National Democratic Party issued in September 2002 a major statement on "Education Reform Policy." This statement was framed in relation to three pillars: 1) broadening the base of community participation,[97] 2) achieving total quality in education, and 3) completing the knowledge infrastructure. Here we will discuss the Party's ideas on the first pillar, which "covers two basic goals: a) a direction towards decentralization [of education management] and b) an effective role for the civil society and the private sector in education" (NDP, 2002, p. 9). The Party's policy statement explains:

> Decentralization will allow the responsible ministries the opportunity and time for strategic planning, supervision, and inspection of service providers rather than the indulgence in solving daily problems. Ministries will have the opportunity to lay out evaluation standards on the basis of management or the final outcome of the educational process, and to allocate budgets on the basis of new criteria in which competition among governorates is an effective factor. The objective of the gradual direction towards decentralization is better management and higher

[97] It is interesting to note that the Party's enthusiasm for citizen involvement was not limited to the education sector: "The NDP crystallized an integrated vision on citizenship and democracy … in the … congress in September, 2003 to support the march of political, cultural and institutional reform through reviving the citizenship concepts and rebuilt the relationship between the citizen and the state while providing effective justice, modernizing cultural structure and activating the role of civil society institutions in the reform march" (NDP, 2007, p. 2).

> efficiency, ... This direction also enables the realization of the philosophy that the school is the main cell of the educational process and that it should perform its duties and carry out its responsibilities. This direction will enable a larger base of participation through the development of the abilities of municipal leadership. The participation of the local community will bring to reality the concept of direct benefit, arising from participation. (NDP, 2002, p. 11)

At the same time the Party states that the "program that started in Alexandria governorate should serve as an example within the following principles: direction towards decentralization should be within the framework of the general policy of the State; gradual implementation and experimentation prior to generalization, and proper selection of those participating in management and supervision; this direction does not mean the canceling of the role of the central Ministry, which is nationally responsible for the development of education and its resources.[98] … The [P]arty believes that decentralization and community participation can be expanded through two concepts: delegation of authority to those who are more efficient or at least equally efficient and taking the degree of political, economic, social and cultural growth of the local community into consideration" (NDP, 2002, pp. 13-14). And with respect to promoting "a greater role of civil society and private sector ... in reforming education at the school level, the policy statement emphasizes, the NDP (2002, pp.17-18) says: "We believe that the participation of the society requires increase effectiveness of NGO's, with all what is around that from the government side and the NGO side. … Public private partnership is becoming a necessity. NDP believes in the social responsibility of private sector and value its participation in education. Education may be the right field for developing this partnership. The private sector is invited to participate in establishing centers of excellence, and invest in establishing new schools. … We invite the civil community, families and individuals to participate more effectively in, governorate councils and district and school boards."

In his speech to the closing session of the 2002 National Democratic Party Conference, at which this education policy statement was presented and adopted, President Mubarak stated: "With regard to education at the school …, we have … emphasized … the principle of total quality within a new framework that would allow greater participation by the private sector in this vital field. This entails drawing up and implementing clear national standards to measure educational quality" (Mubarak, 2002; printed in MOE, 2003, p. 2). In its efforts to decentralize authority administratively and to increase parents' and community members' participation in educational decision-making, but at the same time preserve nationally agreed upon notions education quality, the Egyptian government (MOE) October 2002 constituted "the Higher Committee for Setting the National Standards of Education in Egypt" (El Baradei and El Baradei, 2004, p. 22).[99] According to the introduction of the two-volume "General Framework" document, which was produced by this committee, with the involvement of others, this standards development project:

> is proceeding on a logical course inspired by the education policy, which the President announced in 1992, the objective of which was to achieve 'education for all.' … Having succeeded in achieving this objective, namely 'education for all,' according to internationally approved quantitative indicators, the state is now inspired by the President's vision which is represented in his call for a *qualitative change* in education by directing it towards education for excellence and

[98] The Policy Statement elaborates: "The party is of the view that the central Ministry should keep the responsibility of maintaining the national fabric, emphasizing national identity, ensuring social peace and national security and applying principles of the law and the constitution especially in what concerns equal opportunity and equality of distribution" (NDP, 2002, p. 13).

[99] It is important to indicate, as noted in the "Introduction" to the Standards document that a "number of international organizations contributed to the support of this project, including UNICEF, which sponsored three intensive retreats, as well as [USAID's Project] IELP-II, which allowed for meetings with international experts" (MOE, 2003, p. 8).

> *excellence for all*. … In pursuance to the effort aimed at achieving quality education, the Ministry presents this work in the form of a document on National Standards of Education in Egypt from a comparative international perspective. This document contains standards and performance indicators in the following five [areas]: the effective school, the educator, educational management excellence, community participation, the curriculum and learning outcomes. (MOE, 2003, p. 4)

Here we will excerpt key passages related to two of the five areas, educational management excellence and community participation, as these address most directly Egypt's official aspirations with respect to the management and governance of schooling.

The Standards document states that a major objective of the standards for educational management excellence is to "[c]onsolidate the concepts of transparency, accountability, competition and *decentralization*[100] in the educational institutions to deepen the feeling of belonging among its members" (MOE, 2003, p. 92). Thus, Standard 1 in the second domain, "Participation," reads: "Commitment to *participatory principles* to promote team work and widen the scope of *dialogue, debate, and exchange of information* and ideas" (MOE, 2003, p. 103). Under Standard 3: "Community Participation" of this domain, the following indicators are used to illustrate what leaders at different levels of the system would be expected to do:

- *High Level Leadership*: Includes the various community forces in educational planning, in drawing-up policies and in evaluating results [and] … Recognizes the cultural trends and values opposing community participation in education and develops necessary plans to overcome such opposition.
- *Middle Level Leadership*: Utilizes the positive elements of community culture[101] to realize the vision of the educational institution; Enlarges the role of parents and teachers associations and boards of trustees for the development of education; … [and Includes] the various community forces in educational planning and financing …
- *Implementation Level Leadership*: Generates participation between the local community and the school; Strengthens the relationship between the school and enlightened groups among local community; … Activates the role of parents and teachers associations and boards of trustees and education committees to realize community participation; … [and] Makes use of the resources and capabilities of the local community in realizing the school's objectives." (MOE, 2003, pp. 105-107)

In the "Community Participation" area of the Standards the following domains and standards can be highlighted as most relevant to issues of governance and management:

- First Domain: Partnership with Families
  Standard 1: Encourage participation of parents in educational decision-making, and their effective involvement in drawing up a future vision for the school and in the implementation of various programs. …
- Second Domain: Serving the Community
  Standard 1: Determine the needs of the community through school studies as well as formulating plans for community participation and evaluating them. …
- Third Domain: Mobilizing the Resources of the Local Community …
  Standard 2: Obtain material assistance for educational institutions and schools from the local community, companies, and business community.

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[100] Note that this is one of the only explicit references to decentralization in the Standards document, though, importantly, the indicators for each standard related to each domain are categorized by the level of the leader: high, middle, and implementation level leaders.

[101] Note how the Standards document seems to be informed by concerns about inappropriate influence of fundamentalist Islamic groups, with respect to the reference here to "*positive* elements of community culture" and in terms of a subsequent reference to "*enlightened* groups among local community."

- Fourth Domain: Voluntary Work: …
  Standard 3: Provide the mechanisms to organize voluntary work for parents and citizens to support the educational and social activities in the school. (MOE, Standards, 2003, pp. 132-33)

That the MOE was engaged in a process of "setting national standards for quality education" was one of the reasons that the *UNESCO's 2003 Report on Educational Reform in Egypt* praised the great achievements of the [Government of Egypt] at the pre-university level education" (El Baradei and El Baradei, 2004, p. 23). However, having a national set of standards does not immediately translate into school systems, school personnel, and community members living up to those standards. For example, based on school-based research in Alexandria between September 2002 and May 2003, Naguib (2006, p. 60) observes in relation to decentralized governance and management: "Even though school directors hold substantial power in their schools, they are subject to continuous monitoring and supervision from the outside; their work is regulated by ministerial orders pertaining to minute detail of their work ... Yet instructions are often full of contradictions and discrepancies, leaving school directors unsure of how to implement them." Noting that school directors "alternate between the role of master and slave," Naguib (2006, pp. 62-63) argues that "directors reproduce the logic of authoritarianism that permeates sociopolitical life in Egypt."

Still the adoption and publication of as well as – over time – the awareness raising regarding the National Standards represents a major step in reforming the management and governance of Egypt's educational system. In the same year a Ministerial Decree (No. 262, 4 November 2003) was issued. This decree, which was based on the 2001 protocol focusing only on the Governorate of Alexandria "delegate[d] authority to the school level by determining the responsibilities of school management and educational administration in [all] governorates" (UNESCO, 2006, p. 14). In addition, the decree established "three new units within schools; responsible for total quality, productive activities, and training and evaluation. This indicates that schools would be expected to play a greater role in self assessment, determination of training needs, deciding on productive activities, and self improvement needs … Moreover, [t]he administrative system in the governorates has been reinforced by appointing an undersecretary in charge of education in each governorate"( UNESCO,2003, pp. 15-16).

**Conclusion**

The above historical overview demonstrates that issues of reforming governance and management of education have been on the agenda for a long time. Proposals – and efforts to implement them – for centralizing or decentralizing the organization structure, increasing or decreasing the level of community participation, and engaging in planning and monitoring and evaluation activities date back before Mubarak became president and even before the 1952 Revolution.

The rhetoric and actions described in this chapter provide a useful context for understanding ERP-supported reforms in educational governance and management. In deed, it is in 2003, when USAID/Egypt requested applications for proposals from the EQUIP1 and EQUIP2 consortia led by the American Institutes for Research (AIR) and the Academy for Educational Development (AED). Subsequent chapters present USAID/Egypt's initial ideas; the EQUIP consortia's proposals, plans, and activities; and the views of key education system personnel and community members regarding the degree of change that occurred and the reasons for their being more or less change.

## Section II:

## Supporting Management and Organizational Reform

# Chapter 3

## MANAGEMENT AND ORGANIZATIONAL STRUCTURE

***Mark Ginsburg and Nagwa Megahed***

This chapter chronicles the following ERP-supported initiatives to reform management and organizational structure in of the educational system in Egypt: a) institutionalizing decentralization, b) linking governmental units, and c) organizational restructuring.

### Institutionalizing Decentralization

The commissioned"Strategy Proposal," which informed USAID/Egypt's plans for the Education Reform Program (ERP), concluded that Egypt's "inflexible, hierarchical educational systems make it nearly impossible to respond to the rapidly changing needs of a modern society" (Aguirre International, 2003, p. ii). Based on their document review and interviews, the authors state:

> Administration and supervision of MOE schools is hierarchical. Administrative levels consist of the central level, the governorate (*muddiriya*), the district (*idara*), regions within the *idara* and the school. The budget is administered centrally, with allocations to each *muddiriya.* The Governor can authorize modification within budget chapters such as chapter 2, which includes materials, supplies, utilities, etc. However, only 4.0 percent of the *muddiriya* education budget is for recurrent costs and the remaining 96 percent is for salaries, thus leaving little flexibility for the *muddiriya* to reallocate among budget items. At present very few decisions are made at the school level. The school receives no budget other than a small allotment for maintenance and a portion of the children's school fees. Principals have no say in what teachers are assigned to their schools; teachers are assigned to schools at the *idara* level, based on budget allocations from the central MOE to the governorate. (Aguirre International, 2002, p. 13)[102]

In it request for applications for ERP, USAID/Egypt highlighted problems of limited community involvement and highly centralized decision-making structure: "The education system in Egypt is highly *centralized*. Schools *management* lacks decision-making authority and adequate resources. Most important personnel and financial decisions are made by the Ministries of Local Administration and Finance and not necessarily reflecting the Ministry of Education needs (USAID/Egypt, 2003a, p. 4; USAID/Egypt, 2003b, p. 8). Thus, USAID/Egypt identified the following among the sub-intermediate results to be achieved by ERP:[103]

> I.R.2.1: *Policymaking authority is decentralized and funding diversified.* At the school level, the Recipient shall be responsible for increased use of available authority for making decisions … [and shall collaborate] with private sector leadership … [to help] school staff and teachers learn to accept and exercise such authority. … [Furthermore,] the Activity shall result in some transfer of responsibility for

[102] The "Strategy Proposal" reports that "the Government is committed to making changes, but … [c]hange is slowed by senior level positions being filled primarily on the basis of seniority and conformity. New ideas are therefore difficult to implement and will require a massive infusion of resources and 'political will'" (Aguirre International, 2002, Section IV, p. 1).

[103] That the business community, parents, and civil society as well as the local government officials were perceived as key to ERP-supported reform initiatives can be seen by the fact that the strategy was framed as "capitaliz[ing] on the readiness of Egyptians—particularly the business community and families of students to support change in the education system" by selecting "governorates where there is already demonstrated commitment to reforms" (USAID/Egypt, 2003a, p. 8; USAID/Egypt, 2003b, p. 12).

and creation of opportunity to diversify sources of funding to lower-level administrators, including *idaras* and schools, within the participating governorates. (USAID/Egypt, 2003a, p. 18)

To achieve these results USAID/Egypt projected that both EQUIP1 and EQUIP2 components of ERP would play a key role in an integrated manner.[104] On the EQUIP1 side, the work would be organized (initially) as part of the Community and Schools (CAS) activity, while the Decentralized Governance and Management (DGM) activity would focus efforts under EQUIP2. According to USAID/Egypt's request for applications:

- The overall objective of the *Classrooms and Schools* (CAS) Activity is to improve the quality of instruction and learning environments in the formal school system ... In each of the … governorates selected for the immediate program's focus …, the Recipient shall work with the governor, *mudiriyya*, communities, and private sector to select an *idara* … [and a] "Family of Schools" to improve the management of resources at every level of the system. The Recipient shall assist in the transfer of authority to lower-level administrators, including *idaras* and schools, within the participating governorates. (USAID/Egypt, 2003a, p. 15)

- The overall objective of the *Decentralized Governance and Management* (DGM) Activity is to help the Ministry of Education (MOE), … [in] reform efforts through policy level interventions ... [T]he Activity shall support the formalization of a networking entity consisting of all … governors involved in the education reform program[:] ... A Governors' Education Reform Network (GERN) ... [Also,] DGM shall [assist this network] in making decisions and supporting decentralized reform actions from the education *mudiriyyas.* ... (USAID/Egypt, 2003b, p. 21).

In its ERP proposal, the EQUIP2 consortium reiterates the basic description of the DGM activity and its expected results, noting that the "DGM activity will strengthen decentralization policies, [management] procedures, and systems at the regional and district levels" (AED et al., 2004a, p. 6). And as part of its strategy for ERP, the EQUIP2 consortium lists the following as key tasks: a) "conduct management and technical training at all levels to implement a decentralized system"[105] and "establish management systems in identified priority functional areas (finance, training, personnel, curriculum" (AED et al., 2004a, p. 13).

EQUIP2/ERP's (2004a, p. 1) proposal acknowledges that "a precursor to the ERP is the Alexandria Reform Pilot ... To expand this reform effort to additional governorates, [a] MOI was signed between the governments of Egypt and the United States, May 13, 2003. Subsequent to this MOI, in October 2003, the Minister of Education issued a Delegation of Authority Decree to six additional governorates, Aswan, Bani Suef, Cairo, Fayoum, Minya, and Qena. In the decree the Minister authorizes each Governor to '… take All decisions needed for the implementation of the Education Reform Program interventions in the governorate …' Resulting from these agreements, the Education Reform Program will be piloted in seven governorates (including Alexandria) over the next five years with the expectation that successful models will be replicated nation-wide."[106] One of the main interventions the EQUIP2/ERP (2004, p. 28)

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[104] With regard to integration of EQUIP1 and EQUIP2 efforts, USAID/Egypt (2003a, p. 16; see similar statement in 2003 b, p. 21) explained that CAS shall be "the education reform implementer in the governorates," while DGM shall address reform support through policy issues on the governorate level and taking up policy dialogues to the MOE, … and other GOE levels, as necessary."

[105] The EQUIP2 consortium elaborates that the DGM activity would "provide support and professional development to governorate level and MOE officials in leadership and management … [and] work with the CAS Activity to create links and synergies between the training of principals and school administrative staff and the professional support for governorate level and MOE central staff" (AED et al., 2004a, p. 21).

[106] EQUIP2/ERP's (2004a, p. 22) also mentions that it "fully understands that change will *not* become fully institutionalized in the *short period* of ERP's existence. Indeed many of the changes promoted by ERP may take a

proposed to undertake through its division of Decentralized Governance and Management (DGM) was "to review the use of the Ministerial decree on decentralization of MOE authorities by each governorate and to map the legal environment which assists or impedes education reform," which would involve a) "an analysis of … governorate decisions made under the decree's authority;" b) "a listing, location and priorities of legal and policy impacts on the delivery of education;" and c) "preliminary ideas for a new regulatory approach which supports ERP."

While the cooperative agreement between USAID/Egypt and the two EQUIPs was not finalized until the end of June 2004, some EQUIP2 staff were hired and began working as early as April. Thus, EQUIP2/ERP's (2004b, pp. 3-4) first quarterly report noted that during April-June 2004, "work was on hold pending signed agreement," but mentioned that the following elements would be addressed through ERP's interventions:

- *Policy*: Operational policies to implement a decentralized system and facilitate active engagement of the private sector and public. …
- *Decentralized Governance and Management*: The DGM activity will effect decentralization policies, procedures, and systems at the regional and district levels, and strengthen the capacity of civil society for active involvement and support of quality education.

Soon after ERP was officially launched on 30 June 2004, DGM/ERP staff were asked by the Minister of Education and the First Undersecretary to develop "a concept paper and draft plan for decentralization," which after being reviewed by USAID/Egypt was submitted to the "First Undersecretary, who subsequently used it to prepare a position paper for the Minister" (EQUIP2/ERP, 2004c, p. 15).

Then, during the first quarter of 2005, ERP/DGM staff organized two workshops around presentations made by two international experts. The first was a one-day overview workshop on "International Best Practices in Decentralization," attended by ERP and USAID staff, while the second was a three-day workshop on "International Experiences in Education Reform under Decentralization," attended by national and governorate/local officials of MOE, MOF, MOHE, MOLA, CAOA. During the second workshop participants developed locally focused decentralization action plans (ERP, 2005a, pp. 13-14). According to the outline for the three-day event, the workshop's main topics (and activities) included:

- *Linking Decentralization and School Quality* (identifying quality indicator at different levels of the education system, creating a Common Vision for Education, preparing a common vision statement for the level of education you represent, comparing vision statements across groups)

generation or more to become fully and firmly rooted. Recognizing this challenge, [ERP] will leave its stakeholders with robust, financially viable, self-sustaining mechanisms and systems which continue long after the limited lifespan of ERP."

- *Developing a Common Language and Understanding about Decentralization, Organizations and Stakeholders* (preparing a description of centralization for Egypt, political mapping of organizations, actors and stakeholders affected by education decentralization)
- *Defining Egypt's View for Decentralization by Functions* (profiling and defining the views expressed in the laws and decrees)
- *To What Extent have Education Policies and Programs been Implemented* (defining where the government is today and the "gap," determining divergence and building consensus)
- *What you Want to Achieve and What are the Roadblocks Preventing Completion?* (setting priorities for action; identifying convergence, divergence, consensus; determining roadblocks)
- *Action Plan to Accelerate Decentralization* (completing an action plan)
- *Identifying Resources throughout the Education System* (identifying resources at each level of the system, completing the action plan for accelerating decentralization)
- *Accountability and Decentralization* (identifying constraints to accountability in public education) (Winker and Crouch, 2005)

In its annual work plan for 2005-2006, ERP projects "building a shared knowledge-base and increasing capacity for decentralization" as one of the tasks to be undertaken by the DGM division. The work plan also specifies the following subtasks: a) "organize executive roundtables and policy dialogues to examine options for strategic interventions and expanding reform efforts in other governorates;" b) "document, analyze and disseminate the practice of local decision-making in governance and education management;" and c) "organize an international ministerial forum to exchange success stories and lessons learned regarding educational decentralization" (ERP, 2005e, pp. 60-61).

By the end of September 2005, ERP had framed its work around thematic groups, each of which with specified goals and objectives. Decentralization was one of the thematic groups in addition to Community Participation, Monitoring and Evaluation, Professional Development, and Standards. The goal of the Decentralization thematic group was stated as "adaptable, decentralized systems, structures, and processes that result in improved learning," while one of its key objectives was listed as "government is accountable, in a decentralized system, for delivering quality educational services through formal and informal structures" (ERP, 2005c, p. 5). During the July-September 2005, ERP/DGM staff supported efforts by the Governor of Fayoum "to host a national meeting on fiscal decentralization. Discussions held with MOE, Ministry of Planning, Ministry of Local Development, and Ministry of Finance. A background paper on fiscal decentralization was prepared and circulated for review" and discussion (ERP, 2005c, p. 71). In addition, in Fayoum, "a workshop on decentralization was conducted for the governorate's school principals to disseminate basic concepts of decentralization, delegation, devolution, transparency, and accountability – tools that enhance effective school governance" (ERP, 2005c, p. 78).

As part of its Bridge Work Plan for July-September 2006, ERP (2006e, p. 23) listed the following tasks and subtasks in relation to the Decentralization thematic group: 9) Build a shared knowledge-base and increase capacity for decentralization (support PSPU in development of [the national strategic] plan) and 10) build MOE and MOHE capacity for institutionalized reform on a national basis (implement one international conference in Cairo on education decentralization; help facilitate the transfer of success stories and lessons learned across governorates so as to encourage and accelerate the expansion process) (ERP, 2006e, p. 23).

While the international conference referenced above did not get organized until March 2006, ERP staff (in consultation with governorate- and central-level partners as well as the

USAID/Egypt Mission) developed it third annual work plan. According to the EQUIP2/ERP plan, submitted in October 2005, the DGM division would be responsible for the following tasks:

- *Piloting [Financial and Administrative] Decentralization in Five Idaras*: … DGM will work as a catalyst to assist the MOE prepare for, facilitate and document policy dialogue, executive roundtables, conferences, and other events on implementation requirements of education decentralization in five idaras. The dialogue series will be designed to define: a) regulatory changes required at different tiers of the system, and b) the party within the GOE responsible for implementation of the piloting process to be launched. DGM will also work collaboratively with the ERP governorates to plan and implement necessary capacity-building activities for decentralization to take hold, with a focus on the selected five idaras. ... The actual piloting of a decentralized educational system in idaras will be dependent on the approval of the MOF and MSED to decentralize financial procedures down to the district and school level, and the MOE, MSAD and CAOA to restructure mandates, authorities and job description of muddiriyas, idaras and schools.
- *MOE Organizational Restructuring*: Reorganization of the MOE system … seeks to downsize the bureaucracy at central and governorate levels and move most executive power and resources to the district (idara) and school levels. This main task will have subtasks related to organizing or reorganizing school structures, preparing new mandates, job descriptions and administrative procedures negotiating the draft proposals of organizational development with stakeholders at different tiers of the system, providing MOE with substantive information to enhance their bargaining strength vis-à-vis CAOA, and backstop implementation of revised structures. (EQUIP2/ERP, 2006, pp. 2-3)

During October-December 2006, ERP staff completed work on the "Educational Decentralization and School-Based Management Resource Kit." This kit includes an annotated bibliography of relevant academic literature; ERP workshop reports and PowerPoint presentations on education finance, school-based management, and the history of educational decentralization reforms; reports on the Alexandria pilot program; commissioned papers on education finance in Egypt, the history of education decentralization and reform in Egypt, Egyptian civil service culture, and community participation; selected planning resources from an online World Bank decentralization information bank; and the UNESCO Educational Decentralization Handbook. The plan is to translate this kit into Arabic and also produce an online version (ERP, 2006d, p. 19).

In its 2006-2007 annual work plan, submitted in December 2006, EQUIP1/ERP stated that as part of its focus creating "change agents" at the governorate and *idara* levels, it would work with MOE personnel to "identify the influential individuals and groups that will be able to build decentralized financial systems, regulations and policies (i.e. legislation) for fiscal flexibility. [ERP would also] offer technical assistance to the governorates, districts, and schools, within this new framework, such that budgeting, financing, marketing, and fundraising functions align with and support priorities for improving teaching and learning, as specified in strategic plans" (EQUIP1/ERP, 2006, p. 8).

Begun in 2006, not long after the appointment of a new Minister of Education, Yousry Saber Husien El Gamal replacing Ahmed Gamal Eddin Moussa, the Ministry (with technical assistance from ERP/USAID and other international organizations) initiated a strategic planning process involving a range of people from various units of the MOE and other organizations. The first full draft of the National Education Strategic Plan was distributed (in English) in early 2007, and a somewhat revised version was accepted by the Cabinet in April 2007. Of particular interest here is *Chapter 4: Institutionalization of Decentralization*, which addresses the goal "[supporting] the institutional capacity of the educational system to achieve systems efficiency and effectiveness through institutionalizing decentralization at all system levels" (MOE, 2007, Ch. 4, p. 4)**.** According to the document, "[d]ecentralisation is a means for promoting education quality, not a goal in itself. It is consistent with the State's vision for the service sector, which

calls for central authorities' role to be limited to overall policy-making, determining standards, measuring performance, monitoring and organizing the service, and ensuring equity and quality are achieved at all levels" (MOE, Ch. 4., 2007, p. 1). The Strategic Plan focuses on three components: organizational and structural development, administrative decentralization, and financial management improvement (MOE, 2007, Ch. 4., pp. 4-5). It also identifies four dimensions in the MOE's vision for moving toward decentralization: 1) "giving more powers to *schools* financially and administratively in decision-making and expanding community participation;" 2) "devolving the administrative powers to the *idara level*;" 3) "developing the role of *governorates (muddiriyas)*;" and 4) developing the role of the *[central] MOE* as a developer and monitor of policy and standards" (MOE, 2007, Ch. 4, pp. 2-3).

On 17-18 March 2007, the Ministry of Education (with ERP assistance) organized an International Conference on Decentralization in Education, featuring presentations by individuals with government advisory and planning experience in the area of decentralization from Brazil, Chile, Indonesia, Mexico, and South Africa. The conference was attended by 230 people, including governors and MOE undersecretaries. The conference focused on the MOE's commitment to decentralization (expressed in the MOE's strategic plan) as well as the challenges and benefits of decentralization in education. In his opening address, the Minister summarized the characteristics of a decentralized education system in Egypt and detailed the means by which decentralization will be achieved. "The Minister envisioned needed changes at all levels of the education system, including: (i) increase the authority of the school and extend community participation in decision-making; (ii) move authority for administration and coordination to idarra level …; (iii) develop the role of muddiriya as an organizer and analyst …; and (iv) develop the role of the [central] Ministry as a supervisor and policies/standards maker." Stimulated by the conference, a number of ERP governorates engaged in additional capacity building activities, using conference materials,[107] to readiness for decentralized education and school-based reform (ERP, 2007a, p. 13).

Just before the international conference, a specialized workshop was held and focused on a commissioned paper titled "Decentralization in Modern Egyptian Education: Historical Roots." The workshop aimed to help participants to: (i) understand current MOE decentralization strategic plans and initiatives; (ii) understand previous attempts at educational decentralization in Egypt and the conditions for success (or lack of) in each attempt; (iii) use analytical tools and understandings gained from a review of historical attempts to evaluate current challenges and opportunities for MOE plans and initiatives; (iv) link workshop interactions to local governorate initiatives for decentralization; and (v) prepare participants for the above-discussed international conference on education decentralization. According to the executive summary of the paper, which was summarized in a Powerpoint presentation to stimulate discussion:

> The current study … found that attempts to decentralize education have in fact been going on since 1883, under three different legal frameworks: Provincial Councils (approximately 1883 – 1939); Educational Zones (1939-1960); and Local Councils (1960 – 1979). … The study found that decentralization was most commonly driven by the need perceived by the central government to share costs with citizens (elites and parents). However, circumstances in the post-1923 Constitution era and afterwards have led citizens to believe that the central government should pay for public education. In addition, the study found that … central officials were skeptical of regional and local participants' capacities, while local participants did not want to take on the responsibility

[107] Conference participants each received a package of information containing reference documents; country background papers; presentations Powerpoints; and the UNESCO-published "Handbook for Decentralized Education Planning," which was edited under the "Education For All" program and included a CD (ERP, 2007a, p. 13).

> (and often have not been empowered to do so through capacity-building). … Several legal frameworks have been formed, but they have rarely been fully implemented; often, decrees have been issued which void the laws. Finally, transparency and accountability have not been systematically addressed. (Ibrahim and Huzayin, 2006, p. 3)

The 35 participants at this specialized workshop included the MOE undersecretaries from the seven focal governorates, 14 participants from the *muddiriya* and *idara* levels; seven ERP governorate-based consultants; and seven DGM Advisors. It was reported that "all participants actively engaged key issues and took up ownership of the challenges in implementing the MOE strategic reform through decentralization." In a final panel and plenary session, the main points raised involved the needs to: pilot and evaluate decentralization in a few institutions (clusters of *muddiriyas*, *idaras*, and schools) before generalizing initiatives; consider seriously issues of sustainability; incorporate local participation in implementation; focus on access and quality issues; identify and adopt new laws or decrees; and recognize the lack of trust and fear of taking responsibility (ERP, 2007a, pp. 13-14).

During its visit in March 2007, The Education Reform Support Team initiated discussions with the Minister of Finance about decentralization and formula funding in education. In these discussions the Ministry of Finance officials indicated conditional agreement with the idea of conducting a pilot of financial decentralization within the Ministry of Education. This agreement was subject to (1) providing assurance of the required management, accountability and audit capacity in the selected *idara* and (2) conducting the pilot test in the Cairo Governorate, where Ministry of Finance officials would be in a better position to exercise oversight. Following the team's visit, the Governor of Cairo and others cooperated with the MOE in identifying the three *idaras* for piloting financial decentralization. Technical experts and advisers from the Ministry of Finance and MOE met to outline a plan for the way forward (ERP, 2007a, p. 8).

ERP's April-June 2007 quarterly report states that, in line with the National Strategic Plan, organizational and administrative decentralization were being implemented in at least one pilot *idara* in each of six ERP governorates, while in Cairo three *idaras* were selected to pilot financial decentralization as well (ERP, 2007b, p. 16).[108] To support the pilot efforts, ERP staff conducted a workshop for the three pilot decentralization *idaras* in Cairo. The workshop participants examined issues of the school based reform approach and its consequences of new roles and responsibilities for both *idaras* and schools. Similar workshops have been and will continue to be held in other governorates (ERP, 2007b, p. 21).

To continue the momentum toward institutionalizing decentralization, ERP staff – collaborating with two international consultants – organized two national workshops on decentralized education funding during the July-September 2007 quarter. The first was a five-day workshop focusing on policy issues for a small team of high-level specialists from the Ministry of Education, Ministry of Finance, and other concerned ministries, plus personnel from the recently initiated decentralization projects in the seven focal governorates (see discussion below). During the workshop participants developed a formative approach to decentralized education funding, which determined unit costs to include in a formula funding mechanism and was based on the strategy of devolving fiscal management to the lowest effective level of systemic accountability. A paper, "Financing School-Based and Idara-Based Management: Policy Options and Suggestions," was produced as a result of this workshop and it was translated into Arabic and circulated for review by all participants (ERP, 2007c, p. 14). According

[108] ERP's quarterly report for July-September 2007 mentions the on-going pilot projects, adding that "the pilot in the selected Cairo idara relates to financial decentralization and is linked to the work of the [Inter-Ministerial Committee]. The report projects that the lessons learned from the financial decentralization pilots in the Cairo idaras will inform future efforts in other governorates and that the lessons learned from the administrative and organizational decentralization in the other six focal governorates will inform future efforts in Cairo (ERP, 2007c, pp. 13-14).

to the Executive Summary of this paper, developed by two international consultants as a result of this five-day workshop:

> In order to improve public sector service delivery, and to engage it citizenry more in decision-making processes that directly affect their lives, the Government of Egypt has embarked on upon a major decentralization initiative. ... Fundamental to the success of the Ministry of Education's efforts is the concomitant decentralization of education *finance*. USAID, through its ERP project, made available to the Ministries of Education and Finance the services of two international consultants both with experience in decentralized education finance. The two consultants were tasked to interact with experts from both ministries to develop jointly an approach for an experimental education financing arrangement in certain pilot *idaras*. … An asymmetric approach, where authorities and responsibilities are decentralized or allocated to lower units based on their capacity to implement, is proposed ... The approach also proposes that the amount of resources devolved should be sufficient enough to stimulate demand for capacity building. Efforts are made in trying to get resources, or at least a sense of entitlement to resources, as close to the school as possible. [One of the ideas is to] … decentraliz[e] *non-personnel recurrent (NPR) resources* both to the idara and school levels … Performance bonuses are seen as a critical aspect of improved system-wide performance, but they should not be folded into the formula funding mechanism. So too for the capital construction needs of the system – it does not lend itself well to formula funding. However, both teachers and non-teachers would be allocated on a formula basis – the use of staffing norms. For teachers, the formula would be based largely on enrolment, tied to level/grade specific standards for such factors as pupil-class ratios, timetables, and teacher work loads. Level/grade standards for the pupil-class ratio can vary to accommodate the realities of sparsely populated rural areas. (Healy and Crouch, 2007, pp. 2-4)

A second ERP-supported workshop during this quarter focused on strengthening linkages between policy change and operations and management, in relation to implementation of decentralized education financing. Participants from each of the seven targeted governorates who attended this July 2007 workshop included the undersecretaries of Finance, the undersecretaries of Education, the MOE director of Finance and Administration, and the directors of the pilot decentralization *idaras* (ERP, 2007c, pp. 14-15).

Furthermore, in July 2007, ERP staff organized an Executive Roundtable Policy Dialogue meeting featuring the two international consultants who contributed to the two workshops described above. Participants at this meeting included members of the Inter-Ministerial Committee,[109] senior MOE personnel, representatives of other ministries, and select educational leaders. The Roundtable focused on policy issues in the National Strategic Plan that relate to decentralization and education financing, with particular attention to the relevance of international models and strategic approaches for the situations in various governorates and *idaras* in Egypt (ERP, 2007c, pp. 14-15).

In August 2007, senior officials, policymakers, and advisers from the MOE, MSAD, and MOLD accompanied the Minister of Education and the Governor of Minia on a one-week, ERP-coordinated study tour to Indonesia. Participants gained direct access to comparable ranking officials in Indonesia and learned about the process and outcomes of seven years of

[109] According to EQUIP2/ERP's (2007, p. 3), "a joint Ministry of Finance (MOF)-MOE technical advisory group paved the way for the issuance in June [2007] of a decree by the Minister of Finance inaugurating an Inter-Ministerial Committee. This [Committee] includes senior level officials or technical officers from the MOF, MOE, Ministry of State for Administrative Development (MSAD), the Ministry of State for Local Development (MSLD), and the Central Agency for Organization and Administration (CAOA) who have access to their respective Ministers."

decentralization effort (begun at the district level in 2001), particularly in education. Participants were also exposed to the policy framework, principles, strategies, and lessons learned regarding decentralization in specific ministries and in local government generally. The study tour included discussions with international organization, national, district, and school level stakeholders, site visit observations, and opportunities to reflect on the relevance of the Indonesian experience for the Egyptian context (ERP, 2007c, p. 15). According to a report, as part of the study tour:

> Dr. Mae Chu Chang, Lead Educator, World Bank presented an overview of the Bank's activities in education in Indonesia in relation to decentralization. She referred to the initial *1999 legislation* and the *2004 revised laws* and to lessons learned by the World Bank and other donors. A notable element in effective decentralization in education has been *block grants* from the centre directly *to schools*. … The delegation [also] met with HE H. Aburizal Bakri, Minister of the *Coordinating Ministry for People's Welfare, [who]* … explained that there are a) six national ministries not subject to decentralization: Defence, Security, Foreign Affairs, *Finance*, Justice, and Religious Affairs [and] b) three coordinating ministries in the areas of: 1) politics, law and national security; 2) economics; and 3) people's welfare. (ERP, Study Tour report, 2007, p. 4)

Not long after the study tour, on 8-9 September 2007, ERP staff assisted the Ministry of Education in organizing the Governors' Annual Meeting and Leadership Conference on Pre-University Education in Alexandria. The theme of this conference, which had grown out of the Governors' Education Reform Network, was "Decentralization in Education Reform" and the conference was attended by almost 200 participants from 26 governorates and Luxor. A central concern was to acquaint all governorates and their leaders with the current status of the MOE National Strategic Pan and to share experience and lessons learned from the seven targeted governorates in the process of planning and implementation for school-based reform. The Minister took an active role in emphasizing change requirements to achieve improvements in education through decentralization. Formal sessions included four presentations on insights gained from the Indonesian study given by participants from three different ministries (ERP, 2007c, p. 16).

EQUIP2/ERP submitted its annual work plan for 2007-2008 in October 2007. In its focus on the work of the DGM division, the work plan refers to "a growing momentum of political and social forces [that] is strengthening a context increasingly conducive to education reform. The DGM plan reflects a focus on supporting efforts by the Government of Egypt at both central and local levels to decentralize education ... As DGM focuses more directly on sustainability, a guiding principle in the Year 4 plan is "decentralization through mentoring and peer professional support" (EQUIP2/ERP, 2007, p. 2). The plan includes five main tasks, including the following two:[110]

- *Financial and Administrative Decentralization of the MOE*: To achieve success with programs for education decentralization, action is required in two key inter-related areas: namely, organizational and administrative reform and financial reform ... Decentralization following the MOE National Strategic Plan and with a primary emphasis on organizational and administrative reform is being progressively implemented in at least one pilot *idara* in each of six ERP governorates, while in Cairo three *idaras* have been selected to implement decentralization with an additional emphasis on required financial changes. …

[110] Another related DGM-led task involves support for the MOE Leadership Program. According to EQUIP2/ERP's (2007, pp. 3-4) work plan, "one vital DGM component begun in 2007 is a capacity building program for potential leaders within MOE, viewed as indispensable for successful implementation of the MOE National Strategic Plan. The MOE Leadership Program recognizes that achieving qualitative and measurable change in Egypt's educational system depends highly on MOE's ability to improve its structure and management. Leaders are required to exercise a decisive role in achieving reform targets and strategies."

DGM plans continued support for the [above-described Inter-Ministerial Committee] whose initial work has focused on legislation and regulations affecting an education *idara*. Expected results include approval for fiscal decentralization measures by MOF, MOE and respective ministries and for required organizational development measures. Concurrently in the target governorates local officials of MOF, CAOA, and other ministries plus members of the Governorate Education Advisory Committees (GEAC) and Local Popular Councils will continue to be included in review workshops and seminars to implement progressive decentralization. ... Other key elements include: continuing work on the development of a proposal for an alternative education funding strategy based on reliable unit costs; and the creation of a regulatory framework to lawfully operate Education Reform Funds (ERF) at idara and governorate levels. (EQUIP2/ERP, 2007, pp. 2-3)

- *Organizational Restructuring of the MOE at All Levels*: … DGM will assist creation of a formal inter-ministerial mechanism – similar to the MOF-led Inter-Ministerial Committee for fiscal decentralization – to engage key ministries (e.g., MSAD, CAOA) in the review of function, role and structure at all levels of the MOE system ... The initial review will consider regulatory and organizational needs, constraints, indicative changes, and other requirements to achieve effective decentralization under the MOE National Strategic Plan. After systematic review and data analysis, approval will be sought for organizational development and restructuring measures. It will be necessary to link proposed reforms in fiscal decentralization and piloting in selected *idara* to ensure overall organizational restructuring and decentralization at several levels in governorates. ... DGM will continue to provide technical advice and agreed support to MOE so that restructuring proposals are vertically integrated within MOE and developed in a participatory way. ... Linked to restructuring proposals and the probable shift in MOE human resources from administrative functions (currently around 50%) to activities contributing more directly to school-based reform is the need for DGM to support a review of new mandates and job descriptions, to be progressively developed in parallel with restructuring proposals. (EQUIP2/ERP, 2007, p. 3)

ERP's October-December 2007 quarterly report states that "the Inter-Ministerial Work Group on Education Finance (IMG-EF) met three times in this quarter. After an intensive review of the regulatory matrix, the Ministry of Finance (MOF) and the MOE prepared three draft decrees. The MOF draft decree aims to increase transactional flexibility and the ceiling of monetary advances received by *idaras* and schools. The two MOE draft decrees, prepared jointly with the Ministry of State for Administrative Development (MSAD), aim to increase the share of activity fees retained at the school level to 90 percent and to enhance transactional flexibility. The Legal Advisor to the MOF reviewed the draft decree on procedures for monetary advances. … [Moreover, the] IMG-EF received a proposed framework for formula funding prepared under the leadership of specialist consultants and based on comparable international experience in decentralized education finance. The significance of this developing work for decentralization policies in Egypt acquired a sharper focus following policy papers issued by the November 2007 annual conference of the National Democratic Party (NDP). Formula funding is included in these NDP papers as a new approach to govern inter-governmental transfers aimed at achieving social justice. The December IMG-EF meeting considered a presentation by Dr. Henry Healey, an international education finance specialist and co-author of the formula funding proposal.[111] ... Piloting decentralized education finance and management will contribute to the

[111] During the October-December 2007 period, the paper entitled "Financing School-Based and Idara-Based Management: Policy Options and Suggestions" (Healey and Crouch, 2007) was translated into Arabic and circulated for review by interested parties, including members of the National Technical Team assisting the international consultant" (ERP, 2007d, p. 18).

national government answers about implementation experience and details that can then be replicated in other sectors. Funding formulas are central to the approach and the forthcoming decentralization process. ... The IMG-EF agreed to implement the MOE decentralization pilot in all education *idaras* in three selected governorates during the 2008-2009 academic year" (ERP, 2007d, pp. 17-18).

Additionally, during October-December 2007, with ERP staff technical facilitation, "the Inter-Ministerial Work Group on Organizational Transformation of the Pre-University Education System (IMG-OT) met three times ... The participants in the meetings discussed the scope and relevance to education reform of what had been termed 'restructuring' and is now called 'organizational transformation.' The IMG-OT reviewed a draft framework of an organizational transformation process proposed by EQUIP2/ERP and agreed to frame the process around a number of strategic issues, such as decentralization, finance, accountability, transparency, monitoring and evaluation, quality, accreditation, curricula, and books … These issues will be examined by working groups at the four tiers of the system, namely: MOE headquarters and affiliated entities, muddiriyas, *idaras*, and schools. ... The IMG-OT also endorsed the principle of making the organizational transformation process dialogue-based, and to the maximum extent possible, inclusive and empowering to all relevant voices, especially stakeholders from governorates and civil society. To ensure effective and coordinated implementation of the organizational transformation process, the proposed composition of the steering group includes key participants from the MOE, MSAD, MOF, MSLD, and the Central Agency for Organization and Administration (CAOA)" (ERP, 2007d, p. 17).

Furthermore, it is reported that with ERP staff support, the MOE, in collaboration with MSAD, organized a two-day retreat in Cairo on December 3-4, 2007 involving fifty participants from different levels of the education system … The retreat reviewed, amended, and endorsed the organizational transformation framework and prepared a [seven-month] action plan of the process … On the second day, the Minister of Education and the Minister of State for Administrative Development participated and endorsed both the framework and action plan" (ERP, 2007d, p. 18).[112]

With continued ERP staff support, "the Inter-Ministerial Work Group on Education Finance (IMGEF) met four times during [the January-March 2008 period] ... The group reviewed the status of issuing three decrees to facilitate transactional procedures and increase money retained at the school level from activity fees. It identified specific issues to be addressed through data collection and analysis in preparation for an informed dialogue at the decision-making level to enable the launch of the decentralized education finance pilot in all *idaras* in three governorates to be selected.

Key policy and planning decisions will be better informed by evidence analyzed to respond to such critical issues as:

- What is the amount to be decentralized in relation to the total sectoral budget of education?
- How many educational functions (e.g., salaries, running costs, investment) might be decentralized and what are the fiscal implications?

[112] According to ERP (2007d, p. 18), "at the IMG-OT follow-up meeting after the retreat, the number and the detailed composition of the working groups to be established was determined … The IMG-OT also has reviewed responses from the MOF and CAOA and the nomination of their representatives to the Steering Group, and named a project coordination team. The MSAD has announced its commitment to have a project manager for the organizational transformation process, and a team of more than ten full time staff members and consultants to support the technical working groups. The action plan has been further revised and endorsed. Work on data collection and mobilization of staff and experts for the working groups has already started. Detailed terms of reference for the steering group and for each of the specialized working groups are nearing completion.

- How much money is actually spent on education by each budget authority (i.e., by each accounting unit in the three target governorates)?
- What are the historic expenditures on education at the governorate level, including by the *diwan* of the governorates, and by the local branch of GAEB?
- What is the spatial dimension of expenditure line items in education in each governorate?
- What expenditure information is available from the financial system of the MOF at the *idara* level in the targeted governorates?

An expert technical group was formed with representatives of the MOF and MOE staff and ERP advisors to collect and analyze information to respond to the above questions. These efforts provided a framework for the March 2008 mission of the international education finance expert who assists the IMG-EF. Several fiscally neutral option scenarios to fund the decentralized education finance pilot were developed and discussed with the National Technical Team early in March. These were then vetted by practitioners from the Beni Sweif Education *muddiriya* and *idara* to verify assumptions and details" (ERP, 2008a, p. 18)

ERP's January-March 2007 quarterly report continues: "Further intensive preparatory work created scenarios for fiscal decentralization that ranged from "gradually bold" to "radically bold" actions. Successive meetings were held with the Chairperson of the IMG-EF, the Senior Advisor of the Ministry of State for Local Development (MSLD), and the expert technical group to discuss and build consensus about the scenarios. Agreement was also reached to start the pilot in September 2008 of the academic year 2008-09. The international expert drafted a task/time schedule for an implementation plan. This identifies needed capacity building and regulatory clearing space actions from April until September 2008. In March, detailed expenditure data were gathered from Minia and Qena governorates to enable analysis of *idara* expenditure functions and scenario assessment. The focus of these data collection was on BAB 2 (non-personnel recurrent) and BAB 6 (capital investment). Work progresses to prepare a detailed implementation plan and to refine option scenarios. This will facilitate a policy dialogue among concerned ministers and launch the decentralized education finance pilot in the selected the three governorates" (ERP, 2008a, p. 19).[113]

The Inter-Ministerial Work Group on Organizational Transformation of the Pre-University Education System (IMG-OT) met formally twice during January-March 2008, with effective participation by MOE and MSAD. With ERP's support as the technical secretariat and process facilitator, the IMG-OT agreed to mobilize selected experts to form five specialized working groups based on topics that would enable voices from various tiers of the system to contribute to the reform process." After the terms of reference and actions plans for these working groups were approved by the IMG-OT during a workshop, held on February 4, 2008, "the five working groups began meeting on MOE premises [on a weekly basis] … Each working group systematically reviewed their TORs, defined division of labor among members, reviewed available resource materials, identified information gaps, prepared lists of field visits to collect and verify information, prepared a unified data collection questionnaire used by each group in all field visits, started problem analysis, and developed preliminary findings. More than 20 meetings and ten field visits have been held and comprehensively documented" (ERP, 2008a, pp. 19-20).

[113] ERP's January-March 2008 quarterly report predicts that "within the next six months, decisions will be made that clarify significant shorter- and longer-term changes to the current system affecting the provision and management of education finance. Short-term changes are expected in such areas as an increased proportion remaining at school level from student activity fees, and agreement about a formula to pilot the allocation of money from center to governorate, and, within the governorate, to idaras and schools. Longer-term changes are likely to include and affect the budgeting process; the simplification of annual regulations and rules of the general budget; the modification of financial procedures; and an increased trend toward decentralization in a revised national budget law" (ERP, 2008a, p. 19).

Additionally, during January-March 2008, with technical assistance from an international consultant, the members of the National Technical Team to develop a formula funding approach to decentralized finance. As noted in ERP's quarterly report, "the approach to this activity is outlined in a paper entitled "Financing School-Based and Idara-Based Management: Policy Options and Suggestions" [Healey and Crouch, 2007] which was distributed widely last quarter and presented formally to the IMG-EF. Scenario building and option development were completed during this quarter and presented to the [National Technical Team] initially and then to members of the IMG-EF (as outlined above). A field visit to Bani Suef provided an additional opportunity for data collection. During the Bani Suef visit the consultant, with DGM specialist assistance, was able to assess the extent to which the current "cash advance system" available to schools might become a way by which decentralized funding could be transacted by schools and managed at the idarra level. … [Moreover,] the DGM/ERP specialist is preparing a manual or set of guidelines for implementation action and envisaged capacity building activities" (ERP, 2008a, pp. 20-21).

ERP's April-June 2008 quarterly report notes that the Inter-Ministerial Work Group on Education Finance (IMG-EF) and its specialist technical team met seven times during the quarter. The group agreed on a scenario to fund decentralized education finance in pilot governorates and prepared an integrated paper that addresses issues of purpose, rationale, objectives and implementation in education decentralization, decentralized education finance, and formula funding. This paper is to be presented to the Minister of Finance in July 2008 by the senior MOF advisor and IMG-EF chairperson in order to confirm MOF approval to start the piloting in September 2008. Another significant advance is the decision of the Minister of Education to cut 3 per cent of MOE headquarters' budget (from Bab 2) to fund the education decentralization pilot. A political decision advised by the Ministry of State for Local Development (MSLD) in mid-June initially identified three governorates for piloting education fiscal decentralization. Formal designation of the pilot governorates and approval is expected early in the new quarter. This pilot, only for education fiscal year 2008-09, is regarded as initiating a comprehensive MSLD strategy for fiscal decentralization in all sectors (that is, 13 local services) within the three governorates in the fiscal year 2009-2010. In late June a specialist technical group from the National Technical Team (NTT) began preparing a set of guidelines for decentralized financial management, termed the *Fiscal Discipline Operational Manual of Financial Management*, which aims to ensure technical capacity, probity, compliance, and accountability. The manual writing team is working closely with international experts provided by ERP to ensure integration of international best practice in public sector financial management that avoids any malfeasance and irregularities and provides necessary assurance to appropriate ministries. Considerable additional and specific data collection has been undertaken from and in each pilot governorate to create a viable baseline for formula funding and other decentralized operations in support of the pilot (ERP, 2008b, p. 19).

In addition in April 2008 ERP staff and two international experts organized a workshop for members of the five working groups of the IMG-OT on "Recent African Experience in Decentralization." The objectives of the workshop were to 1) review decentralization experience in the education sector in a number of African countries, including South Africa, Zambia, and Uganda; 2) share lessons learned about the experience of education decentralization to assess what is general and what is country- specific; 3) discuss best practices in introducing structural and systematic reforms in education in support of decentralization; 4) learn from successes and challenges faced by other reform initiatives elsewhere in the developing world; and 5) use the knowledge gained to advance organizational and systemic reforms of the education system in Egypt (ERP, 2008b, pp. 20-21).

ERP's April-June 2008 quarterly report also indicates that continuing and significant progress was made during the quarter aimed at readiness to implement a pilot involving all education *idaras* in three selected governorates by September 2008. The international education

finance consultant worked with members of the National Technical Team (NTT) to develop a formula funding approach to decentralized finance is continuously supported by ERP specialists. Together these interventions progressively increase understanding of needed changes and build both the capacity for and acceptance of system reform in support of decentralized education funding. The approach to this activity is outlined in a paper, "Financing School-Based and Idara-Based Management: Policy Options and Suggestions," which was distributed widely last quarter (January - March 2008) and presented formally to the Inter-Ministerial Working Group on Education Finance (IMG-EF). The paper presents options and scenarios, selected initially by NTT and then endorsed by the IMG-EF, on how to fund and implement the pilot study. Meanwhile the DGM financial decentralization specialist is working with the international education finance consultant to develop and design formula for the three pilot governorates based on actual governorate school data and human development indicators (HDI). These HDI will allow the funding formula to take account of such variables as poverty, rural/urban location as may be agreed. It is envisaged that with minimal change to regulations, more efficient and lower level financial responsibility could be exercised by using the existing "temporary cash advance system" as a way that decentralized funding could be transacted by schools and managed at *idara* level. The specialist is also working with group from the NTT to develop the Fiscal Discipline Operational Manual of Financial Management. This addresses two key criteria set by the MOF, capacity and accountability (ERP, 2008b, p. 21).

**Linking Governmental Units**

EQUIP2's ERP proposal lists the following as one of the interventions to be undertaken by the Decentralized Governance and Management division: to "establish a fully supported and functioning Governors Education Reform Network [GERN]" such that "the collective voice of the seven governorates will have a functioning secretariat which can prepare and follow up on recommendations to the government, to civil society etc." (EQUIP2/ERP, 2004a, p. 26).[114]

ERP's annual work plan, submitted to USAID/Egypt in July 2005 identifies the following DGM subtasks related to the task of "establishing an operationalizing the GERN: 1) mobilize governors' approval and gather a consensus regarding GERN's terms of reference; 2) establish and train GERN's technical secretariat; 3) mobilize governors' participation in GERN meetings; 4) provide backstopping to the technical secretariat; and 5) enable respective governorates to share successes, expand internally and identify models for future development" (ERP, 2005e, p. 59).

During July-September 2005, ERP staff discussed the idea of a Governors' Education Reform Network with central MOE staff as well as governors, undersecretaries, and other governorate-level personnel. And agreement was reach to establish the GERN and to have the GERN secretariat function performed by the MOE/ERP Decentralization Working Group (with technical backstopping by Capacity Building International) (ERP, 2005c, p. 71).[115]

Then, on 15 October 2005, "the Ministry of Education, in collaboration with ERP, organized an historic first [meeting of the] Governors' Education Reform Network (GERN) ... Two ministers and seven governors participated: Minister of Education and Minister of Planning and governors of all the seven governorates where ERP is implemented (Alexandria, Cairo, Bani

[114] This element of EQUIP2/ERP's proposal reflects what was mentioned in USAID/Egypt's (2003b, p. 21) request for applications from EQUIP2: "support the formalization of a networking entity consisting of all … governors involved in the education reform program ... [i.e.,] a Governors' Education Reform Network (GERN)."

[115] Once ERP (EQUIP1 and EQUIP2) had framed its work around thematic groups, each thematic group (Community Participation, Decentralization, Monitoring and Evaluation, Professional Development, and Standards) linked with the MOE in thematic working groups, designed to facilitate planning and reporting of ERP's activities in relation to key MOE partners – as well as sharing information regarding other (externally and/or internally funded) reform activities.

Suef, Fayoum, Minia, Qena, Aswan). A framework for the discussion was provided through an issue paper on 'Administrative and Fiscal Decentralization of Education.' ... Significant reform issues were put forward by governors and the discussion, such as: devolving decision making power; enhancing follow-up systems; harmonizing laws; the ability to move resources across sectors; and moving education building and maintenance budgets" (ERP, 2005d, p. 6). This meeting, billed as "historic" because "this was the first time in Egypt that a Minister conducted a meeting with Governors and other Ministers to discuss education reform. …The congenial tone of this meeting allowed for a dynamic exchange of values concerning decentralization policies, experiences from different governorates, and the need to introduce certain policy measures to accelerate the pace of education reform" (ERP, 2005d, p. 40).

To build on the successful initial GERN meeting, in "late January 2006, immediately after the new governors were in place, ERP/DGM advisors initiated a dialogue with the undersecretaries of education in the seven focal governorates regarding "specific achievements" and "challenges" begin faced in implementing *decentralization* of education. The purpose of this exercise was to insure that "undersecretaries and governors would have a feeling of ownership of the issues" for the next GERN meeting. Then, those in attendance at the 29 March 2006 meeting of the MOE/ERP Decentralization-Community Participation Working Group, including the seven focal governorate undersecretaries, reviewed the first GERN report and its recommendations as well as a summary of each governorate's achievements and challenges with respect to decentralization. It was agreed that, in preparation for the next GERN meeting, each governorate would develop a paper and a matrix of challenges to be combined in a unified report (ERP, 2006a, pp. 4-5).

The second GERN meeting was held in Cairo on 19 April 2006 and involved the governors of seven focal governorates and one non-focal governorate together with the Minister of Education. The agenda of this meeting was prepared by the focal governorate undersecretaries of education, based on their analysis of the above-mentioned achievements and challenges. The main topic was financial decentralization, though there was also a presentation and discussion about Alexandria's preliminary plan for school assessment, improvement, and accreditation (ERP, 2006b, p. 7).

ERP's Bridge Work Plan for July-September 2006 includes three subtasks under the DGM task of "establishing and operationalizing GERN: 1) convert the Governors' Network to the Governorates' Network, 2) link the GERN to the Governor's Education Advisory Committee, and establish the MOE Decentralization and Community Participation Working Group as the secretariat for the GERN (ERP, 2006e, p. 22).

The third GERN meeting was held in Alexandria on 2-3 September 2006, and attended by 12 governors (from 7 focal and 5 non-focal governorates), seven ministers, educators from all educational levels of the different governorates, cognizant technical officers from USAID, other USAID staff, ERP staff, and media representatives. This meeting marked a major scaling up and institutionalizing of the GERN, in that governors from 7 non-focal governorates were invited to attend. Plans are to invite the rest of the Governors making this a national network. Moreover, the GERN meeting was labeled by the Minister of Education and other participants as an Annual Leadership Conference, thus creating a framework regular meetings of not only governors, but also ministers, undersecretaries (based in governorates or central MOE), and other educational leaders. "The September meeting also saw progress with a dialogue-based approach to policy formation and education reform introduced during the first GERN meeting in October 2005" (ERP, 2006c, p. 3).[116]

[116] Furthermore, in an "effort to preserve an open dialogue between the governorates and the MOE, ERP is cooperating with the MOE to establish and build the capacity of a Technical Secretariat in the Minister's Technical Office" (ERP, 2006c, p. 8-9).

At this GERN Leadership Conference on Accreditation in Pre-University Education participants discussed issues related to school assessment, improvement, and accreditation, both international models (based on the observations by the Minister of Education and others during the study tour to the United Kingdom and the United States) and Alexandria's experience (briefly addressed at the April meeting). Participants also considered the implications these models and experiences for education reform in Egypt. "The Minister of Education delivered a presentation on the concepts of accreditation and quality assurance, and MOE efforts regarding National Education Standards, implementation of donor-funded projects, and MOE accreditation system support in the governorates of Alexandria, Minia and Cairo. … The Minister concluded his presentation with an explanation of selected items of Law 82/2006 that was drafted to establish the National Authority for Education Quality Assurance and Accreditation.[117] Dr. Hassan Bilawy and Dr. Reda Abu Serie, senior advisors in the MOE, delivered presentations about accreditation experiences in the UK and the U.S. In their presentations, they concluded that accreditation in the UK and the U.S. depended, to a large extent, on voluntary efforts by individuals or organizations in the UK, and on civil society organizations in the U.S" (ERP, 2006c, p. 11).

In March 2007, the EQUIP2 Leader Award-supported Education Reform Support Advisory Team[118] traveled to Egypt and consulted with key education stakeholders and advised ERP staff on opportunities and challenges of implementing USAID's and the MOE's education reform agenda. The team met with the following groups and individuals in the Government of Egypt: 1) Ministers of Education, Finance, State for Local Development, and State for Administrative Development; 2) key members of the central MOE; 3) governorate-based undersecretaries of education; 4) National Democratic Party leaders, including Dr. Hossam Badrawi; 5) members of Parliament; 6) governors; 7) key business leaders; 8) staff from international donor agencies, including USAID; and 9) opinion leaders from the media and the NGO sector. Based on their meetings, the advisory team submitted a report to ERP and to USAID, noting their observations and offering a comprehensive analysis of potential obstacles and implications for ERP's (and USAID's) continued work in education reform, especially on policy and systems reform. The report notes that since the MOE has adopted a school-based approach to decentralization and organizational reform, ERP can assist the MOE to expand reforms nationwide by providing careful documentation of the process and outcomes (ERP, 2007a, pp. 5-6).

During its March 2007 visit, the Education Reform Support Team suggested that an inter-ministerial steering committee or working group be formed of senior level technical officers or technical advisers who have access to their respective Ministers. Subsequently, representatives of several ministries were identified for membership and the Education Reform Program agreed to provide technical support of the working group. Among items for the inter-ministerial working group to consider at its initial meeting are: fast track issues related to financial decentralization and possible scenarios to transfer lessons learned and how to initiate the pilot in additional *idaras* in other governorates.[119] Thus, it was suggested that ERP staff analyze the regulatory

[117] "The Minister of Education also discussed the establishment of a Policy and Strategic Planning Unit (PSPU) in the MOE; institutional capacity building of training units at school, idara, muddiriya levels; MOE support of school-based training and evaluation units (SBTEU) to manage the self-assessment and planning for professional development of teachers; restructuring the M&E within the MOE; and finalization of a teacher special cadre" (ERP, 2006c, p. 11).

[118] The team was composed of Luis Crouch, Research Triangle Institute (RTI); Joseph DeStefano, Center for Collaboration and the Future of Schooling; and John Gillies and Audrey Schuh-Moore, EQUIP2/Academy for Educational Development (AED).

[119] During the same period, the ERP quarterly report mentions that "The Minia ERF group also met with the MOE persons in charge of financial and administrative affairs to discuss the possibility of piloting financial and administrative decentralization in one idara" (ERP, 2007a, p. 17).

framework affecting *idaras*, the roles and responsibilities of each *idara*, the current regulations for distributing funds from *idara* to schools, and school network relationships (ERP, 2007a, p. 12).

ERP's April-June 2007 quarterly report states that a joint ministerial (Education and Finance) technical advisory group worked on a decree that was eventually issued by the Ministry of Finance in June 2007 inaugurating an Inter-Ministerial Committee. This Committee includes senior level officials or technical officers, who report to their respective ministers, from the Ministry of Education, the Ministry of Finance, the Ministry of State for Administrative Development, and the Central Agency for Organization and Administration (ERP, 2007b, p. 16).

On 3 July 2007, the first meeting of the Inter-Ministerial Committee was held, followed by four other meetings during the third quarter. Participants in these meetings – with ERP/DGM staff support – moved toward consensus regarding regulatory, structural, and procedural changes needed for implementing effective financial decentralization (ERP, 2007c, p. 13).

And, as noted in the previous section, ERP staff assisted the Ministry of Education in organizing the Governors' Annual Meeting and Leadership Conference on Pre-University Education on 8-9 September 2007 in Alexandria. The theme of this conference, which had grown out of the Governors' Education Reform Network, was "Decentralization in Education Reform" and the conference was attended by almost 200 participants from 26 governorates and Luxor (ERP, 2007c, p. 16).

The October-December 2007, January-March 2008, and the April-June 2008 quarterly reports do not mention activities related to the GERN. However, these quarterly reports do devote attention to the continuing progress of the inter-ministerial committees focused on fiscal decentralization and organizational transformation (see discussion in sections above and below), which represent important developments in collaborative activity across governmental units.

**Organizational Restructuring**

During October-December 2005, ERP staff assisted as all seven focal governorates engaged in efforts to establish Reform Departments in their Education Administration. And in Minia this organizational initiative was paralleled by the creation of reform departments in each of the eight idara/district-level MOE offices, which is seen to be a "first in the nation. The governorate- and idara-level Reform Departments are seen as a "means to scale-up education reform initiatives to all schools" in the seven governorates beyond the family of schools in the ERP focal idaras (ERP, 2005d, p. 6).

During January-March 2006 ERP staff introduced the Public Service Excellence Program (PSEP) as a tool for reorienting the behavior of education administrators towards a customer service focus.[120] This training is a core component to build the capacity of the reform department personnel and to orient them as they prepare their long-range plans. Training was initiated in Fayoum with 20 participants. Fayoum trainers subsequently initiated training with reform units at the idara/district levels in Fayoum (where the Governor had recently established them) and in Minia (where they had been operational since late 2005).[121] Minia initiated a dialogue (to be continued over the next several quarters) on the framework of laws and ministerial decrees that affect the progress of education reform. Meanwhile, the Qena Undersecretary signed a decree to establish education reform units at the directorate/muddiriya and idara General Education Department levels. Bani Suef also initiated discussion on the

[120] The methodology is based on the Technologies of Participation-facilitated workshop tool used by the Middle East and North Africa (MENA) Non-Governmental Organization (NGO), Institute of Cultural Affairs, based in Cairo (ERP, 2006b, p. 8).

[121] Importantly, Minia staff members assigned to these reform departments were relieved of other routine duties, to enable them to focus on their new responsibilities.

reform department concept and visited Minia to learn how theirs was structured (ERP, 2006a, pp. 6-7).

During April-June 2006, ERP staff organized Public Service Excellence Program training workshops for 91 participants from the governorate-level reform departments of Bani Suef (which were only very recently established), Fayoum, and Minia.[122] The workshops were supplemented by participants visiting each others' governorates to observe and discuss their experiences using various tools of organizational learning. … Finally, a national PSEP TOT was held in Cairo with 41 participants from Fayoum, Minia, Bani-Suef, central MOE, CDIST and ICA. This national team is now prepared to extend the process into all Governorates (ERP, 2006b, p. 8).

During July-September 2006, with the cooperation of teams from Bani Suef, Fayoum, and Minia, DGM advisors conducted a total of 11 meetings and workshops designed to develop action plans for implementing the Public Services Excellence Program in various governorate- and *idara*-level MOE departments (e.g., personnel, student affairs, training, information, and statistic) in these governorates. Moreover, in Aswan, the *muddiriya* reform team organized three meetings with the Aswan Undersecretary to orient him about the PSEP (ERP, 2006c, p. 14).[123]

By December 2006, ERP's quarterly report stated that although a number of undersecretaries had established reform departments in their respective *muddiriyas* and *idarras* before ERP began work, these units were set up mainly for political reporting purposes and were underutilized and almost idle entities. Viewing these units as an untapped resource, ERP/DGM staff invested considerable effort during 2005 and 2006 in providing training (Public Service Excellence Program, strategic planning, etc.) to the staff of these units. ERP/DGM staff (and MOE officials who already created such units) were able to convince other undersecretaries create reform departments. As a result, reform units were established in all seven focal governorates and their staffs have begun playing a pivotal role in reform planning and other activities. For example, during this quarter, the reform units in Qena and Minia led the ERP-supported strategic planning efforts and in Bani Suef the undersecretary established a policy group inside the reform unit to support local reform planning (ERP, 2006d, p. 15).

As noted above, ERP/DGM help create and prepare a cadre of trainers in the focal governorates to carry out the task of training more staff on the principles and methods of Public Service Excellence Program (PSEP). Additionally, the technical teams in Bani Suef, Fayoum, and Minia also developed action plans to disseminate the PSEP to other *muddiriya* and *idara* technical units. In this regard, a PSEP workshop was conducted in Bani Suef, 17-18 December 2006 for 26 participants, including representatives of the Service Team from the Reform Departments. During the workshop, they shared their experiences in reviewing a questionnaire that had been filled out by both internal and external customers. Furthermore, Aswan governorate agreed to hold PSEP workshops in the coming quarter (ERP, 2006d, pp. 17-18).

Additionally, during October-December 2006, ERP staff conducted an initial assessment of the MOE NGO Unit. The assessment revealed that: a) the current MOE vision does not include roles for the NGO Unit in the MOE (as illustrated by the lack of resource and staffing at the governorate level) and b) there are important potential roles for the MOE NGO Unit to promote community participation in education (ERP, 2006d, p. 7).

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[122] It was noted that the Minia Reform Department completed the third Public Service Excellence Program (PSEP) workshop, the Fayoum MOE NGO Department completed a strategic plan for its unit by following the PSEP process, and the Fayoum PSEP Technical Working Group met frequently to drive the process in all participating idaras (ERP, 2006b, p. 8). Also, several governorate- and idara-level reform units of these two governorates completed their service vision cycle, resulting in a significant shift in awareness and behavior on the part of MOE staff at the local level (ERP, 2006b, p. 4).

[123] Another example of expansion or diffusion of the PSEP occurred in Bani Suef, where the Governor asked the Director of Education to introduce the PSEP to the governorate-level Health and Agriculture departments.

As part of its 2006-2007 annual work plan, submitted in December 2006, EQUIP1/ERP noted several projected initiatives in support of MOE organizational restructuring: a) centers of excellence, b) incentives for innovation, and c) mobile training teams. According to the work plan (EQUIP1/ERP, 2006):

- ERP will identify and support **"**Centers of Excellence**"** that are able to reach out and serve as learning centers for other communities, schools, and organizations. This approach entails the identification of early adopters and high performers in a particular reform area (e.g. … improved community school relationships) and using these units, schools, BOTs, etc. as centers or focal points from which to spread key concepts and practices. A number of Centers of Excellence—for example, exemplary social work departments, schools, and offices of supervisors—already exist. Their staffs are skilled in desired education reform behavior. They have modified their perceptions of their duties. Some have modified procedures while others have adopted tools. (p. 5)
- A second approach will be the use of Incentives for Innovation. ERP will set up a small grants program to be used to promote certain innovations and reform objectives. Where possible, ERP will also work with MOE or governorate level reform committees to set up a longer-term system of incentives to reward desired reform practices. [For example,] ERP is promoting the role of BOTs in expanding the interaction between communities and schools – to increase the amount of interaction between students and parents and to expand the use of the school as an on-going education resource for the community. ERP will set up an incentive fund in each District to provide a cash reward to the 10 BOTs that have developed and implemented substantive, innovative school improvement plans. These cash rewards could serve as a resource for funding a portion of next year's school improvement plan. (p. 6)
- A [mobile] team of trainers will be oriented to key BOT organizational development concepts and equipped with a core training package. The team will be responsible for selecting 3 BOTs in each of the 5 largest urban centers in a governorate and providing them with intensive organizational development training and support. The team provides on-the-job training and mentoring to Social Worker Units in the process of training BOTs. The result of this targeted training and support will be that a BOT "center of excellence" is developed in each urban area that is used to influence newly established BOTs in the same area. (p. 7)

In addition, the annual work plan highlights the organizational restructuring of social worker units in discussing the importance of "readiness" in determining where to commit project resources: "ERP aims to strengthen the capacities of MOE social worker units at the governorate and district levels to support BOTs. In some districts, there are only one or two social workers in the unit (with very limited ideas about their role in the unit), while other district unit offices are better staffed with social workers that have a much stronger understanding of the unit's roles in supporting schools and BOTs. In its strategy to strengthen MOE social worker units, ERP will initially focus on the units that are well-staffed and most ready to be responsive to what ERP has to offer" (EQUIP1/ERP, 2006, p. 8). And as part of this effort EQUIP1/ERP (2006) planned to a) develop a *Social Worker Manual* how to establish and support BOTs as well as b) training materials for social work supervisors at the district and governorate levels (p. 10).

