EDUCATION REFORM PROGRAM

Education Reform Program Support in the Area of Professional Development

Documentation Research

Final Report

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Executive Summary

Nagwa Megahed and Mark Ginsburg

Introduction

One of the priorities adopted by the Ministry of Education (MOE) in its reform agenda was improving quality of education in Egypt. In support of the Ministry's effort, the Education Reform Program (ERP, 2004-2009) was initiated as an integrated set of activities intended to establish a foundation of policy and institutional capacity for sustainable and replicable reform in seven focal governorates: Cairo, Alexandria, Fayoum, Beni Sweif, Minia, Qena and Aswan. This program is a bilateral agreement between the Egyptian Ministry of Education (MOE) and the United States Agency for International Development (USAID) and is being implemented by the Academy for Educational Development (AED), American Institutes for Research (AIR), and other NGOs. One of the major activities of ERP has been to assist the MOE in its efforts to reform the professional development system and to improve the performance of teachers, school administrators, and supervisors.

Documentation Study: Purposes, Focus, and Method

This study was designed to document the process and outcomes of ERP-supported educational reforms in the area of professional development. Such documentation of reform efforts aims at a) providing ERP staff and focal MOE partners with informative and compelling evidence on the reform process and outcomes and b) enabling ERP staff and focal MOE partners to encourage and assist non-focal MOE personnel to adopt and adapt successful reform policies and practices in new contexts. Such efforts thus contribute to the diffusion of successful and desirable elements of ERP-supported reforms.

The documentation study focused on answering the following ***questions***:

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

And attention was directed to following areas of professional development:

1) Professional Development (In-Service Training System and Supervisory System) Reform;
2) Educational Standards Implementation, School Self-Assessment, and School Improvement Planning;
3) Administrative and Leadership Development; and
4) Teacher Professional Development.

The study of process and outcomes involved document analysis and individual and focus group interviews. It depended on 1) a set of interview questions designed to illuminate

stakeholders' perceptions of efforts to reform various professional development components, 2) questionnaires for measuring perceptions of the stages of systemic change (i.e., maintenance of old system, awareness, exploration, transition, emergence of new infrastructure, and predominance of new system), and 3) using SCOPE Standards-based Classroom Observation Protocol for Egypt). The study was carried out by a team organized through the Monitoring and Evaluation division of the Egyptian Education Reform Program. Document review and consultation with key MOE personnel and ERP staff began in October 2006 and focus group interviews were conducted with (central; governorate (*muddiriya*) and district (*idarra*); and school) MOE personnel in August 2007. Then the research team analyzed fieldwork findings and developed the final report, before reform completed.

Findings

Professional Development (In-service Training and Supervisory Support) System:

Focus group interviews were conducted with a total of 197 MOE personnel representing different groups in the seven governorates and different levels of the system, including: 37 school administrators, 49 governorate (*muddiriya*) supervisors, 34 In-Service Education Training (INSET) staff, 56 governorate (muddiriya) administrators, 11 central system supervisors, and 10 Central Directorate of In-Service Training (CDIST) and central administrators. Interviewees were asked about their perception on the progress that had been made in reforming eight aspects of the professional development system, as follows:

- With respect to reforming the system toward *serving teachers' needs* and, thus, serving student needs, a large majority of the governorate-based interviewees reported substantial progress in serving teachers' (if not necessarily students') needs. For instance they said, "Fifteen training programs for teachers were identified based on questionnaires distributed last year. Some of these trainings were implemented at the School-based Training and Evaluation Unit (SBTEU) and school cluster levels." "A number of people were trained to become program designers; they were also trained in how to assess teachers' training needs"
- In terms of *decentralizing the professional development system*, the large majority of governorate-based focus group participants did not see any progress, though a minority identified some efforts being undertaken. For example: "Many elements and ideas related to professional development are under experiment with support from policy makers. This has happened in limited areas because many people do not know what decentralization means and, thus, we are at the exploring stage." "We are at the exploring stage as we train people on the concept of decentralization. However, there are some governorates, which work with ERP, which have begun to have the character and level of independency as a beginning of decentralization."
- In discussing the recommended reform of the professional development system *using national standards to inform programming*, almost all of the governorate-based focus group participants indicated this was being implemented. Perhaps in contrast to these interviewees, those from the central level reported that this reform had only progressed to the second stage (awareness) or to the third stage (exploring).
- With regard to *developing and using standards to measure the quality of the professional development system*, almost all of the governorate-based informants stated that they do not see this being implemented, though a few mentioned the then on-going ERP-supported efforts to develop standards for training organizations, trainers, and courses. Similarly, all central MOE & CDIST group and all central system supervisors' group

members reported that they viewed the system to be at the second stage, “awareness” stage of systemic change on this aspect.

- In terms of *providing financial, human, and technological resources* for the professional development system, governorate-based interviewees commented that this was provided to a considerable extent in the context of ERP or other international organization-funded project activities. However, when discussing the resources provided by the Egyptian government, they saw the level of provision of human resources as good, technological resources as adequate, and financial resources as inadequate.
- In their discussions of the recommended reform of *developing a system of educator career paths and incentives*, all governorate-based focus group participants stated that this had not be implemented, though a few interviewees mentioned the then on-going policy discussions regarding the Teacher Cadre.
- Focus group participants had varying views regarding the extent of a) coordination within and between the supervisory and in-service training system and b) utilization of existing expertise and building existing staff’s capacity.

Overall, interviewees reported the valuable contributions of ERP’s activities that engaged members of the local and central training system as well as the supervisory system in examining the current system and conceptualizing how to reform it, developed standards for supervisors, and that prepared a group of course designers and trainers.

Standards and School Self-Assessment:

To identify MOE personnel’s perceptions on the ERP-supported reform process for the applications of standards and its impact on school improvement and professional development activities for teachers, 133 MOE personnel at governorate (muddiriya), district (idarra), and school levels were interviewed: a) 37 school administrators, b) 42 standards support team members (including idarra directors and staff, supervisors, and senior teachers), and 54 governorate system administrators (including governorate educational directors and staff). Interviewees were asked first about the most important accomplishments for the standards support teams and the quality teams as well as the impact of the teams’ activities on professional development for teachers and other educators in the focal governorates.

- A large majority of participants agreed that the most important accomplishment of the standards and the quality teams included: a) creating awareness about standards and promoting a culture of standards; b) developing rubrics for the standards; c) implementing school self-assessment (including the school’s vision, mission, and improvement plan); and d) enhancing community participation in school.
- Focus group participants identified the following as factors that facilitated the work of these teams: a) having support from authorities, b) ERP technical assistance and training (including international study tours) to develop the teams, and c) engaging in exchanges and learning lessons from the experiences of colleagues in other governorates.
- Interviewees also identified factors that limited the effectiveness of these teams (e.g., lack of financial and other incentives to become involved, the heavy workload of teachers and other school staff, and teachers being transferred from their schools or idarras not long after they have received training).

School Administrators and Supervisors

To obtain key MOE personnel’s perceptions on the roles that school administrators and local supervisory system personnel in serving as instructional supervisors (i.e., providing guidance and support for teachers implementing reform pedagogies), we conducted focus

group interviews with 220 educators. Focused groups included 11 central supervisory system, 39 teachers in ERP-supported schools, 42 teachers in other schools, 42 SBTEU staff, 37 school administrators, 49 representatives of governorate and district supervisory systems.

- MOE personnel (supervisors as well as administrators and teachers) reported seeing substantial, positive change in how supervisors carry out their responsibilities, but noted less movement among school administrators toward becoming guides/supports of teachers in performing their instructional role.
- Focus group participants noted that ERP-organized workshops and other professional development activities (as well as the knowledge and appreciation of the reformed supervisory role by others in the system) helped in promoting this reform.
- They also referenced supervisors'/administrators' work load and lack of understanding of and support for this reformed instructional supervision role by others in the system as hindering behavioral change in this direction.

Teacher Professional Development

In addition to summarizing classroom observation data using SCOPE, we conducted focus groups to deepen our understanding of teacher behavior. These included interviewees: a) 39 teachers in ERP-supported schools, b) 37 teachers in other schools in seven focal governorates, c) 42 staff of school-based training and evaluation units (SBTEUs), d) 39 local (idarra- and muddiriya-level) supervisors, and e) 42 standards support team members. Key findings include:

- According to SCOPE, teachers working in ERP-supported schools exhibited the most change in the "Classroom/Instructional Management" and "Active-Learning Pedagogy—Behavioral Dimension" teacher scales, followed by the "Active-Learning Pedagogy—Cognitive Dimension" and the "Student-Centered Pedagogy—Relevance Dimension" teacher scales. Teachers in ERP-supported schools also exhibited greater gain scores on these measures of reform pedagogies than did teachers working in other schools in the focal governorates.
- Teachers in ERP-supported schools (compared to teachers in other schools) reported a much stronger sense of having changed their behavior and having moved toward implementing active-learning pedagogies. Furthermore, other groups of educators (e.g., supervisors, INSET staff) reported that they observed such behavioral changes more so among teachers in ERP-supported schools.
- Interviewees attributed progress in teachers implementing reform pedagogies to a) ERP-supported training of teachers in active-learning methods, critical thinking and problem-solving, and comprehensive assessment); b) ERP-supported training of supervisors and administrators in active-learning methods, instructional supervision, and classroom observation; and c) ERP technical assistance in developing the SBTEUs and the school clusters.
- They also identified the following as factors that hindered teachers adopting reform pedagogies: large numbers of students in limited classroom space, lack of incentives for adopting reform pedagogies, non-supportive attitudes of other educators, and limited number of educators receiving ERP-organized training.

Lessons Learned

Based on the documentation study, the following lessons were learned regarding ***ERP support for system-level reform***:

a) the value of engaging – in a coordinated way – various members of the professional development system (central/local supervisors and in-service training staff) in analyzing their situation and in developing a reform "framework" of policies, organizational structure, and practices;
b) facilitating a planning process, even one that involves many of the key stakeholders in the system, is no guarantee that the recommendations and plans will be accepted or adopted officially, let alone implemented;
c) the rhythm of reform adoption and implementation is often uneven and the process take time, thus requiring an optimistic outlook and long-term reform support; and
d) policy and system change is more likely to occur when international organization project-based reform support coincides with host-country government's reform commitment and initiatives.

The documentation study also yielded the following lessons learned concerning ***ERP support for changing educators' practice***:

a) reform support can make a positive difference, but efforts to translate policy and organizational reform into changed practice by educators will occur through small steps over a relatively long period of time;
b) teachers (secondary as well as primary and preparatory levels) can modify their classroom behavior;
c) supervisors can develop the capacity to use standards-based classroom observation tools for documenting teacher (and student) behavior;
d) professional development activities are more effective if they involve the collaboration and coordination of different categories of educators (e.g., teachers, administrators, supervisors, training system staff);
e) professional development activities need to be part of an on-going process, involving "refresher" trainings as well as supervised practice, and not just a set of isolated and disconnected "training" events; and
f) educators' capacity development is more likely to be sustained to the extent that project staff collaborate with training and supervisory system personnel in planning, conducting, and evaluating professional development activities.

The findings and lessons learned from this documentation study of ERP-supported reform in the area of professional development will be useful to the extent that ERP staff and MOE personnel draw on them to inform their efforts to deepen reform in current focal contexts and to help diffuse reform to other contexts.

Documentation Study Report

The report of this study includes 11 chapters, as follows:

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. In addition to open-ended questions designed to collect qualitative data, some of the interviews involved participants in responding to a tool designed to measure "stages of systemic change" in various aspects of the professional development system. This chapter also describes the sample, data collection procedures, and training provided to focus group moderators and recorders.

Chapter 2 provides an overview of the context in which the USAID-funded Education Reform Program worked to support Egypt's initiatives related to improving professional development and the quality of educational practice. It highlights the government's focus on

quantitative expansion of the system and access from the creation of the modern, secular system of education by the Mohamed Ali government in the early 19th century until the beginning of the last decade of the 20th century, when the Hosni Mubark government focused attention on issues of quality and excellence as well as on quantity. The chapter describes as well the on-going discussions about how quality improvement requires teachers and other educators to engage in active-learning, student-centered pedagogies rather than teacher-centered instructional approaches that promote rote-learning and memorization – an issue stimulated by Dewey and Piaget at the beginning of the 20th century , but also long since the subject of debate among Islamic scholars and educators (e.g., al-Jahiz and al-Farabi) during the 8th through 10th centuries.

Chapter 3 focuses on the ERP-supported initiatives to reform the supervisory system, which can be seen as a subsystem of the professional development system. As part of ERP's activities to support the Ministry of Education in reforming its professional development system, ERP staff and consultants organized a variety of activities focused on the supervisory system. The activities engaged MOE personnel in efforts to: a) develop a vision, mission, and roles for the supervisory system; b) establish a Supervisors' Network, c) construct an initial training course for supervisors, and d) develop standards for supervisors. Some of these initiatives contributed directly to the MOE National Strategic Plan, while others were combined with the products of similar activities focusing on the in-service training system to help create a "Framework for Professional Development."

Chapter 4 focuses on the ERP-supported initiatives to reform the in-service training system, which can be seen as a subsystem of the professional development system. The chapter highlights the participatory process, involving key personnel from the local and central training systems (as well as the supervisory system – see Chapter 3), toward holding a National Forum and publishing a *Framework for a Professional Development* (ESS/ERP, 2005a). This chapter also summarizes ERP-supported efforts to move the National Forum recommendations from the status of proposals to policy and practice, focusing on a) strategic planning, b) capacity development, c) modeling/guiding during collaborative training, and d) informing and mobilizing support.

Chapter 5 presents the findings derived from qualitative data as well as quantitative, "stages of system change" data collected via focus group interviews with various MOE staff. The chapter illuminates these key stakeholders' perceptions concerning the extent to which eight recommended reforms (i.e., standardized, decentralized, etc.) for the professional development system have been implemented.

Chapter 6 Describes the process and outcomes of activities concerned with standards implementation and school self-assessment as well as reports on the focus group interview findings. It reveals some of the challenges faced as well as the activities undertaken in this regard, including collaborative planning and various efforts to promote standards awareness and facilitate school-self assessment. Activities included: a) constituting governorate-based standards support teams; b) constituting school-based quality teams; c) developing, piloting, and refining the assessment tools (related to effective schools and community participation standards); d) diffusing and facilitating use of the assessment tools; and e) initiating the development of tools in other areas of standards (i.e., administrator and teacher).

Chapter 7 describes the range of ERP-supported efforts to develop the commitment and capacity of school administrators and supervisors to provide guidance and support to teachers in their instructional roles: a) idarra mapping and conducting needs assessments, b) organizing training programs in educational leadership, c) conducting training programs to activate the school cluster mechanism, and, perhaps most relevant, d) facilitating training programs in standards-based classroom observation.. The chapter also presents the findings of focus group interviews.

Chapter 8 focuses on ERP-supported initiatives to develop teachers' knowledge and skill, particularly in implementing active learning and other reform pedagogical practices. The chapter illustrates the different approaches that ERP staff and consultants employed in organizing teacher professional development activities: cascade training of trainers, TOT for school-based trainers, TOT with guided practice for school-based trainers. Project staff/consultants direct provision of professional development and collaboration with MOE staff to plan and implement activities. The chapter also summarizes the main findings from the focus group interviews.

Chapter 9 discusses findings from quantitative (SCOPE) and qualitative (focus group interview) data addressing the question of whether teacher and student behavior in classrooms changed in the context of ERP-supported training and other activities.

Chapter 10 provides a summary of the findings from this documentation study.

Chapter 11 discusses the lessons learned for deepening and sustaining the reforms in the area of professional development, giving attention first to the system level and then to the practice/capacity levels. Chapter 11 also outlines the challenges and opportunities for conducting documentation research toward facilitating the diffusion of reforms.

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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,[1] led by the American Institutes for Research (AIR) and the Academy for Educational Development (AED), respectively. [2]

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.[3]

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[1] 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.

[2] 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.

[3] 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

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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 professional development, 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 *professional development* reform:

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

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 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)[4]

[4] 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

> "[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 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).

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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."

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 educators and other officials 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.

Strategies for Designing the Documentation and Diffusion Efforts

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).[5]

[5] 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.

To focus the documentation research on phenomena and issues of interest and value to ERP staff and MOE partners, a variety of documents were examined during September and October 2006: a) draft ERP third-year work plan; b) draft ERP project end of results; c) reports on seven governorate-level and one central-level partner assessments, undertaken during July 2006 to inform ERP's third-year annual work plan; and d) MOE Policy and Strategic Planning Unit's preliminary analysis of documents and studies. In addition, we met with various individuals and groups to collect ideas for the most important reform processes and outcomes and to identify additional key ERP or MOE documents and data sources: COPs and deputy COPs for EQUIP1 and EQUIP2; directors and technical advisors/program specialists from COD, DGM, EQ, ESS, M&E, and NFE (ERP headquarters staff); program managers and M&E coordinators (ERP governorate office staff; and MOE partners (representatives of the following MOE units: CAI, CDIST, NCEEE, NCERD/PMU, and PSPU), who are members of the ERP/MOE M&E Working Group.

Initially, the plan was to convene a meeting of the ERP/MOE Monitoring & Evaluation Working Group in November 2006, to review, refine, and reach agreement on a plan for documentation and diffusion of reform. However, this meeting was postponed, giving more time to ERP staff to develop further the third-year work plan, based on feedback received from USAID Mission staff in early November. In the interim we refined the documentation and diffusion plan based on their reading of the revised ERP (EQUIP1 and EQUIP2) annual work plans and MOE strategic plans as well as additional discussions with key ERP staff.

The meeting of the ERP/MOE M&E Working Group was held on 28 January 2007, and attended by 24 individuals representing various units of the Ministry of Education (central and governorate levels) as well as key ERP personnel. Following a presentation by Dr. Megahed, summarizing the draft documentation and diffusion plan, the participants were asked to provide input on the plan, addressing the following questions in small group discussions (see Appendix 2 for a summary of the ideas they offered):

1. What do you think are the *most important reform processes* to document so that they can be diffused to other schools, idaras, governorates, and MOE personnel?
2. What do you think would be the *most effective (and feasible) strategies* to encourage and to assist school, idara, mudderiya, and MOE personnel to implement or adapt the successful reform processes undertaken during the last three years?
3. What do you think are the *major constraints or obstacles* that school, idara, mudderiya, and MOE personnel will face in their efforts to adopt such reform processes?

4. What do you think can *motivate* school, idara, mudderiya, and MOE personnel to try *to implement or adapt the reforms* and how do you think they can *overcome the obstacles and constraints*?

The Working Group endorsed the documentation and diffusion plan, subject to some revisions based on input given during the meeting, and agreed to serve as advisory group to guide implementation of the plan.

An important aspect of the Working Group-endorsed plan was to focus initially on various components of the professional development area of ERP-supported reforms, thus putting aside, at least initially, efforts to document reforms in the areas of community organization and development, community youth mapping, decentralization of governance and management, monitoring and evaluation, nonformal education, and school-to-work. It was agreed that the *professional development area* was a critical one for MOE and was also important because it offered an opportunity to examine how ERP-supported reforms at the classroom, school, and community level (EQUIP1) and at the policy and system levels (EQUIP2) may have complemented and reinforced each other (see Appendix 3 for diagram of the components and their possible relationships). The focal components in the area of professional development were defined to be:

- Standards Awareness
- School Assessment, Improvement Plan, and Accreditation
- Training System Reform, Standards, & Capacity Development
- Supervisory System Reform and Supervisor Standards (including Supervisors' Network)
- Supervisor Training (including for SCOPE)
- Administrator Training (sometimes overlapping with supervisor training)
- Teacher Training (including SBTEU capacity development)

Moreover, because key stakeholders emphasized the need to highlight outcomes of professional development as well as the strategies/activities involved, the documentation is focused on how professional development reforms enhanced "educational quality," defined in terms of:

- *Process* Factors (teachers' behavior, student participation, teacher-student & student-student interaction)
- *Output* Factors (attendance, attainment, and achievement: knowledge/skill/attitudes)

Following the ERP/MOE M&E working group meeting, in March 2007, we conducted individual interviews with ERP COPs, deputy COPs, and staff with leadership responsibilities for standards awareness/school assessment, administrator/supervisory training, and teacher training. These interviews helped in identifying and collecting many additional documents related to these components.

Documentation Methodology

For the accounts of reform 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 informs 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 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.

Based on input from MOE personnel and ERP staff, we identified a variety of sources of the quantitative and qualitative data needed to document the accounts of reform processes and outcomes in a compelling and informative manner. These include statistical data, base-line and other studies, work plans, workshop materials, and other documents produced by ERP; statistics, studies, and other relevant documents produced by the Ministry of Education and other Egyptian government entities (CAI, CDIST, NCEEE, NCERD, PSPU); statistics, studies, and other documents produced by bilateral and multilateral international organizations (e.g., UNDP, UNESCO, USAID, World Bank). As will be shown in more detail in subsequent chapters of this report, we used many of these documents and data sources in the documentation effort.

The documentation team reviewed such materials for two general purposes: a) to develop a sketch of the accounts of ERP-supported reform in each component and b) to identify information gaps that might be filled through focus group and individual interviews. Both purposes were guided by set of specific questions, which elaborate the more general documentation questions presented in the introduction (see Appendix 4 for list of questions for materials review). Note that these questions are grouped by policy/systems and

classroom/school/community levels and then arranged by components of the professional development area of reform. However, the questions are designed to focus attention on what occurred both within and across components and levels.

After the descriptions of the various components of the professional development 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. In some cases, as will be indicated in subsequent chapters, we also conducted individual or small group interviews with staff (viz., EQUIP1 technical advisors and EQUIP2 program specialists in the areas related to professional development). Similarly, the documentation team shared with members of the ERP/MOE M&E Working Group the proposed sample of MOE personnel and the draft questions for focused groups and other interviews. Their input informed revisions of these.

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. Focused group interviews, or what some call focus groups, 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).[6] Using a focused 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).[7]

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

[7] 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

In this section we describe how we collected and analyzed data using focused group interviews. We discuss the interview questions we developed, the samples selected and the actual number of participants for each focus group, the training provided for moderators and recorders, and experience of conducting focused groups interviews, and the approach to data analysis.

Interview Questions and Systemic Change Measures

Based on the document review and discussions with ERP staff and the M&E Working Group, we developed sets of questions designed to illuminate stakeholders' experiences in and perceptions of efforts to reform various professional development components. Appendix 5 presents a list of these questions for the following components (and subcomponents):

1. *teacher professional development* (classroom interaction patterns, professional development activities, and role of the SBTEU);
2. *administrative and leadership development* (instructional supervision role, professional development activities, school clusters, and classroom observation skills and tools);
3. *standards implementation and school improvement* (role of the standards support team and role of the quality team); and
4. *professional development system reform* (training and supervisory systems).

The interview questions were reviewed in their English and Arabic versions by ERP/M&E director and staff at headquarters and governorate offices. In addition, an external review of the interview questions in Arabic was conducted by 14 faculty members from the seven governorates. Then the questions were revised based on the internal and external review.

In addition, as will be discussed in more detail below, we used a subset of the reform recommendations made by the "National Forum on Professional Development" (ESS/ERP, 2005b) in developing a series of charts to gauge respondents' perceptions of how much change had occurred with respect to each recommendation. This technique is based on the "Stages of Systemic Change" framework (Anderson, 1993), which the EQUIP2 Leader Award has encouraged for use by monitoring and evaluation efforts in EQUIP2 Associate Awards. In general 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.

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groups" (Crabtree et al., 1993, p. 145); b) individual's responses "may be biased by a very 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).

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 Appendix 6, the charts include in the cells of a given row descriptions of the stages of the systemic change process in relation to a particular recommended reform. Note that our approach differs in that we did not separate out attention to what Anderson (1993) terms the elements of reform: vision, public and political support, networking, teaching and learning changes, administrative roles and responsibilities, and policy alignment. Instead, we included reference to many of these elements in describing the stages of reform with respect to any professional development system reform recommendation. Given the number of recommendations that we wanted to examine, it seemed less cumbersome to ask respondents to deal separately with each element in relation to each reform recommendation.

During the (two central MOE) focused 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 recommended reform. Then the group was asked to discuss the following points related to that reform (prior to moving on to consider the next reform): a) indications of why they view the reform to have moved to that stage and b) factors that either facilitated or restricted efforts to implement the recommended reform.

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, starting first with the **governorate-level** focus groups (see Appendix 7 for actual numbers of participants):

1. *SCOPE ERP Teachers*: Using data collected 2005 and 2006 with the Standards-Based Classroom Observation Protocol for Egypt (SCOPE I and SCOPE II – see "Outcomes" chapter for details), we selected teachers in ERP-supported primary, preparatory, and general secondary schools in each governorate who evidenced the most or the least movement (i.e., gain scores) on the four teacher behavior scales (classroom/instructional management, active-learning pedagogy/behavioral dimension, active-learning pedagogy-cognitive dimension, and student-centered pedagogy/relevancy dimension). When there were too few teachers at any level (primary, preparatory, or general secondary) in any governorate who were observed during both SCOPE I and SCOPE II, we substituted a random sample of such teachers who had participated in any ERP activities (according to information included in ERP Event database).
2. *SCOPE Non-ERP Teachers*: Using data collected 2006 with the Standards-Based Classroom Observation Protocol for Egypt (SCOPE I and SCOPE II – see "Outcomes" chapter for details), we selected teachers in comparison group (i.e., non-ERP-supported) primary, preparatory, and general secondary schools had higher and lower scores) on the four teacher behavior scales (classroom/instructional management, active-learning pedagogy/behavioral dimension, active-learning pedagogy-cognitive dimension, and student-centered pedagogy/relevancy dimension). Unlike the situation for ERP-supported schools (see above), we did not select other non-ERP teachers to fill in when there were no teachers observed during SCOPE II for some school levels in some governorates.
3. *SBTEU Professional Developers*: After stratifying by primary, preparatory, and general secondary school level within each governorate, we randomly selected individuals from a list of "professional developers" provided by the TPD Technical Advisor. These are individuals who had participated in workshops designed to prepare school-based professional developers and who were involved in organizing professional development activities for teachers in their (ERP-supported) schools.
4. *School Administrators*: After stratifying by primary, preparatory, and general secondary school level within each governorate, we randomly selected school administrators (principals, directors, or deputies) who participated in any ERP activities (according to information included in ERP Event database.
5. *Supervisors Network Members*: All individuals listed (by the program specialist responsible for this component) as members of the Supervisors Network in each

governorate were invited to participate in this focus group. This group included supervisors and senior supervisors.

6. *Standards Support Team Members*: All individuals listed (by the program specialist responsible for this component) as members of the Standards Support Team in each governorate were invited to participate in this focus group. This included teachers, supervisors, and principals.
7. *INSET, Mudderiya, and Idara Training Unit Staff*: Key personnel in these training units were identified by the M&E coordinator in each governorate, based on information obtained from the respective units.[8]
8. *Muddiriya and Idarra Managers*: Key personnel at the muddiriya level (reform department, basic education, and secondary education departments) were identified by the M&E coordinator in each governorate, based on information obtained from the respective undersecretary of education, to participate in a focused group interview along with the director and one other manager at the idarra level.[9] In addition, where possible, the undersecretary was interviewed, though in an individual interview format.

With respect to the **national level**, two focus groups were convened:

1. *Central Supervisory System Personnel*: This focus group includes members of the supervisory system who work at the central level (Inspectors General and Subject Area Counselors). The participants were identified by ERP staff involved in professional development system reform.
2. *CDIST Staff and Central MOE Department Directors or Representatives*: This focus group includes individual performing various leadership roles within CDIST as well as key management personnel from the central MOE (Basic Education, Secondary Education, CAI, NCEEE, NCERD, PSPU, and Technical Office). The participants were identified in consultation with ERP staff involved in professional development system reform as well as the directors of these units.

Training of Moderators and Recorders

During 1-2 August 2007, Nagwa Megahed and Saleh Ahmed conducted a workshop for the seven moderators and seven recorders, comprising two individuals per governorate; the

[8] In Alexandria there are two focal idarras, while the other six governorates ERP activities were mainly focused on one idarra.
[9] In Alexandria there are two focal idarras, while the other six governorates ERP activities were mainly focused on one idarra.

M&E advisors at the seven governorates also participated in this workshop. The moderators and recorders were selected among faculty of education or other university staff in the seven governorates based on recommendations of deans, M&E advisors, and others (see Appendix 8 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 professional development. Workshop participants also learned about focused group interviews, the background, rationale, techniques, and issues. They also served as external reviewers of the interview questions. They reviewed the draft 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) focused group interviews.

Data Collection

The documentation team (one "moderator" and one "recorder" in each governorate and for each central group session) conducted focused group interviews with selected teachers, school administrators, supervisors, and other members of the training and supervisory systems, as well as other MOE personnel. The governorate focused group and individual interviews were conducted during August 2007 and the central MOE focused group interviews took place on 29 August 2007.[10] Appendix 9 summarizes the topics or sets of general and more specific questions that were used to organize the interviews for different focus groups. 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.

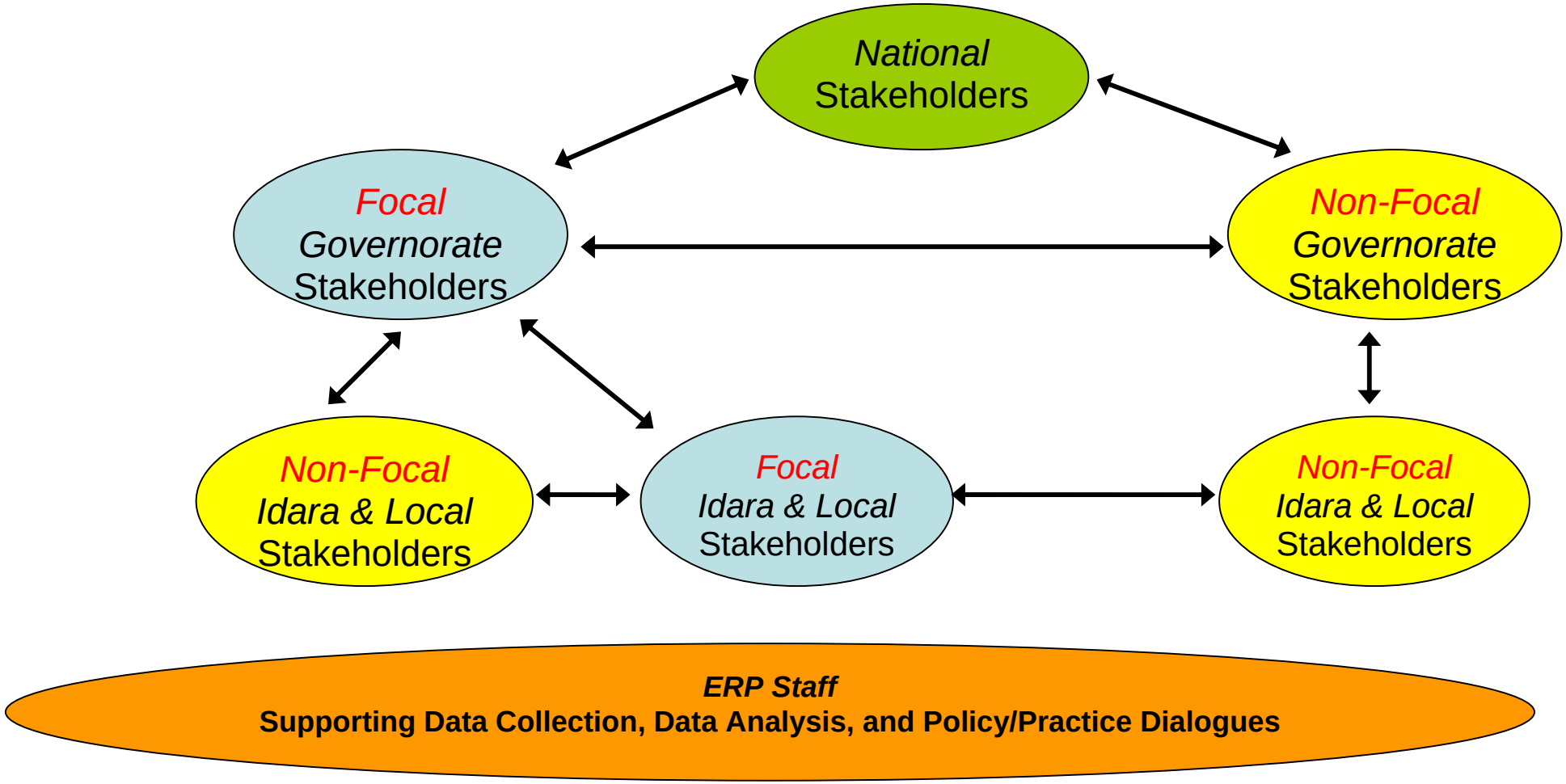
Organization of the Report

The report is organized into 10 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. Chapters 3-4 discuss the findings from the document analysis with respect to In-Service Training System and Supervisory System. Chapter 5 then

[10] Nagwa Megahed and Saleh Ahmed served as moderators, respectively, for the MOE & CDIST and the Central System Supervisors' focus groups. The recorders for these sessions, respectively, were Nader Mohamed Hassan and Iman Moustafa Abdel Kader.

reports on the results of the qualitative interview data and the responses to the “stages of systemic change” charts concerned with reform of the professional development (training and supervisory) system. Next Chapters 6-8 discuss the results from both the document analysis and the focus group interviews related, respectively, to the areas of Standards Implementation and School Self-Assessment, Administrative and Leadership Development, and Teacher Professional Development. Chapter 9 presents some evidence, both quantitative data from the SCOPE studies and qualitative data from focus group interviews, on the outcomes of ERP-supported reform of aspects of the professional development area. Chapter 10 concludes by summarizing implications of the findings for the reform of educational policy and practice in Egypt, highlighting issues that could be addressed and strategies that might be followed by ERP staff, staff of other internationally funded projects, and MOE personnel.

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



Appendix 2:
Notes from Small Group Discussions at MOE-ERP/M&E Working Group Meeting (28 January 2007)

Suggested reform efforts to be documented:

- Preparing cadre of trainers
- Activating working teams
- Enabling schools for conducting self-awareness
- Capacity building for MOE
- National Standards
- Methods/tools for self-assessment
- Community participation; how to benefit from it, community's efforts in activating and reforming schools
- Documenting and transferring successful experiences
- Activating SBTEU in order to come over many problems

Suggested strategies for documentation and diffusion:

1- Structuring reform Idarras to include section for documentation and diffusion of reform efforts. This section should be directly affiliated to the high leadership at Mudiryia and educational administration levels
2- Making the coordination between (regional - international) donors as one of the Reform Idarra's tasks. This would be after the review of the executive committee of educational reform
3- Making use of available (and possible) technical aids in the processes of dissemination and diffusion plus the cooperation of donors in achieving this issue
4- Exchanging experiences and successful efforts among governorates through a specific program
5- Organizing competition between governorates for the excellent program; awarding excellent students and excellent teachers; documenting this programs and diffusing them through different mass-media channels
6- Activating the role of mass-media on the governorate level in diffusing and broadcasting the reform and improvement programs. For example, devote one hour weekly in the local channel to include the participation of stakeholders, intellectuals, officials, etc. (Educational leaders, teachers, students, parents, etc.)
7- Issuing periodic journal (brochure/booklet) to include the news and results of educational reforms in the governorate
8- Holding periodic meetings for Undersecretaries and directors of reform Idarrs to review successful practices and results as well as obstacles and ways to overcome them
9- Supply the reform Idarra with educational materials for training programs, workshops and the results of researches and field studies

Incentives:

1- Financial incentives such as money awards- missions abroad – training programs- conferences - trips
2- Participation in decision making
3- Delegation of authority
4- Non-financial incentives such as certificates – recognition in different occasion (i.e., Teacher's Day), objective recognition

5- Connecting promotion to the efforts of learning and adaptation of experiences and to researches on such experiences
6- Accountability, especially its positive aspect
7- Other suggestions: Honor Record – CD –DVD – Media

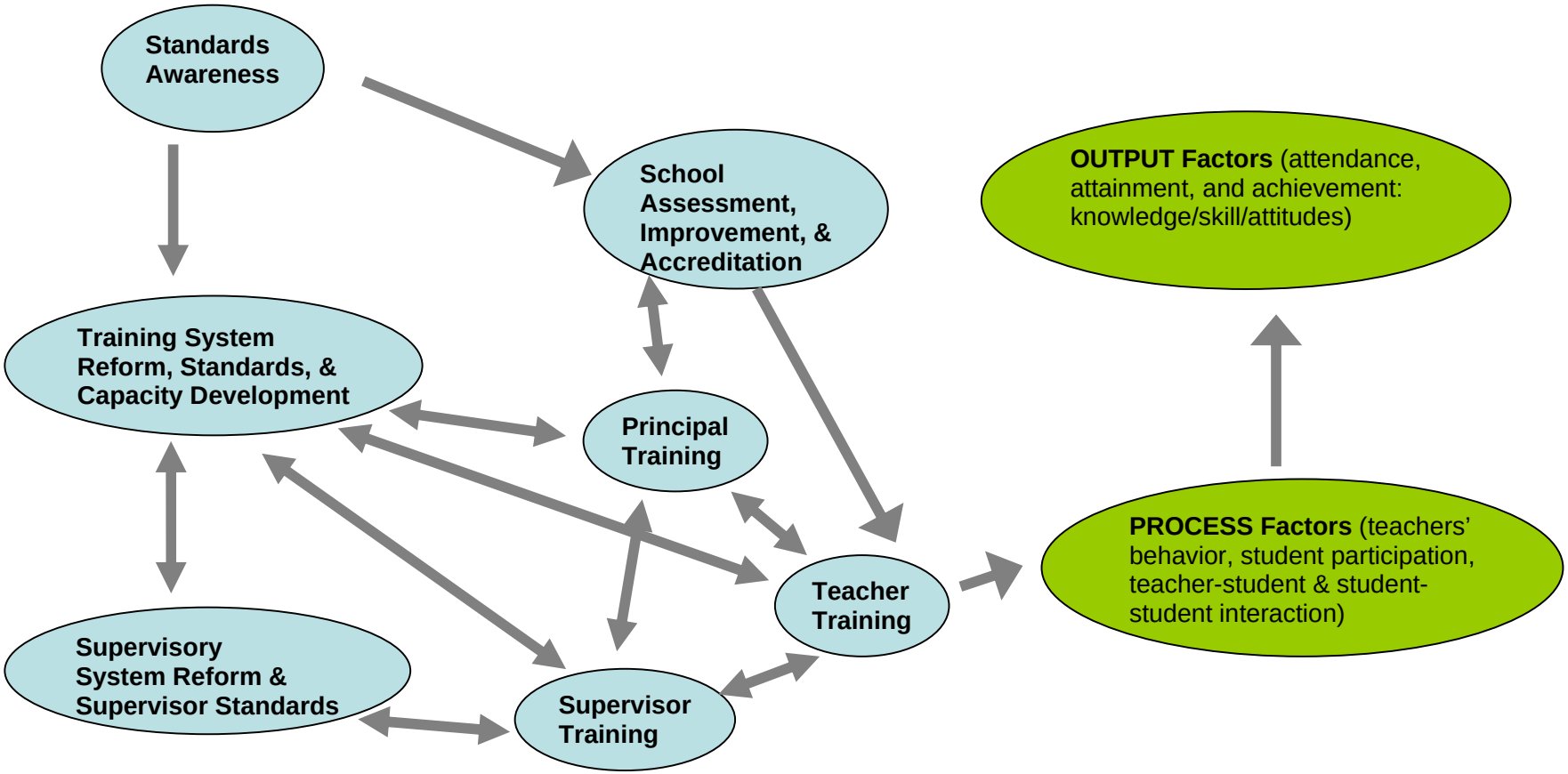
Obstacles:

1- Common culture that do not convince of or value the on-going reform efforts among some of the Mudiryia, Idarra, school personnel
2- Lack of human or financial resources that could contribute to the diffusion and documentation of all reform efforts and to the processes of learning from such efforts in our educational institutions

Suggested solutions:

1- Better understanding of the importance of different reform programs; defining the programs' components and successful experiences, using mass-media for awareness
2- Capacity building for teachers and other MOE personnel in documenting and diffusing all reform efforts and programs
3- Civil society organizations' contribution and participation, especially organizations that are technically related to documenting and diffusing reform efforts.

Appendix 3 – Processes Affecting the Educational Quality: The Reform Experience of *Professional Development*



Appendix 4: List of Questions for Materials Review

Policy and System Level

Training System and Supervisory System:

- What were the problems with the old or existing training system (and supervisory system)?
- What were the main objectives of (ERP-supported) reform and in what ways did these reflect objectives of the Government of Egypt?
- What kinds of activities were planned and/or implemented to achieve these objectives? And how this was different from a governorate to another?
- Who was involved in planning and implementing these activities (i.e., ERP headquarters/governorate staff, Egyptian consultants, international consultants)?
- Who participated in these activities, who were the key partners (i.e., what categories of MOE, etc. personnel)?
- How were these activities implemented (research, workshops, meetings, training, etc.) and on what levels (central/national, governorate, idarra, or school level)?
- What tasks, if any, did participants have to do before, during, after formally organized events (e.g., research, informal meetings, writing)?
- To what extent did these activities achieve their objectives (as perceived by or documented by whom)?
- What is the evidence for achievement?
- What are the main changes in the system, if any?
- What were the challenges (financial, cultural, political, organizational, etc.) that ERP and/or partners faced in achieving the objectives of the reform or in making changes in the system?
- How did they overcome (some/all of) these challenges?
- What are the lessons learned and how, if at all, are ERP staff or partners making use of such lessons?
- How, if at all, have the previous activities/achievements informed current reform efforts in the training system?

Classroom, School, and Community Level:

Standards Awareness

- What were the purposes and activities for Standards awareness?
- Why there was a need for standards awareness?
- Which set of standards (effective schools, management, teacher, community participation, curriculum/learning) were highlighted in awareness raising activities?
- Who participated in these activities, who were the key partners?
- How these activities were implemented (workshops, meetings, training, etc.) and on what level (Ministry, Governorate, idarra, or school level)?
- To what extent did these activities achieve their objectives?
- What are the evidences for achievement?
- What are the main changes, if any?
- What were the challenges and how did they come over these challenges?
- What are the lessons learned?
- How were these activities related to the school self-assessment (content focus, individuals participating, etc.)?

School self-assessment and improvement plan

- What kinds of activities were organized toward developing tools/approaches for school assessment?
- Who planned and/or implemented the activities toward developing and refining the school self-assessment tools and approaches (ERP headquarters/governorate staff, Egyptian consultants, foreign consultants)?
- Who participated in activities toward developing and refining school self-assessment tools and approaches and on what levels?
- What are the steps taken for conducting school self assessment, describe the process? How this was different from a governorate to another?
- What are the steps taken for implementing school improvement plan, describe the process? How this was different from a governorate to another?
- What are the differences between governorates in the process of conducting school self assessment and implement the school improvement plan?
- How, if at all, were these activities related to other activities or training programs for teachers, administrators, supervisors?
- To what extent did these activities achieve their objectives?
- What are the evidences for achievement?
- What are the main changes, if any?
- What were the challenges and how did they come over these challenges?
- What are the lessons learned?

Principal Training, Supervisor Training, and Teacher Training

- What kinds of activities (i.e., needs assessment) were organized to develop training programs for principals (, supervisors, and teachers)?
- Who planned and/or implemented the activities?
- What were the purposes of the principal training programs?
- Who planned and implemented the training programs?
- Who participated in these training programs?
- What are the steps taken for conducting training program for principal, describe the process? And how the implementation of programs differed from a governorate to another?
- How, if at all, were these activities related to other activities (i.e., standards awareness, school self assessment and improvement plan, MAP) or training programs for teachers and supervisors?
- To what extent did these activities achieve their objectives?
- What are the evidences for achievement?
- What are the main changes, if any?
- What were the challenges and how did they come over these challenges?
- What are the lessons learned?

Appendix 5: Interview Questions for Various Components and Subcomponents

Teacher Professional Development
1- CLASSROOM INTERACTION CHANGES: Let's begin by discussing your experiences as a classroom teacher during the past three years. a. From your perspective, what, if any, changes have taken place in the way you teach (in the teaching methods used by teachers in your school)? In other words, how are *your (their) behaviors* different (compared to three years ago)? b. Would you say that you (teachers in your school) now use more often what some people have called "*reform teaching methods*" or "*active-learning pedagogies*"? Please give an example. c. During the past three years what changes have occurred in students' behavior (individually or in groups) during lessons? In what ways, if any, are they more actively involved? Please give an example. d. Do students in your classroom now engage more often in *critical thinking* and *problem solving* (compared to three years ago)? Please give an example. e. In your view, what has *helped* you to at least begin to implement "reform teaching methods" and "active-learning pedagogies" in your classroom? f. In your view, what has *hampered* your efforts to implement "reform teaching methods" and "active-learning pedagogy" in your classroom? g. What *ERP*-supported activities have been *most helpful* in enabling school teachers in your school to implement "reform teaching methods" and "active-learning pedagogies" in their classrooms? Why? h. What, if anything, could *ERP* have *done differently* to implement "reform teaching methods" and "active-learning pedagogies" in their classrooms?
2- PROFESSIONAL DEVELOPMENT ACTIVITIES: Now let's talk more specifically about ERP-organized/supported (in-service) professional development activities. a. First, please describe the professional development activity (or activities) that was/were *most helpful* to you in implementing "reform teaching methods" and "active-learning pedagogies." Why were they helpful? b. Next, please describe the professional development activity (or activities), if any, which was/were *NOT helpful* to you in implementing "reform teaching methods" and "active-learning pedagogies." Why were they NOT helpful? c. What other kinds of in-service professional development activities do you think ERP could have organized to help you in implementing "reform teaching methods" and "active-learning pedagogies"? Please explain.