During January-March 2007, ERP staff continued its efforts to assist in organizational development of the MOE Social Work Department. BOT support teams, composed of social work supervisors, have been established at the *muddiriya* and *idara* levels, including focal and non-focal *idaras*. Among other responsibilities, the support teams help coordinate BOT support, in most cases working with clusters of social workers to promote the exchange of experiences among social workers and to encourage teamwork among the social workers from the same community and neighboring schools (ERP, 2007a, pp. 6-7). In addition, ERP staff collaborated with partner NGOs, school-based social workers and *idara*-level social work supervisors to pilot

test in focal governorates the Social Worker Manual, which includes the assessment tool for BOT operations. The pilot test includes a review of both the content of the manual and the processes needed to train social workers and BOT members. The manual will be revised based on the feedback from the pilot test and will then be used by the MOE to focus the activities of social workers in focal and non-focal governorates and *idaras* (ERP, 2007a, pp. 6-9).

In March 2007, ERP staff and the international consultant organized a workshop to prepare additional master trainers for Public Service Excellence Program.[124] This was done in response to the growing need for implementing the program in different governorates and as a means to ensure its sustainability in the MOE at both central and local levels. Training was planned in a way that allowed each participant to make three to four presentations during the ten-day workshop. With each presentation, other participants were recipients of the new materials as well as evaluators of their colleague's performance, through the use of a standard feedback instrument, along with feedback being provided by the consultant. Those attending this workshop will conduct a training of trainers (TOT) programs in governorates that do not have trainers (Minia, Alexandria, Qena, Aswan, and Cairo). Once a cadre of trainers is prepared in these governorates, they will conduct workshops at the *muddiriya*-level, and then trainees will conduct workshops at the *idara* level and (perhaps) for school-based training and evaluation unit staff (ERP, 2007a, pp. 14-15).

Another initiative by ERP staff during January-March 2007 focused on the *Technology of Participation II* program, in order to enhance the ability of MOE personnel at different levels to design and lead the implementation of participatory events. The program leads participants through a five-step design to better understand the nature of such events and how to make them successful. This quarter, a Technology of Participation II training workshop was conducted in Alexandria for MOE personnel from the seven focal governorates.[125] ERP staff along with an international consultant facilitated the workshop, with the plan for ERP/DGM governorate-level advisors to provide technical support to participants when they subsequently implement the workshops for other MOE personnel in their governorates. Through the workshop the participants designed four different workshops, which could be offered in a given governorate, depending on the areas identified through a needs analysis exercise (ERP, 2007a, p. 15).

Additionally, during the first quarter of 2007, ERP staff collaborated with an MOE task force in Minia (comprised of the General Education Department Director, the Manager of the Abu Korkas Educational Idara, the Head of Muddiriya Reform Department, and representatives from the *muddiriya*- and *idara*-level Personnel Departments) to develop a manual of MOE policies and organizational charts. The manual included organizational charts for primary, preparatory, and secondary schools as well as job descriptions for 128 positions within the MOE at the governorate and sub-governorate levels (ERP, 2007a, p. 17).

During April-June 2007 ERP staff, who were in the process of wrapping up their direct capacity building efforts with NGOs and CDAs, supported the central-, *muddiriya*-, and *idara*-level MOE NGO units in strengthening and clarifying their teamwork relationships with CDAs in promoting community participation in school-based reform (ERP, 2007b, pp. 4-5). Specifically, ERP staff assisted the MOE Social Work departments at both the *muddiriya* and *idara* levels to

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[124] The ERP quarterly report explains that the Public Service Excellence Program "is a change management program that builds the capacity of MOE employees to work within a context of decentralized education management. This program prepares them to be responsive to the needs of the 'customers of education at the local level. It works to change the culture of bureaucracy with [a focus on] managers at the top of the hierarchical triangle to a customer-oriented culture … [that] places customers at the top. It also enhances a healthy working environment where employees are treated as 'internal customers' within their institution" (ERP, 2007a, p. 14).

[125] The quarterly report adds that "the workshop was aimed at building on the experience gained by a selected group of MOE personnel who have been trained in Technology of Participation Facilitation Skills previously provided by ERP through the Institute of Cultural Affairs (ERP, 2007a, p. 15).

develop a BOT support system, involving one BOT support team at the *muddiriya* level and another team in each *idara* (not limited to ERP's focal *idaras*). School-based social workers have also been organized into school cluster-based teams, which exchange experiences and provide collegial support. Among other agreed-upon responsibilities, the support teams help coordinate the BOT support services offered by the various education reform projects (ERP, 2007b, pp. 6-7). In addition, during this quarter, ERP staff – in collaboration with partner NGOs, school-based social workers, and *idara*-level social work supervisors – completed the pilot testing of the comprehensive Social Worker Manual (for activating BOTs), which includes the assessment tool for BOT operations. The findings from the pilot study will be used to enhance the delivery of future training activities for social work supervisors, school-based social workers, and BOT members (ERP, 2007b, p. 10).

In relation to the decentralization pilots (see discussion above) but also to contribute to restructuring of local MOE organization, during April-June 2007, ERP commissioned a study of legislation and regulations affecting an education *idara* as well as its current organizational structure, prescribed operations and procedures. This study produced two sets of documents: (1) a *Regulatory Matrix for School-Based Reform, Including Piloting Education Decentralization in Selected Idaras* (DGM/ERP, 2007), which is a succinct analysis of suggested reform measures for the immediate and the longer term to be addressed by each of the MOF, MOE, and CAOA, and (2) a *Review and Analysis of Policies and Systems of the Educational Idara* (CBI, 2007), a comprehensive report, including the former matrix plus relevant legislative and regulatory instruments, and copies of all procedural forms used in and by an education *idara*. A draft proposal for organizational restructuring is also included as an annex. ... The materials were distributed initially to all ERP governorates and pilot decentralization *idaras* to review and consider proposals for incorporating changes resulting from the implementation of the strategic plan (ERP, 2007b, p. 16).

The *Regulatory Matrix for School-Based Reform* document recommends (and provides a rationale for) changes in various regulations (decrees, laws, circulars, etc.) of the MOE, Ministry of Finance, and Central Agency for Organization and Administration. The document also provides an overview of current features of the system:

a. The regulatory reference of the system is the "Financial Procedures for Budget and Accounts" issued by the Ministry of Finance in 2001, in addition to other laws;
b. Sources of finance available to schools include: i) percentage of activity fee; ii) donations; and iii) school-based tutoring fees;
c. *Idaras* receive itemized allocations from *muddiriyas* with no flexibility in spending or moving sums across items;
d. Allocations for operation and maintenance at the *idara* level are very limited (about LE400 annually);
e. Schools have no budget, hence limited context for improvement planning;
a. Law No 82/2006 stipulates that schools are required to prepare school improvement plans that lead to academic accreditation, as a means to enhance education quality and learning outcomes. The MOE's strategic plan for education reform, presented to the Cabinet in April 2007, indicates that schools will prepare a budget attached to a school improvement plan. School budgets are to be submitted to respective educational *idaras* as a reference for preparing *idara* budget. This is a bottom up approach, the reverse of current practice. (DGM/ERP, 2007, p. 2)

The document also lists the following recent developments:

b. HE the MOF expressed willingness to support decentralization of education in selected *idaras* subject to capacity and accountability;
c. Three *idaras* in Cairo are nominated to pilot education decentralization: El-Marg, El-Sahel and El-Nahda;

d. Dialogue started with the MOF on the possibility of establishing a joint working group with representatives of MOF, MOE SMAD, and CAOA to guide and supervise the process of piloting education decentralization in selected *idaras*, and to monitor outcomes;
e. A study was prepared to identify required policy and institutional measures to enable piloting education decentralization. Measures are categorized into two types: those needing no fundamental changes in existing regulations; and others that require serious review and modification of existing regulations. …;
f. The MOF expressed interest in receiving proposals of accountability indicators to apply in ensuring efficiency and probity in using resources at the *idara* and school levels;
g. International experience indicates that decentralization increases community engagement in education, and can lead to enhanced revenues from various contributions outside the public purse. (DGM/ERP, 2007, p. 2)

In its final chapter, entitled "Towards Clearing Space for Piloting Decentralization," the *Review and Analysis of Policies and Systems of the Educational Idara* document concludes with the following:

- The school is the core of the reform process, while the *idara* is the lowest [level] of management to which many financial and administrative powers can be devolved to enable school-based reform. …
- The *idara* organizational structure did not experience reform since the Decree of the Minister of Education number 88/1988 …
- All additions introduced to the education *idara* structure [since then have not been] approved by the Central Agency for Organization and Administration …
- … The *idara* with its existing structure would be able to perform a greater role in financial management without much concern over lack of transparency, difficulty in monitoring, or poor accountability mechanisms. …
- There are a number of organizational elements in the existing structure consistent with reform orientations. Other elements will need to be introduced, while others should be amalgamated, canceled, or renamed …
- The administrative role of the *idara* can be summarized to … [include] payrolls, school supervision, management of examination processes, and students' admission and transfer. …
- Education *idaras* are considered local administrative units. They are subject to all rules and regulations organizing governmental accountancy and public funds management.
- Due to centralizing most decision-making authorities within the *muddiriya* level, education *idaras* suffer from lack of opportunities for upgrading employees' capabilities, and limited incentives for innovation and reform. (CBI, 2007, pp. 48-49)

The document also recommends "regulator reform measures that should be considered to clear the space for piloting decentralization in selected idaras. They are clustered according to the entities addressed, which include Ministry of Finance, Ministry of Education, and the Central Agency for Organization and Administration" (CBI, 2007, p. 49).

As the work continued to develop the capacity and commitments of *muddiriy*a and *idara* staff with respect to the Public Services Excellence Program, it became clear that it would be helpful to develop an Egyptianized version of the PSEP trainers' materials. Thus, during the April-June 2007, work began on revising the manual. Furthermore, needs assessments in the focal governorates conducted by ERP/DGM staff indicated the greatest need for implementing the Public Services Excellence Program was at the *idara* level. Consequently, plans were laid to organize PSEP trainings for all *idaras* in the seven focal governorates. Selected participants will include key staff from departments and units having the largest numbers of customers, whether internal (e.g., Human Resources) or external (e.g., Student Affairs). In addition, a PSEP

Technical Working Team will be formed in each governorate to plan, support, monitor, and evaluate the different activities conducted by program participants (ERP, 2007b, p. 22).

During July-September 2007, ERP staff continued to provide technical assistance to the MOE Social Work Department at both the *muddiriya* and *idara* levels in strengthening BOT support systems, involving one BOT support team at the *muddiriya* level, *idara*-level teams, and school cluster-based teams of school social workers (ERP, 2007c, p. 9). Moreover, during this quarter, the PSEP training materials were Egyptianized and reformatted, and they were being edited in preparation for printing. Additionally, ERP staff assisted in developing plans for the above-referenced TOT workshops to establish a sustainable cadre of master trainers who will lead further training in relation to the Public Services Excellence Program (ERP, 2007c, p. 20).

Also during the third quarter of 2007, the two sets of documents produced through the *idara* study (see above) were reviewed by various stakeholders (e.g., members of the Inter-Ministerial Committee, key personnel in the seven focal governorates and pilot decentralization *idaras*, participants at various ERP/DGM-organized national and governorate-level workshops. This ERP quarterly report projects that "in the coming year, this initial work at the *idara* level will be complemented by support for MOE in a comprehensive review of function, role, and structure at all levels of the Ministry of Education, as proposed in the MOE National Strategic Plan (ERP, 2007c, p. 14).

Between July and September 2007, ERP staff organized a series of workshops at muddiriya and idara levels in each of the seven focal governorates. These workshops provided opportunities to evaluate the Regulatory Matrix for School-Based Reform, to review current policy and procedures, to assess change needs and strategies, and to plan the way forward. In Bani-Suef and Minia, for instance, it was reported that the workshop outcomes included: increased familiarity with changed functions; roles and structures proposed under the MOE National Strategic Plan at each of school, *idara*, *muddiriya* and central levels; a critical review of policies, regulations, local decrees, and decisions that govern an *idara*; suggested amendments to current regulations and procedures related to requirements of the Ministry of Education, Ministry of Finance, and the Central Agency for Organization and Administration; proposals for administrative restructuring including the merger and abolition of some *idara* units; and the need for school-based reform, including changed relationships, with the community and such organizations as boards of trustees, local popular council Education Committees, community development associations, and NGOs (ERP, 2007c, pp. 18-19).

EQUIP2/ERP's fourth annual work plan, submitted to USAID/Egypt in October 2007 does not reference any activities related to organizational restructuring, except that associated with ERP support for the Inter-Ministerial Committee for Organizational Transformation (see above discussion).

According to ERP's October-December 2007 quarterly report, "EQUIP1/ERP is assisting the MOE Social Work Department at both the *muddiriya* and *idara* levels in developing a BOT support system. This system includes one BOT support team at the *muddiriya* level and another team at the idara level. Governorate Undersecretaries have provided full support to these BOT support teams. School Social Workers have also been organized into teams. The support teams include representatives from the Social Work Department of non-[focal] *idaras* in order to transfer reform practices to the other idaras. Highly qualified School Social Workers also will be members of the BOT support teams. Among other responsibilities, the support teams help coordinate the BOT support services offered by the various education reform projects, including EQUIP1 and the New Schools Program. During this quarter, EQUIP1 staff supported the Social Work Department with cluster-based training in the analysis of the results of the BOT Assessment Tool developed in coordination with M&E staff which is used to determine the strengths and weaknesses of the BOT and to identify a capacity building plan for the BOT. During this quarter, EQUIP1 staff organized TOTs and follow-up to the Social Work Department supervisors to help BOTs supporting the development of school

improvement plans, resource mobilization to support those plans, good governance, financial management, and developing the BOT annual plans. Training programs, using the Social Worker Manual developed by EQUIP1 and the [Canadian International Development Agency] STEPS II Project in conjunction with the MOE, were initiated during this quarter to school-based social workers to further build the capacity of
BOTs" (ERP, 2007d, pp. 12-13).

Also during October-December 2007, ERP staff supported the efforts of several governorates in their "review of existing functions, roles, and organization arrangements at the *muddiriya*, *idara*, and school levels to meet anticipated changes linked to decentralization. A systematic and comprehensive example is the advanced review in Bani Suef, where several ministries have exercised collaborative leadership, including MOE, MOF, and the local representative of the CAOA. ERP staff assisted in organizing a series of workshops to "produce an integrated set of reform proposals, including job descriptions and revised organization charts. ... [Moreover,] linkages have been made to the national reform activity engaged by the Inter-Ministerial Committee for Organizational Transformation and information about the progressive developments is also shared among all target governorates" (ERP, 2007d, pp. 20-21).

The October-December 2007 quarterly report states, furthermore, that ERP staff assisted a selected team of Public Service Excellence Program master trainers in drafting an agenda for a ten-day TOT workshop to assist prospective trainers to better understand the content and methodology of the program. This team is also devoted time to drafting Master Trainer's Notes for use during the TOT programs. These two key PSEP tasks are nearing completion. When finalized, a workshop will be held for 13 master trainers to revise the proposed agenda and notes and to review the final draft of the PSEP training materials that were Egyptianized and reformatted in the last quarter (ERP, 2007d, pp. 21-22)

During January-March 2008 ERP staff assisted the MOE Social Work Department at both the *muddiriya* and *idara* levels in developing a BOT support system. This system includes one BOT support team at the *muddiriya* level and another team at the *idara* level. … School social workers have also been organized into teams. The support teams include representatives from the Social Work Department of non-[focal] *idaras* in order to transfer reform practices to the other *idaras*. ... Among other responsibilities, the support teams help coordinate the BOT support services offered by the various education reform projects, including ERP and the New Schools Program.
During this quarter, ERP staff continued to support the Social Work Department through its cluster-based training using the results of the *BOT Assessment Tool* (BOTATs) and
drawing on the needs identified in the SIP for each school. In addition, for the first time,
BOTs at the idara level were introduced to a modified BOTAT to assess their capacities
to support and represent school-based BOTs. The results of the BOTAT will be used to
develop a capacity building plan for the BOT idara by ERP and the Social Work
Department. Additionally, during this quarter, ERP staff organized TOTs and follow-up to the Social Work Department supervisors to support BOTs in supporting the development of school improvement plans, resource mobilization to support those plans, good governance, financial management, and developing the BOT annual plans (ERP, 2008a, p. 10).

And during January-March 2008, ERP staff worked with the master trainer team to do the final review of the Public Service Excellence Program materials, as well as the plans for the ten-day TOT and master trainer's notes. Then, a group of 23 participants from Qena and Aswan attended a series of two workshops intended to qualify them as Public Service Excellence Program trainers in their respective governorates. The first workshop introduced them to general training and facilitation skills through a four-day "Technologies of Participation and Training Skills" workshop held in Minia, followed by a ten-day workshop in Luxor focusing on the content and methodology of Public Service Excellence Program training. These workshops helped to

prepare respective governorate-based teams of trainers, assistant trainers, and workshop assistants, who were then equipped to train others (ERP, 2008a, p. 24).

Among key matters recognized, considered, and deliberated by the Inter-Ministerial Group for Organizational Transformation (IMG-OT) during April-June 2008 were the following: 1) overview of progress made by the five OT working groups in developing the restructuring proposal with support from staff of MSAD and MOE assisted by ERP experts; 2) a proposal being prepared by MSAD experts based on previous outputs of the five working groups; 3) ideas for maintaining and strengthening the independent nature of the Centre for Curriculum and Instructional Materials Development (CCIMD) while maintaining its affiliation with the MOE; and 4) a draft proposal to include three major content outputs:

a. rationale and general description of the system operation (i.e., inter-relationships, accountability lines, incentives, main operational principles, etc.);
b. functions and their respective allocation in the system; and
c. organizational structures for different systemic levels. (ERP, 2008b, p. 20)

Also during the second quarter of 2008 the initial group 21 participants in the Public Service Excellence Program (PSEP) from the Reform Units of the Bani Sweif *muddiriya* and five *idaras* celebrated their performance improvement accomplishments over the previous eight months by implementing the last of the five PSEP workshops. Furthermore, PSEP trainers in Bani Sweif initiated the second round of PSEP with 25 participants from six divisions in the Bani Sweif Idarra, involving two workshops this quarter. In both Qena and Aswan, 11 trainers who had recently attended a PSEP TOT that was led by their peers from Bani Sweif and Fayoum (4 master trainers) implemented the first two workshops of the program with their colleagues from the Qena and Aswan Idaras (23 and 24 participants, respectively) (ERP, 2008b, p. 25).

**Conclusion**

In this chapter we have described the various forms of technical assistance and capacity building undertaken by ERP staff and consultants in support of – and often jointly with – key administrative personnel at various levels of the educational system in Egypt. We organized the presentation of ERP support for management and organizational reform in three broad, somewhat overlapping areas: a) institutionalizing decentralization, b) linking governmental units, and c) organizational restructuring.

ERP was able to build on previous government and donor-supported activities that had identified the need for decentralizing management operations within the education sector (see Chapter 2). ERP's support consisted of research and concept paper development, workshops and conferences featuring Egyptian and international experts, a study tour to Indonesia, and technical assistance – especially in relation to key Egyptian government initiatives: national-level strategic planning related to decentralization and inter-ministerial committee deliberations regarding financial/administrative decentralization pilots. In addition, the following areas of ERP support helped create a demand for decentralization, while also enhancing prospects that local- and national-level actors could effectively take on new responsibilities: a) building capacity of school- and idara-level leadership (see Professional Development documentation study; b) enhancing the pool of leaders at the national and governorate level (see discussion above about the MOE Leadership Program) c) deepening and broadening community participation (see Chapter 6); and d) undertaking strategic planning and building monitoring and evaluation capacity at the *muddiriya* and *idara* levels (see Chapter 8).

Equally important was ERP support for moves to strengthen linkages among various units within the Ministry of Education and across government ministries. ERP helped to create the Governors' Education Reform Network (GERN), which initially involved governors from the seven focal governorates along with some central MOE departments. Over time, with ERP support, the GERN expanded to include governors from non-focal governorates. Indeed, in the spring of 2006 it became known as the GERN Leadership Conference, and its agenda for that

meeting focused on a critical issue, “Accreditation in Pre-University Education.” By September 2007 this mechanism for promoting education-related communication and coordination across governorates had become institutionalized as the “Governors’ Annual Meeting and Leadership Conference on Pre-University Education.” The other important example of ERP support for strengthening linkages – perhaps it’s more accurate to say building bridges – across government units involves the creation and continued functioning of the two inter-ministerial working groups. One of these groups focused on “educational finance,” while the other was concerned with “organizational transformation.” At various times these groups included high level representation from the Ministry of Education as well as the Central Agency for Organization and Administration, the Ministry of Finance, the Ministry of State for Administrative Development, and the Ministry of State for Local Development.

Finally, ERP provided support to the Egyptian government’s efforts to restructure the organization of the Ministry of Education at various levels of the system. Obviously, the work on decentralization and inter-unit linkages (also discussed in this chapter) contributed to such efforts. In addition, ERP provided assistance to creating and activating new organizational units, for example, the Policy and Strategic Planning Unit (PSPU) at the national level as well as the reform departments (later PSPUs) at the muddiriya and idara levels. ERP also helped leaders at various levels of the system to review and explore elimination or reconfiguration of existing units (e.g., the national-level Central Agency for Inspection). ERP also introduced and promoted implementation of the “Public Service Excellence Program” and the Technologies of Participation Program as tools, respectively, for reorienting the behavior of education administrators towards a customer service focus and enhancing the ability of MOE personnel to design and lead participatory events. While these two ERP-supported initiatives did not necessarily lead to changing the organizational structure, they certainly were conceived to be encouraging changes in organizational functioning. Similarly, ERP activities in relation to the social work departments at the *idara* and *muddiriya* levels were directed at reorienting the way these departments functioned, particularly in relation to boards of trustees.

The next chapter summarizes the perceptions of stakeholders at various levels of the system in terms of the extent of progress in reforming the management and organization of the educational system as well as the factors that enabled or constrained such progress.

## Chapter 4

# PERCEPTIONS OF MOVES TOWARD ORGANIZATIONAL RESTRUCTURING AND ADMINISTRATIVE DECENTRALIZATION

**Nagwa Megahed, Mark Ginsburg, Tarek Sheta, and Mostafa Mohamed**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with a total of 322 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional capacity* with respect to administrative decentralization.

| Tool | Group | ***Governorates*** | | | | | | | **Total** |
|---|---|---|---|---|---|---|---|---|---|
| | | Cairo | Alexandria | Fayoum | Beni Sweif | Minia | Aswan | Qena | |
| **Administrative Decentralization** | Muddiriya Undersecretary | 0 | 0 | 1 | 1 | 1 | 1 | 1 | **5** |
| | Muddiriya Administrators | 6 | 10 | 7 | 7 | 9 | 6 | 8 | **53** |
| | Principals: ERP Schools | 6 | 8 | 7 | 8 | 9 | 7 | 7 | **52** |
| | BoT Leaders | 4 | 6 | 6 | 8 | 8 | 5 | 8 | **45** |
| | Idara Department Directors: ERP Idara | 5 | 7 | 7 | 8 | 10 | 10 | 8 | **55** |
| | Governorate Level NGO Leader | 5 | 5 | 6 | 8 | 7 | 6 | 6 | **43** |
| | Idara M&E ERP Idara | 7 | 8 | 5 | 7 | 0 | 8 | 7 | **42** |
| | Muddiriya M&E ERP Governorate | 0 | 0 | 6 | 6 | 0 | 7 | 8 | **27** |
| | Total | **33** | **44** | **45** | **53** | **44** | **50** | **53** | **322** |

For each dimension of each area participants marked one of the following stages:

25. *Maintenance of the Old System*
26. *Awareness*
27. *Exploration*
28. *Transition*
29. *Emergence of New Infrastructure*
30. *Predominance of New System*

In addition, focus group participants were invited to discuss their perceptions and to identify conditions or factors that enabled or constrained specific dimensions of systemic change.

Given that Fayoum (along with Ismailia and Luxor) was selected to participate in piloting financial and administrative decentralization during the 2008-2009 academic year, the discussion below will highlight responses of Fayoum focus groups, and compare these with the responses of counterparts in the other six ERP focal governorates (Alexandria, Aswan, Bani Sweif, Cairo, Minia, and Qena). In addition, we will give some attention to differences among the

focus groups in Fayoum. In both cases, these baseline data, while informative, will be more useful when compared with subsequent waves of data collected. Moreover, having baseline and subsequent data for Ismailia and Luxor is critical.

**Domain I: Policy Framework**

Table 1 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and policy framework for administrative decentralization. Overall, Fayoum respondents were slightly below average in their response (3.3 versus 3.6), though both represent a perception that this dimension of administrative decentralization is between the exploration and transition stages. In comparison, Cairo respondents reported a higher stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). Note that in Fayoum there were sizeable differences among respondents' views, with idara M&E staff perceiving the system to be at a much lower stage (1.6 or between maintenance of the old system and exploration), while BOT community leaders and governorate-level NGO leaders reported a higher stage (4.2 and 4.3, respectively, or somewhat beyond the transition).

**Table 1: Administrative Decentralization: Institutional & Policy Framework** (Mean Values; Range=1-6) Wave 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Principals | 5.8 | 4.2 | 2.6 | 5.3 | 3.7 | 3.6 | 3.6 | **4.1** |
| BOT Leaders-Community | 3.3 | 5.0 | 4.3 | 4.0 | 4.2 | 2.8 | 3.8 | **3.9** |
| Idara M&E Staff | 1.9 | 4.5 | 4.0 | 4.7 | 1.6 | ** | 4.0 | **3.4** |
| Idara Department Directors | 4.7 | 2.9 | 4.4 | 4.2 | 3.0 | 3.7 | 4.3 | **3.9** |
| Governorate NGO Leaders | 3.3 | 2.8 | 3.1 | 3.6 | 4.3 | 2.4 | 3.8 | **3.3** |
| Muddiriya M&E Staff | ** | 3.0 | 2.2 | ** | 3.0 | ** | 4.0 | **3.0** |
| Muddiriya Administrators | 2.9 | 2.7 | 3.3 | 4.8 | 3.3 | 2.4 | 2.6 | **3.2** |
| **TOTAL** | **3.6** | **3.6** | **3.4** | **4.4** | **3.3** | **3.0** | **3.7** | **3.6** |

***The first question asked about why each participant chose a certain stage of systemic change***

**In Alexandria,** the majority of BOT Members chose stage 3 while school principals, in general, chose higher - level stages (Stage 5 and 6). "I chose stage 6 because the school responsibilities now have been extended to include: school self-assessment and improvement planning, managing human resources, identifying professional development needs, evaluating staff performance, coordinating technical supervision with the idaras, identifying teaching approaches, and organizing school activities.

General Directors similar to BOT members chose stage 3 (Exploring). "I think that with the great efforts to implement decentralization, the central MOE still has the upper hand on all educational

issues." "I chose stage 3 but I think that the statement of (MOE leaders, in consultation with other members of the Inter-Ministerial Committee (Administrative Development, Finance, Local Administration), prepare an organizational restructuring document, designed to enable effective governance and management at all levels of a decentralized system) from stage 4 (Transitioning) is already implemented.

M&E Units chose stage 2 in most of the cases. "I chose stage 2 because Central MOE and other government officials are aware that an organizational restructuring is needed to devolve authority and reorganize functions at each level in order to improve efficiency and quality of education, but they are not clear how to proceed with restructuring.

NGOs chose much diversified stages from stage 2 (Awareness) to stage 4 (Transitioning). They believed that "MOE personnel at central, Muddiriya-, idara-, and even school level are not satisfied with the highly centralized system, but they are searching for a better way for managing the system in a less centralized matter."

**In Aswan,** BOT members' choices ranged between the first and second stages. "The ministry still controls everything and the school principal must do whatever the central ministry wants." "One day during a conference with MOE officials, some school principals suggested that the break time of students should be reduced to be 20-25 minutes instead of 45-60 minutes. This will help to shorten the long day which extends till 3:30 p.m. After that, we found a letter from the Muddiraya to all school principals that: Just work as per the study plan and schedule comes from the ministry and you do not have the right to change anything." In other cases, BOT members chose the second stage. "We are in the second stage. Many people in education field are aware now of the need to change."

In Aswan, there was a wide range of differentiation evident within different groups' responses to the survey. Some groups chose advanced stages (stage 5 and 6); while other groups chose less advanced stages (stage 1 and 2). School principals, in general, chose high-level stages (stage 5 and 6). "BOT now provides an excellent opportunity for community participation and facilitates administrative decentralization throughout local decision making. In the past, parents were hardly responding to the invitations to parental council meetings whereas now there is a competition between them to be elected in BOTs). Some of school principals chose the most advanced stage (stage 6) and justified this choice very well. "Now, school management and MOE officials are more aware of the organizational culture, there are national standards of education, and there are needs assessments and strategic planning at all levels of MOE".

General Directors chose much vary stages (from stage 1 to stage 6). "I chose stage 5 because governors now have the power and authority to make decisions and to delegate some authority to idarra and school level." "We are at stage 1 because the central decision making process still dominating all educational activities."

The monitoring and evaluation group at Muddiriya level stated that there are some indicators that the ministry is serious about the decentralization implementation. "I chose stage 4 because ministry has started to develop policies and regulations of delegation and now the overall system is moving towards fully functionalized decentralization".

M&E idarra units group chose much diversified stages. Some chose stage 2 while others chose stage 5. "I chose stage 5 because infrastructure is being developed; national standards, awareness programs, training, school improvement plans, etc." I chose stage 2 because we are aware now of the need to change but nothing happens more than that. We still wait for

ministerial decrees activation at local and school levels."

Most of NGOs chose stage 1 (Maintenance of Old System) due to several points in this stage which are implemented such as:
- Central MOE decisions are not necessarily informed by information and ideas from lower tiers of the educational system.
- Muddiriya-, idara-, and school-level personnel are responsible for implementing centrally determined policies and procedures, some of which are viewed to contradict others.

Mudirriya administrators' choices range from stage three to stage five. "The last prime ministry decree gives some privacy to each governorate. The governorate can identify now its objectives and develop its own strategic plans." "National standards of education could be another example of the stage three. I have been working as a consultant for these standards since 2003 and I think it plays a great role in decentralization."

**In Beni Sweif,** BOT Members in general, chose stage 3. They believe that all policies and decrees related to decentralization still inactive. "Even though the Governor delegates his responsibility to MOE senior officials in his governorate, still MOE officials at governorate and idarra levels unable to take decisions." "I chose stage 4; however, this stage is only available in (ERP) project schools due to training programs which increased the community awareness and participation in the school improvement activities." "School principals now have more authority with regard to financial issues.**"**

For School Principals**,** the choices were very much varied between groups. School principals chose stage 1 and 2 mentioned that "I chose stage one because the central ministry is responsible for everything. They control all decision making and decrees … even start date of the school year. I have a major problem in my school regarding the student attendance. At the same time I cannot take any action towards students with high absence rate. Ministerial decrees guarantee them to enter the mid-term and final exams and this is unfair to students who are attending the whole year". "I chose stage one because everything is coming from central ministry; professional needs, curriculum, study plans, etc. everything is central".

Idarra directors stated that there should be more authority for school management and BOT. Decentralization process should be started from school and to prepare school staff and BOT members to lead school activities.

M&E idarra units group in general chose less advanced stages (stage 1 and 2). "We still in stage 1 where the decisions are taken by central MOE even the annual leave approval should be approved by idarra not the school principal." "We still in stage 2 where people just understood and be aware of the decentralization approach."

Many of the NGOs chose stage 1 because Central MOE decisions are not necessarily informed by information and ideas from lower tiers of the educational system and Muddiriya-, idara-, and school-level personnel are responsible for implementing centrally determined policies and procedures, some of which are viewed to contradict others.

Muddiriya directors chose more advanced stages (stage 3 to stage 6). "I chose stage 3 because the local MOE officials now have more authority". "I chose stage 6 because there are many decentralization initiatives and activities such as; more authority to school principals, greater role for BOT, and school improvement planning". "I chose stage 5 however, many points of stage 6 existing except point 3 where the books are still produced and printed on central level".

**In Cairo,** BOT Members chose less advanced stages in general however some of them chose stage 6. “I chose stage 6 and I am very optimistic about the future of decentralization in education system”. Sections Head chose either stage 3 or stage 6. “I chose stage 6 because local MOE units have more responsibilities now and can take decisions. Also, strategic plans, BOT, ministerial decree 417, and Governor Delegations are very important achievement towards full decentralization.” “I chose stage 3 because Ministerial decrees in give authority to undertake educational reforms to governors in Alexandria (2001) and then six other governorates (2003), selected to participate in USAID-funded pilot projects”

School Principals chose more advanced stages (stage 4, 5 and 6). ERP School principals chose advanced stages. “I chose stage 5 because the level of authority now at local level is much higher than before and now, school principals have more control on financial issues in cooperation with BOT." “I chose stage 6 where school responsibilities now include: school self-assessment and improvement planning, managing human resources, identifying professional development needs, evaluating staff performance, coordinating technical supervision with the idaras, identifying teaching approaches, and organizing school activities.**"**

NGOs did not respond to this dimension and confirmed that they are not familiar at all with these issues.

**In Fayoum,** BOT Members also chose advanced stages (stage 4 and 5). "I chose stage 4 because all of its statements are implemented now such as; (The proposal for restructuring is endorsed by the Central Agency for Organization and Administration.) And (A Ministerial decree is issued to clarify roles and responsibilities (for policy making, planning, and management) at each level of the system and to devolve authority downwards to the muddiriya, idara and schools levels.)

The choices of school principals in Fayoum were very much varied although the chose advanced stages (4, 5, and 6). "I chose stage 4 because of first statements (MOE leaders, in consultation with other members of the Inter-Ministerial Committee (Administrative Development, Finance, Local Administration), prepare an organizational restructuring document, designed to enable effective governance and management at all levels of a decentralized system.). There is ministerial committee now for organizational re-structure and promotion." "I chose stage 5 because of first statement (A Prime Ministerial decree exists that makes multi-sectoral strategic planning at the governorate level a basis for planning at the idara and schools. The decree guides devolution of administrative authority for idaras and schools. A system for supporting school administrative authority is in place)."

M&E idarra units group chose basic stage (stage 1 and 2). "I chose stage 1 because of Central MOE has control over administrative decision-making, particularly regarding staffing, curriculum, evaluation, and professional development needs." "I chose stage 2 because now there is an increasing awareness of the need and importance of decentralization in education process. I visited India and found that each province has its own education system and policies in accordance to the nature of this province."

Mudiriya administrators chose stage 4. Only one participant chose stage 1, he said, "All statements of this stage describe precisely the current situation". "I chose stage 4 because of the first statement (MOE leaders, in consultation with other members of the Inter-Ministerial Committee (Administrative Development, Finance, Local Administration), prepare an

organizational restructuring document, designed to enable effective governance and management at all levels of a decentralized system.)

**In Minia,** BOT members believe that central ministry still controls everything and these decentralization activities are very limited." I chose stage 2 because we now more aware of the need for improvement and participation in decision making process. Ministry controls everything and keep the right of decision making regarding curriculum, book printing and other issues.

The choices of school principals were varied. Some of them chose stage 2 and 3 while other chose stage 5. "I chose stage 3 because Minia is one of target education development regions and now we are exploring different approaches and mechanisms of decentralization." "I chose stage 5 because idarras now have more authority and can take decisions much more than before."

Muddiriya administrators mentioned that "Minia is one of the most development governorates in education system. I chose stage 3 because we need time and resources for more development. We need many things to be available such as; clear organizational structure, good training and information materials and resources, activation of decentralization decrees and more participation in decision making."

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

There were similiraty of reasons mentioned by different groups. For examples,
For BOT Members the reasons mentioned include:

- Lack of vision and leadership skills of some MOE officials at local levels where they could not able to cope with new systems
- Lack of resources
- Lack of knowledge

For School Principals
Before the initative of decentralization, a lot of other initiatives and activities were implemented which facilitate and prepare MOE staff and community to react properly and proactively with the decentralization and good governance initiatives. However, nothing yet implemented on practices.

The main reasons behind the stability of change identified by Idarra Directors refer to the lack of commitment and sometimes due to resistance to change. Many laws and decrees are not active because there is no accountability and transparency in implementing these decrees.

***The third question asked about the role of ERP in bringing about the change.***

The majority of interviewees in different groups recognized the role of ERP, they agreed that ERP provides many activities and initiatives for decentralization process. ERP provides training programs for all stakeholders in education system not only teachers and MOE but also BOT members, NGOs, and others. Roundtables and field visits gave great opportunity to people to gain more experience and enhance their skills.

***Relation between development of the two dimensions (Policy Framework and Institutional Framework)***

For the majority of interviews, the two dimensions are very much related to each other where the progress in one dimension could trigger similar progress in the other dimension. However, the policy framework dimension is more advanced in progress than individual capacity dimension. They referred that to the fact of capacity usually needs much more time to build.

**Domain II: Institutional Capacity**

Table 2 presents the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional capcity for administrative decentralization. Overall, Fayoum respondents were somewhat below average (3.12 versus 3.48), though both represent a perception that this dimension of administrative decentralization is between the exploration and transition stages. Similar to the findings in Table 1, here Cairo respondents reported the highest stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). Note, moreover, that in Fayoum there were sizeable differences among respondents' views, with idara M&E staff perceiving the system to be at a much lower stage (2.0 and 2.1, respectively, or awareness), while principals and governorate-level NGO leaders and principals reported a higher stage (4.2 and 4.3, respectively, or somewhat beyond the transition).

**Table 2: Administrative Decentralization: Institutional Capacity** (Mean Values; Range=1-6) Wave 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Principals | 5.0 | 5.2 | 3.9 | 5.0 | 3.7 | 4.0 | 2.8 | **4.2** |
| BOT Leaders-Community | 4.0 | 5.0 | 4.4 | 5.0 | 3.0 | 3.5 | 3.3 | **4.0** |
| Idara M&E Staff | 1.6 | 4.0 | 3.0 | 4.3 | 2.0 | ** | 3.3 | **3.0** |
| Idara Department Directors | 5.3 | 3.0 | 4.9 | 4.2 | 4.0 | 3.1 | 4.3 | **4.1** |
| Governorate NGO Leaders | 2.6 | 2.8 | 2.6 | 3.8 | 4.0 | 1.8 | 3.3 | **3.0** |
| Mudiriya M&E Staff | ** | 2.3 | 2.3 | ** | 3.0 | ** | 2.9 | **2.6** |
| Muddiriya Administrators | 2.3 | 3.0 | 2.9 | 5.0 | 2.1 | 2.3 | 2.9 | **2.9** |
| **TOTAL** | **3.5** | **3.6** | **3.4** | **4.5** | **3.1** | **3.0** | **3.3** | **3.5** |

***The first question asked about why each participant chose a certain stage of systemic change***

**In Alexandria,** Most of school principals chose stage 5. "I chose stage 5 because we have now many decentralization activities in Alexandria and all points of this stage are implemented." Such points include:
Official organizational chart and job descriptions define clear roles at each system level. Staff at all levels of the system demonstrate requisite knowledge, skills, and attitudes (e.g.,

management, supervision, monitoring & evaluation, transparency, accountability, trust) to function effectively in a more decentralized system. Procedures for monitoring and providing constructive feedback to staff at every level of the system regarding their administrative functioning are in place. A structured professional development system for new and continuing administrators operates to enhance their capacity to function effectively in a more decentralized system. The systems include mechanisms for formative feedback to enable refining the focus and improving the delivery of training programs.

Almost all idarra department directors chose stage 2 to describe the current situation of system change in Alexandria. They stated that even though they chose stage 2, all points of stage 1 are still implemented:
-The functions and procedures for educational administration are established and based on a highly centralized system.
- MOE personnel at the various levels of the system do not have the requisite knowledge, skills, and attitudes (e.g., management, supervision, monitoring & evaluation, transparency, accountability, trust) to function effectively in a more decentralized system.
- Professional development programs do not adequately address the training needs of MOE personnel at various levels to be able to function effectively in a more decentralized system.

Almost all mudirriyia administrators participated in the interview chose stage 5. They stated that local MOE units now can provide direct support to school in preparing plans and conduct self assessment of school needs. They added that the second point of stage 6 is almost implemented in Alexandria (Administrative staff at muddiriya, idara, and school levels demonstrate capacity to develop school improvement plans, implement monitoring and self-evaluation tools, manage human resources, identify professional development needs, evaluate staff performance, coordinate technical supervision with the idaras, identify teaching approaches, and organize school activities.)

**In Aswan,** BOT members chose different stages. "I chose stage 2 because MOE staff at various levels is also aware that they will need new knowledge, skills, and attitudes for them to function effectively in a more decentralized system, but they cannot articulate exactly what is required". "I chose stage 4 because as a member of BOT I was not aware of anything related to the community participation for example and now and after getting involved in many activities and training program I have become more aware and familiar with education issues and challenges".

Most of school principals in Aswan chose advanced stages. "I chose stage 5 because the development we touch in many fields. There are now strategic planning, training on decentralization and related subjects, organizational structure, predefined roles and responsibilities of each level etc.)." "I chose stage 5 because there is a structured professional development system." "The system includes mechanisms for improving the delivery of training programs."

M&E idarra units group stated, "I chose stage 3 because many units were provided with systems such as SMS and e-gov." "I chose stage 4 because the ministry are developing job descriptions for staff at the governorate and idara levels." "We received training programs for on the concept of decentralization."

Idarra department directors mentioned that, "We are at stage 5 because many things are there now."

**In Beni Sweif,** BOT members and school principals stated that "the system witnesses many improvement activities but still need more resources (human, financial and technical) in order to activate decentralization environment." They believe that "MOE leaders and senior officials should start by themselves and delegate more responsibilities to local levels." "I chose stage 2 because all levels of education system are aware now of the need and importance of decentralization." "The role of BOT is increasing and they play more roles in educational system. They support school activities, support students and respond to school need." "The system now is at stage 4 where MOE with support from stakeholders develop clear job descriptions and evaluation mechanisms to measure/evaluate skills and knowledge for staff at the governorate and idara levels."

Idarra M&E staff mentioned that, "The development is being carried out in just small number of school (project schools), other schools still working by the same centralized system. That's why I chose stage 2 where everyone in education system is aware now of the new approaches and their demand for development is more stronger". "The awareness is there now but I think we are at stage 3 where some training programs are provided and MOE staff at central and local levels begins to explore options for redefining staff roles and responsibilities at the various administrative levels.

The majority of Idarra department directors agreed on stage 5, "Because there are professional development programs for all levels of MOE".

**In Cairo,** the majority of BOT members chose stage 5 (Emerging Infrastructure) where a structured professional development system for new and continuing administrators exists."

Most of ERP school principals also chose very advanced stage (stage 5). They stated that in ERP project schools there are BOT who are able to take decisions on many aspects of the school activities." From their perspective, The description of a system at this systemic change is in place.

Idarra department directors stated that the system is progressing and there are many decentralization activities at all levels of education system. "I chose stage 5 because now there are job description for people and organizational chart which defines who is doing what".

**In Fayoum**, the majority of BOT members chose less advanced stages. For them the system is at the exploring stage. While the majority of ERP school principals chose advanced stages. "I chose stage 5 because all items of this stage are implemented."

All Idarra monitoring and evaluation group chose stage 2. From their prespective, the ministry is aware of the need for a more decentralized system but nothing yet implemented.

Idarra department directors stated that "the organizational structures still not activated or even approved by the ministry. They added that even though there is a specific job description of each level these policies have not implemented effectively yet."

**In Minia**, BOT members stated that exploring alternatives is the first stage towards change and development. "I chose stage 3 because this is whre we are now, exploring what could be the best strategy to follow and how we can decentralize our system."

The choices of school principals were varied. Some of them chose advanced stages and others chose less advanced and intermediate stages (Transitioning). "I chose stage 3 because there is

some activities of MOE to explore different options and mechanisms for decentralization."

The majority of Idarra department directors chose stage 4 "I chose stage 4 (Transitioning) because most of the efforts toward decentralization is going on at the central level, the ministry is still exploring options and alternatives."

**In Qena,** the answers of BOT members varied very much where some of them chose advanced stages and other chose intermediate and less advanced stages. The majority of school principals chose stage 2 (Awareness). They stated that now all people, not only MOE, have the awareness of the importance and the need to decentralized system."

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

The reasons mentioned by different groups in different governorates were very similar, for example,
ERP school principals in Alexandria stated many reasons behind system change stability and the weak improvement rate. The main reasons as stated are:

- Lack of experience at some levels of MOE system especially key officials at idarra and school level.
- Lack of resources (financial, technology, technical, etc.)
- Random of some decrees and initiatives which are developed in isolation of stakeholders

Factors that enabled changes included the training programs and technical support programs that have been provided during the last period which enhanced people awareness and skills in decentralization, good governance, and general management. As stated by the idarra directors group, "change is a natural phenomena and MOE system should also change to cope with new international tends."

For systemic changes toward administrative decentralization interviewees suggested the following,

- Provide training programs to for BOT and school management on planning and monitoring skills.
- Developing strategic plans for school throughout participation of all stakeholders
- Training
- Delegation
- Field visits
- Exchange visits are well-organized and very effective
- Social Worker Manual
- Promoting teamwork spirit and enhancing interpersonal skills of school staff
- Existing of success stories increased level of awareness of MOE staff at all levels.
- Global trend towards decentralization and community participation and communication revolution in Egypt, which facilitate people capabilities to be more aware of international development, and trends.

***The third question asked about the role of ERP in bringing about the change***

**Alexandria**
ERP provides different kinds of support to education system at all levels (central, local, school, and community). ERP prepared people to act positively in many situations towards decentralization and good governance (School Principals).

**Aswan**
- Selected groups in development regions are not qualified enough to play the role of mentors for others
- Many trainees did not complete the training program
- Lack of professionals and specialists (Idarra M&E staff)

- The program has not been implemented in all idarras and muddiriaya
- Lack of human resources
- Lack of financial and technical resources
- Resistance to change
- Lack of coordination between different levels and units of MOE
- Insufficient monitoring and follow up activities (Idarra department directors)

**Beni Sweif**
- Continuing the treatment of cause root problems in education system such as; resources, technical support, materials, international experience, etc.
- Continuing communications with decision makers about the need to change the current system (BOT members).

- Professional Training Programs of Teachers
- BOT Training Programs
- School Management Programs
- Middle Management Workshops (Idarra department directors)

**Fayoum**
ERP provided very important base for development and system change, which is the building of human resources and staff skills throughout training programs, and technical support. ERP also established good communication channels between central ministry and other local levels and stakeholders (NGOs, BOT, other ministries, etc.) (School principals)

***The 4th question asked about what ERP could have done to better serve the change in financial decentralization***

BOT members suggested that a needs assessment should be carried out prior starting any activities or training programs. This will ensure the suitability of training and maximize the benefits of it (Aswan BOT member).

In addition the following points were highlighted by different groups in different governorates:
- Improve systems and equipment
- provide information bank
- Extended training programs
- Produce some booklets and materials about decentralization, good governance, and improve school library
- Propose new organizational structure of MOE and discuss it with decision makers

***Relation between development of the two dimensions (Policy Framework and Institutional Framework)***

"The two dimensions are different because the policy framework is implemented throughout top-down approach (ministerial decrees, legislations, laws, etc.) while the other institutional capacity

need efforts from all stakeholders and target groups."
"Sometimes decision makers do not take into consideration the current capacity of the system and that's why many policies which are good policies in principal have not been activated or implemented."

**Conclusion**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with a total of 322 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the “stages of system change” questionnaires concerning *policy framework* as well as *institutional capacity* with respect to administrative decentralization.

Regarding the stage of systemic change of **policy framework** for administrative decentralization, Fayoum respondents were slightly below average in their response (3.3 versus 3.6), though both represent a perception that this dimension of administrative decentralization is between the exploration and transition stages. In comparison, Cairo respondents reported a higher stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). Overall, the total average score for the seven governorates was 3.6 which indicate a stage between exploration and transition. For example, there are some indicators that the ministry is serious about the decentralization implementation. The ministry has started to develop policies and regulations of delegation and now the overall system is moving towards fully functionalized decentralization." "Even though the Governor delegates his responsibility to MOE senior officials in his governorate, still MOE officials at governorate and idarra levels unable to take decisions." "I chose stage 4; however, this stage is only available in (ERP) project schools due to training programs which increased the community awareness and participation in the school improvement activities."

The main reasons behind the stability of change identified include: lack of commitment; resistance to change, "Many laws and decrees are not active because there is no accountability and transparency in implementing these decrees;" lack of vision and leadership skills of some MOE officials at local levels where they could not able to cope with new systems; lack of resources, and lack of knowledge.

The majority of interviewees in different groups recognized the role of ERP, they agreed that ERP provides many activities and initiatives for decentralization process. ERP provides training programs for all stakeholders in education system not only teachers and MOE but also BOT members, NGOs, and others. Roundtables and field visits gave great opportunity to people to gain more experience and enhance their skills.

As for the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of **the institutional capacity** for administrative decentralization, Fayoum respondents were somewhat below average (3.12 versus 3.48), though both represent a perception that this dimension of administrative decentralization is between the exploration and transition stages. Similar to the findings in Table 1, here Cairo respondents reported the highest stage (4.5 or between transition and emergence of new infrastructure) and Minia respondents indicated a somewhat lower stage (3.0 or exploration). The total average score is 3.5 reflects the move between the exploring and transition stages.
Examples of quotes explain reasons for chose such stages are, "I chose stage 3 because many units were provided with systems such as SMS and e-gov." "I chose stage 4 because the

ministry is developing job descriptions for staff at the governorate and idarra levels." "The system witnesses many improvement activities but still need more resources (human, financial and technical) in order to activate decentralization environment." "MOE leaders and senior officials should start by themselves and delegate more responsibilities to local levels."

The main reasons hindered changes are:

- Lack of experience at some levels of MOE system especially key officials at idarra and school level.
- Lack of resources (financial, technology, technical, etc.)
- Random of some decrees and initiatives which are developed in isolation of stakeholders

While factors enabled changes include the training programs and technical support programs that have been provided during the last period which enhanced people awareness and skills in decentralization, good governance, and general management. As stated by the idarra directors group, "change is a natural phenomena and MOE system should also change to cope with new international tends."

As for ERP contribution, interviewees mentioned that ERP provided very important base for development and system change, which is the building of human resources and staff skills throughout training programs, and technical support. ERP also established good communication channels between central ministry and other local levels and stakeholders (NGOs, BOT, School principals as well as other ministries, etc.)

## Chapter 5

### PERCEPTIONS OF MOVES TOWARD FINANCIAL DECENTRALIZATION

**Nagwa Megahed, Mark Ginsburg, Antar Abdellah, and Mostafa Mohamed**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with a total of 245 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional capacity* with respect to financial decentralization.

| **Tool** | **Group** | ***Governorates*** | | | | | | | **Total** |
|---|---|---|---|---|---|---|---|---|---|
| | | Cairo | Alexandria | Fayoum | Beni Sweif | Minia | Aswan | Qena | |
| **Financial Decentralization** | Muddiriya Undersecretary | 0 | 0 | 1 | 1 | 1 | 1 | 1 | **5** |
| | Muddiriya Administrators | 4 | 10 | 7 | 7 | 9 | 6 | 8 | **51** |
| | Principals: ERP Schools | 6 | 8 | 7 | 8 | 9 | 7 | 7 | **52** |
| | BoT Leaders | 4 | 0 | 6 | 8 | 8 | 5 | 8 | **39** |
| | Idara Department Directors: ERP Idara | 6 | 7 | 7 | 8 | 10 | 10 | 7 | **55** |
| | Governorate Level NGO Leader | 6 | 5 | 6 | 8 | 6 | 6 | 6 | **43** |
| | Total | **26** | **30** | **34** | **40** | **43** | **35** | **37** | **245** |

For each dimension of each area participants marked one of the following stages:

31. *Maintenance of the Old System*
32. *Awareness*
33. *Exploration*
34. *Transition*
35. *Emergence of New Infrastructure*
36. *Predominance of New System*

In addition, focus group participants were invited to discuss their perceptions and to identify conditions or factors that enabled or constrained specific dimensions of systemic change.

Given that Fayoum (along with Ismailia and Luxor) was selected to participate in piloting financial and administrative decentralization during the 2008-2009 academic year, the discussion below will highlight responses of Fayoum focus groups, and compare these with the responses of counterparts in the other six ERP focal governorates (Alexandria, Aswan, Bani Sweif, Cairo, Minia, and Qena). In addition, we will give some attention to differences among the focus groups in Fayoum. In both cases, these baseline data, while informative, will be more useful when compared with subsequent waves of data collected. Moreover, having baseline and subsequent data for Ismailia and Luxor is critical.

**Domain I – Policy Framework**

Table 1 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and policy framework for financial decentralization. Overall, Fayoum respondents (2.6) along with those from Aswan (2.5) reported the lowest level on this dimension, representing a position approximately half way between awareness and exploration. Meanwhile the average for the seven focal governorates (3.2) represents a position somewhat beyond the exploration stage and the highest response was from Alexandria (4.0), which is at the transition stage. Within Fayoum, BOT community leaders and idara department directors perceived the system to be just beyond the awareness stage (2.2), while principals and governorate-level NGO leaders reported the system being somewhat beyond the exploration stage (3.3 and 3.2, respectively).

**Table 1: Financial Decentralization: Institutional & Policy Framework** (Mean Values; Range=1-6) Wave 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Principals | 6.0 | 4.9 | 3.1 | 2.0 | 3.3 | 3.4 | 1.9 | **3.5** |
| BOT Leaders-Community | ** | 1.8 | 4.0 | 4.5 | 2.2 | 3.4 | 3.7 | **3.2** |
| Idara Department Directors | 4.3 | 2.0 | 5.0 | 2.5 | 2.2 | 3.4 | 4.4 | **3.4** |
| Governorate NGO Leaders | 3.6 | 2.7 | 2.1 | 3.2 | 3.2 | 1.8 | 4.3 | **3.0** |
| Muddiriya Administrators | 2.1 | 1.0 | 3.0 | 4.8 | 2.3 | 2.6 | 2.8 | **2.7** |
| **TOTAL** | **4.0** | **2.5** | **3.5** | **3.4** | **2.6** | **2.9** | **3.4** | **3.2** |

***The first question asked about why each participant chose a certain stage in the modified Andersons' model of systemic change***

**In Aswan**, a wide range of differentiation is evident in the different groups' responses to the survey. School principals mostly agreed that they are between the 4th and 6th stages. "It is allowed now to shift from one activity to another and shift the allocated money for each;" "there is flexibility in managing financial resources, and this is mainly done by the BoTs;" "now laws and regulations enable employees to set up their own budget for the year."

BoT members participated in the interviews on the other hand varied in their evaluation of the current status from the 1st to the 6th stages whit an average score of 1.6. "Yes, there is change but the implementation is clawing;" "I feel like we are in the USSR; every thing is too central;" "it is not change to the better that happened, it is more restrictions; the biggest example is reducing the national budget for education this year;" "as long as there is cooperation between the ministry of education and the ministry of finance we expect a way out."

Idarra directors didn't reach more than the 2nd stage in their evaluation of the status quo, with only one choosing the 5th stage; "the ministry of finance is omni dominant on every thing", "teachers lack most of rights especially financial ones;" "I think we need to change the current frozen situation;" "the ministry of finance is holding every thing;" "even the Education

development fund was stopped and people who are in charge are now being questioned;" "when the law was issued, it indicated 80% of finance to be for the school and 20 % for the ministry, then the next year, it was changed and only 10% was allocated to the school and 90% to the ministry- this is illogical!!"
NGOs' responses were in the range between the 1st and the 4th stages; "based on the regulations, we cannot shift from one financial item to another;" " it is a positive sign to have a law issued to experiment decentralization in selected governorates;" "we are currently exploring the alternatives by a partial implementation of decentralization", "we are too central; we do not even have clear financial guides or manuals."

General Directors (Muddiriyia Administrators) astonishingly all agreed that the current status is the first stage with no development or change at all; "the ministry of finance is holding, dominating and capturing every singly detail in our financial life;" "there is no single attitude or tendency towards implementing financial decentralization."[126]

**In Beni Sweif**, 30 % of the school principals chose the second stage, 35% chose the third, and other 35% chose the fourth stages. “The current financial system is an obstacle in the way of quality management;” “based on this system, if something costs one pound, it will cost 10;” “the BoT is sometimes a mixed blessing, it can help move the wheel and it may stop everything;” “Bani Sweif is already undergoing the experimentation of financial decentralization;” “we cannot shift from one item to another even with the BOT helping us;” “we cannot buy something using the direct order.”

All BoT members interviewed chose the fourth stage; different participants gave different reasons for this choice: “the Minster decree of 2007 exists and is effective;” “BOTs help in providing schools with the needed financial resources through donations from NGOs, and businessmen;” “there was a sum of 6000 pounds in the school account allocated for music education, because there was no music teacher, we couldn’t make use of this money so we shifted from this item to other needed ones- the minister decree helped us in doing this;” “nevertheless, decree number 417 orders us to return the leftover of school money to the mudirriya and then to the ministry!” [127]

All NGOs representatives interviewed chose the second stage except for one who chose the third stage. They gave different justifications for their choices; “there are education development funds in the seven governorates, but still the ministry of finance is dominating these as well;” “school principals still cannot activate their roles because they are afraid to undertake responsibility.”

General directors chose the second and the third stages, and explained their choices: “most of the attempts to implement financial decentralization are not yet successful;” ‘the ministry of finance suffers a lot because it is the only ministry – one ministry that is responsible for all budgets in the country;” “may be there is an agreement between the two ministries (MOF and MOE) but we do not know of this;” “schools may have some freedom in some parts of the expenditure; there is a decree that enables schools to do maintenance works without referring

[126] It may be important to notice that responses from participants who have worked with ERP are quite different from those who have not done so (general directors and NGOs). Different types of training on decentralization and orientations done for BoTs and school communities seems to have raised their awareness about the process. It is shocking however to see top management people (general directors) sop pessimistic towards financial decentralization
[127] There is no input data from Idara directors in Bani Sweif.

back to the idara;" "a good point is giving the governor the authority to shift from one financial item to another."

**In Fayoum**, school principals mostly chose the second stage, with one only choosing the fourth stage. They justified their choices by referring to the restricted system and the inflexible financial regulations. "Although the decree allocates 90% of financial expenditure to the school, very little is actually spend because of the other restricting regulations;" "I think we are moving on to the transition stage; I could get extra seats from a neighboring school without referring back to the idara."

The choices of BoTs members interviewed were between the 1st and the 3rd stages; they assured the points raised by the principals and added, "since every thing is dominated by the ministry of finance, we have very little freedom in spending the money", "in fact we have control only on the money coming from ERP."

Idara directors also chose the first and the third stages. "There is contradiction between the two ministries, and we are very confused;" "we requested the ministry of finance to take in consideration the distinguished nature of the ministry of education, but no reply was received;" "yes, we have awareness about financial decentralization, but in fact we have no real application", "I think we are transitioning because we have the Education development funds in he seven governorates". All NGO members interviewed chose the third stage, and repeated the idea that principals are apprehensive to undertake financial responsibility. General Directors seemed confused and justified their choices (1st -4th) by stating that the items under each are existent.

**In Qena**, school principal's choices were within the 1st and the 3rd stages. "We are transitioning, an example for this is that I decided that every teacher who got the 40 pound reward while they were in their annual leave, they would have to return this sum of money to the education development fund", "we are not satisfied with the current state, so we are in the second stage", "As a school principal I cannot spend 5000 pounds of the school money on some urgently needed area without referring back to the undersecretary and the financial representative", "I could save 17000 pounds of the school budget for last year, so as to reuse it in developing the school, but I was ordered to send this money to the ministry or I would be imprisoned".

BoTs' choices were within the 3rd and the 4th stages. Their main justifications are "a principal can now have more freedom in the purchasing but he has to get the BoT involved", "establishing the education development funds in the seven governorates is a sign for the transitioning". Idara directors' choices varied from the 1st to the 6th. "The ministry of finance still dominates every thing financial in education," "as long as we are moving towards quality assurance and accreditation; I believe we are moving towards full financial decentralization".

NGOs as well as General Directors chose the 3rd and 4th stages, explaining that "governors have big authorities in shifting and transferring accounts" (NGO), and because of the education development fund. "One big reason why we cannot achieve financial decentralization is that those who are responsible for bringing about financial decentralization are themselves centralization-oriented persons." (General Directors).

**In Minia**[128], school principals' choices varied from the 1st to the 6th stages. They gave different justifications for their choices. "We can not reach the transition stage because of the everlasting conflict between the two ministries;" "there is hope because of the increase in the funding NGOs", "we are moving on; BoTs can have their own accounts and shift from one item to another." "I don't think there is a big change; most people are still apprehensive of practicing their financial rights."

BoTs echoed the stands taken by the principals and added "having an experimental project for implementing financial decentralization in selected governorates is a good indicator for the development;" "the school has become a self sustaining unit that could get new resources for the need aspects of purchase."

NGOs, however, indicated that the change is not that big, "we speak a lot a lot financial decentralization, but there is no real implementation;" "Although BoTs have been restructured in schools, real activation of their roles", "although we do not have real financial decentralization, believe our awareness about the process has been raised during the last few years."

General directors gave some more examples for the change towards more financial decentralization; "choosing Matay[129] Idara for piloting financial decentralization is a good sign;" "we cannot speak about real financial decentralization when we cannot separate between the budget of kindergarten and that of the primary school;" "setting the education development funds in seven governorates is an indicator for the change, although the ministry of finance still cause troubles with them."

**In Cairo**, school principals agreed that financial decentralization is still in its infancy in Egypt. "My school invited some businessmen to an event; one of them donated 500 EGP, and the school spent that money on needed areas, the results was that the financial administration warned us not to do this once again: money should have been sent to them to be added to the school budget, then a series of red tape procedures should have been followed to claim the money back."

BoTs on the other hand agreed that the system is moving fast towards financial decentralization. "The different laws and bylaws issued, the latest of them is the 2007 decree, allocates certain financial authorities to the school and the BoTs;" "there is a mechanism for accountability like the community participation in financial matters."

Idarra directors and General Directors, in contrast, agreed that the system is at the early stages of change. "we are not contented with the current situation and the only thing that shows we are moving towards financial decentralization is the establishment of the seven governorates development funds" (Idara directors). NGOs chose not to say anything about financial decentralization, because they do not know anything about it.

**In Alex**, school principals all agreed that they are in the top stage (the 6th). Their justification for this choice is that almost all the items under this and the fifth stages exist on the level of regulations. "Principals now are granted all the freedom in financial handlings."

Idara directors and general directors, on the other hand, think that the system is at the early stages. "Many of the items mentioned under the higher stages do not exist, but we are moving

[128] No input data is given from Minia Idara directors.
[129] One of the idarras in Minia

towards that;" Idara director. "When one security employee could prevent a theft, the principal couldn't reward him for this, because he does not have the authority to do so… on the contrary, he has the authority to punish him if he does not do the job. So the attitude of most people is to avoid problems and mistakes rather than being enthusiastic to better their practices in the job", general director.
BoTs chose a relatively high stage (the 4th). "There is flexibility in the allocation of the school budget based on the school priorities." NGOs took a middle stand b choosing the 3rd and the 4th stages. Their justification is that most of the items under these stages relatively exist on the level of the policies and regulations. One of them refused to choose based on his lack of knowledge about financial decentralization.

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

**In Aswan**, General Directors stated that paperwork is fine with the laws and the bylaws, while the actual practices are the contrary. School principals stated that the training provided to the BOT members helped in making the change; “BoT members got a lot of training on strategic planning, time management, and resources management.”

BoT members interviewed on the other hand stated that the change is something infused by the ministry and that the role of ERP is not clear in the regulations and laws, it may be clear in the practices, however. “ERP does not have a say in the financial areas, even the manual that was produced is something to take as a guide not mandatory.” Idarra directors stated that the causes for the change have nothing to do with ERP. “ERP does not have the authority to change financial reality;” “ERP didn’t present any thing in this respect.” The only thing that might have contributed to the change is the awareness raising done by ERP through the training workshops.” NGOs agreed that the factors behind the change are mainly the raising of awareness done through “fostering partnership between the schools and the community and the training programs on financial matters.”

**In Beni Sweif**, NGOs stated that of the main obstacles that hindered the change in financial decentralization are the old fashioned laws and by laws, the apprehension of school administration to carry out financial responsibilities; "how can a principal make a decision when he does not have the authority to fix a faucet;" "how can we achieve decentralization in schools while we do not have the needed resources?" "The ministry of finance representative does not distinguish between the nature of the finance in education and in any other ministry", they indicated , however that the local community helped in providing schools with some of the needed resources, "One NGO provided one school with all the maintenance works needed; plumbering, carpentry, and electricity works."

BoTs pointed out that current regulation are big obstacles in the way of financial decentralization, "if a teacher needs to get an A/V medium, he has to write to the higher level authorities, and they get the request higher and higher, and finally when the request is agreed upon, the school year has already ended." "Buying with direct orders is not existent in schools". There were some factors however that helped to accelerate the movement in the way of financial decentralization; these include "the active role of BoTs in ERP schools", and "the raising of awareness done through the training workshops."

General Directors referred to some old bylaws that hinder financial decentralization; such as "law 567 for the year 1991 which organizes, and restricts, funding school activities". The apprehension of school principals is reassured. School principals echoed what the general

directors mentioned, and emphasized, "If direct order purchase exists, lots of money will be saved for the government."

**In Fayoum, and in Cairo**, all the different groups agreed that the restrictions and the red tape are the main obstacles that hinder the change. "The problem is that the ministry assigns a certain sum of money for the school to spend on an issue which may not be needed in the school" (NGOs group). "The financial secretary is so traditional and rigid" (General Directors). "In one school the financial secretary quarreled with the principal and threatened him to kick him knowing about his authority that supersedes that of the principal" (BoTs group). Cairo NGOs refused to answer this question based on their lack of knowledge about financial decentralization in the education system. **In Alex**, a main obstacle in the face of establishing financial decentralization is "the lack of training for higher level management on financial roles" (Idara director group).

**In Qena**, all the different groups agreed that the slight change that happened in financial decentralization can be attributed to the following reasons: "the new authorities given to the BoTs" (BoTs group); "the current tendency of the ministry;" "ERP is a main reason, before ERP we did not hear anything about financial decentralization" (Idara directors); "the people's sufferings under the restrictions of the laws and the bylaws" (NGOs group); "the beginnings of fruitful cooperation between the two ministries for implementing financial decentralization" (General directors and school principals).

**In Minia**, the different groups listed some reasons for the change or the shortage of the change in financial decentralization; "the change came along because of the everyday sufferings of people in the field" (BoTs group); "this happened because the current policies demand the movement towards financial decentralization; we are just obeying orders" (NGOs group); "the change is mainly because of he increased participation of the community, and the initiatives from businessmen and companies" (General director); "no big change is evident because of the apprehension of most people to make mistakes and therefore be punished" (School principals).

In Alex, the main factors behind the change were listed as follows:

- the apprehension of school leadership of undertaking their financial roles. (NGOs group)
- the restricting regulations that limit the freedom of principals (General and Idara directors)
- the lack of awareness and orientation on the nature of financial roles and responsibilities (BoTs group)
- the new role assigned to the BoTs as partners, and sometimes dominators, in the financial issues (School principals)

***The third question asked about the role of ERP in bringing about the change***

**In Aswan,** school principals stated that the main obstacles are the passive nature of some principals, the inability of BoTs to provide schools with sufficient resources, the traditional ways of implementing the laws and bylaws, and the people who resist change. ERP Idara directors stated other obstacles including the lack of knowledge and awareness concerning financial areas, the nonexistence of independent current accounts for schools, the old fashioned laws and bylaws, and the lack of knowledge of employee's roles and responsibilities. BoTs list other obstacles including the restrictedness of the current laws, "they force me to have three tenders even if I want to buy something at one pound only;" "in this way, they teach us to lie and produce false documents." NGOs on the other hand emphasize the fear and reluctance of school principals to practice their rights given to them by the laws because "they are afraid of making

mistakes lest they should be questioned and may be imprisoned." They add that current laws and regulations are not clear and sometimes contradicting each other. General Directors all agree that school principals in real life "do not have any authority in financial matters."

**In Beni Sweif**, NGOs indicated that ERP didn't help in this respect at all "it may have raised awareness about the process through workshops, but it didn't make the laws change". General directors emphasized the same point "the discussions, training and capacity building run by ERP deepened understanding about the process." BoTs were more vocal in this respect "we were trained on developing budgets, and other financial aspects by ERP;" "we believe ERP was behind the change of the old BoT law and issuing the 334 decree." School principals indicated that "ERP was the link between us and the funding NGOs in the community; with ERP the number of participating NGOs was increased."

**In Fayoum**, school principals indicated that the slight change was there because of the ministry's concern about development in addition to the training workshops run by ERP that raised their awareness. BoTs assured that no big change has happened because of the old fashioned restricting inflexible everyday financial practices. Idarra directors as well as NGOs and general directors agreed that the only change was in the awareness raised by different training programs, "lectures and training workshops are fine but not sufficient to bring about the desired change" (general director).

**In Qena** as well as **in Minia**, all the groups agreed that ERP has a major role in raising awareness about financial decentralization through the different training workshops done with school administration as well as the local community. "ERP schools were the first to implement financial decentralization," "we could even transfer our experience with ERP to other schools" (Qena Idara directors); "true roles of BoTs were clarified through ERP training programs" (BoTs and Qena school principals), "ERP does not have a real role in the regulations and policies, its main role was for building capacities" (Qena general directors); "the Program facilitated our communication with the ministry;" "our awareness about the process of financial decentralization was raised by ERP" (Minia School principals).

***The 4th question asked about what ERP could have done to better serve the change in financial decentralization***

**In Aswan**, School principals suggested that ERP focuses on implementing financial decentralization, increases the number of training workshops on financial decentralization, negotiating with the ministry of finance to give more authorities to schools for using their money. They asked for unifying the follow-up authorities so as to avoid the contradiction between different authorities. BoTs suggested that ERP continues coordination between the two ministries of Education and Finance to establish real financial decentralization, to lay a framework for the role of the financial representative, and to help develop a flexible financial regulation. ERP Idara directors emphasized the importance of continuing workshops for raising awareness about financial decentralization, publishing a manual for the roles and practices of financial decentralization based on the new laws and bylaws, and working as a bridge to carry out the real image of the staus quo to the high levels in the ministry. NGOs suggested that ERP supports schools financially as well as technically in order to comply with financial decentralization, that it helps in the strategic planning for idaras and schools. General directors suggested that ERP deepens the awareness about financial decentralization, and help defuse the mudirya budget from the governorate budget.