Teacher Professional Development (continued)
3- ROLE OF THE SBTEU: As part of the reform, I understand that each school was to establish a school-based training and evaluation unit (SBTEU) as a mechanism to organize relevant in-service professional development for classroom teachers and other educators. We are interested in your opinions about the current work of the SBTEU in your school. a. How effective is your school's SBTEU in *identifying* the in-service *training needs* of teachers? b. How effective is your school's SBTEU in *organizing* professional development *activities* for teachers? c. What, if any, weaknesses or problems do you see with the work of your school's SBTEU? d. In your view, how, if at all, has the functioning of your SBTEU *changed* during the last three years? e. What circumstances or factors have *helped* your school's SBTEU to be more effective? f. What circumstances or factors have *hampered* your school's SBTEU from being more effective? g. What, if any, *ERP*-supported/organized activities would you identify as having been *most helpful* in activating and developing the capacity of SBTEUs? h. How could *ERP* been *more effective* in activating and developing the capacity of SBTEUs?
Administrative and Leadership Development
1- INSTRUCTIONAL SUPERVISION ROLE: One of the reforms that I have heard about is having school administrators and supervisors devote more attention to providing (developmental) *instructional supervision* of teachers. a. From your perspective, in what ways, if any, have school administrators and supervisors in this governorate moved toward functioning like (developmental) instructional supervisors during the last three years? b. How, if at all, have their *interactions* with (individual or groups of) teachers *changed* in the last three years? c. What *circumstances* or factors have *helped* school administrators and supervisors in this governorate to function more like (developmental) instructional supervisors? d. What *circumstances* or factors have *impeded* school administrators and supervisors from functioning more like (developmental) instructional supervisors? e. What *ERP*-supported activities have been *most helpful* in enabling school administrators and supervisors in your governorate to become (developmental) instructional supervisors? Why? f. What, if anything, could *ERP* have *done differently* to enable school administrators and supervisors in your governorate to become (developmental) instructional supervisors?

Administrative and Leadership Development (continued)
2- PROFESSIONAL DEVELOPMENT ACTIVITIES: Now let's talk more specifically about *ERP-organized/supported* (in-service) professional development activities. a. First, please describe the professional development activity (or activities) which was/were *most helpful* to you in implementing the role of (developmental) instructional supervisor. Why were they helpful? b. Next, please describe the professional development activity (or activities), if any, which was/were *NOT helpful* to you in implementing the role of (developmental) instructional supervisor. Why were they NOT helpful? c. What *other kinds of* in-service professional development *activities* would you have liked to participate in to help you in implementing the role of (developmental) instructional supervisor? Please explain.
3- SCHOOL CLUSTERS: Turning to another topic, I understand that ERP has promoted the creation of school clusters to facilitate planning and implementing professional development activities. a. Overall, what is your view about the *idea* of school clusters? b. What are the most *positive things* that have been achieved through the school cluster mechanism? Why? c. What *problems* have occurred in trying to create and work within the school cluster model? Why? d. What ERP-supported/organized activities have been *most helpful* in promoting the working of school clusters? Why? e. In your view, how could ERP been *more effective* in helping to develop the working of school clusters?
4- CLASSROOM OBSERVATIONS SKILLS & TOOLS: On a related topic, I understand that ERP activities focused particularly on one aspect of the instructional supervision role: conducting classroom observations. a. Please tell me what you observed or heard about the ERP-organized/supported *workshops that dealt with using tools* (e.g., the Standardized Classroom Observation Protocol for Egypt/SCOPE or the Classroom Observation Form) or other aspects of classroom observation. b. How did any of these classroom observation workshops *help* supervisors in your governorate to be able to *provide more effective feedback* to teachers based on what they observed in their classrooms? c. In what ways, if any, do you think supervisors in your governorate used the tools or other things they learned during such workshops in the *ERP-supported family of schools*? d. In what ways, if any, do you think supervisors in your governorates used the tools or other things they learned during such workshops in their work with *non-ERP supported schools*? e. What, if anything, do you think *ERP* should have *done differently* in relation to classroom observation tools and skills?

Standards Implementation and School Improvement
1- ROLE OF STANDARDS SUPPORT TEAM: I am aware that the people involved in this focused group interview are members of this governorate's Standards Support Team. a. What would you describe as your team's most *important accomplishments*? b. How do you think the work of your Standards Support Team had a positive *impact on professional development* activities for teachers and other educators in this governorate? c. What circumstances or *factors helped* your team to achieve these accomplishments? d. What, if anything, do you think your team has been *less successful* in doing? e. What circumstances or *factors limited* your team's effectiveness in these areas? f. What *ERP*-supported activities have been *most helpful* in enabling the work of your Standards Support Team? Why? g. What, if anything, could *ERP* have *done differently* to enable the work of your Standards Support Team?
2- ROLE OF THE QUALITY TEAM: I understand that ERP also worked to develop a "quality team" in each of its focal family of schools. This quality team was to lead efforts to conduct school self-assessments as well as plan and implement school improvement, potentially toward achieving accreditation for the school. a. What do you believe are the *most important things* that quality teams have done in schools in this governorate? b. How has the work of the quality teams *influenced professional development* activities for teachers in the schools in this governorate? c. How has the work of the quality teams led to *improvements in schools* in this governorate? d. What *ERP*-supported activities have been *most helpful* in enabling the work of quality teams in your governorate? Why? e. What, if anything, could *ERP* have *done differently* to enable the work of quality teams in schools in your governorate?

Professional Development System Reform
First, let's talk generally about efforts to reform the *professional development system*. By the professional development system I mean all the various levels of the training and supervisory support systems. To do so, I want to ask you some questions about the recommendations for reform included in the "Framework for a Professional Development System." a. One of the recommendations was that the professional development (training and supervisory) system should be "redirected so that it *serves teachers' needs* and, thus, *students' needs* more effectively. Can you give me any examples of how the professional development system has changed in this way? b. Another recommendation was that it should be "*decentralized* to better serve local priorities." Can you give me any examples of how the professional development system has changed in this way? c. Another recommendation was that appropriate mechanisms be established to *better coordinate* the work of key personnel involved in the professional development system. These include *supervisors*, senior supervisors, inspectors general, and counselors as well as *training system personnel* at the school, idara, muddiriya, and INSET, and national levels. Can you give me any examples of how the professional development system has changed in this way (e.g., the supervisory network)? d. Another recommendation was that it should "utilize national *standards to inform [training] programming*." Can you give me any examples of how the professional development system has changed in this way (e.g., standards for supervisors)? e. Still another recommendation was that "[new set of] *standards* should be developed and used to *measure the quality* of the professional development system itself." Can you give me any examples of how the professional development system has changed in this way? f. Another recommendation was that it should be "built upon *existing expertise* and enhanced through *capacity building*." Can you give me any examples of how the professional development system has changed in this way? g. In addition, it was recommended that it be "given the appropriate level of *financial, human, and technological resources*." Can you give me any examples of how the professional development system has changed in this way? h. Finally, it was recommended that the professional development system be "supported by an effective formalized system for educator *career paths*, *promotion*, *accountability*, and *incentives* to ensure demand for professional development." Can you give me any examples of how this is happening? i. Before concluding this part of the discussion, we are interested in your views on the *role played by ERP* in supporting the development of the Framework and in seeking to implement some of the recommendations: ▪ What activities or other initiatives has ERP supported that have *contributed* to promoting productive interactions among the various levels of the in-service training system? ▪ How could ERP have been *more effective* in promoting productive interaction among the various levels/units responsible for in-service training?

APPENDIX 6:
Questionnaire to Measure Stages of Change for Recommended Professional Development System Reforms

Introduction

We have developed this chart to obtain your views on the extent to which there has been movement in adopting/implementing the various recommendations contained in the "Framework" for Professional Development Reform. Using this chart you can indicate your view of the stage of adoption/implementation for the various recommended reform element. To clarify, the chart specifies the following six stages:

7. *Maintenance of the Old System*
8. *Awareness*
9. *Exploration*
10. *Transition*
11. *Emergence of New Infrastructure*
12. *Predominance of New System*

For each row of the chart, focusing on one of the recommended reforms for the professional development (training and supervisory) system, please read the description of each "stage" of adoption/implementation and indicate (by placing an "X" in the appropriate cell) which description comes closest to your perception of how far the recommended reform has progressed. It is likely that there has been more progress on some recommendations than others.

Thank you for carefully considering these issues and giving us your own personal views. As part of the interview, you will have an opportunity to give examples and explain why you view specific recommended reforms as having moved more or less toward adoption/implementation.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
***Serves teachers' needs* and, thus, students' needs more effectively.**	Training and supervisory system staff believe that their efforts effectively meet the needs of teachers (and their students). They do not believe any changes in the system are needed.	Training and supervisory system staff are aware that the current system is not working as well as it should, but they are unsure about what is needed instead.	Training and supervisory system staff are discussing new approaches and (with the support of policy makers) they are piloting these new approaches in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to changing the system and begin implementing "new" practices on a broader scale.	Some of the reform policies and practices are institutionalized (in policy and practice) and these new system elements are generally accepted.	Many of the originally proposed reform policies and practices are institutionalized (in policy and practice) and key leaders begin to envision an even better professional development system.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Is *decentralized* to better serve local priorities.	Training and supervisory system staff believe that the existing, centralized system is effective in serving local priorities. They do not believe any changes in the system are needed.	Training and supervisory system staff are aware that the existing centralized system is not working as well as it should, but they are unsure about how to move to a more decentralized system.	Training and supervisory system staff are discussing ideas for a more decentralized system and (with the support of policy makers) they are piloting some of these ideas in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to decentralizing the system and begin implementing elements of a decentralized system on a broader scale.	Some of the elements of a decentralized professional development system are institutionalized (in policy and practice) and these elements are generally accepted.	Many of the originally proposed elements of a decentralized system are institutionalized (in policy and practice) and key leaders begin to envision ways to further decentralize the professional development system.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Reflects better *coordination between supervisory* and *training system* personnel at various levels of the system.	Training and supervisory system staff believe that the existing degree of coordination is fine. They do not believe any changes in the system are needed.	Training and supervisory system staff are aware of the need for better coordination between the training and supervisory system personnel, but they are unsure about how to improve coordination.	Training and supervisory system staff are discussing ideas for better coordination and (with the support of policy makers) they are piloting some of these ideas in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to better coordination and begin implementing mechanisms for better coordination on a broader scale.	Some of the mechanisms of coordination between training and supervisory system personnel are institutionalized (in policy and practice) and these mechanisms are generally accepted.	Many of the originally proposed coordination mechanisms are institutionalized (in policy and practice) and key leaders begin to envision ways to further improve coordination between training and supervisory system personnel.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Reflects better *coordination across* different units at various levels of the *training system* (CDIST, INSETs, muddiriya, idara, SBTEU).	Training system staff believe that the existing degree of coordination across training units is fine. They do not believe any changes in the system are needed.	Training system staff are aware of the need for better coordination across training units, but they are unsure about how to improve coordination.	Training system staff are discussing ideas for better coordination across training units and (with the support of policy makers) they are piloting some of these ideas in a few situations.	A significant number of training system staff (as well as policy makers) commit to better coordination across training units and begin implementing mechanisms for better coordination on a broader scale.	Some of the mechanisms of coordination across training units are institutionalized (in policy and practice) and these mechanisms are generally accepted.	Many of the originally proposed coordination mechanisms are institutionalized (in policy and practice) and key leaders begin to envision ways to further improve coordination across training units.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Reflects better *coordination across* different levels of the *supervisory system* (Subject Counselors, Inspectors General, Senior Supervisors, and Supervisors).	Supervisory system staff believe that the existing degree of coordination across different levels of the supervisory system is fine. They do not believe any changes in the system are needed.	Supervisory system staff are aware of the need for better coordination across different levels of the supervisory system, but they are unsure about how to improve coordination.	Supervisory system staff are discussing ideas for better coordination across levels of the supervisory system and (with the support of policy makers) they are piloting some of these ideas in a few situations.	A significant number of supervisory system staff (as well as policy makers) commit to better coordination across levels of the supervisory system and begin implement-ting mechanisms for better coordination on a broader scale.	Some of the mechanisms of coordination across levels of the supervisory system are institutionalized (in policy and practice) and these mechanisms are generally accepted.	Many of the originally proposed coordination mechanisms are institutionalized (in policy and practice) and key leaders begin to envision ways to further improve coordination across levels of the supervisory system.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging *Infrastructure***	**Predominance of new system**
Utilizes national *standards to inform programming.*	Training and supervisory system staff believe that existing professional developmen t programs sufficiently reflect the 2003 national MOE standards. They do not believe any changes in the system are needed	Training and supervisory system staff are aware of the need to use more extensively the national standards to shape professional developmen t programs, but they are unsure about how to accomplish this.	Training and supervisory system staff are discussing ideas for more extensively using the 2003 MOE national standards to shape programs and (with the support of policy makers) they are piloting some of these ideas in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to more extensively using the national standards to shape professional development programs and begin doing so on a broader scale.	Some of the strategies for using more extensively the 2003 MOE national standards to shape professional development programs are institutionalized (in policy and practice) and these strategies are generally accepted.	Many of the originally proposed strategies are institutionalize d (in policy and practice) and key leaders begin to envision additional ways to use the 2003 MOE national standards to shape professional development programs.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
New sets of *standards* developed and used *to measure* the *quality of* the *professional development system*	Training and supervisory system staff believe that the quality of the existing professional development system is sufficient. They do not believe there is a need to develop and use a new set of standards to improve the system.	Training and supervisory system staff are aware of the need to develop and use a new set of standards for supervisors, trainers, and training programs, but they are unsure about how to accomplish this.	Training & super-visory system staff have developed new sets of stan-dards for supervi-sors, trainers, & training programs and (with the sup-port of policy ma-kers) they are pilot testing these standards in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to using the new sets of standards to measure the quality of the professional development system and begin doing so on a broader scale.	Some of the new standards are officially approved, are generally accepted, and are generally being used to measure the quality of the professional development system.	Many of new standards are official-ly approved and generally being used to measure the quality of the professional development system, and key leaders begin to envision how to refine and use these standards more extensively.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Is built upon *existing expertise* and enhanced through *capacity building.*	Training and supervisory system staff believe that the existing professional development system is working well. They do not believe any capacity development is needed.	Training and supervisory system staff are aware of the need to better use existing expertise and undertake capacity development activities, but they are unsure about how to accomplish this.	Training & supervisory system staff have developed ideas for better using existing expertise & under-taking capacity development, and (with the support of policy makers) they are piloting these ideas in a few situations.	A significant number of training and supervisory system staff (as well as policy makers) commit to better using existing expertise and undertaking capacity development and begin doing so on a broader scale.	Some of the strategies for better using existing expertise and undertaking capacity development are institutionalized (in policy and practice) and these strategies are generally accepted.	Many of the originally proposed strategies are institutionalized (in policy and practice) and key leaders begin to envision additional ways to better make use of existing expertise and to develop the capacity of training and supervisory system personnel.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Is given the appropriate level of *financial, human, and technological resources.*	Government officials believe that the existing professional developmen t system has sufficient financial, human, and technologica l resources. They do not believe any additional resources are needed.	Government officials are aware that the professional developmen t system needs additional financial, human, and technologic al resource, but they are unsure about how to accomplish this.	Government officials have some ideas for providing additional financial, human, and technologic al resources to the professional developmen t system, and have begun piloting these ideas in a few situations.	Government officials generally commit to providing additional financial, human, and technological resources to the professional development system and begin doing so on a broader scale.	Government officials officially accept and institutionalize (in policy and practice) some of the strategies for providing additional financial, human, and technological resources to the professional development system.	Government officials institutionalize (in policy and practice) many of the originally proposed strategies and key leaders begin to envision other ways to provide additional financial, human, and technological resources to the prof. development system.

PROFESSIONAL DEVELOPMENT SYSTEM …	**Maintenance of Old System**	**Awareness**	**Exploring**	**Transitioning**	**Emerging Infrastructure**	**Predominance of new system**
Is supported by an effective formalized system for educator *career paths*, *promotion*, *accountability*, and *incentives* to ensure demand for professional development.	Government officials do not believe that a system of career paths, promotion, accountability, and incentives is needed to ensure demand for professional development activities technological resources. They believe there is sufficient demand currently.	Government officials are aware of the need for a system of career paths, promotion, accountability, and incentives to ensure demand for professional development activities, but are not sure how to create such a system.	Government officials have some ideas for creating a system of career paths, promotion, accountability, and incentives to ensure demand for professional development activities, and have begun piloting these ideas in a few situations.	Government officials generally commit to creating a system of career paths, promotion, accountability, and incentives to ensure demand for professional development activities, and begin doing so on a broader scale.	Government officials officially accept and institutionalize (in policy and practice) some elements of a system of career paths, promotion, accountability, and incentives to ensure demand for professional development activities.	Government officials institutionalize (in policy and practice) many of the originally proposed elements and key leaders be-gin to envision other elements of a system of career paths, promotion, accountability, and incentives to ensure demand for professional development activities.

APPENDIX 7:
Number of Participants in Focus Group Interviews Conducted in the Seven Governorates during August 2007

Governorate	ERP Teachers	Non-ERP Teachers	SBTEU Professional Developers	School Administrators	Local Supervisory System	Standards Support Team	INSET & Local Training	Idarra & Muddiryia Managers	Muddriya Under-secretary	Total
Alexandria	4	4	5	6	6	5	2	2	---	34
Fayoum	8	6	7	7	7	11	5	8	1	60
Aswan	6	6	5	4	5	6	6	8	---	46
Bani-Suef	9	8	8	7	8	6	8	9	1	64
Qena	8	4	9	7	10	9	7	10	1	65
Cairo	---	6	----	----	8	---	2	9	---	25
Minia	4	5	8	6	5	5	4	8	---	45
Total	39	37	42	37	39	42	44	54	3	339

APPENDIX 8:
Moderators and Recorders for Governorate-Based Focus Groups

Name and Position	Department
Alexandria University	
Dr. Ayman Abdelkader, Lecturer	Curriculum and Instruction (Mathematics)
Ekramy Mohamed Mersal, Asst. Lect.	Curricula and Instruction (Mathematics)
Bani Suef University	
Salwa Helmy Ali, Assistant Lecturer	Foundations of Education
Azaam Abdelnaby, Assistant Lecturer	Foundations of Education
Fayoum University	
Dr. Abdelnasser Abdelhaleem, Lecturer	Psychology
Mohamed Ahmed Mahmood, Asst. Lect.	Linguistics, Faculty of Arts
Helwan University	
Dr. Tarek AbdelHalim, Lecturer	Comparative Education and Educational Administration,
Abeer Ahmed Ali, Demonstrator	Comparative Education and Educational Administration
Minia University	
Dr. Mohamed Abdelrahman, Lecturer	Educational Technology, Faculty of Specific Education
Dr. Mamduh Abdelhameed, Lecturer	Educational Technology, Faculty of Specific Education
South Valley University, Aswan Branch	
Dr. Said Mohamed Sedik, Lecturer	Curriculum and Instruction
Mohamed Gaber Abass, Asst. Lecturer	Community Organization, Faculty of Social Work
South Valley University, Qena Branch	
Dr. Antar Solhy Abdellah, Lecturer	Curriculum and Instruction
Dr. Essam Ali Eltayb, Lecturer	Educational Psychology

APPENDIX 9:
Interview Question Sets Used with Different Focus Groups

INTERVIEW QUESTION SETS	ERP Teachers	Non-ERP Teachers	SBTEU Prof Dev's	School Admin.	Local System Super.	Stand's Supp. Team	Local Train. System	Local System Admin.	Central Sup System	Central MOE Admin Central Train. System.
Teacher Professional Development										
CLASSROOM INTERACTION CHANGES	X	X	X		X	X	X 2 Qs			
ROLE OF THE SBTEU	X - 2 Qs	X - 2 Qs	X				X			X
Administrative and Leadership Development										
INSTRUCTIONAL SUPERVISION ROLE	X 2 Qs	X 2 Qs	X 2 Qs	X	X	X			X	
SCHOOL CLUSTERS			X				X			
CLASSROOM OBSERVATIONS SKILLS & TOOLS					X					
Standards Implementation and School Improvement										
ROLE OF STANDARDS SUPPORT TEAM						X		X		
ROLE OF THE QUALITY TEAM				X		X		X		
Professional Development System Reform										
Serving teachers' and students' needs				X	X		X	X	X	X
Decentralizing the supervisory and training systems				X	X		X	X	X	X
Coordinating between supervisory and training systems				X	X		X	X	X	X
Using standards to inform programming				X	X		X	X	X	X
Developing/using standards to assess quality of training				X	X		X	X	X	X
Using existing expertise and building capacity				X	X		X	X	X	X
Obtaining financial, human, & technological resources				X	X		X	X	X	X
Connecting to career path, promotion, accountability, incentives				X	X		X	X	X	X
ERP contributions or other possibilities				X	X		X	X	X	X

Chapter 2:
Historical Context of the ERP-Supported Educational Reform

Nagwa Megahed and Mark Ginsburg

Introduction

A noted educational researcher, who has contributed significantly to teacher policy and practice through quantitative (experimental and survey) and qualitative (observation and interview) studies, argues that:

> Those who conduct research on teaching rarely consider *historical investigations* germane to their work. There is a sense in which history is treated as arcane, esoteric, and of little import to the concerns of policy and practice. … [However,] I am convinced that precisely the opposite is true. Carefully conducted historical inquiry may well provide us with the most powerful guides available.
> (Shulman, 1984, p. vii)

In this chapter of the documentation study, we heed Shulman's advice and examine the historical context of education reform in Egypt, particularly efforts to improve educational quality. We discuss briefly developments since the founding of "modern" Egypt, and give more detail to the discourses and actions since 1981.

The Longer History

Egypt has a long and rich cultural and educational history, including not only the celebrated Pharonic times but also the period after the founding of Al-Azhar University in 975, when Egypt was "the center of Islamic scholarship, education, and thought" (Cochran, 1986, p. 1). While there is a strong pedagogical tradition associated with such schools that emphasized rote learning and memorization, it is important to note that a competing tradition was also developed by Islamic scholars and educators, such as al-Jahiz (776-868) and Abu Nasr al-Farabi (870-950), that focused on using deductive reasoning and what might be termed active-learning approaches (Boyle, 2006; Günther, 2006).[11]

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[11] According to Günther (2006, p. 369), "Muhammad ibn Sahnun … [in his] book … entitled *Rules of Conduct for Teachers* (*Adab al-mu'allimin*) … cites maxims attributed to the Prophet Muhammad that highlight the crucial significance which religiously oriented schooling in Islam grants to the learning and memorization" (p. 369). In contrast, Günther (2006, pp. 375-76) also reports that Abu Nasr al-Farabi, in his volume on the *Philosophy of Plato and Aristotle* [*Tahsil al-sa'ada*], elaborates a view of "instruction … as an interactive process that … ensures that both teacher and student participate actively in the process …, allow[ing] the instruction to be student-centered, since the aim is for the teacher to facilitate the student's own voyage of discovery."

When Mohamed Ali assumed political leadership of "modern" Egypt in 1805, he established a secular education system along side the Islamic Al-Azhar system, though both systems seem to have been dominated by teacher-centered, knowledge-transmission pedagogies. During the Egypt's period of "semi-independence" (1922-52), following British colonization (1882-1922), "great [quantitative] advances took place in public education at all levels" (Cochran, 1986, p. 1; see also Williamson, 1987, p. 107). However, questions of quality and relevance remained. For example, a study published in 1951 concluded that "teaching in the schools … consisted mainly of inculcating abstract or factual information, *learned by rote* in the *traditional way*, without any attempt to relate it to the problems of Egyptian society" (Radwan, 1951; quoted in Erlich, 1989, p. 97).

Following the 1952 Revolution, the Egyptian government headed by Gamal Abdel Nasser launched a nation-wide literacy campaign, which by 1961 had reduced the illiteracy rate from 79 to 22 percent.[12] Moreover, what has been termed Nasser's "education revolution" involved eliminating fees and expanding access to education at all levels" (Williamson, 1987, pp. 118-119). As officially stated in the Constitution, adopted in 1971 after Nasser's death but reflecting clearly his administration's commitments, "Education is a right guaranteed by the State [Article 18]. … Education in the State Educational institutions shall be free of charge in their various stages [Article 20]" (Constitution, Arab Republic of Egypt, 11 September 1971).

While Anwar Sadat, who served as Egypt's second president (1970-81), moved away from some of Nasser's "Arab Socialist" policies, his administration continued to invest in education, focusing mainly on increasing access and quantitative expansion of the system. However, in September 1979, the Ministry of Education published "A Working Paper on the Development and Modernization of Education in Egypt," which focused some attention on *quality* issues:

> This paper … argued that intellectual, political, social and economic developments within Egypt and the world had created an urgent need to change and update Egyptian education. Among the specific concerns raised by the MOE regarding pre-secondary education were the following: a) curricula do not prepare students for practical, productive lives; b) *rote memorization* dominates the learning-teaching situation; … [and] e) low teacher qualifications ... (MOE, 1979; discussed in USAID, 1981, p. 5)

[12] MacDonald (1985, pp. 54-55), however, also reports that "[t]en years later another survey was undertaken, only to reveal that the illiteracy rate was up again to 78%."

And, because of Sadat's "Open Door Policy," Egypt sought support for education from Western sources, including the United States, particular after the 1973 War and moves toward a peace treaty:

> The first major American effort, in 1974, was the joint Egyptian-U.S. Working Group on Education and Culture, which focused on educational exchange, review of textbook materials and the training of Egyptian teachers of English. … In 1978, a [USAID] project proposal for improving the efficiency and relevancy of primary and secondary education … [involved programs] which would change the style of teaching from those consisting of lecture-assign – study-recite to those emphasizing learning to think-solve problems-apply to real-life situations. (Cochran, 1986, pp. 92 and 96)

Thus, is reported that between 1975 and 2003 "USAID/Egypt has provided over $700 million in support of the government's improvements in education and training … [including:] teacher training, academic university linkages, community schooling, manpower development, vocational and school-to-work and teaching methodologies, girls' education, and school construction" (USAID/Egypt, 2003a, pp. 5-6; USAID/Egypt, 2003b, pp. 9-10).

Developments in the 1980s and 1990s

Certainly, quantitative progress (e.g., expanding access) in education was achieved during the Sadat era as a result of Egyptian initiatives – with and without foreign assistance. Furthermore, when Mohamed Hosni Mubarak (1981-present) became president, such efforts continued, including extending compulsory schooling from six to nine years. However, at the end of his first decade in office and in the wake of the 1990 World Conference on Education for All (Inter-Agency Commission, 1990), Mubarak (1991; included in MOE, 1992, p. 5) called attention to what he termed "the crisis in education ... In spite of the fact that education exhausts the resources of the national budget and individual families, the end-product still remains poor and inadequate. Education continues to suffer from a predominant focus on quantity rather than quality." In the volume, *Mubarak and Education,* in which this speech was published, the Egyptian government's conception of improving educational quality is articulated:

> Education should, therefore, change from an *outdated mode of teaching* dependent on memorization and repetition to a new form of instruction, which would include the *student as an active participant* in the educational experience and an active partner in the learning process. … Emphasis on rote learning and memorization has produced individuals who are easily programmed and vulnerable … contributing to the prevalence of many social problems, such as drug dependency, extremism, and fanaticism. (MOE, 1992, p. 43)

And to enhance educational quality, readers are informed, "[s]pecial attention needs to be given to in-service training … [to ensure the development o f adequate teaching skills, accompanied by well-planned internships that would provide an opportunity to apply modern techniques of education and pedagogy" (MOE, 1992, p. 48).

President Mubarak reiterated the need for a qualitative turn in educational reform during his 1994 May Day Celebration speech, when he stressed that "upgrading education … [for] developing the necessary skills for involvement in appropriate occupation in the world of work … cannot be achieved without a comprehensive national program for upgrading our schools … quality rather than quantity" (Mubarak, 1994; quoted in MOE, 1996, p. 8). Furthermore, in its *Implementing Egypt's Educational Reform Strategy, 1996*, the Egyptian Ministry of Education (1996, p. 22) elaborates its conception of educational quality, when discussing education being a "national security" issue: "The democratic framework also necessitated that students through all stages of the educational ladder be exposed to *different types of learning tools* and materials, and taught necessary democratic skills, such as *debate,* tolerance for other opinions, *critical analysis and thinking*, and the significance of *participating in*

decision making. Practicing democracy and functioning in democratic systems is therefore one of the priorities for schools and educational institutions."

Similar points about needed pedagogical changes – as well as statements about the importance of teachers and the need for professional development activities – were emphasized in a book, written during this time by Hussein Kamel Bahaa El Din, who served as Egypt's Minister of Education from 1991 to 2004. Referring to the continuing "crisis in education," Bahaa El Din (1997) argues:

> It is imperative for us to change from a familiar system that emphasized rote *memorization and passive learning* to a new system that emphasizes *active participation*, with the learner a significant partner in the process. (p. 107)
>
> Education cannot be reformed without the teachers, because teachers are the cornerstone of the education system. Every effort towards enhancing the status of teachers, their skills and their standing in society is in effect an investment in reforming our education system. ... We have to admit that teachers have been neglected, and we have accommodated to that negative situation. This has resulted in a society which pretended that it was compensating our teachers adequately and they in turn pretended that they were fulfilling their duties. (pp. 117-118)
>
> Thus we should give special attention to [teachers'] training, and provide them with international *in-service training* … exposing them to new methods of instruction, new educational approaches, and new educational technologies. … Licensing for the teaching profession … will necessitate identification of appropriate guidelines, criteria, an oath, a moral pact which is implemented and to which teachers are held accountable, and identification of the specific level of the educational ladder to which it applies. (pp. 119-120)

The educational reform agenda of the Egyptian government in the mid-1990s is also evidenced by the loan agreement it reached with the World Bank (and the European Union) for undertaking an "Enhancement Program" for basic education. As reported in the Program Information Document, the Government's "strategic framework" included three main program areas: a) *access and equity*, b) *quality* of student performance, and c) *system efficiency*. With regard the quality dimension, the document indicates:

> The goals of this program area are to significantly increase students' achievement of basic skills and help improve their *critical thinking skills* … through: (i) school construction to reduce class size and multiple shifts …; (ii)

improving the *quality of teaching* and learning by reforming *in-service teacher training*, … instituting student learning assessments which facilitate accountability throughout the sector, and introducing quality assurance systems for teachers and for schools; … and (iv) building the capacity of the main implementing agencies at the central and governorate levels. [13]

Similar items were on the educational reform agenda as Egypt approached the end of the 20th century. However, as indicated by the description of the Secondary Education Enhancement Project, which was funded through a World Bank (and European Union) loan, more explicit attention was also being given to the personnel management and inspection/supervisory systems. Under the component of "improving quality and opportunity" technical assistance was planned for "redesigning the curriculum … [and] designing instructional materials and in-service training for teachers to enable them to deliver the new curriculum." Under the component of "strengthening institutional capacity" technical assistance was planned "to revise the personnel management system and develop new job descriptions; … to examine both non monetary and monetary incentives for education system staff; [and] … to develop new approaches to inspection and supervision." Training, through both center-based entities and school-based units, was to focus on teachers, introducing them to "new methods of teaching," and school principals in "school planning" and "the use of technology … for management needs" (World Bank, 1999, pp. 7-8).

Developments in the Early 21st Century

In April 2000, President Mubarak addressed the World Education Forum on Education for All, which was organized in Dakar, Senegal by UNDP, UNESCO, UNICEF, and World Bank ten years after the initial EFA conference in Jomtien, Thailand. In his speech emphasized the need to focus on quality (i.e., excellence): "As the ninth decade of the last century witnessed determination that education is for all, the first decade of the twenty-first century must witness, with more determination and insistence, strenuous efforts to achieve a new vision, i.e., "Education for Excellence and Excellence for All" (Mubarak, 2000; published in MOE, 2002, p. 67).[14] The phrase, "education for excellence and excellence for all," is repeated in the MOE publication, *Mubarak and Education: Qualitative Development in the National Project of Education*

[13] Note that in relation to the system efficiency area the goals include developing the capacity for managing the system at various levels, in order "to improve the management of sector resources and to enable improvements in system effectiveness through enhancing sector planning, decision making and management" (World Bank, 1996, p. 2).

[14] Note that while global discourses can be seen to have been channeled to Egypt by international organization-funded projects, we should also note this and other cases in which Egyptian discourses have been a part of, and likely informed, global discourses.

(MOE, 2002), calling this "a major national target that directs its march according to the criteria of total quality in education" (p. 6). This MOE (2002) publication also identifies the following as two key elements of the "future vision of education in Egypt:"

- Achieving a Learning Community … Moving forward from a culture of *memorization* and repetition to that of originality and creativity. … Such a community is also marked by the individual's *active role in the teaching/learning process*" (p. 140).
- Revolution in the Concepts and Methods of Education … The student's role is not that of a *passive receiver*, but of a *knowledge-producing researcher* and an innovative explorer of technology. These methods addressed all types of intelligence as well as the senses and emotions of learners." (p. 148)

Furthermore, in this context following the World Education Forum's adopting the Dakar Framework for Action, "Education for All: Meeting Our Collective Commitments " (UNESCO, 2000), Egypt's governing party, the National Democratic Party (NDP), issued a formal policy document on "educational reform." Its objectives included:

- modernizing the management of schools and of educational districts, to cope with development requirements;
- using curricula that allow initiation and creativity and to build inside the student honest competition, the desire for self-education and different skills needed in the international labor market. …
- *continuous training of teachers*, the *diversification of teacher preparation*, and raising their administrative and financial ability to *create* from them a *critical mass capable of managing change.* (NDP, 2002, p. 8)

The NDP document also emphasized that the "[s]chool is the unit of basic education, the teacher is its living cell and its management is its nervous system. Any *reform depends on preparing the teacher* as the main executor of reform. Teacher's social, moral and financial status must be reviewed. … [We also need] *leaders* that possess effective managerial skills and clear vision and of *preparing them properly* for the coming responsibilities" (NDP, 2002, pp. 9 and 13).

Also in 2002, the World Bank published its Sector Review of Education in Egypt. In discussing "challenges ahead," the document reports:

> While Egypt has embarked on an ambitious and comprehensive education reform program, it faces numerous challenges to attain its educational goals. Foremost among the challenges is to *improve the quality of schooling …* to create the knowledge and *problem-solving skills* required to improve global competitiveness. [This can be achieved] by *changing teaching practices*,

modernizing curricula, and creating the feedback loop between secondary and tertiary institutions and employers. (World Bank, 2002, p. ii)[15]

Furthermore, in 2002 USAID/Egypt commissioned a study leading to a "strategy proposal," which came to serve as the basis for the Mission's "program descriptions" for the Education Reform Program (ERP).[16] This study catalogued and analyzed previous USAID/Egypt initiatives in Education:

- Participant training projects (1975-2003): Has trained over 15 thousand Egyptians in U.S. tertiary education institutions and local programs.
- Scholarships for rural girls (1996-2003): Provided scholarships in targeted areas to girls who otherwise would not be enrolled in school, targeting 7,800 beneficiaries.
- Multi-grade Facilitator Training (1997-2000): Improved teacher-facilitator capacity in small multi-grade classes in rural areas of three target governorates and has targeted 900 facilitators.
- Integrated English Language Program-II (1997-2003): Increased the number of qualified English language teachers in formal schools and of providers in the private sector; helps the MOE address systemic problems in the training and support of English teachers. Beneficiaries are 13,737.
- Alam Simsim (1997-2004): Created 170 half-hour televised (Sesame Street) programs intended to improve children's school readiness and increase their basic literacy and numeracy skills. Six million children are beneficiaries of the program. It also includes an outreach parental education program to addresses school preparedness and health issues.
- Community schools in Cairo (1998-2000): Established five small community schools in the poorest areas of Cairo to introduce an urban model of the community school and provide education opportunities for out-of-school children.
- Toward a New Horizon (1994-2004) and New Vision (2003-2004): Built local NGO/CDA capacity and mobilize the community in order to provide non-formal

[15] The document also argues that "a second challenge is *to* strengthen management of educational institutions by decentralizing decisions, promoting accountability, and ensuring educational managers at all levels have the information required to inform their decisions" (World Bank, 2002, p. ii).

[16] Prior to this, Egypt "benefited from significant financial and technical support for the education sector from several donors, in particular from USAID through the Basic Education Program (1981-1994)" (World Bank, 1999, p. 13).

life-skills training to 72,000 beneficiaries, adolescent girls and boys and gives scholarships to girls.

- New Schools Program (2000-2004): Increased school enrollment of girls in rural Upper Egypt through a mix of school construction, teacher training, materials development, literacy training, and community mobilization. Beneficiaries have reached 28,000 girls.
- American Egyptian Master Teacher Exchange Program (2000-2002): Trained 80 Egyptian teachers in the United States and 1000 teachers, supervisors, and principals in Egypt in support of the New Schools Program.
- Alexandria Education Reform Pilot (2001-2003): [Focused on] decentralizing authority, mobilizing communities, and providing technical support and teacher training for 30 selected schools in an initiative taken by the governorate and business community of Alexandria to reform education policies and practices. Beneficiaries have reached 30,000.
- School-to-Work (1998 – 2001) School-to-Work pilot programs in Alexandria and Cairo resulted in approximately 400 graduates of Tourism and Textile high school vocational programs placed in jobs. (Aguirre International, 2003, p. 7-8; see also USAID/Egypt, 2003a, pp. 4-5; USAID/Egypt, 2003b, p. 9-10)

Aguirre International (2003, pp. 10-14) also assessed the context for potential, future USAID/Egypt education sector initiatives, sketching a number of cross-cutting themes that are directly relevant to our focus on ERP's support for professional development reforms in Egypt:

> 3. *In-service Teacher Training*. In-service teacher training in Egypt is one of the most complex aspects of the educational system … [involving] upwards of 18 different entities offering some form of in-service training to teachers and administrators ... The system currently suffers from the lack of a master plan, no coordination between training entities, little use of trained trainers within the system, few needs assessments, and no systematic monitoring, evaluation or follow-up of training programs. Finally, the improving GDIST, INSET system in place to offer training is often bypassed [by Egyptian and donor agency projects] in favor of direct contracts with private training agencies.
>
> 4. *Teacher Career Path and Professional Status*. 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. … Teacher pay in Egypt, by any standards, is extremely low ... With the macro-economic implications of raising teacher

salaries to livable levels, it appears unlikely the GOE will be able to raise salaries significantly. Teachers receive lifetime employment (tenure) immediately upon appointment to a regular teaching position ... Teachers, good or bad, are promoted on the basis of seniority …. The many part-time teachers, a large percentage of those currently being employed, receive hourly pay for lessons taught [and] have little training or supervision ... Teachers ... are subject to endless supervision and inspection, by a bewildering array of principals, deputy headmasters, supervisors, trainers, curriculum personnel and others at the school, *idarra* and *muddriya* level. … Few, however, receive assistance on how to improve their teaching, assess their students, or relate the curriculum to the real life of children or adults. 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.

5. *Classroom Learning Environment*. At present children in many Egyptian public schools are living in an environment that emphasizes memorization and rote learning of the exam-driven curriculum. ... Classroom teaching is characterized by a "director and chorus" style, in which the teacher asks a question and the children chant the answer as loudly as possible. In an alternative to this, one child goes to the blackboard to do a task, while others sit passively. There is little or no diversification of instruction to meet different student needs and learning styles. ... Exceptions to the above are beginning to be seen in projects with a focus on educational quality, such as [the New Schools Program operating in Bani-Suef, Fayoum, and Minia], where teachers are in the early stages of initiating new methodologies that encourage and enable students to become active, enthusiastic participants in their own learning. In the Alexandria Reform, the idea of change has been planted, but most teachers have not yet received the ongoing support needed to help them create an educational environment that encourages children to think, to create and to be involved enthusiastically and productively in the world around them.

7. *Student Assessment* … Formal testing is an important piece of the public educational system in Egypt, since both curriculum and instruction are geared towards learning the materials needed to pass the exams given at the end of each academic year. ... The shift in exam content from rote material to more problem solving and creative thinking; as well as the use of student subject score profiles for accepting students into universities would encourage more *active and integrative classroom based learning*. The most useful kind of

> assessment is the ongoing, daily informal evaluation done in class by teachers to help them understand what their students are learning and how to diversify instruction to meet students' needs. [Although] this kind of assessment is rarely seen in Egyptian public schools … the National Council of Examination and Educational Evaluation (NCEEE) is currently undertaking a project on continuous assessment …
>
> 8. *Administration and Supervision*. Administration and supervision of MOE schools is hierarchical. … At present very few decisions are made at the school level. ... Within the school, there are several layers of administrative staff, sometimes including the principal, headmaster, several deputies and senior teachers, depending on the size of the school. There is considerable lack of clarity about job descriptions and duties required in the different administrative jobs. … The principal is expected to visit classes and to sign off on the evaluation given to teachers by the supervisors, but traditionally the principal has not been expected to provide instructional leadership. Teacher supervision and evaluation is performed by a centrally administered system of subject specialist supervisors who are responsible to the national subject area Councilors. Recognizing the importance of these supervisors in facilitating or hindering change efforts, and their importance for sustainability, several USAID-funded education projects, such as IELP II, NSP and the Alexandria Reform have provided training for them.
>
> The MOE intends to change the role of the supervisors from that of "inspectors" to a more supportive supervisory role.

As the World Bank and USAID were engaged in assessing Egypt's education sector, the Ministry of Education was coordinating an intensive and broad-based process that led to the publication of the *National Standards of Education in Egypt* in 2003. According to the introduction to this document, the standards development project proceeded:

> 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, … 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 … This document contains standards and performance indicators in the following five domains: the effective school, the educator, educational management excellence, community participation, the curriculum and learning outcomes. (MOE, 2003, p. 4)

The standards and indicators for the second domain of the standards for the educator,[17] "learning strategies and classroom management," provide evidence of how central active-learning, student-centered pedagogies had become within at least the official Egyptian discourses:

- First Standard: Utilizing educational strategies that meet student needs. [Indicators:] Teacher involves all students in diverse educational experiences *suitable to their skills and talents*. Uses different strategies to present concepts, introduce skills and explain the subject. Gives students *open-ended questions* and facilitates discussion to clarify and motivate the *student's thinking*.
- Second Standard: Facilitating effective learning experiences. [Indicators:] Teacher provides independent and *cooperative learning* opportunities. Divides students into *groups* to promote *interaction* and learning. Encourages positive interaction and cooperation among students.
- Third Standard: Involving students in problem-solving, critical thinking and creativity [Indicators:] Encourages students to apply what they have learnt *in* educational and life situations. Encourages students to be *inquisitive*, have initiative and show creativity. … Involves students in *problem-solving* activities and encourages various ways to reach solutions. Encourages students to put forth critical questions. ...
- Fourth Standard: Providing a climate that promotes justice … [Indicators:] equality and respect …
- Fifth Standard: Effective utilization of motivation methods. [Indicators:] Creates a favorable educational and learning climate to encourage *classroom interaction* …
- Sixth Standard: Effective time management and limited wasted time (time on task) … (MOE, 2003, pp. 75-76)

During his relatively brief period as Minister of Education, Ahmed Gamal Eddin Moussa (July 2004-December 2005) downplayed somewhat the role of standards, though the Ministry and the Egyptian government more generally maintained a clear focus on improving educational quality and active-learning. For instance, approximately one month after appointing Moussa as Minister, President Mubarak (2004) addressed a national conference on education, stating: "I place before you today the main trends on which our education policy is based in the next stage. First: Developing the education *curricula and the teaching methods* in the various stages, they must be based on the present and *modern concepts* to enhance the student's ability in

[17] The other domains for this area of standards are: 1) planning, 3) knowledge of subject matter, 4) evaluation, and 5) teacher professionalism (MOE, 2003, pp. 75-76).

developing his knowledge throughout his lifetime." And in its September 2004 publication, *Reforming Pre-University Education Programs*, the MOE outlines the latest plans for reform, which included as two of its five main "pillars for reform: "assuring education quality" and "training and improving teachers' conditions" (MOE, 2004; quoted in El Baradei and El Baradei, 2004, p. 5). Moreover, the Minister of Education articulated the following during a newspaper interview: "[More important than] having thick books [and] a huge number of courses … is that *students interact* with what they are learning in order to simply gain knowledge and acquire useful skills. … *Quality* is more important than quantity, and if we have a lot of schools without qualified teachers or proper equipment, then we haven't solved anything" (Moussa, 2005).