**In Beni Sweif**, NGOs suggested that ERP increases its activities in raising awareness about financial decentralization, and establishing independent financial funds for each school. General directors pleaded that the results of the discussions in ERP workshops be activated in reality. "school money should be handled in the school; leftovers should stay in schools and not be sent to the ministry". BoTs suggested that ERP establishes a component for following up the current practices to maintain sound implementations. School principals suggested that ERP increases the number of participating NGOs to increase the needed resources for schools.

**In Fayoum, Qena, and Minia**, all participants agreed that the ERP program needs to increase the number and the quality of training programs on financial decentralization for raising awareness, and developing financial manuals of instructions. "The financial supervision, the administrators, and the financial secretaries are the ones who are in bad need for the training" (Fayoum NGO and general directors and Qena school principals); "deepening community participation is another area where ERP needs to work on" (Fayoum Idara directors); "making use of the professor in the faculty of Commerce through a partnership to build the capacities of school administration in financial decentralization" (Qena general directors). "ERP needs to work more with NGOs and build their capacities in financial matters" Minia BoT, "ERP should return the School to Work (STW) component; because it created a strong bond with the business people and the market which were also a big source of financial resources for the school" (Minia Principals).

**Domain II – Institutional and Individual Capacities**

Table 2 presents the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional capacity for financial decentralization. Overall, Fayoum respondents viewed the institutional capacity for financial decentralization as being just below the average (2.9 versus 3.1), meaning approximately at the exploration stage. Governorate average scores range from 2.7 (Minia, approaching the exploration stage) to 3.7 (Alexandria, approaching the transition stage). Among Fayoum respondents, muddiriya administrators perceived the system at the lowest stage (2.0 = awareness), while principals reported the highest score (3.8 = approaching the transition stage.)

In sum, Fayoum respondents reported consistently lower than average perceptions of the stage of development, whether focusing on the institutional and policy framework dimension or the institutional capacity dimension of administrative or financial decentralization. With respect to variation in responses among Fayoum participants: a) idara M&E staff tended to report the system to be at a lower stage, while governorate-level NGO leaders tended to view the system to be at a higher stage (with respect to administrative decentralization) and b) muddiriya- and idara-level administrators tended to report the system to be at a lower stage, while principals tended to perceive the system to be at a higher stage (with respect to financial decentralization).

| **Table 2: Financial Decentralization: Institutional Capacity** | | | | | (Mean Values; Range=1-6) | | | Wave 1 |
|---|---|---|---|---|---|---|---|---|
| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
| Principals | 5.9 | 4.6 | 4.1 | 2.0 | 3.8 | 3.4 | 2.0 | **3.7** |
| BOT Leaders-Community | ** | 2.0 | 4.4 | 4.0 | 2.8 | 3.0 | 3.1 | **3.2** |
| Idara Department Directors | 3.7 | 2.4 | 4.0 | 4.0 | 2.3 | 3.6 | 4.4 | **3.5** |
| Governorate NGO Leaders | 3.3 | 3.0 | 1.5 | 3.6 | 3.3 | 1.4 | 2.0 | **2.6** |
| Muddiriya Administrators | 2.0 | 1.2 | 2.3 | 4.0 | 2.0 | 2.3 | 2.8 | **2.4** |
| **TOTAL** | **3.7** | **2.6** | **3.3** | **3.5** | **2.9** | **2.7** | **2.9** | **3.1** |

***The first question asked about why each participant chose a certain stage in the modified Andersons' model of systemic change***

**In Aswan** there was, as mentioned previously, a wide range of differentiation in the different groups' responses to the survey. School principals' responses were in the range between the fourth and the sixth stages. "Half of the employees at the ministry have knowledge of the financial and managerial thought as well as of the continuous professional development which increases their efficiency;" "we are in the transition stage because there is a lot of effectiveness of the professional development."

BOTs group, on the other hand, didn't reach more than the third stage. They gave different justifications for their choices. "I chose the second stage because it represents our current position and we don't have development skills;" "we are in the second stage because teachers and workers, at schools, are aware of the importance of changing the financial matters."

Idara directors all agreed to choose the second stage except for one who chose the third stage. They nearly agreed with the BOTs. NGOs' responses were in the range between the 1st and the 4th stages; "we are in the third stage because there is a new managerial structure;" "there is also a strategic planning which guarantees the financial structure." General Directors surprisingly all agreed that the current status is the first stage with no development or change at all. "I think we are in the first stage because the ministry dominates all matters and we must consult it in everything."

In **Beni Sweif**, school principals' choices were within the first and the third stages. They gave different justifications for their choices. "There are lots of international agencies that have contributed in developing education both financially and technically;" "the civil community had its role in the financial resources because the BOTs has a financial responsible and a committee for monitoring and evaluation as well."

BoTs' choices were equal: 50% chose the fourth stage and the other 50% chose the fifth stage and explained "the ERP gave trainings for the BOTs on the financial matters such as

expenditure." "There are different monitoring committees like training, finance, BOTs and so on." "There is also an effective participation between the school and the BOTs in managing the financial matters".[130]

NGOs' choices were in the range between the first and the second stages. They gave different justifications for their choices; "all decisions are too central, there is a contradiction between the two ministries in terms of the budget." "I suggest increasing the financial authority of the school director to 5000 pounds." We also have centralization in our thought." "We suppose that the state is responsible for everything and this is against the decentralized thought." "The state has no enough resources so we are in a bad need for the participation of businessmen and the civil community as well."

General directors mostly agreed that they are in the second stage and their explanations are "all of us realize the importance of the financial decentralization but we aren't sure of the nature of the new system and the mechanisms are unknown;" "will the financial decentralization solve our current problems or not"," all people in all levels need training on the financial matters."

**In Fayoum**, school principals' choices varied from the second and the fifth stages. Their main justifications are "as for the second stage, the financial decentralization isn't activated"," I chose the fifth stage because of the results found". BoTs mostly agreed that they are in the third stage except for two: one of them chose the second stage and the other chose the third stage. "We are in the third stage because all items are with us like quality accreditation;" "there is a step forward towards determining the skills to be trained." Idara directors' choices were within the first and the fourth stages. "there is a lack in the financial matters and there are some new skills but not activated." All NGO members chose the second stage except for one who chose the third stage. They explained "despite lacking some items, we are nearly in the second stage (awareness)." General Directors' choices were in the range between the first and the second stages. "We have a general impression that is the bad need for decentralization as well as development. Schools should have special financial resources to be spent on the needed things under the supervision of the school directors."

**In Qena**, school principals mostly agreed to choose the second stage except for two who chose the third stage. They explained: "I am aware of the importance of changing the old system but the second stage hasn't occurred yet." "There should be a link between the skill and the authority because they must work together." "We benefit from training the ways by which the financial laws and decisions are carried out but they don't use the authority in the central financial management." "I disagree with my previous friend' opinion because some school directors have spent 5000 on unnecessary things such as decorating the school although the school needs desks and computers. BoTs focused on the fourth stage except for two: one chose the first stage and the other chose the third stage. Their main justifications are "the people's abilities don't help implement the financial decentralization;" "the ERP gave trainings on the financial decentralization." Idara directors' choices varied from the 1st to the 6th with focusing on the fourth stage. They explained, "There is cooperation between the government and all other institutions for developing an organizational structure that has a clear distribution of roles which supports decentralization." "The evidence for this was what has been done by Qena's governor, Adel Labeeb, in implementing the managerial decentralization"." We are transitioning from managerial centralization into managerial decentralization." NGOs mostly agreed to choose the second stage, explaining that "we are in a bad need for change and development;" " the

[130] There is no input data from Idara directors in Bani Sweif.

employees at the ministry realize the importance of implementing the financial decentralization." "All are aware of the change but they don't know how" General Directors seemed confused.

**In Minia**[131], school principals chose only the third stage. They gave different justifications for their choices. “The ERP provided the ministry with the information and experience needed to run it well in cooperation with an organizational structure". BoTs' choices varied from the first to the third stages. "We are in the third stage because there is no clear policy for development and there must be coordination between the ERP and the ministry." "A special example is that the BOTs provided the technical school for girls with a specialized teacher and all machines needed and consequently the school made progress." "Minia's governor visited the school and gave 5000 pounds for teachers and workers as an encouragement for their efforts at school." NGOs mostly agreed to choose the first stage except for one who chose the second stage. This indicates that the change is not that big, "all what I know about the matter is that those who are specialized at the financial matters are confined to the existent laws of the ministry and they aren't able to express their reluctance or objection." General Directors' choices were within the first and the third stages. "We must activate the decentralized managerial system"

**In Cairo**, school principals mostly agreed to choose the second stage with only one choosing the fourth stage. Their justifications are "we are aware of the fact that we need additional skills and experiences in accounting, financial management and planning but we aren't sure of these needs." BoTs' choices were in the range between the third and the fifth stages "50% of those who are responsible for the financial matters have the skills and experiences related to their work". Idara directors all agreed to choose the fourth stage except for one who chose the third stage." They explained "there are continuous programs for developing abilities and this is a good indicator for development". NGOs chose not to say anything about financial decentralization, because they do not know anything about it. As for General Directors, 45% of the participants chose the first stage, 45% chose not to say anything about financial decentralization, because they do not know anything about it, and the other 10% chose the second stage. "The financial decentralization is still powerfully exist in the educational system as well as all other systems"

**In Alex**, school principals all agreed that they are in the top stage (the 6$^{th}$). Their justification for this choice is, "all employees had trainings on the financial matters and we hope continuous training." BOTs all agreed to choose the third stage. "We must quickly implement the financial and managerial decentralization in all aspects of the educational institution;" "we began to make needs assessment for identifying the points of strengths and those of weakness and this was useful in identifying the nature of the future trainings." Idara directors all chose a high stage (the 4$^{th}$). "A new managerial structure has been developed which distributes the financial responsibilities and tasks in all levels of the educational system based on the decision of the minister of finance that is moving the financial authorities to governorates." NGOs, on the other hand, have different responses to the survey. One of the participants chose not to say anything about financial decentralization based on his lack of knowledge about it. The other participants agreed with Idarra directors. General Directors' choices focused mainly on the second stage. Their main justification is "all of us are aware of the importance of the change because we have limited skills on the financial matters and we may have a full knowledge of the financial matters only at the time of retirement and this is a big indicator for the bad need for continuous training."

[131] No input data is given from Minia Idara directors.

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

**In Aswan,** General Directors stated that paperwork is fine with the laws and the bylaws while the actual practices are the contrary (words speak louder than actions). School principals stated that the training provided to the BOT members helped in making the change; “BoT members got a lot of training on strategic planning, time management, and resources management.” "I benefited a lot from attending different workshops". BoTs on the other hand stated that they are afraid of the financial matters. “Mistakes at the financial matters would lead to prison". ERP Idara directors stated that the causes for the change relate to the financial human possibilities. “The financial and human possibilities must be better than this"," there are restrictions on the authorities found." NGOs agreed that the factors behind the change are mainly the raising of awareness done through as well as training" trainings done on the financial planning, supporting decentralization and so on."

**In Beni Sweif**, NGOs stated that of the main obstacles that hindered the change in financial decentralization are the inflexibility in making decisions and paying no much attention to the differences among the different ministries.; "how can we change despite the bad need for changing decisions and the current financial system has a lot of problems." BoTs pointed out that the low number of administrative employees at schools and the school' secretary feels that the BOTs take his roles ad responsibilities represent a big in the way of financial decentralization. There were some factors however that helped to accelerate the movement in the way of financial decentralization; these include "the need for decreasing the dominance of the school director and secretary on the financial matters", and "the vital role played by the BOTs as well as the community participation." General Directors stated that resisting the change is a big obstacle in the way of the financial decentralization. “There are some people who are specialized at resisting the change because the old system is beneficial for them." "The school director is afraid of taking the financial responsibility". One of the factors which helped pave the way of the financial decentralization is that there are indicators for implementing decentralization." The BOTs began to appoint an impermanent employee and gave him a salary from its budget" School principals mentioned that the non existence of freedom is the main reason for hindering the financial decentralization." the ineffective participation between the two ministries in terms of the budget is a main obstacle that faces implementing the financial decentralization."

**In Fayoum and in Qena** all participants stated that the causes of the change have to do with the ERP. "The continuous training and workshops on the financial matters, raising awareness and quality assurance done by the ERP are the main causes of the change towards the financial decentralization".

**In Minia,** school principals listed some reasons for the change" the awareness of developing education and the desire for development." "The existence of limited programs and the system hinders implementation are the main obstacles in the way of the financial decentralization" (School principals)." the change came along because of the awareness if the importance of development" (BoTs group)." there is a slight change that is attributed to the awareness lack of the employees towards the change" (NGOs group). "More change was not occurred because we are too restricted to the financial decentralization" (General Director).

**In Cairo**, the main causes of hindering the implementation of the financial decentralization were listed as follows:

- The financial resources, the governmental bureaucracy which hinders any efforts for the managerial reform and lack of coordination effectively among stakeholders (School principals.)
- The inflexibility in the governmental decisions.( BoTs and Idara directors)
- (NGOs) chose to say nothing about the financial decentralization because they do not know anything about it.
- The red tape. (General directors)

**In Alex** the main factors behind the change were listed as follows:

- the red tape and the governmental centralization. (NGOs and Idara directors)
- there are no benefits behind the training workshops held (words speak louder than actions) ( General directors). The absence of the financial inspector role in the BOTs ,limiting his role on signing on the budget at the end of the year, the financial illiteracy of the BoTs and the school secretary keeps the manuals sent whether by the ministry or by the directorate and does not give them to the BoTs(BoTs)
- the importance of bills for everything even for things that are difficult to have bills for.( School principals).

***The third question asked about the role of ERP in bringing about the change***

**In Aswan**, school principals stated that the main obstacles are some matters have no clear strategy so we hope holding a lot of training workshops, the importance of returning to the regulations, laws and bylaws and the inspectors have no enough knowledge about the matter. Idara directors and BoTs stated other obstacles including the inflexibility concerning financial areas, the nonexistence of enough training, the financial handlings is too central and dominated by the government party and the lack of knowledge of employee's roles and responsibilities." NGOs on the other hand mentioned certain obstacles such as the imbalance of the budget which affects the directorates' plans. They add that current laws and regulations are not clear and sometimes contradicting each other. General Directors all agreed that the ERPdid not recommend carrying out the modifications.

**In Beni Sweif**, NGOs indicated that ERP didn't help in this respect at all "it may have raised awareness about the process through workshops, but it didn't make the laws change". General Directors emphasized the same point "the discussions, training and capacity building run by ERP deepened understanding about the process". BoTs were more vocal in this respect "we were trained on developing budgets and other financial aspects by ERP;" School principals indicated that "ERP did not present anything in supporting the financial decentralization and does not have so."

**In Fayoum**, school principals indicated that ERP raises the awareness about decentralization and increases trainings for leaders. BoTs as well as Idara directors and NGOs stated that no big change has happened because of the old fashioned school directors in terms of financial practices. General Directors agreed that the main obstacles are the minister of finance and regulation change.

**In Qena, as well as in Minia**, the groups mostly agreed that ERP has a major role in raising awareness about financial decentralization through the different training workshops done with school administration as well as the local community." "Trainings were very useful" (Qena idara directories). Qena BoTs on the other hand stated the need for more training workshops on financial matters. Qena NGOs repeated the stands taken by Qena BoTs and added training workshops were done only in Dishna Idara because it follows ERP.

***The 4th question asked about what ERP could have done to better serve the change in financial decentralization***

**In Aswan**, ERP principals suggested that ERP focuses on increasing the number of training workshops on financial decentralization (financial decentralization) as well as the number of trainees. BoTs suggested that ERP should give a lot of trainings on Finance to establish real financial decentralization, to lay a framework for the role of the financial monitoring, ERP Idara directors emphasized the importance of continuing workshops for raising awareness about financial decentralization, publishing a manual for the roles and practices of financial decentralization based on the new laws and bylaws, and setting up and activating the educational fund. NGOs suggested that ERP should increase authorities, carry out roles accurately. General Directors suggested that ERP deepens the awareness about financial decentralization, and help defuse the mudirya budget from the governorate budget.

**In Beni Sweif** NGOs and School principals suggested that ERP increases its activities in raising awareness about financial decentralization, and training those who specialized at financial matters on using modern technology in the financial areas. General Directors pleaded that the results of the discussions in ERP workshops be activated in reality. "Workshops results should be taken in consideration". BoTs suggested that ERP establishes special trainings for school directors on how to deal with financial handlings. They added the importance of recommending to implement accountability.

**In Fayoum, Qena, and Minia,** All participants agreed that the ERP program needs to increase the number and the quality of training programs on financial decentralization for raising awareness. Qena' idara directors suggested increasing of trainees to include all administrative employees. "Financial decentralization should be activated on reality(actions speak louder than words)"

**In Cairo and Alex** what ERP could have done to better serve the change in financial decentralization is listed as follows:
- training, financial support, organizing conferences for discussing these vital matters and having a manual including instructions about the financial matters (school principals), (BOTs) and (Idara directors).
- NGOs chose as usual not to say anything because they don't anything about the matter.
- General Directors echoed the stands taken by (ERP Principals), (BOTs) and (Idara directors) and added "we need technical training as well as organizing training workshops for awareness and exchanging opinions."

***The relationship between the two domains***

As much as the relationship between the two domains is concerned, most participants in almost all governorates agreed about the full relationship between the two domains and that they complete each other. Participants pointed out that the regulations and policies are in an advanced stage as compared to the institutional capacities and individuals' skills. They explained that this is normal with any a big issue like decentralization in a country known for centuries for its deep centralization like Egypt.

**Conclusion**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with a total of 245 school principals, BOT community leaders, idara- and mudirriya-level M&E staff, idara- and muddiriya-level department directors, and governorate-level NGO leaders. Focus group participants completed the “stages of system change” questionnaires concerning *institutional and policy framework* as well as *institutional capacity* with respect to financial decentralization.

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **policy framework** for financial decentralization, Fayoum respondents (2.6) along with those from Aswan (2.5) reported the lowest level on this dimension, representing a position approximately half way between awareness and exploration. Meanwhile the average for the seven focal governorates (3.2) represents a position somewhat beyond the exploration stage and the highest response was from Aswan (4.0), which is at the transition stage. The total average score is 3.2 which indicate the exploring stage.

Some of the explanations for such a case included, "we are in the third stage because there is a new managerial structure;" "there is also a strategic planning which guarantees the financial structure." “Most of the attempts to implement financial decentralization are not yet successful;” ‘the ministry of finance suffers a lot because it is the only ministry – one ministry that is responsible for all budgets in the country;” “may be there is an agreement between the two ministries (MOF and MOE) but we do not know of this;” “schools may have some freedom in some parts of the expenditure; there is a decree that enables schools to do maintenance works without referring back to the idarra;” "a good point is giving the governor the authority to shift from one financial item to another.”

The main obstacles that hindered the change in financial decentralization are the old fashioned laws and by laws and the apprehension of school administration to carry out financial responsibilities. Other obstacles include:

- the apprehension of school leadership of undertaking their financial roles. (NGOs group)
- the restricting regulations that limit the freedom of principals (General and Idara directors)
- the lack of awareness and orientation on the nature of financial roles and responsibilities (BoTs group)
- the new role assigned to the BoTs as partners, and sometimes dominators, in the financial issues (School principals)

As for the role of ERP in supporting the change toward financial decentralization, some interviews believe that "ERP didn't help in this respect at all." "It may have raised awareness about the process through workshops, but it didn't make the laws change." From their perceptions, ERP's role was limited to training provided, "the discussions, training and capacity building run by ERP deepened understanding about the process." "ERP does not have a real role in the regulations and policies, its main role was for building capacities"

While other interviewees were more aware of the role of ERP although they emphasized the capacity building activities, "we were trained on developing budgets, and other financial aspects by ERP;" "we believe ERP was behind the change of the old BoT law and issuing the 334 decree". School principals indicated that "ERP was the link between us and the funding NGOs in the community; with ERP the number of participating NGOs was increased." The only change was in the awareness raised by different training programs, "lectures and training workshops are fine but not sufficient to bring about the desired change."

The case was slightly different in Qena and Minia, all the groups agreed that ERP has a major role in raising awareness about financial decentralization through the different training workshops done with school administration as well as the local community. "ERP schools were the first to implement financial decentralization," "we could even transfer our experience with ERP to other schools" (Qena Idara directors); "true roles of BoTs were clarified through ERP training programs" (BoTs and Qena school principals); "the Program facilitated our communication with the ministry;" "our awareness about the process of financial decentralization was raised by ERP" (Minia School principals).

Concerning the average responses of different focus groups in the seven ERP focal governorates in terms of the stage of systemic change of the **institutional capacity** for financial decentralization, Fayoum respondents viewed the institutional capacity for financial decentralization as being just below the average (2.9 versus 3.1), meaning approximately at the exploration stage. Governorate average scores range from 2.7 (Minia, approaching the exploration stage) to 3.7 (Alexandria, approaching the transition stage). The total average score is 3.1 indicating the exploration stage.

Some of the explanations provided for the current stage of systemic change in this domain of financial decentralization include, “all decisions are too central, there is a contradiction between the two ministries in terms of the budget.” "There should be a link between the skill and the authority because they must work together." "We benefit from training the ways by which the financial laws and decisions are carried out but they don't use the authority in the central financial management." "All of us are aware of the importance of the change because we have limited skills on the financial matters and we may have a full knowledge of the financial matters only at the time of retirement and this is a big indicator for the bad need for continuous training." "We began to make needs assessment for identifying the points of strengths and those of weakness and this was useful in identifying the nature of the future trainings."

The main causes of hindering the implementation of the financial decentralization were listed as follows:

- The financial resources, the governmental bureaucracy which hinders any efforts for the managerial reform and lack of coordination effectively among stakeholders (School principals.)
- The inflexibility in the governmental decisions. ( BoTs and Idara directors)
- The red tape and the governmental centralization. (NGOs and Idara directors)
- There are no benefits behind the training workshops held (words speak louder than actions) (General Directors).
- The absence of the financial inspector role in the BOTs ,limiting his role on signing on the budget at the end of the year, the financial illiteracy of the BoTs and the school secretary keeps the manuals sent whether by the ministry or by the directorate and does not give them to the BoTs (BoTs)
- The importance of bills for everything even for things that are difficult to have bills for (School principals).

The major contribution of ERP in this regard is perceived to be raising the awareness about decentralization and increases trainings for leaders.

## Section III:

## Supporting Efforts to Enhance Community Participation

# Chapter 6

## ERP SUPPORT FOR ENHANCING COMMUNITY PARTICIPATION

***Mark Ginsburg and Nagwa Megahed***

In this chapter we discuss ERP support for various initiatives to involve people and organizations other than MOE staff in various aspects of the educational system. The chapter is organized around the level of the system at which such initiatives have been undertaken: a) governorate/mudirriya, b) markaz/idara, and c) community/school.

### USAID/Egypt and EQUIP1/EQUIP2 Initial Ideas

With respect to community participation, the authors of the "Strategy Proposal" observe:

> Many of the constraints to improving education in Egypt must be solved at the local level with genuine participation of all stakeholders[, including] … non-governmental organizations (NGOs), communities, and parents ... While encouraging progress has been made in mobilizing communities to become more involved in education, the challenge remains on how to dispel perceptions that greater parental and community involvement only means increasing financial demands on communities. ... High turnout of parents at general assemblies for PTC (and BOTs in the Alexandria Reform Pilot Schools) elections reflects … communities' willingness to be involved in school governance and shared decision-making. PTCs and BOTs are important formal mechanisms for community participation … [However,] more work is required to ensure they are fully involved in school policy, governance and management. (Aguirre International, 2002, Section IV, pp. 6-7)

In it request for applications for ERP, USAID/Egypt highlighted problems of limited community involvement and highly centralized decision-making structure:

- *Community involvement* in education is minimal and parents are often reluctant to participate in their children's schools. Communities are not mobilized to provide funding and other resources to schools. Only a few schools have active Parent Teacher Councils (PTCs) or other organizations, which permit and encourage parents to participate in their children's education. ... (USAID/Egypt, 2003a, p. 4; USAID/Egypt, 2003b, p. 7)

Thus, USAID/Egypt identified the following among the sub-intermediate results to be achieved by ERP:[132]

> I.R.1.1: *The business community, civil society, and community leaders provide leadership, funding, and programs to support education.* This Activity shall result in the establishment of a governance organization [Parent Teacher Council/PTC or Board of Trustees/BOT] in each participating school that provides leadership, decides school-level policies, oversees their implementation, and raises funds to support the school. ... The Activity shall coordinate with private sector organizations ... [as well] as the Community

[132] That the business community, parents, and civil society as well as the local government officials were perceived as key to ERP-supported reform initiatives can be seen by the fact that the strategy was framed as "capitaliz[ing] on the readiness of Egyptians—particularly the business community and families of students to support change in the education system" by selecting "governorates where there is already demonstrated commitment to reforms" (USAID/Egypt, 2003a, p. 8; USAID/Egypt, 2003b, p. 12).

Development Association (CDA) or another NGO that has the potential to provide political and financial support to the schools …

I.R.1.2: *Parents actively engage in their children's education.* Through support to the PTC/ BOT, or other school governance organization, the Recipient shall be responsible for parents participating in their children's schooling and education. Illustrative measures for parental participation include attendance/ membership in/on school meetings, boards, parents' council, etc. ... (USAID/Egypt, 2003a, p. 17)

To achieve these results USAID/Egypt projected that both EQUIP1 and EQUIP2 components of ERP would play a key role in an integrated manner.[133] On the EQUIP1 side, the work would be organized (initially) as part of the Community and Schools (CAS) activity, while the Decentralized Governance and Management (DGM) activity would focus efforts under EQUIP2. According to USAID/Egypt's request for applications:

- The overall objective of the *Classrooms and Schools* (CAS) Activity is to improve the quality of instruction and learning environments in the formal school system and engage the communities that those schools serve in actively supporting the schools and the education of school-age children and youth. ... CAS will … help governorate officials respond to school governance groups (Parent Teacher Councils and Boards of Trustees). (USAID/Egypt, 2003a, p. 15)
- The overall objective of the *Decentralized Governance and Management* (DGM) Activity is to help the Ministry of Education (MOE), … other government bodies, governorate and education leaders, and private sector leaders to provide active support for the reform efforts through policy level interventions, supporting replication within governorates and scaling up of the reform. ... In each of the … governorates selected for immediate implementation, … DGM … [shall] help governorate level officials respond to school governance groups (Parent Teacher Councils and Boards of Trustees). The Recipient … shall help governorate level officials … advocate with the private sector to the ministry for changes in policy when they appear to be needed. (USAID/Egypt, 2003b, p. 21).

In its ERP proposal, the EQUIP1 consortium reiterates the basic description of the CAS activity and its expected results, but notes additionally that because "[s]chool needs may include the improvement and maintenance of facilities and equipment," it would work in collaboration with DGM to assist "CDAs [to] establish and manage community education trust funds and mobilize community and business resources to add to these funds in order to address some of the education needs" (AIR et al., 2004a, p. 12).[134] It also mentions that the CAS activity would:

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[133] With regard to integration of EQUIP1 and EQUIP2 efforts, USAID/Egypt (2003a, p. 16; see similar statement in 2003 b, p. 21) explained that CAS shall be "the education reform implementer in the governorates," while DGM shall address reform support through policy issues on the governorate level and taking up policy dialogues to the MOE, … and other GOE levels, as necessary."

[134] A similar idea was proposed as part of a sector assessment funded by the German Development Agency in 2004: "A fourth option is the establishment of a development fund of education. This step needs launching of a national and international campaign to finance this fund, besides thinking of new sources of revenues like allocation of a percentage of oil revenues for example or an earmarked tax on private schools (and universities) or on cigarettes, on cinema and theaters' tickets, on passports issuing, to cite only a few examples. ... Seeking the contribution of all actors of the society (private sector, household sector, non-governmental organizations, foreign donors, and private donations) for financing education in Egypt is unavoidable in the present situation considering the predicted high level of financial resources, due to the past deterioration on one hand, and to the great challenges ahead, in this age of globalization and technological revolution. Diversifying the structure of financing education is not only necessary but it is also safer in periods of austerity. In this regard, we can cite Article 14 of the "World Declaration on Higher Education for the Twenty-First Century: Vision and Action" adopted by the UNESCO World Conference on Higher

- raise awareness of *mudirriya* and *idara* officials for the importance of parental and community involvement and … encourage school principals, administrative staff, and teachers to build cultures of trust and mutual support, strengthen parent-teacher relationships, welcome parents into school activities and make use of them as added resources …
- work closely with private sector organizations in supporting the implementation of … a School Improvement Plan (SIP) … [and]
- introduce strategic planning, monitoring and evaluation concepts, and … support staff to analyze results and make meaningful use of data in planning reform (AIR et al., 2004a, pp. 13-15)

And as part of its strategy for ERP, the EQUIP2 consortium lists the following as key tasks: a) develop an effective GEAC [Governor's Education Advisory Committee] in each governorate and b) help institute an Education Reform Fund[135] or something similar to be used for … reform interventions (AED et al., 2004a, pp. 12-14).

**Governorate/Muddirriya Level Initiatives**

In its first annual work plans submitted to USAID/Egypt in 2004, ERP gave attention to the area of community participation in relation to difference components of the program. For instance, it is noted that one of the purposes of Administrative and Leadership Development component of the Educational Quality Division of EQUIP1/ERP was "to increase supervisors' and administrators' abilities to work with parents and community groups" (EQUIP1/ERP, 2004a, p. 2 Table). And the annual work plan states that the Education Standards Implementation component of the Educational Quality division of EQUIP1/ERP will "necessarily involve both teachers and community members in the evaluation of the school's progress" and will "support IR 22.3 (community participation enabled)" (EQUIP1/ERP, 2004a, p. 22).

Furthermore, in discussing the first objectivefor the School Governance component of the Non Formal Education division of EQUIP1/ERP, "establishing relationships with MOE [governorate-level] Social Work Department, local units, lead NGOs, and private sector representatives, the plan lists the following interventions: a) "meet with MOE Undersecretary and Social Work Department to introduce school governance component;" b) coordinate with the other NFE and CP components to develop Lead NGO assessment criteria, conduct field assessments, select Lead NGOs and finalize agreements;" and c) develop and conduct school governance orientation program for governorate and idara-level officials" (EQUIP1/ERP, 2004a, pp. 62-63). And, given that one of the goals of the Community Organization Development division of EQUIP1/ERP was "to increase the capacity of community-based development institutions to mobilize community members to participate in quality education activities in the out-of-school and in-school domains" (EQUIP1/ERP, 2004a, p. 81), this division also projected interventions related to establishing "lead NGOs that have the capacity to work with local institutions in the … school communities in the seven governorates:" a) "develop lead NGO organizational assessment tools and selection criteria; b) "conduct survey to identify lead NGOs in each governorate along with assessment data per lead NGO; c) select and negotiate agreements with a lead NGO per governorate; and d) conduct orientation and planning with

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Education held in Paris in 9 October 1998: [nongovernmental sector, private business sector, household sector] (El Baradei and El Baradei, 2004, pp. 48-49)

[135] The EQUIP2 proposal explains that "an Education Reform Fund provides a mechanism for the private sector, including wealthy individuals, to contribute to improving education within the governorate. Properly set up it could also be used to channel other donor funding available to MOE but earmarked for governorates and 'communities' such as resources available through the World Bank and European Commission assisted Education Enhancement program" (AED et al., 2004a, p. 14).

Lead NGOs in relation to the Education Standards Implementation component of EQUIP1/ERP" (EQUIP1/ERP, 2004 a, p. 82)

On the EQUIP2 side of ERP, the Decentralized Governance and Management division planned a variety of interventions related to community participation. For instance, the annual work plan (EQUIP2/ERP, 2004a) specifies that ERP will:

- identify all local contacts, organizations, institutions which contribute to/impact the delivery of educational services, including businesses (p. 26)
- undertake original [social marketing] research to measure the value/importance and satisfaction of various educational issues and services to citizens [to be used as] "a baseline … for later comparison of the impact of ERP at the national and local levels (p. 26)
- measure the satisfaction and value/importance of education components to business and the depth of interest and commitment to a reformed school-to-work program [to be used as] a baseline …for later comparison of the impact of school-to-work at the national and local levels (p. 30)

The Decentralized Management and Governance division of EQUIP2/ERP also planned to a) "to establish fully supported and functioning secretariat services to the 7 existing Governorate Education Advisory Committees … [to provide] formal assistance for their discussions, agreements, collaborations and follow up" (EQUIP2/ERP, 2004a, p. 26) and b) "to review the use of the [Education Reform] fund in Alexandria and to recommend ways and means of making these funds productive, transparent, responsive and sustainable … [as] go-forward strategy for discussion with Governorates and MOE" (EQUIP2/ERP, 2004a, p. 28).

The April-June 2004 EQUIP2/ERP quarterly report mentions that work is "on hold pending signed agreement" with USAID/Egypt, while echoing elements informing projected interventions that were mentioned in the annual work plan: a) "*Policy*: Operational policies to implement a decentralized system and facilitate active engagement of the private sector and public" and b) "*Decentralized Governance and Management*: The DGM activity will effect decentralization policies, procedures, and systems at the regional and district levels, and strengthen the capacity of civil society for active involvement and support of quality education" (EQUIP2/ERP, 2004b, pp. 3-4).

According to the July-September 2004 quarterly report, the Governorate Education Advisory Committees (GEACs) consist of community members, NGOs, business leaders, parents, MOE officials and university leaders. These committees typically provide advice, feedback and recommendations to local senior officials on educational issues. During September DGM as well as other ERP staff visited six governorates during September to introduce the Education Reform Program (key personnel, goals, and proposed activity areas) to the GEAC committee members (ERP, 2004c, p. 15).

As noted above, another dimension of ERP's support for enhancing citizen involvement in education involved the establishment of education reform funds in each focal governorate. Thus on 14 December 2004 ERP staff organized a one-day workshop in Cairo for representatives of the GEACs in the seven focal governorates to stimulate discussion about the opportunities and challenges of creating such funds. It was stressed that governorate education reform funds can promote community participation and increase the financial and other resources available to aid education reform efforts (ERP, 2004c, p. 28).

ERP's joint (EQUIP1/EQUIP2) annual work plan spells out a number of tasks and subtasks related to two objectives for the community participation theme group: a) "community-school partnerships are empowered to promote standards based education" and b) "community-school partnerships are enabled to enhance access to and retention in quality educational programs." The tasks and subtasks include:

| | |
|---|---|
| **3** | ***Strengthen muddiriya and idara level systems, as well as GOE units in supporting civil society organizations to engage community participation in education.*** |
| **3.1** | **Establish a mechanism with which to inform GEAC committees about on-going community participation activities.** |
| **3.3** | **Establish mechanisms at the muddiriya level to support NGOs' and CDAs' involvement in education reform activities.** |
| **3.4** | **Enable MOE's Social Worker department and Finance Department supervisors to support school level BOTs through capacity building.** |
| **3.5** | **Develop the capacity to establish an Education Reform Fund in coordination with GEACs, NGOs, and BOTs.** |
| **3.6** | **Enable partner NGOs to support BOT capacity building.** |
| **6** | ***Strengthen muddiriya and idarra level systems as well as GOE units in supporting civil society organizations to promote access to and retention within quality education programs.*** |
| **6.1** | **Develop a mechanism with which to inform GEAC committees about policy issues emerging from community level education activities.** |
| **6.4** | **Enable MOE's OCR unit to support community schools with CDA involvement.** |
| **6.5** | **Enable the MOE's GAEB to support innovative school construction methods drawing on increased levels of community involvement.** |

(ERP, 2005e, pp. 18-24)

In addition, ERP's second annual work plan identifies the following subtasks in relation to a DGM division task, "to develop capacity funds to support enabling environment and educational reform initiatives: a) clarify and elaborate legal framework for Education Reform Funds (ERF), b) clarify ERF's interface with BOTs, GEACs and the business sector, c) draft procedures for proposed ERF administrative and internal governance systems in consultation with stakeholders, and d) define ERF's sustainability strategy … (i.e., anchoring into a civil society entity versus muddiriya) and identify long-term sources of financial support" (ERP, 2005e, pp. 36-7).

By the end of September 2005, ERP had organized into thematic groups, including one focused on the following objectives related to community participation: (1.1) "community-school partnerships are empowered to promote standards-based education" and (1.2) "community-school partnerships are enabled to enhance access to and retention in quality educational programs" (ERP, 2005c, p. 5).[136] During this quarter, ERP staff worked with partners to revise and update community representation in the seven focal governorates[137] and to invite community representatives to address policy issues before the members at GEAC meetings (ERP, 2005c, pp. 29-30). In addition, during July-September 2005, ERP staff supported several efforts related to establishing education reform funds (ERF): a) multi-sector committees drafting ERF decrees in Aswan, Bani-Suef, Cairo, Fayoum, and Minia; b) Fayoum's GEAC approving the

[136] Besides community participation, the other thematic groups (with associated MOE/ERP working groups) were initially identified as decentralization, monitoring and evaluation, professional development, and standards.

[137] Relevant to such developments, ERP's quarterly report indicates that the "Minia General Education Enhancement committee has drafted a project on linking different NGOs at Minia governorate level, activating community participation, advocating respective policies and systems" (ERP, 2005c, p. 65).

Governor's proposal for ERF management (5 September); and c) the Minia governor allocating one million Egyptian pounds in matching funds to help launch the ERF (ERP, 2005c, p. 70).

During January-March 2006, ERP staff participated in a meeting of the Minia Education Enhancement Committee, comprised of 13 NGO/CDA organizations, at which attendees identified non-traditional resources to support educational reform as well as specific projects that could be implemented in support of the governorate's reform efforts. It was also reported that a) "the Fayoum Education Reform Fund is fully functional under the new governor, focusing on school-based interventions that support sustainable school improvement and b) in Cairo, the El Marg Education Advisory Committee met to discuss removing obstacles that are delaying private land donations for a girls' secondary school as well as developing a request to the governor to establish an education reform fund (ERP, 2006a, p. 9). And the quarterly report states that "ERP has developed a computerized system for tracking … its activities with community development organizations. This information will be useful to the Ministry of Social Solidarity and the MOE-NGO Unit in understanding the capacities and commitment that community organizations have to support education in their communities" (ERP, 2006a, p. 9). Moreover, during this quarter, ERP staff worked with 21 partner NGOs in carrying out various strategies, plans, and activities (ERP, 2006a, p. 9).

In June 2005, it was reported that during a GEAC meeting in Aswan participants identified the need for the group to become more active in supporting reform efforts. As a result, GEAC members are now being more closely linked to the work of the Reform Idara. Additionally, during this quarter, in Bani Suef, a new GEAC decree was drafted and sent to the governor for approval; in Qena the Governor agreed to change the membership of his GEAC; and Fayoum held its first GEAC meeting under its new governor; in Cairo members communicated about the successful operation of their district-level education advisory councils; and the Minia GEAC scheduled a meeting to discuss Minia University's role in building local capacity for school accreditation (ERP, 2006b, p. 5).

Also, during the second quarter of 2006, ERP staff assisted partners in four focal governorates in making significant steps toward establishing education reform funds in their districts. In Bani Suef a new bylaw on education reform funds was drafted and under review by the governor's legal office. In Cairo, the El Marg Education Advisory Council presented its request to the governor to establish a district-level fund. In Fayoum, the governor's financial expert was reviewing a previously submitted bylaw to identify possible modifications. And in Alexandria, key personnel are exploring how to frame a new, local framework for the governorate's education reform fund, since the previous one could not be implemented, because although a central government decree established local education reform funds, no decree has granted local entities permission to use these funds (ERP, 2006b, p. 8).

ERP's "Bridge Work Plan" for July-September 2006 listed basically the same tasks and subtasks for the community participation theme group as were enumerated in the July 2005 annual work plan. These included:

| | |
|---|---|
| 3 | *Strengthen muddiriya and idara level systems, as well as GOE units in supporting civil society organizations to engage community participation in education.* |
| 3.4 | Enable MOE's Social Worker department and Finance Department supervisors to support school level BOTs through capacity building. |
| 3.6 | Enable partner NGOs to support BOT capacity building. |
| 3.7 | Assist central MOE to develop a National BOT Strategy |
| 6 | *Strengthen muddiriya and idarra level systems as well as GOE units in supporting civil society organizations to promote access to and retention within quality education programs.* |

| | |
|---|---|
| 6.3 | Enable the MOE's NGO unit at the central and muddiriya levels to assist NGOs/CDAs in supporting community level education programs. |
| 6.4 | Enable MOE's OCR unit to support community schools with CDA involvement. |

(ERP, 2006e, pp. 7-8)

In addition, the Bridge Plan lists the following among the tasks and subtasks to be undertaken by the decentralization theme group:

| | |
|---|---|
| **3** | *Create an enabling environment and develop capacity of NGOs and CDAs in education reform.* |
| **3.1** | Improve capacity of NGO Department at Directorate level to facilitate strong links between civil society and education administrators |
| **6** | ***Develop capacity funds to support enabling environment and educational reform initiatives.*** |
| **6.5** | Provide existing ERFs with training in primary functions, as requested by Education Directorates |

(ERP, 2006e, p. 22)

During July-September 2006, ERP staff supported Cairo/El Marg GEAC's regular meeting as well as members' efforts to follow up with the Governor of Cairo regarding the establishment of an Education Reform Fund. In Bani Suef, under terms of a governor's decree, educational leaders created a unified GEAC for all donor programs, with the mudirriya reform department serving as its secretariat. This unified GEAC now meets independently to solve education problems rather than mainly organizing meetings focused on presentation about individual donor programs. In this regard, the Bani Suef GEAC hired 20 school principals to initiate a pilot "educational quality" program and its members started a donation campaign in cooperation with school-level boards of trustees to acquire 2000 new desks for local schools (ERP, 2006c, p. 12).

The third quarterly report of 2006 also mentions that "seven [of thirteen] partner-NGOs have received sub-grants to work with BOTs – one each in the seven target governorates, while six have received sub-grants to work with community development associations in each governorate (except Qena) … [The partner] NGOs receive technical and financial support from ERP" to strengthen their organizations and enhance their commitments to reforming education (ERP, 2006c, p. 13). Furthermore, during July-September 2006, a total of 23 Technologies of Participation (TOP) workshops were held in Alexandria, Aswan, Bani Suef, Cairo, Minia, and Qena. The workshops were attended by 603 participants representing NGOs, community development associations, BOTs, and (muddiriya-, idara-, and school-level) MOE (ERP, 2006c, p. 14).

In its 2006-2007 annual work plan, submitted in December 2006, EQUIP1/ERP mentioned that it will "focus on strengthening partnerships with the private sector by strengthening MOE's … capacity to identify and work with private entities such as NGOs and other civil society entities. ERP will identify a variety of consultants, organizations and institutions in each governorate that have experience and capacities to provide technical assistance as needed. ERP will also support the MOE … to identify and use the variety of available resources to extend the reach and strengthen the quality of their services" (EQUIP1/ERP, 2006, p. 6).

By October 2006, when EQUIP2/ERP submitted its annual work plan, the focus of its worked had changed. For example, Social Marketing became a new of the project. According

the EQUIP2/ERP (2006, p. 6): "The MOE Social Marketing Campaign … is based on proven communications principles, and will not only result in greater public awareness of the MOE's role and greater public willingness to support its objectives, but also in a means for repositioning the MOE in a decentralized system." The major objectives of the campaign, for which ERP would provide technical assistance support include:

1. *Re-position the Ministry of Education as a catalyst for reform:* The campaign must make a comprehensive effort to reach and educate communities, media, schools and parents, international funding agencies as well as GOE decision makers. ...
2. *Promote public understanding and support for the MOE's decentralized policies and systems that enable sustained improvement in student learning outcomes:* ... Networks must be built between the MOE and other stakeholders on the national and governorate levels. In some cases, the MOE will need to promote themselves and their messages through existing networks. (EQUIP2/ERP, 2006, p. 6)[138]

During October-December 2006 ERP staff supported two GEAC meetings. First, the Bani-Suef GEAC Executive Committee met on 13 November 2006. Participants included members of both the GEAC and the seven district local councils, director generals of seven idarra and representatives from the donor funded projects operating within the governorate (e.g., the World-Bank/EU-funded Education Enhancement Program, USAID-funded New Schools Program). Discussions focused on a) a new pilot program for 20 schools, and how to select principals for these schools based on merit rather than seniority; b) the "One Million Pound Collection Campaign" to purchase desks for schools not having enough for their number of students; and c) on-going capacity building efforts in the areas of administration, finance, communication and reporting skills. Second, the Cairo GEAC meeting was held on 10 December 2006 and was attended by 15 members. Participants discussed the role of NGOs in enhancing community participation towards education, especially as it related to building new schools. Two decisions were made at this meeting: (1) to move forward to issue a decree to establish an education reform fund in El Marg district and (2) to have the El Marg Local Popular Council formally request that the Governor of Cairo allocate land to build new schools and a youth center in that district (ERP, 2006d, p. 17).

On 18 December 2006, Minia's Governor and MOE Undersecretary convened a meeting of 191 people, including representatives of Minia's Board of Trustees Coordination Committee, leaders of the nine educational idarras, the chairs of the local popular councils, and the Minia ERP/DGM Advisor. The purpose of the meeting – which although not formally a GEAC, involved significant numbers of the governorate's citizens – was to discuss plans for a campaign at all levels (muddiriya, idarra, and schools) to raise awareness about the roles and responsibilities of boards of trustees in supporting reform activities. They agreed that the campaign should raise awareness about MOE initiatives in strategic planning, accreditation and the national standards for education. Discussion also focused on Minia's efforts to address problems, such as shortage of teachers, other personnel, and equipment as well as ensuring regular school maintenance (ERP, 2006d, p. 18).

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[138] The 2006-2007 annual work plan continues: "To accomplish this objective, the Campaign must first internally target MOE personnel to raise their level of understanding about the roles and responsibilities they need to fulfill as change advocates. Subsequently, the program must target all government and non-governmental entities to educate them about the initiative that the MOE is taking to improve the quality of education, and encourage them to be allies in this effort. This will entail improving or initiating communication efforts with city councils in ERP governorates, the Ministry of Communications and the Arab Radio & Television network, satellite channels, NGOs/CDAs, universities, and international organizations. Each of these groups could help the MOE increase the impact of its messages" (EQUIP2/ERP, 2006, p. 6).

During January-March 2007, ERP staff supported various activities related to education reform funds. For instance, in Fayoum, the Education Fund Board members met with the Governor and other senior officials in February to discuss the allocation of remaining funds, in this case underwriting the costs of renovating two schools as well as paying an additional stipend to idara- and school-level general workers. In Qena, ERP staff helped organize a meeting of the GEAC in February to discuss issues related to the education reform fund and to finalize proposals to be submitted to local popular councils. Subsequently, the Governor and the local popular councils agreed to establish and manage education reform funds. Based on previous discussions, the Governor and local popular councils in Bani Suef also gave approved the proposal for establishing an education reform fund. Additionally, in Minia, the Education Reform Board reported that, to date, it had raised 500,000 LE. This group – in cooperation with the Governor – also organized two conferences on community participation in education reform. The first conference was held on 8 February 2007 in the Maghagha idara and was attended by 300 participants (who donated 70,000 LE). The second conference was held in the Minia idara on 17 March 2007 and was attended by 500 participants (who contributed 1,000,000 LE, in in-kind and cash donations). The group is planning on holding similar conferences in the other seven idaras in Minia (ERP, 2007a, p. 17).

ERP staff continued their education reform fund-related work during April-June 2007. The quarterly report indicated that in Qena, the Governor, the MOE Undersecretary, as well as the Local Popular Council's chair and the members of its Education Committee met in April 2007 to discuss details toward establishing a fund. They decided to issue the decree as a general report item at the next meeting of the Council and to generate revenues for the fund by increasing fees for establishing and renewing private schools. In Alexandria, the Executive Committee for Education Reform, including representatives from the MOE, community, USAID/Egypt, and ERP, agreed at an April 2007 meeting to set up a sub-committee to study education reform fund proposals submitted from each idara. In Minia, ERP staff organized a workshop in June 2007 – with participation from the MOE Muddiriya, the nine MOE idaras, the Muddiriya Director of Finance and Administration, and NGOs – to draft bylaws for setting up education reform funds at the idara level, modeling the existing one created at the governorate level (ERP, 2007b, p. 20).

The second quarter of 2007 also witnessed further GEAC meetings. In Bani Suef, the GEAC met in May 2007, and were joined by members of the Shura Council and National Assembly, representatives of donor-funded projects, and the local media. The meeting focused on the MOE Undersecretary's presentation of the governorate's strategic plan for education, with emphasis on priorities related to the school-based reform. Fayoum's GEAC also convened in May 2007, with the Governor, MOE Undersecretary, and the Head of the Local Popular Council participating. A key action at this meeting was to form a subcommittee to coordinate the efforts of the GEAC, the BOT, the Governor's office, and the muddiriya/idara Reform Departments in supporting quality education (ERP, 2007b, p. 20).

Key GEAC meetings also occurred during July-September 2007. For example, Bani-Suef's GEAC met, determining the selection (merit- rather than seniority-based) criteria for selecting ten school managers for the pilot projects schools and agreeing on membership of the selection committee (to be headed by the governor). In Qena, ERP staff contributed to discussions led by the MOE Undersecretary aimed at restructuring the GEAC Committee, such that the Committee (now to be chaired by the Undersecretary) also includes representatives from several MOE muddiriya offices as well as representatives from donor-funded education projects (ERP, 2007c, p. 19).[139]

During July 2007, ERP staff supported two conferences in Fayoum, each attracting 200 participants, which were convened by the MOE Undersecretary and the Chair of the governorate

[139] The ERP quarterly report also notes that "a decree was issued to establish a monitoring and evaluation committee consisting of 13 members" (ERP, 2007c, p. 19).

BOT Committee. The first conference involved representative BOT members from all governorates as well as (school-, idara, muddiriya-, and national level) MOE personnel and focused on the role of BOTs in offering professional development for social workers in support of increased community participation. At the second conference participants discussed the requirements and achievements of decentralization in education and reach the following conclusions: (1) governorates need adequate budgets, supplemented by privately-raised education reform funds to support educational quality; (2) professional cadres need to be prepared who can effectively make decisions and manage affairs in school; (3) NGOs and civil society need to be mobilized more fully to support educational reform; (4) education reform efforts need to be shaped by local level labor market needs; and (5) merit (efficiency and effectiveness) rather than seniority should be the criterion for choosing educational leaders (ERP, 2007c, p. 18).

The third quarter of 2007 witnessed a range of activities related to education reform funds. For instance, in Qena, the Committee reported receiving contributions of LE 100,000 and the Local Popular Council approved the collection of one Egyptian pound from each new student in each education stage to support the ERF (ERP, 2007c, p. 18).

The ERP quarterly report for April-June and July-September 2007 mention that, based on the needs identified in the governorates, the Education Committees of the Local Popular Councils will begin participating in the Technologies of Participation workshops. As noted above, these workshops seek to enhance people's skills in: (1) using participatory approaches to facilitate group discussions to reach consensus; (2) writing concise meeting agendas and minutes; (3) conducting meetings more efficiently, such as the use of motions and procedures; and (4) networking and other action to advance community support for education reform. ERP staff planned to incorporate the members of the local popular councils in future (ERP, 2007b, p. 22; ERP, 2007c, p. 20).

EQUIP2/ERP submitted its fourth annual work plan to USAID/Egypt in October 2007.[140] In the section focused on the DGM division, the plan states that "the DGM plan … includes five main tasks that are inter-related in support of GOE policy declarations and planned initiatives of the Ministry of Education (MOE)[, including]: e) MOE, Local Popular Council (LPC), and other stakeholder capacity-building to strengthen education reform and sustainability" (EQUIP2/ERP, 2007, p. 2). The Plan continues:

> Further support will be provided for MOE, LPC and other stakeholder capacity building through the Public Service Excellence Program (PSEP) and Technologies of Participation (TOP) to strengthen educational reform and sustainability. … The DGM plan is to finish the adaptation and redesign of PSEP materials for the Egyptian context and then to offer PSEP training in all seven governorates … in TOP, meeting procedures [using a manual developed with ERP technical assistance], and … networking skills. … It is planned to support a national conference of parties committed to education reform (e.g., MOE, GERN, LPC-ECs) to facilitate development of a national network of LPC-ECs. (EQUIP2/ERP, 2007, p. 4)

ERP's fourth annual work plan also highlights the projected activities of the Social Marketing division, which was tasked with supporting the MOE in its "National Plan for Quality Education Campaign." This division's activities were to be structured around two objectives:

1. *Re-position the Ministry of Education as a catalyst for reform:* The campaign makes a comprehensive effort to reach and educate communities, media, schools and parents, international funding agencies as well as GOE decision makers on the current efforts taking place to meet the objectives of the National Education Strategy. ... This requires that MOE technical teams focus on improving and initiating communication efforts with

[140] EQUIP1/ERP submitted its annual work plan for 2007-2008 in December 2007. However, the program objectives (and related tasks and subtasks) pertaining to community participation focused on the school community level.

[local popular] councils in all of Egypt's governorates, GOE bodies and the Radio & Television Union (RTVU), satellite channels, media, NGOs/CDAs, universities, and international organizations to gain the support required.

2. *Promote public understanding and support for the MOE's decentralized policies and systems that enable sustained improvement in student learning outcomes.* (EQUIP2/ERP, 2007, p. 7)

By the end of December 2007, the ERP quarterly report stated that "[g]enerally, the Governorate Education Advisory Committee (GEAC) is active in an expanding role as awareness and acceptance of the MOE National Strategic Plan increase at various levels in each governorate. For example, the Beni Sweif GEAC convened a meeting also attended by ERP and other donor representatives to hear reports concerning implementation of the Governorate Strategic Plan in such areas as school construction, school maintenance, school equipment, professional development, preparing … schools for accreditation, the organizational review for decentralization, and action to establish a decentralized monitoring and evaluation system. Further, in Qena, the GEAC met to consider the completed Qena Strategic Plan, accomplishments in school education and adult education and illiteracy, and the technical operation of the recently established Education Reform Fund (ERF). The Governor of Qena intends to request the MOE to devote 10 percent of school activity fees to the ERF" (ERP, 2007d, p. 21).

Also, during October-December 2007, based on an initiative in Bani Suef and a needs assessment conducted in the seven focal governorates, ERP staff decided to include local popular council education committees in the Technologies of Participation programs. In addition to focusing on a) facilitating group discussions, b) writing concise meeting agendas and minutes, c) conducting effective meetings, and d) networking and other actions to advance community support for education reform, capacity development for members of these education committees are to focus on understanding their legally defined roles and responsibilities in support of the MOE National Strategic Plan. During this quarter ERP staff organized two workshops in Bani Suef, involving 32 education committee members from the seven focal governorates, to review and finalize the Effective Meetings Guidebook on Conducting Effective Meetings which had been developed by ERP staff using different sources (ERP, 2007d, p. 22).

ERP's October-December 2007 quarterly report also mentions that with support from the Social Marketing division of ERP, the Ministry of Education printed the National Strategic Plan for Quality Education package in Arabic and English. The package included an executive summary, a description of the main strategy, the annexes, and the ANPRO model. The package was distributed by the Ministry to the National Democratic Party, the People's Assembly, and other stakeholders within the community (schools, teachers, parents, NGOs, businessmen, and community leaders). A simplified "Q and A" brochure was printed and distributed to different levels in the community to raise awareness about the Strategic Plan and initiate possible partnerships and community networks that support its implementation (ERP, 2007d, p. 33).

Also, during this quarter, ERP staff helped to develop a database of central- and governorate-level media contacts. The database is being used by the Ministry to organize roundtables for the media to discuss its educational reform efforts. The first MOE media roundtable, hosted by Minister of Education Yousry El Gamal, and attended by 20 journalists and national newspaper reporters, was held on November 15, 2008 to discuss the Ministry's National Education Reform Strategy 2007-2012. According the ERP's quarterly report, "the success of the Minister's roundtable triggered governorates to hold their own media briefings with local media to share their governorate strategic plans and get feedback. To date, undersecretaries from Bani Suef, Assiut, and Minia have conducted media roundtables and are in the process of planning follow-on events. It is anticipated that fifteen (15) governorates will do so by the end of January 2008" (ERP, 2007d, p. 34).

Another focus of ERP's Social Marketing division during October-December 2007 involved helping to promote the Ministry's portal. This entailed developing and printing a poster and a brochure about the portal services. These were then distributed to the Ministry central office staff as well as to muddiriyas, idaras, schools, youth centers, and internet cafes to encourage students, teachers, MOE people, and community members to visit the portal and benefit from the available information (ERP, 2007d, p. 34).

During January-March 2008, with ERP staff support, key GEAC members in Alexandria reviewed and finalized the governorate strategic plan (ERP, 2008a, p. 23). In addition, after receiving feedback from staff representing two other USAID funded projects working with local government bodies (along with prior input from members of local popular council education committee members, among others), ERP staff undertook final revisions and moved toward publication of the Effective Meetings Guidebook (ERP, 2008a, p. 24).

Also, the ERP quarterly report for January-March 2008 mentions that ERP staff helped organize workshops in Fayoum and Bani Suef concerning education reform funds, and in Aswan the DGM Advisor gave a briefing to members of the Local Popular Council on the operations of such funds. And in February, the DGM Advisor, in collaboration with the Undersecretary and the Education Reform Fund Board of Directors in Bani Suef, met with the Governor and 29 community and business representatives. As a result of this meeting: 1) the Governor of Bani Suef started a seed fund, called the "Nest Egg Fund," by paying one million pounds to Bani Suef ERF; 2) participants identified responsibilities for the Fund Board of Directors, who are to serve on two committees (the Fund Raising and Resources Development Committee and the Fund Monitoring & Evaluation Committee); and 3) participants discussed new resources that could be added to the fund. In a follow-up meeting, facilitated by ERP staff and the Muddirriya Reform Department, the Bani Suef ERF Fundraising Committee discussed additional resources to be specified in the modified version of the local Reform Fund Executive Bylaw. Since then, additional funds and donations have been made to the Beni Sweif ERF (ERP, 2008a, pp. 22-23).

During the first quarter of 2008, staff from ERP's Social Marketing division supported the following efforts:

- Education Undersecretaries in all governorates established social marketing teams at the muddiriya and idara levels to work on internal and external outreach activities.
- Social Marketing teams held over 240 network meetings (compared to 10 the previous quarter) with over 8,000 stakeholders attending … to promote the National Strategic Plan for quality education among its main stakeholders and to showcase individual governorate reform efforts at the muddiriya and idara levels.[141]
- A series of workshops were conducted with target groups to discuss possible cooperation and support, leading to a 'Protocol of Cooperation' between Education muddiriyas and different community organizations as well as other ministries in at least some of the governorates.[142]
- A media center was developed in Assiut to spread the knowledge of the National Strategic Plan and its implications on society.

[141] According to the ERP quarterly report, "positive initiatives and the strong need to establish the wave of change between muddiriyas and the public prompted undersecretaries, especially those from the remaining 20 non-ERP governorates, to request further support from the central ministry to create governorate strategic plans" (ERP, 2008a, p. 28).

[142] According to ERP's quarterly report, the other government units included in the Protocols of Cooperation are the Ministry of Youth and Sports (Kalyubia), NGO Regional Union (Bani Suef), Ministry of Tourism and Tourism Authority (Suez), Ministry of Agriculture (Suez), Egyptian Environment Affairs Agency (Suez), and Ministry of Housing (Suez) (ERP, 2008a, p. 39).

- Muddiriyas in focal governorates began sending weekly press releases to the local press, using the database established the previous quarter, and launched their websites to enable posting suggestions, following MOE events agendas, and creating community coalitions at the muddiriya and idarra levels. (ERP, 2008a, pp. 37-39)

During April-June 2008, ERP provided training and follow-up to the Social Work Department supervisors in order to support BOTs in monitoring the implementation of school improvement plans and resource mobilization to support their plans. In collaboration with the (CIDA-funded) STEPS II program, ERP started to implement a plan for the revision of the Social Worker manual that was produced jointly with the MOE Social Work Department at the central and governorate level. Feedback about the implementation and use of the manual was collected through interviews and focus group discussions with various stakeholders (social workers, BOT members, social work supervisors, and program staff). A four-day workshop was held to analyze feedback and agree upon changes needed in the manual. This workshop was attended by representatives of the Social Work Department at various levels, and two program staff members (ERP, 2008b, p. 7).

In addition, during the second quarter of 2008, ERP staff conducted focus group discussions were held with Local Popular Council Education Committee (LPC EC) members in three governorates to collect data related to enhancing people's skills in areas such as: (1) facilitating group discussions; (2) writing concise meeting agendas and minutes; (3) use of required formalities to conduct more effective meetings; and (4) networking and other actions to advance community support for education reform. LPCs have also expressed a desire to receive support to better understand their legally defined roles and responsibilities in support of the MOE National Strategic Plan. In addition to process outcomes through participative consultations, an Effective Meetings Guidebook has been drafted and piloted. This Guidebook is due for publication and distribution during July 2008. And during a one-day workshop organized in four governorates (Aswan, Bani Sweif, Fayoum, and Qena) with a representative group of the newly elected LPC EC members to assess needs for possible ERP technical support and to seek feedback on the latest draft of the "Guidebook for Organizing and Facilitating Meetings" were solicited from participants, who recommended that it be distributed to other LPC members as well (ERP, 2008b, pp. 25-26).

**Markaz/Idarra Level Initiatives**

EQUIP1/ERP submitted its first annual work plan in October 2004. The work plan for the Community Organization and Development division included the following as two of its three foci:[143]

- *Community Participation* activities focus on enhancing community involvement with both the in-school and out-of-school domains – including a) initial community orientation and entry activities through CDAs; b) CDA organizational development training & support interventions; (c) lead NGO selection, orientation and support: and (d) on-going CDA & NGO organizational development and capacity building.
- *Girls' Scholarships* …All of the targeted 120,000 scholarships provided through ERP will be managed by local NGOs that will be selected and trained by ERP. (EQUIP1/ERP, 2004a, p. 7)

Additionally, the School Governance component of the Non Formal Education division, EQUIP1/ERP's work plan identifies the following interventions in relation to its second objective ("promote "best practice" school governance models and training materials and processes"): 1) collect and review Alexandria BOT materials and ministerial degrees, meet with AID officials and BOT stakeholders in Alexandria, [and] share findings; 2) review and adapt current PTC training materials to align with BOT approach [and] develop TOT guide for MOE Social Workers and

[143] The third foci involved school construction.

Lead NGO trainers. (EQUIP1/ERP, 2004a, p. 62). The following interventions were listed in conjunction with the third School Governance objective ("increase the capacity of MOE Social Workers and Lead NGOs to effectively mobilize communities and deliver school governance training program"): 1) design and conduct introductory school governance training for staff, Lead NGO trainers and MOE Social Workers; 2) conduct school visits with MOE Social Workers to assess the status of existing school governance organizations; and 3) initiate school governance training sessions with MOE Social Workers and Finance Department (EQUIP1/ERP, 2004a, p. 63). And work plan identifies the following interventions in relation to the fourth objective ("increase[ing] the capacity of CDAs and other local institutions in the family of schools in 7 governorates to effectively complete organizational development training, implement specific organizational development actions and monitor their own organizational improvement performance"): 1) conduct CDA capacity assessments, 2) develop with lead NGOs organizational development training plans, tools and procedures for CDAs, 3) conduct TOTT for lead NGOs and Community Participation activity area trainers, and 4) provide general organizational development training and support for CDAs (EQUIP1/ERP, 2004a, p. 85).

EQUIP1/ERP's (2004c) report for October-December 2004 quarter discusses ERP staff efforts to promote community participation through 1) developing dynamic community-based organizations (community development associations or CDAs); 2) enabling communities to manage some of their own educational services, such as community schools, scholarships and school construction; and 3) encouraging parents to actively participate in the education of their children (EQUIP1/ERP, 2004c, p. 24). Moreover, during the final three months of 2004 ERP's Community Organization and Development division staff developed community baseline and situation analysis procedures and tools to be used the community participation process with selected CDAs in each community as well as began mapping local units, communities, hamlets, community organizations and potential lead-NGOs for each family-of-schools.[144] In addition, the ERP staff developed a "Community Process Document" and related materials to be used in meetings about strategies for enhancing community participation in education with representatives of the MOE, Ministry of Social Affairs, lead-NGOs, and community organizations in each focal governorate/idara (EQUIP1/ERP, 2004c, pp. 24-25).

During January-March 2005, ERP staff announced a request for applications for lead-NGOs in each of the seven governorates, reviewed applications and selected two NGOs in each governorate to support the work of BOTs and CDAs in pursuing ERP's community participation objectives (ERP, 2005a, p. 18).

In July ERP submitted to USAID/Egypt its joint (EQUIP1 and EQUIP2) annual work plan. With respect to the community participation objectives (empowering community-school partnerships to "promote standards-based education" and "enhance access to and retention in quality education programs"), the following tasks and subtasks were identified:

| | |
|---|---|
| **2** | *Enable CDAs to actively support community participation standards.* |
| **2.1** | Build CDAs capacity to enable them to assess and address education needs in their communities. |
| **2.2** | Educate CDAs on community participation standards included in national education standards. |
| **2.3** | Enable CDAs to develop plans to promote key aspects of community participation standards. |

[144] In addition, the EQUIP2/ERP quarterly report stated that the Monitoring and Evaluation division was "working closely with a consultant to carry-out a baseline study of the Community Development Associations (CDAs), literacy programs, school governance structures, and non-governmental organizations currently active in the various communities in which the focal families of schools are located" (ERP, 2004c, p. 44).

| | |
|---|---|
| **2.4** | Build CDAs' capacity to mobilize resources in support of schools. (ERP, 2005e, p. 16) |
| **5** | *Enable CDAs to deliver education services so as to meet a wide range of educational needs.* |
| **5.4** | Support CDAs in establishing and managing community schools. |
| **5.5** | Support CDAs in administering scholarship programs for girls. |
| **5.6** | Support CDAs in assisting with the construction of new schools. |
| **5.7** | Enable CDAs to identify aspects of their education support programs to which school/community-FOE partnerships could contribute (ex. Action-research). (ERP, 2005e, p. 16) |

During July-September 2005, with the lead-NGOs selected, ERP staff worked with them and members of BOTs to form, initially, 28 community education committees (CECs). These committees are to play a key role, especially in relation to the girls' scholarship initiative (ERP, 2005c, pp. 65-66). During this same period ERP staff conducted workshops and meetings – with 36 community members in Aswan, 76 CDA and BOT members in Bani-Suef, and 4 CDA members in Qena – toward developing a strategy and criteria for awarding girls' scholarships. Additionally, ERP staff worked with partners to study the phenomenon of girls' school dropout in Fayoum, to compile a list of girl dropouts in Cairo and Minia, and to establish 8 CDA-based girls' scholarships committees in Alexandria and Bani-Suef (ERP, 2005c, p. 28). Moreover, ERP staff supported four joint CDA-BOT teams in Qena in their work on the issue of girls dropping out of school (ERP, 2005c, p. 19).

During October-December 2005, ERP staff helped to establish and develop management/reporting systems for thirty-one community education committees. A handbook was also developed as a guide for current and future committees. In addition to providing more than 13,500 scholarships in the 2005-2006 school year, the community education committees have begun to plan and implement Girls' Scholarship Plus activities, designed to raise awareness of families about the value of girls' school attendance; help families obtain their children's birth certificates, which are required for school enrollment; provide low-cost tutorial services in school; and improve the schools' toilet facilities (ERP, 2005d, pp. 9-10).[145]

During January-March 2006, ERP staff assisted in organizing two meetings for community leaders in Deshna (the focal idara in Qena) to assess critical concerns and proposed solutions that need to be addressed. These meetings were part oft of an ongoing effort to build a network of 'natural leaders' in rural communities who are willing to volunteer their time to support micro-level education reform (ERP, 2006a, p. 9). In addition, ERP staff worked with CDAs and schools to help them understand that the girls' scholarship initiative involves more than just getting more girls to attend school, bringing drop-out girls back to school, and keeping girls enrolled in school. It is about looking at the scholarship recipients as individual girls with a commitment to ensure their education for a number of years (ERP, 2006a, p. 10). And in support of the efforts in all focal governorates, ERP staff continued their work on developing the computer software program to enable community organizations to manage and monitor their girls' scholarship activities in their communities (ERP, 2006a, p. 10).

In June 2006, ERP's quarterly report states that BOT coordinating committees, established last year with ERP assistance, are made up of selected school-based BOT members and are designed to provide support at the idarra level. This quarter, Bani-Suef

[145] The ERP quarterly report also mentions that "to date, all scholarships have been funded through central grants from ERP. In the future, ERP will enable CECs to diversify their funding strategy for their portfolio of scholarships in a way that promotes wider community participation and enables CECs to sustain their scholarship services" (ERP, 2005d, p. 10).

personnel prepared a plan for operationalizing the BOT coordinating committees in the seven idarras within the governorate, and roundtable discussions were conducted to deepen mudirriya and idarra personnel's understanding and appreciation of working with village natural leader networks. Additionally, in Cairo, the El Marg District BOT Coordinating Committee held three regular meetings this quarter. And in Minia, the BOT Coordinating Committee met to discuss issue of equitable collection of school fees (ERP, 2006b, p. 7).

ERP's "Bridge Work Plan" for July-September 2006 listed basically the same tasks and subtasks for the community participation theme group as were enumerated for the 2005 annual work plan. For example:

| | |
|---|---|
| **2** | *Enable CDAs to actively support community participation standards.* |
| **2.1** | Build new CDAs capacity to enable them to access and address education needs in their communities … |
| **2.3** | Enable CDAs to develop plans to promote key aspects of community participation standards ... |
| **2.4** | Build new CDAs' capacity to mobilize resources in support of schools. |

(ERP, 2006e, p. 7)

In September 2006, ERP reported that its staff was supporting 50 CDAs (linked to focal families of schools) and 18 other CDAs to manage their own community scholarship programs. Scholarship committees in these CDAs are in process of disbursing scholarships to approximately 36,000 children for the 2006-2007 school year, of which more than 90% are girls. Of this number, approximately 3,900 are receiving scholarships for the third year, 9,780 are receiving scholarships for the second year and 22,260 are receiving scholarships for the first year (ERP, 2006c, p. 16).