When Yosri Saber Hussein El-Gamal was appointed as the next Minister of Education in December 2005, standards were featured more prominently as was professional development to improve teacher quality and to promote the use of "modern" educational methods. As he stated in an interview conducted soon after his appointment:

> The third pillar was *professional development* — focusing on raising teachers capabilities through serious and effective training programs in all educational areas … [including] *modern educational methods* … The second challenge is about the quality of education … based on national standards. ... Also there should be integration between the syllabus and the exams so that we would succeed in achieving the main objective of the educational process which is to develop students' mental skills and creativity. (El-Gamal, 2006)

The Minister also mentioned similar points, while highlighting teachers' use of student-centered and active-learning teaching methodologies as well as students' engagement in critical thinking and problem solving, as part of a presentation made in March related to the Ministry's strategic planning initiative:

> The Educational Vision is built upon sector-wide, total quality approach, based on six main domains: 1) Effective School**,** providing quality education for every learner, in an untraditional *student-centered* environment, using technology and *active learning methodologies* to enable the student acquiring self learning, *problem-solving*, *critical thinking* and life skills. … 3) Curricula that are relevant, based on *active learning*, support *critical thinking, problem solving*, life long learning and citizenry values in the knowledge society (MOE, 2006, slides 6-7)
>
> Strategic Directions: 2. Quality: … a) opportunities for on-going training and professional development will be provided to educators at the central, local and school levels … [and] d) curriculum and teaching will be diverted from *rote-*

> *learning* mode to active learning, building the *knowledge base* of the learner and enhancement of *higher skills.* (MOE, 2006, slides 15-16)

And during this period in which the MOE was engaged in an extensive process of strategic planning, Egypt's Ministry of International Cooperation (2006, p. vii) expressed that "*active learning methods* and the complementary set of educational materials have been proven successful," as one of its conclusions derived from an assessment of the New Schools Program.

Within the MOE *Strategic Plan* (2007, Part IV, Chapter 2), we observe a continuing focus on active-learning pedagogies in Egyptian government educational discourses:

> There are 4 key factors that contribute to educational quality in what and how students are taught: standards-based content, integration of IT, integration of assessment, and adopting an *active learning methodology*. (p. 1)
>
> The … curriculum documents/frameworks [should] … reflect the move the move away from a *traditional rote memorization* approach with a strong focus on content to one that is focused on application of skills and *critical thinking and problem solving* ... (p. 4)
>
> To insure effective implementation of the new curricula and instructional materials, teacher professional development programs in the area of *student-centered, active-learning methodology* and assessment are essential elements. (p. 7)

Finally, in 2007 NCERD published a *Mid-Term EFA Evaluation*, reporting on progress in achieving the goals set out in *The National Plan for Education for All, 2002/2003-2015/2016* (NCERD et al., 2004). In the report's preface Minister of Education Yosri Al Gamal (2007b, p. ii) restates Egypt's educational policy goals as focusing on "accessibility, *quality of education* and efficiency of institutional systems." And the report summarizes the qualitative shift in which the Egyptian government in engaged, including a focus on active learning:

> The MOE works on achieving a *qualitative shift* in education, and improving the quality of the educational process through the following efforts: (1) making the educational environment attractive to students …; (2) moving from achieving *quantity to quality* aspects in education; (3) ensuring excellence for all and achieving total quality education through *students' active involvement* in the educational process and providing them with indicators that match international levels; (4) promoting teachers' professional development and *improving*

teaching methods through self evaluation and learning through effective practice; (5) providing suitable and sufficient financial support for developing the learning environment, developing school curricula, making the school the basic unit for reform and qualifying schools for education accreditation." (NCERD, 2007, p. xi)

Conclusion

In this chapter we provided an overview of the context in which the Education Reform Program worked to support Egypt's reform initiatives related to improving professional development and the quality of educational practice. We highlighted the government's focus on quantitative expansion of the system and access from the creation of the modern, secular system of education by Mohamed Ali's government in the early 19th century until the beginning of the last decade of the 20th century, when Hosni Mubark's government focused attention on issues of quality and excellence. We present as well the on-going discussions about how quality improvement requires teachers and other educators to engage in active-learning, student-centered pedagogies rather than teacher-centered instructional approaches that promote rote-learning and memorization – an issue stimulated by the John Dewey and Jean Piaget at the beginning of the 20th century,[18] but also the subject of debate among Islamic scholars and educators during the 8th through 10th centuries.

[18] "Active-learning" (or what some have termed "progressive" or "student-centered") pedagogies constitute a model of teaching that highlights "minimal teacher lecturing or direct transmission of factual knowledge, multiple small group activities that engage students in discovery learning or problem solving, and frequent student questions and discussion" (Leu and Price-Rom 2006, p. 19). The *behavioral dimension* of active-learning pedagogies focuses on the degree to which instructional practices enable students to engage in verbal or physical behavior, while the *cognitive dimension* highlights the degree to which teaching strategies enable students to engage in various forms/levels of thinking (Barrow et al., 2007; Mayer, 2004). The behavioral dimension is perhaps most frequently traced to American philosopher/educator, John Dewey, who developed a pragmatist philosophy, popularized "progressive" education, and promoted learning by experimentation and practice, learning by doing. The cognitive dimension is generally traced to the work of the French psychologist, Jean Piaget, a key contributor to the "cognitive revolution" and "constructivism."

SECTION II:

PROFESSIONAL DEVELOPMENT SYSTEM CHANGE

Chapter 3:
Supervisory System Reform Processes

Nagwa Megahed, Salah Ahmed, and Mark Ginsburg

This chapter reports on the findings from the documentation research focused on the ERP-supported initiatives to reform the supervisory system, which can be seen as a subsystem of the professional development system. The following chapter focuses on findings related to reform initiatives in the other component of the professional development system: the inservice training system.

USAID/Egypt's and EQUIP1/EQUIP2's Initial Ideas

ERP's work to assist the MOE in analyzing and reforming the supervisory system has been undertaken primarily by staff members and consultants associated with what came to be called the Education System Support (ESS, later renamed Professional and Organizational Development) division associated with the EQUIP2 component of ERP. The Administrative and Leadership Development (ALD) component of the Educational Quality division of EQUIP1 also played a role, primarily in terms of capacity development of individual supervisors, but also with respect to helping to develop and promote a new classroom observation instrument to be used by supervisors. However, there is only limited discussion of issues related to reforming the supervisory system within the Program Descriptions sent to the EQUIP1 and EQUIP2 consortia to request applications for proposals for the Education Reform Program. In part, this is because, based on input from the team developing the strategy proposal (Aguirre International, 2002), what became ESS was conceived as focused on continuing and extending the activities of the Integrated English Language Program II (IELP2). In the Program Descriptions, USAID/Egypt does mention standards for supervisors as a key element of one of its specified intermediate results for ERP ("I.R.2.2. Performance standards for teachers, leaders, and students are developed, monitored, and applied"):

> The Recipient shall be responsible for the application and adoption by schools of standards for school, teachers, *supervisor*, instructional leader, and student performance. (USAID/Egypt, 2003a, p. 18)

> The Recipient shall be responsible to help participating governorate level education reform committees understand the function and value of performance standards for students, teachers, *supervisors*, and administrators and to exercise authority to adopt and adapt them to their reform schools and make

> decisions based on the outcome of standard application. (USAID/Egypt, 2003b, p. 26).

In addition, in discussing another intermediate result for the program ("I.R.2.3. Ministry of Education administrators, supervisors, and principals receive on-going training in leadership and management"), USAID/Egypt (2003a, p. 19) also gives attention to supervisors in relation to moves toward decentralized decision-making authority:

> The Recipient shall be responsible for school principals and *supervisory staff* within the participating families of schools assuming authority to make decisions on school policies and educational, professional, and administrative issues. ... The Recipient shall also ensure that *supervisors* become supportive instructional leaders and not 'inspectors'.

And, finally, in relation to the intermediate result, "I.R.2.4. Teachers receive pre-service education and in-service training in learner-focused teaching and assessment methods," USAID/Egypt (2003b, pp. 37-8) promotes the idea that supervisors should become more involved in training activities, whether organized by the MOE or by the project:

> The Recipient shall also take advantage of and extend the influence and involvement of two key cadres in the MOE: the *supervisors* (of different levels) and the testing specialists. … These specialized staff and others are identified in the CDIST database's Skills Matrix, so that training managers and others can take advantage of their expertise. The Recipient for Activity 2 shall rely on these MOE staff as consultants, advisors, and trainers.

Basically the same points were incorporated in the proposals that the EQUIP1 and EQUIP2 consortium submitted to USAID/Egypt in 2004. EQUIP1 (AIR et al., 2004, pp. 15-16) mentions developing standards for supervisors (p. 15) and encouraging decentralization of decision-making, but emphasizes the training of supervisory personnel. For example, one of the core task proposed for the Classrooms and Schools (CAS) component is "[t]raining instructional leaders (MOE *supervisors*, school principals/head teachers) in instructional supervision skills, linked to the MOE standards, including classroom observation and monitoring skills, mentoring and training skills, and teacher conference skills (i.e. giving feedback), etc." (AIR et al., 2004, p. 11). Interestingly, EQUIP2's proposal does not address directly any of the system issues related to supervisors, but does give attention to capacity development of supervisors, primarily those with responsibility for English language; for instance, one of the anticipated results of the work of the projected IELP3 component of ERP

was listed as “English language teachers and supervisors are trained to meet the established standards of performance” (AED et al., 2004, p. 23).

ERP’s Approach to Facilitating Supervisory System Reform

Following a series of staff meetings (begun even before ERP was officially initiated, because many ESS personnel continued their work on IELP2 activities), the ESS staff identified support for analyzing and reforming the supervisory system as one of its major foci. Attention was to be given to existing and preferred future relationships and responsibilities of different members of the supervisory system: subject counselors, inspectors general, senior supervisors, educational stage supervisors, and supervisors. This focus was to be developed in relation to another focus, reforming the inservice training system (see Chapter 4), such that overtime the reformed supervisory and training systems would be integrated as part of a decentralized, standards-based, demand-oriented professional development system. That the division’s mission shifted from the original idea of IELP3, discussed in the Program Description, can be seen in the following quote from the first annual work plan:

> The Education System Support (ESS) Division will target its efforts during the five-year agreement on improvements in the quality of teachers’ instructional methods (IR 22.2) by supporting necessary improvements in in-service training and the *supervisory support system*, as well as facilitating the implementation of enabling policy reforms. Division activities will support program-wide efforts to enhance teacher use of standards-based, learner-centered methods (Sub IR 22.2.2). (EQUIP2/ERP, 2004a, p. 40)

Thus, ESS included as one of its five objectives for at least the first year of the project, to “establish an effective supervisory support system to assist teachers in meeting standards,” and identified the following related sub-objectives:

- Build a network of effective supervisors
- Promote supervisors' skills to assist teachers in meeting standards
- Strengthen supervisors' abilities to play an active role in the in-service training system
- Promote the development of systemic mechanisms to support large-scale supervisory skills development via the training system. (EQUIP2/ERP, 2004a, p. 47)

To accomplish these objectives, ERP has utilized several methods: frequent meetings with the supervisory staff and other stakeholders, interviews, focus groups, workshops, seminars, conferences, qualitative and quantitative studies, training programs inside and outside the country, and network building. The starting point of

ERP was examining the current supervisory system and, based on it, undertaking a range of technical assistance and training activities.

Specific Activities Organized by ERP

The first year annual work plan of the Education Systems Support (ESS) division included the following four tracks for the supervisory system:

A. Conduct a *SWOT analysis* (Strength, Weaknesses, Opportunities, Threats) of the supervisory system …, identifying areas of strength and weakness in the current system, the challenges that impact effective supervisory practice and the available opportunities that currently exist within the system and can be utilized to bring about reform in the supervisory system.
B. Formulate the supervisory system *vision* and *mission* in a way that would serve the goals of education quality.
C. Conduct a *baseline study* of the supervisory system, in the seven governorates where reform efforts are being piloted, that identifies:
    1- The current professional development opportunities available for the supervisory system.
    2- The current roles that the supervisory system plays.
    3- The factors that impede effective performance in the supervisory system.

D. Establish a *supervisors' network* that consists of a well-selected group of senior supervisors and supervisors from the seven governorates who will play the role of reform catalysts in discussing and implementing supervisory system reform plans. (EQUIP2/ERP, 2004a, p. 53)

To implement the first year's work plan, the ESS division met with a variety of key MOE personnel, individually or in small groups, to introduce the ERP generally, solicit their input, clarify their current activities, and invite their collaboration. For the most part these meetings involved people who already knew each other, given their past interactions during IELPII. Then on 23-24 September 2004, ESS organized in Ismailia an opening retreat, involving key personnel from the local and central training and supervisory systems. Attendees included decision-makers on the Higher Committee for Training, CDIST directors, all subject area counselors, supervisors, governorate MOE undersecretaries, and Muddiriya level training managers. ESS director and specialists introduced the partners to the ERP/ESS vision and objectives and acquainted them with their expected reform interventions and collaborative

activities. “The issue of the impact of decentralization and standards on the training and supervisory systems was discussed during this retreat. Also, participants discussed what their new roles and responsibilities would be in a new and more effective system. This activity is considered the first phase of formulating a shared vision for development in-service training systems as well as supervisory system, [including the] … idea of the supervisory system as a support to the training system” (EQUIP/ERP, 2004d, p. 22).

From this point, ESS staff helped to organize a variety of activities related to reforming the supervisory system. These activities can be categorized into the following parallel but interrelated strands: a) developing the vision, mission, and roles for the supervisory system; b) creating a supervisors’ network; c) constructing a training course for supervisors; and d) developing standards for supervisors. The chronology of each category of activities is discussed below.

Developing the Vision, Mission, and Roles for the Supervisory System

During the above-mentioned retreat, supervisory system personnel (and other participants attending the 23-24 September 2004) retreat “reviewed the current profile of supervisory system” (EQUIP2/ERP, 2004d, p. 22). Then ERP staff organized a two-day meeting (4-7 October 2004) in Cairo with 17 subject counselors (both general and vocational) to extend and deepen the discussion on the issue of developing a supervisory system profile. During this meeting participants conducted a preliminary SWOT analysis of supervisory performance and developed a plan for next steps in supervisory system reform activities.

As next step, ERP staff supported subject counselors in math, science, social studies, Arabic, English, and French in organizing a meeting with the 42 inspectors general from the seven focal governorates to discuss the performance gaps and challenges affecting current supervisor performance; the impact of standards and decentralization on supervisors’ future roles and responsibilities; and the objectives, mechanisms, and selection criteria for a future supervisors’ network. Outcomes of this activity series includes a profile document produced by supervisory system players, which included the SWOT analysis and as well as a list of strategies for supervisor performance improvement (EQUIP2/ERP, 2004d, p. 24).

According to the results of the SWOT analysis (based on the perceptions of supervisory system personnel), the current supervisory system had several areas of strengths and, to a lesser extent, weaknesses. The areas identified as strengths by at least 75% of respondents are related to:

- helping teachers to improve their skills and supporting their professional development
- encouraging teachers to use new teaching strategies (e.g., interactive learning, problem solving, and brainstorming)
- motivating teachers and helping them feel satisfied with their performance
- supporting novice teachers and helping them build their self esteem
- disseminating to schools decrees and regulations
- addressing deficiencies in teaching staffs
- coordinating between schools and idaras
- helping solve subject-related problems
- assisting idaras in solving technical and administrative problems related to teachers
- supporting idaras in distributing balanced schedules among teachers

The areas identified as weaknesses by at least 25% of respondents are concerned with:

- not giving teachers the chance to study, analyze the curriculum, and suggest ways to improve it
- not promoting the development and use of creative teaching aids
- not recognizing the importance of supplementary educational activities
- not adequately meeting the needs of talented students or remedial/weak students
- not improving supervisors' leadership skills. (ESS/ERP, 2005d, pp. 5-6)

Building on the October 2004 meetings and based on results from the SWOT analysis, ERP staff convened planning meetings (5 and 8 December 2004) of a team of "seminar facilitators" (subject counselors) to define objectives and develop plans for a series of four visioning seminars. The ESS staff-supported visioning seminars (Cairo, 15-16 December 2004; Minia, 20-21 December 20-21 2004; Aswan, 27-28 December 2004; and Alexandria, 3-4 January 2005) focused on drafting vision and mission statements for the supervisory system and discussing strategies to accomplish the agreed upon vision and mission in the spirit of the national standards and decentralization reforms. In addition to the "facilitators," MOE personnel participating in these seminars included inspectors general in key subject areas, senior supervisors, and governorate MOE undersecretaries and muddiriya education reform department representatives (EQUIP2/ERP, 2004d, p. 37),

In January 2005 ESS/ERP commissioned an Egyptian consultant to conduct a "baseline study," which among other things identified challenges that would be faced in reforming the supervisory system (see also discussion below about assessing the

training needs of supervisory system personnel). The study's report first listed a number of challenges that those currently working in the supervisory system face, including those pertaining to regulations and policies and the technical performance of the supervisory system as well as relating to the supervisor's roles in enhancing school effectiveness, promoting community participation in education, curriculum development, piloting and applying the standards, in-service teacher professional development, pre-service teacher preparation (Abdel Tawab, 2005a, p. 63). The following selected findings provide a window on the degree to which the supervisory and training systems were functioning effectively at this time:

- Only 52% of the respondents agreed that the basic role of the supervisory system is the professional development of teachers.
- Teacher's standards are used by only 11% of the supervisors in identifying teachers' training needs.
- More than half of the supervisors reported that they are not able to report the teachers' training needs to the central or local training systems … [and only] 6.7% said that they are doing this regularly.
- 71.4% of them assured that the training programs being delivered to the teachers are not based on real needs identified by the supervisors.
- Only 15.4% showed their interest in-enhancing sustainable professional development through the training units in the schools under their supervision
- [More than 75% reported a lack of coordination] … between the Inspection Department of the MOE and the Supervisory System, leaving room for duplication of efforts and overlap in roles.
- Moreover, 77.6 percent indicated that the supervisory system does not coordinate with CDIST or the INSET centers in monitoring performance of the trainees and 76.8 percent said the same for the local training departments. (Abdel Tawab, 2005a, pp. 63-67)

The ideas generated by the various activities involving key personnel in the supervisory system were combined with those that had come from the work of local and central players in the training system, leading to a "Framework for Professional Development Reform" (see Chapter 4 for further discussion).

Meanwhile, ERP staff were undertaking another initiative which could have implications for the reform of the supervisory (and training) system. The cluster model – linking groups of primary schools, groups of preparatory schools, and groups of secondary schools to facilitate cross-school collaboration on professional development activities – was mentioned in USAID/Egypt's (2003) Program Description for ERP (USAID/Egypt, 2003a and 2003b) and in the proposals developed by the EQUIP1 and

EQUIP2 consortia (AIR et al, 2004; AED et al., 2004). This idea was formally introduced during the third quarter of 2005, when staff of the Administrative Leadership Development component of the Educational Quality division of ERP conducted workshops for senior educational decision makers for all ERP focal idaras focusing on establishing professional development clusters (ERP, 2005c; for more details, see Chapter 7).

During the fourth quarter of 2005 ESS staff convened a one-day focus group meeting of thirty-one central and local training managers and specialists, counselors and inspectors general to discuss mechanisms of implementation, coordination, and information sharing within a reformed professional development system. They also planned the Cross-Governorate Organizational Reform Activity (ERP, 2005d, p. 29). Then during the second quarter of 2006 ESS staff organized a three-day workshop for seventeen supervisory and local PD players (counselors, inspectors general, inspectors and muddiriya, idarra and school-level training unit managers) focusing on the organizational structures of the local training entities and their interrelationships with the supervisory system and other central training entities in light of the proposed "Framework for PD Reform" (ERP, 2006b, p. 34).

During the third quarter of 2006, ERP Egyptian consultants conducted a focus group workshop for supervisors, representing all levels of the supervisory system, to identify the organizational and financial problems of the supervisory system management (ERP, 2006c, p. 36). At this workshop held on 4-5 September, the consultants drew on the writings of Stedman and Clouskenz (2005) to present and facilitate discussions focused on three types of laws that govern the activities and careers of personnel within the supervisory system:

- Laws of the Civil Service: Law 43 of 1987 and its amendments, Law 5 of 1991, and Civil Service Committee Executive order number 1 of 1997.
- Laws of Education: Law 139 of 1981 and its amendments, Ministerial order number 143 of 1990, Presidential order number 271 of 1997, Ministerial order number 262 of 2003, and Ministerial order number 28 of 2004
- Laws of Local Government: Law 43 of 1979 and its amendments.

The consultants also discussed the financial status of the current supervisory system, mentioning among other issues the following:

- rigid and unrealistic structure of salaries and compensations
- lack of a budget for technical supervision
- no adequate offices for supervisory system staff
- no funds for supervisors to buy books and other needed materials

- no efficient means of transportation for supervisors to travel to schools in remote areas
- inadequate compensation for transportation costs incurred by supervisors
- lack of coordination between educational idarras and supervisors in writing teacher efficiency reports.

As a result of the workshop discussions participants reached the following conclusions regarding the current legal and administrative framework and practices of the supervisory system:

- There is no clear, unified vision and mission of the supervisory system.
- The supervisory system is very centralized and shaped by official outside the Ministry of Education (e.g., Ministry of Finance, Ministry of Economic Development, Central Agency for Administration and Organization (CAAO).
- Supervisors are overcommitted with multiple administrative roles and responsibilities, leaving them little time for concentrating on their technical roles with teachers.
- Teachers are not distributed equally across idaras, resulting in unequal burdens among supervisors.
- There is no accurate job description for the various supervisory system positions.
- Supervisors do not have a sufficient role in assessing teachers' training needs, organizing trainings for teachers, or following-up trainees' on-the-job performance.
- Lack of supervisor's role in teacher's career development and promotion decisions.
- There are no performance standards for supervisors.
- Promotion of supervisors is based on seniority not on established performance criteria.
- Salary increases are not determined by performance.
- The supervisor's job performance is not evaluated objectively.
- Some supervisors are unqualified due to the selection, hiring, promotion, and training of processes.
- Some distinguished cadres abstain from working in supervision.
- Training programs of supervisors are not based on real needs assessment.
- Limited financial incentives for supervisors to participate in training, though training considered in the promotion process and in the annual performance reports.
- Training missions are restricted to some specialties.

- School curriculum is determined centrally, leaving little opportunity for supervisors to contribute to curriculum development.
- There is a lack of specialized supervisors in some subjects.
- There is a lack of junior cadres in some supervisory systems positions.
- There are a great number of malicious complaints against supervisors.

Creating a Supervisors' Network

The above-noted Ismailia retreat (24-25 September 2004) also provided an opportunity for supervisory system personnel to begin discussions about establishing a supervisors' network and the roles they could play in supporting such a network (EQUIP2/ERP, 2004a, p. 22). ERP staff devoted their attention to establishing the supervisors' network, especially during the quarter of April to June 2005. Following an extensive application and screening process, ERP staff in collaboration with the inspectors general in the seven focal governorates selected 64 senior supervisors and supervisors' to become members of the network (ERP, 2005b, p. 7).

The initial activities that ESS organized for the newly selected members of the supervisors' network included:

- a two-day meeting in April to discuss work strategies and mechanisms for activating the network; steps for developing a professional development course for supervisors, and ideas for creating a portfolio of standards-based performance appraisal and evaluation instruments for teachers (ERP, 2005b, p. 34)
- a 3-day workshop in May 2005 to train members in effective supervision to prepare them for long-term goals, including establishing a mechanism to pilot teacher standards, advocating the use of standards as the basis for teach evaluation and appraisal, and developing professional development program for supervisors (ERP, 2005b, p. 39)
- a five-day workshop (offered twice, on 15-19 and 22-26 May 2005, to approximately half of the network members) on standards-based education reform (ERP, 2005b, p. 41).

Subsequently, ERP staff helped to organize other activities, building on the accomplishments of the activities mentioned above. For instance, ERP staff organized a 2-day meeting with network members in July 2005 to inaugurate the activities of the network. During this meeting participants developed criteria for selecting supervisors to form governorate-level subgroups and also discussed work strategies and mechanisms (ERP, 2005c, p. 45). As another example, during April 2006 ERP staff facilitated to efforts of members of the supervisors' network continued to determine the Knowledge,

Skills, and Attitudes (KSA) required for effective supervisory practice (ERP, 2006b, p. 12). As can be seen in the next two sections, however, these and other activities of the supervisors' network focused on constructing a training course for supervisors and developing standards for supervisors.

Constructing a Training Course for Supervisors

During the second quarter of 2005 ESS/ERP contracted with an Egyptian consultant to conduct a training needs assessment of the supervisory system in the 7 governorates; the assessment focused on the available professional development opportunities and existing roles and responsibilities for supervisors (ERP, 2005b, p. 8).[19] According to the report of the needs assessment, the following areas were identified "high" level needs for training by supervisors, senior supervisors, general inspectors, and/or counselors:

- *Curriculum*: content knowledge in all subjects, analyzing and developing the school curriculum, and lesson planning (including setting goals and objectives)
- *Pedagogy*: new educational approaches, teaching strategies/methods; managing a multi-level class; handling pupils with linguistic problems; developing higher order questions and asking questions in classrooms; using computers (in general), searching the web, and using computers in teaching; using use new lab equipment
- *Student Evaluation*: new evaluation methodologies
- *Supervising and Evaluating Teachers*: methods and systems of technical supervision, developing standards and indicators for evaluating teachers' performance, evaluating teachers' performance
- *Management*: administrative and decision making skills; financial management, team work, crisis management, community involvement in education development and reform. (Abdel Tawab, 2005a, pp. 19-22)

ERP's quarterly report for July-September 2005 mentions that "this quarter the Education System Support Division (ESS) … [initiated] a process that will lead to … institutional mechanisms for improved performance of supervisors" (ERP, 2005c, p. 2). Then, during the fourth quarter of 2005, based on the findings from the needs assessment, ESS staff in collaboration with members of the Supervisors' Network

[19] Note this needs assessment did not seem to draw on the needs assessment (and mapping exercise) that was conducted by staff associated with the Administrative and Leadership Development (ALD) component of the Educational Quality division of ERP; nor does the ESS/ERP training course development initiative appear to connect directly with the variety of training programs for supervisors and other educational leaders that were designed and implemented by ALD staff and consultants (see Chapter 7 for details of ALD activities).

outlined a basic training course to train supervisors on standards-based supervision and performance appraisal for teachers. This course would be designed to build supervisors' skills to effectively appraise teacher performance based on standards, and to be able to identify and support teachers' professional needs. The proposed course contained the following modules: standards-based supervision, reflective supervisor, supervisor as a leader, reform-oriented supervisor, modern trends in supervision, and three-phase observation for supervision. This course would be proposed as a prerequisite professional development course for supervisors to ensure more effective standards-based, developmental teacher supervision (ERP, 2005d, p. 22).

As a next step in the process, during January to March 2006, the Basic Training Course for Supervisors was developed during two workshops organized by ERP staff and involving sixty-four members of the Supervisors' Network (ERP, 2006a, p. 12). Subsequently, in May 2006, the course was piloted by ERP staff and consultants with members of the local supervisors' network in each of the seven governorates.

Based on feedback from the trainers and trainees, a team of consultants assisted ERP staff in revising the course materials and activities. Particular attention was given to improving the clarity, sequencing, and instructions for trainers. Moreover, efforts were made to align the course content with the recently drafted standards for supervisors (see section below), so that the course could be used as a promotion course for supervisors (ERP, 2006c, p. 29). Finally, in December 2006, ERP staff and consultants organized two, six-day workshops involving members of the Supervisors' Network. The focus of the workshop was to review the revised course in preparation for it (along with a trainer's manual) being submitted to the Ministry of Education as a promotional course for supervisors in the second quarter of 2007 (ERP, 2006d, p. 25).

Developing Standards for Supervisors

Based on recommendations from key MOE personnel, ERP staff formed a 28-member task force to develop a set of standards, which would serve as a foundation for the professional development, performance appraisal, and promotion of supervisors. The Standards for Supervisors Task Force included representatives from various MOE departments, faculties of education, as well as the Minister's Technical Office. The work of Task Force was initiated through three workshops during October-December 2005, which were organized by ESS/ERP staff and facilitated by Egyptian and international consultants. During these workshops the Taskforce identified and refined the domains, standards, and indicators that define what supervisors at various levels of the system should know and be able to do (ERP, 2005d, pp. 12-13). A preliminary report on this work was shared with MOE officials, staff of other

international organization-funded projects, and ERP staff members of the Standards Theme Group during a meeting of the National Standards Working Group in December 2005 (ERP, 2005d, pp. 24-27).

The five domains and relevant standards for developed for supervisors are summarized below:

Leadership

1. Aware of, and committed to, the future vision of education in Egypt.
2. Adopts the scientific approach for managing the educational reform processes.
3. Uses the scientific approaches in conflict management.
4. Employs the skills and abilities of his/her juniors (and/or colleagues) to ensure student effective learning.
5. Complies with the educational profession's code of ethics.

Curriculum Implementation and Development

1. Uses appropriate scientific approaches to link the curriculum to the environment.
2. Keen to achieve integration among the various curriculums (subject matters).
3. Participates with the educational practitioners in the design and implementation of curriculum development plans.

Monitoring and Evaluation

1. Participates in developing an effective M&E system, with a view to improve performance.
2. Follows up with curriculum implementation; and evaluates learning outcomes.
3. Promotes self – appraisal practices.

Professional Development

1. Applies professional development to both himself and colleagues (supervisors and teachers alike).
2. Supports SBTEUs (School–Based Training and Evaluation Units).
3. Enhances competencies' improvement activities.
4. Maximizes benefit from educational research.

Learning Community

1. Aware of the concept of learning community and able to further develop it.
2. Keen to diversify knowledge and learning sources.
3. Promotes self-learning culture among the learning community members.
4. Appreciates and coaches innovations of the educational practitioners and benefits from them.
5. Deepens human relations and promotes the culture of accepting the 'Other" in the learning community.

During May 2006 ESS staff organized a series of meetings in each of the target governorates through to obtain feedback on the draft domains, standards, and indicators from undersecretaries, directors of general and technical education, inspectors general, senior supervisors, supervisors and senior teachers (ERP, 2006b,

p. 19). Based on this field testing, the Task Force revised the standards document, which was then submitted to office of the Minister of Education at the beginning of August 2006. After the document was submitted to the MOE, a series of meetings was held with the Head of the Policy and Strategic Planning Unit (PSPU) to discuss both the adoption of the standards in reforming the supervisory system and ERP support in the implementation of those standards within the educators' cadre (ERP 2006, p. 25). While the standards were not formally adopted by the Ministry of Education by March 2007, ERP's first quarterly report for 2007 indicates that "as a consequence of ERP staff supporting the PSPU-coordinated process of developing Egypt's National Strategic Plan for Education, 2007–2012, in this case the human resources component, information gained from ERP work on supervisors' standards was incorporated into the plan for the Teachers' Cadre" (ERP, 2007a, p. 20).[20]

Conclusion

As part of ERP's activities to support the Ministry of Education in reforming its professional development system, staff and consultants associated with the Education System Support division organized a variety of activities focused on the supervisory system. The activities engaged MOE personnel in efforts to: a) develop a vision, mission, and roles for the supervisory system; b) establish a Supervisors' Network, c) construct an initial training course for supervisors, and d) develop standards for supervisors. As noted above, some of these initiatives contributed directly to the MOE National Strategic Plan, while others were combined with the products of similar activities focusing on the inservice training system toward creating a "Framework for Professional Development. In the next chapter we will thus build on and broader our understanding of ERP's efforts in the area of professional development system reform support.

[20] In April 2008, ERP staff received a communication from the Ministry of Education that these standards had been officially adopted. ERP staff were requested to support MOE personnel in efforts to review (and perhaps refine) the standards, and develop rubrics, indicators, and tools so that the standards for supervisors could be used as part of the basis for assessing supervisors' performance in relation to promotion within the Teachers' Cadre (Informal Interview with Nadia Touba, Technical Advisor, Professional and Organizational Development division of ERP, 5 May 2008).

Chapter 4:
In-Service Training System Reform Processes
Nagwa Megahed and Mark Ginsburg

This chapter reports on the findings from the documentation research focused on the ERP-supported initiatives to reform the inservice training system, which can be seen as a subsystem of the professional development system. In part, the discussion in this chapter builds on the previous chapter's findings related to reform initiatives in the other component of the professional development system: the supervisory system.

USAID/Egypt's and EQUIP1/EQUIP2's Initial Ideas

Following the advice included in the "Strategy Proposal" (Aguirre International, 2002), USAID/Egypt's requests for applications for ERP from EQUIP1 and EQUIP2 consortia listed the Integrated English Language Program III (IELP III, EQUIP2) as a "continuing activity," focusing on the training and support of English teachers on a national and systemic level" (USAID/Egypt, 2003a, p. 8; USAID/Egypt, 2003b, p. 13). In part this activity was conceived (in the EQUIP2 Program Description) as supporting the reform of the in-service training system, extending beyond IELP II's focus on the English language subject area, as can be seen in the discussion of three of the sub-intermediate results that IELP III would be expected to achieve:

> *I.R.2.1: Policymaking authority and funding are decentralized***.** The Recipient shall be responsible for strengthening the INSET [regional in-service education] centers to take on more authority with relevant funding for strategic training plans and delivery governorate-wide. The Activity shall also be responsible for the *mudiriyyas* [and school-based training units] making good use of the expertise and services of CDIST and INSETs. … The Recipient shall provide more support and resources to enhance the capacity building of CDIST and INSETs and help expand this capacity beyond EFL training services. (USAID/Egypt, 2003b, pp. 31-32)

> *I.R.2.4. Teachers receive pre-service education and in-service training in learner-focused teaching and assessment methods.* The Recipient shall be responsible to strengthen the already established MOE capacity for professional development of EFL in-service training. … Training will include some U.S. based training on a limited scale to promote the

development of cadres of trainers that will support the institutional capacity building efforts. (USAID/Egypt, 2003b, p. 34)

ERP's role in supporting the reform of the in-service training system is also addressed in discussing opportunities and obstacles related to IELP III's work:

> *Building on IELP-II efforts***.** This new USAID investment in EFL will rely on the large network of trained EFL professionals and training managers ... The Recipient … shall rely on these MOE [and other] staff as consultants, advisors, and trainers [as well as] address continuing constraints, such as the need for position descriptions and promotion policies that recognize the varied roles of these professionals... (USAID/Egypt, 2003b, pp. 37-38)
>
> *CDIST/INSET capacity.* Since there are several MOE organizations in addition to CDIST and the INSETs that play a role in in-service teacher education, including the Center for Curriculum and Instructional Materials Development (CCIMD), the Technology Development Centers (TDCs), and the English Counselor's Office, it is important that CDIST/INSET capacity and resources for EFL teacher training not be circumvented by other units that are much less prepared to offer quality training ... However, for CDIST to evolve into a powerful arm for MOE training activities, it will need more support from MOE by increasing its budget and upgrading the infra-structure and staffing. (USAID/Egypt, 2003b, pp. 38-39)[21]
>
> *Collaboration among MOE units***.** … The Activity shall promote collaboration among as many as fourteen MOE departments and centers to make full use of their facilities and resources. ... This will require making full use of the CDIST/INSET training venues, the Interactive Video Conferencing facility of the MOE operated by the TDC, the large MOE-operated training centers at October 6th, Sers El Layan, Qena, and the Mubarak Training City in 6th October City … as well as expanding the types and quality of local and school-based training available per teacher. (USAID/Egypt, 2003b, p. 39)

Moreover, scattered through both the EQUIP1 and EQUIP2 Program Descriptions are other USAID/Egypt's ideas about a key component of the work of what emerged as the Education System Support (ESS) division. For instance, as part of the background

[21] It is also mentioned that "[m]any INSETs have well-trained staff in academic subject areas as well as expertise in technical areas (such as training design, assessment and applying standards), and are thus able to provide support for the planning and monitoring of local training" (USAID/Egypt, 2003b, p. 39).

section, the Program Descriptions mention that "[d]ue to the 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, 2003, p. 7). And in discussing the overall strategy, it stresses that, because "[s]ustainability is … a primary concern, [t]raining designs must target the institutionalization of training models, while building institutional capacity to undertake professional development" (USAID/Egypt, 2003a, p. 7; USAID/Egypt, 2003b, p. 11). Additionally, when considering obstacles that ERP may face, the Program Description notes that "fourteen different training entities are identifiable within the central and local MOE," observing that "a major obstacle to lasting impact of quality training is the need to institutionalize a sustainable and well coordinated professional development strategy for all educators. It should be founded on sound strategic planning, monitoring, evaluation and an information system. Without this, any amount of training will be nothing more than one-shot boosters that will only have a momentary impact" (USAID/Egypt, 2003a, p. 22).

During the period when USAID/Egypt was developing its request for applications for ERP, Egypt's Ministry of Education was finalizing and adopting its *National Standards of Education* (MOE, 2003b). This document also gives attention to issues related to the reform of the in-service training system. For instance, one of the items addressed in outlining the "general framework" is labeled "training" and states that "finalizing the document on the standards of education in its experimental stage ... necessitates new exigencies to make training based on the standards more effective [by] … [a] providing sustainable support to training agencies at the local level in order to achieve more effective training as well as develop training cadres at the governorate level … [and] [b] supporting continuity of the training plan so that ... each training programme is connected to the previous one and sets the grounds for the following programme" (MOE, 2003b, p. 30). With regard to another element of the Standard's general framework, the document emphasizes the need to "set policies and legislation that would ensure that ... promotion is based on training programmes and professional skills rather than on seniority, ... enabl[ing] the educator to move upwards within the five levels defined by the national standards (the novice teacher, the developing, the effective, the capable, the expert)" (MOE, 2003b, p. 31). The general framework section of the *National Standards for Education* (MOE, 2003b, pp. 32 and 33) also refers to (1) "setting up an Academy for Professional Development, ... [charged with] evaluating and approving programmes for the preparation of teachers and other personnel ... [and] providing the license for teachers, supervisors and administrative and educational leaders" and (2) "[r]estructuring certain educational institutions and administration … [including] the Central Directorate for In-Service Training [CDIST]."

In its proposal to for ERP, the EQUIP2 consortium reiterated many of the points addressed in USAID/Egypt's Program Description. However, EQUIP2's description of the IELP III activity supplements this information with illustrative tasks, both general and more specifically focused on the English as a Foreign Language area.[22] For example, in relation to I.R.2.1 Policy Making Authority and Funding are Decentralized, the EQUIP2 proposal for ERP includes the following tasks:

- Strengthen INSETs in undertaking local training design, delivery, monitoring and evaluation and playing a greater role in supporting school-based training units;
- Help forge a strong partnership between *muddiriyas* and INSETs, where they exist, and between *muddiriyas* and the central office of CDIST.
- Support CDIST to strengthen and delegate authority to INSETs in training design and delivery. (AED et al., 2004, pp. 28-29)

And in connection with I.R.2.4. Teachers Receive Pre-service Education and In-Service Taining in Learner-Focused Teaching and Assessment Methods, the EQUIP2 proposal for ERP lists as a new activity, "**s**upporting school-based training, including peer networking and learning as a focus for family- of-school, sustainable, on-going professional development" (AED et al., 2004, p. 33).

ERP's Initial Approach to Supporting Reform of the In-Service Training System

By the time EQUIP2/ERP submitted its first annual work plan at the end of July 2004, the IELP III activity had been renamed (Education System Support or ESS) and refocused on across-subject area reforms of the training and supervisory systems (rather than just on the area of English as a Foreign Language). This can be seen in its mission and goals statements:

> The mission of ESS is to assist the Ministry of Education in: a) policy development to support more comprehensive, demand-oriented programs of training and support for teachers; b) decentralized management to enable more informed, locally responsive programs of training and support for teachers; c) standard-based reform of in-

[22] The EQUIP1 proposal also references training system reform in its section on the "classrooms and schools" activity in relation to I.R.2.3. Ministry of Education administrators, supervisors, and principals receive on-going training in leadership and management, noting that CAS would a) "work with the IELP-III Activity and INSET/CDIST to help each participating *mudirriya* develop and administer a Training Needs Assessment and a resulting annual strategic training plan and budget" and b) "collaborate with IELP-III, to support CDIST and INSET to expand capacity in delivering professional development for administrators and educational leaders" (AIR et al., 2004, pp. 16-17).

> service training and support systems that promote more learner-centered instruction and methods of assessment. (EQUIP2/ERP, 2004a, p. 40)
>
> ESS will support current national level training providers in a fundamental review of the teacher training and support system, promoting more strategic dialogue among key players regarding the implications of standards-based reform on in-service training and the need for greater coordination and collaboration. ESS will engage with CDIST and the INSETS in review of the central training system to build joint CDIST/INSET capacities as in-service standards-based training providers able to plan, deliver and evaluate locally relevant standards-based teacher development programs. Finally, ESS will engage with the local training systems in the seven govenorates to build the capacity of training units at the mudiriya, idara and school levels; support the development of effective models of local level training, support and coordination with the central system; and improve systems of supervisory support to teachers. ... By supporting partner-identified initiatives designed to create a more demand-driven system, the reform will be more sustainable and likely replicated. (ERP, 2004a, p. 41)[23]

Moreover, in its first annual work plan EQUIP2/ERP identified three objectives related to reforming the in-service training system that "will guide the work of the [ESS] division over the next five years:"

1. Support the implementation of education policies [funding, decentralization, and civil service reform] that encourage necessary in-service training and support, and enable successful standards institutionalization.
2. Empower in-service training system to plan strategically, coordinate effectively, and manage [in a decentralized manner] standards-based in-service training programs.

[23] Particularly at the idara and school levels, ESS anticipated close collaboration with the EQUIP1 division that would later be called Educational Quality, noting that that division's "efforts to build capacity at the idara and school-based training [and evaluation] unit levels and to encourage links between the local system and INSETs will enable EQUIP1/EQUIP2 to explore the effects of combined training interventions occurring at the school all the way up to the most central levels" (ERP, 2004a, p. 42).

3. Build the capacity of the in-service training system to develop, deliver [with a cadre of qualified trainers] and evaluate standards-based training programs that are responsive to real need. (ERP, 2004a, p. 46)

To accomplish these goals and objectives, ESS staff a) convened meetings/workshops of key stakeholder to develop ideas for the vision, mission, and roles of the in-service training system and b) hired consultants to conduct base-line studies. Initially, ESS's activities focused separately on the central training system and on the local training system.[24] Subsequently, the MOE personnel involved and the information generated through these relatively separate processes were brought together through a National Forum, which facilitated a process of developing a "Framework for a Professional Development System."

Central Training System (CTS)

Between 29 September and 10 December 2004, ESS staff convened a series of 9 sessions, divided into two rounds, involving CDIST and INSETs staff at all levels – directors, subject-area specialists and non-subject area staff:

> Twelve INSET directors participated in the first session of the first round, which was facilitated by CDIST directors … to discuss and develop a shared vision for reforming CTS in light of standards, decentralization and enhanced community participation. In the next four sessions of the first round, which were facilitated by seven CDIST and INSETs directors and specialists, 90 subject-area specialists and 141 non-subject area staff met separately to discuss and develop their own vision of development and reform. In the second round, the directors reviewed the work of the three groups in the first round and merged it into one text. Their product was subsequently reviewed by the other two groups separately and finalized as "Consolidated Outcomes of CDIST and INSETs Visioning Sessions" (pp. 9-15). The consolidated outcomes were finally formulated by a group of (39) CDIST and INSET representatives as "CDIST and INSET Vision of CTS for reform of CTS." (ESS/ERP, 2004, p. 1)

Through this elaborate, participatory process, members of MOE's central training system reached agreement that the "general vision for reforming [central training system] is developing effective training systems that a) plan strategically, coordinate well and integrate central and local levels in light of decentralization and increased community participation, b) assess training needs, design, implement, and evaluate standards-based training programs that are responsive to the needs of the

[24] In addition, ESS staff and consultants were conducting similar activities involving personnel working in the supervisory system (see Chapter 3).

educational sector" (ESS/ERP, 2004, p. 3). This same document elaborates on the meaning of how standards, decentralization, and community participation should inform the functioning of the in-service training system:

- *Standards* are quality measures of input, processes and output; they are essentially comprehensive, flexible, participatory, societal, measurable, progressive and sustainable.
- *[D]ecentralization* means redistribution of responsibilities and delegation of authority from the higher levels of educational management in the organizational structure down to the school, which is the nucleus of the educational system. This contributes greatly to the education system and to quality in-service training programs.
- *Community participation* stakeholders include civic institutions, key community persons, parents, education and training specialists, media specialists, intellectuals, parties, local councils, non-governmental organizations and businessmen. Community participation enriches the training system through technical and financial support, which adds to the effectiveness of the training sector and makes it more flexible and responsive to educational and training needs. … Community participation can take any of the following forms: fund raising; involvement in planning, monitoring and evaluation; providing substitute training venues; providing facilities, tools and services; exchanging technical support between the community and training units; community services; programs conducted by training centers; and media support through awareness raising programs on the significance of training and professional development. (ESS/ERP, 2004, pp. 4-5)

Following the visioning sessions, ESS staff in collaboration with representatives of CDIST and the INSETs conducted a study to assess the needs of the central training system with respect to: capacity building, policy development, and infrastructure development. Data were collected in January 2005 via individual interviews, focus group discussions, and self-administered questionnaires from all CDIST and INSETs directors, training specialists and administrative staff (ESS/ERP, 2005e, pp. 54-55).[25] Findings from this study indicated that staff needed training particularly in the following areas:

- planning (i.e., assessment of training needs, prioritization, determination of strategic objectives, and development of annual training plans)

[25] Note that this study also provided an opportunity for ERP to contribute to capacity development of key central training system personnel, focusing on study design, data entry, data analysis, and report writing.