During October-December 2006, ERP continued to provide support to 50 CDAs operating within focal idaras/communities and to 18 other CDAs in managing community scholarship programs.[146] During this quarter, scholarship committees in all 68 CDAs – with technical support from partner NGOs and ERP staff – disbursed scholarships to approximately 36,000 children for the 2006/2007 school year,[147] with 90 percent of the scholarships going to girls. All scholarship recipients receive uniforms, school materials and full payment of their school fees. To promote sharing of experiences in managing scholarship programs, ERP staff organized a workshop in November 2006 for more than 150 members of CDAs. During the workshop participants discussed how they mobilized resources for supporting education activities and began making preparations for participation in the May 2007 Girls' Scholarship Symposium organized by ERP. Moreover, during this quarter, ERP had installed the scholarship management software on computers in the offices of most CDAs and all partner NGOs as well as the seven ERP governorate offices. The scholarship management software allows one to track (and, thus, track, manage, and report) all scholarship activities as well as other educational activities in which the CDAs are engaged (ERP, 2006d, pp. 8-9).

[146] The ERP quarterly report clarifies that "a total of 12 CDAs are working outside of the FOS target communities to extend community-based girls' scholarship programs beyond ERP FOS communities. … The remaining six CDAs [at the request to ERP by USAID/Egypt] continue to provide scholarship services that were initiated through both the Access to Primary Education and Literacy Project and the Center for Development and Population Activities scholarship programs (ERP, 2006d, p. 9).

[147] The ERP quarterly report elaborates: "Of the 36,000 children, approximately 3,900 received scholarships for the third consecutive year; 9,780 received scholarships for the second consecutive year; and 22,260 students were first-time scholarship recipients; … [At this rate] more than 120,000 scholarships [will] be awarded over the life of the project" (ERP, 2006d, p. 8).

In December 2006, ERP staff helped negotiate a memorandum of understanding with the SIPES paint company to donate all paint products required for the interior and exterior of a 36-classroom preparatory school in El Marg district of Cairo, which had recently been built as part of ERP's initiatives. The memorandum also stipulated that SIPES would provide – at a very deep discount – all paint products for all other schools being constructed through ERP. This was hailed as "a strong example of how private companies can contribute to improving in education in Egypt" (ERP, 2006d, p. 7).

In its annual work plan for 2006-2007, submitted in December 2006, EQUIP1/ERP indicated that one measure of its proposed accomplishments would be the "number of civil society organizations actively supporting educational quality" (EQUIP1/ERP, 2006, p. 3).

While most scholarships were distributed through community committees in the previous quarter, during January-March 2007 the CDA-based committees focused on planning activities at the community and school levels to address some of the non-economic factors limiting girls' enrollment or increasing girls' dropout. Based on this analysis, the CDAs in cooperation with BOTs planned activities, such as the following, to remedy the situation: a) providing special low cost tutoring to develop girls' reading and writing skills, b) facilitating transportation, c) assisting parents to obtain their children's birth certificates (required school enrollment), d) organizing community study rooms, e) organizing "big sister" support programs, f) improving school maintenance (especially toilet facilities), and g) conducting awareness-raising campaigns to combat negative attitudes towards girls' education (ERP, 2007a, p. 7).[148]

Also during January-March 2007 ERP staff in Fayoum helped to create a Community Education Committee, consisting of representatives from the NGO Unit, the OCR Unit, partner NGOs, CDAs, and the regional union of NGOs. This Committee will monitor and support the work of CDAs working in focal idaras/communities to support education needs. And, In Minia, ERP staff facilitated collaboration between the NGO Unit and local CDAs to meet with health insurance officials, with the outcome being an increase in the amount of health services offered to students in the district. Furthermore, in Qena, ERP staff organized a workshop attended by NGO Unit personnel during which CDA representatives made presentations about their activities aimed to increase community participation in school-based reform (ERP, 2007a, p. 11).

During April-June 2007, ERP staff assisted CDAs in conducting Strengths, Weakness, Opportunities, and Threats (SWOT) analyses to inform their plans and activities related to girls' scholarships for the 2007/2008 school year. They also helped CDAs in reviewing their past year's expenditures in relation to their planned budgets toward refining their financial planning (ERP, 2007b, p. 5). Other girls' scholarship-related activities supported by ERP staff during this quarter include: a) NGO girls' scholarships committees in El Marg/Cairo mobilizing the community resources to generate funds that were used to finance the scholarship programs and activities; b) CDAs and NGOs in the seven focal governorates managing a database of girls' scholarships beneficiaries – including their grades, absence rates, and participation in extracurricular activities – that is used to monitor recipients' progress to assess the impact of the scholarships; c) CDAs in Minia meetings with the parents of scholarships beneficiaries to discuss their children's educational problems and proposed solutions; d) CDAs in Qena developing an action plan to address the economic and non-economic factors that lead to girls' dropout, based on a study they conducted (ERP, 2007b, pp. 8-9).

In addition, during the second quarter of 2007 ERP oversaw the completion of the final report of the Community Institutions Development organization research on boys' school dropout in Alexandria. The report confirms initial findings that a significant proportion of boys drop out from Alexandria schools, mainly due to economic reasons (i.e., to work to support their families)

[148] The ERP quarterly report adds that "in February, some ERP staff presented these and other lessons learned from the implementation of community-managed scholarship programs at the annual conference of the Comparative International Education Society in Baltimore, Maryland, USA" (ERP, 2007a, p. 7).

rather than because of lack of interest in schooling per se.[149] Another study which ERP staff coordinated was undertaken by the Tanweer Association to assess the impact girls' scholarship activities in Fayoum. The findings show that CDAs' activities that address the non-economic factors contributing to girls dropping out significantly enhance the school retention of scholarships beneficiaries. These activities include: raising community members' awareness of the importance of girls' education, cooperating with school administrations to address abusive teacher behavior, and establishing Big Sister programs that provide role models and guides for the scholarship recipients (ERP, 2007b, p. 5).

ERP's third quarter report summarized the following accomplishments achieved during the 2006-2007 school year with regard to girls' scholarship activities: a) "supported 67 community scholarship committees; b) worked with approximately 660 schools (through BOTs); c) distributed 31,744 scholarships; d) provided in-school support, which included tutorial classes and light school renovations (improved toilets and improved some furniture and blackboards); and e) provided in-community support, which included education awareness, big sisters, transportation, health services, study rooms, and birth certificates." The report goes on to identify the projected ERP involvement in girls' scholarship activities for the 2007-2008 school year: 1) distribute scholarships to approximately 32,000 recipients in current [focal school communities]; 2) distribute an additional 18,000 scholarships in high-need neighborhoods in Cairo;150 3) continue to provide tutorial services and in-community services; 4) discontinue providing school renovations, assuming BOTs will build that into their school improvement plans; and 5) distribut[e] reading and other appropriate reference materials to … [scholarship] recipients" (ERP, 2007c, pp. 11-12).

ERP's April-June 2008 quarterly report discusses the three types of education support services provided by the 67 community development association-managed community scholarship committees, serving 700 schools: (1) award and distribute scholarships – in the form of school and health fees, uniforms and shoes, and educational supplies;[151] (2) implement activities that address issues and constraints linked to girls not attending school; and (3) implement activities that address issues and constraints that cause girls to drop out of school. During this quarter, CDAs and NGOs implemented the following activities, organized in cooperation with school administrations and designed to keep girls in school: Big Sister program, study rooms, health services, transportation to school and awareness raising activities. In addition, ERP organized four regional workshops to share the girls' scholarship strategy for school year 2008-2009 with CDAs, NGOs and PNGOs (ERP, 2008b, pp. 14-15).

**Community/School Level Initiatives**

EQUIP1/ERP's first annual work plan, submitted to USAID/Egypt in September, highlights that the "MOE's mandate to establish boards of trustees (BOTs) for each school and the governor's enthusiastic response to do so has put the development of these critical institutions in the lime light. Using methods tested and proven successful here in Egypt, EQUIP 1 will devote sufficient resources to establish and enable a sizeable number of BOTs in all seven governorates by the end of the first program year. (EQUIP1/ERP, 2004a, p. 2). Thus, the work

[149] In fact, the study's findings indicate that boys' dropout rates are higher than or equal to girls' dropout rates (ERP, 2007b, p. 5).

[150] The ERP quarterly report explains that ERP "is using its experience with community-managed scholarship programs to launch a relatively intensive girls' scholarship program in Cairo – in the areas of Mansheiet, Nasr, Khalifa, Mokattam, and Masr El Qadima. Five NGOs that are currently working in these areas have been selected, oriented, and provided with grants to implement these scholarship programs starting this school year 2007-08" (ERP, 2007c, pp. 11-12).

[151] According to the quarterly report, during the 2007-2008 school year, the scholarship program distributed approximately 43,500 scholarships through 67 existing community scholarship committees and an additional 14,100 scholarships through five new PNGOs in Cairo (ERP, 2008b, p. 14).

plan identifies as the fourth objective of the School Governance component of the Non Formal Education division as "establish[ing] effective school governance training and support program for communities and school governance organizations to encourage active participation by community members and the private sector in school governance and related educational improvement issues," and projects the following interventions to be undertaken by ERP staff: a) "develop and conduct community level orientation meetings about school governance including issues on diversity, importance of girls' education, women's participation" and b) "organize and conduct general assembly planning meetings at the community level to prepare for elections" (EQUIP1/ERP, 2004a, p. 63).

In addition, EQUIP1/ERP's (2004a) first annual work plan identifies under the activities of the Community Organization and Development division a focus on "school construction," mentioning that "CDAs supported through the Community Participation component will play a lead role in identifying needs for new schools, obtaining land and governmental approvals for school construction sites, and obtaining community participation and ownership in opening and operating the new school" (EQUIP1/ERP, 2004a, p. 81).

Given that a major responsibility for ERP was helping to activate and develop the school-level boards of trustees (USAID/Egypt, 2003a; AIR et al., 2004a), ERP school governance component staff during October-December 2004 visited all seven focal governorates to make introductions and begin discussions about ERP's proposed activities with governors, MOE officials, social workers and school directors. ERP school governance staff first visited Alexandria in October to: a) meet with the Education Reform Department; b) attend a 3-day collective BOT training, facilitated by an Alexandria Reform Program training provider; c) attend a BOT General Assembly Meeting; and d) meet with school directors[152] and BOT members to learn about the process of establishing and activating BOTs. Subsequently, when they traveled to the other six focal governorates, ERP staff were able to share lessons learned from the Alexandria experience, as summarized below:

- In Cairo the School Governance Advisor facilitated two orientation meetings – on 19 and 22 December 2004, respectively, with 40 El Marg school social workers and their district level supervisors and with 40 El Marg school directors, deputies and MoE officials – to discuss decentralization and community participation concepts, the BOT decree process happening in other governorates, and vision and strategy for establishing BOTs.[153]
- In Fayoum, ERP's School Governance team met in November 2004 with the Governor, MOE Undersecretary, and key personnel from the Education Reform and Social Work departments to discuss Fayoum's recently formalized BOT decree, capacity building for parent teacher councils under the New School Program, an action plan for start-up BOT capacity building activities in Fayoum
- In Minia and Beni Suef, ERP staff, drawing on the Alexandria and Fayoum experiences, assisted governorate- and district-level education and social work staff in developing a BOT decree which was signed by the respective governors. (EQUIP1/ERP, 2004c, pp. 20-21)

By the end of March 2005, ERP reported that 5 of the seven governorates had finalized their BOT Charters, with Aswan and Cairo almost at that point.[154] Also, during this quarter, with

[152] EQUIP1/ERP's quarterly report notes that "to date many school directors resist the concept of a community member serving as the BOT president. ERP needs to work with MOE and governorate level counterparts to devise a strategy for addressing this resistance" (EQUIP1/ERP, 2004c, p. 22).

[153] EQUIP1/ERP's quarterly report expresses a concern that "the governors in Qena, Aswan and Cairo pushed for rapid formation of BOTs without issuing a detailed charter to guide their formation" (EQUIP1/ERP, 2004c, p. 22).

[154] BOTs are composed of 22 members: nine parents, six community members, and six school staff (1 headmaster, 2 deputies, 2 teachers, 1 social worker) and a non-voting financial controller. BOTs differ from parent teacher councils in that the president of the body is a parent, not the school headmaster. (2005a, p. 27).

ERP staff assistance, BOT elections in 36 school communities in Minia and 12 school communities in Bani Suef as well as in the families of schools in Aswan, Cairo, and Qena (ERP, 2005a, p. 14).[155] The following steps were implemented to facilitate the elections:

1. BOT election orientation meetings were held with governorate- and district-level MOE officials and social work department supervisors. In Minia, ERP-MOE field teams were established to assist schools and communities to organize the first-ever BOT elections.
2. School visits were conducted to orient school administrators and teachers about ERP, the BOT model, and benefits of the decentralized approach to school governance.
3. School staff formed community outreach teams to educate community members about the importance of wide-scale participation in BOT elections.
4. Parents and community were invited to the BOT election at the school (usually 500+ attend). General Assembly elects BOT board members by secret ballot process. Ballots are counted and election results announced in front of the General Assembly. (ERP 2005a, p. 26)

In addition, between January and March 2005, ERP staff conducted a) BOT Orientation Workshops for 38 schools and 114 participants in Fayoum, 36 schools and144 participants in Minia and 34 school and 64 participants in Bani Suef; b) BOT Roles and Responsibilities Workshops with 39 schools and 150 participants in Fayoum; and c) Social Work Department Orientation Workshops for 40 participants in Fayoum, 48 in Aswan, and 39 in Minia. Furthermore, during this quarter, ERP staff organized Conducted two exchange visits to Minia and Bani Suef, respectively, for 10 Aswan Social Work Department staff members and 6 El Marg/Cairo representatives to observe and discuss BOT-related activities. Meanwhile, MOE/ERP BOT Training and Support teams were established in 5 of 7 governorates, with Aswan and Cairo/El Marg teams to be established next quarter (ERP, 2005a, pp. 14-15).

During April-June 2005, ERP staff provided technical feedback to MOE policy makers on draft National BOT Charter, prior to it being submitted to the Minister of Education for his review. ERP staff also assisted MOE counterparts in drafting BOT charters in Aswan and for Cairo governorates, which were then submitted to the respective governors for approval (ERP, 2005b, pp. 18-19). In addition, ERP staff coached MOE social workers and school personnel on organizing BOT general assemblies at which BOT elections took place in school communities in Bani Suef (6), Fayoum (3), and Minia (1) (ERP, 2005b, p. 19). Furthermore, during this quarter, ERP staff conducted a) workshops on "BOT Roles and Responsibilities" and "MOE Financial Legislation" for BOT members in Bani Suef (150 participants), Minia (710 participants), and Qena (240 participants) and on-going support strategy meetings with 40 social workers in Fayoum and 14 social workers in Aswan (ERP, 2005b, pp. 21-22).

On 11 September 2005, *Ministerial Decree No. 258* was issued, replacing *Decree No.5/1993*.[156] The 2005 decree expanded and deepened the roles and responsibilities of boards

[155] MOE officials and community members hailed as a great success the first BOT elections on 22 February 2005, in Minia. Upon hearing about the high voter turnout and successful BOT election at the Abo Qorqas new school, Member of Parliament General Farouk Baha donated LE 1000 to the newly elected BOT as a way of endorsing the democratic election and encouraging the new board (ERP, 2005a, p. 27).

[156] According to Decree No. 5, among other things the school-level Parent and Teacher Council (PTC) is "duly authorized and legally empowered" to: a) "provide support, in partnership with school administration, to help surmount educational difficulties and student problems and help identify problem solving;" b) "reserve the right to voice its opinion and provide insights and overviews onto issues related to its terms of reference;" c) "define and follow up, in partnership with the school administration, expenditure data of school scheduled activities whether funded by the Governmental General Budget, or through any other resources;" and d) engage in school performance evaluation and monitor the educational process on the basis of the evaluation criteria set forth and prescribed in the Ministerial Decree No. 464" (MOE, 1993, Article 18). Note that while the 1993 decree lists PTC responsibilities to include providing "support, in partnership with administration, to help surmount educational difficulties" and the "right to voice its opinion" (MOE, 1993, Chapter 18), the 2005 decree lists BoT objectives to include "self control

of trustees (BOTs) and the parent and teacher councils.[157] For example, "in contrast to the strictly advisory role accorded to BOTs in Decree No. 5/1993, the new law gives these bodies a wide executive mandate in all aspects of educational process and school management" (Sheta, 2007, p. 3). Decree No. 258 specifies the 13 members of the school-level[158] BoTPT as follows:

- Five members shall represent school parents and shall be elected during the General Assembly meeting.
- Five members from public personage and dignitaries shall be appointed by the competent governor.
- Two teachers shall be elected by other teachers during the Teacher General Assembly Meeting. The elected teachers may not have children enrolled at the same school.
- The BoTPT president shall be elected from among the BoTPT members, with the exception of the school principal and teachers.
- The school senior social worker, or whichever social worker at the discretion of the BoTPT, shall undertake to assume the mandate of the BoTPT secretariat. (MOE 2005b, Chapter I, Article V)

And Decree No. 258 lists the following objectives of the school-level BOTPT:

- To achieve, maintain and promote decentralization, within the areas of management, monitoring and evaluation, and decision making;
- To promote voluntary initiatives and self-aid efforts exerted by the civil society institutions in order to expand the base for community participation and promote partnership and cooperation in support of education;
- To achieve the principle of self control and oversight over the school based on performance;
- To mobilize local resources with an aim to deliver integral, comprehensive care services geared towards students, in general, and to students with special needs, in particular, including: students with disabilities, students with gifts, and/or superior students;
- To provide input onto the recruitment process of the new school principal, and engage in the assessment and evaluation of the performance of the school principal, during the renewal of his/her respective term;
- To approve disbursement of funds from the authorized BOT budget and exercise control and oversight over the internal resources of the educational institutions. (MOE, 2005b, Chapter I, Article II).

ERP staff had provided their own input – and had facilitated meetings of muddiriya personnel in the seven focal governorates to provide feedback – on a draft of the decree. And after it was issued ERP staff organized workshops and meetings to inform educators, social workers, MOE finance department staff, and community members in the seven focal governorates about the decree (ERP, 2005c, pp. 13 and 63).

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and oversight over the school based on performance" and "engag[ing] in the assessment and evaluation of the performance of the school principal" (MOE, 2005, Chapter I, Article II).

[157] In addition, in the wake of the 2005 decree on BOTs, a donor coordination group was formed "to develop a common strategy and shared methods and materials in support of MOE initiatives on BOT training and implementation" (ERP, 2005d, p. 5). Subsequently, an ERP quarterly report mentioned that "the school governance donor coordination group, of which ERP is a founding member, was invited to work with … MOE/ERP Decentralization and Community Participation Working Group on the development of a nation-wide BOT activation strategy. An initial meeting was held in February to share experiences from the donor supported BOT capacity building programs currently being implemented across 18 governorates. The donor coordination group will work with central MOE to design a number of workshops aimed at developing a MOE nation-wide BOT activation strategy" (ERP, 2006a, p. 6).

[158] Chapter VI of Decree 254 defines the membership, objectives, etc. of the BOT coordinating committees at the idara, muddiriya, and national/ministry levels.

While stakeholders were learning about and trying to clarify the implications of the 2005 decree, ERP staff also continued to support BOT-related efforts at the local school community level. For example, during the July-September 2005 quarter, they helped to:

- organize workshops for participants from 89 schools in how to prepare and execute general assemblies.
- hold BOT general assembly meetings in 61 school communities
- form 3 new BOTs in Bani Suef
- establish BOT awareness-raising teams in 61 school communities, which developed and implemented plans to encourage parents to participate in BOT elections
- conduct 7 awareness-raising seminars to encourage parents to participate in BOT elections in Fayoum
- run workshops for 70 participants in Aswan on role of BOT in education reform
- develop and apply BOT performance indicators in 33 schools in Minia as well as a BOT needs-assessment tool in 30 schools in Qena
- organize trainings for members of 13 BOTs in Bani Suef on school needs-assessment skills
- (ERP, 2005c, pp. 13-15)

During this time, ERP staff also supported idara- or muddiriya-level actions deemed necessary for the effectiveness of BOTs, including:

- establishing 2 BOT monitoring committees in Qena
- training 14 MOE Social Work department and Finance department supervisors on how to supervise BOTs' performance in Cairo
- clarifying the roles and responsibilities of "partner NGOs" in supporting BOT capacity building in Fayoum (ERP, 2005c, pp. 20-21)
- drafting a draft BOT governorate decree in Minia (ERP, 2005c, pp. 62-63)

In July 2005, ERP submitted a joint (EQUIP1 and EQUIP2) annual work plan. It identifies the following tasks and subtasks in relation to the community participation program objectives (empowering community-school partnerships to "promote standards-based education" and "enhance access to and retention in quality educational programs"):

| | |
|---|---|
| **1** | *Enable BOTs to actively support standards related to effective schooling, professional development and community participation in education* |
| **1.1** | Establish BOTs through democratic elections according to governorate level charters. |
| **1.2** | Build BOTs capacity to assume roles and responsibilities of a functioning school governance institution. |
| **1.3** | Enable BOTs to develop and implement annual school improvement plans. |
| **1.4** | Build BOTs' capacity to mobilize resources to support school improvement plans. |
| **1.5** | Enable BOTs to identify how school-community-FOE partnerships can contribute to school improvement plans (e.g. action-research). |
| **1.6** | Enable BOTs to raise awareness regarding effective schools and community participation standards. (ERP, 2005e, p. 15) |
| **4** | *Enable BOTs to promote the concept of schools as community resources and communities as school resources.* |

| | |
|---|---|
| **4.1** | Build BOTs' capacity to promote school-to- community and community-to-school partnerships. |
| **4.2** | Build BOTs' capacity to promote school-community-FOE relationships. |
| **4.3** | Develop partnership between technical school BOTs and CDAs / NGOs to facilitate STW transitions. |
| **4.4** | Enable BOTs to identify professional development needs of school leaders and teachers. (ERP, 2005e, p. 20) |

During October-December 2005, ERP staff facilitated strategic planning workshops for BOT members in the focal idaras/governorates. These workshops focused on how to develop a school improvement plan**,** based on information collected using four previously introduced tools: standards-based school self-assessment tool; BOT performance Indicators tool; teacher questionnaire; and student questionnaire (ERP, 2005d, p. 7). The ERP quarterly report also provides some details of efforts – and the enthusiasm – related to BOT elections in Aswan:

> Board members describe previous elections as rife with illegalities, attracting only a handful of people. When there weren't enough votes to secure an election, false votes would often be recorded. "These
> agencies [BOTs or parent teacher councils under the 1993 decree] were of no value whatsoever," says social worker and board member Mohamed Badawi. "… Whenever we had a problem, the board would have to seek permission from the school district. By the time any decision was taken, we'd certainly have reached retirement age" … Everyone was well aware of the low regard the community had for BOTs. Parents, wary of the constant appeals for donations, regarded the board suspiciously. Volunteers had to go from door to door to raise community awareness of the changes. They covered the city in banners promoting the election. They distributed pamphlets explaining the new BOT structure. Students delivered personalized voting cards to their parents. The message to parents was simple: we don't want your money, we want your ideas. ... Their efforts paid off. Voter turnout was on average 70%, with many elections attracting upwards of 700 participants – a far cry from last year's attendance. Election night turned into a celebratory affair, complete with student musicians, singers and theater performances. To the organizers' amazement, once people cast their ballots, they stayed until the wee hours of the morning, mingling and enjoying the entertainment. … Judge Issa Hussein, who oversaw the election process for a number of schools in late October, was pleasantly surprised by what he observed. "I would never have imagined the election process would be this successful. One of the main reasons for its success was its transparency. When people know the process is clear and organized, they will participate because they feel it will make a difference ... Because it was run properly, the Board of Trustees elections will have an effect on the voter turn out for parliamentary elections. People now feel encouraged to participate," says Judge Hussein. (ERP, 2005d, p. 37)

During January-March 2006 the Community Participation/Capacity for Decentralization (CP/CD) Working Group met at MOE in January. One of the recommendations was to ensure that the National Center for Education Research and Development be involved in all research efforts supported by ERP, at times in collaboration with the Public Administration Research Center at the University of Cairo. Furthermore, participants at this meeting discussed a draft report of a "study of international experiences promoting community participation in education" (ERP, 2006a, pp. 9-10). According to executive summary of this research report:

> The current research paper focuses on addressing a main question which is: to what extent can Egypt benefit from international experience with community participation in the field of pre-university education?
>
> [T]he reasons for the rising interest in community participation in education … were perceived as the confluence of several streams of push factors originating from diverse origins, whether political, economic, managerial, developmental, pedagogical or even related to human rights. … [In analyzing] the concept of community participation … [a] distinction was made between genuine participation, which enables members to take part in real decision making, and pseudo participation, focuses largely on extractive activities. …
>
> Out of the assortment of international experiences presented[159] the research identifies a number of benefits that can be realized out of implementing community participation in education, including: resource mobilization, solving access problems (especially for girls), improving school management and governance, improving the quality of education, and providing a venue for local community development. However, … there may be a number of challenges and obstacles to implementation, [including:] parents and community members may be unwilling or unable to participate, legislation allowing or even times imposing community participation in schools may be unheeded, cultural barriers may be difficult to overcome, school administrators and teachers may be the most resistant to change, and the concept of community participation itself may be difficult to understand. …
>
> Foremost among the recommendations [to overcome such challenges] are the need for awareness campaigns, training, involvement of natural community leaders, flexible adjustment of timing and structure of learning, more open communication channels, accessible and welcoming environments for participation, opening the school premises to the community, clearly setting roles and responsibilities, developing effective accountability mechanisms, improving the terms and conditions of work for teachers, careful management of resistance to change, general flexibility in adopting other countries experiences, and gearing assistance from international development organizations to the specific needs of each community. (El Baradei, 2006, pp. ii-iii)

To insure that school-level BOTs would receive the necessary from social workers at various levels of the system, ERP staff, in collaboration with staff of the Canadian International Development Agency's "Support to Egyptian Primary Schooling Project II" conducted a 3-day workshop in May 2006 for seven central social work department officials and 20 governorate-level social work department directors. The workshop focused on: clarifying social work department staff roles and responsibilities in supporting BOT capacity building and identifying the support resources required to enable social workers to effectively perform their duties (ERP, 2006b, p. 6).

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[159] According to El Baradei (2006, p. ii), "the research … [examines] various international experiences with community participation and … [analyzes] the main reasons or impetus for moving towards a community-oriented approach, the main components or elements of each experience, the evaluations available and the lessons learnt. Selected experiences include those from the United States (Chicago, Kentucky and New York), from African countries (Malawi, Uganda and Benin), from Latin America (Brazil, Colombia, Guatemala and Venezuela), from Asia (Pakistan, Thailand and China), from Poland and from the Pacific Islands."

ERP's "Bridge Work Plan" for July-September 2006 identified a variety of tasks and subtasks to be undertaken by the community participation theme group, including:

| | |
|---|---|
| **1** | *Enable BOTs to actively support standards related to effective schooling, professional development and community participation in education* |
| **1.2** | Build BOTs capacity to assume roles and responsibilities of a functioning school governance institution. |
| **1.4** | Build BOTs' capacity to mobilize resources to support school improvement plans. |
| **1.5** | Enable BOTs to identify how school-community-FOE partnerships can contribute to school improvement plans (e.g. action-research). |
| **1.6** | Enable BOTs to raise awareness regarding effective schools and community participation standards. |
| **4** | *Enable BOTs to promote the concept of schools as community resources and communities as school resources.* |
| **4.1** | Build BOTs' capacity to promote school-to- community and community-to-school partnerships. |

(ERP, 2006e, pp. 6-7)

Then, in July 2006, ERP staff organized another 3-day workshop for idara-level social work supervisors to review the BOT assessment tool in the light of their experience in using the tool. Their recommended changes were then discussed by small groups of key staff from the central and governorate social work departments attending a 2-day ERP facilitated workshop held in September, and these participants developed a final version of the BOT assessment tool (ERP, 2006c, p. 13).[160] Also, during this quarter, ERP staff helped organize workshops at which social work supervisors provided refresher training social workers on procedures for implementing BOT general assembly meetings.[161] And in another collaborative effort, ERP and the Canadian project assisted Social Work Department personnel in developing
a draft manual/guide for school-based social workers to enable them to effectively provide technical assistance to the BOTs, especially in relation to organizing general assemblies and BOT elections " (ERP, 2006c, p. 13).

Other relevant activities undertaken during July-September 2006, with assistance of ERP staff and social work supervisors, include: a) BOTs mobilizing resources from their communities to finance extracurricular summer activities as well as necessary school maintenance; b) BOTs applying the BOT Assessment Tool for the second time to track progress in capacity building; BOTs' school-based community mobilization teams receiving refresher training on preparing for general assembly meetings, including planning for awareness activities and campaigns; and BOT members and social work supervisors participating in cross-visits between focal governorates (ERP, 2006c, p. 15).

As discussed above, the MOE issued Decree No. 258 in 2005 to mobilize more community participation in relation to boards of trustees. However, apparently the 2005 decree

[160] The subsequent ERP quarterly report explains that a BOT can use this tool – with the support of a school social worker to assess its own performance, since "the Tool contains multiple rubrics with clear standards of performance" (ERP, 2006c, p. 6).

[161] The ERP quarterly report observes that "senior social work supervisors from several non-focal idaras participated in the refresher training and that the muddiriya-level social work supervisors disseminated the guidelines and tools that are used in the schools supported by ERP to aid in the preparation and implementation of the general assembly meetings" (ERP, 2006c, p. 13).

went too far in opening up avenues for participation or it contained some ambiguities that needed to be clarified, because in September 2006 a new Ministerial Decree No. 334 was issued. The new decree "spelt out again the roles and responsibilities of the boards and school principals, outlined their financial and administrative powers and ways for enhancing community participation at the school level, and allowed for the formulation of coordination committees at the governorates and districts levels" (MOE, 2007, Chapter 4, p. 1). Decree No. 334 specifies the fifteen members of the school-level[162] Board of Trustees, Parents, and Teachers (BOTPT) as follows:

- Five members shall represent school parents who are not working in the school and shall be elected during the General Assembly meeting.
- Five members from public figures who are interested in education and they shall be appointed by the competent governor or his delegate.
- Three school teachers shall be elected by other teachers during the Teacher General Assembly Meeting. The elected teachers should not be having children enrolled at the same school.
- The school principal/headmaster (who would be appointed as executive manager of the BoTPT)
- The school social worker who shall undertake the mandate of the BoTPT secretariat. (MOE, 2006, Chapter 1, Article 3)

Compared to the 2005 decree, the 2006 decree adds two members, a third teacher and the school principal. Moreover, the 2006 decree designates the school principal as the "executive manager of the BoTPT," a role not included in the 2005 decree.

The objectives of the BoTPT, according to the 2006 decree, include:

- To consolidate links and cooperative efforts between parents, teachers and members of the civil society amid a climate of mutual respect that supports the educational process and provides care for students. …
- To achieve, maintain and promote decentralization, within the areas of management, monitoring, evaluation, and decision making;
- To promote voluntary initiatives and self-aid efforts exerted by the civil society institutions to expand community participation base and promote cooperation in support of education. …
- To provide inputs from schools and civil society institutions regarding means of developing the educational process and overcoming all problems and setbacks.
- To decide on the disbursement channels and set a follow up strategy for the BoTPT budget and internal resources of the educational institutions in a way that support the educational process and achieve integral care for students. … (MOE, 2006, Chapter 1, Article 2)

Note that the first objective listed, "to consolidate links and cooperative efforts," was not included in the 2005 decree.[163] Moreover, language in the 2005 decree granting the BoTPT "self control and oversight over the school based on performance" is deleted and seemingly replaced in the 2006 decree by language signaling a less powerful role for the BoTPT: "to provide inputs from schools and civil society institutions regarding means of developing the educational process and overcoming all problems and setbacks." Finally, the BoTPT's authority related to personnel matters identified in the 2005 decree ("to provide input onto the recruitment process of the new school principal, and engage in the assessment and evaluation of the performance of the school

[162] In Chapter 2 the Decree also describes the membership, objectives, etc. of BoTPTs at the idara, muddiriya, and national/ministry levels.

[163] Another objective that was added in the 2006 decree stated: "To establish *the root of democracy in students characters* and provide them with needed information, knowledge, ethical values, and sound directions that would help in deepening their sense of belonging towards their society" (MOE, 2006c, Chapter 1, Article 2).

principal, during the renewal of his/her respective term") does not appear as an objective in the 2006 decree.

In this context, during September-November 2006, ERP staff joined with the social work supervisors in the seven focal governorates to conduct workshops to inform MOE personnel and other BOT members about the new decree and its implications for holding new BOT elections. Consequently, with coordination by the MOE muddiriya-level Social Work Department and with guidance from idara-level social work supervisors, school social workers and BOTs organized general assemblies in school communities, including ERP's families of schools as well as other schools within the governorate, to conduct elections for teachers as well as parents. Following the elections, BOTs began work on developing annual plans for improving the school environment and community-school relations, increasing student retention (particularly of girls), and improving the school's overall performance in terms of learning outcomes (ERP, 2006d, p. 9).

During the fourth quarter of 2006, ERP [staff] organized a series of refresher workshops for school-based teams to prepare and organize general assembly meetings, including a focus on organizing awareness-raising campaigns to promote parents' participation. However, "perhaps due to the new decree, overall participation in general assemblies were down from the previous year. … [Thus, of the 245 BOTs that were formed, … 76 [or 31%] were formed by appointment because the requisite percentage of parents who attended the meeting did not reach threshold of twenty-five percent of the school community [up from a 10% threshold under the 2005 decree] ... In the previous year, 84% of all BOTs were formed through elections [and 16% by appointments]. … It is also important to note that a large percentage of the [previous] BOT members re-elected to join the new boards" (ERP, 2006d, pp. 10-11).

In its 2006-2007 annual work plan submitted in December 2006, EQUIP1/ERP stated that two of the indicators that its impact would be measured by are: a) the number of BOTs activated and carrying out democratic elections and b) the number of BOTs meeting performance standards as measured by BOT Assessment Tool (EQUIP/ERP, 2006, p. 3).

During January-March 2007, ERP staff worked closely with the Social Work Department and partner NGOs to support BOTs in the focal school communities in finalizing their annual school improvement plans. The idara-level social work supervisors and school-based social workers provided training for BOT members on their roles and responsibilities as defined by the new (2006) BOT Decree (ERP, 2007a, p. 9). During this quarter, BOTs were involved in reviewing the school self-assessment tool that was developed by the governorate and school quality teams (see chapter on Standards Implementation and School Self-Assessment). After establishing priorities based on the vision and mission of the schools, BOT members enabled various teams and units, including school-based training and evaluation units, social workers, student unions, sports teams and school managers to develop their annual plans. These annual plans were then presented to the BOT for approval before the plans were submitted to the requisite MOE idara departments. "This … approach was designed to enhance the role of BOTs to perform their roles more effectively. In fact, the process used in these schools may prove useful in preparing schools for applying for accreditation as it involves many stakeholders in the school system in the process of school self-assessment and annual plan development" (ERP, 2007a, p. 6).

Building on the work the previous quarter, ERP staff worked with idara-level social work supervisors and school-based social workers in guiding BOT members in refining the – and thinking through implementations issues related to – their school improvement plans (see above). Moreover, with ERP assistance, BOTs throughout the seven focal governorates developed community resource maps and mobilization plans to facilitate the implementation of their school improvement plans (ERP, 2007b, pp. 6-7). Additionally, ERP staff cooperated with the social worker department and partner NGOs to organize training workshops for school-based social workers designed to clarify their roles and responsibilities, as defined by

the 2006 BOT Decree (No. 334), related to developing and implementing school improvement plans. ERP staff also assisted in workshops for educators, school secretaries/treasurers, social workers, and BOT members focused on the material contained in the recently changed MOE financial policies and procedures manual. In addition, ERP staff helped to organize cross-governorate exchange visits for social workers and BOT members to encourage sharing of innovative ideas for mobilizing community resources in support of the school improvement plans (ERP, 2007b, pp. 9-10).

During July-September 2007, ERP staff collaborated with partners in organizing a variety of training activities. First, they developed a training program for enhancing the quality of school improvement plans. The program, which emphasized a data-driven planning approach, involved training supervisors and principals, who then organized trainings for members of Quality Teams and BOTS in the focal school communities. In addition, idara-based BOT support teams worked with BOT school-based, awareness-raising committees this quarter to prepare for the upcoming general assembly meetings.[164] Also, ERP staff conducted refresher training to social work supervisors (i.e., members of BOT support teams) on the application of the recently revised BOT Assessment Tool (ERP, 2007c, pp. 8-9).[165] Another ERP staff-assisted training involved school-based social workers and focused on the procedures for organizing general assemblies and preparing progress reports (ERP, 2007c, pp. 10-11).[166]

In addition, ERP's quarterly report for July-September 2007 mentions the National Plan for Quality Education Campaign, being organized with support of the staff in ERP Social Marketing division. This campaign is designed "to reposition the Ministry of Education as encouraging stakeholders to participate and collaborate with its entities in its priority issues to ensure sustainable and decentralized reform. This campaign will result in not only greater public awareness of MOE's role, and greater public willingness to support its objectives, but also showcasing MOE in its newly decentralized realm." The foci of the campaign in 2007-2008 were described as follows:

1. *Reposition the Ministry of Education as a catalyst for reform:* The campaign makes a comprehensive effort to reach and educate communities, media, schools and parents, international funding agencies, and GOE decision-makers on the current efforts taking place to meet the objectives of the National Education Strategy. ... This will entail improving or initiating communication efforts with city councils in all of Egypt's governorates, [government] bodies and the Arab Radio & Television network, satellite channels, media, NGOs/CDAs, universities, and internal organizations.
2. *Promote public understanding and support for the MOE's decentralized policies and systems that enable sustained improvement in student learning outcomes:* … To accomplish this objective, the campaign must focus internally targeting MOE personnel to raise their level of understanding about the roles and responsibilities they need to fulfill as change advocates enabling them to attain successful community outreach. Subsequently, the program must target all government and non-governmental entities to educate them about the initiative that MOE is taking to improve the quality of education, and encourage them to be allies in this effort. (ERP, 2007c, pp. 32-33)

[164] The ERP quarterly report elaborates: "Refresher training was provided to the awareness-raising committee members using the Social Worker Manual, and consequently plans to reach parents and community members were developed" (ERP, 2007c, p. 9).

[165] According to the ERP quarterly report, BOTs in all ERP focal school communities used the BOT Assessment Tool to collect and analyze data, thus identifying "their strengths and weaknesses in order to develop a plan to improve their own capacities based on these results" (ERP, 2007c, p. 9).

[166] The ERP quarterly report mentions that "initial indicators suggest significant increases in the … percentage of parents [attending] in all seven [focal] governorates. For example, in Bani Suef, eight general assemblies were held with a … five percentage point increase [in attendance over the previous year]. The highest attendance ratio reached 96.6 percent" (ERP, 2007c, p. 11).

In relation to both campaign foci, ERP staff worked with partners to develop a "Back to School" Toolkit to be used during the 2007-2008 school year. This toolkit was designed to assist school principals and idara managers in disseminating the national strategic plan to all teachers, parents, and community members throughout Egypt, through three phases: 1) undersecretaries met with idara managers in each governorate to present the Strategic Plan and the National Campaign for Education Quality; 2) idara managers met with school principals to introduce the overall objective of the national strategic plan and to introduce the MOE national social marketing campaign and the School Toolkit; and 3) school principals held school events with parents and community members to introduce the strategic plan and define community participation accordingly.

ERP's quarterly report states that by the end of September 2007 "a total of 294 meetings were conducted in 259 idaras in 27 governorates [and] the Toolkit was distributed to 25,108 school principals" (ERP, 2007c, p. 33).

The October-December 2007 quarterly report summarizes that "over the last three years, [EQUIP1/ERP] has activated approximately 250 Boards of Trustees (BOTs).

EQUIP1 supports BOTs through both direct on-site support and by strengthening the MOE system capacity to support BOTs in the future. At the school and BOT level, EQUIP1 works in close partnership with Partner NGOs … and MOE Social Work Supervisors to train and motivate school-based social workers who have the responsibility of working with BOTs. MOE Social Work Supervisors at the muddiriya and idara levels have been trained by EQUIP1 to provide technical assistance and training to school-based social workers. Trainings include organizing BOT general assembly meetings, holding democratic elections, and assisting BOTs in playing an effective role in support of school improvement planning. As a result, BOTs in the family of schools … have played a pivotal role in the annual school planning process" (ERP, 2007d, p. 12). The quarterly report then notes:

> During this quarter, with support from EQUIP1 [staff], the Social Work Department conducted training of BOTs in organizing school-based, awareness-raising committees for the annual general assemblies of parents. In fact, in all schools attendance rates were up for these important meetings (in several schools over 95% of parents attended the meetings). BOTs were provided training in the organization of the meetings, which allowed parents the opportunity to discuss certain educational issues such as girls' scholarships, supporting low performing students, reasons and solutions for school drop-outs, the self assessment process, and preparing schools for applying for accreditation.
>
> In addition, during this quarter, EQUIP1 [staff] supported BOTs in their role in developing quality school improvement plans (SIP). Orientation meetings were held for school leaders, standards support teams, and MOE representatives to present the new tools of school self assessment and the new role of quality teams in designing the SIPs. School quality teams were then trained to lead and facilitate the school self-assessment process and analysis in order to develop their improvement plans. SIPs were then submitted to the [respective] BOTs for approval. The BOTs will closely monitor, on a monthly basis, the implementation of the SIPs … to ensure completion of the plans. Concurrently, EQUIP1 [staff] conducted follow up visits to BOTs in all of the family of schools to monitor the development of the SIPs to insure the quality of work. EQUIP1 [staff] also reviewed the quality of the SIPs and provided feedback to schools and MOE idara personnel. (ERP, 2007d, p. 12)

Additionally, ERP supported "an effort to open schools to the community and to get communities more actively involved in supporting student learning outcomes, a recent innovation

has begun to take hold in many school communities: formal collaboration with CSOs (Civil Society Organizations) to support school-based reform.
protocols have been signed between BOTs and CSOs outlining the types of support to be provided to the school by the CSOs. These include identification of poor performing students in reading and offering tutorial classes for them (Minia and Bani Suef), providing health care services (Aswan), sponsoring talented pupils with extra educational services (Fayoum, and Qena), and providing scholarships for needy girls" (ERP, 2007d, p. 14).

Interesting an example of decentralized (governorate-level) action seeming to trump a central government decree, it is reported in the July-December 2007 quarterly that a significant change that took place in Alexandria, where "a new decree issued by the Governor has removed elections from BOTs in all of the governorates. BOT members will be appointed by the government and will include mostly business people and those who are familiar with the educational process from outside the school community" (ERP, 2007d, p. 12).

In December 2007, when EQUIP1/ERP (2007) submitted its annual work plan for the fourth year of operation, the following program objectives (and related tasks and subtasks) were listed in relation to supporting school-based reform:

| | |
|---|---|
| Program Objective | School communities can implement an SBR process that leads to quality education and prepares schools for Accreditation |
| Task1.1 | Principals, BOTs leaders and other school staff have the leadership, decision-making and management skills needed to implement an SBR approach |
| Subtask 1.1.1 | Schools leaderships and BOTs understand SBR and can conduct quality SSA and develop quality SIPs |
| Subtask 1.1.3 | BOTs and Schools leaders can provide effective leadership and practice inclusive decision-making. (Table 1.1) |
| Program Objective | Schools, BOTs and Communities address issues of Equity |
| Task 2.1 | Work with schools and communities to recognize and serve education needs of girls, out-of-school youth and other disadvantaged youth |
| Subtask 2.1.1 | Enable Schools, BOTs and communities to address issues of Equity and to support activities such as Girls Scholarships, OCR and Literacy. (Table 2.2) |
| Program Objective | Girls Scholarships and support to OCRs activities continue in FOS and are expanded to needy communities in Cairo |
| Task 2.3 | Support girls who may have never attended school or were in danger of dropping out receive quality education |
| Subtask 2.3.1 | Enable NGOs, CDAs and BOTs to plan and manage Girls Scholarships Programs and OCRs within FOS schools, as well as in schools and communities outside FOS targets. (Table 2.4) |
| Program Objective | Schools, BOTs and communities address issues of Accountability and Good Governance |
| Task 3.1 | Work with educational service providers to enact systems of Governance and Accountability and with stakeholder to have processes for assuring Accountability |
| Subtask 3.1.1 | Assist BOTs to play an effecttive role in management and governance of schools. |

Subtask 3.1.2 Work with BOTs and communities to be able to access and use the information needed to effectively assess the implementation of SIPs and hold schools accountable for performance. (Table 3.2)

During January-March 2008, "with support from [staff in the Community Participation and Adult Literacy division of ERP], BOTs in the families of schools presented their finalized school improvement plans (SIPs) to a special sessions of their [respective] general assemblies of parents … Parents, a critical stakeholder in educational reform, were offered the opportunity to hear from the BOT the SIPs set forth and to offer suggestions as to how they might contribute to achieving the results identified" (ERP, 2008a, p. 9).[167] Furthermore, "with support from [ERP staff], a SIP monitoring system was developed and shared with BOTs during this quarter. BOTs, through the formation of Monitoring Committees now have a systematic means for monitoring the progress of achieving the results of the SIP and holding the school accountable for its performance. Also, during this quarter, CP/AL developed and disseminated to the family of schools and the Social Work Department a Community Participation Checklist. This Checklist is designed to put into simple, but practical terms the National Standards for community participation. Social Workers and BOTs will now have specific ideas to implement in order to help achieve school quality standards. … The school maintains a list of community resources (such as organizations – expertise – private sector institutions – museums …etc) that could support learning outcomes. BOT holds meetings and round table with other BOTs and/or community organizations to discuss common school problems" (ERP, 2008a, p. 9). Also, during this quarter, ERP staff helped to organize the first round of leadership training workshops for BOT leaders and principals in the families of schools in the seven focal governorates. The "three-day training focused
on developing a clear vision for the school, leading teams, inclusive decision-making, shared leadership, and effective meeting management" (ERP, 2008a, p. 10).

During the first quarter of 2008, ERP staff undertook an evaluation of school improvement plans (SIPs) developed by BOT members and others from the families of schools. They used a checklist, which was recently developed by ERP staff in consultation with MOE and community partners, to compare the 2007-2008 and the 2006-2007 plans. The "School Improvement Plan Evaluation Checklist" (see below) enables one to examine the quality of the appearance of a SIP, processes used to arrive at the plan, and content of the plan (ERP, 2008a, pp. 9-10).

SCHOOL IMPROVEMENT PLAN EVALUATION CHECKLIST

*Section I: Cover Sheet Information*
*Section II: School Improvement Plan Components*

**2.1Vision**
1 States the school's beliefs
2 Emphasizes the improvement of student learning outcomes

**2.2 Belief Statement/Mission**
1 States what the school is trying to achieve
2 Reflects the vision

**2.3 Background Data on School**

[167] The quarterly report also mentions that a) "during the next general assemblies at the beginning of the school year, BOTs will then present their accomplishments relative to their plans" and b) "during the next quarter, CP/AL will develop a user-friend SIP Manual, building on the experiences of ERP and other projects such as USAID School Team Excellence Award Program (STEAP) and CIDA STEPS II" (ERP, 2008a, p. 9).

**2.4 Needs Assessment**

1 School uses standard-based self-assessment tools

2 Needs assessment includes a variety of data sources (school records, student assessments, …)

3 Needs assessment involves a variety of stakeholders (parents, BOT, …)

4 Priority needs were identified based on the needs assessment

**2.5 Action Plan**

1 Plan includes Activities focusing on student learning outcomes

2 Plan includes Activities to support teacher practice

3 Plan includes activities consistent with priorities identified from School Self Assessment

4 Plan includes activities for professional growth needs of staff at all levels

5 Plan includes activities that mobilize community support to school

6 Plan addresses community needs identified in the self-assessment

7 Plan identifies resources needed for implementation

8 Plan includes activities that improve its learning environment

9 Plan objectives are SMART (Specific-Measurable-Attainable-Realistic-Time bound)

10 Plan identifies activities/steps for achieving the objectives

11 Plan lists persons responsible for implementation

12 Plan provides a timeline for implementation the actvities

13 Plan provides indicators for measuring the acheivement of its objectives

14 Plan includes a budget

*Section III: General Layout*

3.1 Numbering of pages

3.2 Clearly organized

3.3 Clear font

M&E/ERP (2007, pp. 7-9)

ERP also initiated a small grants program for which BOTs can apply for up to 5,000 LE each. These grants are designed to: a) provide financial support to the families of schools in the implementation of the SIP, b) enable schools to improve their learning environment, c) enhance the capacities of BOTs in financial management, and motivate them to mobilize extra resources, and d)build interactive relationships between the school and community (partner NGOs and other community institutions). According to ERP's quarterly report:

> BOTs developed proposals, during this quarter, based on the needs and activities identified in their SIPs (activities proposed that are not included in the SIPs would not be eligible for funding). Proposals were reviewed by a committee at the idarra comprised of a partner NGO (responsible for disbursing the funds), the Social Work Supervisors, and the idara-BOT. Pure maintenance and construction expenses are not included in the support portfolio of the small grants. Grants will be disbursed early in the next quarter. (ERP, 2008a, p. 12)

During April-June 2008, ERP helped train members of BOT M&E subcommittees who are tasked with monitoring the implementation of school improvement plans (SIPs). Training included a) basic concepts of M&E, b) roles and responsibilities, c) how to monitor the implementation of the SIP and action plan development, and d) developing monthly monitoring reports. In addition to small grants received from ERP,[168] BOTs began to mobilize the resources needed for the implementation of the SIP from the community, including private sector and governmental authorities. ERP also supported efforts to refine a BOT assessment tool (BOTAT) and a procedural manual for the social worker supervisors who are responsible for building the capacities of idarra BOTs in using the BOTAT to assess school BOT school improvement planning and other activities (ERP, 2008b, p. 6). Furthermore, ERP's quarterly report describes the following activities that were undertaken in specific governorates:

- *Aswan*: A draft of a financial manual for the BOTs, based on the financial regulations and procedures related to BOTs and schools, was developed in a participatory process with the MOE Social Work and Finance Departments and representatives of the BOTs.
- *Fayoum*: BOTs acquired the capacity of networking with the private sector to gain their involvement and participation in the school-based reform process. Also, BOTs organized various awareness campaigns to alert parents to the importance of their participation and to the valuable role they play in improving educational quality at the school level.
- *Cairo*: Through the efforts of BOTs in Dar el Salaam schools medical caravans of physicians visited schools and examined students and parents with health problems. Also, BOTs organized several campaigns to raise parents' awareness on the importance of community participation in education reform. (ERP, 2008b, p. 14)

August 2008, witnessed the publication and distribution of the final report of the *National Assessment of Boards of Trustees Experience in Egypt: A Snapshot Evaluation*, which was requested by the MOE and conducted by Ensure Consulting Services Group with oversight and funding from ERP. This study was based on document review as well as data collected from "BOT members (parents, teachers, school principals, and community members) at all levels (national-, local-, and school-) ... [as well as] other categories of workers in the educational fields and community organizations at the school-, idarra-, muddiriya-, and national levels" (Sheta, 2008, p. 6).[169] Sheta (2008) summarizes the study's findings, which apply to BOTs in general – without comparing in a focused manner those in ERP-supported and other governorates, idaras, and schools:

- The current BOT system is not fully active. … [A]bout 77% of the respondents reported that BOT is not effectively collaborating with school management in the areas of planning, monitoring and support of school improvement activities. Only 7% of the respondents reported that they are actively communicating and working with school management in the areas of planning and monitoring of improvement activities. (p. 10)
- In some idarras and muddiriyas - such as El Marg (Cairo), Quos (Qena), and Abu Korkas (Minia) – many school BOTs were found to be very active … and take

[168] Based on school BOTs' proposals submitted identifying needs and planned activities, ERP awarded small grants of approximately 5,000 LE per school to support their efforts to implement their SIPs this year. The proposals were reviewed and approved by a committee at the idarra comprised of a PNGO (responsible for disbursing the funds), the social work supervisors, and the idarra-BOTs. Before disbursing the grants to
BOTs, ERP worked with PNGOs and the MOE Finance Department to train BOTs on the financial procedures for dealing with grants to ensure that proper management of the funds (ERP, 2008b, p. 6).

[169] The sample size reached 700 participants from different categories in 19 idarras in 9 governorates (Cairo, Alexandria, Beni Suef, Fayoum, Menia, Qena, Aswan, Gharbaya, and Ismailia) (Sheta, 2008, p. 6).

responsibility for school improvement, monitoring, fund raising and community relation enhancement. (p. 11)

- The challenges facing the majority of BOT come as a result of limitations in resources, organizational capacity, member awareness of BOT roles and responsibilities,[170] and confrontation and conflict of interest between members. … Even though the last Ministerial decree assigned and gave more responsibilities and authorities to BOT, it is still unauthorized to manage the financial and administrative issues of the school. (pp. 11-12)
- The vast majority of respondents reported that the impact of BOT on school achievements and education process improvement is very limited and still underdeveloped. When we look at the comments some respondents made, we can conclude that the BOT members are not knowledgeable or trained for their roles and responsibilities in many idarras and in many locations; they do not know exactly what they are supposed to do and how to do it. (p. 13)
- Many of the nongovernmental organizations that participated in this study informed us that there is a gap and disconnection between schools and BOT on one side, and community and community organizations on the other side. Most of the community members that participated assured us that they have never been invited to any activities or initiatives taken by BOT. They also mentioned that they never know what BOT is doing and what the plans are for the future improvement of the school. (pp. 13-14)
- [M]ore than 91% of the respondents reported that BOT members are not well informed about local, regional, and national issues that may affect education reform process in their schools. ... About 42% of the respondents reported that BOT members are not familiar with the roles and responsibilities of BOT … mainly due to the fact that most BOT members have joined BOT for the first time … [and] there is no newcomer orientation program in the vast majority of BOTs. (p. 14)
- More than 40% of participants reported that they do *not have enough experience and knowledge of financial issues*. Only 11% reported that they have enough experience in financial and operational systems, and this is courtesy of work experience or education. Few of the participants reported that they know or understand budget-, planning-, or staffing issues. Parent members specifically complained about these issues and said that they cannot perform their responsibilities without understanding the basic managerial and administrative issues. (p. 15)
- Lessons Learned: Well-trained social workers would add effectiveness and efficiency to BOT performance. There is a need for orientation and training programs for social workers. (p. 16)

[170] Sheta (2008, p. 12) observes that lack of awareness and confusion about the role of BOTs is partly a function of changes specified in a series of decrees: "In 2005, Ministerial decree no. 258 was issued to cancel the precedent decree no. 5/1993 and to expand and deepen the roles and responsibilities of BOT and the Parent and Teacher Councils. … Implementation of this decree (no. 258) caused some conflicts between BOT, … which led decision makers and educators to modify several of its clauses and issue Ministerial decree no. 334/2006."

**Conclusion**

In gearing up for ERP, USAID/Egypt shared a view expressed by Egypt's MOE that parental and broader community (including business) involvement in education was a key element in improving educational quality, but to that point there had only been limited and scattered cases of success in bringing these key stakeholders to the table at either the governorate/muddiriya, markaz/idara, or community/school level. In its proposals for ERP and in subsequent annual work plans, EQUIP1 and EQUIP2 focused considerable energy and resources in support of government efforts to enhance community participation at each of these levels.

At the governorate/muddiriya level, ERP staff and consultants initially gave some attention to developing what was termed a "social marketing" strategy, framed as gathering through surveys perceptions of the quality of schooling and of needed changes in the education system. While these plans were not fully activated, ERP did seek to help the MOE to build stronger working relations with those outside the system. This included fairly continuous work with the Social Work Departments and lead NGOs to support the growth and development of BOTs (in relation to school self-assessment and improvement planning activities). In addition, ERP worked with key governmental and nongovernmental actors to establish and institutionalize Governorate Education Advisory Committees, bringing together representatives the MOE, NGOs, business, and universities. These in turn became key forums for providing feedback on strategic planning. Over time, GEAC also became linked with the Local Popular Councils, giving the GEACs added legal standing and perhaps enhancing their sustainability. Similarly, ERP technical assistance for establishing, mobilizing contributions for, and managing Education Reform Funds resulted in a governorate-level legal framework as well as some successes in generating additional resources to support educational quality. However, issues raised at the national level have tended to limit the functioning of these funds. Social marketing resumed as a focus of ERP work in 2007, with technical assistance and financial support being given to the central MOE as well as muddiriyas to create awareness about the MOE Strategic Plan and to encourage community financial and moral support for education. Help in creating the MOE Portal also contributed here. Finally, ERP introduced the Technologies of Participation concept and activities to help managers and officials to enhance community involvement. faciliate

At the markaz/idara level ERP staff concentrated their work toward orienting, motivating, and building capacity of CDAs & NGO to support the formal school system as well as to provide a broader, higher quality set of nonformal education programs. The National Standards for community participation served to guide this work. In addition, ERP worked with NGOs and CDAs to establish and to administer girls' scholarships. The scholarship committees formally engaged community members in an important educational initiative, designed to increase access and reduce retention and dropout of females. Related to these other initiative, ERP worked with the idara-level MOE staff as well as relevant community organizations to identify and cultivate "natural leaders" who could help mobilize input on and support for reform initiatives.

At the community/school level, ERP's major focus was on support for activating BOTs, including helping to organize elections, general assemblies, and meetings. BOTs, at least in ERP focal school-communities became involved in school self-assessment and improvement planning as well as trying to attract financial and other resources for schools. ERP's work with BOTs was complicated because of the changing legal framework in which BOTs functioned, initiating work under the 1993 PTC ministerial decree, then reorienting when the 2005 and then the 2006 decrees were issued. ERP also sought to inform policy and practice related to BOTs by inserting into the dialogue results of a study of international experience with community participation. ERP staff observations included in quarterly reports point to substantial increase in participation and improvement in functioning of the BOTs in the school/communities in which ERP worked. However, according to a "National Assessment of Boards of Trustees," funded by ERP, the national picture is less encouraging. This study indicated that across Egypt BOTs were

perceived as neither being very active nor very effective at influencing educational and other activities in the school. Even where BOTs were functioning well as organizations, the school-community linkages seemed to be limited to individual (versus larger community) linkages with the schools.

ERP's strategy of working at various levels to promote community involvement appears to have yielded some positive results at each level. In some cases, the work at one level was designed and functioned to strengthen such at lower or higher levels. However, given the localized pilot nature of much of ERP's work, the diffusion of reform ideas and practices seems to have been limited.

# Chapter 7

## PERCEPTIONS OF CHANGE IN COMMUNITY PARTICIPATION

**Nagwa Megahed, Mark Ginsburg, Tarek Sheta, Mostafa Mohamed**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with a total of 256 teachers, principals, BOT community leaders, idara-level department directors, and governorate-level NGO leaders.

| Tool | Group | *Governorates* | | | | | | | Total |
|---|---|---|---|---|---|---|---|---|---|
| | | Cairo | Alexandria | Fayoum | Beni Sweif | Minia | Aswan | Qena | |
| Community Participation | Muddiriya Administrators | 0 | 0 | 7 | 0 | 0 | 0 | 0 | **7** |
| | Principals: ERP Schools | 6 | 9 | 7 | 8 | 9 | 7 | 7 | **53** |
| | BoT Leaders | 4 | 16 | 6 | 8 | 8 | 5 | 8 | **55** |
| | Idara Department Directors: ERP Idara | 6 | 7 | 6 | 8 | 10 | 10 | 7 | **54** |
| | Teachers | 6 | 0 | 6 | 8 | 8 | 7 | 8 | **43** |
| | Governorate Level NGO Leader | 6 | 5 | 6 | 8 | 7 | 6 | 6 | **44** |
| | Total | **28** | **37** | **38** | **40** | **42** | **35** | **36** | **256** |

Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional and individual capacity* of the MOE and of the community with respect to implementing the community participation. For each dimension participants marked one of the following stages:

37. *Maintenance of the Old System*
38. *Awareness*
39. *Exploration*
40. *Transition*
41. *Emergence of New Infrastructure*
42. *Predominance of New System*

Below we will discuss the perceptions of the different groups within and across governorates, first focusing on the dimension of institutional and policy framework and secondly on the two aspects of institutional and individual capacity.

### Institutional and Policy Framework

Table 1 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and policy framework dimension for community participation. Note that overall respondents perceive the stage of this dimension of the reform to be just below the transition stage (3.9). However, there are some differences across governorates, with average responses ranging from being half way between the transition and emergence of new infrastructure stages in Cairo (4.5) to being just above the exploration stage in Minia (3.1).

We observe some variation as well among focus groups, with two groups (principals and idara-level department directors) reporting that the institutional and policy framework for community

participation was between the transition and emergence of new infrastructure stages (4.3 and 4.4, respectively), while three groups (teachers, governorate NGO leaders, and BOT community leaders) viewed the current situation between the exploration and transition stages (3.5, 3.6, and 3.7, respectively). Some noteworthy variations of group responses across governorates include:

- *Teachers*: in Cairo and Fayoum the average responses were between transition and emergence of new infrastructure (4.5 and 4.7, respectively), while in Minia and Aswan the average responses were between awareness and exploration stages (2.4 and 2.6, respectively);
- *Principals*: in Aswan the average response was just above the emergence of new infrastructure stage (5.1), while in Fayoum and Minia the average responses were between exploration and transition stages (3.7 in both cases);
- *BOT Community Leaders*: in Cairo and Bani Sweif the average responses were between transition and emergence of new infrastructure (4.3 and 4.4, respectively, while in Minia the average response was below the exploration stage (2.8);
- *Idara-Level Department Directors*: in Alexandria and Bani Sweif the average responses were at the emergence of new infrastructure level (5.0 in both cases), while in Aswan the average response was between the exploration and transition stages (3.4);
- *Governorate-Level NGO Leaders*: in Cairo the average response was just above the emergence of new infrastructure stage (5.2), while in Minia the average response was just above the awareness stage (2.2).

**Table 1: Community Participation: Institutional and Policy Framework** (Mean Values; Range=1-6) WAVE 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Teachers | | 2.6 | 3.8 | 4.5 | 4.7 | 2.4 | 3.0 | **3.5** |
| Principals | 4.4 | 5.1 | 4.3 | 4.3 | 3.7 | 3.7 | 4.3 | **4.3** |
| BOT Leaders-Community | 3.4 | 3.0 | 4.4 | 4.3 | 3.8 | 2.8 | 4.0 | **3.7** |
| Idara Department Directors | 5.0 | 3.4 | 5.0 | 4.0 | 4.3 | 4.3 | 4.4 | **4.4** |
| Governorate NGO Leaders | 3.8 | 3.2 | 2.9 | 5.2 | 3.3 | 2.2 | 4.8 | **3.6** |
| **TOTAL** | **4.1** | **3.5** | **4.1** | **4.5** | **4.0** | **3.1** | **4.1** | **3.9** |

***The first question asked about why each participant chose a certain stage of systemic change***

In general, the participants' evaluation of this dimension was relatively low. The majority of participants in all governorates chose stage 1 or 2 and in some cases 3 to describe the current change level in terms of policy framework. Most of them stated that BOT is an excellent vehicle of promoting and improving the community participation though this mechanism still need a lot of improvement and building its capacity. On the other hand, some of them stated that BOT is not enough alone to promote community participation. Other mechanisms or entities should be established in order to support community participation. These mechanisms also should be emerged from community itself without governmental control and to be free in the way they established and work. This will give deeper feeling of ownership of the entities member.

Some of participants suggested that BOT should be given wider responsibilities and authorities but before that they must be trained and criteria of selection should be in place. A monitoring and assessment mechanism should be established in order to evaluate their performance and take necessary action in case of failure in meeting the objectives of BOT.

About 50% of BOT members in Alexandria chose stage 5 (Emerging of Infrastructure). They stated that all schools now have board of trustees (BOT) and there is a governor educational council in at least 7 governorates now which aim at increasing and supporting community participation. "I chose stage 5 because BOTs at school, idara, and muddiriya levels are formally constituted throughout the nation through laws and decrees. In addition, BOT community members begin to work with the MOE personnel to make decisions about resource allocations and fund-raising activities." Other chose lower stage, "I think we still at stage 2 (Awareness) because of all the points of this stage is fact:

- Policy-makers and/or citizens recognize the limitations and constraints of the existing legal/policy framework in relation to various forms of community participation in education system at the school, idara, muddiriya, and central levels.
- Businesses, parents, and community begin to recognize the need for involvement beyond just donations, but are not sure how to become more engaged in decision-making.
- Civil society organization and business participation remains ritual-like, but members acknowledge a need to increase participation and really contribute to policy dialogues.

Most of participants of school BOT and NGOs chose stage 3 and 4. They agreed on that there are now some policies such as ministerial decree 334/2006 which organizes the work of BOT as a mechanism of decentralization and community participation. One of NGOs representatives added that "even though all schools have BOT now but they are not connected with other community organizations such as NGOs. I have never been in any BOT meeting or any other activity."
Idarra Directors in Alexandria chose very advanced stage (stage 5). "I think BOT reflects the level of progress in educational policies. BOT includes people from community, parents, and school principals and teachers".

In Aswan, the majority of ERP school principals chose stage 5; they stated that the MOE has made great progress towards the improvement of legislative environment of community participation. Since 2005 and in just 3 years anyone can find out the impact of such ministerial decrees and education policies on community participation. All schools now have BOT and people have become more aware of the need and importance of community participation.

Many of idarra directors, BOT members and NGOs chose stage 3 to evaluate the system status. "I think the system still in stage 3 (Exploring) where Policy-makers and/or community members collaborate with international organization-funded project staff to identify new or reformed policies that are required to institutionalize active community participation in school affairs (e.g., parent teacher councils, boards of trustees)."

Teachers' evaluation was relatively negative where the average responses were centered about stage 2 (Awareness). "Even the BOT does not work properly to foster community participation but mostly they compete between each other to dominate the board and get the most of benefit of it."

In Beni Sweif, the vast majority of participants stated that BOT is an excellent mechanism but

still does not have enough authority. Parent, community, and business involvement is limited to donating land or financial resources to support schools. "I chose stage 3 because the new NGO law 84 / 2002 issued, providing for greater role of civil society organizations in education (including raising funds from various sources. Also, the businesses organizations, parents, and community members begin to recognize the need for involvement beyond just donations, but are not sure how to become more engaged in decision-making."

In Beni Sweif, teachers were moderate about system evaluation. The average response was varied from stage 3 to stage 4. "I think there is a new BOT decree which gives them more roles and responsibilities in school improvement. There is the NGO law (84/2002) which supports NGOs role in school activities." On the other hand, idarra directors' responses varied between stage 4 and stage5. "I chose stage 4 where MOE issued already a new policy framework (national and local decrees; (e.g., 2005 & 2006 BOT decrees) that encourage active involvement in school decision-making by parents and other community members. Also, there are many governorates experiment with governor's education advisory committees, involving civil society representatives who contribute to moving community and business engagement beyond making financial contributions."

ERP school principals agreed with idarra directors and their responses also varied between stage 4 and stage5. "Parents now participate in school self evaluation. The BOT members are heavily involved in school management and budget control."

In Fayoum, the majority of BOT members chose stage 4 and stated that all its points are implemented and that the system now has completely finished all points of stage 3. "I chose stage 4 because Policy-makers approve a new policy framework (national and local decrees; (e.g., 2005 & 2006 BOT decrees) that encourage active involvement in school decision-making by parents and other community members."

Teachers chose stage 4 and stated that the current system is moving on to stage 4 (Transitioning). "I think the current policies of BOT and other community related policies have never existed before. The current policies and decrees are very important and will make a huge difference in community participation in the near future."

NGOs responses varied between stage 2 and stage 3. "I think the system now still in stage 2 because the MOE staff' awareness of community participation is noticeably increasing but the real participation of community is still not achieved till now." Mudirriya administrators on the other hand chose more advanced stage (stage 4). "I think the system still in experimental stage but no real development on the large scope has existed yet."

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

In Cairo, NGOs, BOT members and school principals stated that the main reason behind the stability of change in policy framework dimension could be back to the MOE officials themselves. Although the MOE was the entity who adopted and encourages the trend of community participation, there still is some resistance to change from MOE officials at central and local levels. The concept of community participation is still not clear at some points and there is misunderstanding about this issue. Some people think that community participation means that the ministry and officials will lose their authorities and roles in education system. The right concept should be clearly communicated and it has to be in parallel or may be in advance of release any new decrees.

***The third question asked about the role of ERP in bringing about the change***

In Minia, school principals and BOT members stated that ERP training programs and support have contributed very much in developing and emerging good examples and success stories of community participation throughout increasing people awareness of the importance of community participation. ERP for example provided excellent training program on BOT roles and responsibilities, which made a great impact especially on new BOT members (new comers).

***The 4th question asked about what ERP could have done to better serve the change in financial decentralization***

Many participants stated that the problem of ERP is the monitoring and evaluation of the training programs and other activities impact. ERP should establish or activate the current system if available monitoring and evaluation system of its activities.

**Institutional and Individual Capacity of the MOE**

Table 2 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity of the MOE related to community participation. Note that overall respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.0 and 4.1, respectively) to being approximately at the exploration stage in Minia (3.1).

We observe some variation as well among focus groups, with two groups (principals and idara-level department directors) reporting that the institutional and individual capacity of MOE in relation to community participation was at the transition stage (4.0 in both cases), while governorate-level NGO leaders viewed the current situation as at the exploration stage (3.0). Some noteworthy variations of group responses across governorates include:

- *Teachers*: in Cairo the average response was between transition and emergence of new infrastructure stages (4.7), while in Bani Sweif the average response was below the exploration stage (2.8);
- *Principals*: in Cairo the average response was approximately at the emergence of new infrastructure stage (5.1), while in Qena, Minia, and Alexandria the average responses were between exploration and transitions stages (3.3, 3.4., and 3.6, respectively);
- *BOT Community Leaders*: in Bani Sweif the average response approached the emergence of new infrastructure stage (4.8), while in Aswan the average response was just beyond the awareness stage (2.2);
- *Idara-Level Department Directors*: in Alexandria the average response was at the emergence of new infrastructure stage (5.0), while in Aswan, Cairo, and Minia the average responses were between the exploration and transitions stages (3.3, 3.5, and 3.7, respectively);
- *Governorate-Level NGO Leaders*: in Cairo the average response was just above the transition phase (4.2), while in Bani Sweif the average response was just below the awareness stage (1.9).