- program design (i.e., formulation of program objectives, determination of the contents, and preparation of training materials)
- program delivery (especially effective training methods)
- enhancing community participation
- administrative and managerial skills
- use and maintenance of computers and other technology
- research skills (data collection, analysis, and report writing). (ESS/ERP, 2005e, p. 57)

In addition to assessing the training needs of personnel in the central training system (see above) and studying the current situation of the local training system (see next section), ESS/ERP hired a consultant (Borie 2005) to examine the current status of the MOE in-service training system. The purpose of this study was to identify the strengths and gaps in the system at the national, central and local levels, with particular focus on the training programs/courses and training cadres available. The consultant administered a questionnaire to a sample of 98 staff of training departments at the national, central level (representing staff from the Center of Curriculum and Instructional Materials Development), Technological Development Center, the General Directorate for Educational Computer, and Central Directorate for Technical Education, CDIST and 12 INSETs) and the local level (staff from idarra and muddiriya training departments in the seven focal governorates). Key findings from this survey include:

- In spite of the high volume of training conducted at the local level, 60% of the training is conducted via video conferencing which is centrally planned, delivered and managed.[26]
- Moreover the local plan of training is set by CDIST, same as the training plan of the INSET centers.
- Planning of training is not effectively based on needs identified by schools and idarras at the local level.[27]
- There is no cohesive system in place that assures the quality of training planning, delivery, and materials and there is only limited evaluation of training outcomes.[28]

[26] To elaborate, we can look at this in two ways. First, of a total of 5298 training programs conducted during the past year, 2% were conducted at the national level, 5.5% at the central level, and 92.5% at the local level, but with 60% of all training conducted via video conferencing. Second, of a total of 214,027 MOE personnel who were trained during the past year, 28% were trained at the national level, 9% at the central level, and 63% at the local level, but with 52% of the total number of trainees being trained via video conferencing (Borie, 2005, p.38).

[27] To clarify, "training needs are reported to be assessed to a great extent (83%) at the national level and to some extent (approximately 30%) at the governorate and local levels using data collection tools. However, these tools do not seem to be administered to subject supervisors and do not involve the school-based training units" (Borie, 2005, p. 37).

- There is no clear process for conducting follow-up of training.[29]
- The main criteria used to recruit new trainers at the three levels are academic qualifications (i.e., specialization) and experience (reputations), but performance evaluations (other than participant satisfaction surveys) are rare.
- There is no link between in-service training and the national education standards.
- Currently, there is no relationship between the impact of in-service training and job performance and there is no mechanism to measure the impact of in-service training on the quality of education.
- The main lackings that training system personnel mentioned were in relation to training budgets, number and quality of trainers, training equipment.
- Training system personnel also identified as problems the relationship between the training departments and CDIST as well as a lack of clarity in the role of school-based training units. (Borie, 2005, pp. 37-45)

[28] According to Borie (2005, p. 40), "the main evaluation mentioned at the national, central and local levels were those related to participant satisfaction criteria tools."
[29] It is stated that although 83% of the respondents at the national level reported that there is follow-up of training (by supervisors or other MOE personnel during the course of their general duties), only 15% at the central level and 33% at the local level indicated that this regularly occurs.

Local Training System

While sessions and baseline studies were being conducted concerning the central training system, a parallel set of retreats was being planned and implemented focusing on the local training system. In this regard, ESS staff facilitated two consecutive events with partners in each of the seven governorates during December 2004-February, 2005 to: a) raise partners' awareness on standards-based education reform, b) develop a vision of a locally responsive standards-based training system, and c) identify policy reforms needed for achieving this vision. Participants included muddiriya training unit, idarra training department, and INSET managers; school-based training and evaluation unit managers (one per governorate), muddiriya reform department representatives, and technical education unit managers (Cairo only) (ESS/ERP, 2005c, p. 1).

The participants representing the local training system identified various policy-related issues that would need to be resolved if a professional development system, like they envisioned, was to become a reality. These included:

- Establishing a mechanism for coordinating among key officials and stakeholders of training at the local and central levels
- Setting standards of training and naming accreditation entities
- Establishing a mechanism for making use of [nongovernmental] institutions in professional development
- Enforcing ministerial decrees that relieve SBTU manager of all other duties
- Allowing for promotion of training staff without moving them out of the training system.
- Issuing decrees necessary for supporting the funding of training
- Linking teacher bonus and promotion to training and post graduate studies.
- Enhancing ties with institutions of society as well as research centers and universities to encourage community participation
- Forming a coordination committee of training in each governorate as a part of the higher council of education. (ESS/ERP, 2005c, p. 31)

During January 2005 ESS hired an Egyptian consultant to conduct a baseline survey of the local training divisions in seven focal governorates, involving a structured interview that focused on planning, design, implementation, and evaluation of the training programs; budget allocations, supplies, training materials/aids, and other financial issues; coordination with other authorities providing training services; decentralization; national standards; and professional development of local training

staff (Abdel Tawab, 2005b, p. 2). The report, which was published in April 2005, discusses key findings, including:

- Despite regional differentials, nearly a half of the local training staff – at the overall level – perceives the organizational structure of the system as an unsatisfactory [inefficient] one.
- As for the areas of training needed, they differ by position of the requester, but with some repetition of the following: assessing training needs; planning for, designing, implementing, and monitoring and evaluating training programs; national education standards and other educational policies; managerial skills (e.g., job description and personnel evaluation); computer skills; activating SBTEUs.
- All staff interviewed in the seven governorates reported that the design of training programs was was not based on the national standards, either the teacher standards or the content standards.
- Staff of the local training system reported that their training divisions are lacking all sorts of training infrastructure (e.g., special training venues, furniture, equipment).
- Although there was considerable cross-governorate variation, overall only 51% of the local training staff reported that their divisions evaluate effectiveness of the training they deliver. Also, it seems that no unified standards are agreed-upon for this purpose..
- Various factors were identified to significantly influence the quality of local training, including: needs assessment; planning and design of programs; preparation of materials; definition of target groups; continuous follow-up and monitoring; capacity of trainers; adequacy of budgets; timing of program offerings; and cooperation between supervisors, school directors, and training staff. (Abdel Tawab, 2005b, pp. 3-16)

National Forum and the "Framework"

On 3-5 May 2005, ESS staff organized a "National Forum" in Alexandria that brought together professional development players in the field of education. Participants included representatives from the seven target governorates – MOE undersecretaries, muddiriya and idara training directors, SBTEU representatives, general inspectors, key subject area and technical area counselors, CDIST and, INSETs staff, and Technical Education Department personnel. In addition, attendees included representatives from the Central Agency for Organization and Administration,

Ministry of Education (Training Finance), and Ministry of Local Administration and Development (ESS/ERP, 2005b, p. 5).[30]

Drawing upon earlier work in vision development by professionals in the local and central training systems as well as the supervisory system, Forum participants framed a vision for sustainable professional development system that "responds to real needs for all educators—based on quality standards in light of decentralization and community participation— in order to reach a distinguished product capable of meeting the local community needs and competing at international levels" (ESS/ERP, 2005b, p. 6). Additionally, attendees developed a set of core tasks to be performed in such an integrated professional development system, which were then broken down into subtasks and matched with key players in the professional development system:

1. Raise awareness of the value of professional development
2. Write a strategic plan for developing the professional development system
3. Set standards for professional development
4. Prepare specialized cadres in professional development
5. Assess the training needs of educators
6. Prepare and implement training plans and programs
7. Develop a system for monitoring and evaluating the aspects of professional development
8. Activate the role of community participation
9. Coordinate with financing agencies to provide necessary funds for professional development
10. Utilize educational and scientific research
11. Establish and maintain an information system
12. Accredit training programs
13. Set professional development policies and mechanisms
14. Coordinate among all professional development entities. (ESS/ERP, 2005b, p. 6)

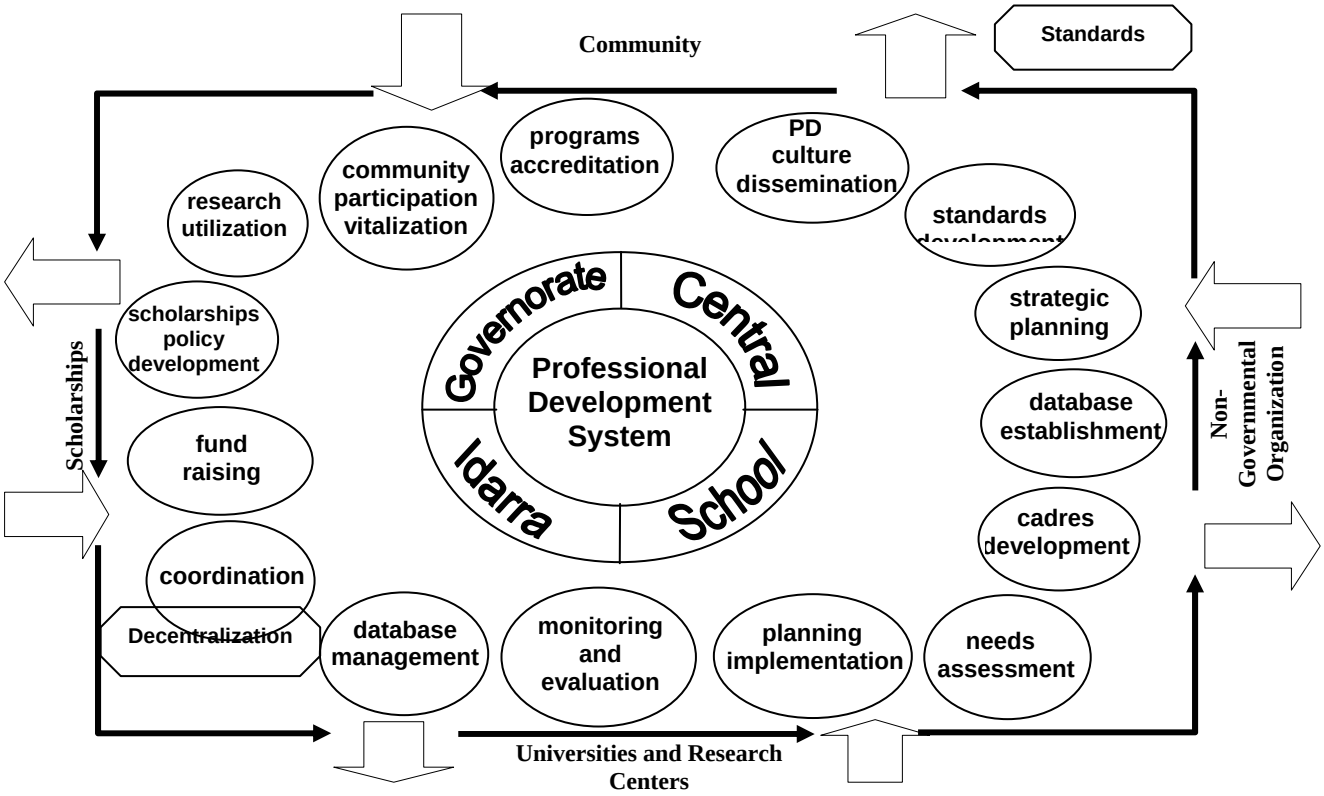
Finally, one of the Forum's recommendations was to "address the critical issue of teachers' career paths and rewards … [and] adopt a new philosophy for promotions that is linked to nominees' performance, content knowledge, education, administrative skills, and not to seniority" (ESS/ERP, 2005b, p. 9).

While the Forum was the culminating event of a multi-month, broad-based participatory initiative, the publication of the "Framework" in June presents the results

[30] "The event was a culmination of seven months of over 50 visioning and policy needs assessment exercises conducted by central and local training staff as well as supervisory support staff throughout the MOE system" (ESS/ERP, 2005b, p. 5).

of that effort. Written as a proposal for reforming the professional development system in Egypt, the document begins by defining "the professional development system as a group of integrated, interrelated units that aim to develop the knowledge, skills, and competencies of educators in order to improve their performance and attitudes to increase the efficiency of the educational institution" (ESS/ERP, 2005a, p. 3).

The Framework document then spells out the system's vision, mission, and core tasks, which were agreed upon at the National Forum, before presenting a schematic of the system (see below). In introducing the schematic, the Framework document states that "the proposed framework of professional development … operates through an interrelated set of training and supervisory support entities that interact and integrate at the central and local levels. The system builds upon existing entities and draws upon staff from CDIST, the muddiriya training departments, INSETs, and idara training divisions as well as counselors, inspectors general, senior inspectors, and inspectors of the supervisory system. … The bi-directional arrows in the schematic show that the professional development entities at these levels interact in a decentralized framework, with connections between training and supervisory components at the same level being enhanced"(ESS/ERP, 2005a, pp. 5-6).



Moving the Framework from Proposal to Policy and Practice

Even though the publication of the Framework represented a milestone for the work of ESS/ERP and the various MOE personnel involved in its development, the real goal was to have at least key aspects of the Framework adopted as policy by the

Minister of Education (and other government officials) and for the Framework to serve as a guide for the practice of personnel in the in-service training and supervisory systems. To achieve this goal, ESS staff sought to: a) facilitate a strategic planning initiative designed to refine and extend the ideas presented in the Framework document; b) develop the capacity of training system staff at various levels so that they could more effectively perform the roles associated with their positions in a reform professional development system; c) model and guide implementation of aspects of the framework through collaboration with training system staff; and d) inform and mobilize support for the Framework among MOE personnel from the highest to the lowest levels of the system.

Strategic Planning for Professional Development System

During the third quarter of 2005, ESS staff formed and began developing an MOE strategic planning group to review the Framework, to analyze the four professional development baseline studies, to produce a SWOT analysis, and, ultimately, to write strategic objectives and develop a plan to achieve reform objectives. In addition, ESS staff facilitated a partner-led process of infrastructural needs assessment (ERP, 2005c, p. 27). This was followed in the fourth quarter of 2005 by ESS staff organizing an initial set of cross-governorate professional development focus group meeting to engage muddiriya and INSET training managers in defining their roles and responsibilities and in identifying the leadership skills and coordination mechanisms necessary to support and implement PD reform outlined in the Framework. Also, they developed and piloted an infrastructure needs assessment instrument for both central and local training entities (ERP, 2005d).

Then, during January-March 2006, ESS staff convened a one-day focus group involving thirty-one central and local training managers and specialists, counselors and inspectors general participated to discuss mechanisms of implementation, coordination, and information sharing within a PD reformed system. Additionally, ESS staff facilitated a three-day workshop for thirty-one central and local CDIST/INSET directors and specialists to define the organizational structure of the central training entities, describe their roles and responsibilities, and identify their interrelations with other PD entities (ERP, 2006a).

The ERP quarterly report for April-June 2006 states that the 44-member MOE professional development reform strategic planning team produced a document that includes: “a vision, mission, statement of values, strategic analysis (SWOT), strategic objectives and sub-objectives, and implementation plan” (ERP, 2006b, p. 9). It is also reported that a group of 17 supervisory and local professional development players, representing counselors, inspectors general, inspectors and muddiriya, idara and school-based training and evaluation unit managers, participated in a three-day workshop in which they defined the organizational structures of the local training entities and identified their interrelationships with the supervisory system and other central training entities in light of the proposed “Framework for PD Reform” (ERP, 2006b).

To augment the information base for the strategic planning effort, ESS/ERP hired two Egyptian consultants to conduct two financial analyses to support the ongoing professional development reform dialogue. The first analysis focuses on the supervisory system; the second analysis examines the in-service training sector (ERP, 2006c). Moreover, the Egyptian consultant previously contracted by ESS and M&E

finalized the report on a *Survey on Teachers' Perceptions of the Professional Development System*. The study's purpose was to find out how teachers perceive the professional development system. Approximately 1400 general and technical education teachers in the seven target governorates provided data through self-administered questionnaires and focus group discussions (ERP, 2006c, p. 19). Some of the key findings from this study include:

- For majority of the teachers who participated in either the field survey or the [focus group discussions], the concept of the professional development was restricted on the training programs they receive … [and only a small] proportion referred to the supervisory system as a component of the professional development system.
- More than 81% of the teachers are not satisfied with the measures taken by the system to update contents of its training programs. In many cases, contents of the training programs do not match the curricula being taught by the teachers.
- Participants of the [focus group discussions] reported that there is no stable mechanism for informing the teachers of the professional development opportunities available for them.
- Only about 10% of the training programs that the teachers attended the last two years covered real needs of the teachers. A little less than 66% of the respondents reported that training received covered some of their needs, and about 25% said that the programs did not meet at all any of their training needs.
- More than 84% of the teachers reported that they never had a chance to discuss the general professional development strategies [and] 92% … have never been consulted regarding the dates and times of professional development programs. More than 80% of the teachers reported that they've never contributed in designing training programs of the professional development system.
- Only 15% of the respondents reported that they share in evaluating the systems' programs and activities on a permanent basis.
- Participants of the [focus group discussions] said that, majority of the [SBTEUs] are virtual units … having no special training venues and no full-time personnel or supervisors. (Abdel Tawab, 2006, pp. 4-11)

Drawing on such data and building on previous group processes, ESS staff organized during July-September 2006 a three-day workshop involving a group of 20 training and supervisory system personnel during which they consolidated the ideas regarding the organizational structures of the central and local training entities, roles

and responsibilities of key positions, and relationships underlying the PD system (ERP, 2006c, p. 38).[31]

Capacity Development of Training System Personnel

In this section we summarize the activities undertaken to develop the capacity of training system personnel that were organized by ESS/ERP (EQUIP2) staff, although clearly the activities carried out by staff and consultants associated with the Educational Quality division of EQUIP1 to build capacity of SBTEUs are relevant here as well (see Chapter 7-8 on administrative leadership development and teacher professional development, respectively).

Within months after the publication of the Framework document, ESS staff organized during October-December 2005 a workshop focusing on the management of effective training at cross-governorate, INSET-muddiriya, and local levels. In addition. Beginning during this quarter and being completed during January-March 2006, ESS staff also organized a Training-of-Trainers (TOT) workshops for two core groups of lead trainers and course designers, who would train governorate-based pools of trainers and course designers with course packages in TOT and course design (ERP, 2005d). Other capacity development work coordinated by ESS staff during the first quarter of 2006 included:

- 37 CDIST/INSET center directors and senior specialists and target muddiriya, idarra, and SBTU managers participated in a three-day workshop on effective leadership and management skills.
- 30 CDIST and INSET training specialists participated in a two-day workshop on training program planning and design.
- 38 CDIST and INSET training specialists participated in a two-day workshop on training program implementation.
- 72 local training managers and 10 SBTEU managers from the target governorates participated in two, three-day workshops focused on effective training management.
- 47 Lead Trainers and Lead Course Designers attended a two-day orientation for the governorate-based training of training and course design cadres.
- 35 PD members representing CDIST/INSET directors and senior level staff and muddiriya and idarra training managers (across focal governorates) participated in a three-day workshop on decentralized leadership focusing on concepts of

[31] "Participants included counselors, inspectors general, and representatives of the Central Division for In-Service Training (CDIST)/In-Service Educational Training (INSET), representatives from various muddiriya and idarra, and school-based training unit managers and specialists" (ERP, 2006c, p. 39).

decentralization, delegation of authority and accountability, and meeting facilitation. (ERP, 2006a)

During April-June 2006 ESS staff continued to facilitate capacity development of key training system personnel. The activities included:

- 43 CDIST/INSET technical and administrative staff members participated in a three-day workshop on the concepts of effective training and its integral administrative perspectives, basic elements of training programs administration, proper management of information systems and resources, and communication channels for training administration.[32]
- 30 CDIST/INSET quality control (QC) and information system (IS) specialists as well as five local PD administrators participated in a five-day workshop on *Using MS Excel in QC and IS Management.* (ERP, 2006b)[33]

And, subsequently, during July-September 2006, ESS supported MOE personnel in planning and delivering a five-day workshop conducted for another group of 21 CDIST and INSET quality control and information system specialists and administrators participated in the second iteration of a five-day workshop on using MS Excel in QC and IS management. (ERP, 2006c)

Modeling/Guiding During Collaborative Training

While some of the above capacity development activities involved ERP-MOE collaboration in designing and conducting workshops, in this section we will highlight initiatives that seemed to be especially relevant to incorporating elements from the Framework into the on-going work of key players in the professional development system. For example, during the first quarter of 2006, ESS staff organized two workshops for 18 INSET center directors, muddiriya training managers, general and technical education counselors in order to set the criteria for selecting candidates for the governorate-based pools of trainers and course designers (ERP, 2006a). Participants also developed action plans for implementing this participatory model of preparing cadres at CDIST and the INSET centers. This kind of activity obviously filled a purpose related to developing trainers and course designers, but it also modeled using selection criteria for choosing training personnel as well as participatory planning involving staff from different levels of the system.

Another important example of promoting the Framework's reform agenda is the various ERP efforts to assist the MOE in refining training for and implementation of the

[32] The training was project-based and ended with the participants designing training programs, with the plan to explore the institutionalization of such a program in the MOE training agenda.
[33] The training materials were prepared and the training was delivered by specialists from the system, which ensured capacity building and sustainability.

Comprehensive Education Assessment System (CEAS). Details of this effort, which included staff from the ESS as well as the Educational Quality divisions, are presented in Chapter 8. Here we only draw on the work to discuss how it provided a model and guidance for implementing elements of the Framework. To begin, during the second quarter of 2006, ERP staff "initiated a cooperative effort to design and implement a national training program on CEAS – one that is initiated with a Central Division for In-Service Training (CDIST) master training and subsequently implemented by local governorate training players … Additionally, a team of designers with representation from NCEEE, CDIST and Basic Education were appointed to formulate the new training program" (ERP, 2006b, p. 10). Note how this effort reinforces collaboration and a division of labor between different levels of the system as well as across different organizational units. A related point was illustrated in ERP's quarterly report for July-September 2006. After mentioning that ERP staff continued to support the multi-level CEAS training plan, it states that in this context this work and through discussions among key MOE stakeholders, "the head of Basic Education Sector delegated to MOE undersecretaries in the governorates the responsibility for implementing the local level training" (ERP, 2006c, p. 19).

ERP staff also facilitated a process that led to the development of a new and more practical CEAS guide for teachers. The guide, which uses examples of classroom teachers' successful implementation of CEAS, was "designed to stand on its own, but its contents are closely aligned with the CEAS training materials that were prepared by ERP and CDIST" (ERP, 2006d, p. 20). This effort models integrating various aspects of the professional development system (workshop training materials and guide for teachers to use in their schools). Moreover, during the following quarter (January-March 2007), ERP and CDIST staff organized a one-day workshop to prepare a two-day training-of-trainers (TOT) workshop for 19 master trainers on using the CEAS Teacher's Guide; participants produced a "training manual for the TOT training for use in ERP governorates" (ERP, 2007a, pp. 17-18).

A final example of ERP promoting elements of the Framework through collaborative activities with MOE staff concerns the efforts to establish standards for trainers and training courses. According to ERP quarterly reports at the end of 2006 and the beginning of 2007:

- A task force of 20 MOE officials representing technical and general education as well as training and supervisory systems at both the central and governorate levels started working on the development of standards for trainers and training courses. Led by international and local consultants, this task force held its first focus group meeting to design, develop, review and produce the first draft of the

domains and standards for trainers and training courses. During the focus group meeting, the task force developed a draft conceptual framework for these two areas of standards. (ERP, 2006d, p. 23)

- As part of the [ERP] initiative to develop standards for trainers and training programs to be used by the Professional Academy for Educators for licensing trainers and accrediting training programs, the Professional Development Standards Task Force met on January 15-18 in Cairo. Led by [an Egyptian] consultant, the task force revised the domains and standards related to the trainers and training programs and completed a draft of respective indicators. (ERP, 2007a, p. 21)

These efforts not only moved forward the Framework's reform agenda of establishing standards for trainers and training programs, they also reflect a multi-level and cross-unit working strategy (recommended in the Framework).

Informing and Mobilizing Support

Of course, all of the activities discussed above can be seen to contribute to spreading the ideas contained in the Framework and enlisting support for their implementation. Moreover, the broad-based participation in developing the Framework had, even before it was published and circulated, provided stakeholders with knowledge and frequently encouraged their support. Nevertheless, here we will discuss certain other activities that contributed to informing and mobilizing support for the reforms addressed in the Framework.

Starting in the third quarter of 2005, ESS staff (along with MOE personnel who had played leadership roles in the development of the Framework) engaged in a variety of "efforts to inform PD players throughout the system of implications of standards-based reform" (ERP, 2005c, p. 26). For instance, one of the main agenda items for the first meeting of the ERP-MOE Professional Development Working Group (22 December 2005), after it was launched in August, was a presentation and discussion of the Framework document and the on-going professional development strategic planning process. The presentation was made jointly by the head of CDIST and one of the focal governorate's undersecretaries. Then the range of central MOE personnel concerned with professional development and relevant ERP staff discussed the following question: "How can the Working Group function to support this and other professional development reform efforts (as a group, as individual members, through what mechanisms, on what kinds of issues, particularly policy).[34]

[34] Agenda for the 22 December 2005 Meeting of the Professional Development Working Group.

Then during January and February 2006, ESS staff (along with ERP staff from the Educational Quality and Faculties of Education Reform divisions) devoted part of the agenda of the meetings for the seven governorate-level Professional Development Advisory Groups to a presentation and discussion of the Framework. Quoting from the minutes of the Bani Suef meeting (29 January 2006):

> [An ESS staff member] made a presentation about the Framework for reforming the professional development (training and supervisory support) system, how it was developed, and the current efforts to design a strategic plan for implementing the core elements of the Framework. He noted some of the challenges faced implementing in implementing an integrated, decentralized, and standards-based professional development system: incentives for teachers to participate, amount of and authority over funds, need for capacity development of course developers, trainers, and supervisors. After that PDAG members were divided into two groups to answer the following questions …: 1) How can the Framework be extended to include pre-service as well as in-service (training and supervision)? … 2) How can the Advisory Group facilitate the engagement of both FOE and MOE staff in this strategies planning effort? … 3) How can the Advisory Group broaden and strengthen working relations between school and university personnel (for both pre-service and in-service professional development activities)? … 4) How can the Advisory Group integrate more effectively the professional development activities by school–based training and evaluation units, idarra training departments, muddiriya training departments, INSETs, supervisors, and FOE?[35]

Interestingly, what is not mentioned in the ERP quarterly reports are the various efforts that ESS staff (in conjunction with MOE personnel who had played key roles in developing the framework) made to inform and mobilize support of the Minister of Education in relation to the Framework. The document was forwarded to the Minister and several attempts were made to hold a meeting to discuss it, but without success.

When a new Minister of Education (Yosry El-Gamal) was appointed in January 2006 and with creation of an MOE Policy and Strategic Planning Unit (PSPU), ESS staff saw an opportunity to introduce at least some of the ideas from the Framework into the national sectoral strategic planning initiative. This was seen as possible because “a number of the Professional Development Strategic Planning team members … [became] members of the PSPU-led strategic planning committees and because an ESS staff member [became one of] the facilitators of the PSPU’s strategic

[35] Minutes of Professional Development Advisory Group meeting, Bani Suef, 29 January 2005, recorded by Ahmed Ghanem (FOER Liaison, Bani Suef).

planning sessions" (ERP, 2006b, p. 9). As detailed in ERP's quarterly report for October-December 2006:

> Since its inception, [ERP in collaboration] … with entities involved in the training services … was able to *clear space and build reform support infrastructure* by bringing members from those elements together to engage in a dialogue about systemic reform ... In [June] 2005, all participants were able to articulate a framework for the systemic reform of the training function. At the request of the Policy and Strategic Planning Unit (PSPU), ERP staff was able to utilize this effort to *fill space* with ideas of systemic reform through the technical assistance provided to the strategic planning process since mid-2006 in the area of professional development. ... ERP [staff] played a major role in reshaping this priority program to address five major objectives: establishing a human resource system at the national and local levels, setting a process for preparing emerging leaders and establishing a sustainable professional development program, creating an Educators' Special Cadre and forming a Professional Academy for Educators. (ERP, 2006d, pp. 20-21)
>
> The following … illustrates an example of a profound systemic reform idea that was formulated in the early days of dialogue among stakeholders to articulate a framework for education reform … [and] later incorporated into the strategic plan of the MOE; the idea was, in fact, the conceptual foundation for the organizational status of the In-Service Educational Training (INSET) centers. … These INSETs are grossly under-utilized as training service providers due to the lack of an adequate budget to implement the highly sought after training. The strategic plan for professional development system reform – an [ERP]-initiated and facilitated effort during 2005-2006 – [proposed] moving the INSET centers to governorates ... By moving the 17 centers to 17 separate governorates [as specified in the draft MOE "National Strategic Plan for 2007-2012"], the budgets for the centers will appear on 17 separate line items – one line item for each of the respective governorates, thus multiplying negotiation and bargaining opportunities 17-fold. ... [T]his decentralization measure [likely will lead to] an overall increase in the resource base for training in governorates and in the

available means of enhancing quality of the services provided. (ERP, 2006b, p. 21)

The ways in which ERP staff – and ideas generated MOE personnel during ERP-supported activities – helped to shape the MOE Strategic Plan were also discussed in ERP's quarterly report for January-March 2007: "ERP continued to support the Ministry of Education in developing the human resources component of the National Strategic Plan for 2007–2012. ... In this quarter, significant advancements were made in the final articulation of the strategic plan programs. Specifically, the strategic plan groups utilized information gained from [ERP] work on standards for supervisors and teachers' career advancement levels to develop the structure of the Educators' Cadre. ... A new policy for decentralizing training was included in the MOE decentralization section of the strategic plan. Previous [ERP] work on empowering the training entities at the local level inspired the Strategic Planning group to propose shifting the affiliation of the In-Service Educational Training (INSET) centers from CDIST central control to their respective governorates" (ERP, 2007a, p. 20).

Conclusion

In this chapter we drew on our document analysis to sketch the activities that ERP staff organized or facilitated toward reforming the inservice training system component of the professional development system. We highlighted the participatory process, involving key personnel from the local and central training systems (as well as the supervisory system – see Chapter 3), toward holding a National Forum and publishing a *Framework for a Professional Development* (ESS/ERP, 2005a). We then reported on ERP-supported efforts to move the National Forum recommendations from the status of proposals to policy and practice, focusing on a) strategic planning, b) capacity development, c) modeling/guiding during collaborative training, and d) informing and mobilizing support. In the next chapter we discuss the findings from focus group interviews with MOE personnel regarding their perceptions of the extent to which these recommended reforms have been implemented.

CHAPTER 5:
MOE Personnel's Perceptions of the Reform of the Professional Development System

Nagwa Megahed and Mark Ginsburg

Introduction

In this chapter we report the findings derived from data collected from various MOE staff concerning their views of reform of the professional development system, including both the training and supervisory components of that system. Focus group interviews were conducted with a total of 197 MOE personnel representing different levels of the system in the seven governorates, including:

- School Administrators (37)
- Local System Supervisors (49)
- INSET Staff (34)
- Local System (Muddiriya) Administrators (56)
- Central System Supervisors (11)
- Central System Administrators & Training System CDIST (10).

For the two central level groups, as mentioned in Chapter 1, we used the reform recommendations National Forum on Professional Development to develop a series of charts to gauge respondents' perceptions of how much change had occurred with respect to each recommendation. This technique is based on the "Stages of Systemic Change" framework (Anderson, 1993), which the EQUIP2 Leader Award has encouraged for use by monitoring and evaluation efforts in EQUIP2 Associate Awards. Participants were asked to indicate to which of the following six stages of systemic change a given recommended reform had progressed (see Appendix 10):

13. *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.
14. *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.
15. *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.

16. *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.
17. *Emergence of New Infrastructure:* Some elements of the system are operated in keeping with the desired new system. These new ways are generally accepted.
18. *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.

The chapter is organized into nine sections, in addition to the introduction and conclusion. The nine sections are structured by the following eight reforms recommended by the National Forum on Professional Development as well as the ninth section focusing on MOE personnel's views of ERP's contributions to the reform efforts:

- Update the mechanisms to identify the actual *needs of educators*. Redirect the professional development system focus to meet the ultimate goal of enabling *students* to meet the *needs* of the local society and international competition.
- Support and guarantee the real practice of *decentralization in professional development*.
- Develop appropriate *coordination mechanisms* among key players, unifying the efforts of those within the professional development system.
- *Utilize national standards in* a way that serves and informs professional development *programming*.
- In addition, set *standards for the professional development system* itself, establishing applicable, measurable, standards for selecting trainers, and evaluating programs, program materials, and performance.
- Make use of *available expertise* in the current system (central training – local training – supervision), redesigning the staffing structure for employees within the system and *building their capacity* to meet new demands.
- Provide the necessary *financial, human, and technological resources* to fully implement an effective professional development system. Establish new regulatory financial guidelines suitable to meet the demand.
- Address the critical issue of *teachers' career paths and rewards*. … Adopt a new philosophy for promotions that is linked to nominees' performance, content knowledge, education, administrative skills, and not to seniority.

In each of the nine sections we first present the findings from the interviews conducted with the four groups – school administrators, local system supervisors, INSET staff, and local system administrators (muddiriya officials) – classified by governorate (totaling 176 interviewees). Then we present the findings from the interviews conducted with the two central level groups (totaling 21 interviewees), including their responses to the "stages of systemic change" charts. We summarize the latter responses in terms of: a) the number of interviewees in each group that identified the reform at a particular stage and b) the overall (group) score, which is calculated by multiplying the number of interviewees selecting a particular stage times the value of that stage (i.e., maintenance of the old system = 1 and predominance of the new system = 6) divided by the number of interviewees. The latter score provides a summary measure (for each group and for both groups combined) that represents the average response in terms of the perceived stage of systemic change that has occurred.

Serving Teachers' and Students' Needs

One of the recommendations included in the "Framework for a Professional Development System" can be summarized as the professional development system should be "redirected so that it serves teachers' needs and, thus, students' needs more effectively." Participants were asked to give examples of how the professional development system has changed in this way.

Overall, the majority of participants in the four groups from the seven governorates believe that the professional development system and its training programs are designed to address teachers' needs. They provided examples that illustrate such agreement. The following quotes represent their perspectives by governorate:

Alexandria

- "Teachers' needs are taken into consideration. Training programs provided, for example, in comprehensive evaluation in primary schools and in active learning were successful… These topics really served teachers' needs" (School Administrator)
- "This happened because of ERP, which asked teachers about their training needs" (School Administrator).
- "There is a real interest in teachers' needs; an interest in the producer before the products. A teacher who can speak good Arabic should have received good

training. When his/her students hear him/her they can thus speak and write correctly" (Local System Supervisor).

- "Although I did not hear about this framework document before, … there is for sure training programs that are provided based on teachers' needs and based on the gap between what is possible and what is expected … Needs assessment forms were distributed to teachers in different idaras. A booklet that includes number of training programs … was also distributed … by CDIST" (INSET Staff)
- "As for the reform department …we organized training programs for teachers of different subjects … In these trainings, we covered what the reform is about and what are its objectives, mechanisms, and importance. ... We have the materials for these training programs which really served different teachers' needs" (Local System Administrator).

Aswan

- "SBTEU organized trainings in active learning and critical thinking" (School Administrator).
- "Many professional training programs were provided in all subjects such as classroom management, active-learning strategies, cooperative learning, classroom observation form…and in how to manage the classroom in a way that does not waste time" (INSET Staff).
- "ERP training programs were different than any other programs because they cover all professional aspects for teachers. ERP provides trainings that are in the heart of learning processes and develop thinking skills" (INSET Staff).
- "As a supervisor, I have this done in relation to the comprehensive assessment system whether in the idarra, muddiriya or reform centers" (Local System Supervisor).
- "Professional development was actually redirected." (Local System Administrator).

Bani Suef

- "Some of the actions that have been taken were the trainings provided in how to develop a training plan, to prepare a file for teachers' needs, and to understand professional development as needed for all school staff, and to assess teachers' training needs" (School Administrator).

- “Fifteen training programs for teachers were identified based on questionnaires distributed last year. Some of these trainings were implemented at the SBTEU and school cluster levels” (INSET Staff).
- “A number of people were trained to become program designers; they were also trained in how to assess teachers’ training needs” (Local System Supervisor).
- “There were many steps taken in that direction. Previously, professional development activities were done randomly. Each school now determines the training needs for its teachers and integrates that into the school’s improvement plan” (Local System Administrator).

Cairo

- “Since the beginning of ERP in ElMarg idarra, there were a lot of efforts in the area of professional development for teachers. This is because of the financial capacities and continuous support that ERP has and provided” (Local System Supervisor).
- “Training is now reformed and renewed to serve students’ and teachers’ needs” (Local System Administrator).

Fayoum

- **“**Many trainings were provided, for example, the training in teaching methods … and learning strategies” (School Administrator).
- “Last year a lot of training was implemented focusing on teaching of English, Arabic, and sciences. Also, the most successful training was the one in improving teaching performance for contractual and novice teachers” (INSET Staff).
- “Any training can benefit the trainees and thus give good outcomes. Active learning and other reform trainings gave very good outcomes” (Local System Administrator).

Minia

- “Yes, many actions were taken to implement this recommendation and this is clear from the training programs for teachers and their impact on students and on improving teaching effectiveness” (INSET Staff).
- “[An example of this was] the training and the follow-up after the training provided for teachers of Arabic, sciences, and math” (School Administrator).

- “There were workshops on how training programs should serve the needs” (Local System Administrator).

Qena

- “Meetings are organized frequently between teachers and supervisors to identify weaknesses and negative aspects in teachers’ performance in order to overcome them; then supervisors develop their reports” (School Administrator).
- “ERP conducted many training programs for supervisors in classroom observation forms to enable them to conduct their evaluation in an effective and truthful manner” (Local System Supervisor).
- “This was done by developing training for teachers based on supervisors’ identification of teachers’ needs and their nomination of teachers to attend certain training” (INSET Staff).
- “An annual plan that includes teachers’ needs was developed. Supervisors are the group who determined these needs” (Local System Administrator).

Nonetheless, 14 participants from Alexandria (2), Aswan (2), Minia (7), and Qena (3) expressed that there was either no or only limited action taken toward redirecting the professional development system to serve teachers’ and students’ needs. They stated:

- “No actual actions were taken in this regard because the appropriate circumstances and conditions are not available, such as suitable number of students, buildings, equipment” (Alexandria School Administrator).
- “The existed training is shallow and there is long time between trainings” (Aswan Local System Administrator).
- “No actions were implemented for this recommendation because what we have is training designed for promotion and not based on teachers’ needs” (Minia Local System Supervisor).
- “We requested to implement the recommendations of the 2004 framework but nothing done.” (Minia Local System Supervisor).
- “This did not happen because many teachers attended the same training more than five times” (Qena INSET Staff).

For the two central level groups, interviewees indicated that they perceived some movement in reforming the professional development system to better serve teachers’ and students’ needs, although they varied in their perception of the stage of this change that had been achieved (see Table 1). Looking at the overall (average)

scores, we note that the MOE/CDIST group reported that this dimension of professional development system reform had reached the "transition" stage, while the central system supervisors recognized less progress, seeing the process as only having reached the "exploring" stage. Note, however, that there was considerable variation in responses within each group.

Table 1: Central Level Groups' Perceptions of System Change Toward:

***Serving teachers' needs* and, thus, *students' needs* more effectively.**	**MOE & CDIST (10)**	**Central System Supervisors 11)**	**Total**
1- Maintenance of *Old* System	--	--	--
2- Awareness	1	4	5
3- Exploring	3	4	7
4- Transitioning	1	1	2
5- Emerging Infrastructure	4	2	6
6- Predominance of *New* System	1		1
Overall Score	**4.1**	**3.1**	**3.6**

The MOE and CDIST group illustrate their range of perceptions in relation to their responses to the chart, even though such responses on average were one stage higher than the central supervisory system group. The first respondent is a CDIST staff member who believes that with respect to this recommended reform the professional development system has progressed to the "predominance of new system" stage: "The training system now has mechanisms to determine teachers' needs in collaboration with INSETs at different governorates. CDIST develops the training plan according to these needs." Four other participants in the group agree with her although they consider her examples as evidence for the system to be at the "emerging infrastructure" stage of change. Three other interviewees in this group view the system to have progressed only to the "exploring" stage with respect to this recommended reform, for example: "All of these on-going changes are considered as things under test but nothing yet is institutionalized."

In examining the statements made during the interview by group of central system supervisors, we see differences as well, in at least some cases related to their subject areas, though reflecting on average perception of less extensive change having occurred. To illustrate:

- “We organize monthly meeting with school principals, supervisors general, and head of departments who are interested in training. We collect the needs and peoples’ opinions and make training materials and trainers available.”
- “When we find that Matrooh governorate have special needs we took these needs into consideration. A group of specialized supervisors met with them for three days.”
- “A teacher guide was developed and is available for teachers but not students. Also the standards in mathematics are formalized, which mean that we are at the fifth stage.”
- “In the English subject, many new changes have happened, new book and new curriculum, in two years we’ll be working according to the new system but we are not yet at the fifth stage.”

Decentralizing the Professional Development System

A second recommendation in the “Framework for Professional Development System” was that it should be decentralized to better serve local priorities. Focus group participants were asked to give examples of how the professional development system has changed in this way. In discussing this recommended reform, the majority of participants in all groups indicated that they had not witnessed much, if any, progress in implementing this recommendation. They perceived that the professional development system was still centralized. A minority of interviewees reported that some efforts were being made toward promoting decentralization, but they did not view such efforts (e.g., conducting needs assessment and implementing some training programs through the SBTEUs) as sufficient. The following quotes represent the responses from the different focus groups conducted in the seven governorates:

Alexandria

- “We tried, but until now nothing has changed to enable the transition to decentralization” (Local System Administrator).
- “Some effort has been directed to decentralize the management of some work but there are many things that we can’t handle in a decentralized way. In any case, I can’t provide a training that is not included in the plan” (Local System Administrator).

Aswan

- “After the training of SBTEU managers in needs assessment they at the end collected everything and managed it centrally” (INSET Staff).
- “Training programs still come from Cairo” (Aswan, Local System Administrator).

Bani Suef

- “Now, the school can choose trainers with no need for an approval from the idarra. We can choose a program from a list of programs and provide this training first because it is most important for the school’s needs” (School Administrator).
- “There is decentralization in the professional development system at the level of needs assessment but not at the implementation (of training) level because there are no funds” (INSET Staff).

Cairo

- “We need to understand the needs and priorities for each governorate. This should be taken into consideration first then we can say we have a decentralized system” (Local System Supervisor).
- “The professional development system should also serve this governorate nature. In this way, I can say the professional development system serves the local needs” (Local System Supervisor).

Fayoum

- “Yes, for example the SBTEU and its activities” (School Administrator).
- ”Yes, this has happened and there are now local [training] cadres, but we need to activate the SBTEU in schools” (Local System Supervisor).
- “Since the beginning of ERP till now, our request has been to make coordination between different entities of the professional development system in the governorate, but nothing has been implemented. What I receive is still centralized [training plans]” (INSET Staff).
- “Decentralization means that the funding and improvement of training programs are done inside the governorate. This is starting from needs assessment to determine priorities, to implement the training but no actions been taken to implement that till now” (INSET Staff).
- “Trainings are developed from above and since this is the case, it is a centralized system” (Local System Administrator).

Minia

- “Nothing has been done” (School Administrator).
- “Only on paper; nothing changed in reality” (Local System Supervisor).
- ”Yes, this recommendation is being implemented through the clusters and the sectors in the governorate” (INSET Staff).