**Institutional and Individual Capacity of the Community**

Table 3 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity of the community in terms of community participation. Note that overall respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.2 and 4.3, respectively) to being approximately at the exploration stage in Minia, Aswan, and Qena (3.0, 3.1, and 3.2 respectively).

We observe some variation as well among focus groups, with two groups (principals and idara-level department directors) reporting that the institutional and individual capacity of MOE in relation to community participation was just above the transition stage (4.1 in both cases), while BOT community leaders, governorate NGO leaders, and teachers viewed the current situation as just beyond the exploration stage (3.1, 3.2, and 3.2, respectively). Some noteworthy variations of group responses across governorates include:

- *Teachers*: in Cairo the average response approached the emergence of new infrastructure stage (4.8), while in Aswan the average response was at the awareness stage (2.0);
- *Principals*: in Cairo and Aswan the average response was approximately at the emergence of new infrastructure stage (5.0 and 5.1, respectively), while in Qena and Minia the average responses were between exploration and transitions stages (3.2 and 3.4., respectively);
- *BOT Community Leaders*: in Bani Sweif the average response was between the transition and emergence of new infrastructure stage (4.5), while in Aswan the average response was between the maintenance of the old system and awareness stages (1.6);
- *Idara-Level Department Directors*: in Alexandria the average response was beyond the emergence of new infrastructure stage (5.3), while in Aswan the average response was approximately at the exploration stage (3.1);
- *Governorate-Level NGO Leaders*: in Alexandria and Cairo the average responses were just above the transition phase (4.2), while in Minia the average response was at the awareness stage (2.0).

**Table 2: Community Participation: Institutional Capacity of the MoE** (Mean Values; Range=1-6) WAVE 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Teachers | | 3.1 | 2.8 | 4.7 | 4.0 | 3.0 | 3.0 | **3.4** |
| Principals | 3.6 | 5.1 | 4.3 | 4.5 | 4.0 | 3.4 | 3.3 | **4.0** |
| BOT Leaders-Community | 4.3 | 2.2 | 4.8 | 3.3 | 3.3 | 2.8 | 3.1 | **3.4** |
| Idara Department Directors | 5.0 | 3.3 | 4.0 | 3.5 | 4.5 | 3.7 | 4.3 | **4.0** |
| Governorate NGO Leaders | 3.4 | 3.2 | 1.9 | 4.2 | 3.0 | 2.5 | 2.7 | **3.0** |
| **TOTAL** | **4.1** | **3.4** | **3.5** | **4.0** | **3.8** | **3.1** | **3.3** | **3.6** |

| **Table 3: Community Participation: Institutional Capacity of the Community** | | | | | (Mean Values; Range=1-6) | | | WAVE 1 |
|---|---|---|---|---|---|---|---|---|
| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
| Teachers | | 2.0 | 2.9 | 4.8 | 4.2 | 2.6 | 2.9 | **3.2** |
| Principals | 4.1 | 5.1 | 4.0 | 5.0 | 4.0 | 3.4 | 3.2 | **4.1** |
| BOT Leaders-Community | 3.8 | 1.6 | 4.5 | 3.0 | 3.3 | 2.9 | 2.8 | **3.1** |
| Idara Department Directors | 5.3 | 3.1 | 3.6 | 4.0 | 4.5 | 3.9 | 4.6 | **4.1** |
| Governorate NGO Leaders | 4.2 | 3.8 | 2.1 | 4.2 | 3.0 | 2.0 | 2.7 | **3.1** |
| **TOTAL** | **4.3** | **3.1** | **3.4** | **4.2** | **3.8** | **3.0** | **3.2** | **3.6** |

***The first question asked about why each participant chose a certain stage of systemic change.***

About 50% of BOT members in Alexandria chose stage 5 in institutional and individual capacity at the school level whereas only 35% chose the same stage at community level. They stated that these sectors of community who are working in school board are more effective and supported by ministerial decrees. Other sectors of community still need more improvement. "I think community members do not have the knowledge, skills, and attitudes needed for their effective participation in the education system". "I chose stage 2 because Community members are aware that they lack the requisite knowledge, skills, and attitudes, but are not sure what is needed and how best to acquire such knowledge, skills, and attitudes and they begin to recognize that confusion and disagreement exist at all levels around the roles and responsibilities of MOE vis-à-vis the community in education, but staff are not sure how to change or improve the situation". "At the school level I think that all points of stage 5 are implemented."

NGOs in Alexandria in general stated that the individual and institutional capacity at both school and community level are similar and need some improvement. They added that the progress in policy framework and establishing BOT at different levels (central, local, and school) have not been connected with similar improvement in capacity development of members and school staff. "I chose stage 2 because MOE personnel now recognized their need for training programs to develop their knowledge, skills and attitudes related to effective community participation, but there is no plan to implement these training that I'm aware of."

BOT members in Aswan were less optimistic about the level of institutional capacity at central level. The majority of them chose stage 2 (Awareness) where MOE personnel begin to recognize that confusion and disagreement exist at all levels around the roles and responsibilities of MOE vis-à-vis the community in education, but staff are not sure how to change or improve the situation and they acknowledge the need for training programs to develop their knowledge, skills and attitudes related to effective community participation, but they are unsure what types of training programs will facilitate the needed improvements.

They added that, at the school level the situation is almost the same as the central level and the system now is between stage 1 and stage 3. They stated that even though some school BOT in Aswan are very successful, they do not represent the majority of BOT who are in need to a lot of improvement activities. "I chose stage 1 because the community members do not have the knowledge, skills, and attitudes (e.g., how the education system functions; communicating with MOE personnel & others, participating in meetings and decision-making, conflict resolution skills; valuing and respecting others' viewpoints and contributions) needed for their effective participation in the education system and there are some confusion and disagreement exist across all levels and between community members and MOE personnel regarding the roles and responsibilities of various groups in improving educational quality". They added that the existing training programs are not focused on or not effective in providing community members with the necessary knowledge, skills, and attitudes.

The choices of ERP school principals in Aswan varied with regard to this dimension. "I chose stage 6 where all points of this stage are implemented.

On the other hand, some school principals chose stage 3 (Exploring). They mentioned that, at the school level and community levels the community members begin to draw on their new knowledge, skills, and attitudes to foster effective community participation. MOE personnel pilot project.

The majority of muddiriya administrators in Aswan chose stage 2 (Awareness). "The decrees and policies have not changed the facts on the ground which says that community participation is still far beyond expectations."

In Beni Sweif the majority of participants (ERP school principals, NGOs, BOT members, etc.) chose stage 1 or 2 to describe the current level of community participation at central and school levels. They stated that there are a lot of confusion and disagreement exist across all levels and between community members and MOE personnel regarding the roles and responsibilities of various groups in improving educational quality.

- In Cairo, participants chose relatively higher stages to describe the current system level at both central and school and community levels. About 50% of ERP school principals' participant chose stage 5 or 6.

Teachers, muddiriya administrators, and BOT members in Cairo agreed on that the current system is in stage 4 in general. They stated that "this dimension (community participation) is relatively new to the education system where the school for a long time was disconnected from its community." "I chose stage 4 because parents are now very involved in school activities." "We receive now more support and donations from community members."

In Qena, the vast majority of participants (BOT members, NGOs, School principals, and idarra directors) agreed on that the system is in relatively advanced stage (stage 4 and 5) while teachers evaluation ranged from stage 2 to stage 5. "In Qena, we are the first governorate which adopts the issue of community participation and established school BOT."

***Question number two asked about the causes behind the progress or the stability of change in the selected stages***

The main reasons behind progress of community participation as stated by BOT members in Alexandria mostly back to the collective work of MOE, international donor agencies, and

Egyptian NGOs who are working on the promoting community involvement and participation in all aspects of politics, economics, education, health, and other public issues. MOE play very important role in promoting this trend throughout ministerial decrees and policy development. International programs such as ERP play a parallel role in developing capacities of people and supply them with tools, knowledge, resources, etc.

In Cairo, many participants stated that the ineffective decrees and lack of committeemen, experience, resources, and other supporting mechanisms are the main reasons behind the stability of change in institutional and individual capacity dimension.

***The third question asked about the role of ERP in bringing about the change***

Almost all participants confirmed that ERP play a vital role in education reform activities in Egypt at all levels. With regard to community participation, ERP provide excellent opportunities to all stakeholders (school staff, parents, NGOs, community members, MOE officials at central and local levels) to raise their awareness and skills in one of relatively new theme or trend in education sector "community participation."
- Training Programs
- Technical Assistance
- Exchange Visits
- Research Reports, booklets, and Materials

***The 4th question asked about what ERP could have done to better serve the change in financial decentralization***

By asking about what ERP could have done to better serve the change in community participation, many participants stated that the limited number of idarras (one in each governorate) weakened the impact of efforts and activities carried out by ERP. Also, number of people who are benefiting from training programs for teachers, school management, community organizations, MOE officials etc. was limited too.

***Relation between development of the two dimensions (Policy Framework and Institutional Framework)***

The relation between the two dimensions of change (Institutional and Policy Framework and Institutional and Individual Capacity) is always varied as stated by most of participants. The policy framework is more advanced than institutional and individual capacity. The later needs more time and resources to start its impact. "Building people and systems are not easy job, as stated by one of BOT members in Cairo."

## Conclusion

In this chapter, we summarized the findings from focus groups conducted with a total of 256 teachers, principals, BOT community leaders, idara-level department directors, and governorate-level NGO leaders focusing on change toward implementing the community participation.

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **policy framework** dimension for community participation, respondents perceive the stage of this dimension of the reform to be just below the

transition stage (3.9). However, there are some differences across governorates, with average responses ranging from being half way between the transition and emergence of new infrastructure stages in Cairo (4.5) to being just above the exploration stage in Minia (3.1). The total average score is 3.9.

In general, the majority of participants in all governorates stated that BOT is an excellent vehicle of promoting and improving the community participation though this mechanism still need a lot of improvement and building its capacity. They agreed on that there are now some policies such as ministerial decree 334/2006 which organizes the work of BOT as a mechanism of decentralization and community participation. "The current policies of BOT and other community related policies have never existed before. The current policies and decrees are very important and will make a huge difference in community participation in the near future." "Even though all schools have BOT now but they are not connected with other community organizations such as NGOs. I have never been in any BOT meeting or any other activity."

The main reason behind the stability of change in policy framework dimension could be back to the MOE officials themselves. Although the MOE was the entity who adopted and encourages the trend of community participation, there still is some resistance to change from MOE officials at central and local levels. The concept of community participation is still not clear at some points and there is misunderstanding about this issue. Some people think that community participation means that the ministry and officials will lose their authorities and roles in education system. The right concept should be clearly communicated and it has to be in parallel or may be in advance of release any new decrees.

They acknowledge the contribution of ERP in supporting change; "ERP training programs and support have contributed very much in developing and emerging good examples and success stories of community participation throughout increasing people awareness of the importance of community participation."

Concerning the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **institutional and individual capacity of the MOE** related to community participation, respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.0 and 4.1, respectively) to being approximately at the exploration stage in Minia (3.1). The total average score is 3.6.

With regard to, the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the **institutional and individual capacity of the community** in terms of community participation, respondents perceive the stage of this dimension of the reform to be between the exploration and transition stages (3.6). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Cairo and Alexandria (4.2 and 4.3, respectively) to being approximately at the exploration stage in Minia, Aswan, and Qena (3.0, 3.1, and 3.2 respectively). The total average score is 3.6.

From their perspectives, "this dimension (community participation) is relatively new to the education system where the school for a long time was disconnected from its community." "I chose stage 4 because parents are now very involved in school activities." "We receive now more support and donations from community members."

The main reasons behind progress of community participation as stated refer to the collective work of MOE, international donor agencies, and Egyptian NGOs who are working on the promoting community involvement and participation in all aspects of politics, economics, education, health, and other public issues. MOE play very important role in promoting this trend throughout ministerial decrees and policy development. International programs such as ERP play a parallel role in developing capacities of people and supply them with tools, knowledge, resources, etc.

Many participants stated that the ineffective decrees and lack of committeemen, experience, resources, and other supporting mechanisms are the main reasons behind the stability of change in institutional and individual capacity dimension.

## Section IV:

## Supporting Efforts to Improve Data-informed Educational Decision-Making

# Chapter 8

## DATA-INFORMED EDUCATIONAL DECISION-MAKING

***Mark Ginsburg and Nagwa Megahed***

In this chapter we document ERP-supported efforts to institutionalize data-informed educational decision-making. This involved activities related to planning, monitoring and evaluation, and information systems at the *national*, *local* (muddiriya and/or idara), and *school* levels. As we will see, the focus was on promoting the utilization of data to inform planning and other decisions, the systematic collection of quality and relevant data, and the management, analysis, and interpretation of data. Attention was given to both institutional and policy framework as well as institutional and individual capacity development dimensions.

Before examining ERP-supported activities at these three levels, we should note that, in general, EQUIP2's proposal for ERP emphasized the following elements: a) operational *policies* to implement a decentralized system and active engagement of the private sector and public; b) *systems* and educational strategies to support innovative school level programs implemented through EQUIP1; c) organizational capacity to develop the skills, knowledge, and procedures to implement the reforms; d) *civil society participation* to demand and support for education ...; and e) *knowledge of effective interventions* to encourage continuous improvement through M&E and action education research (AED et al., 2004a, p. 6). Moreover, in linking the Decentralized Governance and Management (DGM) activity with Monitoring and Evaluation (M&E), the EQUIP2 proposal mentioned that a major challenge in achieving decentralization will be for, "both the MOE and governorate levels … to delegate authority to lower levels, using standards and monitoring as a control mechanism" (AED et al., 2004a, p. 10). In response to this challenge the proposal called for efforts in each governorate to establish:[171]

- a monitoring and evaluation capacity … to enable governors, education officials, schools, and communities to monitor results and performance, and identify effective practices …
- an accountability system that can effectively monitor system quality and efficiency from the center to the classroom, and
- an incentive system that rewards performance.[172] (AED et al., 2004a, p. 10)

The EQUIP2 proposal also spelt out objectives for the M&E activity as helping to (a) improve "access to reliable data on the state of education at the community level, … the foc[al] reform governorates [and] … the national level[173] [as well as (b)] strengthen local in-country capacity for sustained education data collection, analysis and application"[174] (AED et al., 2004a, p. 60). The

[171] The EQUIP2 consortium highlights "that each governorate may have different priorities and emphases, or will be at different stages of readiness for the reforms. Therefore, each governorate will evolve at a different pace with its own sub-objectives within a broader framework of the USAID assisted basic education reform" (AED et al., 2004a, p. 11).

[172] In this regard, the EQUIP2 proposal states that DGM will "provide support and assistance to the … MOE, to develop shared policy for accreditation and licensing of teachers" (AED et al., 2004a, pp. 18-19).

[173] The EQUIP2 consortium clarifies that "an essential element of the M&E activities will be to provide meaningful and useful information to the key decision-makers[, including:] … headmasters, teachers, parents and communities, idarra officials, supervisors, INSET's, mudirriyya officials, the governors, and the MOE. Therefore, to the extent possible, the M&E system will be decentralized, with information being collected, analyzed, and used at the lowest possible level in the system and aggregated for system reporting (rather than collected and analyzed centrally, and eventually disseminated down)" (AED et al., 2004a, p. 64).

[174] The EQUIP2 proposals identifies an objective for ERP "to develop organizational capacity within our partners including the Central Department of In-Service Training, local *mudiriyya* training departments, individual schools, families of schools, faculties of education, ESP Centers, and other departments within the Ministry of Education and

important link between decentralization and monitoring and evaluation functions is also delineated in the EQUIP2 proposal:

> The M&E system will be critical to the sustainability and success of the decentralization system for two reasons. First, the success of the experiment in decentralization needs to be demonstrated to all of the stakeholders, from the Minister of Education to the parents and schools. Second, information is the fuel that makes decentralization work. The essence of decentralization is that central ministries give up direct control over decisions in exchange for indirect control through the application of standards, norms, and requirements, and increased accountability by local decision-makers for planning and implementation of agreed to changes. An effective information system is essential for achieving accountability and for increasing the "comfort level" of those who are giving up direct control. (AED et al., 2004a, p. 61)

**National Level**

As part of its first annual work plan, submitted in July 2004, the EQUIP2 component of ERP focused attention on issues of planning, monitoring, and evaluation. For instance, the section of the plan devoted to the Decentralized Governance and Management (DGM) division states:

> DGM believes, strongly, that interventions and activities should not be undertaken without the benefit of solid data. Data analysis will help guide governors, MOE, teachers, parents, local business, etc. towards the most compelling courses of action and can help them in making budget and expenditure decisions. Emphasis on data will relieve pressure on limited donor funds to finance fledgling creations from the minds of local influential individuals. (EQUIP2/ERP, 2004a, p. 23)[175]

Moreover, the Monitoring and Evaluation (M&E) division's section of the annual work plan identifies as two of its objectives capacity building in the areas of monitoring and evaluation as well as EMIS. These objectives are elaborated as follows:

> *Objective 4*: Building Capacity in Monitoring & Evaluation: One of the prime objectives of the ERP is to develop organizational capacity within our partners including the local muddiriya training departments, individual schools, families of schools, community organizations, faculties of education, and other departments within the Ministry of Education and Ministry of Higher Education. … [Additionally,] ERP will utilize participatory methods of inquiry which will actively engage partners in the evaluation process rather than simply making them the objects of the study. ... By participation in the study rather than just receiving results second hand, the findings will become more meaningful to them and more useful. (EQUIP2/ERP, 2004a, pp. 66-67)
>
> *Objective 5*: Building capacity in EMIS: ERP will work on strengthening the Education Management Information System (EMIS) in the Ministry of Education. This includes improving systems for educational data collection, data analysis, and ensuring data quality. … In addition, it will assist partner institutions to sustain the EMIS and design future applications in order to meet their own individual requirements. This strategy will assure that timely, relevant, and

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Ministry of Higher Education. EQUIP2 aims not only to monitor and evaluate its efforts in building capacity but to evaluate a *capacity development process* in itself (AED et al., 2004a, pp. 64-65).

[175] EQUIP2/ERP's annual work plan continues: "Proper data will also serve to give ERP feedback on the depth and breadth of DGM interventions and will serve as a baseline to measure progress. For these reasons, the first annual work plan of DGM emphasizes data gathering, cogent analysis and extensive exposure to stakeholders. It is these - compelling data and analyses - which will fuel project design and deliverables in years 2-5. It is this emphasis which holds promise that USAID can show, demonstrably, the positive impact of ERP in Egypt" (EQUIP2/ERP, 2004a, p. 23).

accrate information is used for policy and management decisions. In addition, it will help build capacity in data management practices with partners. (EQUIP2/ERP, 2004a, p. 67)

ERP's first annual work plan goes on to describe three "interventions" designed to determine partner data needs, assess partner capacity development needs related to EMIS, and train partners in using information for effective decision-making:[176]

- In order to begin building capacity in our partners to use data in informed decentralized decision making the M&E Division will hold a workshop with key ERP staff and strategic partners in order to investigate what kinds of information different people need, why they need it, when they need it, where to find it, how to collect it, and how to report on it. The event will target … key partners from the Ministry of Education, Ministry of Higher Education, governors or governor representatives, and community members. The event will be conducted in Cairo in September. (EQUIP2/ERP, 2004 a, pp. 75-76)
- EQUIP 2 will work on strengthening the Education Management Information System (EMIS) in the Ministry of Education. … During the first year of the program, the … ERP will initiate an exploratory … stocktaking activity … to identify the different entities at the MOE that store and report on educational data, the infrastructure already existing, and the other donors funding EMIS projects at the MOE. This exploratory approach will employ site visits, interviews with key players, reviewing existing documents, and meeting with other donors. At the end of this process a report concerning the existing systems will be generated, partner's information needs will be assessed, and recommendations on how to tackle these needs will be constructed. (EQUIP2/ERP, 2004a, p. 76)
- The main objective of this training/visioning exercise is building support for using valid and reliable data in the EMIS for effective decision making and/or policy reform. … The target audiences for this exercise include school principals, CDIST and INSET staff, Muddiriya directors and senior officials of the MOE. … [T]he activity is likely to be repeated several times and conducted in Cairo and other target governorates. The M&E staff will conduct this activity with the assistance of a consultant/ specialist in policy reform. (EQUIP2/ERP, 2004a, p. 77)

The above description of proposed interventions provides some insights into ERP's activities during the first year of the program, although such activities were not highlighted either in EQUIP2/ERP's quarterly reports for the July-September or the October-December periods or in the ERP quarterly reports for January-March and April-June 2005.

However, in April 2005 a report of the study signaled in the second bullet (above), *A Survey of MOE Organizations Concerned with Monitoring and Evaluation and Information Systems*, was submitted. The report identifies educational organizations, assesses capacity building needs, and projects training and capacity building initiatives for the various departments of a) the National Center for Examinations and Educational Evaluation; b) Center for Information, Documentation, and Decision Making Support; c) General Authority for Education Buildings, d) Central Department for In-Service Training; e) Central Administration for Inspection; f) General Department for Information, Statistics, and Computer; and g) ERP focal idara/districts and muddiriya/governorates. After summarizing the points for the above organizations, the report includes the following among what it terms overall "notes, comments, assumptions, and

[176] In addition, in relation to another M&E division objective, **building ERP Data Management System, the annual work plan states that the "**ERP Management Information System will include education data from the seven pilot governorates. The ultimate EMIS will generate information in order to strengthen and improve the program. Additionally, it will report on program accomplishments and successful models for USAID and program partners. Documentation of the final data management system will be included in a report, and will be available to partners at MOE to serve as a model for an effective EMIS" (EQUIP2/ERP, 2004a, p. 76).

risks:”

1. Involve regional INSET center, muddiriya, and idarra training departments in planning and implementing training for muddiriya and idarra educators. This participation will build their capacity. The risk is to ignore those people and as a result they will miss a valuable chance for capacity building.
2. When designing monitoring and evaluation training courses they should be based on national standards.
3. To insure maximum impact, training should be based on a participatory approach with a maximum of twenty trainees in each training workshop. ...
4. Trainers should be well prepared in TOT techniques. If not, the quality of training will not be satisfactory. ...
5. As a way of local capacity building and to save effort, time, and money, it is preferred that trainers be from the governorates.
6. When M&E specialists in local offices start to write their action plans they should involve partners in the muddiriya, idara, and schools. They should also make full use of this study which is based totally on the governorates needs.
7. All training materials developed in governorates (muddiriya, idaras, and schools) should be documented in the local office. …
8. There should be regular orientation workshops for muddiriya and idara leaders so that they are aware of the capacity building activities for school staff as well as for muddiriya and idara educators.
9. Involve national agencies, specialized in monitoring and evaluation and information systems, in planning and implementing ERP activities. Thus could include NCEEE and GDISC. Involving them would be considered capacity building for their institutions and technical staff. (El Sadek, 2005, pp. 72-73)

ERP’s annual work plan for 2005-2006, submitted in July 2005, specifies three program objectives for the M&E division:

5.1: Quality and accessible EMIS data inform decision-making at all levels

5.2: Recommendations for adaptable models and systems are based on data collected and analyzed throughout ERP implementation

5.3: Models of education reform are evaluated and recommendations developed for scaling up reform activities (ERP, 2005e, p. 12)

The 2005-2006 annual work plan also lists the following among the projected tasks and subtasks for the M&E division:

| **2** | ***Support the development of standards-based M&E accountability systems at local and national levels*** |
|---|---|
| **2.1** | Assess the *needs of* identified[177] M&E boundary *partners* at local and national levels |
| **2.2** | Investigate possible partners for future cooperation in monitoring, evaluation and data management activities |
| **2.3** | Develop an M&E *capacity-building strategy for MOE* identified partners |

[177] Identified in Year one: *A Survey of MOE Organizations Concerned with Monitoring & Evaluation and Information Systems*, April 2005

| | |
|---|---|
| **2.4** | Raise awareness on the importance of using *School Report Cards* at … [the] school, idarra and muddiriya levels, as well as the national level. |
| **2.7** | Develop *capacity-building strategies in standards-based M&E* for MOE partners at local and national levels |
| **7** | ***Support IS development and administration to enable effective information sharing and facilitate system-wide decision making*** |
| **7.1** | Conduct in-depth organizational assessment of selected partners' EMIS capability. The General Department for Information and Computer (GDISC) will serve as the preliminary primary strategic partner. Investigations into adding other partners are feasible. |
| **7.2** | Develop a strategy and support plan covering database synchronization, technical assistance and training. |
| **7.3** | Support piloting the GDISC EMIS administration. |
| **7.4** | Facilitate cooperation between governorate school-based teams and the GDISC. |

(ERP, 2005e, pp. 63-66)

By September 2005, ERP staff had identified the following goals for its working group on monitoring and evaluation: 5.1) quality and accessible EMIS data inform decision-making at all levels, 5.2) recommendations for adaptable models and systems are based on data collected and analyzed throughout ERP implementation; and 5.3) models of education reform are evaluated and recommendations developed for scaling up reform activities (ERP, 2005c, p. 5).

As part of its focus on building partner capacity in the area of monitoring and evaluation, ERP organized a study tour during August 2005 for 20 MOE staff, including key personnel in the Central Administration for Inspection, National Center for Examinations and Educational Evaluation (NCEEE), and a few other central MOE departments. Participants traveled to Brighton, UK to attend a two-week, International Management Association (IMA)-organized International Training for Development Professionals, which focused on developing M&E skills and methods. The program included visits to the Department of Education and Skills as well as schools, where they learned about boards of trustees, testing systems, curriculum, students, and community participation. At the end of the training program, participants developed personal action plans – using the techniques and systems encountered and sharing what they learned with other MOE staff (ERP, 2005c, pp. 92-93).

To provide a rich data source to inform especially national-level decision makers and to provide a model for collecting data from households, one of ERP's US-based partner organizations (ORC-Macro) was tasked with conducting the Egypt Household Education Survey. In March 2006, ORC-Macro completed data collection and preliminary data analysis for this study of more than 6,800 households nationwide, selected from the larger sample of involved in the March-July 2005 Demographic and Health Survey (ERP, 2006a, p. 18).

The April-June 2006 ERP Quarterly Report comments that the 2005-2006 Egypt Household Education Survey (EHES) was the first national-level household education survey of its kind to be conducted in Egypt. Conceived to support of policy and program planning, it was designed to provide timely, nationally representative education data on the demand for schooling. The Survey provides information about the decisions households make concerning primary schooling, focusing on major factors that influence the demand for schooling, such as

child characteristics (gender, age, residence), the costs of schooling (monetary and non-monetary), and the perceived benefits and quality of schooling. A draft preliminary report was submitted in April (ERP, 2006b, pp. 17-18).

Also, during April-June 2006, ERP staff (DGM, M&E, POD, COD) and consultants worked with the recently created MOE Policy and Strategic Planning Unit (PSPU),[178] as a first step assisting in organizing the PSPU teams in their strategic planning efforts and in improving the flow of information between the governorates and the MOE (ERP, 2006b, p. 5). The strategic approaches for reform define the task forces that have been created in relation to strategic planning, including: decentralization, the application of standards, school-based reform, and the strengthening of partnerships between the MOE and communities (ERP, 2006b, p. 14). ERP/M&E staff efforts involved reviewing MOE documents toward identifying ideas for streamlining and (possibly) recommending reforms of the work of MOE M&E-related entities at all levels (ERP, 2006b, p. 18).

In addition, during April-June 2006, ERP/M&E staff started working with the EMIS technical advisors to the Minister of Education regarding (re)design of the nation-wide EMIS approach. In June, the MOE Policy and Strategic Planning Unit (PSPU) hosted a roundtable discussion involving the four EMIS technical advisors to the Minister of Education, the Director of the PSPU, as well as key ERP staff. The discussion centered on the Ministry's new EMIS strategy, which initially focuses on building a nation-wide management system that subsequently school personnel will be able to access (ERP, 2006b, p. 14).

In 2006, ERP and other USAID projects moved to an October-September project year. Thus, in July 2006, ERP submitted a "Bridge Work Plan" to cover the July-September period. In that work plan the following tasks and subtasks were specified for the M&E division:

| | |
|---|---|
| **2** | ***Support Fayoum School Based EMIS*** |
| **2.1** | Build capacity in MOE to carry out evaluation of the Fayoum model |
| **2.2** | Evaluate Fayoum model |
| **2.3** | Make recommendations that may have policy and other implications to MOE |
| **2.4** | Make suggestions for rolling out this activity to other ERP governorates |
| **6** | ***Support IS development and administration to enable effective information sharing and facilitate system-wide decision making*** |
| **6.1** | Conduct in-depth organizational assessment of selected partners' EMIS capability. The General Department for Information and Computer (GDISC) will serve as the preliminary primary strategic partner. Investigations into adding other partners are feasible |
| **6.2** | Develop a strategy and support plan covering database synchronization, technical assistance and training |
| **6.3** | Support piloting the GDISC EMIS administration. |
| **6.4** | Facilitate cooperation between governorate school-based teams and the GDISC |
| **6.5** | Organization Assessment and information Flow study |

(ERP, 2006e, p. 26)

[178] The ERP quarterly report indicates that "several measures are being studies to institutionalize the Policy and Strategic Planning Unit (PSPU) so that it becomes an integral and legal element of the MOE's structure" (ERP, 2006b, p. 14).

During July-September 2006, ERP/M&E staff continued its support to the MOE PSPU's work in developing a Strategic Plan for Education for 2007-20012. They supported two of the working groups: a) Information Technology and b) M&E system of the educational system. To date, the groups have completed situation analyses, defined the policy framework, and formulated project objectives (ERP, 2006c, p. 26).

Furthermore, during July-September 2006, ERP staff and consultants contributed to capacity building for national-level MOE personnel who perform monitoring and evaluation functions. For instance, they organized a workshop in September-October 2006 for key staff of the National Center for Examinations and Educational Evaluations (NCEEE) and provided guidance and support as the took the lead in entering and analyzing the Critical-thinking, Achievement, and Problem Solving (CAPS) student assessment data collected in April 2006. ERP staff also continued to provide technical support (with related capacity building) to the MOE's Policy and Strategic Planning Unit developing a five-year strategic plan, specifically in relation to the areas of monitoring and evaluation and EMIS. Joint capacity building also occurred in the context of efforts by ERP staff and personnel from the Central Agency for Inspection (CAI) worked to develop a composite measure (Management Assessment Protocol [MAP], based on observations and interviews) of excellent school management practice, as defined within the National Education Standards (MOE, 2003b) (ERP, 2006c, pp. 23-24).[179]

During July-September, staff representing EQUIP1 and EQUIP2 components of ERP worked with consultants and consulted with a large number central and local partner organization representatives to assess progress to date and develop plans for the next year. When the initially submitted plan was not accepted by USAID/Egypt, staff from the two EQUIPs engaged in restructuring their annual work plans. The EQUIP2/ERP 2006-2007 Annual Work Plan, which was negotiated with USAID/Egypt, contains some continuing DGM division activities, such as strategic planning at the national level:

> E2 has been involved in facilitating a number of PSPU working groups during the last six months to assist with draft priority programs of the *MOE strategic plan*. ... Proposed reform measures in the draft strategic plan of MOE will be subjected to a series of consultations and policy dialogue to build consensus and commitment among relevant ministries that have the authority to enable implementation of the plan. (EQUIP2/ERP, 2006, p. 8)

The EQUIP2/ERP 2006-2007 annual work plan also outlines the activities to be undertaken by the M&E division, focusing supporting "the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including:

- Supporting and influencing the Policy and Strategic Planning Unit (PSPU) of the MOE in the Strategic Plan, inclusive of an efficient M&E system,
- Supporting the installation and operation of an effective EMIS at the central, governorate (mudirryia), and school levels, …
- Building capacity in the National Center for Examinations and Educational Evaluations (NCEEE) to institutionalize CAPS and standardized testing procedures as well as the supervisory cadre and the Central Administration of Inspection (CAI) through their active participation in the SCOPE and MAP studies. (EQUIP2/ERP, 2006, p. 5)

[179] According to the ERP Quarterly Report, "these good practices include: the facilitation, development, articulation, implementation, and supervision of a vision of learning achievement that is shared and supported by the school community; advocating a school culture and instructional program conducive to both student learning and staff professional growth; and ensuring management of the organization, operations, and school resources for a safe, efficient, and effective learning environment" (ERP, 2006c, pp. 23-24).

The October-December 2006 quarterly report also reviews developments related to the MOE's national strategic planning effort, using "Educational Reform Support" concepts of "clearing space," "filling space," and mobilizing "reform support infrastructure" (see DeStefano and Crouch, 2006). The report states:

> With the initial support of [ERP] and other donors, the MOE developed a policy framework for education reform in March 2006. The framework was organized around access, quality and system issues. Through its newly established Policy and Strategic Planning Unit (PSPU), the MOE embarked on a strategic planning process for reform in June 2006 and quickly identified 14 priority programs for future focus.[180] … At the request of the MOE, [ERP/]EQUIP2 provided technical assistance to the strategic planning process in three program areas: i) System Decentralization; ii) Monitoring and Evaluation (M&E); and iii) Professional Development/ Human Resources Development. EQUIP2 experts were assigned as facilitators and leaders of three working groups in the above mentioned areas. The groups – include[ing] representatives of governorates, the MOE's headquarters, various research and academic organizations, and the private sector … – worked to identify systemic and intrinsic ills affecting the educational system. (ERP, 2006d, p. 12)

ERP quarterly report explains, for example, that the System Decentralization group, during its 30 working sessions in the October-December 2006 period "develop[ed] a written rationale for the program, ... detail[ing] the transfer of authorities and resources to individuals and institutions at the school and idara levels, limiting the role of the muddiriya to trend analysis and follow-up in idaras on planned targets, and narrowing the role of the MOE to standard setting, policy development, strategic planning, performance monitoring and national reporting. ... The program itself is divided into three clusters of reform measures: organizational restructuring; administrative decentralization and fiscal decentralization" (ERP, 2006d, p. 13). In order to further streamline policy messages, [ERP] is supporting a national team of experts working on the Analysis and Projection (ANPRO) model that will use information gathered from the outcomes of the priority program design process to develop the specific policy scenarios of cause and effect that guide overall policy decisions.[181] The ERP quarterly report also indicates that the draft System Decentralization program was presented by the PSPU to the Minister, who shortly thereafter endorsed it (ERP, 2006d, p. 13).

In addition, during October-December 2006, ERP Monitoring and Evaluation staff continued to provide support to the PSPU toward developing the national five-year Strategic Plan for Education Reform. This ERP assistance focused on the work with both the Monitoring & Evaluation and the Education Management Information System working groups. It is also important to note that the Monitoring and Evaluation system reform approach was based on the System Decentralization program (see discussion immediately above), in that it promoted the

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[180] "The Strategic Priority programs are classified into three main areas. *Ensuring equal access to education* which includes the following programs: school construction, girls' education, programs for children with special needs, early childhood education, adult literacy and increasing participation and retention of underprivileged children. *Improving the quality of education* handles five main projects: school-based reform for accreditation, professional development of teachers, use of technology for more efficient learning, curriculum development (including the development, production and distribution of learning materials) and Technical/General secondary education. The third area is *System development.* This set of activities includes: strengthening management capacity, completing an organizational restructuring for decentralization and developing an efficient monitoring and evaluation system" (ERP, 2006d, p. 12).

[181] The strategic planning process also served as a learning-by-doing capacity building exercise for 12 junior PSPU staff members. EQUIP2 experts worked closely with these junior staff members on different strategic planning tasks. The staff members attended and documented all working sessions, and assisted in data analysis and presentation of the analysis outputs" (ERP, 2006d, p. 13).

idea of transferring resources and authority from national and muddiriya to idara and school levels.[182] Specifically, the program includes empowering the school units to lead a number of critical functions such as training coordination and management, school self-assessment for accreditation, school budgeting, and school-level reporting on the "status of education." Upper tiers of school management will review reports and analyze data coming to them from the lower tiers. Report and data analysis will be conducted with a focus on school compliance with educational standards and specific report templates. To ensure accountability, a performance auditing unit will also be established within the Minister's Office. The M&E program document also proposed revising the mandates, job descriptions, and organizational structure for all M&E-related entities including the National Center for Examinations and Educational Evaluation (NCEEE). It also included provisions for exam reform. In all aspects, the M&E program works in complete harmony with the tenets of the System Decentralization program included in the MOE Strategic Plan (ERP, 2006d, p. 25).

Furthermore, with the support of [ERP staff], the PSPU organized a policy and strategic planning retreat during 6-9 November 2006 that was "designed to help participants streamline policy messages and restructuring requirements within the 14 priority programs. According to the ERP quarterly report, "the retreat was indeed a success; participants identified and clearly defined program overlaps and gaps and all program efforts were harmonized. Most importantly, the participants left with a clear plan for their subsequent efforts and work. These accomplishments were major steps towards the fulfillment of a comprehensive Strategic Plan" (ERP, 2006d, p. 26).

ERP staff in January 2007 helped organize a one-week workshop for 15 NCEEE personnel as part of an effort to strengthen NCEEE's capacity to manage assessment programs, to develop a data management and item analysis system, and to create an item banking system. The workshop was based on a series of instructional modules along with hands-on experience using a data management and item analysis system, Pascale item response theory software, FastTEST test development (item banking) software, and CAPS data and items.[183] In late February 2007, ERP brought in an international expert in the area of standardized testing, Dr. Zarko Vukmirovic, to spend two weeks working at the NCEEE to reinforce and extend what was learned at the January workshop regarding test item analysis. Thus, rather than simply organizing a workshop for NCEEE staff, the consultant worked on-site with the various departments to support and guide the efforts of the workshop participants and their colleagues. Following this phase of field-based capacity development, the consultant along with ERP staff conducted two additional workshops. The first, held on 6-8 March 2007, focused on test construction and psychometric guidelines. Then on 11-14 March a second workshop focused on selecting items based on item statistics and test information, and involved participants (content and technical staff) in selecting test items for the 2007 operational and field test forms (ERP, 2007a, p. 23).

In addition, during January-March 2007, ERP/M&E staff continued to support the Ministry's national strategic planning process. During this period, they assisted the Information Technology and the Monitoring and Evaluation System working groups in completing situation analyses, defining the policy framework, formulating project objectives, and developing a comprehensive implementation plan. On 19-20 February 2007, ERP staff helped PSPU organize a workshop for governorate- and idara-level senior staff from Alexandria, Cairo, Fayoum, Bani-

[182] ERP's quarterly report clarifies that "the success and sustainability of this program and the overall M&E system reform approach will require the formalization of organizational status, staffing the schools with qualified administrators at the Deputy Principal level, and equipping the schools with the technology required to maintain M&E operations" (ERP, 2006d, p. 24).

[183] While the workshop focused on the CAPS assessment, the content was deemed relevant for assessment programs more generally.

Suef, and Minia to obtain feedback on the draft national Strategic Plan for Education. During the workshop PSPU staff presented five of the programs included in the MOE Strategic Plan: "Institutionalization of Decentralization," "School-Based Reform," "Basic Education," "Human Resources and Professional Development," and "School Construction." According to ERP's quarterly report, participants were generally supportive of the plan, while also offering "valuable feedback" which led to refinements in the subsequent revised version. Then, on 28 February 2007, ERP M&E staff and the PSPU Information Technology Group organized a forum for MOE personnel to discuss the Information Technology
program of Strategic Plan, focused on increasing access to IT for students, teachers, and school administrators; integrating IT into the national curriculum; and activating the role of an effective central Education Management Information System (EMIS) and school management system (ERP, 2007a, pp. 23-24).

During December 2006 and January-February 2007, ERP staff provided an off-the-shelf technical training for a team of developers within the central MOE. The team was comprised of seven technical staff from the General Department of Information, Statistics and Computer as well as the Technology Development Center. Headed by Dr. Ahmed Fahmy, the Minister's primary advisor for information systems, the team is essentially a task force selected by MOE decision makers to compile a School Management System that will operate on the school and idara levels. The training included three Oracle-developed modules: Data Base 10G (Using On-Line Analytical Processing; Data Mining; and Data Base 10J: Security (ERP, 2007a, p. 24). And then, during April-June 2007, ERP staff organized a series of technical training for a team of developers within the central MOE. This team of MOE developers represents a task force, and would be the start of the planned Ministry's Programming Unit for developing the MOE official portal and compiling an EMIS that would be operating on the MOE central level (ERP, 2007b, p. 30).

As a follow-up ERP staff organized between 19 May and 23 June 2007, a series of off-the-shelf technical training for an MOE's EMIS team of developers. The team included seven database and systems programmers from the MOE's General Department of Information Systems, Statistics, and Computer and the MOE's Technology Development Center, under the supervision of the Minister's Advisor for Information Systems. The team represented a task force to plan for the Ministry's Programming Unit for developing the central MOE EMIS. During this quarter, three courses of *Oracle 10g Build J2EE Applications* were provided by ERP to the MOE EMIS developers' team. To date, these trainings allowed the MOE team of developers to develop the official MOE portal, which includes a decision support module that reports educational statistics and indicators. The portal includes a Decision Support Module which represents the preliminary version of the MOE EMIS outputs. As a result of the *Oracle 10g* training, the EMIS developers' team implemented the security system of the portal and developed an online automatic generation of graphs and statistics based on databases (ERP, 2007b, p. 35).

ERP (DGM and SM) staff assisted MOE colleagues in organizing a National Consultative Forum, 8-9 July, focused on strategic planning. Participants were from 27 governorates and included all undersecretaries. Specific aims included discussions on how to strengthen knowledge and ownership of the national policy framework for continuing education reform efforts; how to expand organizational and individual understanding of required changes in function, roles, and structure expressed in the MOE National Strategic Plan; and how to develop further commitment to action required at school, idara, muddiriya, and central Ministry levels to implement planned reforms. Presentations prepared by DGM illustrated that different approaches to implementing change under the strategic plan could be followed in response to local differences in need, priority, sequence, and timing. SM made a key presentation of an information kit of materials developed to disseminate awareness of the National Strategic Plan at all muddiriyas, idaras, and schools. According to the ERP quarterly report, "at the end of this

national forum, participants were able to provide increased leadership, active guidance, and positive support in implementing the MOE National Strategic Plan at different operational levels (ERP, 2007c, pp. 15-16).

During July-September 2007, ERP staff assisted in upgrading the information system of the Central Department of In-Service Training (CDIST) through a series of technical training for CDIST and INSET staff. At the same time, ERP recruited an international consultant to support the Ministry in streamlining its Education Management Information System (EMIS) and to identify a mechanism for reporting educational information for decision-making (ERP, 2007c, pp. 24-25). From 18-19 July, Dr. Haiyan Hua, a professor of EMIS at Harvard University, met with the leaders and technical staff of all MOE's entities working in the area of information systems, including the General Department of Information, Statistics, and Computer (GDISC); the Technology Development Center (TDC); and the General Authority of Educational Buildings (GAEB). The consultant also discussed the MOE strategic plan with the Policy and Strategic Planning Unit staff. He also examined the information capacity on the regional level by visiting the information center of Fayoum Muddiriya and by observing the use of a school management system in one of the Fayoum schools. During his visit, Dr. Hua had several meetings with the MOE leaders to discuss using data evidence for decision-making and policy development (ERP, 2007c, p. 29). Based on his two weeks of visits to various database stakeholders, mainly within the education system, Hua (2007) concludes that:

> there are multiple large and organized data systems in the Ministry of Education.[184] … Although most data from these various systems are in electronic form, … they are currently independent of each other and are not centrally coordinated or integrated into a central data management or data coordination unit. These databases are rarely shared for higher-order integrative analyses for supporting education policy decisions, although they are useful to individual units or departments. (p. 1)
>
> [Furthermore,] I believe that the IT infrastructure, data and basic statistics development in terms of data collection, storage, process and retrieval in the system of education in Egypt is quite good and impressive. However, in terms of educational data mining, data integration, higher order integrative data analysis, and using data for pre-policy and post-policy analyses, and using data evidence for educational decisions, planning, and policy guidance, there should be much improved and strengthened capacity in centralized coordination of data development, between and within institution data sharing and integration, and using data for pre-policy and post-policy analyses. In short, data utilization remains weak given the amount of data available in the system of education. (p. 15)

In October EQUIP2/ERP submitted its annual work plan for 2007-2008. The section of the Work Plan devoted to the activities of the DGM division states that EQUIP2 "has been involved in facilitating a number of MOE workshops and conferences during recent months to promote greater understanding and acceptance of the MOE National Strategic Plan which was endorsed by the GOE in April. There is clear leadership support by the President, the Minister of Education, and other ministers for planned education reform. ... DGM will assist the Policy and Strategic Planning (PSPU) units at central and governorate levels by preparing a strategic planning manual to include principles, procedures, and the participative process of strategic planning, plus lessons learned from experience in seven governorates. This manual will provide strategic planning guidelines under the MOE National Strategic Plan framework (EQUIP2/ERP, 2007, p. 2).

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[184] "Those systems include relational databases managed separately by different departments and centers, mainly, the EMIS and Statistics, the GAEB, the SMS, MOE Web Portal, the DSS, CDISC, the TDC …, data systems in school and governorate, and the Exam Center … as well as NCEEE" (Hua, 2007, p. 1).

EQUIP2/ERP's year 4 annual work plan also indicates that the M&E division "will support the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including: a) supporting and influencing the Policy and Strategic Planning Unit (PSPU) of the MOE in the Strategic Plan, inclusive of an efficient M&E system … [and] b) building capacity in the National Center for Examinations and Educational Evaluations (NCEEE) to institutionalize CAPS and standardized testing procedures as well as the supervisory cadre and the central and local M&E entities through their active participation in the SCOPE and MAP studies" (EQUIP2/ERP, 2007, pp. 6-7).

According to ERP's October-December 2007 quarterly report, "[f]irst, … the M&E Division has begun to support the MOE's initiative for developing the Egyptian National Education Indicators, in line with one of the recommendations made by an international consultant (Hua, 2007). To date, the M&E Division, in collaboration with PSPU, has developed an initial six month program plan … (January-June 2008), including stages for developing indicator definition and measures, as well as collection process, calculations, and a yearly reporting mechanism. … Second, … M&E continues the long-term technical training for a team of developers within the central MOE. This team represents a task force and would be the start of the planned Ministry's Programming Unit for developing the MOE official portal and compiling the MOE's EMIS. To date, this training has allowed the MOE team of developers to develop the official MOE portal, which includes a decision support module that reports educational statistics and indicators" (ERP, 2007d, pp. 27-28)

In addition, in December 2007, ERP staff and Oracle Egypt "provided training for nine MOE staff members from the General Department of Information, Statistics, and Computer (GDISC) for five days on Oracle Applications [Oracle 10g: Data Warehousing Fundamentals and OLAP and Data Mining]. The training will enable the GDISC staff to manipulate EMIS data collected from schools to form a type of Information Visualization for Education which can serve as indicators for decision making. As a result of the training, the nine GDISC staff members started a task force for developing new reporting modules that will be added to the MOE decision support section" (ERP, 2007d, p. 28). As Refaat (2007, p. 2) observes: this "task force … would be the start of the planned Ministry's Programming Unit, for developing the MOE official portal and compiling an EMIS that would be operating on the MOE central level. … Ultimately the goal is that an EMIS system will provide reports that will be useful and important in allocating scarce resources in the Governorate related to educational issues."

During the fourth quarter of 2007, ERP staff and consultants also organized two capacity building workshops related to test development:

- A total of 20 NCEEE technical staff members attended a three-day training workshop on test construction. The participants engaged in hands on activities with the consultant using the classical and IRT methods (item and test characteristics, curves, and others) to construct test forms using the Critical Thinking, Achievement, and Problem Solving (CAPS) 2007 test booklets for forms pulling. ... The participants now are able to provide psychometric support to the content staff during forms pulling for CAPS 2008 test booklets. (ERP, 2007d, pp. 29-30)
- A total of 12 NCEEE technical staff members attended a five-day training on the different methods and procedures, such as the Item Response Theory (IRT), for test equating and scaling. The participants worked in small groups and one-on-one activities with the consultant using different procedures to maintain standards in test construction. Participants now are able to construct test forms with cross-year comparison of the previous test forms. (ERP, 2007d, p. 30)

During October-November consultants hired by ERP conducted an organizational and impact assessment study, focusing on "the current organizational and institutional structure,

practices, and relationships within the National Center for Examinations and Educational Evaluation (NCEEE); the current opportunities and challenges facing NCEEE in light of the new vision, mission, and objectives; the main institutional (and organizational) changes in NCEEE as a result of ERP interventions; and the main ERP-supported reforms to NCEEE to the present. The report concluded that the "organization is in urgent need of reform and restructuring at a variety of levels. It also found that the impact on the organization as a result of ERP activities has been limited to one department and to the technical areas. However, the CAPS project has made a significant contribution to the organization capacity to develop and manage standardized tests. The recommendations in the study report will help the ministry and ERP in developing their strategy to work with the NCEEE in the future" (ERP, 2007d, p. 32).

In an effort to "assess discrepancy and redundancy and provide recommendations for the MOE's ICT entities to be integrated into one sector with specific roles and responsibilities," ERP staff are supporting an inter-ministerial working group, which has to date "made an inventory of all the entities that have elements of ICT within the MOE [involving] ... first, an official organizational structure in terms of issuing law, stated responsibilities, and hierarchy and second, an actual intervention in terms of ICT and intersections with other entities in the MOE. This was followed by an analysis for redundancies in responsibilities and deliverables of several of MOE's entities working in the area of ICT. A preliminary hierarchy of an MOE Integrated Information Technology Sector has been proposed" (ERP, 2008a, p. 30).

During January-March 2008, ERP staff and a consultant "conducted four iterations of workshops to build the capacity of the MOE staff at the Monitoring Department of the General Education Sector. … By the end of the training workshops, the participants were able to identify different methods of drawing samples, the different kinds of data, sources, and data collection methods. The participants also are able to develop data collection tools and plan for data collection, manipulation, and analysis. In addition, the participants became able to conduct field work and write research reports. … In addition …, the participants were required to develop a group project … focusing on the implementation of the knowledge and skills acquired using real case studies and problems in the participants' field of specialization. (ERP, 2008, p. 31).[185]

During the first quarter of 2008, ERP staff and consultants continued initiatives toward capacity building related to test development:

- NCEEE subject specialists worked with 60 MOE supervisors in groups for three days from January 29 - 31, 2008 to design questions to replace the released items for CAPS 2007 implementation. The workshop aimed also to enhance the item writing skills of NCEEE staff and MOE supervisors, and to expand the pool of item writers by training a group of new supervisors on the design and criteria of good questions. By the end of the workshop, the participants developed 90 new test items in each subject area of Math, Science, and Arabic for grades 4, 8, and 10, based on the Egyptian National Standards and the curricula objectives. (ERP, 2008a, p. 34)
- For six days in February 2008, a total of 25 NCEEE content specialists and technical (psychometric and IT) staff members worked with an ERP consultant on item analysis and preparation of the Item Bank for assembling the CAPS 2008 operational and field test forms. The workshop aimed to enhance the capacity of the technical staff members in the use of classical and IRT methods to construct test forms and to prepare them to support the content staff during forms pulling (psychometric guidelines and item banking). During the workshop, content and technical staff members worked together on

[185] According to ERP's quarterly report, the "good news is that Dr. Reda Abou Serie, First Undersecretary of General Education, asked the MOE Monitoring Department of the General Education Sector to conduct a survey regarding the production "Unite in Schools" and to evaluate them by designing questionnaires, collecting data, conducting fieldwork, and writing a report as a result of the training they received. They choose a sample of 10 percent from primary schools, 15 percent from preparatory schools, and 40 percent from high schools" (ERP, 2008a, p. 32).

the selection of items for final test forms and constructed CAPS 2008 forms by ordering items for operational forms (1-2) and field-test forms (3-4), preparing test maps, and preparing test forms for printing. (ERP, 2008a, p. 35)

- ERP central and field staff members and a consultant worked for two days in March, 2008 with experts from the NCEEE content specialists and technical (psychometric and IT) staff to develop a questionnaire that studies the variables affecting CAPS results at the school, teacher, and student level for each of the governorates. The workshop discussed the importance of the indicator (e.g., why this particular factor can influence learning outcomes) and estimate the expected effect of the indicator (e.g., the direction and strength of the effect). The participants developed three different questionnaires for the school principal and management, teachers, and students of the selected schools for CAPS. A random sample of schools in Qena and Aswan was selected to pilot the questionnaires. The tools were modified according to the recommendations of the piloting. (ERP, 2008a, p. 35)

During the period April-June 2008, ERP staff assisted the MOE toward achieving one of the Strategic Plan's major objectives of "restructuring the technology departments within the Ministry." This involved taking an inventory of all MOE entities that have of ICT elements. Based on an analysis of the official organizational structure (issuing law, stated responsibilities, and hierarchy), the nature, intersection, and redundancies of MOE units' ICT activities, responsibilities, and deliverables, a proposal for organizational restructuring was developed and submitted to the Policy and Strategic Planning Unit (PSPU) of MOE for action. The proposal contains recommendations for the design of the detailed hierarchy, responsibilities, and reallocation of human resources for the MOE's Integrated Information Technology Sector (ERP, 2008b, pp. 31-32).

In addition, during the second quarter of 2008, ERP staff extended and deepened their support of the MOE in relation to CAPS, MAP, and SCOPE (ERP, 2008b):

- *Critical Thinking and Problem Solving (CAPS) test*: A total of 56 NCEEE data collectors visited 265 schools in the seven governorates to conduct the CAPS test in a selected sample of classrooms during the April 2008. About 16,500 students from Grades 4 and 8 completed the test booklets in Arabic, mathematics, and science. In addition, all students completed Background Questionnaires, as did teachers who teach these subjects to the students, the school principal, and two management staff members from each school. (p. 32)
- *CAPS Scoring:* Also, during April twelve NCEEE content specialists developed a CAPS test scoring manual (for grades 4 and 8 in math, science and Arabic), which was then used by 50 MOE supervisors to score the CAPS 2008 test results. (p. 32)
- *CAPS Data Analysis*: During June NCEEE technical specialists worked in groups in routine scaling and equating analysis of CAPS 2008 data. ERP staff and consultants in using various statistical techniques (e.g., regressions, ANOVA/ANCOVA, HLM) to analyze the data and produce preliminary findings. (ERP, 2008b, p. 33)
- *Management Assessment Protocol (MAP)*: Using the MAP tool, a team representing the MOE Monitoring Department for the General Education Sector and Monitoring Departments in the seven ERP focal governorates collected data from 612 schools representing ERP, NSP and comparison group schools. ERP staff also worked with partners to enter and clean the data in preparation for data analysis and report writing.
- *MAP-Related Data Analysis Training*: ERP staff and consultants also organized a six-day data analysis training on data analysis (using Excel and the Statistical Package for Social Sciences/SPSS), which took place at the Computer Lab of the Arab Academy for Science and Technology in Alexandria and involved by 40 participants representing the Central Monitoring Department as well as the Monitoring Departments from ERP focal governorates (ERP, 2008b, p. 33).

- *Standards-based Classroom Observation Protocol for Egypt (SCOPE)*: Efforts focused on entry and cleaning of data on 1160 teachers recently collected by specially trained supervisors using the SCOPE (ERP, 2008b, p. 33).

**Local (Muddiriya and Idara) Level**

One of activities ERP staff initiated during July-September 2004 was a Social Marketing Research project designed to assess parents' satisfaction with the education their children are receiving as well as to raise parents' awareness concerning the National Standards and other educational issues. In addition to informing the work of various ERP divisions, this project could provide MOE partners with vital information for planning actions and allocating scarce resources and to lead to more active involvement of the community with education in the focal governorates (AED et al., 2004d, p. 48). After consultation with USAID, the questionnaire was finalized and piloted in Fayoum, and data collection commenced in all focal governorates in March 2005 (ERP, 2005a, p. 33).

During July-September 2005, ERP staff met with MOE personnel to initiate discussions toward analyzing the management information and data systems existing within different MOE entities (including the national Information & Computer Department, the Central Directorate of In-Service Training, and Fayoum's Education Reform Department). Through several meetings ERP staff made a preliminary assessment of strengths and gaps as well as explored for cooperation and support (ERP, 2004d, p. 46) Based on these initial meetings, ERP staff in collaboration with a local consultant designed and implemented a study to investigate more extensively the MOE's Monitoring, Evaluation, and Education Management Information Systems at both the central and local levels. To launch this study, a focus group meeting was held on 22 February 2005, attended by focal governorate MOE undersecretaries and focal idarra directors. Subsequently, data collection methods included: focus group discussions, individual interviews, direct observation, and gathering relevant documents and data collection tools. The findings showed that many departments are working in the area of M&E and EMIS at the muddiriya and idara levels (e.g., the Education Reform Department, Monitoring Department, Information, Statistics & Computer Department, Planning & Monitoring Department, Technology Development Center, Subject Supervisors Office, and Administration & Finance Department). However, considerable variations across governorates were noted in the nature of facilities, the level of inter-unit collaboration/coordination, and the degree of duplication of effort (ERP, 2005a, pp. 27-28). The study was completed by the end of June 2005 (ERP, 2005b, p. 26).

The following items were listed as part of ERP's year 2 annual work plan:

| **2** | ***Support the development of standards-based M&E accountability systems at local and national levels*** |
|---|---|
| **2.1** | Assess the *needs of* identified[186] M&E boundary *partners* at local and national levels |
| **2.2** | Investigate possible partners for future cooperation in monitoring, evaluation and data management activities |
| **2.3** | Develop an M&E *capacity-building strategy for MOE* identified partners |

[186] Identified in Year one: *A Survey of MOE Organizations Concerned with Monitoring & Evaluation and Information Systems*, April 2005

| | |
|---|---|
| **2.4** | Raise awareness on the importance of using *School Report Cards* at various levels. These include school, idarra and muddiriya levels, as well as the national level. |
| **2.6** | Support strategy development regarding the implementation of the School Report Card mechanism in selected governorates |
| **2.7** | Develop *capacity-building strategies in standards-based M&E* for MOE partners at local and national levels |
| **2.8** | Initiate *capacity-building* for the GEAC, STW committees, local governorate school-based teams, and school governance committees. These initiatives will support the use of the School Report Card model in conducting evaluations. |
| **2.9** | Initiate capacity-building activities in select community and parent groups and at the muddiriya and idarra levels.<br>These initiatives will facilitate the use of School Report Cards in conducting evaluations. |

(ERP, 2005e, pp. 63-65)

During July-September 2005, ERP contracted with a local consultant to develop computer software for creating a management information system related to community participation in education. The database would contain information about community education committees and community development associations. The initial step taken during this quarter was meeting with staff and partners in Aswan, Bani Suef, and Minia (ERP, 2005c, p. 66).

During October-December 2005, ERP staff promoted local educational reform planning efforts being initiated by governorate officials, muddiriya personnel, and other community members in Alexandria and Fayoum. In Fayoum, ERP staff – in collaboration with staff of the New Schools Program – introduced a child rights-based approach to planning (ERP, 2005d, p. 6).

During January-March 2006, ERP staff supported reform departments in give governorates to prepare baseline information for long-range (strategic) education planning, which will be based on an assessment of existing conditions, constraints, and priority issues (ERP, 2006a, p. 4). For example, in Minia, the strategic planning approach was introduced to NGOs and BOTs throughout the governorate during a special orientation session involving 39 persons held in Abu Qerkas, where the program was initiated with ERP staff support. And, Bani Suef initiated discussion about the concept of a reform idara concept and visited Minia to learn how theirs was structured. Also, in Fayoum, ERP staff facilitated a 7-day orientation workshop for 62 staff focused on the studies being conducted in relation to children's rights-based planning. Plans were made to supplement the mainly qualitative data collected so far with quantitative data collected from the six idaras. The orientation program for this effort was attended by 62 staff from all six idara (ERP, 2006a, pp. 6-7).

Also, during January-March 2006, ERP staff provided support to central MOE's General Department of Information, Statistics and Computer (GDISC) in implementing and installing a nationwide MOE EMIS. In addition, in February 2006, ERP staff met with key personnel from GDISC to develop a strategy for refine the EMIS to better meets the needs of school decision-making. Although the initial plan was to pilot test the adapted system in ERP's focal idara (El Marg), the Cairo Undersecretary decided to implement it simultaneously in all idaras in the governorate. Then, in March 2006, the MOE in collaboration with ERP held an orientation

session on the new web-based version of the EMIS. This event was attended by 110 individuals, including representatives of all Cairo idaras and the schools in El Marg. Following this orientation, ERP staff supported CDIST quality control staff as they conducted 5-day, Hands-on EMIS Computer Training programs for three groups, representing all El Marg schools. As a result, trainees were able to use the computer and the internet to access GDISC EMIS; enter school/student/teacher and school staff data into the EMIS; manage school time table; and generate student and teacher queries, reports, and statistics (ERP, 2006a, p. 17).

In addition, during the first quarter of 2006, ERP staff assisted Fayoum Muddiriya technical staff in organizing a 5+3-day training program about EMIS for sixty-three individuals The workshop sessions, which took place at a World Bank/European Union-funded Secondary School Computer Lab in Fayoum, stressed the importance of EMIS in school management and trained participants in entering data and generating reports on school resources and facilities, student and teacher demographics, student achievement, and class schedules. During the next quarter the 63 trainees will enter their individual school data onto the system, while muddiriya M&E specialists as well as ERP staff will provide feedback and follow-up (ERP, 2006a, p. 17). The ERP quarterly report adds that "the model used in Fayoum will be integrated in the new MOE EMIS web-based system – see discussion above (ERP, 2006a, p. 16).

Building on the January-March 2006 efforts to initiate strategic planning at the governorate level (see above), ERP staff during April-June 2006 continued to support MOE muddiriya staff in developing their strategic plans. Specifically, in Fayoum and Minia, ERP staff collaborated in conducting training programs to diffuse skills in conducting financial analyses of current conditions. In Minia, they developed a finance database and shared this with the other governorates and relevant central MOE personnel. Bani-Suef, Qena, Cairo and Aswan were in the process of gearing up to engage in strategic planning, while Alexandria temporarily put their strategic planning efforts on hold to focus their energy on developing their school self-assessment, improvement, accreditation initiative (ERP, p. 4). The ERP quarterly report for April-June 2005, eight reform idarras were created in Bani Suef, 12 in Qena, 30 in Cairo, and seven in Alexandria. Moreover, after its Governor approved the use of the Analysis and Projection (ANPRO) model, Bani Suef initiated further data collection in relation to it strategic planning effort. Additionally, the Abu Korkas idara in Minia completed its strategic planning situation analysis for all educational stages and the Directorate initiated the expansion of the process into two other idaras in Minia. All idaras in Fayoum completed their situation analyses, data gathering, and objectives setting for their strategic plan. Most notably, the Governor of Cairo agreed to engage with the ERP Strategic Planning process for the period 2007-2011, with discussions begun among broad range of NGOs, other governorate departments, local popular council members, and university faculty regarding the strategic vision and the strategic plan objectives (ERP, 2006b, p. 7).

In May 2006, ERP initiated work on analyzing the national and by-governorate education expenditure patterns in Egypt in order to: (1) generate a fiscal profile of education budgets of governorates and the central MOE; (2) assess equity of educational expenditures across governorates; and (3) introduce a Public Expenditure Tracking approach that traces and documents the flow of funds from the Ministry of Finance to local education service providers. The purpose of this analysis is to inform governorates regarding how the might use their limited financial resources more efficiently (ERP, 2006b, p. 5).

Furthermore, during April-June 2006, ERP staff organized a five-day (followed by a three-day) workshop, involving 63 MOE personnel from Fayoum, focused on the Muddiriya's EMIS. Based on their knowledge and skills acquired during these workshops, Fayoum MOE staff entered school-based teacher and student data into the system, with supervision and guidance from Fayoum Muddiriya technical personnel and ERP/M&E staff (ERP, 2006b, p. 15). During the April 2005 conference on the Electronic School Model (see below), participants discussed accomplishments and challenges in implementing the EMIS model within Fayoum. And in June,

teams of MOE and ERP staff conducted several meetings and school site visits to assess the feasibility of the EMIS in Fayoum (ERP, 2006b, p. 15).

ERP's Bridge Work Plan, submitted in July 2006 to cover the three month period (July-September), lists the following tasks and subtasks for the M&E division:

| | |
|---|---|
| **2** | ***Support Fayoum School-Based EMIS*** |
| **2.2** | Evaluate Fayoum model |
| **2.4** | Make suggestions for rolling out this activity to other ERP governorates |
| **5** | ***Develop School Reports Cards (SRC) as a tool for disseminating school-based education data*** |
| **5.1** | Hold meeting with selected Educational Leaders in Fayoum and Bani Suef to discuss SRC |
| **5.2** | Work with a Muddiriya team from Fayoum and Bani Suef to develop reports cards |
| **6** | ***Support IS development and administration to enable effective information sharing and facilitate system-wide decision making*** |
| **6.1** | Conduct in-depth organizational assessment of selected partners' EMIS capability. The General Department for Information and Computer (GDISC) will serve as the preliminary primary strategic partner. Investigations into adding other partners are feasible |
| **6.2** | Develop a strategy and support plan covering database synchronization, technical assistance and training |
| **6.5** | Organization Assessment and Information Flow study |

(ERP, 2006e, pp. 25-26)

During July-September 2006, ERP staff aided Bani Suef governorate personnel in organizing a training program in the area of education statistics and analysis for the Muddiriya Information and Statistics Unit. And ERP staff facilitated a visit by Aswan's Muddiriya Information and Statistics Unit to focal schools in Fayoum, so that they could learn more about the school management system and how it is being used by school personnel (ERP, 2006c, p. 24). As Refaat (2007, pp. 1) explains:

> An efficient SMS would support the school to be an important locus of decision-making. The ERP SMS strategy is to develop a process model that can be utilized in the governorates all around Egypt. The model is predicated on the fact that we are not developing new SMS systems; rather we are building upon opportunities to enhance and strengthen an existing system from within the MOE. The model develops a strategy to approach the assessment of the needs in the present system to fix problems to allow the system to function more effectively. …
>
> ERP identified the two governorates [Fayoum and Aswan] as prepared for an intervention because they met three basic pre-conditions: 1) there was expressed (written) MOE support from the First Undersecretary; 2) MOE expressed a willingness to cost share [e.g., providing materials, training labs and trainers] … ; and 3) there was expressed MOE motivation. … Within the two initiatives, ERP facilitates the development of SMS Support Teams made-up of representatives from each idarra as well as technical staff from the Muddiriya Information Center. These teams have been formed under the

auspices of Muddiriya director and they have the leading role in developing, managing, and reporting on the SMS efforts at … muddiriya, idara, and school levels.

Also, during July-September 2006, ERP staff provided support to MOE personnel in Bani Suef, Fayoum, and Minia, as these governorates launched their strategic planning process, including beginning to implement the AN-PRO model, focusing on each stage of education within their respective idaras. Key governorate-level MOE personnel conducted situation analyses for each idara and set reform objectives based upon their findings. ERP staff supported similar strategic planning efforts of MOE personnel in Alexandria, Aswan, (El Marg) Cairo, and Qena (ERP, 2006c, p. 10).

Additionally, during July-September 2006 ERP headquarters and governorate staff – with the assistance of a team of Egyptian consultants – undertook a major assessment of its previous activities in preparation for developing its Year 3 Annual Work Plan. In addition to providing useful information for the project staff, this exercise may also be viewed as modeling (for MOE partners who participated in and observed the process) an approach to assessment for setting priorities.[187] In July 2006, ERP staff conducted in-house assessments of their project efforts. The evaluation addressed activity results in each governorate and nationally as well as identified staff perceptions of priorities for the third year of the project. Then, consultants facilitated partners meetings (centrally and in each focal governorate) to obtain their independent assessments and recommended priorities for future ERP work. ERP staff next discussed the reports from the consultant-led partner assessments and integrated these ideas with their own previous discussions, sometimes leading to changes in priorities. Once ERP staff had drafted its annual work plan, representatives of the central MOE, governorate and idara officials, and community members were invited to review and give feedback on the plan. The ERP Quarterly Report the notes that ERP staff made further revisions in the plan, based on this feedback, and turned in the revised to USAID/Egypt for review before final submission, projected to be the end of October 2006 (ERP, 2006c, pp. 9-10).

Building on the extensive work that was done to inform its Year 3 Annual Work Plan, ERP staff in Qena undertook a study to measure partner awareness and perceptions of ERP interventions at the governorate level.[188] The current year's findings obtained via questionnaires, focus groups and individual interviews (involving 350 participants) will serve as baseline against which future results can be monitored.[189] (ERP, 2006c, pp. 26-27). Presumably, this effort provided a more in depth model of conducting client/partner assessments of activities and services being delivered.

Finally, during July-September 2006, ERP staff worked with MOE personnel to plan and conduct a five-day workshop in Bani-Suef, at the request of the Undersecretary, to strengthen participants' capabilities in the areas of statistical analysis, content analysis, and writing of

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[187] According to ERP's Quarterly Report, "program partners were very impressed by ERP's thorough review of its activities. Partners were particularly pleased that the review was transparent and included their input and criticism. The review has therefore had a positive impact and has contributed to building the program's credibility with the various partners and stakeholders. It has also been a testament to the program's commitment to supporting Egypt's education reform agenda" (ERP, 2006c, pp. 9-10).

[188] The study was designed to reflect partner perceptions and recommendations on the following topics: a) awareness of ERP efforts in Qena; b) clarity of the ERP vision and mission to partners; c) relevance of ERP activities to partner needs; d) quality, efficiency and effectiveness of ERP interventions; e) Professionalism of ERP staff; f) responsiveness of ERP to partner needs; g) Communication with and among partners; h) coordination within ERP and with partners; i) involvement in planning for ERP activities; and j) monitoring and follow-up on ERP activities.