Qena

- “In my school, I identified teachers’ needs through the SBTEU, coordinated with other close-by schools, and delivered training programs” (School Administrator).
- “None of the supervisors can take any decisions without refereeing to their bosses at the central level” (Local System Supervisor).
- “Trainings come from the center and all what we have to do is to implement them.” “I agree there is no decentralization in the professional development system” (INSET Staff).
- “Now, we have a highly trained cadre who help in developing an annual plan for school trainings and in conducting training in a decentralized fashion” (Local System Administrator).

Information about the two central level groups’ perceptions of implementation of the decentralization recommendation is presented in Table 2. We note that the group of MOE administrators and CDIST staff on average viewed the professional development system to have moved half way between the “exploring” and “transitioning” stages (overall score of 3.5), while the participants in the central system supervisors’ group generally viewed this reform to have progressed to the ‘transitioning” stage of system change (overall score of 4.1).

Table 2: Central Level Groups’ Perceptions of System Change Toward: Decentralization

Being *decentralized* to better serve local priorities	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	1	---	1
3- Exploring	4	---	4
4- Transitioning	4	10	14

5- Emerging Infrastructure	1	1	2
6- Predominance *New* System	---	---	---
Overall Score	**3.5**	**4.1**	**3.8**

The four members of the MOE & CDIST, who saw the professional development system at the "exploring stage" in terms of decentralization moves, commented as follows:

- "Many elements and ideas related to professional development are under experiment with support from policy makers. This has happened in limited areas because many people do not know what decentralization means and, thus, we are at the exploring stage."
- "We are at the exploring stage as we train people on the concept of decentralization. However, there are some governorates, which work with ERP, which have begun to have the character and level of independency as a beginning of decentralization."

The members of this group, who indicated that the professional development system had moved to "transitioning stage," expressed the following points:

- "INSET now has delegated authority and can participate in decision making."
- "With more awareness and delegation we will move to the fifth stage."

And the participant in this group, who reported that the system was at the "emerging infrastructure" stage, stated: "In 2002 – 2003 we were bringing teachers to receive training at the center but now we go to them to provide the training."

Ten of eleven interviewees in central supervisory group reported that they perceived the professional system is at the "transitioning" stage. They explained how they marked the chart as follows:

- "The planning and training are provided centrally, but to implement them this is decentralized. In addition there are special training programs that are completely done at the local level."
- "We conduct central training for vocational education. We develop the plan for that at the governorate level. Then those responsible deliver the training at local level. They invite their teachers as well as invite us to attend this training."

And the central system supervisor, who portrayed the system to be at the "emerging infrastructure" stage of systemic change with respect to the decentralization recommendation, observed: "As for the emerging of infrastructure stage, now I have in

about 13 governorates the training center and trainers in addition to the SBTEUs in each school."

Coordination within/between Supervisory and Training Systems

A third recommendation contained in the "Framework for a Professional Development System" was that appropriate mechanisms be established to better coordinate the work of key personnel involved in the professional development system. These include supervisors, senior supervisors, inspectors general, and counselors as well as training system personnel at the school, idarra, muddiriya, and INSET, and national levels. Participants were asked to give examples of how the professional development system has changed in this respect.

Participants varied in their responses to this question within and between groups as well as within and across governorates. Some participants indicated that there were some mechanisms that promoted coordination, while others reported that there was no coordination at all. The variety of perspectives is illustrated below by governorate.

Alexandria

The school administrators group believe that "there is no coordination; each idarra is separated from the other." According to this group, there might be some coordination within a school or among idara staff but not between and across school, local, and central levels. "Each group is working in a valley and the other groups are working in another valleys" "Teachers might see supervisors from the idara but we never saw the counselor of sciences, for example." Similar to the school administrators group, the INSET staff participants also believe that "There are no mechanisms that existed … [to] make such coordination."

In contrast, local supervisors and local administrators, who were interviewed, believe that although there is a level of coordination, it depends on traditional mechanisms and occurs at the planning but not the implementation stage:

- "There is coordination through traditional mechanisms such as periodic meetings" (Local System Supervisor).
- "We at Gharab idara took many actions for coordination between these different groups … but at the implementation level there is no coordination. You can find a person who is invited to attend a training program but s/he is listed to attend different training and both trainings are at the same time. ... Or a training that is

organized during the exam time, and this also waste the opportunity" (Local System Administrator).

Aswan

The four groups agreed that there are some mechanisms for coordination. Yet, these mechanisms are not formalized or integrated in the system as formal procedures. Also, the coordination more likely involves top-down but not bottom-up communication:

- "There was a professional development training in which all groups, teachers and supervisors participated" (School Administrator).
- "Every month there is a meeting for general supervisors to exchange information."
- "There is a monthly meeting with counselors in Cairo but there is not interaction in the opposite direction" (Local System Supervisors).
- "[Mechanisms for coordination] as formal procedures, of course, do not exist, but with people's involvement in education reform and its new ideas they began to improve themselves" (INSET Staff).
- "We organized school clusters and I have a program that is implemented by the help of supervisors in different subjects" (INSET).
- "There are monthly meetings between supervisory cadre; we discuss recommendations and transfer that to all governorates. We sometimes reach teachers through video conference" (Local System Administrator).

Bani Suef

Interviewees in the school administrators, local supervisory system, and local system administrators groups agreed that there are mechanisms for coordination between different groups and different levels of the professional development system. They offered the following examples of such coordination:

- "School cluster" (School Administrator).
- "Training programs and meetings between counselors and general supervisors and between general supervisors and supervisors" (Local System Supervisor).
- "There is a coordination committee. This committee constitutes of (members from) training units, training centers, supervisory entities, technological training and video conference, and CDIST" (Local System Administrator).

However, all INSET group interviewees and one participant in the local supervisory system group suggested that although there is a coordination committee, coordination

exists “on paper only” and it is not activated. These individuals agreed with the following description:

- “The established coordination committee, which includes representatives of different training entities and units in the governorate is not activated at all and there are many weaknesses in its function. The roles of its members are not identified, there is no clear and common plan for its members, there is no teamwork, and there is no coordination between the different entities of professional development to benefit from facilities and equipment available for teacher professional development” (INSET Staff).

Cairo

The two groups who were interviewed in Cairo, local supervisory system and local system administrators, concurred generally that “there is not coordination but overlapping and intersecting relations.”

Fayoum

Similar to Bani Suef, in Fayoum interviewees in the three groups (i.e., school administrators, local system supervisors, and local system administrators) provided examples that illustrate mechanisms for coordination between different groups and at different levels of the system. Examples of their comments include:

- “Yes, this is happening through the school clusters and the coordination between different groups in which a representative from the idara and a representative from the muddiriya participate in our trainings. Also, supervisors of subjects are informed about the trainings” (School Administrator).
- “There were meetings between counselors and general supervisors of six subjects in the seven governorates” (Local System Supervisor).
- “[Currently] there is coordination, but in the past there were not” (Local System Administrator).

And similar to their counterparts in Bani Suef, INSET staff interviewees in Fayoum did not perceive that there were effective coordination mechanisms, whether between groups or levels of the professional development system. For example, Fayoum INSET staff stated:

- “There is a complete absence of coordination between the local and central trainings. We do not know about the training implemented in different idaras and muddiriyas.
- ”If there were coordination, we would be informed, so we could avoid duplication of programs.”
- “ERP has good relations/communication with the muddiriya and it should activate such coordination.”

Minia

In Minia school administrators and the local system supervisors said they recognized a level of coordination, but they did not think it was as clear and sustainable as it should be:

- “This [coordination] happens to an extent but from time to another and not on a continuous manner. We suggest developing a site on the internet for the interaction between and cross idaras, muddiriyas, and training centers” (School Administrator).
- “This is implemented to a certain level. The evidence for that are the meetings organized between supervisors at different levels” (Local System Supervisor).

The INSET staff and the local system administrator groups, however, provided a more positive perception of coordination within the professional development system:

- ”This recommendation is implemented and we have no reservation about that” (Local System Administrator).
- “There is real coordination among these groups. This is clear from the work style and coordination done in needs assessment.” (INSET Staff)
- “There is coordination and improvement in their relationships, … especially in teacher – supervisor relations” (INSET Staff).

Qena

In Qena, school administrators and local system administrators agreed that there was coordination within the professional development system:

- “ERP organized meetings for supervisors at different levels. ... The purpose of these training was the coordination and to reach an agreement on how to monitor and evaluate teachers” (School Administrators).
- “We … developed a comprehensive plan at the muddiriya level to coordinate between supervisors general and supervisors in the professional development system” (Local System Administrator).

I contrast, interviewees in the local supervisory system and INSET groups noted that they did not perceive much, if any, coordination.

> "What exists is an informal coordination only. For example, the undersecretary sends papers but does not search for the implementation in a serious way. It is only a surface process for ministry leaders. I emphasize that there is no coordination" (Local System Supervisor).
>
> "Such coordination does not happen. It is absent completely" (INSET Staff).

For the central level groups, interviewees were asked about the level of systemic change with regard to three different aspects: a) the coordination between the supervisory system and the training system, b) the coordination within the training system, and c) the coordination within the supervisory system. In the following, we present first the interviewees' responses on the chart designed to measure level of systemic change and then share the examples and explanations that interviewees provided during group discussion.

The findings for the two groups' perceptions of systemic change with respect to the coordination between the supervisory system and the training system are shown in Table 3a. We note that on average the MOE & CDIST group viewed the system in this respect as having moved to about half way between the "transitioning" and "emerging infrastructure" stages (overall score of 4.4), while the central supervisors' group reported less progress, viewing the system on average as being less than the "transitioning" and closer to the "exploring" stage of systemic change (overall score of 3.3).

Table 3a: Central Level Groups' Perceptions of System Change Toward:

Better *coordination between supervisory* and *training system* personnel at various levels of the system.	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	1	---	1
3- Exploring	---	8	8
4- Transitioning	3	3	6
5- Emerging Infrastructure	6	---	5
6- Predominance of *New* System	---	---	---
Overall Score	**4.4**	**3.3**	**3.8**

One of the six interviewees in the MOE and CDIST group, who indicated that the professional development system was at the “emerging infrastructure” stage of change with regard to better coordination between the supervisory and training system, commented: “When I said the fifth stage, this is because the training (system) has a long history … schools are grouped and training is provided in subjects matter, in extra curricula activities, and more.”

One of the three interviewees in the MOE and CDIST group, who reported that the system had moved to the “transitioning” stage, explained: “The coordination exists and at a high level. Supervisors coordinate the training conducted in their subjects. For me, we are at the fourth stage.” In contrast to others in the group, one participant categorized the system to be only at the “awareness” stage, explaining: “I can’t decide for this question. If I said there is coordination between the supervisory system and the training system, so there should be mechanisms for such coordination. I believe that the coordination is at the second stage.”

Eight of eleven interviewees in the local system supervisory system group described the system as being at the third (“exploring”) stage, while three participants viewed the system, with respect to the coordination between the supervisory system and the training system, as having progressed further, to be at the fourth (“transitioning”) stage. Their comments included:

- Now we have good mechanisms for coordination such as the supervisors’ network, and TOT programs.”
- “Also, general supervisors meet on a monthly basis and then transfer what happened in these meeting to the other supervisors.”
- “I think that we are at the exploring stage and the evidence for that is although we have multi-centers for training, there is not good coordination in the quality of trainers and the training materials.”

Table 3b presents the responses of the two central level groups regarding systemic change with respect to the coordination within the training system and its different entities at different levels. On average, the two groups’ perceptions of change were similar, though the MOE and CDIST group’s overall score was somewhat above the “transitioning” stage (4.3) and the central system supervisors were just below that stage (3.9). These averages, of course, hide some important variation within the two groups.

Table 3b: Central Level Groups’ Perceptions of System Change Toward:

Better *coordination across* different units at various levels of the *training system* (CDIST, INSETs, muddiriya, idara, SBTEU).	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	---	1	1
3- Exploring	2	1	3
4- Transitioning	3	7	10
5- Emerging Infrastructure	5	2	7
6- Predominance of *New* System	---	---	---
Overall Score	**4.3**	**3.9**	**4.1**

For instance, the majority (five participants) in the MOE & CDIST group indicated that they saw the system as having moved to "emerging infrastructure" stage of systemic change in this respect:

- "There is coordination and it is at the highest level."
- "Yes, there is coordination because members of CDIST developed mechanisms and followed them."
- "The coordination exists between the central directorate and the INSET but not between those and the training department in research centers [i.e., NCEEE]."

Meanwhile three participants in the MOE & CDIST group reported that they viewed the system as having progressed in the recommended reform, but only to the "transitioning" phase:

- "We are at the fourth stage because we reached better coordination and on a wider base. In addition, the INSET implements the mechanisms and policy of CDIST and thus there is higher coordination."
- "CDIST as the umbrella that combines all centers … is responsible for this coordination. This means that we haven't yet moved from the fourth stage to the fifth, since we still have some duplication sometimes, but we have moved toward coordination."

And one of the two members of this group, who identified the system as only having progressed to the "exploring" stage, expressed: "We are at the third stage. I mean we coordinate but still under centralization. There is no connection between training units in the markaz and the central directorate (CDIST). So, there is conflict and overlap of roles and responsibilities. There are many weak points about coordination."

While the majority of interviewees in the MOE and CDIST group labeled the system as being at the "emerging infrastructure" stage with respect to coordination

within the training system, the majority of interviewees (seven participants) in the central system supervisors' group perceived the system to be at an earlier ("transitioning") stage. Their comments tended to focus on budgetary matters:

- "Each agency has its own budget; you would find it transfers this budget to a training budget and delivers training programs. And maybe this budget for example is planned to be for extra curricula activities for students."
- "In Qaliub governorate, they devoted 4% out of students' fees for training. They collected good money and established centers in schools. Supervisors would visit these schools and identify teachers' training needs and then the planning for identified training is done centrally."

One participant in the central system supervisors' group indicated that the most appropriate descriptor, with respect to coordination within the training system, was the "awareness" stage of systemic change. He explained: "There is no coordination. When I train centrally and without coordination, the training is faced by resistance."

Table 3c presents the two central level groups' perceptions of the degree of change toward implementing the recommended reform of increasing coordination across different levels of the supervisory system. Not surprising, perhaps, in this case the MOE and CDIST group reported perceiving less change than did the interviewees in the central system supervisors group. Although with respect to other aspects of coordination the MOE & CDIST group indicated higher levels of change, here they reported an average (overall score of 2.9) just below the "exploring" stage. In contrast, the central system supervisors' group, on average but with important variation, classified the stage of system change in this respect as being at the "transitioning" stage (overall score of 4.1).

Table 3c: Central Level Groups' Perceptions of System Change Toward:

Better *coordination across* different levels of the supervisory system (Subject Counselors, Inspectors General, Senior Supervisors, and Supervisors)	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	2	---	2
3- Exploring	7	5	12
4- Transitioning	1	---	1
5- Emerging Infrastructure		6	6
6- Predominance of *New* system	---	---	---
Overall Score	**2.9**	**4.1**	**3.5**

Among the ten participants in the MOE & CDIST group, seven reported that they perceived that the coordination within the supervisory system had moved to the third ("exploring") stage. They explained their responses:

- "All procedures are under exploration by all partners."
- "The fact is that if there is communication between the counselor and the general supervisors, the system will be okay. However, the general supervisor usually just gives his/her opinion and that is it. In general, we need better coordination."

Two members of this groups reported that they viewed the coordination in the supervisory system as being at the second or "awareness" stage. "We are at the second stage because there is awareness that we need better coordination."

For the central system supervisors' group, a bare majority (i.e. six participants) characterized the degree of change with respect to coordination within the supervisory system as being at the fifth or "emerging infrastructure" stage, while a substantial minority (five participants) saw at a much earlier stage – the third or "exploring" stage of systemic change. The following points were made during their group discussion:

- "Today, in the supervisory system, supervisors visit schools and identify training needs and then go directly to the counselors offices."
- "We consider the counselor as the person who controls the local (level)."
- "The direct communication with the leaders is one of the mechanisms [for coordinating] between different levels of the supervisory system."

- “Meetings with general supervisors and reports … are mechanisms for coordination.”

Utilizing National Standards to Inform Programming

A fourth recommendation from the “National Forum on Professional Development” was that *national standards* be utilized *in* a way that serves and informs professional development *programming*. Participants were asked to give examples of how the professional development system has changed in this respect.

Almost all interviewees in all categories of focus groups in the seven governorates indicated that this recommendation has been implemented fairly well and that the current training programs are standards-based programs. Here are some illustrative comments:

- “In most cases training programs are prepared according to the standards and this may be the reason for that is the centralized system as we said before. In these days, the standards are taken into consideration, which is the opposite from what was the case in the past when there was stagnancy” (Alexandria Local System Supervisor).
- “There were training programs that focused on national standards; there were also programs in standards for supervisors which were also in light of the national standards” (Aswan INSET Staff).
- “Organizing training programs in active learning, cooperative learning, and problem solving, all of these [topics] are what the standards call for and, thus, the professional development system is trying to accomplish” (Bani Suef, School Administrator).
- “This is natural; all trainings are based on the national standards. The training in evaluating school administrators was provided, then implemented in schools, the training in classroom observation, and the training in self-assessment and quality assurance; all of these are standards-based trainings” (Fayoum Local System Administrator).

Only five of the 176 governorate-based focus group participants presented a contrary view, stating, for example:

- “The meaning and content of standards are absent in the professional development area” (Alexandria Local System Supervisor).
- “I think that ERP training programs were prepared according to the national standards, but the MOE training programs were not prepared in light of these standards” (Qena Local System Administrator).

Table 4 presents the findings from the two central MOE groups in terms how much change they perceived in the professional development system with regard to utilizing standards to inform programming. On average the MOE and CDIST group reported a higher level of change (overall score of 3.2, just above "exploring) than did the central system supervisors' group (2.0 or at the "awareness" stage). Note also that while there was some variation among members of the MOE and CDIST group, the interviewees in the central system supervisors' group all labeled the system at the same stage.

Table 4: Central Level Groups' Perceptions of System Change Toward:

Utilizing national *standards to inform programming*	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	1	11	12
3- Exploring	7	---	7
4- Transitioning	1	---	1
5- Emerging Infrastructure	1	---	1
6- Predominance of *New* System	---	---	---
Overall Score	**3.2**	**2.0**	**2.6**

The majority (7 respondents) of the MOE and CDIST group characterized that the system had moved to the "exploring" stage with respect to utilizing standards. Their comments included:

- "Standards been used in some places but not everywhere, which means we are at the exploring stage."
- "Standards are the reference since 2003; any project is now standards-based."
- "The standards will be revised soon because there is commitment to using standards."
- "We are at the exploring stage because in the field standards are the measure." "Yet, the actual implementation of the standards is not scientifically sufficient"

One interviewee in the MOE and CDIST focus group, who indicated that the system was at the transitioning stage because "all programs now are developed according to

the standards. ... The public acceptance is what separates us from being at the fifth stage [emerging infrastructure]."

In contrast to these somewhat higher and varied scores, all interviewees in the central system supervisors' group labeled the system as being at the second or "awareness" stage. From their perspective, the degree to which "the national standards which are used in developing professional development programs varies from subject to another and from one supervisor to another."

Developing/Using Standards to Measure System Quality

A fifth reform recommended by the "National Forum on Professional Development" was that a set professional development system standards be established and used for selecting trainers and for evaluating programs, program materials, and performance. Interviewees were asked to give examples for steps taken toward the implementation of this recommendation.

Almost all interviewees in all categories of focus groups in the seven governorates stated that this recommendation has not really been implemented. From their perspectives:

- "This did not happen at any level" (Alexandria School Administrator).
- "There are no standards except what exist in the annual effectiveness reports" (Aswan Local System Administrator).
- "It did not happen till now, and there have not been any actions taken in this regard" (Bani Suef Local System Supervisor).
- "No steps have been taken toward implementing this recommendation" (Fayoum Local System Supervisor).
- "This recommendation has not been implemented; life is going on as if there is no problem" (Minia INSET Staff).
- "No standards were developed to measure the quality of professional development system" (Qena INSET Staff).

However, a few participants (mainly representatives of INSETs) reported on initiatives supported by ERP to develop standards for training and supervisory system and the efforts undertaken by CDIST to evaluate training programs. These interviewees stated:

- "This recommendation should be implemented; we did a lot of work with ERP in developing standards for training programs with Dr. Hala Tolimat. The work in this area is still going on to develop standards for training institutions" (Alexandria INSET Staff).

- “There is currently evaluation in light of standards that is being undertaken by CDIST. This includes evaluation of the trainers, of the training place, and of the administrative part of the training. There are also forms that are developed for the purpose of such evaluation” (Bani Suef INSET Staff).
- “There is a committee that is working on developing standards for measuring the quality of professional development, but as far as I know it did not finish its work yet” (Bani Suef INSET Staff).
- “In the framework this happened. We attended a TOT in Alexandria. Standards for professional development and a framework for establishing professional academy were both developed but these have not been activated” (Fayoum INSET Staff).

Table 5 presents the findings from the data collected from the two central system focus groups regarding their perceptions of the extent to which professional development system standards have been developed and are being used to measure the quality of the system. Interestingly, there was complete consensus among the members of both groups, all of whom categorized the system as being at the second or “awareness” stage.

Table 5: Central Level Groups' Perceptions of System Change Toward:

Developing and using new *standards to measure* the *quality of* the professional development *system*	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	10	11	21
3- Exploring	---	---	---
4- Transitioning	---	---	---
5- Emerging Infrastructure	---	---	---
6- Predominance of *New* System	---	---	---
Overall Score	**2.0**	**2.0**	**2.0**

Here is how one interviewee in the MOE and CDIST group explained her/his response: "There are efforts to develop standards for a professional development academy. We have general framework to evaluate training programs, place, and trainers but what we need is the external eye which can evaluate [the system]. I mean what we miss is [a set of] external standards. The Academy will develop standards for trainers and programs. Thus, we are at the second stage." One of the central system supervisors' group expressed similarly that "all training programs are implemented, but there are no tools to measure the impact of training."

Using Existing Expertise and Further Building Capacity

A sixth reform recommended by the "National Forum on Professional Development" was that available expertise in the current system be utilized and that efforts be made to build their capacity to meet new demands. Interviewees were asked to give examples for steps taken toward the implementation of this recommendation.

The majority of interviewees in all categories of focus groups in the seven focal governorates expressed that important progress had been made in this respect. Some of the comments include:

- "ERP has made big efforts in this area. It determined training needs, implemented and documented programs, and built cadres" (Alexandria INSET Staff).
- "Actually we always depend on our experts and prepare them to undertake different responsibilities and roles. ERP has helped us a lot in getting this done" (Alexandria Local System Administrator).

- “There are steps taken toward this recommendation and we try to depend on our local experts” (Aswan Local System Supervisor).
- “This recommendation has been implemented. There are a variety of experts available now in which the appropriate trainer can be selected when needed” (Minia INSET Staff).
- “We have done that with the help from ERP and in coordination with them. We conducted TOT programs for teachers so they can train their colleagues” (Qena School Administrator).

Other focus group participants, while acknowledging progress of the system using existing expertise as well as building capacity, mentioned some areas that need further efforts to more fully implement this aspect of professional development reform:

- “This is not [completely] happening because there is no transparency in the selection [of trainers]” (Minia Local System Supervisor).
- “In some programs, professional development is not based on existing experts but in other programs we were able to develop second and third lines of trained cadres” (Qena INSET Staff).
- “This has been done but it not enough. The system still needs more support” (Qena Local System Administrator).

Table 6 summarizes the findings based on the two central MOE groups’ perceptions of the degree of systemic change that has occurred with respecting to utilizing existing expertise and building capacity. Note first that the MOE and CDIST group suggested that they needed to differentiate their response for the supervisory system and the training systems, and they demonstrated consensus in their categorizations for both systems. They identified the supervisory system as having progressed to the second or “awareness” stage, while they characterized the training system as having progressed much further – to the fourth or “transitioning” stage. The central system supervisors’ group did not propose differentiating their reports on the supervisory and training system, but the group was divided, with a small minority labeling the system as being at the “awareness” and a large majority putting it at the “transitioning” stage. The result of their responses yields an overall score of 3.6, about half way between the “exploring” and “transitioning” stages.

Table 6: Central Level Groups' Perceptions of System Change Toward:

Utilizing existing expertise and engaging in capacity building	MOE & CDIST (10)		Central System Supervisors (11)	Total
	Supervisory System	Training System		
1- Maintenance of *Old* System	---	---	---	---
2- Awareness	10	---	2	12
3- Exploring	---	---	---	---
4- Transitioning	---	10	9	19
5- Emerging Infrastructure	---	---	---	---
6- Predominance of *New* System	---	---	---	---
Overall Score	**2.0**	**4.0**	**3.6**	**3.2**

The MOE & CDIST group offered the following comments in explaining their decision to place the supervisory system and the training system, respectively, at the "awareness" and ""transitioning" stages of systemic change, with respect to utilizing existing expertise and building capacity:

- "It is unfair to combine the supervisory system with the training system; the training system is at the fourth stage but the supervisory system is at the second stage."
- "The training system built its capacities but the supervisory system not yet done so."
- "Maybe the training system has made progress but the supervisory system in my opinion is still immature. We [CDIST staff] provide training in developing supervisory skills needed for supervisors."

In their discussion of this recommended reform, the members of the central system supervisors' group focused on potential problems of "utilizing existing expertise" if those with such expertise did not have sufficient experience in the social and cultural contexts in which they were being asked to contribute to professional development:

- "Before we invite experts, we should send some people to learn about the environment that these experts belong to."
- "There is an exchange of cultures and expertise in the process and thus it is important to adapt experiences that match our environment (context/culture). But the problem is that their environment is different than ours and thus when we come to implementation, we fail."

Providing Financial, Human, and Technological Resources

A seventh reform recommended by the "National Forum on Professional Development" was that an appropriate level of financial, human, and technological resources be provided for the professional development system. Interviewees were again asked to give examples for steps taken toward the implementation of this recommendation.

Almost without exception, interviewees in all categories of focus groups in the seven governorates agreed that, to address this question, one needed to differentiate between the levels of financial, human, and technological resources provided by ERP and those provided by MOE. From their perspectives:

- "Facilities do not exist except from external donor agencies such as ERP [USAID]" (Alexandria School Administrator).
- "For the financial, technical, and human resources provided for training programs organized by ERP, all these components are available. At the school level, the human component in terms of trainers and the technology are available. However, the financial aspect is not available at all. It is even considered an obstacle" (Bani Suef, School Administrator).
- "ERP developed human resources by training teachers and by preparing cadres of trainers" (Bani Suef Local System Supervisor).
- "For the financial resource, ERP provides that to a large extent, … [but] the financial resources provided by the ministry have not change for decades" (Bani Suef INSET Staff).
- "For the financial recourses, ERP's training for BOTs enabled schools to secure financial resources for their activities, which include professional development for teachers" (Bani Suef Local System Administrator).

  "El Marg idara has the facilities and resources, although other idarras do not, because El Marg received resources from ERP" (Cairo Local System Administrator).
- "ERP succeeded in providing competent human cadre. As for financial resources, although ERP covers it for the training, the funds have not reach the local community. The SBTEUs, for example, do not have fund" (Fayoum INSET Staff).
- "Yes, this is happening by ERP but if we depend on the ministry nothing will be done" (Fayoum Local System Supervisor).

In addition, the majority of interviewees in all categories of all focus groups in the seven governorates indicated the need to distinguish the extent to which the MOE provided the various kinds of resources (i.e., financial, technological, and human). As noted in the selected comments below, they were least satisfied with the level of financial resources provided by MOE:

- "Technological resources are good, financial resources are inadequate, and the human resources are available in schools" (Aswan School Administrator).
- "Financial is weak, human is good, and technological is average" (Aswan, Local System Administrator).
- "The computer is available but it is off all the time because the specialist is afraid to use it" (Cairo, Local Supervisory System).
- "This recommendation is implemented with regard to the human resources, but we definitely need more financial and technological support" (Minia INSET Staff).
- "Human are available, financial are very weak, and technological is available to an extent" (Qena INSET Staff).
- "Human and technological resources are available in a good way but the financial resource is the weak one" (Qena Local System Administrator).

Table 7 summarizes the findings regarding the perceptions of the two central level groups on the extent to which an appropriate level of financial, human, and technological recourses have been provided for the professional development system. We can see that on overage the MOE and CDIST group is less positive in its perception (overall score of 2.5, just between the "awareness" and "exploring" stages) than the central system supervisors' group (overall score of 3.3, about one-third of the way between the "exploring" and "transitioning" stages).

Table 7: Central Level Groups' Perceptions of System Change Toward:

Providing appropriate level of financial, human, and technological resources	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	6	---	6
3- Exploring	3	8	11
4- Transitioning	1	3	4
5- Emerging Infrastructure	---	---	---

6- Predominance of *New* System	---	---	---
Overall Score	**2.5**	**3.3**	**2.9**

The majority (six) participants in the MOE and CDIST group, who categorized the recommended reform on the provision of resources to be at the "awareness" stage, explained their responses as follows:

- "There is a need for more financial resources; providing more financial resources guarantees the human and technological resources, because both need money."
- "Financial resources equal human resources … [since] we need money to hire people."
- "Training needs money; is there enough money and human resources everywhere. And if there is, are we making the best use of them or not! Thus, I think that we are at the second stage."

One of the three participants in the MOE and CDIST group, who labeled the system at the "exploring" stage, commented somewhat in contrast to the above-quoted interviewees: "The Ministry has financial resources but it lacks human and technological resources."

The majority (eight) of the central system supervisors group, who characterized the system to be at the "exploring" stage, with respect to the provision of resources, shared the following viewpoint: "The evidence for being at the exploring stage is that some officials have ideas to provide financial, human, and technological resources for the professional development system. Some schools now have computer and advanced labs. Also, the teachers' cadre is [being implemented and should] … improve the professional development system." For the three participants in the central system supervisors' group, who view the system to be in the "transitioning" stage, they also focus on the "implementation of the teacher cadre." Or as one of them stated: "Some schools have reform labs and computer labs and implementing teacher's cadre to improve teachers' salary."

Developing a System for Educator Career Paths and Incentives

An eighth reform recommended by the "National Forum on Professional Development" dealt with addressing the critical issue of teachers' career paths and rewards and adopting a new philosophy for promotions that is linked to nominees' performance, content knowledge, education, administrative skills, and not to seniority.

Interviewees were again asked to give examples for steps taken toward the implementation of this recommendation.

All interviewees in all categories of focus groups in the seven governorates agreed that this recommendation is not yet implemented. Yet, some of them pointed to on-going discussions and actions concerning the teachers' cadre as evidence that some movement away from predominance of the old system has occurred. Examples of their remarks include:

- "This has not happened. It is the opposite" (Alexandria School Administrator).
- "This is not happening; there are no mechanisms for promotion related to professional development. Promotion is related to the years of experience only" (Alexandria Local System Supervisor).
- "They developed the standards but they are not yet implemented" (Aswan Local System Supervisor).
- "Currently there is nothing concrete but there are preparations being done for it" (Aswan School Administrator).
- "There is not till now an official system for professional development that manages teachers' promotion. There should soon be an academy for teachers responsible for that" (Bani Suef, INSET Staff).
- "I think this is the plan for the future system but it does not exist in the current system" (Fayoum School Administrator).
- "Yes, this recommendation is at the implementation stage through the new law for the teachers' cadre" (Minia INSET Staff).
- "This is happening through the new [teachers'] cadre, which is expected to change the educational career path" (Minia Local System Administrator).
- "This did not happen yet but the new [teachers'] cadre will do that" (Qena, INSET Staff).
- "This recommendation did not exist but the new cadre discusses it and prepares for it" (Qena School Administrator).

Table 8 presents the findings of the two central groups' perceptions of the extent to which the system has changed with respect to the recommended reform dealing with career paths, promotion, accountability, and incentives. On average participants in the central system supervisors' group perceived much more progress (overall score of 4.0, at the "transitioning" stage) than did interviewees in the MOE and CDIST group (overall score of 2.6, just over half way between "awareness" and

"exploring" stages). The MOE and CDIST group also exhibited less consensus in their views than did the central system supervisors' group.

Table 8: Central Level Groups' Perceptions System Change Toward:

Formalized system for educator *career paths*, *promotion*, *accountability*, and *incentives* to ensure demand for professional development	**MOE & CDIST (10)**	**Central System Supervisors (11)**	**Total**
1- Maintenance of *Old* System	---	---	---
2- Awareness	5	---	5
3- Exploring	4	1	5
4- Transitioning	1	9	10
5- Emerging Infrastructure	---	1	1
6- Predominance of *New* System	---	---	---
Overall Score	**2.6**	**4.0**	**3.3**

Although participants varied in the stage of systemic change they identified, their brief explanations of their responses had a similar ring to them:

- "I think that we are at the *awareness* stage because, even with the cadre, no one yet exerts his/her efforts and obtained, for example, a PhD and, consequently, salary increment at work."
- "We are at the *exploring* stage and this after the initiation of the teachers' cadre."
- "The system is at the fourth ["transitioning"] stage; all officials announced the for teachers."

ERP's Contribution to Developing/Implementing the Framework

As noted above, particularly in the section on resources, focus group participants mentioned ERP's contribution as they discussed their perceptions of the degree of implementation of the various recommended professional development reforms. In addition, toward the end of the discussion in the various focus groups, the following questions were posed:

Before concluding this part of the discussion, we are interested in your views on the *role played by ERP* in supporting the development of the Framework and in seeking to implement some of the recommendations:

a. What activities or other initiatives has ERP supported that have *contributed* to promoting productive interactions among the various levels of the in-service training system?
b. How could ERP have been *more effective* in promoting productive interaction among the various levels/units responsible for in-service training?

Given that a number of quotes relevant to these questions have already been presented from governorate-level focus group participants, here we will focus on the comments made by the two central-level groups. First, here are some ideas expressed by the interviewees in the MOE & CDIST group:

- "The standards were developed in 2003. ERP played a role in publicizing and implementing the standards. For example, the program for evaluating school management (MAP) is based on standards. This is a collaborative program between ERP and CAI. This contributed to the professional development of muddiriya monitoring and evaluation group."
- "There were many activities, such as the Forum, which combined the three components of professional development – CDIST, INSET, and supervisory system – and other relevant Ministry officials. This activity has stopped and I don't know why. ERP was taking the lead in this activity."
- "Developing a strategic plan for professional development system, the MOE benefited from this plan in its [overall] strategic plan and the component on professional development."
- "Preparing trainers of trainers, which ERP launched in seven governorates."
- "Preparing designers for training programs for central and local levels as well as for the supervisory system."
- "Evaluating the implementation of comprehensive assessment. We brought people who we trained and asked them to participate. They developed a teacher's guide for comprehensive assessment. This benefited us very much with the implementation of the comprehensive assessment with fourth grade students."
- "[ERP has contributed to our efforts in] the five reform areas of the ministry: the academy, the cadre, effective school, accreditation, and professional development.'

- “There were many activities, such as the study tour for MOE official and personnel to England in relation to monitoring and evaluation for two weeks.”

Second, here are some of the things highlighted by the central system supervisors’ group:

- “The program for supervisors that we developed with Dr. Amal Nasralla. We integrated into it techniques and basics for supervision from the head of department to the general supervisor to the counselors.”
- “Enhancing classroom observation”
- “With ERP, we studied the decree No. 158 [in 2005] for the BOTs and the revised Decree No. 343 in 2006, preparing a guide for BOT members and training of social workers in the seven governorates.”
- “With ERP we developed the matrix for continuous professional development and methods/techniques for professional development.”
- “Standards for supervisors.”

Conclusion

In this chapter we have discussed the findings from focus group interviews illuminating the perceptions of various MOE staff members’ concerning the extent to which eight recommended reforms for the professional development system have occurred. We included quantitative data (using measures of “stages of systemic change) from two central MOE groups and we included qualitative data from these central groups as well as from four local groups from each of the focal governorates.

With respect to the reform of the professional development system toward *serving teachers’ needs* and, thus, serving student needs, a large majority of the governorate-based interviewees reported progress – at least in addressing teachers’ needs, while a minority did not perceive any real progress. The central MOE & CDIST group indicated that the system had moved to the “transitioning” stage (average = 3.1), while the central system supervisors observed somewhat less progress to the “exploring” stage (average = 3.1), with both groups exhibiting variation in responses among their members. In terms of *decentralizing the professional development system*, the large majority of governorate-based focus group participants did not see any progress, though a minority identified some efforts being undertaken. The central MOE & CDIST group (average = 3.5) and the central system supervisors’ group (average = 4.1) described progress on this reform as beyond the “exploring” stage and into the “transitioning” stage, respectively.

In relation to the reform of increasing *coordination between and within the supervisory and training systems*, governorate-based interviewees varied considerably in their views, depending in part on whether they focused on within or between system coordination and on what work responsibilities they focused. The central MOE & CDIST saw coordination between the supervisory and training system (average = 4.4) and within the training system (average = 4.3) as beyond the "transitioning" stage, though they perceived less progress within the supervisory system (average = 2.9 or not quite at the "exploring" stage. Somewhat in contrast, the central system supervisors perceived the least progress on coordination between the supervisory and training systems (average = 3.3 or at the "exploring" stage) and reported somewhat more progress on coordination within the training system (average = 3.9) and on coordination within the supervisory system (average = 4.1), both close to the beginning of the "transitioning" stage.

In discussing the recommended reform of the professional development system *using national standards to inform programming*, almost all of the governorate-based focus group participants indicated this was being implemented. Perhaps in contrast to these interviewees, those from the central level reported that this reform had only progressed to the "awareness" stage (central system supervisors' average = 2.0) or to the "exploring" stage (MOE and CDIST average = 3.2). With regard to *developing and using standards to measure the quality of the professional development system*, almost all of the governorate-based informants stated that they do not see this being implemented, though a few mentioned the then on-going ERP-supported efforts to develop standards for training organizations, trainers, and courses. Similarly, and in an unusual display of consensus, all central MOE & CDIST group and all central system supervisors' group members reported that they viewed the system to be at the "awareness" stage of systemic change on this aspect (both group's averages = 2.0).

With respect to using *existing expertise and further building capacity in the professional development system*, a majority of governorate-based focus group participants noted that this was being implemented, though a sizeable minority identified areas where this reform not being implemented in the way it should be. In reporting on how much progress they observed, the central MOE & CDIST group distinguished between reform implementation in the supervisory system (average = 2.0 or at the "awareness stage) and reform implementation in the training system (average = 4.0 or at the "transitioning" stage). The central supervisory system interviewees indicated that for the professional development system overall, this recommended reform had progressed to between the "exploring" and "transitioning" stages (average =

3.6). In terms of *providing financial, human, and technological resources* for the professional development system, governorate-based interviewees commented that this was the case to a considerable extent in the context of ERP or other international organization-funded project activities. However, when discussing the resources provided by the Egyptian government, they saw the level of provision of human resources as good, technological resources as adequate, and financial resources as inadequate. The central MOE & CDIST group (average 2.5 or between the "awareness" and "exploring" stages) tended to see less progress in implementing this reform than did the central system supervisors' group (average = 3.3 or beyond the "exploring" stage).

In their discussions of the recommended reform of *developing a system of educator career paths and incentives*, all governorate-based focus group participants stated that this had not be implemented, though a few interviewees mentioned then on-going policy discussions regarding the Teachers' Cadre. The central MOE & CDIST group (average = 2.6 or between the "awareness" and "exploring" stages) reported less progress on this reform being implemented than did the central system supervisors' group (average = 4.0 or at the "transitioning" stage).

Throughout the chapter we presented a range of quotes from governorate-based MOE staff in which they recognized – and expressed appreciation – for the contributions that ERP staff had made to their efforts to reform the professional development system. In the previous section we listed similar comments made by members of the central MOE & CDIST and the central system supervisors' focus groups. While interviewees also offered suggestions for how ERP's activities could be more beneficial, generally there was a positive appraisal of the collaboration.

In the next section we move to discuss ERP-supported efforts designed more directly to improve the quality of education. Chapters 6-8 draw on document review and focused group interviews to analyze the areas of standards implementation, administrative leadership development, and teacher professional development. Chapter 9 presents results from standardized classroom observations as well as focus group interviews to examine the outcomes of such efforts to improve educational quality.

SECTION III:

IMPROVING THE QUALITY OF EDUCATIONAL PRACTICE

Chapter 6:
Education Standards Implementation and School Self-Assessment

Nagwa Megahed and Mark Ginsburg

In this chapter we begin our focus on ERP-supported efforts to improve the quality of educational practice. We present the findings of document review and focus group interviews to describe the processes and outcomes of activities concerned with standards implementation and school self-assessment.

USAID/Egypt's, EQUIP1/EQUIP2's, and MOE's Initial Ideas

USAID/Egypt's Program Descriptions, which were developed to request applications for ERP from the EQUIP1 and EQUIP2 consortia, highlighted as important the fact that "recently, the Egyptian Ministry of Education has initiated a standards development project and is examining the need for accreditation bodies" (USAID/Egypt, 2003a, p. 1; USAID/Egypt, 2003b, p. 3). Thus, the program descriptions included as intermediate results, for which ERP would be accountable: "2.2: Performance standards for teachers and students are developed, monitored, and applied" (USAID/Egypt, 2003a, p. 6; USAID/Egypt, 2003b, p. 11). The responsibilities for this intermediate result were described somewhat differently in the two program descriptions.

- The Recipient shall be responsible for the application and adoption by schools of standards for school, teachers, supervisor, instructional leader, and student performance. … **[**The Classrooms and Schools division of EQUIP1] shall take the lead in introducing standards at the *mudiriyya, idara*, and school levels. It shall pilot the implementation of standards …and assist in defining the training needs for their implementation. (USAID/Egypt, 2003a, p. 18)
- The Recipient shall be responsible to help participating governorate level education reform committees understand the function and value of performance standards for students, teachers, supervisors, and administrators and to exercise authority to adopt and adapt them to their reform schools and make decisions based on the outcome of standard application. ... The Activity shall support a dialogue between governorates and central ministry offices to share/expand successful implementation of standards." (USAID/Egypt, 2003b, p.26)

USAID/Egypt also focused attention in its program description on the value of school-based reform, including assessment, planning, and improvement activities. For instance, in relation to one of the intermediate results mentioned for ERP, “I.R.2.3. Ministry of Education administrators, supervisors, and principals receive on-going training in leadership and management,” USAID/Egypt states:

> The Recipient shall be responsible for school principals and supervisory staff within the participating families of schools assuming authority to make decisions on school policies and educational, professional, and administrative issues. ... CAS has the responsibility for training governorate officials down to school administrative staff on the principle that whole-school reform should include administrators as well as teachers, supervisors, and principals. Key *mudirriya* and *idara* officials must be involved in leadership and management training to obtain their support for the changes at the school level.” (USAID/Egypt, 2003a, p. 19)

In its proposal for ERP, the EQUIP1 consortia (AIR et al., 2004) identifies as a challenge “ensuring that local MOE officials and school leadership jointly agree to actively support an accountability system that can effectively monitor standards for school and teacher performance” (p. 8), and it mentions as a core task “orienting instructional leaders to MOE’s education standards and reform measures” (p. 11). Finally, the EQUIP1 proposal for ERP repeats what USAID/Egypt included in its program description about standards in relation to different intermediate results, but adds a point in relation to IR 2.4, concerned with learner-focused instruction and assessment methods, about “support[ing] teacher and supervisor awareness, understanding, and implementation of standards” (AIR et al., 2004, p. 18). Interestingly, the EQUIP2 proposal (AED et al., 2004) only addresses the issue of standards in relation to pre-service and in-service teacher education programs being organized to help participants meet teacher performance standards.

As noted above, one of the priorities adopted by the Ministry of Education in its reform effort was improving quality of education through the implementation of National Education Standards. Preceding the legislation creating the Quality Assurance and Accreditation body in 2006, the National Education Standards document was published in 2003. According to the introduction to this volume, the standards development project proceeded:

> 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, … 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 … In pursuance of 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 domains: the effective school, the educator, educational management excellence, community participation, the curriculum and learning outcomes." (MOE, 2003b, p. 4)

Challenges and Approach to Implementing Educational Standards

The main challenges for the implementation of standards included the following: a) a culture of resistance of change at school and community levels; b) idarras and muddiriyas lacked departments for national standards; c) limited awareness of the importance of self assessment; d) initial difficulties in understanding some terms used in the school self-assessment tools, the methods for data analysis (calculation), and the matrix for findings. In addition, the ERP technical advisor for standards implementation and school self-assessment highlighted more challenges, especially during the first two years (2004 and 2005): e) limited training provided in the area of standards; f) changes in the government of Egypt which causes changes in the priorities for educational reform; g) few Egyptian experts in the area of application of standards; and h) limited sharing of experiences in implementing standards (EQ-ESI/ERP, 2006). According to the Technical Advisor for the Education Standards Implementation component of the Educational Quality division of ERP:

> When I visited idaras and schools at the beginning, they did not have any idea about the standards. There were no activities organized around standards. The only training was a training provided by CDIST in 2004 for a total of 75,000 managers of SBTEUs; this was the first activity related to standards. Because of the ministerial change [in July 2004] …, the level of interest in standards dropped. Thus, second activity on standards was in 2005.
>
> It was hard to find trained, specialized people who understood the standards and their applications. So, we provided training, but even faculty members or the materials that they developed were not sufficient. I mean that the quality of materials was low.