[189] The questionnaire and focus groups were meant to target muddiriya and idara educational leaders, school administrators, school supervisors, teachers, parents and members of boards of trustees, NGO's and community development associations (CDAs). Individual interviews conducted with the Dean of the Qena Faculty of Education, the MOE Undersecretary and Deputy, Civil society members and representatives, senior supervisors, and the idara director and deputy.

reports. The 30 participants, including muddiriya and idara MOE personnel, learned about sources and types of data, characteristics of each data type and the statistical analysis of each data type. They also discussed various methods of collecting data, sampling and sampling distributions and worked in teams to design a questionnaire, practice coding data, and present data in table and graph forms (ERP, 2006c, p. 29).[190]

During July-September, staff representing EQUIP1 and EQUIP2 components of ERP worked with consultants and consulted with a large number central and local partner organization representatives to assess progress to date and develop plans for the next year. When the initially submitted plan was not accepted by USAID/Egypt, staff from the two EQUIPs engaged in restructuring their annual work plans. The EQUIP2/ERP 2006-2007 Annual Work Plan, which was negotiated with USAID/Egypt, contains some continuing DGM division activities, such as strategic planning at the governorate level:

- DGM has been working as a catalyst in developing *strategic plans* in the ERP *governorates*. ... During the third year of the Program, DGM will focus on strengthening links between these sector plans and local development plans in the governorates. … The project will also build capacity of the education committees in the LPCs, and members of both councils in the seven governorates to enable implementation of the local reform plans. We will also assist governorates and the MOE to mutually harmonize their strategic plans for education reform. (EQUIP2/ERP, 2006, p. 8)

The EQUIP2/ERP 2006-2007 annual work plan also outlines the activities to be undertaken by the M&E division, focusing supporting "the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including: Supporting the installation and operation of an effective EMIS at the central, governorate (muddiriya), and school levels" (EQUIP2/ERP, 2006, p. 5).

During October-December 2006, ERP staff helped to build MOE capacity in the kindergarten, primary, preparatory, secondary, technical, one-classroom and special needs subsectors for developing strategic plans. In addition to MOE personnel at the governorate and idara levels, this involved the participation of other partners, including members of boards of trustees, NGOs, the General Authority for Educational Buildings. GEACs, and universities (ERP, 2006d, p. 15).[191] In particular, muddiriya-level reform unit staff played a pivotal role in the planning effort in the seven focal governorates (ERP, 2006d, p. 15). According to the ERP quarterly report, all governorates made exceptional progress in developing their own strategic reform and implementation plans. For instance, with technical assistance and support from ERP staff, Minia, and Bani Suef developed and finalized their draft education reform plans. In Cairo, a total of 312 participants were developing the Cairo Governorate implementation plan. In Qena, 50 individuals gathered in mid-December to discuss their implementation plan, and in Aswan, 46 participants held two three-day conferences – December 4-6 and December 18-20 – to follow up on the development of their education plan. And Alexandria officials developed the vision, mission and situation analysis using the SWOT (strengths, weaknesses, opportunities, and threats) methodology (ERP, 2006d, pp. 15-16).

[190] The ERP Quarterly Report indicates that "trainees demonstrated a substantial improvement in their knowledge and understanding of statistical analysis, content and text analysis, and report-writing skills. These improvements were measured by testing the trainees at the beginning and end of the workshop" (ERP, 2006c, p. 29).

[191] ERP staff in collaboration with MOE personnel working on strategic planning at both national and governorate levels help to maintain lines of communication between the two efforts, toward ensuring that the governorates' plans match with the plan being developed by the central PSPU/MOE (ERP, 2006d, p. 15).

During the January-March 2007 period ERP staff continued to assist partners in developing strategic plans for the focal governorates.[192] According to ERP's quarterly report, Fayoum and Minia both completed the development of their strategic plans for education, with 28 key personnel in Minia developing this governorate's financial plan (using the updated ANPRO model) at a workshop held on 25-26 March 2007. Also, the Beni-Suef Reform Idarra, with ERP staff assistance, conducted a series of workshops on 5-7, 22, 25, and 28 March 2007 to finalize the implementation plan and develop the monitoring and evaluation indicators for the muddiriya. At the conclusion of the series of workshops, the seventy participants from different education sectors discussed the plan with the Local Council Education Committee. During this quarter Cairo muddiriya personnel, with ERP staff assistance, engaged 325 participants representing all 29 idaras in six planning workshops to refine the governorate's strategic plan.[193] Also, in Aswan and Qena, ERP staff supported MOE personnel (with capacity building and technical assistance) in finalizing the situation analysis phase of their strategic planning efforts. The teams set goals and objectives for each educational stage in relation to access, quality, and systems and are in the process of applying the ANPRO model for scenario development and prioritizing actions (ERP, 2007a, pp. 15-16).

In March 2007, ERP staff organized two Management Assessment Protocol (MAP) data collector trainings for 135 participants, including muddiriya- and idara-level monitoring and evaluation unit staff from Alexandria, Aswan, Cairo, and Qena as well as selected members of the Central Administration for Inspection. The trainings were also attended by educational leaders in the target governorates and New Schools Program staff members. After the trainings were completed, the data collection process started immediately within the four target governorates. During the data collection process, each selected school was visited by two data collectors, one representative from the CAI and one from the local monitoring and evaluation department. Eventually, data will be collected from 884 schools in 14 governorates by 185 trained data collectors. The last iteration of the training will be in Fayoum for muddiriya- and idara-level monitoring and evaluation unit staff from Minia, Bani Suef, and Fayoum (ERP, 2007a, p. 25-26).

Based on its approach to help build a national EMIS by enhancing and strengthening existing national and local MOE systems, ERP staff during January-March 2007 began collaborating with the recently formed Aswan Muddiriya EMIS team. This team, consisting of eight members from muddiriya, idara, and school levels, was leading efforts to develop, manage, and report on Aswan EMIS efforts. During this quarter ERP staff visited Aswan to initiate discussions, to encourage and empower current efforts, and to observe a demonstration of one of the EMIS modules (for examination administration) already in use. Following these discussions, the Aswan Muddiriya Director issued a decree mandating the application of this module in 50 schools within the focal idara of Kom Ombo. To accomplish this goal, ERP staff and MOE personnel conducted a series of five three-day hands-on training courses for two representatives of each of these schools focused on using and administering the system.[194] In the past, the entire

[192] The main goals of the strategic plans of the seven focal governorates are: to increase access for education; achieve school-based reform through the empowerment of boards of trustees; build the capacity of the managerial, administrative, and technical staff; activate the role the school-based training and evaluation units; improve the performance of the quality assurance and accreditation support teams; enhance the quality of one classroom schools; and move toward merit-based (versus seniority-based) selection of school managers (ERP 2007a, p. 16).

[193] Participants included muddiriya officials (e.g., the vice governors, local popular council members, BOT coordinating committee members, and local NGO representatives.

[194] According to the ERP quarterly report, "the process of administering an exam includes assigning student seats for the examination, assigning students test identification numbers, developing the examiners

process was done manually and required the involvement of many school staff members. Mistakes were common, and there was no way to ensure that exams were administered fairly. The Aswan EMIS team noted that the application of this module is a "major leap" towards the building of an efficient powerful EMIS structure in Aswan (ERP, 2007a, pp. 27-28).

On 26 April 2007, ERP staff assisted MOE personnel in organizing a Conference on Strategic Planning. Participants from eight governorates – Assiyut, Aswan, Bani Suef, Fayoum, Menoufiya, Minia, Qena, Sohag, and Qena – numbered 250, including the governors of Assiut, Bani Suef, Minia, and Sohag; the MOE First Undersecretary on behalf of the Minister of Education; MOE undersecretaries and educational leaders; the President of Minia University; members of governorate education advisory committees (GEACs); members of the local popular councils (LPC); members of the national People's Assembly and Shura Council; and representatives of various NGOs, community development associations, boards of trustees (BOTs), and the electronic and print media. Various USAID staff members and the ERP staff also participated. The conference focused on: (1) the Ministry National Strategic Plan for Education, which included 12 reform programs organized into three main groups, and (2) a case study of the Minia strategic plan from 2007/2008 through 2011/2012, presented by Minia MOE Undersecretary and the Reform Idara team.[195] At the conference, the following recommendations were made: (1) conferences for governorates should be conducted quarterly to exchange experiences and lessons learned; (2) implementation of the plan should not be bound only to those persons involved in developing it; (3) priority must be given to providing necessary financial allocations to fund strategic plan implementation costs; (4) decentralization should be activated not only in the MOE but within other ministries, such as the MOF, which operates centrally and impacts initiatives in organization and administration; and (5) the role of NGOs and community development associations should be deepened to increase community participation via BOTs in support of school-based reform. (ERP, 2007b, p. 18).

By June 2007, four out of seven ERP governorates (Aswan, Bani Suef, Fayoum, and Minia) had finalized the strategic planning process and have a five-year plan for education. Two of the seven governorates (Cairo and Qena) are still working on their plans (with Cairo nearing the completion process). The Alexandria governorate is focusing on school improvement programs and is developing its plan under the umbrella of the MOE National Strategic Plan. All focal governorates' strategic plans have the following features in common: (1) addressing the national policy goals of access, quality, and systems; (2) matching with the MOE strategic approaches to school-based reform; (3) seeking continuing professional development; and (4) focusing on the preparation of schools for accreditation. In addition, the governorates have focused on somewhat different goals:[196]

- *Alexandria*: (1) improve of schools to ensure quality; (2) support quality education through community participation; and (3) link technical secondary schools with the labor market, especially industrial technical education.
- *Aswan*: (1) provide technical students with required skills for the labor market and (3) enable schools with information technologies and science laboratories to utilize them.

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code list, distributing the list to the examiners within the examination location, scoring and reporting the results of the exams, and issuing student certificates" (ERP, 2007a, p. 28).

[195] The Minia governorate's strategic plan was also given to participants on a CD that included strategic planning steps, contents of each educational sector, lessons learned, as well as next steps.

[196] Since Qena's plan was still under development at this point, the ERP quarterly report does not list any distinct goals for this governorate.

- *Bani Suef*: (1) implement the Public Service Excellence Program; (2) decrease drop-out rate in basic education; (3) develop a specific reform program for adult education; and (4) establish an integrated, decentralized monitoring and evaluation system.[197]
- *Cairo*: (1) decrease classroom density from 51 to 40 students and drop-out rate from 11 to 6 at the primary stage; (2) enhance the capacity of school training units in terms of identifying training needs for teachers in the preparatory sector; and (3) activate the standards developed for supervisors according to national standards at the secondary level.[198]
- *Fayoum*: (1) increase to 60% the rate of access to the schools that have kindergartens and (2) decrease the drop-out rate in community education program.
- *Minia*: (1) build the capacity of school quality assurance teams; (2) enhance the literacy level of students in basic education; (3) activate education acceleration in girls' community education programs; and (4) integrate special needs students with their normal peers.

During the strategic planning process, the seven governorates faced common challenges, such as: accessing required funds and resources to implement strategic plans; serving neglected and deprived areas; and providing support and advice to schools preparing for accreditation (ERP, 2007b, pp. 19-20).

In June 2007, the ERP technical and senior leadership staff[199] participated in a workshop attended by Dr. Hassan El Bilawi, Special Advisor to the Minister of Education to review the current status of the focal governorates' strategic plans; to discuss ways of integrating these plans within the policy framework of the National Strategic Plan; and to consider how the initiatives related to accreditation, the Teachers' Cadre, and the Teachers' Academy could be incorporated into the ongoing cycle of strategic plan implementation and monitoring in each governorate (ERP, 2007b, p. 21).

Also, during the April-June 2007 quarter, ERP staff and consultants – in coordination with MOE personnel – organized trainings for 190 MOE staff from the Central Agency of Inspection as well as local monitoring and evaluation departments to develop their capacity to collect data, using the Management Assessment Protocol (MAP).[200] In Aswan, Alexandria, and Fayoum, the participants attended training sessions where they learned to effectively use the MAP tools to assess schools' management and governance practices. At the completion of the trainings, data collectors visited schools during April in Alexandria, and Aswan, Bani Suef, Cairo, Fayoum, Minia, and Qena to evaluate schools on the institutional culture, community participation, professionalism of the staff, and the school's commitment to change and reform (ERP, 2007b, p. 29).[201] The sample for MAP data collection included all ERP schools in the seven target

[197] During April-June 2007, Fayoum MOE staff organized four workshops in coordination with the MOE Undersecretary to review funding requirements for the various the education stages and objectives. Thereafter, the governorate strategic plan was presented to Fayoum's Local Popular Council and distributed to GEAC members.

[198] During April 2007, meetings were held in 28 of the 29 idaras in the Cairo governorate to enhance the ownership and commitment feelings at the local level towards their own strategic plans. Persons attending such meetings included BOT members, students' parents, local NGO representativess, local popular council members, and educational officials. It is worth mentioning that all meetings were conducted using the idaras' local resources, without any ERP subsidy.

[199] Technical staff represented the ERP/EQUIP2 divisions: Decentralized Governance and Management, Monitoring and Evaluation, Professional and Organizational Development, and Social Marketing.

[200] As noted above, the Management Assessment Protocol is a standards-based tool for assessing school management and governance.

[201] In the future, MAP will be conducted solely by MOE local data collectors with technical assistance from the CAI. Importantly, the training has enabled Central Agency for Inspection staff to identify schools' needs and to offer practical assistance; thus, as part of their regular tasks, they can provide more substantive feedback (ERP, 2007b, p. 30).

governorates, all NSP schools in Minia, Bani Suef, and Fayoum, and comparison group schools. Each of the sample schools was visited by a team of two members - CAI staff and local M&E staff - for the purpose of data collection. Immediately after data collection was done, data entry and cleaning was started by CAI staff in preparation for data analysis. Then during May 2007, ERP staff helped organize a 5-day training program on statistical analysis and the use of the Statistical Package for Social Sciences (SPSS). The training was attended by 30 MOE participants, representing CAI as well as local monitoring system staff at muddiriya and idara levels. It is expected that the analysis of MAP data will be completed by the end of August (ERP, 2007b, p. 30).

During April-June 2007, ERP staff continued their assistance to governorate-level efforts to build Education Management Information Systems. For instance, in Aswan, ERP staff helped design a capacity building plan to enhance and promote the skills of the Aswan EMIS team. Specifically, the plan was designed to empower and enable the team members to develop Aswan EMIS and school management systems that will provide reports that can inform the allocation of scarce educational resources in the governorate. The capacity building plan will be realized through a four-month training course, conducted by a third party company that provides world-wide certified Microsoft trainings in concert with ERP staff. The course will include training in the areas of Programming with Microsoft.NET; Developing Microsoft .NET Applications for Windows; the Core Windows Forms Technologies with Microsoft Visual Studio 2005; Advanced Windows Forms Technologies with Microsoft Visual Studio 2005; Core Web Application Technologies with Microsoft Visual Studio 2005; Advanced Web Application Technologies with Microsoft Visual Studio 2005; Core Data Access with Microsoft Visual Studio 2005; Advanced Data Access with Microsoft Visual Studio 2005; Crystal Reports, levels 1 and 2; and MS Access 2003 Database Programming (ERP, 2007b, pp. 33-34). And during May 2007, ERP staff worked closely with the Minia EMIS team, which included twelve members representing the Monitoring Unit, Information and Statistics Unit, and the Reform Idara to revise the databases of the Minia Muddiriya and the Abo Karkass Idara. This involved conducting a needs assessment of key personnel and developing a training plan based on their needs. The main modules to be addressed in the training are (1) Introduction to Information System and Database, (2) Advanced Access, and (3) Visual Basic (ERP, 2007b, p. 34).

Furthermore, during April-June 2007, ERP staff organized three meetings with MOE stakeholders in Minia to initiate a new muddiriya unit called the "Young Programmer Unit." Such unit was not yet established in the governorate but was part of the MOE structure. The MOE/ERP team discussed the logistics of establishing the unit and the role it should play in the future. The team developed a clear mission, vision, objectives, and description of the unit and an implementation plan for the needs assessment study and the capacity building efforts (ERP, 2007b, p. 34).

Also, during April-June 2007, ERP staff conducted a one-day workshop for 40 participants to provide feedback to Fayoum and Bani Suef MOE staff, who developed the following research projects based on their involvement in the Content and Statistical Analysis Workshop in September 2006:

- Analyzing the secondary *Thanawya Amma* 2005-2006 results;
- Analyzing the current board of trustee involvement in the educational process;
- Analyzing the role of school-based training and evaluation units in the preparatory stage in Fayoum Idarra;
- Analyzing the shortage of teachers for preparatory schools in Bani Suef;[202]

[202] The participants discovered through their analysis that the teaching shortages in preparatory schools resulted from a poor distribution of teachers rather than a lack of teachers in the governorate. The Undersecretary decided to redistribute teachers at the governorate level to balance the needs of all the schools in the governorate (ERP, 2007b, p. 30).

- Analyzing the low level of reading and writing skills of primary school students in Bani Suef;
- Comparing the sixth grade (primary) school results for the 2004-2005 and 2005-2006 school years; and
- Analyzing the preparatory school results for the 2005-2006 school year.

At the end of the workshop, the seven groups presented the reports of their analyses using the content analysis, statistical analysis, and report writing skills. A committee consisting of the MOE Undersecretary and ERP staff selected the three best presentations (ERP, 2007b, pp. 29-30). As a follow-up and based on a request from the Bani Suef Undersecretary, ERP staff organized a 12-day training course on various topics related to the content analysis. The participants were divided into two groups: the first group consisted of 18 beginners and the second group consisted of 12 advanced participants. The Undersecretary attended the opening and the last session to support the participants. According to ERP's quarterly report, "as a result of this workshop, the participants can further analyze data that they have been collecting in the field and can better present the findings (using PowerPoint, for example)" (ERP, 2007b, pp. 34-35).

Also, during April-June 2007, ERP (DGM and M&E) staff helped organize a one-day workshop focused on incorporating the monitoring & evaluation objectives in the Bani-Suef Strategic Plan. The Bani Suef Undersecretary and 35 muddiriya staff and ERP staff attended the workshop and discussed how monitoring and evaluation objectives fit within each component of the Plan (ERP, 2007b, pp. 35).

In May 2007, ERP staff helped organize a workshop in Fayoum for 35 participants, who represented the M&E staff at the muddiriya and idara levels. The primary objective was to develop a standards-based monitoring tool that the muddiriya M&E staff could use to follow their day-to-day working duties. The workshop provided a good opportunity for participants to discuss experiences and develop a draft of a standards-based tool for their work at the school level for each idara. They discussed, amended, and augmented the drafts for a final standards-based tool to be used at the muddiriya level and developed a User's Guide inclusive of rubrics, a rating scale and other criteria (ERP, 2007b, p. 36).

By the end of September 2007, six of the focal governorates had finalized and updated their five-year strategic plans, while Alexandria Governorate is focusing on school improvement programs and developing its plan under the umbrella of the MOE National Strategic plan. Additional updating work will be done when the latest ANPRO software is received via the central PSPU. Most governorates have also conducted further workshops involving idara- and school-level MOE personnel to discuss integration between the governorate strategic plan and the MOE National Strategic Plan, and the need for local implementation plans (ERP, 2007c, p. 16).

Following the MOE National Consultative Forum on strategic planning held in July 2007, ERP staff accompanied and supported the intensive social Marketing campaign of visits to each of the other 20 non-focal governorates. This campaign aimed to present an information kit of materials developed to disseminate awareness of the MOE National Strategic Plan in all muddiriyas, idaras, and schools. It was determined that more than half of the 20 governorates were either attempting strategic planning and/or were actively seeking direct advice and support. Consequently, ERP staff arranged subsequent visits to outline the steps in participative strategic planning and to share experience and lessons learned in the seven focal governorates with the other 20 governorates. In this context ERP staff are assisting the central- and governorate-level Policy and Strategic Planning Units by preparing a strategic planning manual to include principles, procedures, and the participative process of strategic planning, plus lessons learned from experience in seven governorates. This manual will provide strategic planning guidelines under the MOE National Strategic Plan framework. It will enable all governorates to develop their own strategic plans with technical support from central MOE PSPU and ERP staff as well as experienced MOE staff from the seven focal governorates (ERP, 2007c, p. 17).

In addition, during July-September 2007, ERP staff helped convene a meeting of 35 idara directors and selected members of their staffs in the governorate of Minia to review the recently developed year 1 implementation plan in nine educational idaras. Participants finalized implementation plans for different educational sectors, emphasizing the concepts of the school-based reform and quality assurance. Each idara then reviewed its implementation plan in consultation with representatives from the educational sectors, parents, and board of trustee members, and submitted the revised plan to the MOE. Similarly, MOE personnel in Bani Suef governorate also finalized year 1 implementation plans in seven idaras with the active involvement of the Undersecretary and idara directors among 40 participants. One workshop issue discussed the proposal to establish an Education Reform Fund in each idara as a funding resource. Participants also received a CD of the MOE National Strategic Plan. And in Cairo, an Undersecretary Decree established a coordinating committee with responsibility for monitoring and evaluation in support of strategic plan implementation. In addition, a professional development plan was created as a separate section to the Cairo strategic plan. Consultations on strategic planning were held with the Local Popular Council Education Committee at a special meeting in August, which was also attended by the Undersecretary, senior muddiriya leaders, and 29 idara directors, to discuss and approve the Cairo strategic plan. Another workshop to review and finalize the Cairo strategic plan involved four representatives from the central PSPU. Additionally, in Fayoum, ERP staff helped organize a series of four workshops focused on finalizing the strategic plan and its implementation through a review of objectives in the different education stages and activities as well as reviewing the MOE annual budget and GAEB plans. And in Qena governorate, during July-September 2007, ERP staff helped organize three workshops to complete the strategic planning process and to finalize the strategic plan budget using the modified ANPRO Model (ERP, 2007c, p. 17).

During the same quarter, ERP staff worked with Aswan MOE personnel to begin implementing the capacity building plan that was developed previous quarter was implemented to enhance and promote the skills of the Aswan EMIS team. The training events were held in Aswan, in one of the MOE labs. A third-party company that provides worldwide certified Microsoft trainings offered the following courses to participants from the governorate: 1) Course 2559, “Programming with Microsoft.NET;” 2) Course 2565, “Developing Microsoft.NET Applications for Windows;” 3) Course 2546, “Core Windows Forms Technologies with Microsoft Visual Studio 2005;” 4) Course 2547, “Advanced Windows Forms Technologies with Microsoft Visual Studio 2005;” 5) Course 2543, “Core Web Application Technologies with Microsoft Visual Studio 2005;” 6) Course 2544, “Advanced Web Application Technologies with Microsoft Visual Studio 2005;” and 7) “MS Access 2003 Database Programming” (ERP, 2007c, pp. 25-26).

As a follow-up to the initiative begun in the past quarter, ERP staff met during July-September 2007 with MOE stakeholders to initiate a new unit in the Minia Muddiriya called the “Young Programmer Unit.” Representatives from the unit, programmers from the muddiriya, and the Director of the Information Systems Unit formed a committee to select ten trainees out of 30 applicants to be trained for capacity building in their field of interest (ERP, 2007c, p. 28).

Further, during 23-25 September ERP staff conducted a three-day workshop data analysis and report writing for 40 monitoring and evaluation personnel at the muddiriya and idara levels in Fayoum. The main objectives of the workshop were to train participants in questionnaire data coding and content analysis, (qualitative and quantitative) data analysis, and report writing. These skills will enable them to analyze the findings generated by their standards-based school monitoring tool and write effective reports that are useful to decision-makers. A standards-based school monitoring tool is designed to monitor school improvement efforts. According to the ERP quarterly report, “by the end of the workshop, the participants were able to analyze their standards-based school monitoring tool and write effective reports” (ERP, 2007c, p. 30).

On 22 July 2007, Aswan Muddiriya issued a decree establishing an M&E Coordination Committee. Soon thereafter, ERP/M&E governorate staff met with the Deputy Undersecretary and 11 members of this committee to discuss the roles and responsibilities of the committee and the M&E section of the National Strategic Plan. They also discussed the results of the needs assessment study that was conducted earlier this year and the recommendations for capacity building of monitoring and evaluation personnel (ERP, 2007c, p. 31). A Monitoring and Evaluation Coordination Committee was also established by decree in the Cairo governorate in July 2007 to help achieve the objectives of the National Strategic Plan (especially in the areas of learning outcomes, effective school, and financial and administrative performance) and to coordinate the work among the different M&E entities at the governorate and idara levels. During this quarter, the Committee had several meetings with the Undersecretary to discuss the roles and responsibilities of the committee and the support they expected from ERP. They also discussed the Cairo governorate's Strategic Plan and their roles in the implementation of the M&E and the Information and Communication Technology activities. The committee worked closely with the governorate's Policy and Strategic Planning Unit staff to discuss a) the programs of the National Strategic Plan and the role of M&E in light of the decentralization efforts; b) key concepts and principles of monitoring and evaluation and strategies, tools, and techniques to implement M&E activities; and c) the importance of management information systems in ensuring education quality in our schools (ERP, 2007c, p. 31).

Moreover, during July-September 2007, ERP staff continued working with the MOE partners in the analysis of data collected using the Management Assessment Protocol. The process was completed successfully in preparation for producing the final report. The MAP sample included all ERP schools, NSP schools, comparison schools, and NSP/ERP schools. The findings showed the same pattern which prevailed in the SCOPE study. Both ERP and NSP schools outperformed the comparison schools, while schools that were supported by both ERP and NSP performed the best among all schools involved in the study. The findings also indicated that school principals who participated in professional development activities in the past three years had better management systems in their schools (ERP, 2007c, p. 32).

In October EQUIP2/ERP submitted its annual work plan for 2007-2008. The Work Plan states that one of the five main tasks of the DGM division is to enhance enhancing strategic planning and implementation in seven governorates and extending to the other 20 governorates" (EQUIP2/ERP, 2007, p. 2).[203] In addition, the section of the Work Plan devoted to the activities of the DGM division states that "strategic planning will be implemented further in targeted governorates and idara and will also be extended to other governorates using participative methods to develop local capacity and to empower community-school partnerships. Ongoing activities include finalization of idara one-year implementation plans, review of restructuring needs and changes, and support for muddiriya and central MOE to monitor the implementation process. DGM will assist the Policy and Strategic Planning (PSPU) units at central and governorate levels by preparing a strategic planning manual to include principles, procedures, and the participative process of strategic planning, plus lessons learned from experience in seven governorates. This manual will provide strategic planning guidelines under the MOE National Strategic Plan framework. In collaboration with the central PSPU, DGM will facilitate assistance from seven governorates to the other 20 governorates; and an additional center will operate from an identified governorate in the Delta region. The strategic planning manual will enable 20 governorates to develop their own strategic plans with technical support by the PSPU and ERP and by utilizing experienced MOE staff from the seven governorates to strengthen local capacity" (EQUIP2/ERP, 2007, p. 2).

[203] The Work Plan mentions that as "DGM focuses more directly on sustainability, a guiding principle in the Year 4 plan is 'decentralization through mentoring and peer professional support'" (EQUIP2/ERP, 2007, p. 2).

EQUIP2/ERP's year 4 annual work plan also indicates that the M&E division "will support the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including: … a) supporting the installation and operation of an effective EMIS at the central, governorate (muddiriya), and an effective SMS at the school levels; b) supporting the generation of effective monitoring and evaluation tools, such as the school report card, at the local level, … [and] c) supporting the M&E Unit at the muddiriya-level in order that they are better prepared to provide support to the school-Based training and evaluation units (SBTEUs) in schools" (EQUIP2/ERP, 2007, pp. 6-7).

During October-December 2007, with support from ERP staff, "six of the targeted governorates further revised their five year strategic plans and engaged in the ongoing development of implementation planning at the idara level based on a one year cycle:

- *Alexandria* Governorate conducted 12 workshops to analyze the major programs in the MOE National Strategic Plans focusing on school improvement programs and is developing its plan under the umbrella of the MOE National Strategic plan. …
- In *Cairo* Governorate, a coordinating committee was established to monitor and evaluate the implementation of its strategic plan and a two-day workshop identified appropriate M&E tools to be used in year one. Two workshops attended by 97 participants completed the editing and refining of strategic plans for 21 idaras.
- [A] ... six-day workshop [was held] to update the *Fayoum* strategic plan by focusing on a review of implementation activities for education idaras. Needed support was specified and a submission was presented to the Governor.
- In *Bani Suef*, seven idaras completed annual implementation plans which identified priorities such as school construction, professional development, expansion in kindergarten access, and qualifying schools for accreditation.
- There were similar accomplishments in nine idaras in *Minia* …
- [A]dvice and support for strategic planning activities [was provided] in *Assiut* Governorate. …
- The strategic plan of *Qena* Governorate was … reviewed by several bodies, including the Governorate Education Advisory Committee (GEAC) and the Local Popular Council Education Committee (LPC-EC).
- A wide range of community members and MOE participants were involved in a series of workshops in *Aswan* Governorate that finalized the strategic plan and also identified monitoring and evaluation indicators. (ERP, 2007d, pp. 19-20)[204]

In addition, during this quarter, DGM/ERP staff "supported the Policy and Strategic Planning Units (PSPU) at central MOE and the governorate levels by completing a strategic planning manual to include principles, procedures, and the participative process of strategic planning, plus lessons learned from experience in seven governorates. This manual has two volumes, a "Facilitator's Guide" and a "Participants' Guide." Together, these volumes provide clear strategic planning principles under the MOE National Strategic Plan framework that derive from experience and lessons learned. The strategic planning manual will enable all governorates to develop their own strategic plans with technical support from PSPU, ERP, and the seven target governorates. The strategic planning manual was reviewed at a PSPU-ERP workshop held in December 2007 and has been finalized for printing and an official launch by the Minister. (ERP, 2007d, p. 20)

In line with the guiding principle of the DGM division of ERP, encouraging "mentoring and peer professional support," during October-December 2007, ERP staff provided the technical

[204] According to ERP's quarterly report, the "Aswan plan also added accreditation (education quality) and Public Service Excellence Program training as two additional objectives" (ERP, 2007d, p. 20).

advice in the seven governorates to establish Strategic Planning Advisory Teams, composed of five members, all of whom are experienced MOE staff with recognized knowledge and competence in strategic planning. Each of the seven governorate-level advisory teams will be supported by two central PSPU specialists, one with strategic planning expertise and the other with ANPRO model expertise. These teams, along with continued technical assistance from ERP staff, will enable the remaining 20 governorates to engage in participative strategic planning (ERP, 2007d, p. 20).

Between October and December 2007, with support from ERP staff, the members of the *Monitoring and Evaluation Coordination Committee in Cairo* "received an orientation on the concept of monitoring and evaluation and strategies, tools, and techniques to be able to better monitor the implementation of the Strategic Plan and evaluate the results. The committee members also discussed the importance of Management Information Systems (MIS) in ensuring education quality in our schools; … planned to submit an annual report about the education status in Cairo Governorate by the end of August 2008; … decided to conduct a study of the coordination between M&E bodies at the Cairo Governorate level and to design a tool to monitor the Strategic Plan implementation activities; planned to produce the School Report Card (SRC) for a sample of [29] schools at the governorate level. Committee members agreed to present a capacity-building plan in the area of Management Assessment Protocol implementation in Cairo to be discussed with the Undersecretary; created an SMS and EMIS in Cairo to update the infrastructure of the Information Center and arranged with an IT maintenance provider to train the MIS team" (ERP, 2007d, p. 31).

Also, ERP's October-December quarterly report states that an EMIS team has been formed in Aswan. The team consists of eight Aswan MOE members at the muddiriya, idara, and school levels. This team, functioning under the auspices of the Aswan Muddiriya Director, will have the leading role in developing, managing, and reporting on Aswan EMIS efforts at the MOE at the muddiriya, idara, and school levels.

During this quarter, the team finalized a capacity building plan that included a Microsoft Certified track for developers. The trainees were introduced to the most updated development technology of .NET (ERP, 2007d, p. 28).

During January-March 2008, the "remaining governorate of Alexandria … completed its strategic plan after a series of intensive workshops and considerable technical assistance." Moreover, ERP staff helped organize two cross-governorate workshops held during the quarter to move forward the process of participative decentralized strategic planning:

- The first workshop, held in Cairo from February 13 to 14, 2008, involved a review of each governorate strategic plan based on a prior expert evaluation by a lead consultant. The Minister of Education attended the final presentation of reviews and gave formal approval to the strategic plans of six governorates [Aswan, Bani Suef, Cairo, Fayoum, Minia, and Qena]. The Strategic Planning Manual was also formally received and endorsed (with minor editorial amendments) at this workshop. Decisions also were made about the roles and responsibilities of the Strategic Planning Advisory Teams from each governorate and an outline of an action plan to assist the other 20 governorates in decentralized participative strategic planning.
- The second workshop, conducted in Alexandria from February 20 to 21, 2008, involved the Strategic Planning Advisory Team from each governorate. … Accomplishments of this second workshop included identification of criteria and prerequisites for effective decentralized participative planning; orientation and introductory training on how to use the two-volume Strategic Planning Manual;[205] and development of a comprehensive and

[205] The quarterly report notes that after being reviewed by PSPU and ERP staff as well as participants in the two workshops held in February 2008, the Strategic Planning Manual is being printed for distribution to key stakeholders (ERP, 2008, p. 22).

flexible plan for scaling participative strategic planning across and down to 20 governorates based on agreed criteria and lessons learned. The next quarter will see this action carried forward as it includes PSPU designed plans for large scale training of some 500 governorate personnel who will engage participative strategic planning in their respective governorates. (ERP, 2008, p. 21)

In preparation for and follow-up to the 13-14 February workshop, muddiriya MOE personnel (with support from ERP staff) reviewed and updated their governorate-level strategic plans as well as contributing to refining the idara-level implementation plans. ERP's quarterly report observes that the "challenge … is to undertake substantive implementation at the idara-level plans. Informed estimates are that about one third of planned interventions are cost neutral and could be implemented or begun as a trial without major additional funding. ... In addition, there have been cross-governorate workshops and visits, such as the LPC-EC networking between Beni Suef and Alexandria" (ERP, 2008a, p. 22).

With regard to promoting the development and utilization of EMIS, the following activities were undertaken during January-March 2008 through collaboration between ERP and MOE staff:

- ERP conducted a six-day training workshop in Alexandria to analyze, apply, and evaluate the *Electronic School modules* wherein 26 trainees from Fayoum and Alexandria became fully aware of Human Resources, Students Affairs, Basic Data, Planning, and School Time Table Modules, which are described technically to all attendees to enable them to become e-school trainers in their governorates. During this workshop, all duties and responsibilities were defined for programming teams with the agreement of the Undersecretary and the linkages became clearer. (ERP, 2008a, p. 31)
- Over four days in this quarter, a total of 17 EMIS participants at the muddiriya and idara level attended training on *Access*, which is part of the EMIS plan for MOE capacity building. The trainer was a volunteer from the Bani Suef MOE who had previously received training and was willing to transfer his experience to his colleagues. The participants applied what they learned to develop a database for the muddiriya needs and used the students' results for grades 3, 6, and 9 as tests of the outputs of their system. (ERP, 2008a, p. 31)
- *Cairo* Muddiriya formed an *EMIS task force* that grew out of the M&E Coordination Committee. This task force designed an annual plan to establish EMIS in Cairo Muddiriya. The Undersecretary procured funds from the governor and equipped the Information Systems (IS) Unit to help EMIS team to establish a main effective database for Cairo. The team received training courses on software that are fundamental and easy to be used at the schools level (Access CORE – Advanced Access) and then completed the training courses with VBA Programming and System Analysis. The team [also] developed a database to be running at the muddiriya level with the support of the Undersecretary, who increased their salaries by 100 percent as a reward for their hard work. (ERP, 2008a, p. 32)

Furthermore, during January-March 2008, ERP staff in conjunction with MOE personnel conducted several workshops to design monitoring indicators for the governorate-level strategic plans and to prepare Performance Monitoring Plan for each one. Moreover, by the end of these workshops, the participants became more familiar with SMART indicators (ERP, 2008a, p. 32).

During April-June 2008 ERP staff helped train members of the Bani Sweif idara training unit to improve its system for monitoring and evaluation as well as managing information. This will help systematize the selection of SBTEU representatives and enhance report preparation. The idara-level training unit will also assist SBTEUs to develop a similar documentation system (ERP, 2008b, p. 12).

Also, during the second quarter of 2008, ERP staff and consultants continued to support governorate-level strategic plan development, implementation, and monitoring:

All seven ERP focal governorates completed their strategic plans and of annual implementation plans for each idara. Moreover, thee Minia, Bani Sweif, and
Fayoum muddiriyas conducted activities to monitor the implementation of individual idara plans within their respective governorates. Furthermore ten other governorates made progress in conducting SWOT analyses, specifying their vision and mission, selecting priority programs, and developing a programs matrix. ERP support included 1) printing of the "Strategic Planning Manual" in two volumes: a Facilitator's Guide and a
Participants' Guide; 2) helping build MOE's Strategic Planning Advisory Teams (SPAT) for each of the 27 governorates to assist planning and to guide implementation (with technical assistance from the MOE Quality Unit); 3) conducting a TOT training workshop in Cairo in May to build the capacity of SPAT members in decentralized participative strategic planning; and linking SPAT teams from the seven focal
governorates to support directly 10 (of total 20) additional governorates (ERP, 2008b, pp. 21-24).

The April-June 2008 quarterly report indicates that "the ERP EMIS strategy is to develop a process model that can be easily used nation wide. The model is predicated on the fact that M&E is not developing new EMIS systems, rather, it is building upon opportunities to enhance and strengthen an existing system from within the MOE.
To this end, and in a collaboration between ERP and Aswan Muddiriya, an EMIS team
has been formed under the auspices of the Aswan Muddiriya Director. The team
consists of eight Aswan MOE members at muddiriya, idarra, and school levels. This
team will have the leading role in developing, managing, and reporting on Aswan EMIS
efforts at the MOE at various levels. Ultimately the goal is that an EMIS system will provide useful reports important in allocating scarce governorate resources related to educational issues. Demonstrating the usefulness of the reports that the EMIS system can generate will encourage taking the time and effort to focus on problem solving necessary to develop an effective and efficient EMIS system" (ERP, 2008b, p. 33).

During this quarter ERP staff helped organize in Aswan an *EMIS Module1 Dissemination Training* related to developing muddiriya-level staff profile, which tracks, stores, and documents evaluation results for staff appraisals, supervisors' feedback, and scores achieved by an employee at the end of the year. The system will be storing information for 33,000 MOE employees in Aswan. The system will have a direct function for decision makers for staff promotions, travels, bonus, scholarship, and more. The three-day training was delivered by the EMIS team to 18 participants from Aswan's five idarras, and included five members from the muddiriya. The system is to be installed in its first phase at the muddiriya level, where all paperwork and authentication is actually done. In addition, the Aswan team developed their first module, which is Student Affairs. The function is to track student registration, absence, and monthly exam scores divided by subject, generate statistics on student enrolment per school, transfers, payments, and follow up on student medical insurance. The training by the EMIS team has been delivered to 94 school staff from 47 schools (representing ERP and selected accreditation schools) from the five idaras in Aswan. The three-day training has been delivered by four trainers from the Aswan team. A presentation of the system was given to the Aswan Undersecretary and idara managers on May 15, 2008 (ERP, 2008b, pp. 34-35).

Also, during April-June 2008 ERP staff supported a working group in Qena to produce an M&E Guidebook which helps the monitoring teams do their work in a professional manner. The working group consisted of 10 members from the Muddiriya M&E Department, two members from each of the 11 idaras at governorate level, and 10 members from the Reform Idara at the muddiriya level. A total of 42 persons attended three workshops to discuss and exchange of experiences among attendees about the Manual. As part of the feedback collection from the field, they visited a selected sample of schools and compiled their observations and recommendations in a draft version of the

Manual for discussion. The final version was released, printed, and disseminated to the monitoring teams and schools to guide them in their goals setting, logical framework, indicators, records, and other areas (ERP, 2008b, p. 37).

The second quarter of 2008 also witnessed ERP staff support for organizing several meetings to design monitoring and evaluation tools for the Cairo Governorate's Strategic Plan to ensure the effectiveness of the plan and also to enhance the principle of accountability. MOE muddiriya and idarra officials from Cairo Governorate received on-the-job training in data analysis. The participants were able to select the statistical analysis methods relevant to the nature of the identified aims and developed tools. Additionally, they were able to show the differences between the statistical analysis of quantitative data and the interpretation of qualitative data (positives and negatives).

All the trainees are considered a valuable human resource. This activity may be considered the first standardized evaluative work to be carried out for the new educational implementation plans and will ensure that the MOE is following the direction established during strategic planning (ERP, 2008b, p. 38).

**School Level**

As part of the above-discussed monitoring and evaluation as well as education management information system baseline study, focusing primarily on muddiriya-level and idara-level MOE units, ERP staff during January-March 2005 also visited some of the schools within the focal idaras to document the EMIS facilities and systems available at that level of the system (ERP, 2005a, p. 28).

In July 2005, ERP submitted its second annual work plan to USAID/Egypt. The M&E section of the Work Plan lists the following tasks and subtasks:

| | |
|---|---|
| **2** | ***Support the development of standards-based M&E accountability systems at local and national levels*** |
| **2.4** | Raise awareness on the importance of using *School Report Cards* at various levels. These include school, idara and muddiriya levels, as well as the national level. |
| **2.6** | Support strategy development regarding the implementation of the School Report Card mechanism in selected governorates. |
| **2.8** | Initiate *capacity-building* for the GEAC, STW committees, local governorate school-based teams, and school governance committees. These initiatives will support the use of the School Report Card model in conducting evaluations. |
| **2.9** | Initiate capacity-building activities in select community and parent groups and at the muddiriya and idara levels.<br>These initiatives will facilitate the use of School Report Cards in conducting evaluations. |
| **7** | ***Support IS development and administration to enable effective information sharing and facilitate system-wide decision making*** |
| **7.4** | Facilitate cooperation between governorate school-based teams and the General Department for Information and Computers (GDISC). |

(ERP, 2005e, pp. 63-66)

During October-December 2005, ERP staff worked with MOE muddirriya personnel to develop a *School Data Bank,* which was seen as "a starting point for … to develop[ing] school-based information systems that are specifically tailored to … the needs ... [of] school-based decision-making within the larger context of decentralizing the education system in Egypt." This stand-alone module is to be shared with school- and idara-level managers, to orient them to its uses and obtain feedback for revisions. ERP's quarterly report noted that "school data for the 2005-2006 school year have been collected in all 7 governorates and will be entered and processed" (ERP, 2005d, p. 14). During the same quarter, ERP staff were collaborating on a pilot initiative in Fayoum to introduce a version of the muddirya's EMIS for use at the school level. The pilot involves 50 schools, including all 40 schools in the focal family of schools plus 10 schools in other idaras. This quarter ERP and MOE staff oriented pilot school principals on how the system helps to manage data on school personnel, student characteristics, student attendance and performance, and school resources. In addition, data entry staff members from each school were nominated, and support teams, including technical staff from the Muddiriya and the General Authority for Educational Buildings, were formed and visited the schools to assess the needed infrastructure (software and hardware) to install the new system (ERP, 2005d, p. 15).

During April-June 2006, ERP staff collaborated with MOE personnel in organizing five-day, hands-on Education Management Information System (EMIS) Computer Training Program for three groups, including two representatives from each focal school in El Marg Idara in the Cairo governorate. The training program took place at the CDIST Computer Assisted Language Learning (CALL) Lab. After the training, the participants were able to use the computer and the internet to access the General Department of Information, Statistics, and Computers EMIS; enter School/ Student/ Teacher and School Staff data into the EMIS; manage school time tables; and generate student and teacher queries, reports, and statistics (ERP, 2006b, p. 14). Also, in April, ERP staff were involved in a conference on the Electronic School Model, attended by 147 people, including school principals, Electronic School representatives, and administrative and technical teams (ERP, 2006b, p. 15).

Furthermore, during April-June 2006, ERP/M&E staff started to raise awareness about the value of using School Report Cards at the school, idara, muddiriya and community levels. Initially, in June, ERP staff organized two awareness-raising sessions with undersecretaries and education leaders in Fayoum and Bani Suef. Attention was focused on how school report cards identify relative strengths and weaknesses of schools, serve as a tool for accountability for schools, and promote transparency not only between the school and idara but also among BOTs, parents, and students. Participants suggested the following items that the following items be included in the templates for school report cards: students' exam results, school building status, and school resources. The idea of establishing school report card teams at the muddiriya, idara, and school level as a means of enhancing sustainability (ERP, 2006b, p. 16).

ERP's Bridge Work Plan, submitted in July 2006 to cover the three month period (July-September), lists the following tasks and subtasks for the M&E division:

| | |
|---|---|
| **2** | ***Support Fayoum School-Based EMIS*** |
| **2.2** | Evaluate Fayoum model |
| **2.3** | Make recommendations that may have policy and other implications to MOE |
| **2.4** | Make suggestions for rolling out this activity to other ERP governorates |
| **4** | ***Activating the "Evaluation" component of the School-based Training and Evaluation Units*** |
| **4.1** | Existing Situation Analysis |

| | |
|---|---|
| **4.2** | Needs analysis for SBTEUs |
| **4.3** | Training Plan developed in coordination with partner MOE staff |
| **5** | ***Develop School Report Cards (SRC) as a tool for disseminating school-based education data*** |
| **5.1** | Hold meeting with selected Educational Leaders in Fayoum and Bani Suef to discuss SRC |
| **5.2** | Work with a muddiriya team from Fayoum and Bani Suef to develop reports cards |
| **5.3** | School Report Card Workshop for idara directors, school directors, school principals, deputies, BOT members, idara information & statistics director, school statistics person, NGO representatives |
| **6** | ***Support IS development and administration to enable effective information sharing and facilitate system-wide decision making*** |
| **6.1** | Conduct in-depth organizational assessment of selected partners' EMIS capability. The General Department for Information and Computer (GDISC) will serve as the preliminary primary strategic partner. Investigations into adding other partners are feasible |
| **6.2** | Develop a strategy and support plan covering database synchronization, technical assistance and training |
| **6.3** | Support piloting the GDISC EMIS administration. |
| **6.4** | Facilitate cooperation between governorate school-based teams and the GDISC |
| **6.5** | Organization Assessment and Information Flow study |

(ERP, 2006e, pp. 25-26)

During July-September 2006, ERP staff collaborated with MOE personnel to plan and conduct a training workshop for 142 school-based statistical unit staff focusing on issues related to information-based decision making and developing an interactive educational management information system (ERP, 2006c, p. 4). And during this quarter, ERP staff continued to support to the Fayoum Muddiriya in setting up and operating its School Management System Information System in ERP focal schools. The ERP Quarterly report indicates that school management teams and muddiriya staff meet with school principals every month to obtain the principals' feedback on the reports generated by the new system (ERP, 2006c, p. 25).

Also, during July-September 2006, ERP staff – in consultation with MOE partners – formulated a 4-step plan to activate the evaluation component of the school-based training and evaluation unit (SBTEU), starting with the governorates of Fayoum and Minia: situation analysis, visioning exercises, planning exercises, and implementation exercises. The team also a) developed an instrument and used it to collect data about the existing situation of SBTEU within the ERP focal schools as well as a comparison group of schools and b) gathered information about interventions by ERP and other donor-funded projects and NGOs to improve the performance of SBTEUs. Furthermore, ERP staff helped form M&E teams in the two governorates which would initially be responsible for collecting and analyzing information about the MOE laws related to SBTEUs and – after receiving training – conducting and analyzing data from focus group interviews (ERP, 2006c, p. 24).

During July 2006, ERP/M&E staff and consultants offered a 5-day workshop for idara directors, school directors and principals, and board of trustees members as well as idara and

school statistics staff in Bani Suef and Fayoum. The workshop was designed to help these 21 school leaders develop pilot school report cards, based on the experience in different countries but focused on matching such to Egyptian schools and culture. During the workshop participants, who were organized into governorate school report card teams, designed a model school report card for each governorate and developed an action plan for its implementation and dissemination, given the support from the governorate-level undersecretaries. Following the workshop, several meetings and focus groups took place in both governorates to collect feedback on the draft school report card. For example, in Fayoum, the Undersecretary, Director of the General Authority for Education Buildings, directors of Fayoum's idaras, 60 Fayoum principals, and the ERP/M&E Technical Advisor participated in a meeting and provided feedback on the strengths and weaknesses of the proposed school report card.[206] And in Bani Suef, the Undersecretary, 112 school principals, board of trustees representatives, and the ERP/M&E Technical Advisor met with the School Report Card team to discuss the content, target audience, and data collection form and to plan a piloting of the school report card in all of the 112 primary schools in the Ehnassia idara (ERP, 2006c, pp. 27-28). According to El Sadek (2006, p. 1), the generic school report card template developed through these various deliberations included:

- Data on students scores in main school subjects namely Arabic, English, Science, math and social studies in each grade with comparison of idara and muddiriya
- School Profile: school size and average class size in each grade
- Quality teachers, school principals, technical staff and administration staff in school
- School building/s and furniture condition
- Activities practiced by students in school
- Services rendered by school for students
- Educational facilities in school e.g. library, science labs. computer labs and playgrounds
- Distinguished school achievements
- Community participation in school management and evaluation.

The EQUIP2/ERP 2006-2007 annual work plan also outlines the activities to be undertaken by the M&E division, focusing supporting "the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including: Supporting the School-Based Training and Evaluation Units (SBTEUs)" (EQUIP2/ERP, 2006, p. 5).

During April-June 2007, ERP staff supported local MOE efforts to develop reporting mechanisms. For instance, in coordination with personnel from the governorates of Fayoum and Qena, ERP-initiated standards support teams developed a student report card for use in Minia. The initially developed student report card highlights student performance and basic skills, knowledge, and satisfaction with basic fourth grade subjects (ERP, 2007b, p. 15). In addition, ERP staff assisted MOE colleagues in Bani-Suef and Fayoum in finalizing, gaining muddiriya approval, and producing their school report cards. Local MOE partners identify the school report cards as a comprehensive tool that helps school leaders and parents determine where the school is in relation to other schools in the idara concerning rates of success, staffing, and facilities (ERP, 2007b, p. 29).[207]

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[206] The ERP Quarterly Report also notes that, in Fayoum 120 participants (principals and school management system representatives) met to discuss linkages between the school report cards and the school management system databases (ERP, 2006c, pp. 27-28).

[207] School report cards were developed through a collaborative effort of ERP staff and key MOE personnel at the muddiriya idara, and school levels in the two governorates. This process included starting dialogue with the

Also, during May 2007, ERP staff helped organize workshops in Bani Suef (50 participants), Minia (50 participants), and Qena (22 participants) to assess the needs of the SBTEUs and provide training to staff on accreditation and education quality. Participants included undersecretaries, heads of the Training and Monitoring Units at the idara level, and members from the SBTEUs. In Minia, there were also representatives from NSP, Effective Schools, and schools selected to participate in accreditation processes. Participants were oriented to their roles and responsibilities in the implementation of the future SBTEUs at the school level and to the concepts associated with school-based reform. According to the ERP quarterly report, at "the end of these workshops, the participants became familiar with the definitions and concepts of education quality based on National Standards and Accreditation" (ERP, 2007b, p. 35).

During 18-31 July 2007 ERP staff held a series of two-day awareness-raising workshops on the utilization of school report card (SRC) for BOT heads and school principals of 112 schools in Bani Suef and 45 schools in Fayoum. The final product was presented, and audience feedback was collected concerning the BOT and school governance use of the school report cards in improving school performance, the SRC design and content, and the distribution plan for SRC in the beginning of the academic year (September 2007). The attendees also discussed the mechanism for sustainability of the generation of SRC. Also, during the series of two-day workshops, presentations were given by the MOE's muddiriya-level school report card teams in Fayoum and Bani Suef muddiriyas. In addition, ERP staff presented the Effective School Standard Report, developed and refined previously by the Standards Support Teams, and discussed how BOTs can also use these tools to improve school performance (ERP, 2007c, p. 29). As Refaat (2007, p. 3) explains:

- Local level MOE partners identify the SRC as a comprehensive tool that helps school governance and parents determine where the school is in relation to other schools in the idara concerning statistics of rates of success, staffing, and facilities.
- In 2007, M&E/ERP staff started a SRC initiative in two governorates: Fayoum and Bani Suef. During the last year, SRC working teams were selected from muddiriya staff in both governorates. M&E provided technical on-the-job support to the SRC teams in both governorates in the areas of database design, card layout and design, and templates preparation for printing. This resulted in finalization of a data based-SRC, which includes school data of 2007 year for 112 schools in Bani Suef and 45 schools in Fayoum. The SRCs of the schools were then approved by the undersecretaries of both governorates and were printed (1000 copies for each school) and distributed to parents at the start of this academic year.
- The SRC includes data regarding student scores per class, per subject with a comparison of the idara and muddiriya levels. SRC also includes data regarding school teachers' qualifications and school resources, activities, and services.
- During the general meeting of BOT, held in the first month of the academic year, parents and BOT members received the card very positively and include its content in the discussion concerning tools for improving school performance.
- The SRC product comes as a result of a process model …, which would be replicated in other governorates, includes: starting dialogue with the education leaders, selecting SRC MOE working teams in both governorates, conducting implementation workshops for the two working teams, and providing on-the-job technical assistance in designing a database driven SRC template for each governorate. This was followed by a series of

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education leaders, formng a school report card MOE working team in each governorate, conducting implementation workshops for the two working teams, and providing on-the-job technical assistance in designing a database driven school report card template for each governorate.

awareness-raising workshops for BOT members and school principals for the best utilization of SRC for improving school performance.

During July-September 2007, ERP staff continued to support the SBTEU Reform Initiative, which began in June 2007, to assess the structure and performance of the SBTEUs in Aswan and Qena governorates. They targeted the SBTEU team in focal schools and a sample from non-focal schools. The study recommended having clear roles and responsibilities of the SBTEU to be able to better implement the relevant components of the governorate strategic plans. The study highlighted the skills required for SBTEU staff to best fulfill their expected roles and set the selection criteria and performance standards for the staff. It was also suggested that a GAP analysis be conducted of the SBTEU of the current and envisioned performance and that a reform strategy be drawn at the policy, systems, and school levels (ERP, 2007c, p. 30).

As part of its year 4 annual work plan, EQUIP2/ERP (2007, pp. 6-7) projected that the M&E division "will support the functionality of key M&E and IS entities at the central and governorate levels to successfully engage the MOE in the evaluation of reform efforts both at the school and systems levels. This will be achieved through examining potentials for systemic reform of existing entities as well as their capacity building, including: … a) supporting the installation and operation of an effective EMIS at the central, governorate (muddiriya), and an effective SMS at the school levels; b) supporting the generation of effective monitoring and evaluation tools, such as the school report card, at the local level, … [and] c) supporting the M&E Unit at the muddiriya-level in order that they are better prepared to provide support to the school-based training and evaluation units (SBTEUs) in schools" (EQUIP2/ERP, 2007, pp. 6-7).

During October-December 2007, ERP staff assisted MOE partners in the following efforts related to school improvement plans (SIPs):[208]

- In Bani Suef, a SIP training manual was completed. The manual presents the steps of school self assessment and school data analysis.
- In Qena, a SIP manual was also completed. Part one of the manual presents the steps of the school self assessment process, as well as the tools. This part of the manual helps schools to get an overall picture of school performance. Part two presents the planning process. This part of the manual helps the school develop the School Improvement Plan. (ERP, 2007d, p. 11)
- In addition, during this quarter, EQUIP1/ERP staff supported BOTs in their role in developing quality school improvement plans (SIPs). Orientation meetings were held for school leaders, standards support team members, and MOE representatives to present the new tools of school self-assessment and the new role of quality teams in designing the SIPs. ... SIPs were then submitted to the BOT for approval. ... Concurrently, EQUIP1/ERP staff conducted follow-up visits to BOTs in all of the family of schools to monitor the development of the SIPs to insure the quality of work. EQUIP1/ERP staff also reviewed the quality of the SIPs and provided feedback to schools and MOE idara-level personnel. (ERP, 2007d, p. 12)

During the first quarter of 2008, ERP staff undertook a more in depth and systematic evaluation of school improvement plans (SIPs) developed by BOT members and others from the families of schools. They used a checklist, which was recently developed by ERP staff in consultation with MOE and community partners, to compare the 2007-2008 and the 2006-2007 plans. The "School Improvement Plan Evaluation Checklist" (see below) enables one to examine the quality of the appearance of a SIP, processes used to arrive at the plan, and content of the plan (ERP, 2008a, pp. 9-10).

[208] For discussion of ERP support for school improvement planning during the 2004-2007 period, see chapter on Standards Implementation in the documentation study of Professional Development Reforms (Megahed and Ginsburg, 2008).

SCHOOL IMPROVEMENT PLAN EVALUATION CHECKLIST

*Section I: Cover Sheet Information*
*Section II: School Improvement Plan Components*

**2.1Vision**
1 States the school's beliefs
2 Emphasizes the improvement of student learning outcomes

**2.2 Belief Statement/Mission**
1 States what the school is trying to achieve
2 Reflects the vision

**2.3 Background Data on School**

**2.4 Needs Assessment**
1 School uses standard-based self-assessment tools
2 Needs assessment includes a variety of data sources (school records, student assessments, …)
3 Needs assessment involves a variety of stakeholders (parents, BOT, …)
4 Priority needs were identified based on the needs assessment

**2.5 Action Plan**
1 Plan includes Activities focusing on student learning outcomes
2 Plan includes Activities to support teacher practice
3 Plan includes activities consistent with priorities identified from School Self Assessment
4 Plan includes activities for professional growth needs of staff at all levels
5 Plan includes activities that mobilize community support to school
6 Plan addresses community needs identified in the self-assessment
7 Plan identifies resources needed for implementation
8 Plan includes activities that improve its learning environment
9 Plan objectives are SMART (Specific-Measurable-Attainable-Realistic-Time bound)
10 Plan identifies activities/steps for achieving the objectives
11 Plan lists persons responsible for implementation
12 Plan provides a timeline for implementation the actvities
13 Plan provides indicators for measuring the acheivement of its objectives
14 Plan includes a budget

*Section III: General Layout*
3.1 Numbering of pages
3.2 Clearly organized
3.3 Clear font

M&E/ERP (2007, pp. 7-9)

During the January-March 2008 quarter ERP staff also helped organize trainings to assist BOT members to play an effective role in support of school improvement planning. Moreover, with ERP staff support BOTs in the families of schools presented their finalized school

improvement plans (SIPs) to special sessions of the general assemblies of parents. Parents, a critical stakeholder in educational reform, were offered the opportunity to hear from the BOT the SIPs set forth and to offer suggestions as to how they might contribute to achieving the results identified. During the next general assembly, at the beginning of the school year, BOTs will present their accomplishments relative to their plans (ERP, 2008a, p. 9). Additionally, ERP staff developed and share with BOT representatives a SIP monitoring system. BOTs, through the formation of Monitoring Committees now have a systematic means for monitoring the progress of achieving the results of the SIP and holding the school accountable for its performance.

During this quarter, an ERP consultant conducted a study to document and evaluate the school management information system developed in Aswan and Fayoum as well as the school report card (SRC) pilots in Bani Suef and Fayoum. Data were collected from SMS and the SRC teams, school staff involved in the SMS & SRC activities, and the community, with special concentration on BOT leaders. ERP's quarterly report (ERP, 2008a) summarized the results of this study as follows:

- *ERP SMS Initiative*: This study showed an improvement in the skills of the SMS teams in many areas, such as data analysis, planning, training, problem-solving, presentation, and reporting skills. It also documented that the educational leaders became satisfied with the SMS activities provided and supported by ERP and appreciated the SMS team's efforts. It was reported that the schools successfully used the SMS programs installed in their schools. As a sign of sustainability and self capacity-building, ERP support encouraged most schools to train their staff members on the SMS programs supported by ERP. (p. 15)
- *ERP SRC Initiative*: The selected 164 schools applied the SRC system successfully. The study showed that the parents appreciated the SRC system for its validity and accuracy in giving a clear picture of school performance. The SRC encouraged parents and BOTs to support schools. SRC pleased school staff because it showed schools' and teachers' performance. SRC spread the spirit of competition among schools. The study also recommended new activities that support and expand the SMS and SRC activities in the three governorates, as well as the rest of the ERP governorates. (p. 16)

The report's executive summary describes ERP initiatives to support *school management systems* as including the following steps. "ERP started the support initiative by studying and analyzing the current SMS system in Fayoum and Aswan … in order to be able to establish a whole integrated data base in both governorates. ERP provided technical assistance for the two [governorate] teams including advanced SMS training. The two teams, supported by ERP provided training for school staff involved in school information activities. Undersecretaries supplied schools with the resources they needed. As a result of ERP support, Fayoum improved their SMS data bases and added to them. Now Fayoum has an integrated data base that covered all SMS areas. Aswan made an ambitious SMS plan which aimed at establishing and integrated data base for muddiriya, idaras and schools. Aswan started by installing the Exam Control Program to schools with ERP support" (Yehia, 2008, p. 6). The report's executive summary then lists the following results of ERP SMS Initiative:

- SMS teams improved their skills in many areas such as: data analysis, planning, training, problem solving, presentation and reporting skills;.
- educational leaders became satisfied with the SMS activities provided and supported by ERP and appreciated the SMS Teams efforts;
- schools used successfully the SMS programs installed in their schools;
- as a sign of sustainability and self capacity building, the SMS teams supported by ERP trained the SMS specialists in schools on using data bases and data entry;
- as a result of the different activities of ERP initiative, a process model could be identified for future cooperation and support in other governorates. (Yehia, 2008, p. 7)

With respect to ERP's initiative related to school report cards (SRC), the report describes the following stages of the process. "Educators in governorates stated their need to study the idea of SRC and the possibility of trying to apply it their schools. At their request, the ERP SRC Initiative started on June 2006 by studying the possibility and feasibility of applying SRC system in Egypt's schools. Accordingly, twenty one participants from both governorates were invited to study the SRC system and how it could be applied. In August 2006, the first SRC workshop during which the SRC teams could design the first SRC in Egypt. According to ERP Action Plan and in collaboration with MOE partners, it was decided to pilot the SRC system in 112 schools in Bani Suef and 52 schools in Fayoum. ERP supported the establishment of data bases ... [and] provided technical assistance in designing, printing and producing the number of SRC copies needed for schools. Supported by ERP, the two SRC teams applied the system in their governorates and monitored the distribution and utilization processes successfully. ERP supported the SRC teams by providing technical assistance concerning the utilization of SRC as a tool of improving schools performance. ERP helped to solve the challenges met during the distribution and utilization processes" (Yehia, 2008, pp. 7-8). The executive summary of the report also lists the following results of ERP's SRC Initiative:

- All selected 164 schools applied the SRC system successfully.
- Parents appreciated the SRC system for its validity and accuracy in giving a clear picture of school performance.
- ERP gave the chance for BOT members of the selected schools to discuss the SRC activity and give opinion concerning distribution, utilization and sustainability.
- SRC encouraged parents and BOT to support schools.
- SRC pleased schools staff as it shows schools and teachers performance.
- SRC spread the spirit of competition among schools. (Yehia, 2008, p. 8)

The ERP quarterly report for January-March 2008 states that the "ERP EMIS strategy is to develop a process model that can be utilized in the governorates all around Egypt. The model is predicated on the approach of not developing new EMIS systems but rather of building upon opportunities to enhance and strengthen an existing system from within the MOE. In that sense, in collaboration between ERP staff and Aswan Muddiriya personnel, an EMIS team has been formed. The team consists of eight Aswan MOE members at the muddiriya, idara, and school level. This team has been formed under the auspices of the Aswan Muddiriya Director. This team will have the leading role in developing, managing, and reporting on Aswan EMIS efforts at the MOE, muddiriya, idara, and school levels. During this quarter, the team worked on developing the SMS and EMIS modules, finalized the student affairs module for principal education, and conducted two meetings with representatives of the student affairs at the muddiriya and idara levels and some schools to discuss the modules and collect their feedback for improvement. The same process was applied for the EMIS module. (ERP, 2008a, pp. 30-31)

Additionally, ERP's quarterly report mentions that the M&E Coordinating Committee in Cairo decided to design the School Performance Report – Cairo Model after exchanging experience with Bani Suef, discussing SRC models of Qatar and other countries and discussing the lessons learned from the USA study tour. They planned to pilot the School Performance Annual Report in 29 schools from those which are nominated for the accreditation. The report will be based on the Domain of Accountability in the National Education Standards and will be produced and disseminated by the end of the academic year (ERP, 2008a, pp. 32-33).

During April-June 2008, ERP trained BOT M&E subcommittees in monitoring the implementation of the school improvement plans (SIPs). The training focused on: a) basic concepts of M&E, b) roles and responsibilities, c) monitoring the implementation of the SIP and developing an action plan, d) developing monthly monitoring reports (ERP, 2008b, p. 6).

Additionally, during April 2008, ERP conducted a three-day planning workshop regarding funding, production, distribution, expansion, and sustainability of the school report card. Forty-three MOE staff members representing the SRC teams from idaras and muddiriyas, undersecretaries, school directors, and BOT leaders from Bani Sweif and Fayoum. The objectives of the workshop were to review and analyze the two governorates' school report cards experiences; make a plan for SRC awareness-raising at the school and idara levels; prepare a time schedule for producing, distributing, and monitoring the SRC for the year 2007/2008; study ways of funding the SRC activity at the local/governorate level; and suggest a sustainability and extension plan for the SRC activity on the governorate and the national levels. The participants developed an awareness raising plan for SRC at the school and idara levels and a time table for SRC production, printing, and distribution for the next academic year. They recommended using the SRC in school governance and by the BOTs. They discussed ideas for SRC funding for sustainability on the local and national levels (ERP, 2008b, p. 35).

Also during the April-June 2008 quarter, ERP staff conducted a TOT training for 35 Electronic School representatives for Fayoum accreditation schools. By the end of the training, all attendees completed their school data base, HR, student affairs, timetable, and planning modules. In addition, they were able to finalize their own schools' web sites. As a result of the completion of the school database, E-School representatives were able to generate their school report cards (SRC) which will be designed, printed, distributed and funded locally at the school level. By completing the schools' data base and the data collection process, these schools became linked to the Fayoum Electronic Gate by the individual web site of each school which will be accessible by parents, students, teachers, and others concerned (ERP, 2008b, pp. 36-37).

Also during the second quarter of 2008 ERP staff developed a School Improvement Plan Evaluation (SIPE) Guidebook, which measures the quality of school plans. The SIPE is based on the Egyptian National Standards of Education. This effort aims at enabling schools to move in the direction of improving student achievement and accreditation. The SIPE Checklist has now been adopted officially by the MOE.

By June 2008, SIPs in ERP's families of schools were completed and the reports released. The overall results of the SIP assessment indicate that although more information is being included in the SIPs, there is room for improvements in the quality or completeness of the SIPs (ERP, 2008b, p. 38).

**Conclusion**

As detailed above, ERP sought to institutionalize data-informed (or evidence-based) decision-making at various levels of the system. Some of the efforts served as models of this approach to planning and making other decisions. For instance, ERP staff in April 2005 and an ERP-hired international consultant in July 2007 conducted assessments of the monitoring and evaluation as well as information systems to inform project – and, potentially, government – decisions regarding how to improve procedures for gathering, storing, and analyzing data.[209] Similarly, in the third quarter of 2007 ERP funded an organizational and impact assessment of one of the key institutions of the M&E and IS systems, the National Center for Examinations and Educational Evaluation. In another example, ERP staff and consultants during the summer of 2006 conducted extensive focus groups with various stakeholders as part of a process of developing the project's year 3 annual work plan.

Moreover, ERP activities provided technical assistance and training to key participants at various levels of the educational system to encourage use of data and other information in

[209] Additionally, as a follow-up to support for developing the Strategic Plan in the ICT component (see discussion below), during April-June 2008 ERP staff worked with an inter-ministerial committee to assess the ICT capacity at various levels of the MOE.

planning activities. At the *national* level ERP staff helped gather and analyze some of the relevant information that informed various components of the MOE National Strategic Plan (2007), including one component focused on monitoring and evaluation and one focused on information and computer technology (including information systems). ERP also was responsible for introducing – and providing training for using – the Analysis and Projection (ANPRO) model, which is designed to facilitate planners evidence-based decision-making.[210] At the *local (muddiriya and idara) level* ERP provided technical assistance (including on public expenditure tracking) to support governorate-level planning, initially in Alexandria and Fayoum in the fourth quarter of 2005, then with all seven focal governorates beginning in January 2006, and with the other 20 non-focal governorates beginning during April-June 2007. ERP support consisted of technical assistance and training (e.g., using the ANPRO model) toward using data to inform decisions in developing and implementing strategic plans and action/implementation plans, which involved muddiriya- as well as idara-level units and personnel (sometimes formally organized into strategic plan advisory teams). It also involved developing a Manual on Strategic Planning, including a Facilitators' Guide and a Participants' Guide, designed to guide idara- and muddiriya-level strategic planning efforts. At the *school level* ERP staff provided technical assistance and training for efforts by school and community members to conduct school self-assessment and school improvement planning. This activity was initially launched as part of the Standards Implementation component of the EQUIP1 Educational Quality division (see documentation study of Professional Development Reforms; Megahed and Ginsburg 2008) and subsequently became part of the accreditation focus on the EQUIP2 Professional and Organizational Development division of ERP. This activity also involved ERP staff conducting an evaluation of school improvement plans (in the first quarter of 2008) and designing a School Improvement Plan Evaluation Guidebook (in the second quarter of 2008).

For decisions at various levels of the system to be informed by data, of course, requires that data are collected, stored, analyzed, and shared with decision-makers. Thus, ERP provided technical assistance and training support at various levels of the system, first of all, in relation to data collection and storage. As noted above, this was addressed in part by assessments of the various organizational units (separate studies as well as in the context of strategic planning), but it also involved more direct interventions designed to build institutional and individual capacity. For example, at the *national level* – starting in 2006 – attention was given to refining and strengthening the EMIS, particularly working with the GDISC (e.g., training in ORACLE and other data management software). ERP staff also supported national level MOE in relation to improving the M&E system, particularly in relation to monitoring the implementation of the National Strategic Plan (e.g., helping to identify national indicators, assisting to create an M&E Portal). At the *local (muddiriya and idara) level* ERP support was also on EMIS,[211] initially in the governorates of Cairo and Fayoum and subsequently in Aswan, Minia, and Bani Sweif. In some cases (Fayoum and Aswan), the EMIS initiative included substantial *school-level* activities. Also relevant at the school level were ERP activities to activate the evaluation component of School-Based Training and Evaluation Units, especially in Aswan and Qena, and training of BOT M&E subcommittees in how to monitor school improvement plans.