> It was [also] challenging to receive information from other donor projects … [or] to find any documents or reports on these donors' experiences in relation to the experience of standards in Egypt. But finally and after a lot of efforts I was able to receive the report from [the USAID-funded New Schools Program]. They provided me with their piloting report on the implementation of standards. The [World Bank and European Union-funded] Effective School Project did not have any documentation or reportson their piloting, but I managed to get information and to learn about their experience through meetings with field staff and obtain information by conversation about their activities. (El-Araby, 2007)

The approach guiding ERP's activities concerned with the implementation of standards was collaborative, research-based and data-driven. In order to initiate the work at the onset of the project, EQ/ERP staff and educators from all seven governorates representing all stakeholders – parents, teachers, supervisors, principals and directors – worked together to develop the vision, identify the mechanism, the content, and the strategy of standards implementation. The implementation was research-based in the sense that products of past USAID efforts, such as the New School Program, were carefully reviewed and the group (EQ/ERP staff and stakeholders) agreed not to proceed to the next steps until adequate piloting or field testing of the tools took place. It was data-driven in that decisions were based on collected and examined information. (EQ-ESI/ERP, 2006)

Four priority areas were established in relation to the implementation of standards. The first area involved *advocating* for standards at all levels of the school community and the education system. The message was that decisions ought to be standards-based to insure reliability, validity and, above all, quality. The first area is described as central to ERP overall: "The National Education Standards play a prominent role in the ERP program objectives, with four out of nine policy objectives – 44% of the objectives – explicitly mentioning standards. Moreover, across ERP there are many project activities that concern standards from developing standards[36] and related tools, to training stakeholders to use standards, to supporting stakeholders as they implement standards, to monitoring the effectiveness of standards" (Clair, 2005, Attachment I, p. 1). The second area promotes *reflective practice* through standards-based self-assessment by communities, schools, principals, teachers and even

[36] For example, during the period from December 2004 to April 2006, ERP's Faculties of Education Reform (EQUIP2) division staff coordinated activities toward developing "Standards for Preservice Student Teachers." The standards document includes six sets of standards for student teachers of science, math, Arabic, social studies, English and a set of generic standards for student teachers at the primary level.

students. The third area involves approaching the *school as the unit for reform*. In this case the whole school – administrators, teachers, parents, BOT members and students – works together to promote education quality, using a school-based reform model. Finally, there was a focus on creating a *cadre of standards advocates*. So, developing the cadre, building their capacity, proving their value, and presenting the findings in order to obtain official recognition (EQ-ESI/ERP, 2006).

The mechanism for standards implementation involved creating two important groups: "standards support teams" at the governorate level and the "quality teams" at the school level. The standards support teams delivered trainings, held meetings, developed tools, supported the administration of these tools and monitored and assisted in the implementation of standards for all stakeholders. Their direct link in the schools is the quality teams, which were tasked with administering standards-based tools at the school level to come up with recommendations for improvement (EQ-ESI/ERP, 2006).

Planning Phase of Standards Implementation

The overall program for standards implementation followed a participatory and collaborative strategy. Stakeholders and MOE personnel – parents, teachers, supervisors, and school principals – collaborated beginning with the planning phase in 2004-2005. In addition, there has been a level of collaboration between ERP/EQ and other USAID-funded programs as well as other international organization-funded programs involved in the area of standards implementation.

As stated in its quarterly report of June-September 2004, EQUIP1/ERP (2004b, p. 11) planned to use the products of past USAID efforts, such as the New Schools Program, as a stepping stone to: implement teacher and school manager professional development and design training program to implement standards. During this period "EQUIP1/ERP staff reviewed relevant documents and conducted a series of interviews with key players at governorate and idara levels in order to identify the status of the MOE's promotion of the Standards. These interviews included a thorough review of the pilot work being undertaken in [New Schools Program] and the work of DT2-supported consultants" (EQUIP1/ERP, 2004b, p. 12). Based on these activities as well as the mapping exercise conducted by EQ/ERP staff in the eight target idaras in December 2004, the Education Standards Implementation Technical Advisor identified the existing support system for the standards component (El-Araby, 2007).

On 30 January 30 – 3 February 2005, ERP staff organized a five-day "Stocktaking and Standards Planning Forum," which was attended by 24 muddiriya-

and idara-level MOE staff. Participants included: 8 counterparts (one idara official from each of the target idaras identified during the mapping activity); members of the Alexandria Standards Committee; members of the Fayoum Reform Unit; and the supervisors, social workers, parents and teachers who had previous training on standards. This provided overall a range of thinkers who can share their experience from their particular perspective.

The main goal of the event was to develop a team of "standards thinkers and workers" to initiate and promote standards activities in the target idaras. The specific objectives were that the participants will

- Identify the link between standards and education reform
- Understand the role of standards in the development of educational stakeholders
- Develop an initial framework or plan for standards activities and awareness raising materials for each idara and professional area (EQ-ESI/ERP, 2005)

Each morning and afternoon session of the event was divided into a presentation, large group discussion, and small group work. The session facilitator then wraped-up the discussion and presented the main ideas and outcomes. Participants indicated that the event was very informative, and that this was important because beforehand they did not fully understand the concepts associated with the MOE standards document nor were they well acquainted with the different sets of standards included in the document (EQ-ESI/ERP, 2005).

This event also served to identify members for standards support teams, starting with the eight main counterparts who agreed to participate as members. Other achievements of this event included: a) providing participants with a good and solid base that links standards to education reform; b) identifying a list of challenges facing the implementation of standards and different ways of overcoming these challenges; and c) planning periodic meetings for standards support team to finalize the outline of interventions in the area of standards and developing the outline for implementing standards in each governorate (EQ-ESI/ERP, 2005).

Promoting Standards Awareness and School Self-Assessment

According to the Technical Advisor for Standards Implementation component of the Educational Quality division of ERP, her "main objective was to encourage standards-based reform. This included, first, to orient participants about the MOE standards document and second, to identify how the document can help us. This means to illustrate examples for the use of standards in developing assessment tools

and improvement plans" (El-Araby, 2007). She explained, furthermore, that there are two models for conducting school self-assessment and developing improvement plans:

> [In] the first model [see Appendix 1] … the BOT develops a school plan, the quality team conducts school self-assessment and improvement plan, and the BOT and quality team monitor and report on the implementation of improvement plan and develop. The second model focuses on creating a body at school level to be responsible for everything. This is the [New Schools Program] model. This body does everything and all steps, from the school self-assessment to the report on school improvement. They work with key Egyptian consultants. (El-Araby, 2007)

Based on the discussions on "standards-based planning" at the forum held in 30 January – 3 February 2005, a general framework for the implementation of standards was developed to include 13 stages for standards awareness and school self assessment:

1- Constituting standards support teams in the seven governorates and training them
2- Constituting quality teams in the family of schools and training them by the standards support teams
3- Developing assessment tools (for students, teachers, administrators, and parents) in the effective schools and community participation areas of the standards
4- Piloting school self-assessment tools, refining the tools, and re-piloting the refined tools in one school in each governorate
5- Finalizing the new tools, developing a guide for the area of "effective school," and creating a guide for the area of "community participation"
6- Diffusing and facilitating use of the school self-assessment tools.
7- Initiating the development of tools for other areas of standards (teaching and management) (EQ-ESI/ERP, 2006)

The processes involved are examined below.

Constituting Standards Support Teams in the Seven Governorates

The main tasks for the standards support teams in the governorates were defined to include: a) developing awareness of the national standards; b) receiving central trainings and transmitting the lessons learned from these training to the quality teams in schools; c) diffusing a culture of standards among their colleagues (teachers, subject content supervisors, administrators, BOT members, NGO representatives) at

idara and mudirriya levels by organizing workshops, meetings, and trainings in national standards; d) collaborating with quality teams in the implementation of school self assessment; e) participating in refining the school self-assessment tools; f) providing training for the quality teams in the preparation of a standards-based school portfolio; and g) monitoring/providing support to the implementation of national standards in schools.

To select members of the standards support team, meetings were held at each mudirriya in each governorate to introduce the national standards and the ERP work procedure (ERP, 2005a). Then each mudirriya undersecretary, in consultation with the director of the focal idara, nominated people for the standards support team in that governorate. Subsequently, ERP staff conducted interviews with the nominees to select the best candidates.

During the July–September 2005 quarter, ERP staff organized training workshops for the standards support teams focusing on the National Education Standards and school self–assessment, including two events in Fayoum during August 2005: a) a 3-day Trainer-of-Trainers workshop for trainers in the area of national standards and b) a 3-day training in the application of national standards (EQ-ESI, 2006; ERP, 2005c). As a result of their training, the standards support teams were able to develop training materials for foundational standards workshops (to be provided for the school-based quality teams). They incorporated existing New Schools Program training manuals to build capacity for effective school self-assessment (ERP, 2005c). In addition, the standards support teams participated in: a) a 5-day workshop in developing school self-assessment tools in Bani-Suef during October, 2005; b) a 3-day workshop in revising, refining, and finalizing school self-assessment tools in Aswan during December 2005; c) a 3-day training in standards-based monitoring and evaluation in Minia during April 2006; d) a workshop focused on computer and Internet skills, conducted by a local training provider selected by a competitive process carried; and e) 3-day training in English language for identified study tour participants in Minia in April 2006 (EQ-ESI/ERP, 2006; ERP, 2005d; ERP 2006a).

To supplement the workshops and other activities conducted in Egypt, ERP staff organized study tours to the United States for members of the standards support, including:

- Two short-term participant training groups of 20 and 17 members of the standards support teams completed intensive work on standards and curriculum at California State University-Chico in the United States. Each group stayed for 3 weeks in the period from April 29 to May 20, 2006 for the first group

and from May 20 to June 11, 2006 for the second group (El-Araby and Sayed, 2006; ERP, 2006b). Subsequently, the participants developed action plans to transfer their acquired knowledge to educators in Egypt. To that end, those individuals organized six workshops in Alexandria, Fayoum, Cairo, Qena, Minia, and Port Said. These workshops ranged from one to three days and targeted 15 participants each. The topics that were discussed included: school report cards (SRCs), standards-based testing, teacher preparation, and accreditation. (ERP, 2006c)

- A third group of 16 standards support team members (administrators, teachers and supervisors) traveled on September 16, 2006 for a 3-week, U.S.–based training and study tour entitled "The Impact of Standards on Curriculum and Assessment" at California State University-Chico.
- In late December 2006 ERP staff conducted a 3-day pre-departure workshop in Cairo a fourth group of standards support team members scheduled to participate in another U.S.-based training course titled "*The Impact of Standards on Curriculum and Assessment.*" The focus of the workshop was to define the objectives and research questions that participants should ask during the study tour (ERP, 2006d, p. 24). Then from January 6-28, 2007, these 16 educators participated in a 3-week, U.S.-based training at California State University-Chico. Returning participants were organized in groups that were tasked to develop a collective action plan to apply parts of the training that they had received. Four action plans were developed and implemented during the period from January to March 2007. (ERP, 2007a, p. 28)
- The members of standards support teams who participated in study tour program then developed their action plans and programs to be implemented. For example, standards awareness through producing national magazine and literacy plan for students in primary schools through proposing a reading class in schools. (EQ-ESI, 2006)

Constituting School Quality Teams in the Seven Governorates

The main tasks for the quality teams in schools include**:** a) developing awareness of the national standards in schools, b) conducting the school self-assessment, c) writing reports on the results of school self-assessment and submitting them to the quality support teams and the BOTs, d) providing recommendations and suggestions to ERP and the BOTs, and e) participating in the development of school improvement plans. In order to form quality teams, ERP staff requested the nomination

of seven individuals from each school. Team members normally included the school principal, school undersecretary, school social worker, SBTEU manager, two excellent teachers, and the BOT head or other member (EQ-ESI/ERP, 2006).

The school quality team's responsibilities were divided according to the different target groups for school. These included various self-assessment tools: standards-based school self-assessment questionnaire, BOT performance indicators questionnaire, teacher questionnaire, and student questionnaire. The SBTEU manager was responsible for implementing the tools with the school administrators; teachers implemented the tools with students; the social worker and the BOT member implemented the tools with parents; and the school principal and school undersecretary implemented the tools with teachers. It is important to highlight that the standards support teams a) monitored the process of conducting school self-assessment undertaken by school quality teams; b) monitored the development of school-self assessment findings in a designed matrix and then developed a report on the work done in each school; and c) compiled all school reports and then wrote a final report for each governorate, which included recommendations about the implementation of and for revising the tools.

ERP staff organized a variety of capacity building activities for the school quality teams (EQ-ESI/ERP, 2006). These focused on applying standards and raising cultural awareness in schools about self-assessment, using school self-assessment tools, and developing standards-based portfolio of school achievement.[37] The school-based self-assessments were to be used to generate school improvement plans, which would, among other things, guide professional development efforts at the governorate and district levels. The point of reference for this activity has been the MOE's National Standards for the effective school (ERP, 2006d). ERP staff also organized capacity building activities focused on developing and implementing school improvement plans.

Developing, Piloting, and Refining the Assessment Tools

As noted above, assessment tools were a key component of efforts to conduct standards-based school self-assessment, which would identify strengths and weaknesses and thus inform school improvement plans. The development of the

[37] Complementary efforts undertaken during the same period by ERP staff affiliated to the BOT component of the Nonformal Education (EQUIP1) division include: a) facilitating strategic planning workshops for BOT members, providing a foundation for subsequent development of annual school improvement plans; b) training BOT members on how to develop their school improvement plan based on information collected using four previously introduced tools: standards-based school self-assessment questionnaire, BOT performance indicators questionnaire, teacher questionnaire, and student questionnaire tool (ERP, 2005c, p. 19).

school self-assessment tools was informed by reviewing documents and tools for school self-assessment developed by the USAID-funded New Schools Program and the World Bank/European Union-funded Education Enhancement Project (EQ-ESI/ERP, 2006). As a result of this process, ERP (Educational Quality and Monitoring & Evaluation divisions) staff in collaboration with members of the standards support teams created a refined and simplified set of school self-assessment tools.

The simplified tools (one each for students, teachers, administrators and parents) were piloted in six schools in six governorates, representing all levels: one general secondary, one technical secondary, two preparatory, and two primary. This first piloting of school self- assessment tools was conducted in September 2005, and involved responses from 300 students, 40 teachers, 10 administrators, and 40 parents. Forms were distributed and collected, data were analyzed, and a report on findings was developed for each school. A second piloting in one school from each governorate was conducted to finalize and the refined tools; then a final report was developed by each governorate office. Subsequently, a ERP published a handbook describing the tools and how they can be used in the process of school self-assessment. This handbook was designed to promote a scaling-up of this important process (ERP, 2005d).

Diffusing and Facilitating Use of the Assessment Tools

During 17-22 June 2006, ERP (Educational Quality and Monitoring & Evaluation divisions) staff conducted a workshop in Alexandria for standards support team members in all seven focal governorates (10 to 12 MOE personnel per governorate). This workshop represented the culmination of a long process of developing, field testing, reviewing, piloting and finalizing the school self-assessment tools. Important outcomes of the workshop were final drafts of the four school self-assessment tools (school management, teachers, students and community members) as well as a User's Guide. These documents were shared with staff of other international organization-funded projects working on standards application; a dialogue was initiated in order to coordinate such efforts (ERP, 2006b).

Following the Alexandria workshop, standards support teams (with ERP staff support) conducted one-day seminars for a total of 350 members of community development centers and boards of trustees in the seven governorates on the use of standards for assessment and planning (ERP, 2006c). Furthermore, standards support teams (with ERP staff support) organized refresher trainings for members of quality teams from each ERP-supported school during the third and fourth quarters of 2006

(ERP, 2006c and 2006d). The trainings also introduced to the link between the self-assessment process and school accreditation (ERP, 2006c). Subsequently, 200 schools implemented self-assessments using the tools focused on the standards domains of Effective Schools and Community Participation (ERP, 2006c). As another strategy for raising awareness of school communities regarding the importance of standards-based reform, including standards-based school assessment and improvement, the standards support teams in the seven governorates developed a plan for a competition to determine the best School Reform Portfolio (ERP, 2006d).

During the period that efforts were being made to raise awareness and diffuse knowledge about using the school self-assessment tools, a cadre of “lead trainers” in the MOE INSET – with the support of CDIST staff – conducted a course in Bani-Suef for members of the standards support teams in the seven governorates focusing on improving their training and facilitation skills (ERP, 2006d). In addition, ERP staff and standards support team members in the seven governorates met to finalize the school self-assessment package, which was prepared for distribution to other schools and idaras in the focal governorates (ERP, 2006d).

To expand the use of the self-assessment tools for the domains of the Effective School and Community Participation, the standards support team members in Qena (with ERP staff assistance) converted the tools into an electronic form. In collaboration with the Technical Development Center Specialist in the Deshna idara, they developed and piloted the electronic version of the tools (ERP, 2007a, p. 19). Then during 18-21 February 2007, 41 standards support team members, selected from the other focal governorates according to their capacity to train others in computer applications, attended a four-day workshop focusing on the use of the electronic version of the tools. By the end of March, all school quality team members in all focal governorates were to be trained on this electronic version of the tools, enabling them to save time in calculating and presenting results (ERP, 2007a, pp. 19-20). And on 5 March 2007, selected members of Fayoum’s Standards Support Team conducted a one-day workshop for 28 standards support team members from the other focal governorates on the “School Progress Report” or school portfolio. Those receiving the training were to train members of the quality teams in the families of schools on how to develop this type of report, which was designed to assist principals and others in monitoring reform progress (ERP, 2007a, p. 20). The report contains the self-assessment documents and all achievements that have been met, organized according to domains. Among other uses, the report/portfolio informs the development of each idara’s plan for professional development of school staff. Thus, SBTEU managers can use this information to

organize school-based and school cluster-based staff trainings (ERP, 2006d, p. 19).

Initiating Development of Tools in Other Areas of Standards

ERP staff and MOE personnel involved in standards implementation and school self-assessment recognized from the start that the tools they were developing and diffusing were focused on only two of the areas of the National Standards (effective school and community participation). Thus, as they proceeded with the above-described activities, they also devoted some attention to developing tools for other areas of the standards. For instance, during July-September 2006, a four-day workshop was conducted for 24 members of standards support teams, standards officers and ERP Monitoring and Evaluation advisors to develop a tool to be used by the *school management* to self-assess their performance (ERP, 2006c, p. 27). Additionally, a three-day workshop was conducted in Cairo to develop a Teacher Self-Assessment Tool. Workshop participants included members of ERP from the Education Quality and Monitoring & Evaluation divisions who were invited to assist in the editing and finalizing of the tools. The tools consisted of a questionnaire and reform guidelines to be introduced in selected schools in the seven governorates (ERP, 2006d).

Achievements through March 2007

To summarize, by the end of March 2007, despite various challenges discussed above, MOE personnel constituting the governorate standards support teams and school quality teams – with the assistance of ERP staff and consultants – helped raise awareness about national standards in at least the 248 ERP-supported schools and their communities. Additionally, standards support teams from the seven focal governorates developed, piloted, and refined tools and user's guide for conducting school self-assessments, a key component of Egypt's accreditation and quality assurance initiative.[38] Moreover, all ERP-supported schools had completed self-

[38] ERP-supported efforts also included developing the following manuals, user guides, and documents (all available in Arabic): 1) Applications of Standards, 2005; 2) School Self Assessment, 2006; 3) School Portfolio and the Monitoring and Evaluation for the Quality Teams in Reforms Schools, 2006; 4) Training Program in the Culture of Standards for Adult Education and Literacy Cadres, 2006; 5) Training Program in the Culture of Standards for the BOT Members, Trainer manual, Date NA; 6) Training Program for Standards Support Teams Members, Trainer Manual, December, 2006; 7) Educational Supervision in the light of National Education Standards, Trainer Manual, Date NA, 8) The Role of School Media in promoting the Culture of Standards, Trainer Manual, Date NA; 9) Training Program for Standards Support Teams: The Training and Preparation of Trainers, Trainer Manual, 2007; 10) Training and Facilitation Skills for Standards Support Teams, Trainer Manual, 2007; 11) Monitoring Skills for Standards Support Teams and Quality Teams, 2007; 12) Rubrics for the Area of Community Participation, Revised version of the NSP document, February 2007; and 13) Rubrics for the Area of

assessments, produced school reform reports/portfolios, and drafted (in collaboration with BOTs) school improvement plans. In some focal governorates, the school self-assessment results were used to rank order schools according to their capacities to achieve the standards-based indicators.

MOE Personnel's Perceptions on the Applications of Standards

In order to identify MOE personnel's perceptions on the ERP-supported reform process for the applications of standards and its impact on school improvement and professional development activities for teachers, focus group interviews were conducted with a total of 133 MOE personnel from the seven focal governorates representing three different levels of the system: a) 37 school administrators, b) 42 standards support team members (including idarra directors and staff, supervisors, and senior teachers), and 54 local system administrators (including muddiriya directors and staff). Interviewees were asked first about the most important accomplishments for the standards support teams and the quality teams as well as the impact of the teams' activities on professional development for teachers and other educators in the focal governorates. Interview questions included:

h. What would you describe as your team's most *important accomplishments*?
i. How do you think the work of your Standards Support Team had a positive *impact on professional development* activities for teachers and other educators in this governorate?
j. What circumstances or *factors helped* your team to achieve these accomplishments?
k. What, if anything, do you think your team has been *less successful* in doing?
l. What circumstances or *factors limited* your team's effectiveness in these areas?
m. What *ERP*-supported activities have been *most helpful* in enabling the work of your Standards Support Team? Why?
n. What, if anything, could *ERP* have *done differently* to enable the work of your Standards Support Team?

Perceived Accomplishments of the Standards and Quality Teams

When asked about the teams' accomplishments, 6 out of 133 participants reported limited knowledge about the work of the standards support teams and the quality teams. This was the case for 5 out of 8 participants in the local system administrators' group in Aswan, which involved individuals who had been appointed

just prior to the interviews being conducted: “I do not know anything about these teams.” “This is the first time that I heard about these teams.” “We might know the people, but we do not know their work or their activities.” In addition, one participant in Bani-Suef local system administrator mentioned: “This is the first time for me to hear such a thing. I do not have enough information; I am taking notes exactly like you …”

However, a large majority of participants not only was knowledgeable about the teams but identified positive accomplishments. They agreed that the most important accomplishment of the standards and the quality teams included: a) creating awareness about standards and promoting a culture of standards; b) developing rubrics for the standards; c) implementing school self- assessment (including the school’s vision, mission, and improvement plan); and d) enhancing school- community participation. Illustrative quotes include:

> “The most important accomplishment for the standards support team … [was] for teachers, school principals and … supervisors to … develop rubrics and to constitute a team responsible for implementing school self-assessment[, which] was the first and leading experience in the whole governorate …” (Alexandria Local System Administrator)
>
> “We promoted the culture of standards and the most important accomplishment is that we now know where we are as schools … We enabled schools to develop a portfolio for its achievement …” (Aswan Standards Support Team Member)
>
> “We organized a conference in Ehnasia in the city council as part of the standards awareness activities; the conference was attended by all people from the village.” (Bani Suef Local System Administrator)
>
> “After we returned from a study abroad program we were asked to develop a plan for school self-assessment and improvement; we focused on students’ dropout problem. We were able to determine the reasons for this problem, develop its improvement plan, and recruit volunteers from teachers to help students. However, the plan stopped; I do not know why.” (Bani-Suef School Administrator)
>
> “We succeeded in making the schools effective; now we have an effective leadership in El Marg schools” (Cairo Local System Administrator)

"We trained the quality teams in school self-assessment and in the use of the database for such evaluation. We also trained members of NGOs and the BOTs in the culture of standards." (Fayoum Standards Support Team Member)

"[The most important accomplishment was] the school self-assessment and the expansion of such culture made teachers think of their performance and their weaknesses … Instead of trying to hide their problems they are now trying to fix such problems, aiming at improvement." (Minia Local System Administrator)

"We trained the quality teams, supervised their work, and visited schools during the implementation of school self-assessment." (Qena Standards Support Team)

It is important to mention that in Fayoum, although the 8 participants in the local system administrators' group knew about the activities of the standards and quality teams, they expressed some reservations regarding how much of a real impact the teams had on schools, both those receiving direct ERP support and others in the governorate: "It is not clear for most schools what the quality team is? Maybe it is clear at the reform schools because they received training …" There is no impact for the quality team on schools; only some posters and reports, that is all, words on paper …" "The culture of standards is spread at the 40 [ERP-supported] schools, but this is all on paper and nothing was implemented …"

Factors Affecting Effectiveness of Teams

When asked about the factors that helped the teams to achieve their accomplishments, interviewees mentioned the following: a) creating change agents, groups, or teams to promote cultural change with a careful selection of the team members; b) getting the support needed from leaders and people in charge; c) receiving training, capacity building activities, and technical support;[39] d) engaging in exchanges and learning lessons from the experiences of colleagues in other governorates; and e) participating in international study tour programs. These experiences helped members of the standards and quality teams to recognize the need for change, develop the confidence in their ability to make changes, and function with a

[39] In general, interviewees seemed to agree that ERP training programs and workshops were "very important and fruitful." They also recognized the significance of ERP covering the cost associated with the training, such as printing and distributing materials, assessment tools, etc.

spirit of cooperation and teamwork. The following give a sense of the comments by interviewees from various groups and governorates:

> "The extensive training that we received inside and outside Egypt helped us a lot." (Alexandria School Administrator)

> "ERP's support for these teams' activities, organizing a lot of meetings and training programs and providing experts in areas such as educational quality and standards, actually helped the quality teams very much." (Alexandria Local System Administrator)

> "The support from the leaders is very important; the idarra director supports what we do and this is very encouraging." (Aswan Standards Support Team Member)

> The standards support team was formed at the beginning of ERP; we received a lot of training. We needed such force, activity, and training, which is reflected on our accomplishments… We even received a training program in America …" (Aswan Standards Support Team Member)

> "The study abroad programs allowed the teams to see the experience [of standards implementation] on reality and to learn from successful examples." (Bani Suef Standards Support Team Member)

> "We had a chance to learn from the experiences of other teams in different governorates and to share with them our experience." (Bani Suef Standards Support Team Member)

> "It was very important to have supportive and knowledgeable leaders in the idarra and the muddiryia" (Bani Suef Local System Administrator).

> "The kind of leadership is very important… the character of school principal, for example, can be supportive or discouraging." (Cairo Local System Administrator)

> "The team was interested and believed in its work … The schools were also

interested; without the school's interest we would not be able to do what we have done." (Fayoum School Administrator)

"The BOTs participated with us and provided financial contribution; this kind of participation is needed. Members of the team worked very well together and there was passion and cooperation among them." (Fayoum Standards Support Team Member)

"I believe that the good preparation for the team, including the training programs and workshops provided by ERP, was the most important factor for the success of these teams." (Minia Local System Administrator)

"The permanent and continuous encouragement by some educational leaders in the governorate because of their belief in the importance of the standards support teams and the role they play." (Minia Local System Administrator)

"The team members were carefully selected and worked voluntarily…" (Qena School Administrator)

"One of the most important factors was the support that provided to the quality team by the school leaders, the school principal and undersecretary." (Qena Standards Support Team Member)

"ERP was the main factor that enabled the standards support teams to play their role effectively." (Qena Local System Administrator)

In discussing what limited the effectiveness of the efforts of standards support and school quality teams, interviewees noted the following *structural factors*: a) the poor facilities in schools, b) the lack of financial and other incentives to become involved, c) the heavy workload of teachers and other school staff, d) the absence of formal system roles for the standards support and school quality teams, e) the scheduling conflicts for training and exams; and f) the restrictions on community members' school visits because of security requirements. They also mentioned the following *interpersonal factors* that limited the effectiveness of these teams, for example: g) the lack of cooperation by some school leaders, h) the lack of transparency and exchange of information across system levels, i) the lack of

coordination among different reform projects, and j) teachers being transferred from their schools or idaras not long after they have received training. The following quotes are illustrative of the comments made:

> "The load of work for teachers made it hard to involve them in training." (Alexandria Standards Support Team Member)

> "There should be better coordination between the MOE and ERP; sometimes the training is provided after the beginning of school year." (Alexandria Local System Administrator)

> "Most people look at the financial aspects; if there is money I will attend the training if there is not I will not go." (Aswan Standards Support Team Member)

> "There is no reward system for schools' participation in reform efforts … [and] the team does not have a formal stand. ... For example, I remember calling one of the school principals a million times and every time he/she was coming up with an excuse." (Aswan Standards Support Team Member)

> "Some members of the standards support team were moved from their schools to other schools. This was after they received a lot of training." (Aswan Local System Administrator)

> "The team includes community members and they have the tendency to work… There should be some flexibility from the muddiriya [officials] that allows these members to enter school and implement their positive ideas. How can we call for effective community participation but do not allow them to enter school?" (Fayoum Standards Support Team Member)

> "Supposedly, … people who attend these meeting inform others and the minutes of the meeting should be available for everyone in different idaras, but this is not the case." (Minia Standards Support Team Member)

> "Schools in AboKorkas have poor facilities and limited equipment. They operate in two shifts… These schools are not ready for reform …" (Minia Local System Administrator)

"There is no coordination between standards support teams, the [STEAP] excellent reward teams, and the quality team." (Minia Local System Administrator)

Suggestions for Improving ERP's Activities

Moreover, in discussing how ERP activities could have contributed more positively to the work of standards support and quality teams, interviewees focused on expanding and improving training and follow-up activities, especially in relation to developing and implementing school improvement plans. For example:

"The quality team with all its accomplishments; does not have indicators for success. Their work stopped at the stage of providing suggestions for school improvement and they did not receive any training on how to develop this plan and how to implement it." (Alexandria School Administrator)

"There is a gap between the standards support teams and the team who is responsible for developing the school improvement plan. The standards support team finish their work by providing recommendations based on the school self assessment then the other team move to the second stage, there is a missing connection here." (Alexandria Standards Support Team Member)

"If the team receives more follow-up it will get more work done." (Aswan Standards Support Team Member)

"We, as new members, did not receive any training from experts but we were trained by our colleagues who received TOT… We did not gain new skills from them." (Bani Suef Standards Support Team Member)

"There should be a follow-up after the training." (Bani Suef School Administrator)

"The reform should not be limited to the Fayoum idarra. Other schools should be included under the reform umbrella." (Fayoum Standards Support Team Member)

"The training provided is still not enough because standards support is a huge

issue." (Minia Local System Administrator)

"Some training programs needed more time, as for example the training in school portfolio." (Qena Standards Support Team Member)

"There was a focus on certain group of teachers to receive the training. The same teachers were going each time and this was not right." (Qena Standards Support Team Member)

"The training should have expanded to include school principals, supervisors, and even administrators and not to be limited to teachers only. This would make it more beneficial as for example the training in school self assessment, this was a very important training." (Qena Local System Administrator).

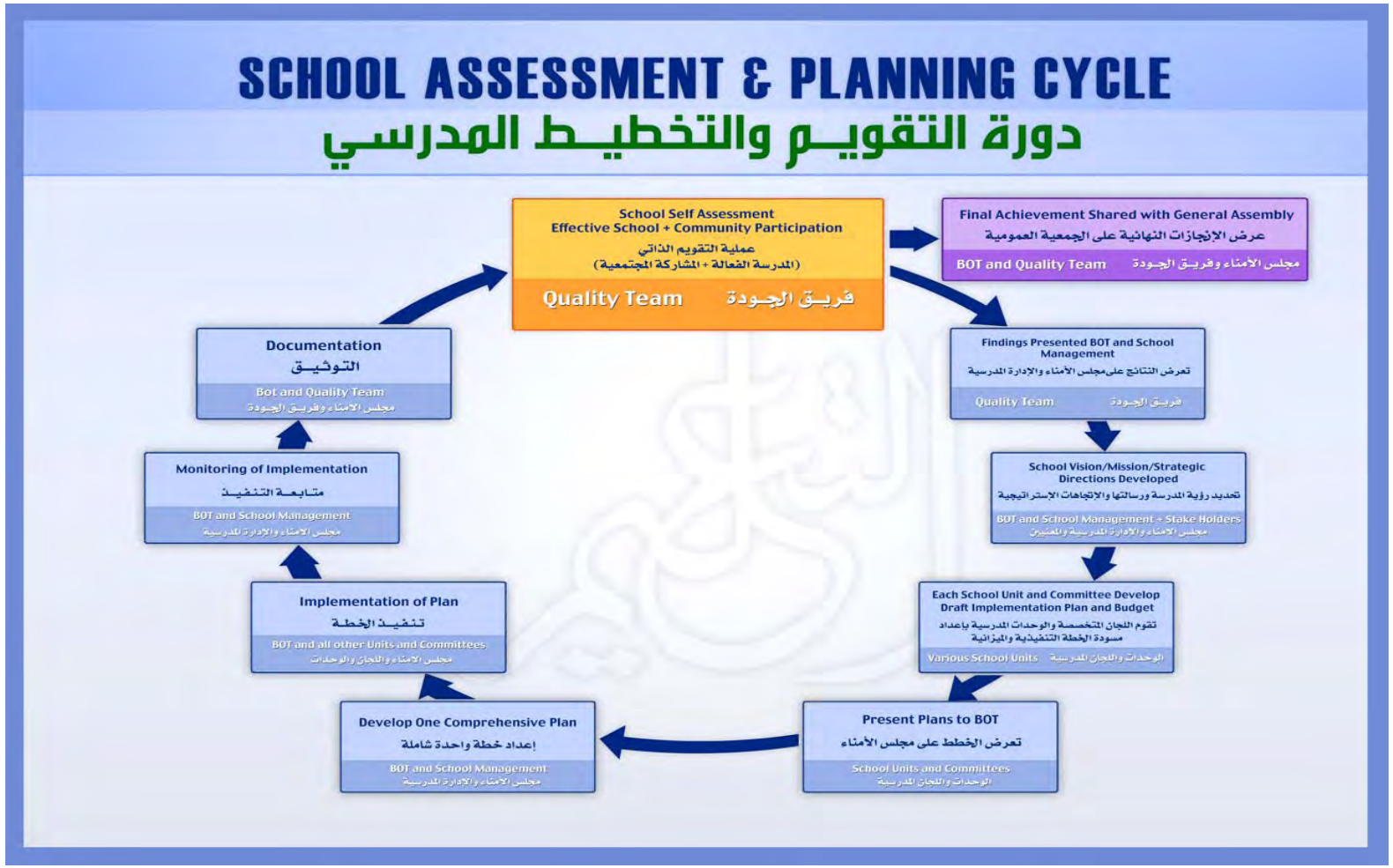
Conclusion

In this chapter we first drew on our document review to describe the processes involved in ERP's support for standards implementation and school self-assessment. We illuminated some of the challenges faced as well as the activities undertaken in this regard, including collaborative planning and various efforts to promote standards awareness and facilitate school-self assessment. The latter activities included: a) constituting governorate-based standards support teams; b) constituting school-based quality teams; c) developing, piloting, and refining the assessment tools (related to effective schools and community participation standards); d) diffusing and facilitating use of the assessment tools; and e) initiating the development of tools in other areas of standards (i.e., administrator and teacher).

Then we presented the findings from the focus groups with various MOE personnel, both those who were members of the standards support and quality teams as well as other who observed and (perhaps) participated with them in some activities. Overall, their comments indicated a positive assessment of the accomplishments of the governorate-based standards support teams and the school-based quality teams. Interviewees also identified factors that facilitated the work of these teams as well as factors that limited their accomplishments. They mentioned ERP-organized training and technical assistance activities as being particularly valuable, though they also had recommendations for how ERP's support for standards implementation and school self-assessment could have been strengthened.

In the next chapter we examine ERP support for administrative leadership development, giving particular attention to efforts to develop the commitment and capacity of school administrators to engage in development supervisory support and guidance for teachers.

Appendix 1. School Assessment and Planning Cycle



Chapter 7:
Administrative and Leadership Development

Nagwa Megahed, Mark Ginsburg, Antar Abdellah, and Saleh Ahmed

In this chapter we present the findings from our document review focusing on ERP-supported efforts to develop the commitment and capacity of school administrators and supervisors to provide guidance and support to teachers in their instructional roles. We also summarize the data we collected through focus groups, identifying how various groups of MOE personnel perceived progress in this area and what factors, including ERP training and technical assistance, they viewed to contribute to the improving developmental supervision and instructional leadership.

USAID/Egypt's and EQUIP1/EQUIP2's Initial Ideas

In its 2003 "Program Description," USAID/Egypt identified a number of challenges facing school and local education system leaders, which at least partly might be addressed by building the capacity of individuals in such positions: 1) "school management lacks decision-making authority and adequate resources" (2003a, p. 1; 2003b, p. 3); 2) "decisions are frequently passed up to the next level to avoid the chance of making a mistake" (2003b, p. 28); 3) "school principals … have been in the system so long it is difficult for them to accept change or be innovative" (2003b, p. 29); and 4) "school administrators/principals are not familiar with effective instructional leadership concepts and practices [or] modern management principles" (2003a, p. 4; USAID/Egypt, 2003b, p. 8). Given these challenges, USAID/Egypt indicated that ERP would be responsible for: a) "school principals and supervisory staff … assuming authority to make decisions on school policies and educational, professional, and administrative issues;" b) "school administrators assuming instructional/ educational leadership roles within their schools;" c) "supervisors becoming supportive instructional leaders and not 'inspectors" (2003b, p. 19); d) "the creation of a system of support for continuously enhancing the leadership ability and managerial competence of administrative staff, from top-level governorate officials and MOE central offices" (2003b, pp. 26-27); and e) "the creation of networking clusters of schools that share best practices in the implementation and adoption of standards and new types of exams" (2003a, p. 18).

Following the clear signal from USAID/Egypt, the EQUIP1 consortium's proposal for ERP focuses more of its attention on local-level administrative and leadership development than does the proposal developed by the EQUIP2 consortium. Noting that "teacher training will require follow-up through classroom support and a system of supervision and professional feedback mechanisms" (AIR et al, 2004, p. 9), the EQUIP1 proposal identifies the following as core tasks: a) training school administrative staff in strategic planning and management as well as in-service teacher training program design and delivery; b) orienting instructional leaders to MOE's education standards and reform measures; and c) training instructional leaders (MOE supervisors, school principals/head teachers) in instructional supervision skills, linked to the MOE standards, including classroom observation and monitoring skills, mentoring and training skills, and teacher conference skills (i.e. giving feedback), etc. (AIR et al., 2004, p. 11). The EQUIP1 proposal also reiterates the idea of creating "networking clusters of schools" in discussing IR 2.2 as well as calling attention to a leadership training need associated with successful decentralization: "Build and strengthen instructional leadership, supervision, and management skills for *mudirriya, idara* and school leaders in support of the delegation of authority processes" (AIR et al., 2004, pp. 15 and 17). Finally, in an extensive set of "training notes" included as an appendix to its proposal, the EQUIP1 consortium states:

1. School management training is included in the training for instructional leaders; however, the vision is to link sound management practices to the goal of excellent instruction (and hence improved learning) and explore how management of a school creates an enabling environment to support, encourage and even demand good instruction. ... [We will also focus on] management training … in the areas of working with parents and community groups. ...
2. Under educational administration and leadership, ERP will train principals, head teachers and other *idara* level instructional leaders in the area of instructional support. ... The training includes needs assessment, training design, training delivery, and peer training, among other topics. The goal is for these leaders to be able to implement school level professional development and support activities to the teachers in their schools. (AIR et al., 2004, pp. 44-45)

Initiating the Process: Idara Mapping and Needs Assessment

The Administrative and Leadership Development (ALD) component of the Educational Quality Division began its efforts by conducting a profile of *idaras* or local districts in each of the seven focal governorates. The purposes of this *idara* mapping included: developing profiles of the administrative organization; introducing ERP; meeting local counterparts; identifying needs for professional development of administrators and teachers. Over a two-day visitation, the ALD Technical Advisor and other key EQUIP1/ERP staff met with school and idara-level (district) officials, trainers, supervisors, and educators. Both large and small group presentations and discussions took place, in addition to individual and group interviews with key informants. A total of 623 individuals from the seven governorates participated in the mapping exercise in the eight idaras in the seven focal governorates (EQUIP1/ERP, 2004c, p. 1).

"Mapping visits revealed considerable variation across the governorates in terms of resources and prior training – with one governorates completing a multi-year educational reform project (Alexandria), others with some exposure to the New Schools Program (i.e., Minia, Bani-Suef, and Fayoum), and others with more uneven exposure to prior change efforts. Both core and tailored training designs will be essential to appropriately responding to such variation" (EQUIP1/ERP, 2004c, p. 6). In addition the following observations were reported:

- The structure and functions of the idara allow for fragmentation, discontinuity, [duplication in responsibilities] and noncomplementary roles …
- Supervisors are available for all levels and well organized. The supervisor selection process is done by seniority. Supervisors feel powerless to have impact on teachers' performance; they need further training in teaching methodologies and general supervision skills. ...
- Idara staff have limited role in planning and decision making process. Mudirriya as well as MOE officials at central level retain key decisions [e.g., purchasing lab equipment for schools] regarding idara's budget and the hiring, replacement, and promotion of staff. …
- Idara's major achievements are administrative in nature focusing on supporting the system. ... Although the idara is very active in running a lot of activities, there is limited reflection and evaluation. …
- Each idara has a training department [which] is limited in its staff and budget. It only implements training that comes from the central directorate for training in Cairo

… In many cases the idara and the mudirriya [administrators] do not see this department as a potential partner in effective training. …

- Supervisors expressed a need for more training in teaching [methods]. The departments of training and reform staff expressed a need for training in program development and implementation, including needs assessment and evaluation. (EQ/ERP, 2004, pp. 5-10)

Following the idara mapping, a more in-depth needs assessment study was conducted in the area of educational management and leadership, collecting data from 24 MOE personnel in each of the seven focal governorates. The assessment report listed the training needs for the following MOE personnel: a) principal and deputy of primary school, b) principal and deputy of secondary school, c) senior teacher, d) supervisor and senior supervisor, d) head of the one-classroom administration, e) district director, and f) district training department manager (EQ-ALD/ERP, 2005, p. 27). This assessment helped identify the following overall training needs:

1. monitoring and evaluating the performance of the employee under my supervision;
2. preparing annual plans (modifying goals, necessary source and the available opportunities;
3. education leadership theories;
4. managing employees and motivating them to improve their performance;
5. training new employees in my area of work;
6. applying national standards;
7. needs assessment;
8. training trainers;
9. applying decentralization;
10. mapping out plans;
11. modern instructional techniques;
12. assessing work problems and ways to solve them;
13. using technology in educational management;
14. educational guidance;
15. Collecting and analyzing data;
16. evaluating the performance of the school according to the National Standards;
17. various models of training teachers;

18. educational planning and mapping out school plans;
19. methods of enhancing professional development of the workers in my area of work;
20. principles of effective administration;
21. developing partnership with the community;
22. managing the financial and human resources in my work area;
23. media and designing of awareness campaigns;
24. conducting procedural research; and
25. communicating with the community. (EQ-ALD/ERP, 2005, pp. 20-21)

The assessment report ended by making the following recommendations for ERP activities:

a. Starting the training programs with a focus on the National Educational Standards in Egypt, especially the area of outstanding leadership, including … how to apply [them] and how to monitor and evaluate [their] application.
b. Giving priority to the area of communication and promoting human relations inside and outside the school [toward] … improving the educational process.
c. Postponing the training courses related to decentralization until its political legislation is finalized ...(EQ-ALD/ERP, 2005, p. 36)

Based on the idara mapping and needs assessment, ALD/ERP staff developed their work plan for school administrator and supervisor training, a cascade model training of trainers (TOT) approach, which can be summarized as follows: a) prepare a training cadre at the national level; b) this cadre then trains a team (consisting of a supervisor, head teacher, school principal, and educational grade manager) in each focal governorate; c) each governorate team then trains a select group of administrators and supervisors; d) the group members then train administrative and leadership staff associated with a set of schools; and e) a team of idara-level supervisors monitor the latter training activities (Assaf et al., 2007). To support the trainings organized in this fashion, ALD/ERP staff and consultants developed various training materials[40] and sought to encourage trainers at

[40]These manuals include the following: EQ-ALD/ERP, Qena Office: *Introduction in School Administration*, September 2006 (Arabic); EQ-ALD/ERP, El Marg [Cairo] Office, *Guide for the Work of School Clusters, 2006 - 2007* (Arabic); EQ-ALD/ERP, Aswan Office: *Educational Supervision: Trainer Guide/Manual*, Undated (Arabic); EQ-ALD/ERP, *Financial and Administrative Skills: Manual for Trainers*, Undated (Arabic); EQ-ALD/ERP, *Financial and Administrative Skills: Manual for Trainees*, Undated (Arabic); EQ-ALD/ERP, *Workshop on Financial and Administrative Skills*, Undated (Arabic); EQ-ALD/ERP, *Employees' Affairs: Manual for Trainers*, Undated (Arabic); ERP/EQ-ALD, *Employees' Affairs: Manuals for Trainees*, Undated (Arabic); EQ-ALD/ERP, *Students' Affairs: Manual for Trainers*, Undated; EQ-ALD/ERP, *Students'*

each level to include opportunities for practice and reflection as well as transmission of the knowledge and skills. Furthermore, the training plans include both programs to introduce certain knowledge and skills as well as subsequent "refresher trainings." The training programs that were developed using this approach can be classified under three main categories: 1) educational leadership skills; 2) school cluster organization, and 3) standards-based classroom observation.