With regard to analyzing and reporting data, ERP also provided technical assistance and training to personnel at various levels of the educational system. At the *national level*, one can point to workshops on analyzing data, including IRT and other item analysis strategies, organized for NCEEE staff in relation to CAPS; data analysis trainings for CAI (and post-CAI supervisors) supervisory system staff in relation to SCOPE and MAP; and various approaches to

[210] ERP also assisted in activities (meetings, conference, social marketing campaigns) to raise awareness about the National Strategic Plan as well as to align the governorate-level strategic plans with the national one.

[211] One should note as well ERP activities during April-June 2008: a) to help Qena in developing an M&E Guidebook and b) to assist Cairo in designing M&E tools.

statistical analysis for GDISC staff. At the *local (muddiriya and idara) level* ERP helped organize a capacity-building program in statistical analysis, content analysis, and report writing for key personnel in Bani Sweif and Fayoum. ERP also contributed to the training of "young programmers" in Minia. At the local level, but more specifically at the *school level*, perhaps ERP's most consistent and extensive contribution was in relation to supporting development and distribution of school report cards, initially in Bani Sweif and Fayoum and subsequently in Minia and Cairo (with the latter being called a school performance report).[212]

Thus, with respect to promoting data-informed educational decision-making in Egypt, ERP sought to contribute to developing an institutional and policy framework as well as developing institutional and individual capacity. The work involved a range of organizations and personnel at the different levels of the system, focusing on planning and other decision-making, data collection and storage, as well as data analysis and reporting. We will discuss in the next chapter stakeholders' perceptions of how much change has taken place in the system as well as how much addition systemic change is needed.

[212] A related effort, actively promoted during April-June 2008 though on the agenda of a conference organized in April-June 2006 involved training in "Electronic School" reporting.

## Chapter 9

### PRECEPTIONS OF CHANGE TOWARD USING DATA TO INFORM DECISION-MAKING

**Nagwa Megahed, Mark Ginsburg, Tarek Sheta, and Mostafa Mohamed**

This chapter summarizes the findings from focus groups conducted in May and June 2008 with principals, BOT community leaders, idarra-level M&E staff, and muddiriya-level M&E staff to include a total of 197 interviewees from the seven governorates, as follows:

| Tool | Group | *Governorates* | | | | | | | Total |
|---|---|---|---|---|---|---|---|---|---|
| | | Cairo | Alexandria | Fayoum | Beni Sweif | Minia | Aswan | Qena | |
| Educational Inform Decision Making | Muddiriya Undersecretary | 0 | 0 | 1 | 1 | 1 | 1 | 1 | **5** |
| | Principals: ERP Schools | 6 | 8 | 7 | 8 | 9 | 7 | 7 | **52** |
| | BoT Leaders | 4 | 8 | 6 | 8 | 8 | 5 | 8 | **47** |
| | Idara M&E ERP Idara | 7 | 8 | 6 | 8 | 8 | 8 | 7 | **52** |
| | Muddiriya M&E ERP Governorate | 0 | 5 | 6 | 6 | 9 | 7 | 8 | **41** |
| | Total | **17** | **29** | **26** | **31** | **35** | **28** | **31** | **197** |

Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional and individual capacity* at the central MOE, local (muddiriya- and idara-) level MOE, and school level with respect to implementing the data-informed decision-making. For each dimension participants marked one of the following stages:

43. *Maintenance of the Old System*
44. *Awareness*
45. *Exploration*
46. *Transition*
47. *Emergence of New Infrastructure*
48. *Predominance of New System*

Below we will discuss the perceptions of the different groups within and across governorates, first focusing on the dimension of policy framework and secondly on the three levels of institutional and individual capacity.

**Domain 1 - Policy Framework**

Table 1 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and policy framework dimension for data-informed decision-making. Note that overall respondents perceive the stage of this dimension of the reform to be approximately one-third of the way between the exploration and transition stages (3.3). However, there are some relatively minor differences across governorates, with average responses ranging from approaching the transition stage in Cairo (3.7) to being at the exploration stage in Fayoum (3.0).

We observe some variation as well among focus groups, with principals reporting that the institutional and policy framework for data-informed decision-making was approaching the transition phase (3.8), while muddiriya-level M&E staff viewed the current situation as just below the exploration stage (2.7). Some noteworthy variations of group responses across governorates include:

- *Principals*: in Aswan the average response was approximately half way between the transition and emergence of new infrastructure stages (4.6), while in Cairo the average response was below the exploration stage (2.8);
- *BOT Community Leaders*: in Bani Sweif the average response was approaching the emergence of new infrastructure stage (4.8), while in Aswan and Minia the average responses were approximately half way between the awareness and exploration stages (2.4);
- *Idara-Level M&E Staff*: in Cairo the average response was beyond the transition phase (4.3), while in Alexandria the average response was halfway between the awareness and exploration stages (2.5);
- *Muddiriya-Level M&E Staff*: in Minia the average response was at the transition stage (4.0), while in Fayoum the average response was only somewhat the maintenance of the old system stage (1.3).

**Table 1: Data-Informed Decision-Making: Policy Framework** WAVE 1

(Mean Values; Range=1-6)

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Principals | 4.1 | 4.6 | 4.0 | 2.8 | 4.1 | 3.4 | 3.6 | **3.8** |
| BOT Leaders-Community | 4.3 | 2.4 | 4.8 | 4.0 | 3.7 | 2.4 | 3.1 | **3.5** |
| Idara M&E Staff | 2.5 | 3.0 | 2.9 | 4.3 | 3.0 | 3.1 | 2.9 | **3.1** |
| Muddiriya M&E Staff | 3.0 | 2.7 | 2.2 | | 1.3 | 4.0 | 2.9 | **2.7** |
| **TOTAL** | **3.5** | **3.2** | **3.5** | **3.7** | **3.0** | **3.2** | **3.1** | **3.3** |

The first question asked about why each participant chose a certain stage of system change

Most of participants in all governorates stated that the issue of Using Data to Inform Educational Decision Making is very new to the education sector. They added that the data was always used for the purpose of keeping records not for decision making process. There has been "a lot of discrepancy between data at the central level and data available at local (idarra and muddiriaya) and school levels." The Ministry in the past "was using a manual system for handling data which was not effective or efficient at all especially when it comes to this amount of data about schools (40,000), millions of students, and last but not least thousands of teachers and administrative staff." Many participants added that "the ministry has recently started some actions towards establishing data management system." From their perspective, the main factor behind these actions is that "the current ministry leadership is more aware of the importance of establishing an adequate information systems and using network technologies." This factor has prioritized the use of data in decision making at the reform agenda. All participants agreed on that "all people at different ministry levels are aware now of the issue of data and its importance in

decision making process." They also stated that "the policy framework dimension is growing much faster than individual and institutional capacity dimension at different levels of ministry, local, and school."

**In Alexandria**, the groups participated in responding to this tool (principals, BOT members, M&E staff in idarras, and M&E staff in Muddiriya) differed in their evaluation of the level of system change in using data in decision making at the policy framework dimension. For example; BOT members in Alexandria were more positive about this issue. The majority of them chose the stage 5, *Emergence of New Infrastructure*. They stated that "the policy framework and ministry commitment towards establishing a system for using data in decision making has increased more and more over the past two years." They added that all points of this stage are almost implemented such as;

- The lessons learned from the pilot projects are recommended for adoption in other governorates, and efforts to implement EMIS nationwide are undertaken.
- National education indicators are developed.
- An integrated and user-friendly EMIS is beginning to take shape, with a clear division of responsibilities across levels, units, and personnel.
- Decision making at the national, muddiriya, idara, and school levels across the country is informed by data.

One of the participants commented that: "I chose stage 5 but I think that the second point of stage 6 is also implemented; referring to "A well-structured, coordinated, and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels."

The M&E group in idarras stated that "there is some movement in the area of using data in decision making and now many schools in Alexandria have computer systems and database management system of the students and staff. Also, many schools in Alexandria have their own websites." However, they added that "there are needs for a lot of development and building of staff capacities and creating a data management professional cadre." The Monitoring and evaluation group stated that the system still at a very beginning stage, the majority of them chose stage 2 (Awareness). They commented that "MOE personnel and community members at the national, muddiriya, idarra, and school levels are aware of the limitations of existing systems for collecting and managing data." They highlighted the points mentioned in the tool at describing the awareness stag - the MOE staff does not have clearly defined roles for collection, storage, and use of data, but are unsure how to address this problem. "I chose stage 2 because the people are aware now much more than before. You can find a computer now in almost all students' homes. This indicates that even at the ground level, people are more aware now of the importance of computer and what can computer do in their life." Another participant from M&E group stated that "I chose stage 2 but agree only on the last point of this stage "staff at all levels recognize that decision-making could be improved if they had access to a better organized EMIS with higher quality data, but they are not sure how to address these issues). I think the first two points still not implemented till now."

**In Aswan**, the vast majority of ERP school principals' choices range between stages 5 and 6 with an average of 4.6 (between the transition and emergence of infrastructure). They stated that "the system now is very well implemented." From their perspective, "this dimension (institutional and policy framework) has improved very much over the past period due to the extended training programs provided to MOE staff at all levels." "There are the

databases of staff and students and the expansion of building websites of the schools and some idarras. MOE website itself witnessed a lot of development over the past two years." "I chose stage 6 because almost all of the points in this stage are implemented such as; Existing of MIS (management information system) which is accessible at all levels of the ministry, muddiriaya, idarra and school. Also, MOE staff at different levels use available data and information in decision making process."

The majority of the principals who chose advanced stages (stage 5 and 6) stated that "the MOE units at all levels of the system have clearly defined, non-redundant responsibilities for collecting, entering, storing, and analyzing data; there is now a well-structured, coordinated, and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels." They further added that "there is a plan to develop national education indicators. An integrated and user-friendly EMIS (Education Management Information System) is beginning to take shape, with a clear division of responsibilities across levels, units, and personnel. This is toward a decision making process that is informed by data at the national, muddiriya, idara, and school levels across the country."

However, there were few principals who chose stage 2 (Awareness) stated that "the people are well informed and aware of the need for data management system for decision making but the MOE system lacks the professional cadre who are able to design and implement data management system." They added, "There is also a lack of data analysis skills."

The majority of BOT members in Aswan were in agreement with the few ERP school principals who chose stage 2 (Awarness). They believe that "the institutional and policy framework still underdeveloped and needs a lot of improvement and clear policies and regulations which can foster and encourage decision makers at all levels to use the data and then become more committed to establish and manage data systemically." One of participants stated that "MOE personnel and community members at all levels are aware of that staff do not have clearly defined roles for the collection, storage, and use of data, but are unsure how to address this problem. There are some schools that have databases and the government of Egypt is promoting for the e-government initiative but the roles and responsibilities of this issue still not clear. In many schools and MOE units the data management is informally carried out."

The monitoring and evaluation groups in Aswan choices were diverse. Some of them chose stage 3 and stated that "the MOE now has active SMS which is implemented and at the same time the MOE key officials starting a series of initiatives and activities to deploy data management in decision making." Other participants chose stage 1 and stated that most of the points in this stage are facts such as; there is considerable overlap and lack of coordination and sharing among MOE units at various levels responsible for collecting data and managing information, clear roles and responsibilities do not exist for staff and departments guiding the collection, storage, and use of data, and there is no integrated and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels.

On the other hand, the M&E members in Aswan who chose stage 5 and agreed on all points stated in this stage such as;

- National education indicators are developed.
- An integrated and user-friendly EMIS is beginning to take shape, with a clear division of responsibilities across levels, units, and personnel.
- Decision making at the national, muddiriya, idara, and school levels across the

country is informed by data.

- MOE begins discussing a comprehensive communications strategy for sharing data.

"I chose stage 5 because I know that all schools now and idarras have databases and communication network and I think that they use these facilities in planning and management as well as decision making." "I chose stage 5 because of the new facilities existing now such as conference rooms, computer labs, training programs and ICDL programs that provided to all teachers and MOE staff."

**In Beni Sweif**, the majority of ERP school principals, BOT members, and M&E in muddiriaya agreed that the system now is in relatively high stage of change (stage 4 and 5). ERP school principals who chose stage 4 (Transitioning) explained that “the using of data at school level is implemented and that all schools have databases for their students.” "I chose stage 4 because we have now database of students and we can monitor the student's records and attendance easily. We also use it in student and teacher evaluation". The majority of Monitoring and Evaluation group at muddiriya were on the same side where they chose stage 4 to describe the current system.
They stated that “ERP has established the information system team and provides them with training and technical assistance. They added that “the system now is in stage 4 because:
- Data is updated regularly
- E-Gov. activities are implemented now in all schools and MOE units around Egypt
- There is a remarkable transfer from paper-based data to computer-based data systems”

M&E in idarra were more conservative and chose very low level stages (stage 1 and 2) to describe the system. They were much less optimistic with the level of current system. They chose stage 1 and stage 2 utmost to describe the system. They stated that “the current system does not have a clear mechanism to work. There is a conflict between workers in data systems between MIS specialist and Statistical specialist for example. There are no clear roles and responsibilities." “I chose stage 1 because all its points are available such as there is considerable overlap and lack of coordination and sharing among MOE units at various levels responsible for collecting data and managing information, clear roles and responsibilities do not exist for staff and departments guiding the collection, storage, and use of data, no integrated and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels, and the MOE’s monitoring and evaluation system does not effectively meet the needs of decision-makers."

**In Cairo**, the groups participated were very close in their choices. The majority of ERP school principals chose stage 3 and stage 4. While the some participants in the M&E group chose stage 6 and stated that: “Stage 6 is a description of the current status of using data in decision making process. The first three point are implemented very well - MOE units at all levels of the system have clearly defined, non-redundant responsibilities for collecting, entering, storing, and analyzing data, a well-structured, coordinated, and user-friendly EMIS - these exist with relevant data accessible at the national, muddiriya, idara, and school levels. However, the last point - Members of all MOE departments use data to guide decision-making and Data and information are openly shared - would need some development where some sort of data are not available and not shared outside the ministry."

**In Fayoum**, ERP school principals agreed on that the system is at stage 4 because many points mentioned to describe this stage are implemented such as; Clear descriptions of roles and responsibilities are in place in the MOE and overlap among most positions is eliminated,

MOE begins developing national education indicators, and system incentives begin to encourage coordination, collaboration, and sharing across various units responsible for collecting data and managing information.

The BOT members agreed on the same stage (stage 4) and stated that we are now in the transitioning stage where the MOE is moving quickly from paper work to databases management systems. By asking why you did not choose stage 5, they stated that because of the two paragraph mentioned to describe this stage referring to:

- The lessons learned from the pilot projects are recommended for adoption in other governorates, and efforts to implement EMIS nationwide are undertaken.
- MOE begins discussing a comprehensive communications strategy for sharing data.

Monitoring and Evaluation group in idarra chose stages 1 or 2. They stated that the system is still underdeveloped and that there is considerable overlap and lack of coordination and sharing among MOE units at various levels responsible for collecting data and managing information. They added that there are no clear roles and responsibilities for staff and departments guiding the collection, storage, and use of data.

**In Minia**, the BOT members and M&E group in idarra agreed on that the system still at the beginning stage (stage 1 or 2) and needs a lot of improvement to be developed. "I chose stage 2 because all points of this stage are correct." These include, MOE personnel and community members at the national, muddiriya, idara, and school levels are aware of limitations of existing systems for collecting and managing data, but are unsure how to improve the situation, MOE personnel and community members at all levels are aware of that staff do not have clearly defined roles for collection, storage, and use of data, but are unsure how to address this problem, and Staff at all levels recognize that decision-making could be improved if they had access to a better organized EMIS with higher quality data, but they are not sure how to address these issues. "I chose stage 2 because I think that people do not recognize till now that there is any problem with data. There is no awareness of the issue and when we talk about it nobody listens." On contrary, the Monitoring and Evaluation group in muddiriaya chose stage 6 and stated that all points of this stage are implemented:

- MOE units at all levels of the system have clearly defined, non-redundant responsibilities for collecting, entering, storing, and analyzing data.
- A well-structured, coordinated, and user-friendly EMIS exists with relevant data accessible at the national, muddiriya, idara, and school levels.
- MOE's monitoring and evaluation system effectively reports against national indicators and meets the needs of decision-makers.
- Members of all MOE departments use data to guide decision-making. Data and information are openly shared.

Question number two asked about the causes behind the progress or the stability of change in the selected stages

There were some good explanations about reasons behind the progress of the system. For example, school principals in Aswan referred the advancement in this dimension to the training programs provided by the ministry and some international programs in Egypt. Also, the development of a new organizational structure, clear job description, and the incentive system to encourage data management staff helped them very much to do their job effectively.

On the other hand the other groups who chose less advanced stages stated that the main reason behind the stability of the system is back to the following issues:

- Most of school principals and idarra officials do not have a computer on their desks. They usually handle data manually and only to keep it as records not to use in decision making or planning.
- Lack of data management systems professional in MOE systems
- Lack of technical expertise in data collection, storing and analysis techniques.
- Lack of resources where such issue needs computers, software, networks, maintenance, training, etc.
- Lack of resources needed for system upgrading
- Old fashion computer and equipment
- Unavailability of equipment in all school sections and units

***The third question asked about the role of ERP in bringing about the change***

The contribution of ERP was much clearer in some governorates than the others. However, interviewees stated that ERP has contributed very much to the current development of the system. They provided a series of training to MOE staff. In addition, ERP supported obtaining a diploma on data management for school principal who completed its modules.

**Domain 2. a - Institutional and Individual Capacity of the Central MOE**

Table 2 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity of the central MOE related to data-informed decision-making. Note that overall respondents perceive this dimension of the reform to be between the exploration and transition stages (3.5). However, there are some differences across governorates, with average responses ranging from being approximately at the transition stage in Qena (4.1) to just above the exploration stage in Fayoum (3.1).

We observe some minor variation as well among focus groups, with principals reporting that the institutional and individual capacity of central MOE in relation to data-informed decision-making was just below the transition stage (3.8), while BOT community leaders viewed the current situation as just above the exploration stage (3.1). Some noteworthy variations of group responses across governorates include:

- *Principals*: in all other governorates (except Cairo) the average responses were at or above the transition stage (4.0 to 4.3), while in Cairo the average response was between the awareness and exploration stages (2.4),;
- *BOT Community Leaders*: in Qena the average response was just above the transition stage (4.1), while in Minia and Aswan the average responses were between the awareness and exploration stages (2.4 and 2.2, respectively);
- *Idara-Level M&E Staff*: in Aswan the average response was at the transition stage (4.0), while in Alexandria the average response was between the awareness and exploration stages (2.4);
- *Muddiriya-Level M&E Staff*: in Qena the average response was at the emergence of new infrastructure stage (4.2), while in Fayoum the average between the maintenance of the old system and awareness stages (1.4).

| **Table 2: Data-Informed Decision-Making: Institutional and Individual Capacity of the Central MOE** | | | | | | | | WAVE 1 |
|---|---|---|---|---|---|---|---|---|
| | | | | | (Mean Values; Range=1-6) | | | |
| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
| Principals | | 4.3 | 4.0 | 2.4 | 4.0 | 4.1 | 4.0 | **3.8** |
| BOT Leaders-Community | | 2.2 | | | 3.7 | 2.4 | 4.1 | **3.1** |
| Idara M&E Staff | 2.4 | 4.0 | 3.0 | | 3.2 | 3.5 | 3.4 | **3.2** |
| Mudiriya M&E Staff | | 2.7 | 3.3 | | 1.4 | 4.3 | 5.0 | **3.3** |
| **TOTAL** | | **3.3** | **3.4** | | **3.1** | **3.6** | **4.1** | **3.5** |

The first question asked about why each participant chose a certain stage in the modified Andersons' model of systemic change

Unsurprisingly, there was a noticeable unawareness of changes occurred at central level to many groups of participants in different governorates. For example, almost all participants of BOT members **in Alexandria** chose not to respond to this dimension, Institutional and Individual Capacity at central, muddiriya, and idarra level. They explained that they do not have direct involvement and interaction with ministry personnel at central, muddiriya, and idarra levels. Thus, their knowledge is limited, if any, about this issue. However, they responded to questions related to the school level. With regard to questions at the school level, most BOT members chose stage 3 (Exploring). They stated that many schools have already started building information systems and using the skills and knowledge they gained through the training programs. Most of participants of monitoring and evaluation group in Alexandria chose stage 2, Awareness. They stated that staff of MOE now is more aware of the importance of having skills in data management systems and information systems. This is reflected on the increasing number of teachers, administrators, supervisors, and others who are seeking training programs in information system and data management.

**In Aswan**, most of school principals agreed on that the system is experiencing very advanced stage (their responses ranged between stages 4, 5, and 6, with an average of 4.3). They pointed out certain aspects of these stages to highlight such as:

- A technological infrastructure exists at all levels of the MOE system and integrates data use among all units.
- Central MOE personnel demonstrate the capacity to collect, enter, store, analyze, and interpret data. The initial group of trained MOE personnel contributes to the training and provides assistance to their more recently trained counterparts.
- Central MOE units have necessary technology (i.e. hardware and software) to store and manage data and information.
- Key central MOE personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS.
- Overall, key central MOE personnel demonstrate the ability to design and implement formative evaluations of different aspects and levels of the educational system. They also demonstrate the ability to interpret data and to use the data to

inform strategic planning and other educational decision making.

Almost all BOT members and M&E in muddiriaya in Aswan on the other hand agreed on that this system is in stage 2 (Awareness). Few of them chose stage 3 (Exploring) because of the existing of programming Team and knowing of that the central MOE staff explore options for using EMIS and monitoring and evaluation data to inform planning and other decisions. "I chose stage 2 because all points of this stage are true and existing such as;

- Central MOE officials and staff are aware of the limitations of existing technology in central MOE units, but lack the knowledge and skills to make changes.
- The capacity deficits of central MOE personnel responsible for monitoring and evaluation (i.e., collecting, entering, storing, and analyzing data) are recognized, but no capacity development plan is in place.
- The knowledge/skill gaps of central MOE administrators in interpreting data to inform their decision making are acknowledged, but no capacity development plan is in place.

M&E group in idarra viewed the system to be at the fourth stage, transition. They stated that many MOE officials were trained on computer systems and data management and information systems over the past year. They added that the central MOE units acquire needed technology and trained on data gathering techniques and how the educational system is monitored and evaluated. They mentioned that some other points in stage 4 are implemented such as; Central MOE personnel, develop a plan for ensuring technology is integrated into MOE systems at all levels to support the use of data and information, Central MOE personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data, and an integrated EMIS, developed for the some schools, idarras, muddiriayas, and central units that participated in the pilot projects is developed and expanded to additional governorates.

BOT members group **in Beni Sweif**, similar to their counterpart in Alexandria, did not respond to this dimension and stated that they do not have access to the central level and therefore, they cannot tell or evaluate the status of the system at ministry level. Whereas, all school principals in Beni Suef chose stage 4. They stated that we pass now through experimental stage where the MOE has its own website and database management systems. The school now can manage their data directly from the MOE website where each school has a user name and password.

Many of Monitoring and Evaluation participants did not respond to this dimension because they do not have enough knowledge about the capacity at the Ministry central level. Some other participants stated that even though they do not have such experience with ministry level but from what they see on the ministry website they think that the system at the central level is in stage 3 now. From their perspective, this is because there are updating of the data on regular basis and the staff of information center at the ministry of education is being trained now on data management and other things.

**In Cairo**, school principals stated that the system is far beyond their expectations. They chose stage 1 and stage 2 to describe the system change at the ministry level. They added that they still do not feel the impact of the programs and initiatives of data management system at the central level. The data they look for from the ministry and local muddiriaya and idarra are not available and usually take them too long to provide them with any data. "I chose stage 1 because Central MOE units lack the necessary technology to store and manage data and information and key central MOE personnel have limited knowledge and skill for monitoring and evaluation (including collecting, entering, storing, and analyzing data)". On the other hand, many

BOT members agreed with school principals on that the system is at stage 4 now and there are many activities at ministry level to foster data usage in decision making. They stated that all points of stage 4 are implemented. These include for example, the development of an EMIS for some schools, idaras, muddiriyas, and central units, implementation and expansion of some pilot projects to additional governorates.

**In Fayoum**, all school principals chose stage 4 and explained that all points in this stage are implemented but they added that the infrastructure has not completed yet and needs a lot of efforts and work to have it effectively working. Most of M&E group in idarra in Fayoum chose stage 1 (Maintenance of Old System) and stated that all points of this stage are still valid where the vast majority of MOE staff do not have enough skills in information and computer systems. They added that "many officials just live with the current paper-based data system and many of them do not have computers on their offices to use it or rely on it in decision making."

**In Minia**, there was a remarkable variation in respondents' answers. The vast majority of BOT members chose stage 2, the M&E group in idarra chose stage 3 and 4 while M&E group in muddiriya chose different stages from stage 2 to stage 6. BOT members stated that the system at the ministry level is very underdeveloped however people at ministry and other MOE units are aware of the limitations of existing technology in central MOE units, but lack the knowledge and skills to make changes and that the capacity deficits of central MOE personnel responsible for monitoring and evaluation (i.e., collecting, entering, storing, and analyzing data) are recognized, but no capacity development plan is in place. Almost all monitoring and evaluation group in idarra chose stage 4 (Transitioning). They stated that "the central level is the core in any development and we think that MOE is now in this transition state from manual handling of data to a modern and more advanced system of data management which could enable the MOE staff in decision making process."

Question number two asked about the causes behind the progress or the stability of change in the selected stages

The vast of majority of groups in different governorates referred the stability of system at the central level to the absence of direct monitoring of the progress on this track. It is true that people are working and getting training but there is no tool to measure the effectiveness of these activities on the ministry performance or the level and frequency of usage the data in planning and decision making processes. Another reason mentioned was the discontinuity of individual training. "This happens when someone starts certain training and then the next course which is the higher level of the same subject they send someone else because of the principle of rotation. This causes a lot of losses because both will not get the complete benefit of the training." For progress been made in this dimension, there was a number of reasons that mention by school principle in Aswan, such as:

- Training programs provided by the ministry and ERP
- Formation of specialized teams such as; programming team and data gathering team
- Commitment of ministry leadership at all levels (central, local and school)

On the other hand all groups in many governorates agreed on that there are many issues that prohibit the progress and would cause a lot of problems in the future regarding to using data in decision making. These issues could be summarized as follows:

- Lack of financial resources that support the operation of data management centers (replacement of old

- Equipment, maintenance, software, training, human resources, etc.
- Conflict in duties at some levels
- Lack of professional staff in some MOE units at central level
- Lack of experience of some key officials in information systems and computer

The third question asked about the role of ERP in bringing about the change

All participants stated that they think ERP provides a tremendous opportunity for the staff working in information centers in governorates. They mentioned that they do not have enough information about the activities of ERP with the central ministry. Almost all groups agreed on that ERP has provided an excellent resources and support to this issue. They provided training programs to MOE units and provided them with necessary tools and technical support. They stated that without the support of ERP it could be impossible to reach to the current situation.

The 4th question asked about what ERP could have done to better serve the change in financial decentralization.

Many groups stated that ERP should have to increase the training programs to include more staff and workers. They added that ERP should have to extend the support to include infrastructure such as; computer labs, software, professional programs, etc.

**Domain 2. b - Institutional and Individual Capacity of the Local - Muddiriya/Idara**

Table 3 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity of the local (muddiriya- and idara-) level in terms of data-informed decision-making. Note that overall respondents perceive this dimension of the reform to be just above the exploration (3.3). However, there are some minor differences across governorates, with average responses ranging from being halfway between the exploration and transition stages in Minia (3.5) to being at the exploration stage in Qena (3.0).

We observe some variation as well among focus groups, with principals reporting that the institutional and individual capacity of local (muddiriya- and idara-) level MOE in relation to data-informed decision-making was approaching the transition stage (3.8), while muddiriya-level M&E Staff viewed the current situation as between the awareness and exploration stages (2.6). Some noteworthy variations of group responses across governorates include:

- *Principals*: in Aswan the average response was between the transition and emergence of new infrastructure stages (4.4), while in Qena the average response was just above the exploration stage (3.1);
- *BOT Community Leaders*: in Bani Sweif the average response was at the emergence of new infrastructure stage (5.0), while in Aswan and Minia the average responses were between the awareness and exploration stages (2.4 in both cases);
- *Idara-Level M&E Staff*: in Cairo the average response was beyond the transition stage (4.3), while in Qena the average response was halfway between the awareness and exploration stages (2.4);
- *Muddiriya-Level M&E Staff*: in Minia the average response was somewhat above the transition phase (4.3), while in Fayoum the average response was just above the maintenance of the old system stage (1.2).

| **Table 3: Data-Informed Decision-Making: Institutional and Individual Capacity of the Muddiriya and Idara** | | | | | | | | WAVE 1 |
|---|---|---|---|---|---|---|---|---|
| | | | | | (Mean Values; Range=1-6) | | | |
| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
| Principals | | 4.4 | 4.0 | 3.5 | 4.1 | 3.7 | 3.1 | **3.8** |
| BOT Leaders-Community | . | 2.4 | 5.0 | | 3.7 | 2.4 | 3.9 | **3.5** |
| Idara M&E Staff | 2.8 | 3.4 | 2.7 | 4.3 | 3.8 | 3.8 | 2.4 | **3.3** |
| Mudiriya M&E Staff | 3.4 | 2.1 | 2.0 | | 1.2 | 4.3 | 2.5 | **2.6** |
| **TOTAL** | | **3.1** | **3.4** | | **3.2** | **3.5** | **3.0** | **3.2** |

The first question asked about why each participant chose a certain stage in the modified Andersons' model of systemic change

**In Aswan**, the BOT members chose stage 2 (Awareness) while school principals chose stage5 and 6. The majority of M&E groups from idarra and muddiriaya levels chose stage 3 (Exploring). Many BOT members on the other hand chose stage 2 (Awareness) to describe the system at local (idarra and muddiriaya) level. They stated that people at all levels including idarra and muddiriaya are more aware now of the importance of data in decision making and this data should be accurate, updated, reliable and accessible. They confirmed that the idarra does not reach to more than awareness level and needs a lot of work and investment to improve the data management systems and build necessary skills and knowledge of their staff.

Most of school principals in Aswan chose stage 6. They stated that the system at idarra and muddiriaya levels is very advanced now after introducing new technology and MIS in many idarras in Aswan. They can communicate more effectively with their idarras and get required information and data. They added that the following points of stage 6 are fully implemented:

- Local MOE units have necessary technology (i.e. hardware and software) to store and manage data and information.
- Key local MOE personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS.
- Key local MOE personnel demonstrate the ability to design and implement formative evaluations of different aspects and levels of the educational system. They also demonstrate the ability to interpret data and to use the data to inform strategic planning and other educational decision making.

**In Cairo**, school principals' responses to this dimension were varied. About 50% of them chose stage 4 (Transitioning). Only 10% chose stage 5 (Emerging Infrastructure) and the rest chose stage 3 (Exploring). There is an agreement with the M&E group in idarra where 50% of them chose the stage 4 as well. "I chose stage 4 because I think the first three points of this stage are implemented. These include that local MOE administration, in collaboration with international or local experts, develop a plan for ensuring technology is integrated into systems at all levels to support the use of data and information, local -level MOE personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data, and An integrated EMIS, developed for the schools, idaras, muddiriayas, and central units that participated in the pilot

projects, is developed and expanded." "I think we at stage 5 where the technological infrastructure exists at all levels of the MOE system and integrates data use among all units and there is also other issues that are valuable from stage 6 such as; Key local MOE personnel demonstrate ability to design studies; develop indicators; collect, clean, enter, store, and analyze data in relation to the EMIS."

**In Beni Suef**, the majority of school principals agreed on stage 4 (Transitioning). "There is now a statistical department in every idarra and muddiriya." "The idarras and muddiriyas are well equipped now with computers and databases but they need to activate the use of these facilities." BOT members did not respond to this section and stated that they are not directly connected to idarra and muddiriya levels. M&E groups in both idarra and muddiriya agreed on that the system is at stage 2 (Awareness). "There are many people in different departments in idarra and muddiriya who are not trained such as Personnel Department staff. They have not trained even on data entry to enter staff information into database system." "All training programs provided were very beginner training to train people on how to use the computer as a replacement of typewriter. There are no specialized training programs for example on data analysis by computer". "With all the system and equipment they have, when the muddiriya director wants a piece if information we spend hours and look at many offices and talk to ten persons before we can find it".

Question number two asked about the causes behind the progress or the stability of change in the selected stages.

Participant's answers to this question were very similar in all governorates. Examples of their quotes include, "the central trend in everything extends to include the data." "There are no professional data management systems available at the local and school levels." "he ministry monopolizes or dominates the professional database management systems and other modern applications." "The program that are used at the school and idarra level are very underdeveloped and they only valid for student training not for professional use." "There is lack of professional training for local and school staff." "Most of training programs cannot qualify the staff to be MIS professionals. The programs are very limited to trivial principles and some information about computer."

**Domain 2. c - Institutional and Individual Capacity of the School**

Table 4 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity of the school in terms of data-informed decision-making. Note that overall respondents perceive this dimension of the reform to be just above the exploration (3.2). However, there are some differences across governorates, with average responses ranging from the transition stage in Alexandria (4.0) to being somewhat below the exploration stage in Fayoum and Qena (2.8 and 2.7, respectively).

We observe some variation as well among focus groups, with principals reporting that the institutional and individual capacity of the school in relation to data-informed decision-making was beyond the transition stage (4.2), while idara-level M&E staff viewed the current situation as being below the exploration stage (2.7). Some noteworthy variations of group responses across governorates include:

- *Principals*: in Aswan and Alexandria the average responses were at the emergence of new infrastructure stage (5.0 and 5.1, respectively), while in Qena the average response was just above the exploration stage (3.3);
- *BOT Community Leaders*: in Bani Sweif the average response was somewhat about halfway between the transition and emergence of new infrastructure stages (4.4), while in Aswan the average response was just above the awareness stage (2.2);
- *Idara-Level M&E Staff*: in Minia the average response was approaching the transition stage (3.7), while in Alexandria, Bani Sweif, and Qena the average responses were at the awareness stage (2.0, 2.0, and 2.1, respectively);
- *Muddiriya-Level M&E Staff*: in Alexandria the average response was at the predominance of new system stage (6.0), while in Fayoum the average response was just above the maintenance of the old system stage (1.2).

**Table 4: Data-Informed Decision-Making: Institutional and Individual Capacity of the School** WAVE 1

(Mean Values; Range=1-6)

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Principals | 5.1 | 5.0 | 3.8 | 4.2 | 4.0 | 4.1 | 3.3 | **4.2** |
| BOT Leaders-Community | 3.0 | 2.2 | 4.4 | 4.0 | 2.8 | 2.4 | 3.0 | **3.1** |
| Idara M&E Staff | 2.0 | 3.1 | 2.0 | | 3.0 | 3.7 | 2.1 | **2.7** |
| Mudiriya M&E Staff | 6.0 | 2.1 | 2.0 | | 1.2 | 4.1 | 2.1 | **2.9** |
| **TOTAL** | **4.0** | **3.1** | **3.0** | | **2.8** | **3.6** | **2.7** | **3.2** |

*The first question asked about why each participant chose a certain stage in the modified Andersons' model of systemic change*

**In Alexandria**, almost all BOT members participated in this study chose stage 3 (Exploring). "I chose stage 3 because I believe that all the points mentioned in this stage are implemented such as: Schools acquire needed technology; they also receive advice from international and local experts for improving how data are gathered and used and how the educational system is monitored and evaluated and School staff explore options for using EMIS and monitoring and evaluation data to inform planning and other decisions. Another participant added that "I chose stage 3 because I see a lot of activities at the school level that search for data sources and many training programs that are being provided to all school staff including school principals. Also, I think that the second point of stage 4 are implemented which states that (School personnel demonstrate the capacity to collect, enter, store, analyze, and interpret data. The initial group of trained school personnel provides assistance to their more recently trained counterparts)".

"There are many computers in my school but more than 50% of these computers do not work at all and need maintenance". "The warehouse keepers do not like anyone to use any of the computers because they consider this equipment as inventory".

All participants from M&E group at idarra level chose stage 2 (Awareness) and stated that all points of stage 2 are implemented as follows:

- School officials and employees are aware of the limitations of existing technology in local units, but lack the knowledge and skills to make changes.
- The capacity deficits of school personnel responsible for collecting, entering, and analyzing data are identified as a barrier to reform.
- The knowledge/skill gaps of school administrators in interpreting data to inform their decision making are also acknowledged.
- School-level MOE staff begin discussing the need to improve the monitoring and evaluation system, but are unsure what changes would be required.

**In Cairo**, most of school principals chose a relatively advanced stage to describe the system change at the school level. They stated that many schools now have its own trained staff on data management systems and computer and most of them have their own website which is linked sometimes to the ministry website. They added that schools now are capable of providing their idarras and muddiriaya with information and data that they have at their level. "I chose stage 4 because:

- School administrators, in collaboration with international or local experts, develop a plan for maintaining technology to support the use of data and information.
- School personnel begin to draw on their new capacities for collecting, entering, storing, and analyzing data.
- An integrated EMIS, developed for the schools, idaras, muddiriayas, and central units that participated in the pilot projects, is developed and expanded.
- Assessments are made of the effectiveness of their efforts as well as the degree and forms of use of data in decision making.
  Some other participants chose stage 5 where the technological infrastructure exists at many schools and school personnel have the capacity to collect, enter, store, analyze, and interpret data. All participants from M&E group did not respond to this dimension.

**In Aswan***,* almost all school principals chose stage 5 and 6. "The current system is very well implemented at the school level and I have an excellent computer lab in my school and the MIS staff can design and develop the needed applications such as databases and school website". "Infrastructure at the school level is available and ready to use and the staff of the school are capable of collect and analyze data of students and community". BOT members, on the other hand, varied in their evaluation of the current status of the system. Their responses range from stage 1 to stage 3. "The problem is the shortage in human resources. We do not have qualified personnel for data management". The M&E groups in idarra and muddiriya agreed on that the system utmost is in stage 2 or 3. "The school lacks professional expertise in MIS and ministry is trying to help us through training programs and hiring part-time specialists to support schools in building their data systems".

**In Beni Sweif**, most of school principals chose stage 3 (Exploring) and stated that the ministry now is exploring different mechanisms and tools in order to implement data management systems in all aspects of the education system. "The Control Program of Final Exams Results Storing and Analysis is one of the best applications we had in our school. We now can handle all control process throughout database which is very effective and accurate". Again the M&E groups from idarra and muddiriya agreed on that the system now is in stage 2 (Awareness) where many points of this stage are true and represent the current status of the system such as;

- Schools lack the necessary technology to store and manage information;

- School personnel have limited knowledge and skill for collecting, entering, and analyzing data;
- Generally, school administrators have limited capacity for interpreting data to inform decision making.

**In Fayoum**, ERP school principals and BOT members agreed on that the system now is in stage 4 (Transitioning). On the other hand the M&E in idarra and muddiriya responses were centered on stage 2 and 3 in 90% of the cases. "The current status at the central level with regard to using data in decision making is much better than the school level that has no authority to take decision at the first place." "I do not understand why we invest all this money at the school level and then we do not use this data in anything." "The computers at many schools do not work at all and they are existing only on inventory papers and documents."

Question number two asked about the causes behind the progress or the stability of change in the selected stages

Many reasons have been mentioned in different governorates and all of them were very similar and centered around the following issues:

- There is no enough number of computer systems
- Lack of information network which facilitates data exchange and information sharing. All schools data systems are working on separate basis.
- Lack of technical expertise of the school staff especially school principals and subject teachers.
- Lack of continuous training and technical support
- Internet connection still not fully active especially in remote areas
- Unavailability of spare parts of computer and other equipment and with minor failure in any equipment it does not work at all because of the spare parts availability.

The third question asked about the role of ERP in bringing about the change

Different groups stated that ERP has provided a lot of support to school level with regards to the data management systems and tools. They mentioned the training programs and workshops about data gathering and analysis as well as the information systems programs that help many school to establish their education management systems and some of them established their own websites.

## Conclusion

This chapter summarizes the findings from focus group interviews on using data to inform decision making. The interviews were conducted in May and June 2008 with principals, BOT community leaders, idarra-level M&E staff, and muddiriya-level M&E staff from the seven governorates to include a total of 197 interviewees.

Concerning the stage of systemic change of the ***policy framework dimension*** for data-informed decision-making, the overall respondents perceive the stage of this dimension of the reform to be approximately one-third of the way between the exploration and transition stages (3.3). Most of participants in all governorates stated that the issue of Using Data to Inform

Educational Decision Making is very new to the education sector. They added that the data was always used for the purpose of keeping records not for decision making process. There has been "a lot of discrepancy between data at the central level and data available at local (idarra and muddiriaya) and school levels." The Ministry in the past "was using a manual system for handling data which was not effective or efficient at all especially when it comes to this amount of data about schools (40,000), millions of students, and last but not least thousands of teachers and administrative staff." Many participants added that "the ministry has recently started some actions towards establishing data management system." From their perspective, the main factor behind these actions is that "the current ministry leadership is more aware of the importance of establishing an adequate information systems and using network technologies." This factor has prioritized the use of data in decision making at the reform agenda. All participants agreed on that "all people at different ministry levels are aware now of the issue of data and its importance in decision making process." They also stated that "the policy framework dimension is growing much faster than individual and institutional capacity dimension at different levels of ministry, local, and school."

There were some good explanations about reasons behind the progress of the system. For example, school principals in Aswan referred the advancement in this dimension to the training programs provided by the ministry and some international programs in Egypt. Also, the development of a new organizational structure, clear job description, and the incentive system to encourage data management staff helped them very much to do their job effectively.

On the other hand the other groups who chose less advanced stages stated that the main reason behind the stability of the system is back to the following issues:

- Most of school principals and idarra officials do not have a computer on their desks. They usually handle data manually and only to keep it as records not to use in decision making or planning.
- Lack of data management systems professional in MOE systems
- Lack of technical expertise in data collection, storing and analysis techniques.
- Lack of resources where such issue needs computers, software, networks, maintenance, training, etc.
- Lack of resources needed for system upgrading
- Old fashion computer and equipment
- Unavailability of equipment in all school sections and units

The contribution of ERP was much clearer in some governorates than the others. However, interviewees stated that ERP has contributed very much to the current development of the system. They provided a series of training to MOE staff. In addition, ERP supported obtaining a diploma on data management for school principal who completed its modules.

As for the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the central MOE*** related to data-informed decision-making. Note that overall respondents perceive this dimension of the reform to be between the exploration and transition stages (3.5).
There was a remarkable variation in respondents' answers. However, the findings from interviews very much reflect participants' understanding of the efforts taken place at the central level to transfer the system. For example, "the central level is the core in any development and we think that MOE is now in this transition state from manual handling of data to a modern and more advanced system of data management which could enable the MOE staff in decision

making process."

With regard to the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the local (muddiriya- and idara-)*** level in terms of data-informed decision-making, the overall respondents perceive this dimension of the reform to be just above the exploration (3.3). For example, "the idarras and muddiriyas are well equipped now with computers and databases but they need to activate the use of these facilities." However, "there are many people in different departments in idarra and muddiriya who are not trained such as Personnel Department staff. They have not trained even on data entry to enter staff information into database system."

Regarding the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the ***institutional and individual capacity of the school*** in terms of data-informed decision-making, overall respondents perceive this dimension of the reform to be just above the exploration (3.2). Their explanations provided ont only evidences for systemic changes but also factors hindered the reform efforts. For example, "There are many computers in my school but more than 50% of these computers do not work at all and need maintenance". "The warehouse keepers do not like anyone to use any of the computers because they consider this equipment as inventory."

Interviews perceived ERP's role to be very effective. All participants stated that they think ERP provides a tremendous opportunity for the staff working in information centers at governorate, idarra, and school level. Almost all groups agreed on that ERP has provided an excellent resources and support to this issue. They provided training programs to MOE units and provided them with necessary tools and technical support. They stated that without the support of ERP it could be impossible to reach the current situation.

## Section V:

## Supporting Reforms of Teachers' Career Structure

# Chapter 10

## ERP SUPPORT FOR IMPLEMENTING THE TEACHER'S CADRE

***Nagwa Megahed and Mark Ginsburg***

In this chapter we discuss ERP support for various initiatives to create a Teachers' Cadre and thereby restructure teachers' professional status and career structure. The chapter is organized around the following sections: a) USAID/Egypt' and EQUIP1/EQUIP2's initial ideas, b) MOE's and other international agencies' focus on the Teachers' Cadre, c) ERP's initial activities relevant to the Teachers' Cadre, and d) ERP's activities contributing to the creation of the Teachers' Cadre.

### USAID/Egypt and EQUIP1/EQUIP2 Initial Ideas

The "Strategy Proposal," which informed USAID/Egypt's request for applications for the Education Reform Program, devotes a subsection to the topic of "Teacher Career Path and Professional Status." That subsection states:

> One of the critical lessons from the analysis of the teacher pre- and in-service training is the lack of control of the profession at both levels. Faculties of Education do not have effective control over who enters their programs and have no effective screens in place to assure that their graduates are ready to teach.
>
> Teacher pay in Egypt, by any standards, is extremely low ... Teachers receive lifetime employment (tenure) immediately upon appointment to a regular teaching position, and there are no licensing and in-service requirements to assure that teachers continue to upgrade their skills while teaching. Teachers, good or bad, are promoted on the basis of seniority ... The many part-time teachers … receive hourly pay for lessons taught, have little training or supervision, and can be fired at any time. … Without controls on entrance to the profession, required improvement as evidenced through in-service or graduate work, and promotion based on competence, not seniority, it is impossible to call teaching a profession. (Aguirre International, 2002, Section 2, pp. 10-11)

In its requests for applications sent to EQUIP1 and EQUIP2 consortia to invite their proposals for the Education Reform Program, USAID/Egypt also describes the situation of teachers as well as identifies the need for system reform to base promotion on performance and to provide incentives for professional development:

> The salaries of teachers have not kept pace with inflation. Many teachers, especially in urban areas, supplement their incomes by private tutoring. Promotions are not determined by performance but based on seniority. Standards for school performance and teacher performance are yet to be developed as the Ministry has recently initiated a project to set national educational standards. Due to restricted resources there is a lack of an incentive system and of an on-going professional development mechanism. (USAID/Egypt, 2003a, p. 4; USAID/Egypt, 2003b, p. 7)

USAID/Egypt (2003b, p. 29) also references other problems of "personnel practices" and educators' career structure in discussing opportunities and obstacles for the efforts anticipated by the "Decentralized Governance and Management (DGM) activity:

> The personnel system currently runs entirely on seniority and promotions are automatic without regard to performance. School principals are normally close to mandatory retirement by the time they assume their positions. They have been in the system so long it is difficult for them to accept change or be innovative. The most deleterious personnel practice is the proliferation of administrative jobs at the muddiriya and idara levels and in

> the schools. ... There should also be more steps within the teacher ranks so that a teacher can receive an increase in salary (promotion) without leaving the classroom.

Based on this assessment of the situation, USAID/Egypt calls for DGM, in coordination with other (EQUIP1 and EQUIP2) ERP activity areas[213] to foster policy reform in the area of educator career structure. For example, it its various descriptions of illustrative tasks associated Intermediate Result 2.1. "Policymaking authority is decentralized and funding diversified" and Intermediate Result IR 2.2: "Performance standards for teachers and students are developed, monitored, and applied," the request for applications lists:

- DGM [and IELP-III] will support the institutionalization of standards and their impact on policy reform and new policies such as *teacher licensing*, internship and accreditation. (USAID/Egypt, 2003a, p. 10; USAID/Egypt, 2003b, p. 15)[214]
- DGM [and FOER] will create crucial linkages between [MOHE] and the MOE where shared policy decisions need to be coordinated such as introducing teacher internship programs, accreditation, and *licensure*. (USAID/Egypt, 2003a, p. 11; USAID/Egypt, 2003b, p. 16)
- [DGM and CAS will] help schools find solutions for *redundant personnel*, leaders, and educators (USAID/Egypt, 2003a, p. 18)

USAID/Egypt (2003b, p. 25) goes on to explain that DGM would take the lead in "instigating policy reforms," including: a) "adjustment of teachers' salaries to match their expertise and reflect the cost of living;" b) "introduction of locally appropriate and realistic incentive systems for teaching and administrative staff;" c) "elimination of overlapping supervision roles and changes in career tracks for redundant staff and developing position descriptions for supervisors and school administrators;" d) "a regulatory framework for teacher licensure, accreditation, internship/apprenticeship;" and e) "an educator promotion system based on performance, student performance and not on seniority" (USAID/Egypt, 2003b, p. 25).

The EQUIP1 consortium's ERP proposal (AIR et al., 2004) mentions the issue of using standards to assess teachers' performance, but does not explicitly link such to policy reforms in teachers' career structure or promotion processes. However, the EQUIP2 consortium's ERP proposal devotes space to such educator personnel policy issues. AED et al. (2004) reiterates USAID/Egypt's discussion of problems of "personnel practices" (p. 23); "illustrative tasks" related to the intermediate results (pp. 12 and 19), and list of possible "policy reforms" to instigate (p. 18). The proposal then elaborates on the issues in relation to the efforts to be facilitated by DGM:

> Improving incentives and pay scales for teachers and introducing merit-based promotion within the education system will require significant changes in government personnel policy. The starting point for this activity may be to review personnel policies in other ministries to determine if there are examples that could be adapted to MOE. (AED et al., 2004, p. 18)

The EQUIP2 ERP proposal also addresses teacher policy issues in describing the new tasks of the IELP-III activity: a) "work with FOER to support MOE collaboration with MOHE to develop approaches to EFL teacher accreditation and licensing" and b) support MOE committees and

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[213] USAID/Egypt (2003a and 2003b) mentions the EQUIP1/Community and Schools activity (CAS, later reframed as the Educational Quality and then the Effective School division), the EQUIP2/Integrated English Language Program-III (IELP-III, later redefined as the Education System Support and then the Professional and Organization Development division), and the EQUIP2/Faculties of Education Reform (FOER) activity.

[214] USAID/Egypt's request for applications from EQUIP2 focuses IELP-III's activity on teaching English as a Foreign Language (EFL) teaching, noting that it would "work with FOER to support MOE collaboration with MOHE to develop approaches to EFL teacher accreditation and *licensing*" as well as "support MOE committees and EFL leaders to help develop new/modify policies for the hiring, retention and promotion of EFL teachers and supervisors, emphasizing articulated *career development paths*" (USAID/Egypt, 2003b, p. 34).

EFL leaders to help develop new/modify policies for the hiring, retention and promotion of EFL teachers and supervisors, emphasizing articulated career development paths" (AED et al., 2004, p. 31). Additionally, according to the EQUIP2 ERP proposal, "[t]he issues of accreditation and licensing and the introduction of admissions standards for the various FOEs will require policy level dialogue with the SCU, and the MOHE and MOE. ... EQUIP2 (FOER and DGM) will assist the process by facilitating and providing relevant international examples and expert technical assistance to support the discussion" (AED et al., 2004, p. 47).

**MOE's and Other International Agencies' Focus on the Teachers' Cadre**

Although USAID/Egypt's request for applications and EQUIP1's and, especially, EQUIP2's ERP proposal give attention to issues related to educators' career structure (licensing, promotion, incentives), none of these documents mention the teachers' cadre specifically. Similarly, ideas related to what eventually became a Teachers' Cadre Law (No. 155, 21 June 2007) were the focus of public discussion prior to the official launch of ERP on 1 July 2004. For example, on 10 June 2004, the Ministry of Education hosted a meeting in Cairo, attended by university faculty of education staff as well as representatives from UNICEF, USAID, and the World Bank. The meeting featured a presentation by F. Michael Connelly, Professor at the Ontario Institute for Studies in Education of the University of Toronto and UNICEF consultant, and Malak Zaalouk, Director of UNICEF in Egypt. The focus of the presentation and discussion was the Professional Academy for Teachers, an idea that had been under consideration by the MOE for at least a couple of months. This meeting was to consider the feasibility of piloting a Canadian model of the Academy to determine if it would work in the Egyptian context. As Nadia Touba (2004, p. 1) reports, "the Academy will pilot the new promotion system … on newly appointed primary school teachers, who will be provided with training and upgraded from the level of "novice" to "developing," … in 50 schools that are already piloting the Egyptian National Standards [MOE, 2003b]. The 5 scale range of teacher promotion, from "novice" to "expert," were set out in the teacher performance standards set out by the National Standards Committee.[215]

While the pilot project was not undertaken, in part because financial support was not secured, some excerpts from Connelly's (2004, pp. 2-3) Powerpoint presentation, "Teachers' Academy for Training and Development," signal the issues being discussed:

- Since "the teacher" is the most conspicuous element of the educational system, it is necessary to upgrade the level of his/her performance. It is also imperative to reconsider the tasks of a modern teacher who is becoming an educator, a planner contemplator, researcher, thinker, evaluator, learner and leader.
- Therefore, it is also necessary to maximize, as much as possible, the benefit from the teacher's effort throughout his/her service life. Teachers should have the right to be promoted during their service so that they remain in the teaching profession rather than quitting is in search for promotion in the avenues of administrative work.
- With this in mind, most of the educational systems worldwide have set five basic levels for teacher promotion. Promotion from one level to the upper level is a function of experience, performance, the training programs attended, research conducted and presented and the academic qualification attained.
- The five professional levels are:
  - The Novice Teacher

[215] Touba (2004, p. 1) explains further: "The Academy is a support mechanism for the professionalization of teaching. It is a Professional Agency for teachers to be empowered and develop to their full potential and through that open horizons for our children who will create a better world." In addition to a focus on promotion, "another main function of the Academy is to be responsible for accreditation of all bodies that are the teacher education providers in the Egyptian context."

- The Developing Teacher
- The Efficient Teacher
- The Capable Teacher
- The Expert Teacher

- Teacher's in-service training is an inclusive process. It is no more restricted only to addressing the defaults in the teacher's academic formation but extends to cover the teacher's professional growth, side by side with his/her academic and cultural growth.

**ERP's Activities Contributing to the Creation of the Teachers' Cadre**

The first annual work plan submitted by EQUIP2/ERP in July 2004 identifies as a policy objective, "exploration of accreditation and teacher certification policies and procedures" (EQUIP2/ERP, 2004a, p. 19). And while some aspects of the work related to achieving this objective were associated with the Faculties of Education Reform division, the work plan describes two relevant interventions to be led by the Decentralized Governance and Management division: a) Teacher Motivational Profile and b) Civil Service Preliminary Review. The rationales and purposes of these interventions are summarized below:

- *Teacher Motivational Profile:* No empirical study exists which pinpoints the factors which motivate people in Egypt to become teachers, to remain in the profession, to improve themselves, to perform community work, etc. In Egypt it is well known that pay is not the factor which attracts or retains teachers. It is important to the reform efforts to understand the noncompensatory factors which induce teacher recruitment and retention and those which have a negative impact. … Understanding the positive and negative motivational incentives will assist in the design of everything from inservice and pre-service training courses, [labor force] planning, job design, recruitment and retention, and career planning. (EQUIP2/ERP, 2004a, p. 34)
- *Civil Service Preliminary Review*: One very important sector, one that has enormous impact on the delivery of education in Egypt, is the Government of Egypt's Human Resource Management system … [including,] its organization structure, its recruitment and retention policies, its compensation strategies, its benefit support system, its incentive schemes, its career development policies, etc. Teachers … are, first, civil servants. There may be tremendous advantages in making changes to the existing internal governance of teachers, to exploring non-civil service alternatives or to experiment with different structures and arrangements. … In subsequent years, DGM will use this initial study as one of the foundation documents on which to offer recommendations for updating the rules governing the *education cadre* in Egypt. (EQUIP2/ERP, 2004a, p. 36)

In addition, ERP's first annual work plan indicates that the Education System Support division would focus on policy issues related to "the implementation of incentive structures that would encourage teachers to meet standards and more actively seek out training options, and for substantive civil service overhaul that might have broader education system impact" as well as "issues of accreditation and licensing, and more particularly its relationship to the articulation of teacher career paths and the required training system response at both pre- and in-service levels" (EQUIP2/ERP, 2004a, p. 41).

According to EQUIP2/ERP's July-September 2004 quarterly report, a"rather remarkable change of cabinet members occurred during the month of July in Egypt. These changes affected both partner ministries and three of the seven governorates targeted for ERP-led reform efforts. As a result, planned meetings and orientations with targeted partners in the ministries and in each governorate had to be postponed and the program had a later than anticipated start" (EQUIP2/ERP, 2004c, p. 2). However, the quarterly report states that, in relation to the civil

service review objective, ERP "put out a Request for Proposals to procure the services of a legal firm form policy and legal issues" (EQUIP2/ERP, 2004c, p. 8).

By the end of December 2004, EQUIP2/ERP (2004d) reported that a "teacher motivation study is underway to look at non-salary motivational factors for teachers and professors and to understand the impact of these factors on the reform process" (p. 2). This quarterly report elaborates that the "during this quarter, visiting consultant Dr. Lynn Davis interviewed groups of in-service teachers, former teachers, faculty of education professors, and MOE officials. … Dr. Davis' preliminary report outlined those issues relevant for more in-depth investigation (e.g. recognition, career management, extra-curricular activities)" (p. 28). Based on her initial inquiry, Davis (2004, pp. 3-7) identifies the following issues relevant to the concept of a teacher's cadre:

- There are no job descriptions for teachers or distinctions between the levels in terms of what they are supposed to do, or not do. ... There is not a Human Resources Department in the MOE which does manpower planning or forecasting. (p. 3)
- There are no formal mechanisms of financial incentives; annual appraisals are ritualized and create an automatic small increase for virtually everyone. Performance is not linked to pay, so that promotion is achieved normally only through the requisite length of service.[216]
- Teachers get little public recognition for their work. The media generally portray them as idle or corrupt; the previous Minister of Education stated on television that teachers were a 'mafia', or were 'thieves,' because of the money they made from private tuition. Although teaching is still a 'respected' profession in Egypt, teachers' current social status is seen to be low, linked to their economic position, but also because of unqualified teachers in the schools.
- [T]here appears to be no concept of career progression in the sense of a teacher deciding a trajectory and making decisions about their own development. When a senior teacher or supervisor is needed, the IG in the governorate normally simply chooses the most senior person on the list of teachers in his/her governorate. If they refuse, the next one is asked.
- There is the suggestion that promotion should be based on skills and evidence of relevant experience, such as attendance at workshops, having conducted a training workshop themselves, and a submission of a presentation to a Promotion Board (who would not just be MOE personnel).
- The new National Standards were seen to be very good, especially as they came out of a consultative process, … there might be possibilities of linking these standards to targets for teachers and hence to their progression.
- It … is felt that a head teacher who gives verbal recognition for a teacher's work, and/or who listened to a teacher could help to raise morale. One analysis was that the Egyptian culture of management or supervision always finds the worst rather than the best in people (teachers or students) and is unused to identifying strengths.

EQUIP2/ERP's October-December quarterly report also focuses on the civil service review activity: "The Government of Egypt has already embarked on a comprehensive national plan to reform the entire civil service and it is intended for ERP to not only be aware of the depth and breadth of the proposed changes but also to be in a position to influence potential decisions so they are in the best interests of education reform. During this quarter [ERP] has signed a

[216] Davis (2004, p. 3) elaborates on this point: "Everyone interviewed thought that teacher performance should be properly monitored and linked to salary, so that it would be worth working hard and contributing to the life of the school. The question is whether the complex system of appraisal and performance review which would need to be set up to achieve this would be possible and suitably transparent. It would require much training of supervisors and head teachers to take on such responsibilities."

[scope of work] with international consultants for early 2005 to undertake this review" (EQUIP2/ERP, 2004d, p. 29).

During January-March 2005, DGM/ERP staff organized "two Workshops for … GOE Officials … on civil service reform and [finalized] a final report on the civil service in Egypt and its impact on teachers" (ERP, 2005a, p. 14). According to the final report of of the ERP-commissioned study of *Civil Service Reform and the Impact on Teachers*, "the management of teachers suffers from the same general problems as the civil service as a whole. Examples include:

- recruitment is based on academic qualifications only
- the appointment of teachers to posts does not necessarily reflect the needs of the position
- performance evaluation tends to serve a purely administrative purpose and to bear little relationship to merit or performance
- promotion as far as grade 1 is in practice a function of automatic advancement. After grade 1 the principle of selection based on merit prevails but is not always practised.
- there are no rigorous generic job descriptions
- training is mainly compulsory in the sense that it is required as a prerequisite for advancement. There is little systematic or coherent training related to job requirements or career development.
- teachers' remuneration is low; their income is substantially augmented by private tutoring. This phenomenon creates serious incentive problems and distortions, as teachers are often more motivated to perform as private tutors than as class-room teachers.
- in certain governorates the number of contractuals may be as high as 50 % of the teacher population; they lack some of the benefits to which the permanent teachers such as training opportunities are entitled and they suffer from job insecurity.
- the limited number of grades in the scale restricts promotion possibilities and encourages senior teachers to take administrative positions since they have limited options for advancement in the current system. Lateral entry and accelerated progression through the ranks are not possible.
- teaching staff are only about 57 % of the approximately 1,400.000 education personnel and of these

large numbers are in administrative positions or on leave (there is at present a shortage of about 200,000 teachers). It appears for example that at preparatory level the teacher – administrator ratio is almost 1:1. (Kluyskens and Steedman, 2005, pp. 8-9)

Based on a review of the international experience and workshops with key MOE personnel, the authors of this report recommend that "ERP … should concentrate on promoting reforms to the management of the education sector and of teachers within the context of decentralization. ... Scarce management capacity requires a phased and incremental approach that starts with the basics, … [for example,] improved recruitment standards and remuneration reform combined with solid establishment control (posts, employees and related budgets) … [More specifically,] ERP could encourage the Egyptian authorities and the donors to devise a work programme on the following short to medium term reforms:

- study how teachers can be better assessed and evaluated during the recruitment process.
- review the grading system with the objective of improving career prospects for teachers and managers. The current system has insufficient grades; define specific steps within the grades in order to create a coherent advancement path and to enhance the transparency of career management.

- study the possibility of how performance can be linked to the various grades and steps and determine a policy and criteria which would replace the present automatic advancement.
- study whether the fragmented remuneration structure for the education sector could be improved with a view to enhancing transparency and simplifying the management of salaries. (for example: integrating bonuses and allowances into the basic wage).
- study options for improving the performance evaluations including determining a policy and relevant methods, tools and appropriate linking to job descriptions, pay and grading.
- Introduce job descriptions which are output oriented and stipulate the level individual performance as well as the individual's contribution to his or her unit and team.
- in the context of the general freeze on recruitment, study options to determine a policy which enables contractuals to enter the service after a defined period on the basis of transparent criteria and procedures (e.g. qualifications, performance and assessment). Such a policy would improve the quality at entry of contractuals many of whom are currently unqualified. It would also eliminate the present need for contractuals to take legal action in order to obtain permanent status. (Kluyskens and Steedman, 2005, pp. 17-18)

On 3 May 2005 ERP staff and consultants held a major event in Alexandria, culminating a series of initiatives related to reforming Egypt's system of professional development. "The three-day National Forum on Professional Development not only led to significant outcomes - which will be shared with … the Minister of Education, and key policy makers, but it also helped build an active constituency for professional development reform in Egypt" (ERP, 2005b, p. 6). The National Forum also formalized an agreement on "a comprehensive set of recommendations … toward a reformed standards-based professional development system … supported by an effective formalized system for educator career paths, promotion, accountability, and incentives to ensure demand for professional development" (ERP, 2005b, pp. 30-31). As noted in the Preliminary Report on the Forum, one of the recommendations coming out of the deliberations was to "address the critical issue of teachers' career paths and rewards … [and] adopt a new philosophy for promotions that is linked to nominees' performance, content knowledge, education, administrative skills, and not to seniority" (ESS/ERP, 2005b, p. 9).

During April-June 2005 ERP staff devoted significant efforts toward developing "an integrated [EQUIP1 and EQUIP2], multi-dimensional *Annual Work Plan* for Year 2 of the program. The work plan development process included bringing together technical staff from all seven governorate offices with ERP headquarters staff, developing a vision for Year 2, working on the content of the plan in various theme groups (Professional Development, Capacity for Decentralization, Community Participation, Standards, and Monitoring & Evaluation), writing a draft plan, vetting the plan and receiving input from the Ministry of Education, and sharing the plan with the Minister of Education for his feedback. The result is a clear plan of strategic interventions for Year 2, which was delivered to USAID on June 30, 2005" (ERP, 2005b, p. 5). One of the objectives identified for the Professional Development theme group was helping the MOE to establish a "clear system of selection, advancement and promotion for teachers that holds teachers accountable for performance and rewards standards-based teaching and professional growth" (ERP, 2005e, p. 9). And in relation to that objective the following tasks and subtasks were listed with respect to different system levels:

| | |
|---|---|
| | *Support the implementation of clear professional development paths for educators— encouraging and rewarding professional growth and quality work via salary and other incentive structures.* |
| | **Central MOE** |
| **1.1** | Provide technical assistance in reviewing the implications of changing Civil Service System policy for educator career paths, hire/fire/promotion criteria, and incentive structures |
| **1.2** | Support advocacy for changes required to restructure the career paths, hire/fire/promotion criteria, and incentive structures |
| **1.3** | Promote the use of MOE certifications to recognize acquired and demonstrated skills among professional educators |
| **1.4** | Support the development of formal mechanisms for organizing and administering a professional career structure |
| **1.5** | Organize *participant training* programs in U.S. to familiarize key national-, governorate-, idarra-, and school-level MOE as well as FOE personnel focused on issues of educators' career paths and incentive structures |
| | **Muddiriya/Governorate** |
| **2.1** | Develop, pilot and institutionalize standards-based evaluation processes and instruments for teachers' feedback and performance evaluations via the Supervisory Network |
| **2.2** | Identify effective models of standards-based supervision and performance appraisal via members of the Supervisory Network |
| **2.3** | Encourage the local application of rights granted in the areas of teacher hiring, firing, appraisal, etc. |
| **2.4** | Encourage teachers and supervisors to collaborate with faculty members in proposing action- or decision-oriented research projects focusing on professional development paths and incentive structures |
| | **School/Idara** |
| **3.1** | Work within the families of schools to develop, pilot and institutionalize standards-based evaluation processes and establish instruments for teachers' feedback and performance evaluations |
| **3.2** | Identify effective models of standards-based supervision and performance appraisal |
| **3.3** | Identify non-monetary incentives and recognition/reward mechanisms to support teacher demand for professional development |
| **3.4** | Promote greater teacher/educator accountability through increased community engagement in school affairs |

| | |
|---|---|
| **3.5** | Encourage teachers and supervisors to collaborate with faculty members to propose action or decision-oriented research projects focusing on professional development paths and incentive structures. |

(ERP, 2005e, pp. 44-46)

This objective and the tasks and subtasks were restated in ERP's quarterly report for July-September 2005 (ERP, 2005c, pp. 52-53), though no ERP actions related to this objective were mentioned in quarterly reports until the April-June 2006 period. ERP's quarterly report for the second quarter of 2006 mentions that from 18 June-1 July 2006 an initial group of "25 mid-level managers of the supervisory system (inspectors general and senior supervisors) from the seven [focal] governorates and … Subject Matter Counselors at the Ministry of Education traveled to the University of Montana. … On their return participants will present to key officials in the Ministry of Education (MOE) a proposed framework for the implementation of standards-based supervision and appraisal of teachers that might be piloted in the 7 governorates and/or inform system reform effort.." (ERP, 2006b, p. 20)

On the same day that this group departed for their study tour program, the Ministry of Education organized a workshop on the "Special Cadre for Teachers." Participants included the Minister of Education Yousry El Gamal, other key central MOE officials, a representative of the Ministry of Administrative Development and Ministry of Finance, university professors, a USAID/Egypt staff member, and key staff from the Faculties of Education Enhancement Project and the Education Reform Program. According to notes of the meeting made by Megahed (2006), the workshop "began with a presentation given by the Minister … on the general framework of the special cadre for teachers." Some of the main points addressed in the Minister's presentation include:

- The current government is committed to develop and implement the special cadre for teachers.
- Novice teachers should have one to two years of service in schools before they are hired as teachers.
- The proposed cadre would include four levels of promotion for teachers: 1) Senior/Head Teacher; 2) Competent Teacher; 3) Honored Teacher; and 4) Expert Teacher.
- There is a need for identifying appropriate assessment and measurement methods/tools, which could assess teachers' performance and achievement (standard-based assessment).
- Teachers' promotion should follow a performance-pay structure.
- Proposed limit for promotion period is six years (open for discussion and suggestions).
- Moving teachers from educational level to another (e.g., from primary to preparatory) requires them to receive the relevant training or preparation in order to make such a move.
- The teaching profession should not be open for everyone and there is a need to develop and implement the certification/license of teachers (it should be a temporary license in which teachers should renew it regularly after certain period of time) …
- Educational leadership/administration should be a separate career path and the plan is to develop a special cadre for school leaders as well as the case for educational supervision.
- The special cadres for teachers, school leaders, and supervisors should be finalized during a period of five year begin in 2007–2008 to 2011–2012.

The workshop's second began with a presentation by Dr. Abd Allah Bayoumey and Attef Mahmood on a study which NCERD had conducted, titled "Improving Financial/Economic and

Professional Status of Teachers: A Proposed Vision." The study (presentation) contains two main parts:

- a comparison of teachers' salary in different countries including Egypt – depending on an OECD 2003 report – highlights the low salary of Egyptian teachers in comparison to teachers in different (developing) countries.
- a proposed vision on the special cadre for teachers, which include mechanisms for determining teachers' promotion and subsidies by using teacher portfolio (among the suggested productions/reports to be included in the portfolio are three types of research: theoretical research related to teacher specialization; action research related to teachers' performance and ability to solve problems; and applied research related to teaching methods and strategies).

Following the presentation there was a discussion on several issues, such as:

- Evaluating teachers' performance: self evaluation, peer evaluation, etc.
- The need for developing assessment tools of teachers' performance and for providing training for evaluators of teachers
- The importance of developing an accessible cadre which considers different type of teachers: creative teacher, teacher as researchers, teacher as learners, etc.
- Teachers' promotion will be determined and measured in relation to the level of their competency in different roles (teachers as leaders, teacher as planners, etc.)
- The importance of MOE teacher standards and indicators in relation to the special cadre for teachers
- Concerns about establishing barriers between teachers and their educational partners (supervisors, school leaders, etc.) with the implementation of this cadre

Participants of this seminar agreed on organizing a series of follow-up meetings/workshops in which they will begin working on developing the elements of the special cadre for teachers (Megahed, 2006)

Four days after the workshop was held (22 June 2006), *Al Ahram Daily* featured an article on the Teacher's Cadre:

> In a genuine and significant move to implement President Mubarak's electoral program,[217] GOE approved the start-up of implementation of the new cadre (salary scale) for teachers as of June 2006. More than one million teachers, who are members of the teachers syndicate, will benefit from such a program. This was publicly announced, following a meeting held yesterday between Minister of Finance and Minister of Education and Executive Body of the Teachers' Syndicate, being chaired by Dr. Mostafa Kamal Helmi. … The draft of the new cadre proposal stipulates special incentives to highly-skilled teachers who have been, for example, the recipients of effective training in computer skills, or who have completed post-graduate studies or who possess other competencies adding skills to the educational process. The minimum salary for a novice teacher ranges between LE 300 to LE 500, with the new cadre providing for 5 levels of the teacher's promotion process [novice teacher, teacher, senior teacher, capable teacher, and expert teacher]. …
>
> Dr. [Yousry] El-Gamal [(MOE) explained] … that certain standards will be established for teachers' promotion, including testing, with a view to ensuring efficiency in education. He particularly indicated that the new cadre will identify ways to ensure that teacher's experience are utilized to the maximum limit possible, without him or her having to move to another administrative cadre for promotion, which is the common practice. …

[217] As Salam (2006, p. 2) reported in *The Egyptian Gazette* on 6 July: "President Hosni Mubarak announced in his electoral programme the importance of developing education and he made similar comments on Teachers' Day last December. The electoral programme also included putting the teachers in a special category to help them financially and to maintain the respect in which society holds them.

> [Dr. Youssef Botrous Ghali,] the Minister of Finance, … [commented:] "We are putting the final touches to the plan which seeks to give due functional recognition and financial appreciation to our teachers." Ghali also indicated that the State's General Budget which has been recently approved, incorporated the necessary budgetary outlays for this new cadre, denoting that a phase-wise approach is envisaged to implement the new cadre. "Phase one will begin as of early July and the rest of the phases will be completed in three-years at most," he concluded. (El-Mahdi, 2006, p. 1)

Within a few days of the above-quoted article appearing, some uncertainty erupted regarding the availability of funds to initiate the special cadre for teachers. According to Salam (2006, p. 2), writing on 6 July in *The Egyptian Gazette*, "the Educational Committee at the People's Assembly said there was no provision in the State budget for this, so the project would have to be deferred until the next fiscal year, 2007-08. The Minister of Education then said that his Ministry's budget wasn't big enough to create a special financial category, but, only a few hours later, Minister of Legal and Parliamentary Affairs, Mufid Shehab, denied this, stressing that the instructions given by President Mubarak to set up a special financial category would be implemented as soon as possible. A few days ago, the Minister of Education promised that the special financial category would be introduced for teachers later this month. Official sources point out that the project will cost around LE1 billion" (Salam, 2006, p. 2).

As these developments were occurring, ERP submitted its July-September "Bridge Plan," which included the previously stated policy objective, supporting the MOE in establishing "a clear system of selection, advancement and promotion for teachers that holds teachers accountable for performance and that rewards professional growth and teaching that meets established standards." The Bridge Plan also reiterated the related tasks and subtasks at various levels which were included in the 2005-2006 annual work plan, but elaborates somewhat on the first subtask under the national and cross-governorate level: "Provide technical assistance when necessary in assessing the implications of changing Civil Service System policy for educator career paths, hire/fire/promotion criteria, and incentive structures and support the development of formal mechanisms for organizing and administering such structures" (ERP, 2006e, p. 18; italics added to highlight newly inserted text).

Meanwhile, ERP staff were engaged in an extensive and intensive process of assessing their activities toward developing an annual work plan for year three and beyond. As described in ERP's July-September quarterly report (ERP, 2006c):

- In July 2006, ERP offices [the headquarters] in Cairo and in all seven governorates conducted in-house assessments of their project efforts. The evaluation addressed activity results in each governorate and identified project priorities for the third year of the project. ERP invited its partners to conduct similar assessments and to provide recommendations for future ERP work. ERP employed external facilitators to work in teams of two to assist ERP and its partners to conduct self-evaluation workshops, consolidate study results and draft reports to be used in the formulation of ERP's vision statement and Year 3 Annual Work Plan. …
- Program partners were very impressed by ERP's thorough review of its activities. Partners were particularly pleased that the review was transparent and included their input and criticism. The review has therefore had a positive impact and has contributed to building the program's credibility with the various partners and stakeholders. It has also been a testament to the program's commitment to supporting Egypt's education reform agenda. …
- A draft annual work plan was prepared according to the various themes of the program and took into consideration the partners' general and specific recommendations. Once the draft was complete, partners were invited to discuss it in detail. Once again, the partners' specific recommendations were incorporated into the final annual work plan

document. This document will be sent to USAID and the MOE for review and feedback before final submission the end of October. (ERP, 2006c, pp. 9-10)

In the context of discussions with USAID/Egypt, ERP undertook extensive revisions of its originally submitted joint (EQUIP1 and EQUIP2) annual work plan. One implication of this revision process was that EQUIP1 and EQUIP2 submitted separate plans for 2006-2007.[218]

The EQUIP2/ERP annual work plan for year 3, which was finally submitted on 28 December 2006, explains that "[t]his year's work plan for the Professional and Organizational Development Division (POD) reflects the major education reform initiatives the Ministry of Education is currently embarking on to achieve comprehensive system reform. … With the new directions for the year-3 work plan, … [POD] has set three major objectives related directly to … teachers' performance quality and systems" (EQUIP2/ERP, 2006, pp. 3-4). These program objectives include (in addition to one focusing on accreditation): 2) "an effective educators' cadre is developed for selection, induction, promotion, and advancement that promotes accountability and rewards standards-based work and professional growth" and 3) "an effective teachers' academy is established to certify educators, trainers, training courses and training providers" (EQUIP2/ERP, 2006, Table POD/2.1).[219] EQUIP2/ERP's (2006, Table POD/2.2 and 2.3) work plan lists the following tasks and subtasks related to these program objectives:

| | |
|---|---|
| 2.2 | Assist MOE in the implementation of the educators' cadre for selection, induction, promotion and advancement of teachers based on standards, accountability and professional growth. |
| 2.2.1 | Assist the MOE in the implementation of the educators' cadre through technical assistance for developing a career track and advancement framework for teachers and supervisors, and for developing and institutionalizing standards-based tools for appraising teacher performance. |
| 2.2.2 | Empower a standards-based supervisory system that supports the implementation of the educators' cadre. |
| 2.2.3 | Promote induction and mentoring models for novice teachers. |
| 2.2.4 | Assist MoE to develop and conduct a Teacher Excellence Award scheme |
| 2.3 | Assist the MOE in developing an effective Teachers Academy |
| 2.3.3 | Establish a licensure system in line with the special cadre levels. |

ERP's October-December 2006 quarterly report mentions that "[a]t the request of the MOE, EQUIP2/ERP provided technical assistance to the strategic planning process in three program areas, [including]: … iii) Professional Development/Human Resources Development. [ERP staff] were assigned as facilitators and leaders of [the] working groups … [which] included representatives of governorates, the MOE's headquarters, various research and academic organizations, and the private sector" (ERP, 2006d, p. 12). In this regard, ERP assisted the MOE in its efforts related to the Teachers' Cadre and the Professional Academy for Educators:

[218] As reported in EQUIP2/ERP's (2006) annual work plan, "the draft plan was discussed with the MOE central and Governorates senior education officials in an all-day facilitated workshop. The final draft [ERP] work plan was presented to USAID and additional feedback was received from USAID."

[219] EQUIP2/ERP's annual work plan notes that "[t]he educators' cadre has been a top priority in the President's last election campaign and has been submitted to the legislature for processing in the current session. The Teachers Academy is a professional mechanism for licensing novice teachers and for supporting the implementation of the educators' cadre and is a fast-track item on the MOE's strategic plan" (EQUIP2/ERP, 2006, p. 4).

- *Teachers' Cadre:* The Policy and Strategic Planning Unit (PSPU) requested POD/ERP technical assistance in developing implementation requirements for the Teachers' Cadre. … PSPU and POD/ERP staff members developed and submitted a proposal that will function as the basis for an action plan for the MOE policy on the Teachers' Cadre. This *space filling* activity enhances the MOE's capacity to implement its policy aiming at increasing incentives for teachers and reducing the need for private tutoring. (ERP, 2006d, pp. 21-22)
- *Professional Academy for Educators:* In response to a PSPU request for assistance, POD/ERP advisors proposed space filling activities to support the MOE with the Teachers' Academy initiative. In line with the initial conceptual thinking of the MOE, the Academy will be designed to serve as a system regulator and policy-setter rather than a training provider. As such, the Academy will regulate the process of licensing educators, trainers, and evaluators. It will also accredit training institutions and programs. In addition, the Academy will deliver high-level training to master trainers and educational leaders. To this end, a proposal was submitted to the PSPU in the last quarter. This proposal set forth a procedural framework for educators' licensure in light of the educators' special cadre. (ERP, 2006d, p. 22)

During January-March 2007 ERP staff "continued to support the Ministry of Education in developing the human resources component of the National Strategic Plan for 2007–2012. … Specifically, the strategic plan groups utilized information gained from EQUIP2 work on standards for supervisors and teachers' career advancement levels to develop the structure of the Educators' Cadre" (ERP, 2007a, p. 20). ERP's quarterly report also notes that "fast track joint working groups from the MOE and ERP were formed to manage … major initiatives" (ERP, 2007a, p. 20):

> A joint ERP–MOE coordination meeting was held on March 13. The meeting was attended by Dr. Hassan Bilawi, Dr. Reda Abu Sri, the ERP Chief of Party, Senior Program Officer, POD Director and several POD specialists. Fast track groups were formed to coordinate and manage fast track activities including: the Educators' Cadre [and] the Professional Academy for Teachers ... A coordinator, a deputy coordinator and representatives of relevant MOE sectors as well as ERP counterparts were nominated for each group. ... All groups defined their tasks and terms of reference and set their missions, roles and responsibilities. (ERP, 2007a, p. 21)

ERP's January-March 2007 quarterly report also indicates that in relation to the MOE Educators' Cadre initiative, ERP staff are helping to design a Teacher Excellence Award, "a scheme for rewarding excellent, standards-based performance in each school. Apart from rewarding and honoring one teacher from each of the ERP and New Schools Program schools for their excellent teaching performance, the Teacher Excellence Award will disseminate the culture of quality performance, increase teachers' awareness of their professional roles, encourage them to excel in their classroom performance, promote the concept of honoring excellence and establish an objective scheme of rewarding and honoring distinguished teachers" (ERP, 2007a, p. 21). During February "exploratory meetings were held in the target governorates of Minia, Bani Suef, Fayoum, Cairo, Qena, Aswan and Alexandria … to discuss how to conduct the Teacher Excellence Award activity. Attendees in each meeting were the undersecretary and/or his deputy, the target idara director, the reform unit manager, three (primary, preparatory and secondary school) principals, three inspectors general as well as representatives from boards of trustees and the Teachers Syndicate. Participants agreed to hold two-day workshops to identify the governorate-based processes, criteria and tools for the selection of 305 awardees – one from each of ERP and NSP schools … Following the

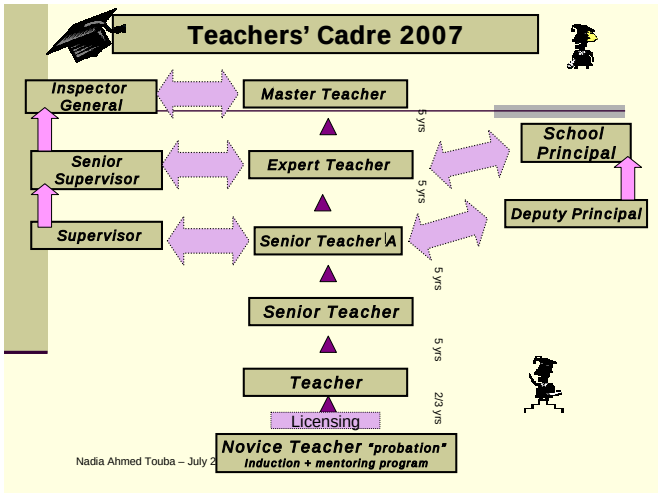
exploratory meetings, four [regional] workshops[220] were held ... As a direct result of these workshops, the governorate-based processes for the Award announcement were defined including recipient nomination, selection, recognition and documentation. Advertisements and application forms as well as awareness-raising material about teacher's excellence were produced. Standards-based tools were also developed for the evaluation of teachers' performance in the classroom, the school community and the local community" (ERP, 2007a, p. 22).

In June 2007, the a wide range of ERP staff met with Dr. Hassan El Bilawi to review the current status of the governorates' strategic plans and the optimal integration of each plan within the policy framework of the National Strategic Plan. This meeting also involved discussions about the best way to integrate the Teachers' Cadre and the Teachers' Academy "into the ongoing cycle of strategic plan implementation and monitoring in each governorate" (ERP, 2007b, p. 21).

Additionally, with respect to the Teachers' Excellence Award initiative, "on May 29 and 30, 2007, 294 awardees from the target governorates gathered at Mubarak City for Education for focused workshop sessions, where they received awards and shared their experiences with one another. [Then] on May 31, 2007, central and governorate MOE undersecretaries, heads of the boards of trustees, ERP staff, USAID staff, and key invitees attended the awards ceremony that was held under the auspices of … the Minister of Education, with the USAID Mission Director as the guest of honor. A presentation on *Teachers' Excellence for Quality Education* was given by the Head of Aswan BOTs, and a teacher delivered a speech conveying the promise of his fellow awardees to keep up their excellent performance. The USAID Mission Director highlighted the important role that teachers play in education reform and the Minister of Education focused on the Ministry's initiatives for teachers' enhancement and education reform, specifically the Teachers' Cadre and the Teachers' Academy" (ERP, 2007b, p. 24)

Also, during April-June 2007, ERP staff provided technical assistance to the Teachers Cadre Working Group, which "prepared draft proposals for a licensing procedure and a system for teacher promotion from one level to the next in response to requests from the Minister" (ERP, 2007b, p. 23). As shown in the figure below, the Teachers' Cadre would be composed of six steps within the teaching ranks with links to ranks of school administrators and supervisors.

[220] The "workshops were held in Minia on March 2–4 for a total of 43 participants from the Fayoum, Bani Suef and Minia governorates. Similar meetings and workshops were held in Aswan on March 10–11 for the 32 participants from the Qena and Aswan governorates, in Cairo on March 14–15 for the 16 Cairo participants, and in Alexandria on March 19–20 for the 48 participants from the East, West, Middle and Amria idaras. Attendees to these workshops were Undersecretaries and/or their deputies, target idara directors and reform unit managers, representatives of primary, preparatory and secondary school principals, teachers and supervisors and Board of Trustee and Teachers' Syndicate representatives" (ERP, 2007a, p. 22).




The Working Group's then "conducted a number of meetings with the MOE staff and human resource consultants and discussed the [draft] design of the promotional levels, including the methods of placement and confirmation and the job descriptions of each level in the cadre at the kindergarten, preparatory, and secondary sectors. The Working Group [subsequently] presented the drafts of the promotional levels and organization of the placement of teachers within the cadre to the Ministry Senior Advisor, the First Undersecretary, and the Minister of Education" (ERP, 2007b, p. 26)

Such efforts by the Working Group informed the contents of the Teachers' Cadre Law (No. 155), which was approved by the People's Assembly on 21 June 2007 as an "amendment of some rules of Education Law Issued by Law No. 139 for the Year 1981." In part this law states:

**Section 1**
**Teachers' Jobs, their Equivalents and Participants in the Educational Process**

**Article 70**: The rules of this section are applicable to all teachers who are in charge of teaching, technical inspection or school administration as well as to social workers, psychologists, technological, press and media personnel and librarians.

**Article 71:** The job roll of teachers consists of the following positions:

1- Assistant teacher
2- Teacher
3- Master Teacher
4- Master Teacher (A)
5- Expert Teacher
6- Senior Teacher

**Article 74:** Appointment for one of the educational jobs mentioned in Article 70 of this law or promotion to higher positions or their equivalent as mentioned in this section requires meeting the conditions for holding them, obtaining the certificate qualifying for holding the job and passing the training and tests conducted for this purpose.

**Article 77:** Those holding teaching positions may not be transferred from one educational stage to another until they meet skill and knowledge conditions and the technical requirements decreed by the Minister of Education and obtain the eligibility certificate required for the stage to which they are transferred.

**Article 81:** Promotion to the positions stipulated in Article 70 of this law requires meeting the following conditions:

1. Meeting the conditions for holding the job to which one is promoted as indicated its description card.
2. Spending at least five years in practicing actual work in the immediately lower job or its equivalent level in accordance with the rules decreed by the Minister of Education.
3. Obtaining an eligibility certificate to practice the job to which one is promoted.
4. Getting two performance evaluation reports ranked as at least above average in the last two years prior to the consideration of promotion.

**Section 2:**
**Financial Treatment of Teachers**

**Article 84:** The salaries for the positions stipulated in this section are determined according to the table [below]:

**Table of Equation of Teaching Positions**

| Teaching Positions | Equivalent Financial Degree | Intervals | Accreditation Allowance |
|---|---|---|---|
| Senior teacher | Top management | - | 150% |
| Expert teacher | General manager | 5 years | 125% |
| Master teacher (A) | First | 5 years | 100% |
| Master teacher | Second | 5 years | 75% |
| Teacher | Third (2 years' seniority) | 5 years | 50% |
| Assistant teacher | Third | 3 years | - |

**Article 85:** Based on a presentation by the Minister of Education, the Prime Minister issues a decree regarding performance, administration and academic excellence incentives for those who have obtained post-graduate diplomas or master's and Ph.D. degrees in the field of education, as well as the job burden allowance system, over-time, encouragement allowances for certain jobs or areas, and the expenses incurred by those holding teaching jobs in performing these jobs.

**Article 86:** Those holding the teaching jobs stipulated in this section will be paid an incentive for excellent performance by virtue of a decree by the Prime Minister based on a report presented by the Minister of Education. The decree specifies the amount of incentive and the conditions and rules for granting it. The number of those who are granted this incentive every year should not exceed 10% of those holding the aforementioned positions in each educational administration (idara).

**Article (89):** Those who occupy the teaching positions referred to in Article 70 of this law and who are in service at the time this section is applied or those will be hired in the future will be paid a teacher's allowance estimated at 50% of the base salary. The set yearly allowance and any rise in salary granted to the government administrative staff will be applicable to them. They will be promoted to the higher financial degree pursuant to the rules of the public servant law.

During the July-September 2007 quarter ERP staff and consultants worked with MOE personnel in "introducing an induction/mentoring program for newly hired assistant (novice) teachers. Successful completion of the program will be a requirement for teachers to get the certificate of qualification and hence be licensed. The Induction/Mentoring Working Group is planning and managing the development and institutionalization of the induction/mentoring program. Program materials, processes, and training materials have been developed for pilots scheduled to take place later in the year" (ERP, 2007c, p. 20). In addition, during this quarter POD/ERP staff supported the efforts of the Teachers Cadre Working Group. "During this quarter, the MOE approved a proposal to test teachers for placement in the cadre on a variety of components [and the] Working Group … oversaw the development of a framework for teacher testing and the beginning of the development of items required for the testing program" (ERP, 2007c, p. 21). In this regard, ERP staff "held a number of working sessions with Egyptian consultants and an international consultant to develop frameworks, test dimensions, constructs, and objectives for teacher tests. Item writing workshops were conducted for consultants writing items for the tests. A meeting also was held to finalize the matrix that lists knowledge, skills, tasks, and training for teachers. As a result of the working sessions, frameworks, dimensions, constructs, and objectives were developed for the testing program. In addition, items were developed for the tests and a final teacher matrix was presented to the MOE" (ERP, 2007c, pp. 23-24).

According to Touba (2008, p. 1), the tests, which the Ministry of Education will use (along with years of experience to place the 1.5 million members of the teaching force in the different cadre levels, is "composed of 100 MCQ items: 30 items in Arabic language skills,( for all applicants); 30 items in Pedagogy (depending on the stage); 40 items in content areas (depending on specialization). Test items address three cognitive levels (25% knowledge, 60% understanding and application, and 15% critical thinking and problem solving)." Altogether 64 tests were developed, piloted,[221] and administered[222] to the relevant populations: a) *Arabic Language Skills* (1 test for all); b) *Pedagogy* (6 tests: KG, Elementary, Prep/secondary, Special needs: visual, auditory, mental), and *Content* (45 general education tests, and 12 technical education tests).

In October EQUIP2/ERP submitted its annual work plan for Year 4, which describes its role in providing "technical assistance to the MOE in the implementation of the educators' cadre for the selection, induction, promotion, and advancement of educators based on standards, accountability, and professional growth. [POD/ERP] is supporting the MOE in developing a licensing procedure and a system for teacher promotion from one level to the next. A significant portion of POD/ERP technical assistance will be to support teacher testing for placement in the cadre, for licensing, and for promotion within the cadre. Technical assistance will be also provided to plan and implement an induction and mentoring program that supports assistant teachers (novice teachers) and prepares them for the Certificate of Qualification. The new system for teachers' professionalism where salary and incentives are correlated to the performance of the teacher is at the center of standards-based education reform" (EQUIP2/ERP, 2007, p. 5). In relation to the Objective of establishing "an effective educators' cadre is developed for selection, induction, promotion, and advancement that promotes accountability and rewards standards-based work and professional growth," the work plan specifies the following subtasks:

[221] Piloting was carried out during 14-15 May, 2008, involving 25,000 in ten governorates: Cairo, Giza, Alexandria, Sharkeya, Dakahleya, Kafr El Sheikh, Port Said, Minia, Sohag, and Aswan (Touba, 2008, p. 5).

[222] After revisions based on the pilot and standard setting (13-21 August), the test was administered formally during 24-28 August 2008 (Touba, 2008, pp. 5-6).

1. Assist the MOE to establish a licensure/certification and promotion system for teachers through technical assistance for developing a career track and advancement framework for teachers, administrators, and supervisors
2. Assist the MOE to implement a licensure/certification system in line with the educators' cadre levels using and institutionalizing standards-based tools for licensing and promotion and appraising teacher performance.
3. Support the implementation of the educators' cadre through assisting the MOE to develop a national system for appraising teacher classroom performance.
4. Develop and pilot a system for induction and mentoring of assistant teachers. (EQUIP2/ERP, 2007, Table 2.2 POD)

During October-December 2007, ERP staff coordinated "the production of over 6,000 test items for the teacher testing program for placement in the Cadre.[223] By the end of the quarter, over 55 tests in four forms were ready for delivery to NCEEE for field testing. ... The writing of items in 45 content areas required that subjects agree on content standards and groupings. ... The development of the Cadre placement tests encouraged the MOE to address policy issues regarding the number of tests, test administration, and the scope of information required about the tests by the education system and the public" (ERP, 2007d, p. 23). According to the quarterly report, ERP staff "held a number of working sessions with Egyptian consultants to develop items for the teacher placement tests. Item writing sessions were conducted by the ten lead consultants for this activity and were attended by at least 37 item writers in each session. The participants finalized test items for 52 out of 62 placement tests in Arabic language skills, pedagogy, and content subjects for kindergarten, primary preparatory, secondary, and technical education teachers. These included hard copies of test items for one Arabic Language Skills Placement Test, six Pedagogy Placement Tests, and 45 Content Subjects Placement Tests, all in four forms. A series of meetings was held with senior MOE and NCEEE officials to finalize the details of the testing process, the information needed about the test to be sent to teachers, and the dates for the various activities of the testing program" (ERP, 2007d, p. 25).

ERP's January-March 2008 quarterly report indicates that "working sessions with Egyptian consultants to develop items for the teacher placement tests continued until all 62 tests in four forms were completed and sent to NCEEE for scanning and inputting into a database. Thirty consultants met in February to review and revise all of the test items in the database. Planning for field testing, item calibration, and test preparation was finalized. Meetings with ten governorates selected for the field testing took place to discuss logistics" (ERP, 2008a, p. 28). Moreover, during this quarter and POD/ERP staff and NCEEE personnel "planned out the cadre placement test pilot sampling, the selection criteria, and process for test quality analysis" (ERP, 2008a, p. 25). ERP staff (POD and Social Marketing divisions) developed "the materials necessary to prepare teachers to apply to the Cadre, register for the placement tests, and to have these materials approved by the MOE for distribution. It is expected that by the end of the 2007/2008 fiscal year, teachers will have applied to the Cadre using an on-line process. The registered teachers will have taken the three components of the test. Preliminary plans for the role of principals and supervisors will have been created and supervisor standards will have been revised and rubrics developed" (ERP, 2008a, pp. 25-26).

During April-June 2008 ERP continued to support MOE efforts in developing and implementing an ambitious testing program. The results of the tests, along with years of

[223] According to ERP's quarterly report, "[t]he testing aspect of the placement process is important in its own right and will have a long-term impact on testing practices in the country, possibly including reform to the exit examination system. The implementation of the induction and mentoring component of the cadre system will also impact the quality of the teaching force in the long-term by ensuring that trained and supported teachers enter the work force" (ERP, 2007d, p. 22).

experience, will determine placement in the cadre's five levels of teachers, supervisors, principals and school-based specialists in psychology, social affairs and technology. This quarter, with ERP's support, NCEEE staff created two new teacher tests in the areas of Media and Library. Test items were developed and mapped into four test forms with the assistance of Egyptian and international experts, including those from the Educational Testing Service. More generally, using the results of piloting of items conducted during 14-15 May with 25,000 Egyptian teachers, final versions of a total of 140 operational test forms were created for 64 tests. This activity involved major capacity building exercises for NCEEE personnel in administering tests, applying IRT theory to analyze data, and constructing test forms. The piloting of test forms in May was also used to test the administration procedures for the final test administration scheduled for mid-August 2008. In addition, during this period, ERP staff helped the MOE to prepare the materials necessary for teachers to apply for the cadre and register for the placement tests. By the end of the quarter, close to one million teachers, administrators, and specialists had registered for the Teachers' Cadre and for the tests (ERP, 2008b, p. 27).

**Conclusion**

As early as 2002 the Egyptian Ministry of Education, USAID/Egypt, UNICEF, and others were calling attention to problems in educators' career structure. Among the issues raised were: a) the prevalence of contract teachers who did not have long-term employment commitments and who had limited access to in-service training opportunities; b) the fact educators' promotion opportunities took them away from classroom instructional responsibilities; and c) educators' promotion was mainly based on seniority rather than on capacity developed via in-service education programs or measures of professional performance. These issues were mentioned in USAID/Egypt's request for applications for the Education Reform Program (ERP) and were noted in the proposals for ERP, particularly the proposal developed by the EQUIP2 consortium.

Initial ERP-supported activities (during 2004-2005) were organized through three of ERP's divisions: 1) the Faculties of Education Reform division concentrated on developing standards for assessing the performance of pre-service teachers (before they graduated) and on facilitating university and school-based educators to examine how to implement an induction for novice teachers; 2) the Education Systems Support division focused attention on the need for reform of educators' career paths as part of its more general effort supporting in-service training and supervisory personnel to create a Framework for a Professional Development System; and 3) the Decentralized Governance and Management division contracted out a "teacher motivation" study and a review of civil service regulations affecting teachers.

These ERP efforts, however, were not intimately related with strong commitments and actions by top MOE officials, nor were they explicitly linked to the concept of a Teachers' Cadre. However, in June 2006, the Ministry convened a major, national workshop to address the issues of establishing a Teachers' Cadre. As the Egyptian government became more focused on the cadre and as ERP reorganized its work in the context of its 3rd year work planning, things changed. From the latter part of 2006 and especially beginning in 2007, ERP devoted considerable resources in support of the MOE in relation to the Teachers' Cadre, with important and visible indicators of progress.

In part through ERP staff contributions, the "Human Resources" section of the MOE Strategic Plan included a strong focus on the cadre as well as the related reform idea of the Teachers' Academy (for providing oversight of teacher licensing, promotion, and in-service professional development). ERP staff also helped to implement on a pilot basis a "Teacher Excellence Award," which promoted a process for evaluating teachers' performance, building on previous ERP-supported efforts to develop standards-based measures of teaching. More directly, ERP staff supported the MOE-created Teachers' Cadre Working Group in drafting what became the Teachers' Cadre Law, which was passed by People's Assembly in June 2007. ERP's efforts to help institute an induction program for novice teachers, which was re-started in

2007, is also relevant here. However, perhaps even more significant was the role played by ERP staff as well as Egyptian and international consultants in helping the National Center for Examinations and Educational Evaluation to develop, pilot, administer, and analyze the results of the teachers' cadre placement tests. Moreover, the administration of the tests to thousands of Egyptian teachers in August 2008 was facilitated by ERP support for implementing a web-based approach for teachers to register for and find out the results of the testing.

In terms of "education reform support" (DeStefano and Crouch, 2006), ERP's efforts during the first two years of the project undoubtedly contributed to clearing space and to filling space – and perhaps even to mobilizing reform support infrastructure – in relation to the Teachers' Cadre. However, until key MOE officials not only signaled the political will but also exercised leadership in relation to the Teachers' Cadre, it was difficult to observe clear evidence that ERP's activities were having an impact. Since late-2006, when the MOE assumed strong leadership on this issue, ERP's activities appear to have played a significant role in helping achieve key objectives.

## Chapter 11

### PRECEPTIONS OF CHANGE TOWARD IMPLEMENTING THE TEACHERS' CADRE

**Nagwa Megahed, Mark Ginsburg, Antar Abdallah, and Mostafa Mohamed**

In this chapter we summarize the findings from focus group interviews conducted in May and June 2008 with a total of 207 teachers, principals, idara-level department directors, and muddiriya-level department directors, as follows:

| Tool | Group | *Governorates* | | | | | | | Total |
|---|---|---|---|---|---|---|---|---|---|
| | | Cairo | Alexandria | Fayoum | Beni Sweif | Minia | Aswan | Qena | |
| Teachers' Cadre | Muddiriya Administrators | 4 | 10 | 0 | 7 | 9 | 6 | 16 | **52** |
| | Principals: ERP Schools | 6 | 9 | 7 | 8 | 9 | 7 | 7 | **53** |
| | Idara Department Directors: ERP Idara | 5 | 7 | 6 | 8 | 10 | 10 | 7 | **53** |
| | Teachers | 6 | 6 | 6 | 8 | 8 | 7 | 8 | **49** |
| | Total | **21** | **32** | **19** | **31** | **36** | **30** | **38** | **207** |

Focus group participants completed the "stages of system change" questionnaires concerning *institutional and policy framework* as well as *institutional and individual capacity* with respect to implementing the Teachers' Cadre. For each dimension of each area participants marked one of the following stages:

49. *Maintenance of the Old System*
50. *Awareness*
51. *Exploration*
52. *Transition*
53. *Emergence of New Infrastructure*
54. *Predominance of New System*

Below we will discuss the perceptions of the different groups within and across governorates, first focusing on the dimension of institutional and policy framework and secondly on institutional and individual capacity.

**Domain 1 - Policy Framework**

Table 1 displays the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and policy framework dimension for the Teacher Cadre. Note that overall respondents perceive the stage of this dimension of the reform to be at the transition stage (4.0). However, there are some differences across governorates, with Alexandria respondents reporting the highest level (4.2 or just past the transition toward emergence of new infrastructure stages) and Minia respondents having the lowest level (3.6 or just past halfway between the exploration and transition stages). The other five governorates in which ERP has been working had average scores very close to 4.0 or at the transition stage.

The data displayed in Table 1, however, indicate only minimal differences among teachers, principals, idara-level department directors, and muddiriya-level department directors – with all perceiving the current stage of systemic change in implementing the Teacher Cadre to be at the transition stage (i.e., 4.0). Some noteworthy variations of group responses across governorates include:

- *Teachers*: in Cairo the average score was higher than the emergence of new infrastructure stage (5.2), while in Aswan and Minia average scores were closer to the exploration stage (3.0 and 3.4, respectively);
- *Principals*: in Aswan average scores approach the predominance of new system stage (5.7), while in Cairo and Minia average scores were between exploration and transition stages (3.7 and 3.6, respectively);
- *Idara-Level Department Directors*: in Alexandria the average score was half way between the emergence of new infrastructure and predominance of new system stages (5.4), while the average scores in Aswan, Fayoum, and Minia were between the exploration and transition stages (3.4, 3.5, and 3.6, respectively);
- *Muddiriya-Level Department Directors:* in Aswan average scores were closer to the emergence of new infrastructure stage (4.7), while in Alexandria average scores were somewhat below the transition stage (3.8 for both governorates).

**Table 1: Teachers' Cadre: Institutional and Policy Framework** (Mean Values; Range=1-6) Wave 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| - Teachers | 4.0 | 3.0 | 4.0 | 5.2 | 4.3 | 3.4 | 3.8 | **3.8** |
| - Principals | 4.0 | 5.7 | 4.0 | 3.7 | 4.0 | 3.6 | 4.1 | **4.2** |
| - Idara Department Directors | 5.4 | 3.4 | 4.1 | 3.8 | 3.5 | 3.6 | 4.3 | **4.0** |
| - Muddiriya Administrators | 3.8 | 4.7 | 4.0 | 3.8 | | 4.0 | 3.9 | **4.0** |
| **TOTAL** | **4.4** | **4.2** | **4.0** | **4.1** | **3.9** | **3.6** | **4.0** | **4.0** |

***The first interview question asked about why each participant chose a certain stage of system change***

**In Aswan**, School Teachers mostly agreed that they are in the third stage (exploring) except for two: one chose the fourth stage (transition) and the other chose the sixth stage (predominance of the new system). "We began to have the sense of the cadre but it has not yet been implemented and this is a big indicator for being in the second stage;" "all what happened is only words rather than actions;" "the ministry began to seek for alternatives for improving teachers' position both financially and professionally." School Principals mostly agreed that they are in the top stage (the sixth stage) with only one choosing the fourth stage. "50% of the cadre has been carried out;" "the cadre is related to efficiency rather than years of employment;" "the teachers' cadre law was issued as a basis for teachers' promotion." Idara Directors' choices were in average on the third stage. Their main justifications are: "the cadre has been implemented and the academy is about to be established;" "promotion criteria were changed and this shows that we are in a transition stage;" "the ministry has given teachers the chance to get the cadre but has not trained them on the kinds of exams provided." Muddiriya Administrators/General Directors in average agreed that the current status is the fifth stage (4.7) because of the first and the second rubrics describing this stage already exist.

**In Beni Sweif**, School Teachers in average chose the fourth stage (transition). They gave different justifications for their choices. For examples, “the presidential decree was issued for the implementation of the cadre and was approved in the two councils;" "educational accreditation is being implemented at schools now;" "new job placement is implemented but this classification does not benefit me (it was a mixed blessing for me) because I was about to be a social work inspector and one of the conditions was to supervise 40 social specialists; the number of social specialists is 130 and the number of inspectors is 7. The number of inspectors is small in comparison to the number of specialists and consequently I was not promoted." All School Principals chose the fourth stage; different participants gave different reasons for this choice: “the presidential decree was issued for the implementation of the cadre and it was approved in the two councils;” "a group of rules and regulations were issued for promoting teachers and fostering the cadre;" "a teacher who wants to get the second stage of the cadre should be qualified academically and consistently develops his abilities." Idara Directors' responses have a wide range of differentiation although the mean of their responses points to the fourth stage (4.1). Their main explanations are: “I chose the first stage because the current policy encourages teachers to be administrative employees rather than developing teachers in addition to their bad situation both economically and socially." "Promotion is still based on years of employment rather than efficiency;" "there are clear conditions for getting the cadre;" "there are contracted teachers (assistant teachers) who should have certain professional certificates from the teachers’ academy;" "there is no teacher who wants to be an administrative employee because of the bad status of the administrative employee financially as well as psychologically." Two of the Muddiriya Administrators/General Directors chose the third stages then they modified their choices to the fourth stage. All other members chose the fourth stage from the beginning and explained their choices, as follows: “the law 155 of 2007 was issued concerning the teachers' cadre and the law 82 of 2007 was issued concerning the teachers' academy;" "a group of rules and regulations were issued for promoting teachers and getting the cadre."

**In Fayoum**, School Teachers chose the fourth (transition) and the fifth stages (emergence of new infrastructure). They justified their choices by indicating that "all items under these stages exist." All School Principals chose the fourth stage. "All items under this stage exist on the level of regulations;" "we do not choose the fifth stage because the first item does not exist." Idara Directors responses were in the range between the third and the fourth stages. They justified their choices by saying: "there is nothing called *cadre,* and if it exists, is it the same as the university professors?" "Why do the idara and muddirriya directors not have the cadre as long as they are at the same work? We are in the old system;" " a group of rules and regulations were issued for promoting teachers and getting the cadre;" we are in the top stage because the first and the third items under it really exist." General Directors assured the points addressed by School Teachers and added "reality shows that we are in the fourth and the fifth stages."

**In Qena**, School Teachers and Principals focused essentially on the fourth stage (transition). "We are in the transition stage because it represents our actual status;" "the cadre was issued and some regulations were implemented while others are about to be implemented;" "there is a faithful intention for developing education and the teachers academy is a big indicator for this." Idara Directors as well as General Directors’ choice in average pointed to the fourth stage. Their main justifications are "the teachers' cadre main items were implemented but the organized regulations for promoting teachers have not yet been implemented in the light of the new cadre;" " the presidential decision was issued with the implementation of the cadre and was discussed in the two councils."

**In Minia**, School Teachers' choices in average was at the third stages (exploring). They gave different explanations for their choices. "Teachers' salary has increased with only a rate of 50% from the basic salary;" "I hope that the ministry excludes students' exam results from criteria for teachers' promotion because this may force them to help students cheat in exams for getting a higher score;" "promotion till the this moment is still based on the old system;" "the presidential decision was issued with the implementation of the cadre and was discussed in the two councils for improving the situation of teachers financially as well as economically;" "I hope that the cadre differentiates between efficient and inefficient teachers." Principals echoed the stands taken by teachers interviewed; they added "the cadre should include all employees at the educational field for avoiding envy among them;" "the cadre does not affect secondary schools' teachers' private lessons." General Directors focused on the fourth stage in their responses and justified," the rules and regulations of the academy were discussed through the professional councils;" "one of the participants however added promotion depends essentially on years of appointment rather than teachers' performance."

**In Cairo**, School Teachers mostly agreed that teachers' cadre is in an advanced stage (5.2) in terms of implementation (emergence of new system). They gave different explanations for their choice; "the teachers' cadre law was accredited which presents a better structure for salaries;" "promotion depends largely on teachers' knowledge and skills rather than years of appointment;" "the teachers' academy has a big role in the cadre." Principals' choices were in average points to (3.7) the stage between the third stage (exploring) and the fourth stage (transition). "Presidential decision was issued with the implementation of the cadre and was discussed in the two councils;" "there are new regulations for teachers' promotion;" "There are a lot of foreign missions for teachers for acquiring knowledge and new skills." All Idara Directors agreed that they are in the fourth stage with only one choosing the third stage. They assured the stands taken by ERP principals. General Directors were in average in the fourth stage (3.8). However, three of them chose not to say anything about the teachers' cadre. Their justifications are similar to the principals.

**In Alex**, School Teachers and Principals as well as Idara Directors almost agreed that they are in the fourth stage with the majority of idarra directors chose the fifth strage. Their justification for their choice is that almost all the items under this stage exist on the level of regulations. "A presidential decision was issued with the implementation of the cadre and was discussed in the two councils;" " there are new regulations for teachers' promotion;" "there are a lot of training programs for teachers on the new cadre." On the other hand, General Directors chose the third and the fourth stage with the majority chose the fourth one. They echoed the stands taken by School teachers, Principals and Idara Directors. They added "a lot of teachers became frustrated and decided to seek a way for being administrative employees but when the cadre law was issued it encouraged teachers for developing their abilities in an objective way;" " teachers should be trained on the new system of the cadre".

***The second question asked about the causes behind the progress or the stability of change in the selected stages***

**In Aswan**, School Teachers and principals stated that the main obstacles are the implementation of regulations and rules is slow, lack of financial resources, training programs are not serious and implementing decentralization has a lot of possible risks. ERP Idara directors and General Directors stated other obstacles including "the lack of knowledge and awareness concerning the teacher's cadre, and the cadre's tests represent unrespectable way to treat teachers."

**In Beni Sweif**, School Teachers stated that the factors of the change are numerous; "the support from the President of State;" "the deteriorated status of teachers and the educational system;" "the accreditation and quality agency' law towards implementing the teachers' cadre in 2006." School Teachers on the other hand pointed out that there are internal and external obstacles such as “refusing the change;” "the cadre is related to the state budget;" "the academy will not be effective or objective;" "tests would be a big obstacle for teachers to be placed in the cadre." As for the reasons for the change, School Principals confirmed the points mentioned by school teachers and added "the state realizes the importance of teachers as being the core of the educational process." Concerning the obstacles that hinder the teachers' cadre, Principals asserted that “the budget is the main obstacle behind the matter; the state budget represents the first ten obstacles that hinder the teachers' cadre." ERP Idara directors echoed what ERP school teachers mentioned, and added "we hope to stop private lessons." They added another obstacle that is “the misunderstanding of the cadre and limiting it to financial matters only although it represents an important step of increasing the social position of teachers." In addition to the fore mentioned causes of change, General Directors emphasized, "foreign missions played a vital part by comparing the teacher's status in Egypt and abroad." In terms of the obstacles, excluding administrative employees is a main obstacle for the teachers' cadre."

**In Fayoum**, School Teachers and Principals as well as Idara Directors mentioned numerous reasons for the change; "the economic conditions;" "the president elective program;" "the teacher is the core of the educational process;" "the ERP has nothing to do with the new cadre (it is a state policy)." General Directors assured the points mentioned by School Teachers, Principals and Idara Directors but they mentioned that “ERP supported two ideas: professional development and the desire for change.”

**In Qena**, School Teachers agreed that the factors of the change have to do with the ERP;" ERP contributed in training teachers and increasing their awareness about the importance of educational diplomas and computer skills such as ICDL and so on." School Principals and Idara Directors agreed that the causes of change can be attributed to the following: "private lessons/tutoring, prices/cost, the bad status of education, and the bad economic status of teachers." "The bad education outcome and the difference between teachers here and teachers abroad is like the difference between Egypt and foreign countries," General Directors.

**In Cairo**, the main obstacles which face the change can be summarized in financial resources needed; government bureaucracy, and stratified implementation of the cadre.

**In Alex**, the main obstacles which face the change were listed as follows:

- Financial resources. (School Teachers and Idara Directors)
- Budget, teachers' tests, and implementing the cadre on only teachers, excluding administrative employees. (School Principals)
- The implementation of the cadre and the tests' system are not fair. (General Directors)

***The third question asked about the role of ERP in bringing about the change***

In Aswan and Beni Sweif School Teachers and Idara Directors as well as General Directors stated that ERP’s contributions relate mainly to teachers' professional development and have nothing to do with decision making. "There was cooperation between ERP and the ministry in terms of training teachers;" "the new cadre is out of ERP control (ERP does not have a say in the decision making process);” School Principals indicated that ERP provides technical support

especially training. Bani Sweif's Idara Directors indicated that ERP didn't help in this respect at all.

In Qena, School Teachers mentioned, "ERP does not have a real role in the regulations and policies, its main role would emerge in the future." In contrast, School Principals and Idara Directors as well as General Directors stated that "trainings done by ERP convinced the state with the reconsideration of teachers' status."

***The fourth question asked about what ERP could have done to better serve the change in teachers' cadre.***

**In Aswan**, School Teachers suggested that ERP focuses on implementing and transferring experience, monitoring trainings and measuring results, transferring teachers' opinions to the idara and making recommendations. School Principals suggested that ERP focuses on providing technical support and increasing the number of training workshops especially on active learning. ERP Idara directors emphasized the importance of continuing workshops for raising awareness about teachers' cadre and clarifying the articles of the regulation 155. General Directors suggested that ERP deepens the awareness about FD and it may play a role in training teachers.

**In Beni Sweif**, School Teachers suggested that ERP does trainings in English and computer. School Principals suggested that ERP raises the financial portion of the cadre and recommendations. Idara Directors mostly agreed that ERP should increase its training activities and choose accurately those who travel in foreign missions. General Directors agreed that ERP discusses the issue of those who will not have the cadre.

**In Fayoum**, School Teachers suggested that ERP should transfer their opinions to the ministry. “ERP does not have authorities on the matter of the cadre,” Idara Directors. ERP has to do with the training matters rather than with the financial matters.

**In Qena**, School Teachers do not mention anything about the role of ERP. School Principals suggested that ERP transfers opinions with the reconsideration in the low financial value of the cadre. It should present a good training model like Dishna's. Idara Directors and General Directors suggested that the main role of ERP is to increase training.

***General Commentary***

As much as the previous discussion is concerned, we may infer the following:
Almost all participants were in higher stages explaining "the presidential decision was issued with the implementation of the cadre and was discussed in the two councils;" "the educational accreditation is being implemented at schools now;" “the academy law was issued." "The cadre implementation represents a big change in teachers' life both economically as well as socially." On the other hand, they agreed that the state budget represents a big obstacle in the way of the cadre.

**Domain 2 - Institutional and Individual Capacity**

Table 2 presents the average responses of different focus groups in the seven ERP focal governorates concerning the stage of systemic change of the institutional and individual capacity dimension for the Teacher Cadre. Note that overall respondents see this dimension of the reform as being just above the exploration stage (3.3). However, there are some variations across

governorates in their perception of the current stage, with Cairo respondents reporting the highest average score (3.8 or approaching the transition stage), while respondents in three governorates (Bani Sweif, Fayoum, and Qena) on average perceive this reform to be only at or about the exploration stage (3.0, 3.1, and 2.9, respectively).

The data presented in Table 2 also indicate some variation in perceptions among different groups (on average for the focal governorates). For instance, principals perceived the implementation of the Teachers Cadre to have reached a somewhat higher stage (3.8 or almost at the transition stage), while teachers and muddiriya-level department directors saw this reform as just having reached the exploration stage (3.0 and 2.9, respectively). Some noteworthy variations of group responses across governorates include:

- *Teachers*: in Cairo respondents reported the highest level (4.5 or half way between transition and emergence of new infrastructure stages), while in Bani Sweif respondents had the lowest scores (2.0 or at the awareness stage);
- *Principals*: in Aswan respondents had the highest average score (5.7 or approaching predominance of new system), while in Alexandria and Qena respondents perceived the current situation to be at the exploration stage of systemic change (3.1 and 3.0, respectively);
- *Idara-Level Department Directors*: in two governorates (Alexandria and Minia) respondents perceived the situation to be at the transition stage (4.0 in both), while in two other governorates (Fayoum and Qena) respondents saw things being just below the exploration stage (2.8 and 2.9, respectively);
- *Muddiriya-Level Department Directors:* in Cairo respondents placed the Teacher Cadre as approaching the transition stage (3.8), while in three governorates (Bani Sweif, Fayoum, and Qena) respondents perceived the reform as approximately at the exploration stage (3.0, 3.1, and 2.9, respectively).

**Table 2: Teachers' Institutional Cadre: Capacity** (Mean Values; Range=1-6) Wave 1

| *Group* | Alexandria | Aswan | Bani Sweif | Cairo | Fayoum | Minia | Qena | **TOTAL** |
|---|---|---|---|---|---|---|---|---|
| Teachers | 3.7 | 2.6 | 2.0 | 4.5 | 2.5 | 3.3 | 3.0 | **3.0** |
| Principals | 3.1 | 5.7 | 3.5 | 3.5 | 4.0 | 3.6 | 3.0 | **3.8** |
| Idara Department Directors | 4.0 | 3.3 | 3.0 | 3.8 | 2.8 | 4.0 | 2.9 | **3.4** |
| Muddiriya Administrators | 2.9 | 2.0 | 3.4 | 3.5 | | 2.9 | 2.8 | **2.9** |
| **TOTAL** | **3.5** | **3.4** | **3.0** | **3.8** | **3.1** | **3.4** | **2.9** | **3.3** |

*The first question asked about why each participant chose a certain stage in Andersons' modified model of systemic change*

**In Aswan**, School Teachers' responses were in the range between the second (awareness) and the third stages (exploration) with more responses focus on the second stage. "The government realizes the importance of the reform process and this is a big indicator for being in the second stage;" "ERP played a vital role in raising the quality of education;" "the government pays much attention to teachers' training and developing their skills on using up-to-date methods of

teaching;" "the education reform process is like someone whose shirt is worn and s/he does not know whether to fix it or to buy a new one". School Principals all agreed to chose the top stage (predominance of the new system) except for one who chose the fourth stage "we are in the top stage because there are a lot of training programs for example programs for developing skills and data analysis." Idara Directors' choices were within the third (exploration) and the fifth stages (transition) with an emphasis on the third stage. They gave different justifications for their choices; "I chose the third stage because it represents our current position;" "we are exploring alternatives for choosing the best model for developing education;" "the cadre was implemented and the academy is about to be established." General Directors all agreed that the current status is the second stage (awareness); "all of us feel that our abilities as well as institutions need revolution for reforming and changing."

**In Beni Sweif**, All School Teachers agreed chose the second stage (awareness). Their main justifications are; "the educational product (students) is unqualified; a student who is able to memorize and not to think." "The students of technical education are not able to write except for 25%;" "teachers' evaluation tools are invalid." School Principals chose the second (awareness) and the fourth stages (transition). They gave different justifications for their choices. "The teachers who are unqualified are the reason for the low standard of students;" "the old promotion system still exists that is promoting according to years of employment;" "there is awareness on all levels about the importance of training teachers for quality education;" "all teachers are now required to have knowledge in English and computer." Idara Directors chose the third stage (exploration) and explained "there are good development models for training and there is a big increase in the efficiency of teachers;" "professional development is a condition for getting the cadre and ERP gave lots of training on this matter." General Directors mostly agreed that they are in the fourth stage and their explanations are: "the ministry works on new development dimensions like sending teachers on international scholarships;" "meetings are held for identifying the training needs for teachers"; "there is a system for assessing teachers which depends on their efficiency;" "all training programs tend towards developing teachers professionally to enable them to get the cadre."

**In Fayoum**, all School Teachers chose the second stage (awareness) except for one who chose the fifth stage (emergence of new system). They justified their choices "all of us realize the importance of change but some aspects of the process are not activated and the case looks unserious;" "since the academy does not exist yet, we are in a backward stage"," if we are in the fourth stage so no one is better than us." All School Principals on the other hand chose the fourth stage (transition). Their main justifications as they stated were that "we chose the fourth stage because all items under this stage exist;" "training directors on how to manage meetings and financial and administrative matters is a big indicator for being in the fourth stage." All Idara Directors chose the second stage except for one who chose the fourth stage and asked them why did you choose the second stage?. They answered saying "awareness exists but activation does not." All General Directors chose the second stage with one only chose the third stage. "As for the second stage, it represents our current position but in terms of the third stage all items under this stage truly exist."

**In Qena**, ERP teachers chose the second and the third stages.50% chose the second stage and 50% chose the third stage and explained "concerning choosing the second stage, we have not reached the implementation yet." "All items under this stage exist on the level of practices and capacities." "Meetings were held to identify the performance gaps between teachers' skills and the new methods of teaching." "We are good at planning and bad at implementation." School Principals mostly agreed to choose the third stage (exploration). They explained: "all items of this stage exist under this domain because a lot of leaders have traveled abroad to get to know

the new models of teaching", "why the cadre was completely implemented only in Minia?" Idara Directors' choices varied from the 2nd to the 3rd focusing on the 2nd stage. They gave different explanations for their choices "the ministry began to feel the bad need for new techniques for training and assessing teachers' knowledge and information;" "inspectors as well as directors use unreliable ways for promoting teachers." General Directors mostly agreed to choose the third stage except for one who chose the second stage. "We are exploring alternatives by identifying the different models of teaching;" “meetings were held to identify the performance gaps between teachers' skills and the new methods of teaching."

**In Minia**, School Teachers' choices were within the third and the fourth stages. They justified, "the third stage represents our actual status in addition to the existence of all items underneath it;" "teachers began to be trained for acquiring new skills and strategies", "workshops were done on the national standards of education;" "we began to explore education models in the developed countries." Idarra Directors' were in the range between the third and the sixth stages with an average of 4.0. Different participants gave different explanations, "we are in a bad need for intensive training for developing all capacities;" "there are learning resources centre in many idarras now;" "education decision makers seek advanced training systems for teachers like the example that was set in Abu korkas town in Minia." General Directors' choices were within the first and the third stages. "Despite choosing the third stage, “some of the items under this stage do not fully exist like holding workshops for building knowledge and skills;" "the qualifying programs of the cadre do not exist yet;" "the academy has not yet been founded."

**In Cairo**, School Teachers chose the fourth and the fifth stages. 50% chose the fourth stage and 50% chose the fifth stage. Their justifications are "the system is in an advanced stage of implementation;" "there are qualifying programs for preparing teachers for the cadre as well as for inspectors and directors for developing their abilities in assessing and monitoring teachers." School Principals' choices differed to range between the second and the sixth stages with an average of 3.5. Their opinions were very different one from the other; “we are in a bad need for development so we are in the second stage;" "I object because there are a lot of indicators for being in a high stage of the system such as the existence of many qualifying programs." Idarra Directors all agreed to choose the fourth stage except for one who chose the third stage." They explained" the ministry has a plan of attitudes, knowledge and skills that should be implemented to teachers to be able to be promoted through the cadre and consequently trainers begin to restructure their programs to be so." As for General Directors, 60% of the participants chose the fifth and the sixth stages, 40% chose not to say anything about teachers' cadre." Trainers have specialized programs for qualifying and guiding teachers;" "directors as well as inspectors have new authorized systems for assessing and promoting teachers."

**In Alex**, School Teachers chose the third and the fourth stages. They explained; "the ministry has a plan of attitudes, knowledge and skills that should be implemented to teachers to be able to be promoted through the cadre and consequently trainers began to restructure their programs to be so." School Principals mostly agreed to choose the third stage. They agreed with ERP school teachers and added, “meetings were held to identify the performance gaps between teachers' skills and a new system of assessment depending on efficiency;" "there are workshops, too." Idara Directors all chose the fourth stage (transition). They assured the points raised by school teachers and added;" the teachers' academy criteria and indicators were stated and consequently all began to work in accordance with them." All General Directors chose the third stage with only one choosing the second stage. Their main justification is "we are in the third stage because of the first three items under this stage;" " this stage suits our current position in education;" "meetings were held to identify the performance gaps between teachers' skills and a new system of assessment depending on efficiency;" “the ministry began to

cooperate with stick holders institutions in terms of seeking new models for developing teachers' abilities."

*Question number two asked about the causes behind the progress or the stability of change in the selected stages*

**In Aswan**, School Teachers stated that there are numerous obstacles in the way of implementing the cadre; "the internal environment is not ready for change;" "some administrative employees mentioned that as long as you took the money of the cadre so the matter of development is yours and not ours; a teacher has to seek training for himself by himself;" "there are big numbers of teachers inside training halls." School Principals stated that of the main obstacles are "some teachers do not have the ability of training and some inspectors and trainers do not have the ability of assessing teachers' performance." Idarra Directors stated that the obstacles which hinder the cadre are numerous; "workshops are not implemented accurately;" "excluding some employees from the cadre," "the regulation 155 has a lot of problems;" "excluding some teachers from training;" "the cadre testing system is an unrespectable way for assessing teachers." All General Directors agreed that the “absence of the cadre culture” is the main obstacle before the cadre.

**In Beni Sweif**, School Teachers stated that of the main obstacles that hindered the change in teachers' cadre are exams techniques and the society culture; "exams nowadays deal only with memorizing and do not suit development;" "the society culture forces teachers not to develop themselves because the secondary schools student wants to get high scores and this can be achieved by training on questions which require memorizing rather than thinking and finally the exam does not differentiate between those who memorize and those who think." School Principals pointed out that there are a lot of factors behind the change; "the need for implementing new and effective methods of teaching which result in developing thinking skills if students;" "the deteriorated position of teachers professionally and academically;" "there are lots of workshops on active learning attended by inspectors." Idarra Directors indicated that the main reason for the change is the persistent desire for making it happen. General Directors stated that there are a lot of factors which accelerated the movement in the way of the change; "the presidential decree of the cadre and consequently it should be implemented;" "the political leaders realization of the role of education in developing the whole society;" "the low standard of teachers’ performance." They on the other hand pointed out that the financial resources are the main obstacle which faces the change.

**In Fayoum**, School Teachers mentioned different obstacles in the way of the cadre. "Unfruitful thought of leaders and the managerial corruption at the ministry," "trainers look at training as a way for making a living (through the travel allowances and perdiems provided by international training projects) only (have money, eat the meal, have the drink and *aslamu alekum*." School Principals stated that financial resources and bad planning are the main obstacles in the way of the cadre. Idara Directors mentioned that the matter has no activation in reality. General Directors said that one of the obstacles is that the current training is limited to using computer only and does not seek for the professional and academic development of teachers such as English and other specializations.

**In Qena**, School Teachers and principals stated that the obstacles have to do with the red tape and their ability to plan and not to implement. Idara and General Directors indicated that the factors which paved the way for the cadre have to do with ERP;" the program provides a lot of trainings which help teachers go well with the cadre especially in Dishna," "traveling abroad in scholarships,” General directors.

**In Minia,** almost all participants mentioned the same factor of the change that is the government realizes the vital role of teachers in society progress. They on the other hand summarized the obstacles as follows:
-lack of financial resources.
-lack of knowledge and skills.

**In Cairo**, the main causes of hindering the implementation of the teachers' cadre were listed as follows:

- the governmental bureaucracy as well as leaders in the ministry (School teachers and principals).
- unclear decisions, financial resources and excluding some employees from the cadre ( Idara directors).
- the budget, the unclear system of exams and envy because of implementing it only on some teachers and excluding the administrative employees as well as workers (General directors).

**In Alex**, the main causes of hindering the implementation of the teachers' cadre were listed as follows:

- the financial resources (School teachers and principals).
- the financial resources and exams system( Idara Directors).
- the necessity for training teachers on how to use computers, school training units should be developed and BOTs may represent an obstacle . (General Directors).

The third question asked about the role of ERP in bringing about the change

In Aswan, School Teachers as well as ERP Idara Directors indicated that the main role of ERP has to do with training;" it presented a lot of trainings for teachers and inspectors and improved their abilities." General Directors and School principals all agreed that the ERP did not help in this respect, “it does not have a role in this respect or its role was only theoretical."

In Beni Sweif, some School Teachers indicated that ERP didn't help in this respect at all, "the cadre is related to the government budget and its policy as well as society culture." Others mentioned that ERP raised teachers' awareness towards the importance of the professional development;" ERP transformed me from a traditional teacher to a more improved one." School Principals and Idara Directors assured the role played by ERP in the field of training, "teachers as well as directors and inspectors had trainings which improved their abilities and might help them have the cadre," "international scholarships provided by the ERP program had its own effects." General Directors emphasized the same point, “discussions, training workshops and capacity building run by ERP helped teachers a lot."

In Fayoum and Qena, all participants emphasized the role played by ERP in developing teachers’ abilities and qualifying them to have the cadre.

The fourth question asked about what ERP could have done to better serve the change in Teachers' Cadre

All participants almost in all governorates stated that the main role that ERP could have done to better serve the change in Teachers' Cadre has to do essentially with **training** as well as other subordinate tasks as follows:
- increasing training.

- monitoring the effect of training.
- qualifying teachers on how to use new methods of teaching.
- practical/field visits.
- the financial and technical support and int'l scholarships.( Cairo and Alex)

**The Relationship between the Two Domains:**
As much as the relationship between the two domains is concerned, most participants in almost all governorates agreed that we are in a high stage in terms of regulations and in a low stage in terms of implementation (capacities), and that this is normal with new revolutionary decrees.

**CONCLUSION**

In this chapter we presented the findings of quantitative and qualitative data of focus group interviews conducted with a total of 207 school teachers, principals, idarra directors, and mudirriya/general directors. In terms of institutional and policy framework for teacher cadre, overall respondents perceive the stage of this dimension of the reform to be at the transition stage. However, there are minimal differences across governorates and among groups. Justifications of such perception included for example, "we are in the transition stage because it represents our actual status;" "the presidential decree was issued for the implementation of the cadre and it was approved in the two councils;" "the cadre was issued and some regulations were implemented while others are about to be implemented."

Participants stated that the most important reason for such change is that "the state realizes the importance of teachers as being the core of the education process." However, they mentioned many obstacles for the implementation of the rules and regulation of the cadre. These included, "the cadre is related to the state budget;" and "tests would be a big obstacle for teachers to be placed in the cadre." "The lack of knowledge and awareness concerning the teacher's cadre, and the cadre's tests represent unrespectable way to treat teachers."

As for ERP's support to establishing teacher cadre and its institutional and policy framework, most of the interviewees in all governorates perceived ERP support to be in terms of training and professional development programs for teachers. However, some interviewees recognized that ERP's efforts helped convincing the state about the need to improve teachers' status. For examples, "ERP contributed in training teachers and increasing their awareness about the importance of educational diplomas and computer skills such as ICDL and so on." "ERP does not have a real role in the regulations and policies, its main role would emerge in the future." "Trainings provided by ERP convinced the state with the reconsideration of teachers' status." The main suggestions to enrich ERP's support to the cadre focused on implementing and transferring experience, monitoring trainings and measuring results, transferring teachers' opinions to the idara and making recommendations. In short, ERP needs to continue "workshops for raising awareness about teachers' cadre and clarifying the articles of the regulation 155."

For the second domain on institutional and individual capacities, overall respondents see this dimension of the reform as being just above the exploration stage. From their perspective, "the old promotion system still exists that is promoting according to years of employment;" "there is awareness on all levels about the importance of training teachers for quality education;" "professional development is a condition for getting the cadre and ERP gave lots of training on this matter." "the ministry works on new development dimensions like sending teachers on international scholarships;" "meetings are held for identifying the training needs for teachers";

"all training programs tend towards developing teachers professionally to enable them to get the cadre."

Reasons mentioned that hindered further progress in this dimension include, exams techniques and the society culture as well as attitudes and ethics. "Trainers look at training as a way for making a living (through the travel allowances and perdiems provided by international training projects) only (have money, eat the meal, have the drink and *aslamu alekum*." In addition, lack of financial resources and lack of knowledge and skills.

ERP's support was well recognized in terms of providing a lot of training for teachers and supervisors in order to improve their performance as well as international study tour/scholarships. Thus, there recommendation was to increase training programs.

Finally, although interviewees in the governorates were not aware of the ERP's support in developing the policy framework and test of the cadre this dimension of the reform is perceived to be progressed and at a higher stage (transition) than the institutional capacities.

**Acronyms/Abbreviations**

| | |
|---|---|
| AEA | Adult Education Authority |
| AED | Academy for Educational Development |
| AIR | American Institutes for Research |
| ALD | Administrative and Leadership Development |
| ANPRO | Analysis and Projection Model (supporting MOE strategic planning) |
| APEAL | Access to Primary Education And Literacy Project |
| AUB | American University in Beirut |
| AUC | American University in Cairo |
| AWP | Annual Work Plan |
| BOT | Boards of Trustees |
| CAI | Central Administration for Inspection |
| CALL | Computer-Assisted Language Learning |
| CAOA | Central Agency for Organization and Administration |
| CAP | Comprehensive Assessment Plan |
| CAPS | Critical Thinking, Achievement, and Problem Solving Test |
| CARE | Cooperative for Assistance and Relief Everywhere |
| CAS | Classrooms and Schools |
| CCIMD | Center for Curriculum and Instructional Materials Development |
| CD | Community Development |
| CDA | Community Development Associations |
| CDELT | Center for Developing English Language Teaching |
| CDIST | Central Division for In-Service Training (MOE) |
| CEAS | Comprehensive Educational Assessment System |
| CEDPA | Center for Development and Population Activities |
| CID | Community Institutions Development |
| CIDA | Canadian International Development Agency |
| CITA | Commission on International and Trans-Regional Accreditation |
| CLC | Community Learning Center |
| CMGS | Community-Managed Girls' Scholarships |
| COD | Community Organization & Development |
| COF | Classroom Observation Form |
| COI | Classroom Observation Instrument |
| Com.M | Community Mobilization |
| COP | Chief of Party |
| CP | Community Participation |
| CPST | Community Participation Support Team |
| CSEI | Creative Science Education Initiative |
| CSOs | Civil Society Organizations |
| CTO | Cognizant Technical Officer |
| CTPS | Critical Thinking and Problem Solving Skills |
| CYM | Community Youth Mapping |
| DGM | Decentralized Governance and Management |
| DHS | Demographic Health Survey |
| EAC | Education Advisory Councils |
| ECDE | Early Childhood Development Education |
| ECE | Early Childhood Education |
| ECEEP | Early Childhood Education Enhancement Program |
| ECER | Executive Committee of Education Reform |
| ECHD | Early Childhood Development |

| | |
|---|---|
| EDC | Education Development Center |
| EDI | Egyptian Decentralization Initiative |
| EEP | Education Enhancement Program |
| EM | Education Management |
| EMIS | Education Management Information System |
| EQ | Education Quality |
| EQD | Education Quality Division |
| ERF | Education Reform Fund |
| ERP | Education Reform Program |
| ERS | Education Reform Support |
| ES | Effective Schools |
| ESS | Education System Support |
| FA | Financial Assessment |
| FOA | Faculties of Arts |
| FOE | Faculties of Education |
| FOEP | Faculties of Education Program |
| FOER | Faculties of Education Reform |
| FOERC | Faculties of Education Reform Committee |
| FOKG | Faculties of Kindergarten |
| FOS | Family of Schools |
| FOSE | Faculties of Specific Education |
| GAEB | General Authority for Education Buildings |
| GDISC | General Department for Information System and Computer |
| GEAC | Governorate Education Advisory Committee |
| GERN | Governors Education Reform Network |
| GOE | Government of Egypt |
| GOI | Government of Indonesia |
| GS | Girls Scholarships |
| HEEP | Higher Education Enhancement Project |
| IBRD | International Bank for Reconstruction and Development |
| ICT | Information Communication Technology |
| IG | Inspector General |
| IL | Integrated Literacy |
| IMC | Inter-Ministerial Committee |
| INSET | In-Service Educational Training |
| IMG-EF | Inter-Ministerial Work Group on Education Finance |
| IMG-OT | Inter-Ministerial Work Group on Organizational Transformation of the Pre-University Education System |
| IT | Information Technology |
| IS | Information Systems |
| ISD | Instructional System Development |
| KG | Kindergarten |
| LRC | Learning Resource Centers |
| LP | MOE Leadership Program |
| LPC | Local Popular Council |
| LPC- EC | Local Popular Council- Education Committee |
| M&E | Monitoring and Evaluation |
| MA | Management Assessment |
| MAP | Management Assessment Protocol |
| MENA | Middle East and North Africa |
| MG | Multi-Grade Classes |

| | |
|---|---|
| MIS | Management Information Systems |
| MISA | Ministry of Insurance and Social Affairs |
| MLAD | Ministry of Local Administration and Development |
| MOE | Ministry of Education |
| MOF | Ministry of Finance |
| MOHE | Ministry of Higher Education |
| MOLD | Ministry of State for Local Development |
| MOU | Memorandum of Understanding |
| MSAD | Ministry of State for Administrative Development |
| MSLD | Ministry of State for Local Development |
| MSS | Ministry of Social Solidarity |
| MSU | Michigan State University |
| NA | Needs Assessment |
| NCEEE | National Center for Examinations and Educational Evaluation |
| NCERD | National Center for Education and Research Development |
| NDP | National Democratic Party |
| NFE | Non-Formal Education |
| NGOs | Non-Governmental Organizations |
| NH | New Horizons |
| NSC | National Standards Committee |
| NSP | New Schools Program |
| NTT | National Technical Team (supporting work on decentralized education funding) |
| OCR | One-Classroom Schools |
| OLAP | On-Line Analytical Processing |
| OT | Organizational Transformation |
| PAT | Professional Academy for Teachers |
| PC | Program Component |
| PD | Professional Development |
| PMC | Project Management Committee |
| PNGO | Partner Non-Governmental Organizations |
| POD | Professional and Organizational Development |
| PPMU | Program Planning and Monitoring Unit (MOE) |
| PRA | Participatory Rapid Appraisal |
| PSEP | Public Service Excellence Program |
| PSPU | Policy and Strategic Planning Unit of MOE at Governorate and Central Levels |
| PT | Participant Training |
| PTC | Parent Teacher Councils |
| RFP | Request for Proposal |
| RI | Reform Initiative |
| RTI | Research Triangle Institute |
| SACS | Southern Association of Schools and Colleges |
| SBR | School-Based Reform |
| SBTEU | School-Based Training and Evaluation Unit |
| SBTU | School-Based Training Units |
| SC | School Construction |
| SCU | Supreme Council of Universities |
| SCOPE | Standards-Based Observation Protocol for Egypt |
| SEEP | Secondary Education Enhancement Program (World Bank) |
| SFD | Social Fund for Development |

| | |
|---|---|
| SG | School Governance |
| SIM | Supplementary Instructional Materials |
| SIP | School Improvement Plans |
| SME | Subject Matter Supervisor for Elementary Stage |
| SMS | School Management Systems |
| SO | Strategic Objective |
| SPA | Senior Policy Advisor |
| SPAT | Strategic Planning Advisory Team |
| SPSS | Statistical Package for Social Sciences |
| SQL | Sequential Query Language |
| SRC | School Report Card |
| SST | Standards Support Team |
| START | Strategic Technical Assistance for Results with Training |
| STEAP | School-Team Excellence Awards Program |
| STEPS II | Support to Egyptian Primary Schooling II (CIDA-funded project that works on education quality in the primary stage of education) |
| STW | School-to-Work |
| STWC | School-to-Work Committees |
| SW | Social Worker |
| SWOT | Strengths, Weakness, Opportunities, and Threats |
| SWS | Social Work Supervisors |
| TA | Technical Advice |
| TAPR | Technical Assistance For Policy Reform |
| TERNC | Technical Education Reform National Committee |
| TNE | Teachers for a New Era |
| TNH | Toward New Horizons |
| TOP | Technologies of Participation |
| TORs | Terms Of References |
| TOT | Training of Trainers |
| UNDP | United Nations Development Program |
| UNESCO | United Nations Education, Scientific, and Cultural Organization |
| UNICEF | United Nations Children's Fund |
| USAID | United States Agency for International Development |
| WASC | Western Association of Schools and Colleges |

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