Training Programs in Educational Leadership Skills

School principals were the main group receiving training in leadership skills. For the most part the training programs were based on existing educational bylaws defining the principal's job as well as direct input from the principals themselves. A major part of ERP's effort in leadership training focused on designing and then pilot testing training materials on various subjects, prior to using them for training hundreds of principals from the focal families of schools (ERP, 2005b, p. 21). For example, training programs were organized on strategic planning for 248 principals across the seven focal governorates during October–December 2005 (ERP, 2005d, p. 23). ERP/ALD staff and consultants also organized training programs focused on personnel administration and student affairs.

During September-December 2006, ERP staff assisted a newly created MOE Working Committee in developing a leadership training program for school principals. The Committee reviewed and agreed on a seven-module syllabus as well as outlined and prepared a production schedule for the leadership training materials. ERP staff and consultants were then to work with MOE personnel to implement the programs on a pilot basis in the seven focal governorates (ERP, 2006d, p. 19). One example of such efforts occurred in February 2007, when ERP organized a workshop for 31 financial managers from the seven focal governorates. During the workshop, participants developed a training manual, participant guide, and reading materials focusing on financial administration, which were to be used in subsequent training of school principals (and idara-level administrators) in the focal governorates (ERP, 2007a, p. 19).

Another ERP-supported initiative focused on developing educational leadership skills is the "Emerging Leadership Program" (ELP), with support for this initiative being provided mainly by the ERP staff in the Decentralized Governance and Management division (EQUIP2). According to ERP's January-March 2007 quarterly report:

Affairs: Manual for Trainees, Undated (Arabic); EQ-ALD/ERP, *Expenditure: Manual for Trainers*, Undated (Arabic).

> ELP activities aim to create a qualified cadre of change agents who have mastered the skills of competent managers as well as effective leadership competencies. ... The program is designed to enhance knowledge and skills relevant to [reforms] being encountered by MOE personnel. Detailed planning includes matters such as: an ELP action plan including the inauguration of an MOE Steering Committee to be supported by a ERP technical secretariat; formulating indicative selection criteria and an outline for selection process and timing; determining the flexibility of a training delivery that takes account of different resources relating to students matters and the learner's situation; engaging a contractor to provide program inputs; and designing monitoring and evaluation procedures. This ELP program is structured in eight modules that will span across two years and includes a practicum and an overseas study tour. ... To minimize the lecture style of training, ELP will use a variety of modern teaching methods and modes. These include face-to-face seminars, distance learning, book clubs, independent study, practicum, study tours, and exchange programs. ... It is expected that the Steering Committee will meet in late April or early May. (ERP, 2007a, p. 15)

Training Programs to Activate the School Cluster Organization

In coordination with staff of the Teacher Professional Development component of the Educational Quality division of ERP, ALD staff organized a variety of workshops and meetings to activate school clusters, that is, "a group of [2-7] schools with the same education level (primary, preparatory or secondary) … located close geographically … [that] collaborates in planning and preparing training programs, but [with] each school implementing the training." Members of a school cluster committees are: a) educational leaders at idara and mudirryia levels, b) school directors, c) school-based training units managers, d) expert teachers, and e) BOT members. The objectives of the cluster arrangement are to a) "enable[e] school-based-training units to [better] respond the actual training needs" and b) "ensur[e] sustainable self professional development system for capacity building in educational institution through school-based training units and the exchange of experience across these units" (EQ-ALD/ERP, 2006, p. 5-7).

For example, during July-September 2005, ALD staff and consultants organized the following training programs: a) workshops on establishing professional development clusters for senior idara-level educational decision makers, b) a foundational workshop

on SBTEUs and clusters for trainers from ERP-supported primary schools, and c) a workshop on school cluster for 26 instructional leadership officials on the muddiriya and idara levels (ERP, 2005c, p. 17). And during October–December 2005, 655 school principals and other leaders were trained in cluster administration (ERP, 2006d, p. 14). Thus, by the end of the January–March 2006 quarter, ERP reported that school clusters had been activated in all ERP focal idaras, including the formation of planning and training committees to support clusters as a model of school-based training (ERP, 2006a, p. 22).

ALD staff and consultants continued to organize activities to improve the functioning of the cluster organization. For instance, during July–September 2006 they conducted a) a two-day workshop for 250 muddiriya-, idara- and school-level staff to review the cumulative experience of the school clusters and discuss how to improve school-based professional development through clusters and b) a two-day workshop for 40 participants from CDIST and the eight idaras to review the seven focal governorates' guides on school cluster organization and develop a common description of the functions, aims, monitoring, facilities and flow of reports related to clusters (ERP, 2006c, pp. 18-19).

Training Programs in Standards-Based Classroom Observation[41]

To develop school administrators' and supervisors' capacity to effectively guide and support teachers in implementing active-learning and other standards-based reform methodologies, ERP staff and consultants worked with MOE personnel to improve the quality and usefulness of data collected when observing teachers. This effort was organized through two separate, but related initiatives. One initiative was led by ALD staff and consultants and the other by ALD along with Monitoring and Evaluation staff and consultants.

With respect to the first initiative, during October-December 2005 ALD staff and consultants designed a standards-based "Classroom Observation Form;" subsequently, they conducted workshops – on how to use the form and how to support teachers with the information gathered using the form – for 160 school principals and 1241 supervisors in the seven focal governorates (ERP, 2005d, p. 16). Then, during the next quarter (January–March 2006), ALD staff and consultants provided additional training on critical thinking and classroom observation for all supervisors (281), principals (240), and all SBTEU officers (240) in ERP-supported families of schools (ERP, 2006a, p. 22).

Subsequently (during July–September 2006) ALD staff and consultants organized a two-day instructional leadership workshop, during which the participants (70 supervisors, inspectors general and MOE advisors) reviewed a modified version[42] of the Classroom Observation Form and developed a guide for supervisors on how to implement the classroom observation tool. The revised Form and the guide were then reviewed by supervisors, senior supervisors, and inspectors general during ERP-organized workshops in each governorate. Next the form and guide were discussed during a four-day training program focused on "how to act more like a teacher advocate and less like an inspector" which was conducted by ALD staff and consultants for 570 supervisors from all seven governorates (ERP, 2006c, p. 25). And, during the September–December 2006, all supervisors and school principals in ERP-supported idaras participated in refresher trainings on the use of the Classroom Observation Form and were reported to have "realized the value maintaining effective communication with teachers in using classroom

[41] ERP staff also organized other training programs to develop supervisors' knowledge and skills. For example, during the January–March 2007, a training program was organized on curriculum analysis for supervisors of math, science and Arabic in order to support teachers in their application of standards-based teaching approaches (ERP, 2007a, p. 19).

[42] The Form was revised in large part because the Undersecretary for Education in Bani Suef promoted the idea that the Form should model more closely the SCOPE instrument (see subsequent discussion) (ERP, 2006d, p. 20).

observation tools" (ERP, 2006d, p. 24).[43] Finally, After it was pilot-tested and reviewed by all undersecretaries in the focal governorates, in October 2006, the MOE approved the revised Classroom Observation Form "as the instrument to be used by supervisors in all seven governorates" (ERP, 2006d, p. 25).

With respect to the second initiative, in conjunction with an longitudinal study designed to measure teacher and student classroom behavior, ERP staff and consultants developed the *Standards-Based Classroom Observation Protocol for Egypt (SCOPE*) (see Chapter 9 for more details). This collaborative effort between Educational Quality and Monitoring & Evaluation divisions of ERP included a capacity-building/data collector standardization training conducted for 159 supervisors during March 19-24 and 26–31, 2005 (ERP, 2005a, p. 29). Similarly, prior to the second wave of data collection in March 2006, ERP staff and consultants conducted a five-day workshop for 149 supervisors to participate as data collectors from the seven target governorates (ERP, 2006a, p. 27).[44] And prior to the third wave of data collection in March 2007, ERP also organized a SCOPE data collector refresher training workshop, which was also attended by the MOE Undersecretaries from Aswan and Qena, the MOE directors of the Education Reform Departments from all seven focal governorates, various MOE idara directors, selected MOE supervisors, EQUIP1 and EQUIP2 staff, and representatives from New Schools Program (NSP) staff (ERP, 2007a, p. 31).

During these training workshops (Educational Quality and Monitoring & Evaluation) ERP staff and consultants provided the supervisors with an overview of the study, the SCOPE instrument, and their role as classroom observers. The workshop prepared them to collect valid and reliable data using the SCOPE instrument. Supervisors were engaged with critical reading of the criteria associated with each SCOPE item[45] through first reading and then providing and discussing examples from various subject matter areas that exemplify classroom behaviors targeted by each criterion. They were trained in two observation techniques global scanning and question

[43] Moreover, during January–March 2007, ALD staff and consultants designed materials for training supervisors to enhance their skills in Math, Science and Arabic curriculum analysis, in order to support teachers in their application of standards-based teaching approaches (ERP, 2007a, p. 19).

[44] Eventually, "a total of 133 supervisors from all seven [focal] governorates collected data for the [second wave of the] study: Of the supervisors, 84 were returning from the SCOPE I study and 49 were new to the Educational Quality Study. [Therefore,] the first two days of training focused on bringing the new supervisors up to speed on using the SCOPE. During the following three days, the new supervisors were joined by the returning supervisors" (Abd-El-Khalick, 2006, p. 6).

[45] The instrument comprises 21 statements (grouped under four areas of teacher and two areas of student classroom behaviors) that are rated on a criterion-based scale from 1 to 5 (Abd-El-Khalick, 2005). For further description of the SCOPE instrument see Chapter 9.

tracking. Supervisors were also engaged with experiential learning activities to introduce them to the principles of active learning, student-centered teaching, cooperative learning, and inquiry learning. Effective time and classroom management skills, effective questioning strategies, higher-order and critical thinking skills, as well as problem solving skills were integrated in all learning activities (Abd-El-Khalick, 2006, p. 6).

Findings from Focused Group Interviews

To deepen our understanding of the processes and outcomes of ERP-supported reform in the area of administrative and leadership development, we draw on qualitative data obtained from various focused group interviews. Here we will discuss the views of participants related to a) changes in supervisory behavior, b) factors that hindered or helped such changes to occur, and c) the role of professional development activities in promoting changes in supervisory behavior.

Changes in Supervisory Behavior

In this section we discuss the different MOE personnel's views on changes in the supervisory behavior of local supervisors and school administrators. To obtain key MOE personnel's perceptions on the roles that school administrators and local supervisory system personnel in serving as instructional supervisors (i.e., providing guidance and support for teachers implementing reform pedagogies), we conducted focus group interviews with 217 educators, organized around six categories. The focused groups included one for representatives of the central supervisory system (11 participants) and 6 or 7 groups composed of educators in the following five categories: teachers in ERP-supported schools (39 in six governorates), teachers in other schools in focal governorates (42 in seven governorates), SBTEU staff (42 in six governorates), school administrators (37 in six governorates), representatives of local supervisory systems (49 in seven governorates). These focus group participants were prompted by the following questions:

- "From your perspective, in what ways, if any, have school administrators and supervisors in this governorate moved toward functioning like (developmental) instructional supervisors during the last three years?
- "How, if at all, have their *interactions* with (individual or groups of) teachers *changed* in the last three years?

We report on the majority as well as minority views within each category of informants, and explore similarities and differences across categories of interviewees.

Views of Local Supervisors

When asked to describe how their role had changed in the last three years, most participants in the local supervisory system focus groups reported movement from being more of an inspector to being more of a source of guidance and support for teachers. They mentioned that supervisors met more often with teachers; tended to use a three-stage model of supervision (pre-class, during class, and post-class); and made systematic use of a classroom observation form (and discussed the findings with teachers). The following quotes provide a flavor of their remarks in the governorate-based focused groups:

- "The supervisor has become like an assistant to the teacher in the class." (Alexandria Supervisor)
- "The teacher now waits for the visit of the supervisor to benefit from him. In the old days a teacher used to run from the supervisor." (Alexandria Supervisor).
- "The supervisor could bridge the gap that was separating him from the teachers by following systemic observation skills." (Aswan Supervisor)
- "I became a better supervisor, listening first and then commenting. I now understand supervision correctly." (Bani-Suef Supervisor)
- "We tend to deal with the teachers like friends who need our help." (Cairo Supervisor)
- "The role of the supervisor has changed by 180 degrees. Now there is integration between the role of the teacher and that of the supervisor." (Fayoum Supervisor)
- "My role as a supervisor has developed from that of an inspector to that of a supervisor through the triad model of observation; pre-, during, and post-class." (Minia Supervisor)
- "Most supervisor now use the new methodologies of supervision and observation skills. In the past we were mere inspectors." (Qena Supervisor).

Some supervisors were less positive in their assessment, though they represented a minority voice. For instance: "There are no new ways of supervision in the schools; supervisors are as they have always been. They have not benefited from the training programs they have attended" (Qena Supervisor). "The supervisor, the principal, the

headmaster, and senior teachers all are trained on using the observation form, but few of them really use it – mostly supervisors" (Aswan Supervisor).

Views of School Administrators

While, as noted above, school administrators also participated in professional development activities designed to enhance their capacity as instructional supervisors, neither they nor other categories of focused group participants had much to say about how school administrators' behavior had changed in this regard.[46] Indeed, a few SBTEU staff noted that they had not observed as much change in principals' behavior compared to supervisors' behavior. For instance: "The principal has not changed in the same way as has the supervisor" (Minia SBTEU Staff).

In any case, most participants in the school administrators' focus groups reinforced the generally positive view of change in supervisors' behavior articulated by supervisors themselves (see above):[47]

- "The ERP SCOPE observation sheet helped the supervisor follow scientific standards in his supervision." (Alexandria School Administrator)
- "Three years ago a supervisor used to pick up teachers' errors and embarrass them in front of their students; now both parties agree on items in the observation sheet." (Aswan School Administrator)
- "One indicator of the change in the supervisor's role is that now a teacher knows in advance the time of the visits of the supervisor. In fact, both of them agree on a time to meet. In the past, it would be a sudden visit for the teacher." (Bani-Suef School Administrator)

[46] The following are among the *few* statements on this topic made by school administrators. Note that they provide a picture of change at least in their school: "We [principals] now care for the teacher's portfolio more than the paper work." (Alexandria School Administrator). "A principal would now practice his guidance role by supervising teachers and identifying their needs based on the observation form" (Bani-Suef School administrator). There were also a few comments by other categories of interviewees about principals performing as instructional leaders: "Our principal has changed drastically; he used to care about whether the school door is open or not (minor issues). Now he cares about our professional development" (Aswan ERP Teacher). "Our principal [now] holds monthly meetings to discuss our needs and to explain points of weakness and strengths of each of us" (Qena SBTEU Staff).

[47] As with supervisors, there were a few school administrators who disagreed that supervision had improved in recent years. For example: "Supervision was better in the old days; a supervisor used to visit schools every now and then and provide good feedback … Now most supervisor are resident supervisors and they do not benefit the teacher as before" (Alexandria School Administrator).

- Most supervisors would now follow up with the points of weaknesses they discussed with the teachers to see whether there is any development." (Fayoum School Administrator)
- "Supervision now depends on human relationships and mutual understanding." (Cairo School Administrator)
- “In case the supervisor finds a teacher making the same error each time, he would discuss the matter with the school-based training and evaluation unit for conducting training on this aspect” (Minia School Administrator).
- “[The supervisor’s] role is one of guidance and assistance. Before ERP, it was the role of inspection and picking errors.” (Qena School Administrator)

Views of Teachers in ERP-Supported Schools

Arguably, teachers are the most important source of information on changes in supervisors’ behavior. Any reform effort of this type is likely to be effective to the extent that teachers experience this change in their relationships with supervisors. Thus, it is important to note that most teachers in ERP-supported schools who participated in focus group interviews reported that they had witnessed positive changes in supervisors’ behavior:[48]

- “Now we have coordination between the teacher and the supervisor.” (Alexandria ERP Teacher)
- “A supervisor used to come, sign in the register at the principal’s office, and leave. Now, he visits classes and fills in the observation form in addition to the signature.” (Aswan Teacher)
- [The supervisor] used to ask about my preparation notes only; now he reviews the objectives and uses critical thinking in his questions to the students.” (Aswan Teacher)
- “[The supervisor] used to overuse his red pen in correcting my preparation notes.” (Bani Suef Teacher)
- "The relationship between us (teacher and supervisor) is a positive on; there is no more error picking." (Fayoum Teacher)

[48] As with supervisors and school administrators, there were a few teachers in ERP-supported schools who did not observe positive change in supervisors behavior. As illustrations: “Supervision is still unfruitful” (Alexandria Teacher). “I am a teacher of Math, and in one class, a student mispronounced a word. The supervisor then stopped me and asked me to provide grammatical explanation for the correct pronunciation. I couldn’t, he did and I was embarrassed” (Bani Suef Teacher).

- " The best example of successful supervision can be seen with novice supervisor as they have the attitude to learn and to change" (Minia teacher)
- "[The supervisor] has become like a father to me; even in the break time he tends to guide me." (Qena Teacher)

Views of Teachers in Other Schools in Focal Governorates

In contrast to teachers working in ERP-supported schools, their colleagues teaching in other schools in the focal governorate who participated in focus groups generally did not report positive change in supervisors' behavior:[49]

- "My supervisor helped me in planning for the lesson, but still his main focus was on the formalities – my notes, students' grading sheets, book sheets – with no real emphasis on my work as a teacher." (Alexandria Teacher)
- "There are no changes in [supervisors'] conduct; they are still looking for mistakes." (Aswan Teacher)
- "There are some traditional supervisors who [only] pick up mistakes." (Bani Suef Teacher)
- "10 years ago it was [actually] better. Supervisors really visited schools and provided guidance. Now a supervisor would call a school and ask the principal to sign for him so that the papers would say that he came and supervised while he did not." (Fayoum teacher)
- "[The supervisor] has lost his dignity because he is seen as no source of help" (Minia teachers).

Interviewees in this category also communicated continuing shortcomings in the supervisory role played by administrators in their school, though the focus group interview discussions gave more attention to the supervisor's role:[50]

[49] Nevertheless, there were a few teachers working in other schools in focal governorates who noted some positive change in supervisors' behavior. For example: "[The supervisor] used to come to the principal's office and ask for my notes without seeing me, Now he visits me occasionally after seeing the notes" (Aswan Teacher). "The supervisor is very sincere in his work. [Unlike in the past, now] he does not embarrass me, and I really learn from him" (Bani Suef Teacher). "My supervisor has changed for the better; he used to search for my negative or weak points, now he uses an observation form, and guides me. I believe this is due to the training he attended with ERP" (Qena Teacher).

[50] A few teachers working in other schools in focal governorates related positive experiences with the supervisory role played by school administrators. For instance: "A principal would normally visit my class, listen carefully to my explanation, and finally tell me some comments and writes a report … I like this attitude" (Qena Teacher).

- “Compared to the change in the role of administrators, supervisors seem to change faster." (Aswan Teacher)
- “The principal attends a class that is not in his specialization, understands nothing, and fills in a form automatically – with no real benefit for the teacher.” (Cairo Teacher)
- “A principal would normally behave based on compliments and social relationships; he does not provide professional comments.” (Minia Teacher)

That these interviewees were less likely to observe positive changes in school administrators’ behavior actually suggests an impact of ERP in the area of administrative and leadership development, in that the school administrators in these schools (compared to those working in ERP-supported schools) were unlikely to have participated in workshops and other professional development experiences. However, we should recall that relatively few interviewees called attention to changes in school administrators’ supervisory behavior. Furthermore, that there were differences in views about supervisors’ behavior change expressed by teachers in ERP-supported schools compared to their colleagues in other schools in focal governorates does offer some evidence of project impact. However, we must qualify this conclusion, because it is likely that at least some of the supervisors who participated in ERP-supported workshops and other professional development activities had responsibilities for some of the “other” schools in the focal governorates, and thus one might expect interviewees in this category to have noticed some positive change in supervisors’ behavior.

Views of SBTEU Staff and Central System Supervisors

Further evidence of supervisors having changed their behavior, moving from the role of inspector to that of guide/supporter of teachers, is offered by the findings from the focus groups involving a) school-level personnel who are mainly teachers themselves (SBTEU staff) and b) educators who have less frequent, direct involvement in schools (central system supervisors). First, the majority view of SBTEU staff in all governorates was that supervisors had changed their behavior in a positive direction:[51]

- "The supervisor is the one who uses the observation sheet, while the principal is still picking errors." (Aswan SBTEU staff)

[51] A small minority of SBTEU staff in each governorate’s focus group reported less progress in role change for supervisors. As an illustration: “[Supervisors] care only about filling out the forms” (Aswan SBTEU Staff).

- “In the old days, we worked to satisfy the supervisor. Now, the supervisor wants us to be satisfied with his comments and guidance." (Bani Suef SBTEU Staff)
- “We look forward to the visit of the trained supervisor, because he will update us on the new techniques.” (Bani Suef SBTEU Staff)
- “The class observation form helped setting standards for supervisory interactions” (Fayoum SBTEU Staff).
- “In the old times, a supervisor used to come and pick up faults. Now he evaluates my performance scientifically using the observation sheet.” (Minia SBTEU Staff)

Second, participants in the central supervisory system focused group indicated that they perceived important changes in local supervisors’ behavior: “They no longer pick errors, they provide solutions” (Central System Supervisor). “[The teacher and the supervisor] have come closer to each other because of the changed atmosphere” (Central System Supervisor).

Factors that Hindered or Helped Change in Supervisory Behavior

Before discussing professional development activities that may have contributed to change in supervisory behavior, we will examine the circumstances or factors that were reported to either hinder or help supervisors and school administrators to change from acting like inspectors to becoming guides/supporters of teachers. These data were obtained from the above-discussed focus group interviews with 217 educators, organized around six categories. The focus groups included one for representatives of the central supervisory system (11 participants) and 6 or 7 groups composed of educators in the following five categories: teachers in ERP-supported schools (39 in six governorates), teachers in other schools in focal governorates (42 in seven governorates), SBTEU staff (42 in six governorates), school administrators (37 in six governorates), representatives of local supervisory systems (49 in seven governorates). The participants were prompted by the following questions relevant to our discussion here:

- "What *circumstances* or factors have *helped* school administrators and supervisors in this governorate to function more like (developmental) instructional supervisors?"
- "What *circumstances* or factors have *impeded* school administrators and supervisors from functioning more like (developmental) instructional supervisors?

We anticipated that some of these factors would affect supervisors with responsibilities in ERP-supported schools as well as those with responsibilities in other schools in the focal governorates. At the same time, we presumed that some of the hindering factors would be stronger for supervisors and school administrators involved in the schools that have not been the focus of ERP activities, while some of the helping factors would be stronger for supervisors and school administrators involved in ERP-supported schools.

Participants in various focused groups identified a number of conditions or circumstances that *hindered change* toward more effective developmental or instructional supervision. First, many interviewees mentioned obstacles related to supervisors' work load, including the administrative tasks for which they are responsible (in addition to visiting schools for instructional supervision), the large number of schools for which they have responsibility, the long distances between schools, and the limited financial reimbursement for travel expenses:

- “A supervisor does not help the teacher that much, because he (the supervisor) has many schools to visit, many classes to supervise, and he cannot find time to do this.” (Aswan SBTU Staff)
- "As a supervisor I cannot meet most teachers after the class to discuss because the teachers have overloaded tables." (Cairo Supervisor)
- “The biggest obstacle is the big distance between schools a supervisor has to visit, and there is no reimbursement for travel expenses.” (Fayoum Supervisor)
- “Each supervisor has to visit 35 schools – that’s a lot” (Fayoum Supervisor)

Second, many interviewees emphasized that supervisors and school administrators had difficulties becoming more of like guides/supporters of teachers because teachers (or, in the case of supervisors, some school administrators) objected to or showed no interest in seeing this type of supervisory role being implemented:[52]

- “A secondary stage teacher was busy giving private tutoring. ... This is a big obstacle in getting to work together” (Bani Suef School Administrator)
- “Contracted teachers do not care about training or supervisory comments, because they know they may not stay in the school the next year.” (Qena School Administrator)
- “I used an instructional supervision technique with a teacher. Then the principal said: ‘You have spoiled them. You need to be harsher.’” (Bani Suef Supervisor)

Participants in various focused groups also identified factors that they perceived as *helping* supervisors and school administrators to serve more as guides/supporters of teachers (versus functioning as inspectors). First, they referenced an overall local and national cultural environment encouraging and celebrating change in education:

- “The biggest factor is the spread of the culture of change in our idara.” (Fayoum Supervisor)
- The enthusiasm shown by school and idara leaders in addition to the personal conviction of supervisors paved the way for this change.” (Qena Supervisor)

[52] It is perhaps ironic that some interviewees claimed that they were challenged to function as instructional supervisors (providing guidance/support to rather than inspecting teachers) because supervisors had no power to punish bad teachers and supervisors’ evaluations of teachers are not necessarily (or directly) taken into consideration in decisions about teachers’ promotions. For instance: “One of the obstacles is the percentage of evaluation given to both the supervisor and the principal. A principal has 60 % while a supervisor has 40%, which means that the principal has more authority than the supervisor. A higher percent should be allotted to the content area supervisor" (Central System Supervisor).

- “National standards changed my way of thinking about education in general and changed my role into that of an instructional supervisor.” (Qena School Administrator)

Second, referring to a factor discussed above as hindering, some interviewees stressed how (in this case, positive) attitudes and dispositions of teachers and school administrators facilitated the changes in supervisory behavior:

- “The teachers’ desire for change and their belief in the utility of instructional supervision.” (Alexandria School Administrator)
- One of the good thing is that from the very first day when we started working on classroom observation, the teacher, the senior teacher, the supervisor, the principal and the inspector general all were well informed about it. So cooperation was a natural result." (Aswan School Administrator)
- “The high level of some teachers forced me to change my old ways of supervision.” (Bani Suef Supervisor)
- “The positive attitude of the administration, above all, is what helped me.” (Qena Supervisor)
- “Their principals would welcome and encourage the implementation of what they have been trained on” (Qena Supervisor)

Professional Development Activities and Changes in Supervisory Behavior

As noted above, interviewees referenced training and other professional development activities even while discussing changes in supervisory behavior and the non-training factors that hindered or helped supervisors and school administrators to change from acting like inspectors to functioning more like a guides/supporters of teachers. However, we also asked more direct questions about professional development during the above-mentioned focus group interviews with 217 educators, organized around six categories. The focus groups included one for representatives of the central supervisory system (11 participants), school administrators (37 in six governorates), and representatives of local supervisory systems (49 in seven governorates), These focused group participants were prompted by the following questions:

- “First, please describe the professional development activity (or activities) which was/were *most helpful* to you in implementing the role of (developmental) instructional supervisor. Why were they helpful?

- “Now, please describe the professional development activity (or activities) conducted by ERP which was/were *most helpful* to you in implementing the role of (developmental) instructional supervisor. Why were they helpful?
- **“**What, if anything, could *ERP* have *done differently* to enable school administrators and supervisors in your governorate to become (developmental) instructional supervisors?”

In all focus groups participants emphasized that training and other professional development activities were critical to promoting and facilitating a change in supervisory behavior. While some interviewees referenced activities organized by other projects,[53] they tended to focus on ERP-supported initiatives. This is likely due to their perceived relative value, their more recent occurrence, and the fact that the interviews were being conducted as part of ERP’s monitoring and evaluation activities. Some of their comments were general in indicating their positive evaluation of ERP-supported activities:

- “All the training workshops by ERP were great.” (Alexandria School Administrator)
- “ERP … training … gave us a golden opportunity for professional development.” (Aswan School Administrator)
- “ERP helped me a lot. I made me change the way I think and the way I practice my job.” (Bani Suef School Administrator)
- “What I learnt during the last two years outweighs what I have learnt in 20 years.” (Bani Suef School Administrator)
- "Professional development trainings were crucial to our development." (Cairo Supervisor)
- “The continuous training for supervisors helped a lot.” (Central system Supervisor)

Focus group participants, however, also provided more specific examples of ERP-supported professional activities, focusing on a range of workshops and other trainings:

- “Training on cooperative learning especially helped in bridging the gap between the supervisor and the teacher.” (Alexandria School Administrator)

[53] For example, interviewees mentioned: a) “We attended a professional diploma for 36 school principals. It was very effective. It was done in four stages, and included topics like IT, management, and leadership” (Bani Suef School Administrator); b) “The best training program was the one on SPEER [Spotlights on Primary English Educators’ Resources, organized by the USAID-funded IELP2 Project] for supervisors of English” (Fayoum Supervisor); c) “The French cultural center held some training sessions on teaching French for supervisors and they were good” (Qena Supervisor)**;** and d) “Trainings with the World Bank’s Education Enhancement Project were important” (Qena School Administrator).

- “I benefited from a training program … on the role of educational supervision” (Aswan School Administrator)
- “I benefited from trainings on computers and using the [classroom] observation form.” (Aswan Supervisor)[54]
- “Participating in action research training helped me identify my teachers’ needs” (Bani Suef School Administrator)
- "Training on action research, classroom observation, critical thinking, effective administration, community participation, self assessment, and developing a curriculum matrix were all very helpful to us." (Minia School Administrator)
- “Training on critical thinking, national standards, and quality assurance were the best.” (Qena School Administrator)

In addition, interviewees identified the following topics of training conducted by ERP as contributing positively to changing how the supervisory role was enacted: assessing training needs, classroom observation, developing standards for technical supervision, effective schools and the role of supervisors, methods of teaching, school clusters, and total quality management.

It is important to note as a Supervisor from Alexandria observed: “The training programs that grouped teachers and supervisors were the best ones that helped us.” Similar comments about the importance of teachers, administrators, and supervisors sharing training and other experiences were made by participants in other focus group: “The parallel between teachers’ training and supervisors’ training paved the way for mutual understanding and even experience exchange” (Alexandria SBTEU Staff); "Through conference meetings we exchange experience with other supervisor and with teachers" (Aswan Supervisor); "We keep exchanging experiences based on the training each one of us attends" (Fayoum Teacher in ERP-supported school).

Participants in focus groups also highlighted other kinds of professional development activities as contributing to changes in supervisory behavior. These included cross-governorate visits; exchanging field visits (central system supervisors) and exchanging supervisors’ experiences (Bani Suef supervisors). Interviewees also mentioned travel abroad and US-based training: “Traveling abroad and training on new

[54]Relevant here are the statement made and generally agreed to during focus group discussions on factors that contributed to changes in supervisory behavior by *standards support team members* in Alexandria as well as Aswan: “One big reason for the success of teachers in their classroom practices is the objective evaluation generated from the observation sheets used by supervisors.”

methodologies were great" (Fayoum Supervisor). "Traveling abroad, to Montana University, helped me in my profession" (Qena Supervisor).

Although one interviewee commented that "everything was fine, nothing needs modification" (Aswan Supervisor), focus group participants offered a variety of *recommendations for improving the quality and effectiveness of ERP-supported professional development activities*.[55] As was the case with such activities for teachers (see Chapter 8), some of the suggestions in effect reiterated stakeholders' perception of the value of ERP-supported professional development initiatives, in that they called for more people to benefit and more often from such participation:[56]

- "There were fewer training programs for school principals as compared to those presented to teachers." (Qena School Administrator)
- "Training should cover all supervisors and not be limited to a certain number responsible for certain subjects in ERP's focal idaras." (Fayoum School Administrator)
- "I didn't like having many training programs for Arabic, science and math, and forgetting [supervision issues related to] English and French." (Qena School Administrator)
- "I suggest holding a monthly meeting with supervisors for updating them on the new methodologies." (Alexandria School Administrator)
- "More visit-exchanges are needed." (Fayoum School Administrator)

Similarly, one recommendation reinforced the value of ERP's strategy to provide parallel trainings for teachers and supervisors/school administrators, but encouraged that such professional activities be organized to bring educators in the different categories together for joint workshops:

- "The principal and the supervisor should always attend the same training programs together in order to grantee a good result." (Alexandria School Admininstrator)
- "A supervisor will sometimes help the teacher in presenting the lesson by following a new teaching methodology that they both agree on, simply because they both

[55]Note that at least one interviewee suggested that "w*hat we really need is academic, not pedagogical, training for teachers and supervisors*" (Cairo Supervisor). Nevertheless, participants in the focus groups of supervisors in Bani Suef and Minia as well as school administrators in Bani Suef listed the "solid academic background of supervisors" as one of the factors that helped make the change supervisory behavior.

[56] Of course, if ERP staff and/or MOE personnel decide to follow any of these recommendations for providing more workshops and other professional development activities, they should take seriously the concern about scheduling expressed by several interviewees. For instance: "ERP used to hold many workshops at the same time, and this caused a big problem in my school as most of the teachers are not [in school]" (Bani Suef School Administrator).

have participated in the same training program on such methodology." (Bani Suef Teacher in ERP-supported school)

In addition, at least some interviewees called for more follow-up after workshops, to provide guidance and support to workshop participants as they attempt to implement some of the new ideas and practices. As one school administrator from Aswan mentioned: "Some supervisors went to Alexandria and attended the training on classroom observation, but they didn't apply it." Similarly, a supervisor from the Bani Suef governorate noted the importance of follow-up activities after international study tour professional development programs, while also noting the challenge of diffusing lessons learned to other colleagues: "Let's not be so optimistic; we are only 8 trained supervisors and are required to pass this experience to about 500 other supervisors, and we couldn't."

Conclusion

In this chapter we drew on our document review to describe ERP-supported initiatives to transform the supervisory role of school administrators and supervisors from that inspectors to that of developmental or instructional supervisors. These consisted of: a) idara mapping and conducting needs assessments, b) organizing training programs in educational leadership, c) conducting training programs to activate the school cluster mechanism, and, perhaps most relevant, d) facilitating training programs in standards-based classroom observation. Then we presented findings based on data collected through focus group interviews with various MOE personnel. Focus group participants (at least those in ERP-supported schools and idaras) reported that they had seen substantial, positive change in how supervisors carry out their responsibilities, but noted less movement among school administrators toward becoming guides/supports of teachers in performing their instructional role. Participants also identified some of the factors that facilitated as well as factors that hindered the noted changes in supervisory behavior. In particular, MOE personnel – supervisors as well as other educators who worked with them – noted the value of ERP-organized workshops and other professional development activities in promoting this reform.

Chapter 8:
Teacher Professional Development

Nagwa Megahed, Mark Ginsburg, and Antar Abdellah

In this chapter we present the results of our document review focusing on ERP-supported initiatives to develop teachers' knowledge and skill. We also report the findings from focus group interviews with various MOE staff who shared their perceptions of these reform efforts.

USAID/Egypt and EQUIP1's Initial Ideas

In its September 2003 "program descriptions" used to request applications from the EQUIP1 and EQUIP2 consortia to undertake the Education Reform Program, the USAID/Egypt Mission stressed that "[q]uality improvements are required to ensure that universal enrollment is accompanied by the acquisition of critical-thinking skills. ... Extensive training is required for tens of thousands of Egyptian educators to adopt modern methodologies and promote active learning to guide children to acquire essential information and skills for life" (USAID/Egypt 2003a, p. 4; USAID/Egypt, 2003b, p. 7). The Mission projected an activity line entitled "Classrooms and Schools" (CAS) to address these issues, explaining how ERP should contribute directly to achieving the following sub-Intermediate Results under Strategic Objective 22:[57]

> I.R.2.4. *Teachers receive pre-service education and in-service training in learner-focused teaching and assessment methods***.** The Recipient shall be responsible for systematic and sustainable in-service training of teachers in new methodologies. Since sustainability and replicability are core values for this program, rather than providing direct training to educators, the CAS Activity shall ensure the institutionalization of training mechanisms and systems and the development of cadres of trainers within the *idaras* and schools. ...
>
> I.R.3.1. *Students engage in participatory learning, critical thinking and problem-solving***.** The Recipient shall be responsible for improved student performance in academic subjects. (USAID/Egypt, 2003a, pp. 19-20).

[57] During this time the strategic objective (SO) and Intermediate Results (IR) were defined as follows: "SO 22: Egyptians in targeted areas acquire the basic education and skills needed for productive lives;" "IR 2: Government provides effective leadership, management, and training; "IR 3: The quality of instruction and learning environments is improved at pre-school, primary, preparatory and secondary levels, and in non-formal settings" (USAID/Egypt 2003a, p. 6; USAID/Egypt 2003b, p. 11).

The same points were reiterated in the EQUIP1's consortium's (April 2004) proposal to USAID/Egypt prior to listing a set of tasks designed achieve the above-stated results:

- Collaborate with and support MOE training entities, particularly CDIST and INSETs, to train teachers and supervisors in active-learning, student-centered methodologies, supplementary instructional materials development, and reformed assessment methods
- Support teachers and supervisors to use in the classroom the methods, supervisory skills, supplementary materials development skills, and assessment tools they have acquired in training …
- Support school-based training units to sustain quality professional development and provide peer networking opportunities
- Support the institutionalization of on-going professional development and the creation of cadres of qualified trainers (TOT) …
- Where appropriate, include small scale U.S.-based training particularly for developing trainers of trainers. (AIR et al., 2004, pp.17-18)

By December 2004, when EQUIP1 formally submitted its Annual Work Plan (June 2004 – June 2005), USAID/Egypt's "results framework" had been refined. Thus, the work of what was then named the Teacher Professional Development (TPD) component of the Educational Quality division (EQUIP1) of ERP was focused on achieving the revised "IR2: Quality of Instructional Methods Improved" of the restated "SO22: Improve Access to Quality Education in Selected Governorates" (EQUIP1/ERP, 2004a, Section 1, p. 2). In this context the TPD section of the work plan listed three purposes:

- To increase teachers' use of "inquiry-based" teaching methodologies throughout the [family of schools];
- To increase teachers' ability to use and create appropriate instructional materials;
- To assist teachers to 'reach out' to resources both inside and outside the school for professional support. (EQUIP1/ERP, 2004a, EQ Section, p. 2)

EQUIP1/ERP's (2004b) first quarterly report restates the objectives related to teacher professional development – "strengthening teachers' instructional skills to meet performance standards … [and improve] students' academic performance" (p. 3) and "building the capacity of teachers, mudirriya officials and idara officials to adopt modern methodologies and materials that promote student-centered learning" (p. 6).

ERP's Efforts in Teacher Professional Development

During the initial quarter of ERP (22 June-30 September 2004), key EQUIP1 personnel held meetings involving a) EQUIP1/ERP organizational partners (AIR, EDC, and World Education), b) EQUIP2 ERP staff, c) USAID/Egypt personnel, and d) governorate stakeholders. Based on these discussions, EQUIP1/ERP finalized the list of schools to be included in the "family of schools" in the 8 idaras in the seven governorates. Moreover, EQUIP1/ERP (2004b, p. 11) reaffirmed its commitment to "use the products of past USAID efforts [e.g., the New Schools Program] as a stepping stone to: implement teacher … professional development" and expressed the hope that "new lessons learned will serve as the foundation for broader application of the ERP approach, outcomes, and results."

In December 2004 the TPD Technical Adviser participated with other EQUIP1/ERP staff in a series of two-day "idara mapping" exercise in the seven focal governorates, involving large and small group discussions as well as individual and group interviews with over 600 district-wide officials, trainers, supervisors, and educators at all levels (see also Chapter 7):

> During mapping exercises in each … district, the TPD Technical Adviser documented the nature and extent of training resources and gathered data on staff training needs from educational officials and teachers. A recurrent expressed need was to train teachers in basic lesson planning. Mapping visits revealed considerable variation across the governorates in terms of resources and prior training ... [Thus,] both core and tailored training designs will be essential to appropriately responding to such variation. (EQUIP1/ERP, 2004c, pp. 5-6; see also EQ/ERP, 2004.)

Based on the above-mentioned meetings and the mapping exercise, EQUIP1/ERP staff refined the teacher professional development plan. According to the second technical advisor for the TPD component, ERP's approach was not only research-based and informed by multiple sources of information (nationally and internationally), but it was also standards-based, that is, "designed on the basis of National Teacher Standards" (El-Dib, 2007a, p. 2). The list below sketches the main ERP-associated teacher professional development activities, classifying them by the relevant domains in Egypt's standards for teachers:

1. PLANNING: Lesson Planning I and II (workshops)
2. TEACHING STRATEGIES AND CLASSROOM MANAGEMENT:

- Critical Thinking and Active Learning (Primary, Preparatory, Secondary) workshops
- Critical Thinking and Active Learning in Math, Science, Arabic, Social Studies (Secondary) workshops
- Concept Maps for Arabic teachers (Preparatory) workshop
- Teaching Reading and Writing (Primary) workshop
- Making Visual Aids from Available Material (Primary) workshop
- Puppet Making (Primary) workshop
- Active Learning Kit (Primary)

3. SUBJECT MATTER MASTERY: Physics for General and Technical Secondary Teachers workshop
4. ASSESSMENT: Comprehensive Education Assessment (Primary, Grades 1-3) workshop series
5. PROFESSIONALISM:
   - Egyptian Society for Curriculum and Instruction (conference attendance)
   - Egyptian Society for Science Education (conference attendance)
   - Egyptesol (conference attendance)
   - AUC Integrated Skills (conference attendance)
   - Training of Trainers (TOT) I and II. (El-Dib, 2007a, pp. 4-6)

In organizing these professional development activities ERP staff employed five approaches: a) project staff/consultants organizing *cascade training of trainers* (TOT), who train teachers; b) project staff/consultants organizing *TOT for school-based trainers*, associated with school-based training and evaluation units (SBTEUs) and linked across clusters of schools; c) project staff/consultants organizing *TOT with guided practice* for school-based trainers; d) project staff/consultants *directly providing direct professional development* to teachers; and f) project staff/consultants *collaborating with MOE* staff at various system levels *to plan and implement* multi-level training with planning-practice-feedback cycles. Each of these approaches will be described below.

Cascade Model TOT Approach

One of ERP's first teacher professional development initiatives was to design and carry out a series of workshops focused on lesson planning linked to national standards. These workshops followed a *cascade model*, where experts organize a *trainer-of-trainers* (TOT) workshop, designed to develop the knowledge and skills of a group of trainers, each

of whom afterwards has the responsibility for training one or more groups of teachers.[58] The idea is that the content and the process of the TOT workshop are reproduced by the trainers (with the exception that the follow-on workshops do not focus attention on how to plan and implement such workshops). The TPD Technical Advisor, governorate-level ERP staff, and Egyptian consultants planned and implemented a series of TOT workshops involving 120 teacher "trainers" from primary, secondary, preparatory and technical schools across the focal governorates (ERP, 2005a, pp. 11 and 22). This one-day TOT workshop included:

- Facilitator presentation on why [lesson] planning is important (e.g., for clarifying the objectives, selecting learning resources, designing activities based on the objectives, using appropriate teaching aids, organizing the time, and designing the evaluation methods that measure the specified objectives)[59]
- Facilitator presentation on different approaches to formulating objectives and creating lesson plans
- Facilitator presentation on active versus traditional learning
- Small group discussion and question-answering exercises
- Small group work to develop lesson plans
- Large group discussion to plan for implementing and monitoring [trainings] inside schools on what was learned during the workshop. (EQ-TPD/ERP, 2005c)

TOT Approach Involving SBTEU Staff Linked in Clusters

TPD/ERP staff refined the above-described model by in conjunction with efforts to activate school-based training and evaluation units (SBTEUs) and a multi-school cluster organization.[60] In this second model, MOE staff associated with the SBTEUs were selected to participate in TOT workshops, which were conducted by ERP staff and

[58] The cascade model was the one often employed by CDIST and other MOE-affiliated units that trained teachers in Egypt, although frequently this approach was adapted by using teleconferencing technology, allowing the trainees to be exposed directly to the expert trainers of trainers and positioning the trainers as local facilitators of activities in relation to the videoconference-broadcast material. For instance, a baseline conducted by ERP (ESS and M&E) on Standards-Based Teacher Support Systems found that "60% of course delivery at the local level is via videoconferencing planned centrally" (ERP, 2005b, p. 8).

[59] Note that although the manual advises the "trainer" to try to understand the differences among the participants, no explicit mention of centering instruction around the student or having students actively involved in learning is made when outlining the importance of lesson planning.

[60] This workshop was designed to complement the efforts by the Administrative Leadership Development component of the Educational Quality division of ERP, which during the same period conducted workshops on establishing school clusters for purposes of planning/implementing inservice training with senior educational decision makers from the eight focal idaras (see Chapter 7).

consultants, prior to their delivering such training to their colleagues in their own school or in other schools in their cluster. This approach to professional development was used to train teachers on national teacher standards as well as on the following topics: a) instructional planning; b) using a variety of student-centered instructional strategies; c) implementing active learning in large classes; d) using active learning kits in the classroom; e) developing supplementary instructional materials; and f) developing, conducting, and evaluating in-service professional development (versus "training") activities (ERP, 2005c, p. 32).

For example, during July-September 2005 TPD/ERP staff and consultants organized a three-day TOT workshop on developing supplementary instructional aids, including an "active learning kit" (containing educational games, stories, and songs). One of the objectives for the workshop was "to know the meaning of active learning and to realize its importance in teaching. While participants were asked (individually and through group discussion) to define what they mean by "active learning," the trainer and trainee manuals provide a transparency, which states that "active learning is one of the methods that considers differences among children and provides pleasure inside classroom." In addition, participants were to be actively involved in the workshops, engaging in small group discussions, designing instructional/visual aids and (in the case of the TOT workshop) planning how they would conduct workshops in their schools/clusters (EQ-TPD/ERP, 2005b and 2005e).

Another example occurred in January-March 2006, when EQ staff and consultants conducted five-day TOT workshops for SBTEU staff on "Developing Critical Thinking Skills in Arabic Language for Preparatory Education Using Standards-Based Active Learning Strategies."[61] Among other objectives to be achieved through the workshop, participants were expected to be able to "use a variety of methods and strategies of active learning in developing critical thinking" and "formulate critical questions that stimulate critical thinking in teaching Arabic language courses in preparatory education" (EQ-TPD/ERP, 2006a).[62]

[61] Similar workshops were organized to prepare SBTEU staff to implement professional development programs for preparatory school teachers of mathematics and science. The science-focused workshops employed similar strategies to achieve the following objectives: a) know the concept of critical thinking, b) know the most important critical thinking skills in Sciences subject, c) define the meaning of active learning, d) compare active learning and traditional learning, e) use some active learning strategies in developing critical thinking through conducting some sciences lessons, and f) formulate a variety of questions in his major which would stimulate students' thinking (EQ-TPD/ERP, 2006c).

[62] The Technical Advisor explained why TPD/ERP's workshops and other activities gave a lot of attention to students' critical thinking and problem solving as well as to teachers' use of active learning pedagogies: "According to USAID indicators for SO-22, students are to show improvement in critical thinking and problem solving. … The assumption is that if you train teachers, students' learning will improve. … If I want

Topics included critical thinking, critical listening, and critical reading as they relate to teaching and learning about literature, grammar, etc. While the workshop included a pre-test and a post-test to measure participants' gain in knowledge of concepts and issues presented by the workshop organizers and discussed in small and large groups, it also involved participants in exercises in critical listening (etc.), group work to design classroom activities to promote critical reading (etc.), group effort to create a curriculum theater work/project (EQ-TPD/ERP, 2006b).

TOT with Supervised Practice Approach

During July-September 2006, ERP staff further refined their approach to teacher professional development (ERP, 2006c). As explained by the TPD Technical Advisor, this approach consists of several interactive stages: 1) ERP staff/consultants organize a TOT workshop for a core team of school-based professional developers, SBTEU staff linked within a school cluster system; 2) ERP staff/consultants supervise the initial practice of the school-based professional developers as they plan and implement workshops for teachers in their respective family of schools; and 3) school-based professional developers engage in "independent practice" by organizing workshops for teachers in their school or cluster (El-Dib, 2007a, p. 9).

Moreover, ideally this approach to teacher professional development was paralleled by related programs for school administrators and supervisors, because "all training provided for teachers should be provided for [administrators and] supervisors" (El-Dib, 2007b). As is discussed in Chapter 7, administrators and supervisors also participated in a variety of workshops focused on active-learning pedagogies and approaches for providing guidance and support for teachers' professional development.

ERP staff employed this refined approach in a TOT program for secondary school SBTEU staff and, subsequently, teachers on developing critical thinking using student-centered teaching strategies in Arabic, Mathematics, Science and Social Studies (ERP, 2006c, p. 21).[63] As with the cases described above for the primary and preparatory school

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students to think critically and to have problem solving skills, what type of teachers' professional development should be provided or what type of training. I came up with what I called student-centered professional development, which means you should start from where you want student to be and build your intervention with teachers based on that. For example in order for students to develop critical thinking skills in schools and classroom, teachers need to be able to identify critical thinking skills related to their subject content. ... Once the teachers are able to identify the skills for critical thinking they will be able to use and plan their lessons accordingly and by default it is an active learning" (El-Dib, 2007b).

[63] Participants included a total of 350 individuals including secondary school teachers, CDIST representatives, MOE subject counselors, and faculty of education professors.

levels, these workshops were purposely organized to situate the pedagogical knowledge and skill within curricular areas, thus likely facilitating teachers' appropriation of the techniques and strategies within their own classrooms.

Another ERP initiative utilizing this approach targeted students' literacy at the primary school level in some of the focal governorates (Bani Suef, Cairo, Fayoum, and Minia), highlighting student-centered strategies for teaching reading and writing (ERP, 2006c, p. 24).[64] The training manual for the three-day workshop for school-based professional developers (who would follow a similar approach in organizing training workshops for teachers in their schools/clusters) explains that this program "is presented in a language context that would enhance children's thinking/understanding … [and] contains meanings and information that attract children's interests and enable them to develop their language capacities and skills" (EQ-TPD/ERP, 2006b, p. 3). The workshops, which included active involvement by participants in all its activities, working in groups or individually, focused on explaining concepts, determining expected learning outcomes from teaching reading and writing, and designing activities for teachers to use in their classrooms (EQ-TPD/ERP, 2006a).

Direct Provision of Professional Development

Another approach to professional development can be described as *direct provision* (where ERP staff/consultants conducted workshops or otherwise interact directly with the teachers). This differs, therefore, from the above-described approaches that involve some form of TOT, where ERP staff/consultants relate only indirectly with the majority of classroom teachers who participate in the professional development activities. For example, since 2005 ERP staff had given attention to – and encouraged – other forms of professional development. However, it was not until the July-September 2006 quarter that some of these activities occurred. While these activities are not traditional forms of training, we include these here because the activities were organized and facilitated (including orientation and follow-up discussions) by ERP staff/consultants in direct relation with the participating teachers. Key examples of this type of professional development activity are summarized below:

- teachers attending conferences of relevant professional organizations (viz., the Egyptian Association of Curricula and Instruction, the Egyptian Association of

[64] Participants in this program were Arabic-teaching specialists and supervisors as well as some teachers and faculty of education Arabic professors.

Mathematics Education, Egyptesol, and the Egyptian Association of Science Education) and then participating in follow-up meetings to discuss how to overcome problems in using active learning in classes. (ERP, 2006c, p. 22)

- teachers of the same subject in Bani Suef learning about and engaging in "lesson studies," jointly planning lessons, observing each other's lessons, discussing their observations, and refining plans for subsequent lessons. (ERP, 2006, p. 18)[65]
- teachers of different subjects in Aswan and Cairo learning about and conducting action research, with the possibility of presenting their findings at specialized conferences. (ERP, 2006c, p. 19)[66]

Additionally, during the second half of 2005 ERP/EQ staff adopted a *direct training model* in a program focused on implementing the "comprehensive education assessment [of students] system (CEAS), which the MOE had [in 2004] mandated for the first three years of primary school" (ERP, 2005c, p. 14).[67] The direct training model was employed because of TPD/ERP staff members' view that the knowledge and skill content was too complicated for SBTEU staff developers to learn during a short workshop and then, through a TOT model, to teach it effectively to peers. For the CEAS trainings TPD/ERP staff and consultants developed (during July-September 2005) and implemented (during October-December 2006) workshops for 175 teachers orienting them to alternative student assessment strategies tailored to various instructional approaches (ERP, 2005c and 2005d). As we will see below, these workshops were being implemented just prior to a request from the Ministry of Education, which encouraged ERP to adopt another approach to professional development.

[65] Subsequently, in the first quarter of 2007, it was reported that in Bani Suef, ERP staff conducted the first of two workshops on an alternative model of effective school-based professional development, "lesson study," in which teachers of the same subject jointly plan, research, and reflect on their lessons with a focus on students' understanding of concepts and ideas (ERP, 2007a, p. 18).

[66] Subsequently, in January-March 2007, it was reported that in Aswan and Qena, ERP began organizing workshops to develop the capacity and commitment of teachers to conduct and write-up classroom-focused action research projects (ERP, 2007a, p. 18).

[67] CEAS involves teachers in a process of continuous assessment of students, relying on a range of assessment techniques and not just final examinations. The Ministry of Education decided to implement CEAS on a national scale ("after making some adjustments and updates") based on evidence from "an initial pilot project" the previous year "demonstrate[ing] that the new assessment procedure has had a significant impact on improving the educational process, [although teachers and parents have reported some disadvantages" (MOE, 2005, p. 3).

Project Collaboration with Multi-Levels of the Training System

The fifth approach to teacher professional development involves ERP staff (both Educational Quality and Education System Support divisions) *collaborating with MOE personnel* (at various levels of the system) *to plan and implement* professional development activities. This approach emerged because of developments within the school system and within ERP. To illustrate this point we will examine MOE-requested efforts to contribute to a revised program to prepare teachers to implement the comprehensive educational assessment system for pupils in the first three grades of primary school.

By way of background, during the 2004-2005 school year, the MOE sought to implement CEAS as "a means toward …improving … quality ... [and] shifting from traditional education, based on rote learning, to assessment that ensures a reasonable amount of active, positive learning" (MOE, 2005, p. 2). To support this reform, central MOE units (CDIST, NCEEE, and the Department of Basic Education) organized a cascade TOT approach to training teachers[68] and developed "CEAS Work Manual" to guide teachers, administrators, and others on how to implement CEAS.[69] However, a number of problems arose in this effort, some of which were documented by a study conducted by the MOE's Central Authority for Inspection,[70] and many educators and parents expressed dissatisfaction (through various channels, including the mass media) with this centrally mandated reform.

It was in this context that the fifth model for ERP-supported teacher professional development emerged. Because of the public relations and internal political problems that

[68] "The MOE training initiative involved three phases: 1) preparing training cadres out of the heads of primary education at the education idaras, school principals, and supervisors ... [2) preparing training] cadres from the Ministry of Education and professors from the [university] Education Faculties; … [3] training the teachers at the level of all the educational idaras and directorates" (CDIST, 2005, p. 2). The four-day workshop to prepare training cadres during the second phase (23-26 April) was initiated each day by a lecture (on the ideological frame of the comprehensive assessment and active learning program, comprehensive assessment and standards, evaluating the various aspects of learning remedial and training programs) and followed by group discussion sessions and presentations (on the work manual and active learning, activities for assessing the learning deliverables and developing forms for the student's portfolio, tools for evaluating the various aspects of learning, and designing and implementing training programs) (CDIST, 2005, p. 4). Responses to end-of-workshop questionnaires indicated that "general percentage of participants satisfaction was 86%" (CDIST, 2005, p. 6).

[69] This manual was developed under the umbrella of the World Bank/European Union-funded Education Enhancement Project.

[70] This study conducted during 9-20 October 2005, based on opinion polls of school principals and teachers as well as visits to 548 primary schools in all 249 idaras in Egypt, identified the following challenges to implementing CEAS: density of student in classrooms, lack of space to store student portfolios, limited financial resources, excessive time demands on teachers, limited understanding and support by parents, and insufficient training for teachers and almost no training for school administrators and supervisors (CAI, 2005, pp. 11-12).

the MOE faced regarding CEAS, the Minister of Education requested ERP to provide technical assistance in reviewing the situation and in offering recommendations for how to improve the implementation of CEAS. ERP responded by hiring U.S. and Egyptian consultants whose December 2005 report[71] stated that "CEAS is grounded in theory about using assessment for learning and about the value of student-centered learning" and, among other things,[72] identified problems with the training programs and materials:

- The cascade approach to training teachers often compromises the quality of training. Content and methods become diluted and distorted at lower levels of the cascade.
- Teachers need more than five days of training in order to fully understand and internalize the information.
- Teachers training other teachers may have difficulty finding enough time to cover all of the necessary information. …
- The materials used in the training may be too academic and technical for teachers and not practical enough to equip teachers with the skills they need to implement CEAS in the classroom. …
- Training books were available in the schools as a resource, but many teachers said that they had not seen them or used them.
- The training materials do not convey enough information to [the majority of] teachers who do not receive the centralized training.
- Teachers are asked to do different [comprehensive assessment]-related tasks by principals and various supervisors. Teachers are confused by these different demands.
- Principals … request special training beyond what teachers received so they could provide leadership. (Ibrahim Hegazy Associates, 2005b, pp. 2-6)

In January 2006, when ERP met with the newly appointed Minister of Education Dr. Yousry El-Gamal,[73] ERP agreed to "work with the Ministry to resolve any imperfections in

[71] This report was "based on a document review conducted by a panel of international experts; … a field-based inquiry involving school and classroom visits, principal and teacher interviews, teacher surveys, and teacher focus groups [in 15 schools in Alexandria, Bani Suef, and Cairo; as well as] … carefully considering the results of the Ministry's Central Authority for Inspection (CAI)" (Ibrahim Hegazy Associates, 2005b, p. 2; see also Ibrahim Hegazy Associates, 2005a; Hafez, 2006).

[72] For example, the ERP-supported report reiterated several of the challenges mentioned in the Central Authority for Inspection report: lack of space to store student portfolios, excessive time demands on teachers, and limited parental understanding and support (Ibrahim Hegazy Associates, 2005b).

[73] Note that the request for ERP's assistance had come from the previous Minister of Education, Dr. Ahmed Gamal Al-Dien, to whom the report and recommendations were submitted in December 2005.

the CEAS system and its implementation" (Harris, 2006b, p. 3). Thus, in late January 2006, ERP and the Central Directorate for Inservice Training (CDIST) organized a 2-day workshop for teachers, CDIST staff, and officers from MOE's Basic Education unit "to gather teacher and trainer input regarding the support needed by teachers in order to more effectively implement CEAS" (Harris, 2006b, p. 4). Workshop participants also "provided specific feedback on … the content of a self-study guide for use by teachers at their schools" (Harris, 2005b, p. 5). Also, during 16-17 March 2006, a U.S. consultant contracted by ERP facilitated a workshop attended by key personnel from the MOE's CDIST and Basic Education units "to discuss these common areas of concern and to begin preliminary discussions on how to resolve them" (Harris, 2006c).[74] In addition, during March-June 2006, ERP staff, in coordination with CDIST personnel, designed and implemented a nation-wide TOT-model training program (with planning-practice-feedback cycles) on CEAS; this involved centrally organized workshops for master trainers, who then trained governorate-level training system personnel, who then conducted trainings for groups of teachers (ERP, 2006a and 2006b). Furthermore, during:

1. April-September 2006, ERP (EQUIP1 and EQUIP2) staff supported the MOE's CEAS initiative by a) developing a teacher's resource manual for CEAS and its relation to active-learning (Touba, 2007) and b) promoting the revision of the portfolio assessment guidelines (ERP, 2006b and 2006c);
2. October-December 2006, MOE and ERP completed work on a practical CEAS teacher's guide, which uses examples of classroom teachers' successful implementation of CEAS and is closely aligned with the CEAS training materials that were prepared by ERP and CDIST" (ERP, 2006d, p. 20); and
3. January-March 2007, ERP in coordination with CDIST a) organized a two-day training of trainers to develop a manual for training teachers in using the recently developed Comprehensive Education Assessment System Guide. (ERP, 2007a, pp. 17-18)

Because of working relations developed during the CEAS work and because of changing perceptions by ERP/EQUIP1 staff, this collaborative model was subsequently

[74] The recommendations coming out of this process included: a) clarify and reinforce key concepts that may not be clear to teachers, supervisors and parents; b) include in the scoring scheme several samples of "Best" work; c) clarify the role of parents and emphasize that the portfolios should only include student work; d) reduce opportunity for "conflicts of interest" with regard to teacher evaluations and private lessons; and e) assure that supervisors are trained to support the teachers in fairly evaluating student work (Harris, 2006a, p. 6).

used in relation to other professional development programs. As, the TPD Technical Advisor explains, her initial understanding was that EQUIP1 was “not to work directly with … the [governorate and national levels of the] system. … It was [our] job to inform [these higher levels of the system] about the models we piloted … [so that that they could] figure out how … to adopt them in the system” (El-Dib, 2007b). This staff member mentions that when she assumed this role in May 2005, she continued her predecessor’s model of organizing training programs, based on what was specified in the ERP proposal submitted to USAID by EQUIP1. Commenting that this document “should be like the bible for the project, she summarized that “[t]hey decided that EQUIP1 [should be] field-based, [and should] not work with Ministry or at the policy [level, but only] … at the idara and school level … [Initially,] we were working on teacher training, but suddenly we were told that we should not be delivering the training, but we should be working with the system entities in order to enable the system to deliver training” (El-Dib, 2007b).

Interestingly, although the issue about “working within the system” versus “delivering the training” were discussed by EQUIP1 and EQUIP2 ERP staff, especially since May 2005, EQUIP1 staff believed that they could not change their approach (for either teacher or administrator/supervisor professional development) because of the EQUIP1 proposal (AIR et al., 2004) submitted to USAID/Egypt for ERP spelt out the number of teachers, etc., that were to be trained in various areas. However, in 2007 the TPD Technical Advisor explains: “I began to approach the system. I met with [the Director of CDIST regarding jointly planning and delivering] three [programs]” (El-Dib, 2007b). These three programs focused on classroom management, cooperative learning, and alternatives to training for professional development. The latter program, “Professional Development: The Road to Quality Education,” was designed to introduce school-level professional developer to “other models of professional development besides face-to-face training courses” (ERP, 2007a, p. 19).

Relevant Findings from Focus Group Interviews

In this section we draw on data obtained from focus group interviews. We organize our discussion of the findings into the following sections: a) professional development activities in general, b) contribution of school-based training and evaluation units, and c) contribution of the school cluster approach.

Professional Development Activities in General

To discover how key MOE personnel experienced and observed ERP-supported professional development activities for teachers, particularly in relation to promoting the use of active-learning pedagogies, we collected qualitative data through focused group interviews with five sets of informants: a) 39 teachers in ERP-supported schools in six focal governorates,[75] b) 37 teachers in other schools in seven focal governorates, c) 42 staff of school-based training and evaluation units (SBTEUs) in six governorates, d) 39 local (idara- and muddiriya-level) supervisors in seven focal governorates, and e) 42 standards support team members in six focal goverorates.[76] During the focused group interviews we stimulated discussion using the following questions:

- **"**In your view, what has *helped* you to at least begin to implement "reform teaching methods" and "active-learning pedagogies" in your classroom?"
- "Please describe the professional development activity (or activities) that was/were *most helpful* to you in implementing "reform teaching methods" and "active-learning pedagogies." Why were they helpful?"[77]
- "Please describe the professional development activity (or activities) conducted by ERP that was/were *most helpful* to you in implementing "reform teaching methods" and "active-learning pedagogies." Why were they helpful?"[78]
- "What, if anything, could *ERP* have *done differently* to implement 'reform teaching methods' and 'active-learning pedagogies' in their classrooms?"

Teachers in ERP-Supported Schools

Most of the interviewees in this category agreed that ERP-supported professional development activities helped them (and their colleagues) to implement active-learning

[75] Note that no focus groups in Cairo were organized for teachers in ERP-supported schools, SBTEU staff, and the standards support team.
[76] We will discuss in one section the findings from the latter three categories of interviewees: SBTEU staff, local supervisors, and standards support team members.
[77] This and the previous question were dealt with in most governorates as one and the same; teachers tended to mention ERP activities whenever they mentioned any effective training they attended. Very few people reported about trainings conducted by MOE or by other projects.
[78] This question was also addressed to focus groups composed of staff from Inservice Education and Training (INSET) centers; the similarities and differences in their comments – compared to the other non-teacher categories of interviewees – will be noted, though not discussed in a separate section.

techniques in their classrooms.[79] These teachers also pointed out that being trained in the new methodologies gave them the courage, the knowledge, and the skills to handle students' questions and individual differences:[80]

- "In fact, I knew the titles of the new methodologies before; active learning, problem solving, cooperative learning, brainstorming, role play, and simulation, all were not new. The crucial thing is that ERP training made me understand how to use them." (Alexandria Teacher)
- "Through ERP training programs, I began to understand my profession and my role as a teacher. I even became more democratic in my class." (Aswan Teacher)
- "ERP training is a big plus; they showed me knowledge and the techniques for implementing this knowledge." (Bani-Suef Teacher)
- "Active learning, as one of ERP training programs that I benefited a lot from, removed boredom from my classroom life, when I applied the knowledge and skills gained in the workshops." (Fayoum Teacher)
- "[ERP-supported workshops] gave life to the old theoretical terminology we were exposed to when we were students at the faculty of education." (Minia Teacher)
- "The less you talk, the more you teach. This is the slogan I follow after I attended the trainings." (Minia Teacher)
- "ERP made the still water move smoothly." (Qena Teacher)

More specifically, these informants mentioned a variety of ERP-supported inservice professional development activities as helping them in implementing reform pedagogies. Workshop topics identified by at least one participant in each of the six governorates where a focused group was conducted include:

- comprehensive evaluation
- cooperative learning
- critical thinking and problem solving.

[79] In Bani Suef and Qena at least one teacher also mentioned training workshops organized by World Bank/European Union-funded Education and Secondary Education Enhancement Projects. Furthermore, teachers working in ERP-supported schools in the six governorates in which focus group interviews were conducted identified other factors contributing to their use of reform pedagogies: the general tendency towards change in their idara (e.g., "*We were on the same wave of change with the ministry*" [Alexandria Teacher]), overseas training in the US and the UK, the follow-up on the part of the supervisors coupled with the change in supervisors' attitude from that of a fault finder to that of an advisor, and the active participation of school and idara administrators in enabling people to attend trainings (e.g., "*My personal conviction and the help from the school are the true causes*" [Aswan Teacher]; ,for further details on the latter two factors, see Chapter 7).

[80] However, a few participants in these focus groups reported that they did not perceive much, if any, change in teachers' classroom behavior. For instance, a supervisor from Minia governorate expressed: "In the French language, no change has taken place in the last 20 years, no active learning or even passive learning!"

In addition, participants in certain governorates identified workshops on the following topics as contributing to their implementing active-learning pedagogies: 1) concept mapping (Bani Suef), 2) curriculum analysis (Minia, Qena), 3) decision-based action research (Bani Suef, Qena), 4) educational bags (Alexandria, Aswan, Qena), 5) lesson planning (Aswan, Bani Suef), and 6) new methods of teaching (Alexandria, Fayoum, Qena).

While these interviewees were generally positive about ERP-supported professional development, they did offer some criticisms and suggestions for improvement. Interestingly, many of the criticisms focused on the amount and distribution of training, thus reinforcing the above-noted statements of the value of such activities:

- "I think we need more computer training." (Bani Suef Teacher)
- "Teachers of English, French, and social sciences were invited less often to training workshops (compared to teachers of math, sciences and Arabic)." (Minia Teacher)
- "Most of the training workshops concentrated on the primary stage teachers not the secondary." (Qena Teacher)

Concerns were also expressed about the scheduling of the workshops, which sometimes occurred during exams or other busy times in the school schedule: "I wish to have all the training during the holiday" rather than during periods where we miss classes or have the pressure of exams (Alexandria Teacher).

Teachers in Other Schools in Focal Governorates

Having previously indicated that they had not begun to implement active-learning pedagogies, most teachers in this category were not in a position to identify factors that contributed to promoting such reform teaching methods: "We did not implement active learning in our classes" (Alexandria Teacher). Importantly, however, many of these teachers expressed a belief that ERP-supported professional development activities could have helped them to implement reform pedagogies, in that at least one of the participants in each focused group interview made a plea for ERP and the Ministry to include them in future trainings. For instance:

- "We need training on methods of teaching our subjects." (Bani Suef Teacher)
- "We need training on enrichment materials for teaching the subjects." (Minia Teacher)
- "We need training on computers [and] internet …" (Qena Teacher)

Moreover, some of the participants in Bani Suef, who had made some progress in changing their classroom practices, mentioned that they had benefited from training

workshops conducted by CARE as part of the USAID-funded New Schools Program: ”CARE training programs were very important, especially in terms of teaching to small groups and cooperative learning” (Bani Suef Teacher). In this and other governorates (except Alexandria), at least one interviewee referenced the following professional development activities: a) MOE video conference on methods of teaching (Aswan, Bani Suef), b) faculty of education workshop on student evaluation (Aswan), c) MOE training on computers (Aswan, Qena), and d) Intel/MOE training on computers (Fayoum).

SBTEU Staff, Local Supervisors, and Standards Support Team (SST) Members

These informants echoed the above-reported remarks of the teachers in ERP-supported schools in noting that ERP-supported professional development activities contributed to teachers implementing active-learning pedagogies:[81]

- ”The change in teacher’s performance is the result of the intensive training programs they had with ERP in the school or across governorates, especially cooperative learning.” (Alexandria Supervisor).
- "Cooperative learning, for instance, is being actively used in Kom Ombo primary schools more than in the preparatory schools and far more then in the secondary schools." (Aswan Supervisor)
- "I used to enter the classroom to lecture. No more, now I enter the class to facilitate the learning of the students and to learn myself." (Aswan SBTEU staff)
- “About 90% of teachers who attended ERP training have changed their classroom practices.” (Bani Suef Supervisor)
- “I got involved in the training very much and benefited a lot from ERP training programs. … The training day passed very quickly.” (Bani Suef SST Member)
- “[My colleagues and] I began to see the value of being a teacher through the training.” (Fayoum SBTEU Staff)
- "Three years ago most teachers couldn't make a good lesson plan. Now some of them do this professionally. One teacher used new multimedia devices in the class." (Cairo Supervisor)

[81] Other factors helping teachers to implement reform teaching methods mentioned by interviewees in this category include: the emergence of a “change-welcoming” school culture (e.g., “*The active atmosphere of change would naturally result in this success*” [Alexandria Supervisor].), the participation of the board of trustees in schools, the spread of the standards culture, school cluster-based meetings, the new relationship between the teachers and supervisors, and encouragement of school administrators (e.g., “*The positive attitude of the administration, above all, is what helped me*” [Qena Supervisor].).

- "As a teacher I became a facilitator, making use of different A/V media for reinforcing students' learning." (Minia SST Member)
- One big change in my Mathematics class is getting students to work in research groups where they reach the answer to a question through discussion and reasoning." (Minia SBTEU Staff)
- "I have been teaching for 18 years. Fifteen of these years were just lecturing. However, the last three years, due to ERP training, I got to use other new methodologies like cooperative learning." (Qena SBTEU Staff)

Several interviewees mentioned that the trainings were particularly valuable because the content was relevant to the actual problems that teachers face. And especially supervisors stressed that the trainings were more effective when the supervisor and the teacher both received the same training (for further details, see Chapter 7).

More specifically, at least one participant in one or more of the focused group interviews in each focal governorate mentioned the following *ERP-supported* inservice professional development programs as being helpful in facilitating teachers' efforts to implement active-learning pedagogies:

- comprehensive evaluation
- critical thinking and problem solving
- classroom supervision

Notice that the first two topics listed also were mentioned by teachers in ERP-supported schools in the participating focal governorates. At the same time a topic identified frequently by teachers in ERP-supported schools, "cooperative learning," was not listed by any of these categories of informants, while not surprisingly (given the number of supervisors in these categories of informants), "classroom supervision" was a frequently referenced topic. Moreover, at least one interviewee in one or more of the focus groups in the specified governorates identified as beneficial the following ERP-supported inservice professional development activities:

- curriculum analysis workshop (Aswan, Minia, Qena)
- learning resources workshop (Alexandria)
- presentation skills workshop (Qena)
- the use of educational bags (Alexandria)

- attending conferences organized by EgypTesol, the American University of Cairo, and a local faculty of education (Fayoum, Qena).[82]

In addition, at least one participant in one or more of the focused groups in the specified governorates reported as making a positive contribution the following professional development activities organized by groups other than ERP: a) Intel/MOE training program on computers (Alexandria, Aswan, Qena), b) University of Pittsburgh short course on active-learning methods organized at the as part of the Alexandria Reform Pilot Project (Alexandria); c) British Council training sessions on teaching methodologies (Alexandria); d) American Cultural Center workshops on teaching methodologies (Alexandria); e) Alexandria Library training on classroom management (Alexandria); f) World Bank/European Union-funded Education Enhancement Project workshops on lesson studies, computers, teaching reading and writing (Bani Suef and Qena).[83]

Similar to the teachers interviewed from ERP-supported schools, participants in these focus group interviews (SBTEU staff, local supervisors, and SST members) offered criticism or recommendations concerning ERP-supported professional development activities. In part such comments represented indirect praise of the activities, because they argued that teachers of other subjects (or teachers in other schools and idaras) should be able to attend (for similar point involving professional development for school administrators and supervisors, see Chapter 7):

- "We wish that ERP continues in applying comprehensive evaluation for the primary grades 4-6 for all the subject matters." (Alexandria SBTEU Staff)
- "Why can't ERP train all teachers following a systemic plan rather than focus on the focal family of schools?" (Bani Suef SST Member)
- "Some subjects like English, French, philosophy were not covered in the training. Even social studies was included only recently." (Minia SBTEU Staff)
- "I ask ERP to widen its umbrella of training. Arabic, mathematics and science are the only subjects that benefited from ERP training. So what about French,

[82] Note that at least one participant in the INSET staff focus groups in the identified governorates listed the following ERP-supported, professional development program as being helpful to teachers trying to implement reform pedagogies: a) comprehensive evaluation (Alexandria), b) cooperative learning (Bani-Suef, Fayoum), c) critical thinking and problem solving (Aswan, Bani Suef), d) classroom observation (Bani Suef, Minia, Qena), e) action research (Bani Suef, Fayoum), f) presentation skills (Qena), and g) teacher and student portfolios (Cairo).

[83] Note that at least one participant in the INSET staff focused groups in Aswan, Bani Suef, and Qena listed the following workshops, organized by the World Bank/European Union-funded Education Enhancement Project, as being helpful to teachers trying to implement reform pedagogies: learning resources, using classroom educational corners, using portfolios.

Philosophy, Logic and psychology? We can say that there is no training for secondary teachers" (Qena SST Member)

Another criticism, based on a compliment of the relevance and quality of the professional development activities, focused on trainings not being long or extensive enough:

- "The cooperative learning training was limited in time with lots of information." (Aswan SBTEU Staff)
- "Three days were not enough for classroom supervision." (Qena SST Member)
- "The action research training was superficial; it didn't get down unto the real problems of the school" (Alexandria SBTEU Staff).
- "I thought the critical thinking training would handle the questioning strategies." (Alexandria Supervisor)
- "I suggest increasing the specialized training especially in English and Arabic." (Minia SBTEU Staff)
- "In some classes students do not participate in a way that shows critical thinking because their teachers have not been trained in using it." (Bani Suef Supervisor)

Contribution of School-Based Training and Evaluation Units (SBTEUs)

As identified in the review of documents (above), one of the objectives of ERP-support for professional development reform was to activate and enhance the effectiveness of SBTEUs. In the following focus groups, participants (154 people in total) were guided to discuss relevant issues: SBTEU staff (42), teachers in ERP-supported schools (39), teachers in other schools in focal idaras (39), and INSET staff (34).[84] To stimulate discussion, focused group moderators asked participants:

- "How effective is your school's SBTEU in *identifying* the in-service *training needs* of teachers?"
- "How effective is your school's SBTEU in *organizing* professional development *activities* for teachers?
- **"**What, if any, weaknesses or problems do you see with the work of your school's SBTEU?
- "In your view, how, if at all, has the functioning of your SBTEU *changed* during the last three years?

[84] Note that we were not able to conduct focus group interviews in Cairo for either category of teachers or for SBTEU staff. Also, the first six questions were raised during the focused group interview involving central MOE administrators; because these participants devoted less time to and had relatively few comments on these issues, we will reference them at appropriate places in footnotes.

- "What circumstances or factors have *helped* your school's SBTEU to be more effective?"
- "What circumstances or factors have *hampered* your school's SBTEU from being more effective?"
- "What, if any, *ERP*-supported/organized activities would you identify as having been *most helpful* in activating and developing the capacity of SBTEUs?[85]
- "How could *ERP* been *more effective* in activating and developing the capacity of SBTEUs?

SBTEU Staff

Most of the participants in this category pointed out that SBTEUs had undergone some noticeable changes over the last three years. While school-based training had mainly been random and artificial previously, now it was systematized and addressed critical issues. They also contrasted what had happened before ("only paperwork") with the situation today ("real training is taking place", "systematized"). Nevertheless, these interviewees, who had some responsibilities for the SBTEUs in their schools, reported that the changes were not substantial enough, and that further changes were needed to realize the possibility of such units.

SBTEU staff mentioned that they sought to identify the training needs of teachers in their schools by a) orally asking teachers individually or during group meetings (Alexandria, Aswan, Minia, Qena), b) distributing written questionnaires (Alexandria, Aswan, Bani Suef, Qena), c) seeking input from supervisors and senior teachers (Aswan, Fayoum, Qena), d) reading school cluster reports (Qena, Minia), and e) reviewing the overall school plan (Alexandria, Bani Suef). Based on these sources of information, SBTEU staff (in Aswan, Fayoum, Minia, and Qena) stated that they had organized a range of professional development activities for teachers in their school (see column 2 of Table 1).[86]

[85] This and the next question were only asked during the focused groups involving teachers in ERP-supported schools and INSET staff.
[86] According to a Bani Suef SBTEU Staff, they "do nothing (systematic); there is no coordination among the people in the unit."

Table 1: SBTEU Staff and Teacher Reports of SBTEU-Organized Training Topics

Topic	SBTEU Staff Member	Teachers in ERP-Supported Schools
Classroom Management	Minia	
Cooperative Learning	Qena	
Critical Thinking and Problem Solving		Alexandria, Qena
Educational Bags		Qena
Evaluation Techniques		Alexandria
Financial & Managerial Supervision		Alexandria
Good Handwriting	Aswan	
Human Resources	Aswan	
Learning Resources		Alexandria
Lesson Planning	Aswan	
Negotiations	Aswan	
New Teaching Methods		Alexandria, Qena
Teacher Portfolio		Qena
Teaching a Model Lesson	Fayoum	
Test Preparation	Minia	
Time Management	Aswan	
Using AV media		Alexandria, Qena
Using computers		Aswan, Qena
Using Local Materials as Instructional Aids	Fayoum	

When asked what helped SBTEUs to begin to perform their roles more effectively, SBTEU staff noted 1) their own enthusiasm, 2) the support of supervisors and administrators ("our principal was spending money out of his own pocket on the unit" [Bani-Suef]),[87] and 3) the desire for change on the part of teachers. They also listed 4) the "culture of change" pervading schools in which ERP was working and 5) the training provided by ERP. Similarly, in discussing factors that they perceived as hampering more substantial change in SBTEUs' functioning, interviewees in this category highlighted individual attitudes and behaviors: a) most teachers like to be trained outside of school, so that they can get money for travel, (Aswan, Fayoum); b) teachers are less enthusiastic about school-based trainings because we cannot afford to offer coffee or refreshment breaks for trainees, (Aswan); c) teachers do not realize the importance of training (Alexandria, Qena), d) school administrators resist or do not support the SBTEUs' work;

[87] The importance of support from principals was also mentioned by a participant in the central MOE administrator focused group: "The school principal is a key factor in activating or deactivating the [SBTEUs]." "The school principals should be given some freedom (decentralization?) to run the SBTEUs."

and e) SBTEU staff members are transferred to other schools, just as they have begun to develop the skills and strategies for doing the work (Bani Suef).

Teachers in ERP-Supported Schools

Most of the participants in these focused groups indicated that, like SBTEU staff, they had also observed some changes in the functioning of the SBTEU in their school. They stated that the number of trainings had increased, the quality of the training had improved, and the staff member(s) responsible for the SBTEU seemed to understand better. The following quote from a teacher from Qena captures the overall flavor of the assessment by teachers in ERP-supported schools: “Three years ago, it was mainly on paper; now we see it as a living organism.” And an important point was made by a teacher in Minia: “Now follow-up is better than before.”

With respect to needs assessment, these informants noted some efforts by SBTEU staff, but did not see such as part of a systematic or on-going process. They reported that SBTEU staff would sometimes distribute a questionnaire for teachers to fill in, meet with teachers and discuss their needs, or receive written reports from senior teachers and supervisors regarding training needs of teachers. However, these interviewees criticized that for the most part such needs assessments did not drive the training that was organized by the SBTEU. Instead, SBTEU were seen to be implementing a series of training workshops based on an externally predetermined plan, without paying attention to the real needs of teachers in the particular school:

- “Training is for all; we do not need to know the needs.” (Minia Teacher)
- “No one cares about our real needs.” (Qena Teacher)

Interestingly, as can be seen by comparing column 2 and column 3 in Table 1,[88] none of the topics that teachers in ERP-supported schools mentioned as being delivered by their respective SBTEU were ones that SBTEU staff reported, during their focus group interviews, as having been organized. While these teachers did not necessarily work in the same schools as the SBTEU staff involved in the interviews, the complete lack of overlap in topics listed is noteworthy.

When asked what helped SBTEUs to begin to perform their roles more effectively, teachers in ERP-supported schools mainly stressed individual attitudes and behavior: a) the enthusiasm of the SBTEU staff member (Alexandria, Aswan, Bani Suef, Fayoum,

[88] Minia , Bani Suef and Fayoum focus group participants in this category did not list any activities, and instead indicated that the main roles for SBTEU staff was to assess needs, conduct training, distribute training content, evaluate training workshops, and write reports on the training.

Qena), b) the cooperation from the supervisors and senior teachers (Minia, Qena), c) the support from the boards of trustees and school administration (Minia, Fayoum),[89] and d) the desire for change on the part of teachers (Aswan, Fayoum). Interviewees in this category also mentioned f) the existence of a training place (Alexandria) and g) the training conducted by ERP for SBTEU officers (Aswan, Qena).

In discussing the factors that hampered SBTEUs from functioning more effectively, these interviewees also noted individual attitudes and behavior (e.g., the resistance of trainees). However, these informants also stressed a number of structural factors: 1) an insufficient budget, 2) a lack of training materials (pens, boards, transparencies, paper), 3) the lack of dedicated training space, 4) the work burden on the SBTEU staff (who also have teaching responsibilities), and 5) the lack of incentives (e.g., travel reimbursements, certificates) for attendance.[90] And, finally, a few teachers in ERP-supported schools criticized that the person responsible for their SBTEU was not being well-trained, while many teachers spoke of the value of ERP training – within a governorate, regionally/nationally, and internationally – for SBTEU staff.[91]

Teachers in Other Schools in Focal Governorates

Most of the participants in this category commented that they had seen "no change at all" or "a very tiny change" in the functioning of their SBTEUs:

- "It does not exist in reality." (Alexandria Teacher)
- "It is only paper work …I see a file but not a unit." (Aswan Teacher)
- "The only change is that we now heard a lot about this unit ... It is just ink on paper." (Bani-Suef teacher)
- "It is only a big notebook with reports in it." (Cairo Teacher)
- "They can conduct a training in five minutes only; simply because it is all on paper." (Fayoum Teacher)
- "Nothing comes out of it, nothing!" (Minia Teacher)

Unlike SBTEU staff and teachers in ERP-supported schools, these interviewees did not identify a variety of strategies that SBTEU staff used to assess the training needs of teachers. The trainings that were organized – or at least reported as having taken place –

[89] This important role to be played by the BOT was noted by a participant in the central MOE administrator focused group: "Schools boards of trustees should encourage work in the SBTEUs."
[90] Similarly, a participant in the central MOE administrator focused group commented: "The biggest problem is that there is no financial incentive; that's why teachers do not take it seriously."
[91] This point was echoed by participants in the central MOE administrator focused group: "Under ERP many teachers were trained, and these SBTEUs were revived."

were seen to reflect school annual plans and comments in a supervisor's report. A few interviewees mentioned professional development activities organized through their SBTEU focusing on "micro-teaching (Bani Suef Teacher) and on "using computers, integrating AV media, and making transparencies" (Qena Teacher and SBTEU Staff).

Given that they had not seen much, if any, change in the functioning of their SBTEUs, these interviewees did not devote much time to discussing factors that contributed to positive change. The exception to this was in Bani Suef and Fayoum, where interviewees noted a training program for SBTEU staff that was conducted abroad (perhaps referencing an ERP-conducted training for educators who subsequently moved to a non-ERP-supported school).[92] Participants in these focus groups highlighted structural issues (lack of funds and over-extended staff) as restricting the development of SBTEUs: "I am a school-based training unit officer, a vice-principal, head of the control room, responsible for the school timetable, and a supervisor of three other schools. What do you expect from me?" (Qena Teacher).[93]

INSET Staff

The focused group participants from the local inservice training centers complained that the SBTEUs are not organized as part of the local (idara, muddiriya, and INSET) training system, but rather come under the (idara and muddiriya) education reform departments. Accordingly, most of these interviewees confessed that they had limited, direct knowledge of the functioning of SBTEUs. For instance: "We don't know what they do, we can not even exchange the training materials" (Bani Suef INSET Staff).[94] Some of them mentioned that they have been informed that there has been some change, particularly in schools receiving training and technical assistance from ERP, but they were not really in a position to know. "There is a slight change; teachers are learning more" (Fayoum INSET Staff). "Although SBTEUs are not active, ERP-based SBTEUs are the best" (Qena INSET staff).

A few interviewees in this category had some direct exposure to SBTEUs, and described how they understood that teachers' training needs were identified:

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[92] This point was also mentioned by a participant in the central MOE administrator focused group: "Teachers who have been trained abroad should be these [SBTEU] officers."

[93] This issue was also stressed during the focused group of central MOE administrators: "Normally a SBTEU officer is a senior teacher who is overloaded with work burden." "The SBTEU officer should be free of other duties."

[94] A participant in the central MOE administrator focus group mentioned similarly: "There is no coordination between these units and the INSETs."

- “I know that they make up plans and follow these plans.” (Alexandria INSET Staff)
- “The International Bank distributed books of teachers’ needs, and [SBTEU staff] surely follow it.” (Aswan INSET Staff)
- “They normally meet teachers and ask them about their needs.” (Qena INSET Staff)

Most of the participants in this category agreed that the main roles of the SBTEUs are to assess needs, prepare training materials, conduct the training, and write reports. However, they pointed out that these activities/roles are done only on paper: “[SBTEU staff] tend only to present written reports to the administration” (Aswan INSET Staff). “It’s only paperwork” (Bani Suef INSET Staff).

When asked what they perceived to be the factors that facilitated SBTEUs functioning effectively, some INSET staff listed: 1) being supported by the school principal (Bani Suef, Qena), 2) having space as well as the financial and technological resources for conducting trainings (Alexandria), 3) establishing a *school cluster arrangement* (Alexandria, Bani Suef, Minia, and Qena), and 4) taking part in ERP-organized (in-country and overseas) training for SBTEU staff and teachers (Alexandria, Fayoum, Minia, Qena). The factors they identified as hampering the effectiveness of SBTEUs include: lack of a suitable place and a budget for training (Alexandria) as well as lack of cooperation by supervisors, school administrators, and teachers with the efforts of SBTEU staff (Aswan, Minia).

In addition to recommending that ERP provide more (in-country and overseas) training, these interviewees suggested a) setting up a website for each SBTEU to facilitate the exchange of ideas across schools, idaras, and governorates (Minia), b) having a governorate-level conference for schools to share experiences (Bani Suef, Qena), c) giving certificates for teachers who complete trainings (Aswan), and d) supplying computers, telephones, copiers, and other equipment (Aswan).

Contribution of School Cluster Approach
School Cluster Mechanism for Professional Development

As documented above, one of the professional development reform initiatives supported by ERP was establishing and developing a school cluster mechanism, through which SBTEU professional developers and other school personnel organized and took part in trainings involving educators from a group of schools. To investigate how two key categories of MOE employees viewed the functioning of the school cluster, we conducted

interviews with 42 SBTEU staff in six focused groups, one in each of the focal governorates (except Cairo), and 34 local training system (mainly INSET) staff in seven focused groups, one in each focal governorate. The discussion was guided by posing the following questions to focused group participants:

1. **"**Overall, what is your view about the *idea* of school clusters?"
2. **"**What are the most *positive things* that have been achieved through the school cluster mechanism? Why?"
3. **"**What factors helped in implementing the school cluster mechanism?"
4. **"**What *problems* have occurred in trying to create and work within the school cluster model? Why?
5. "What ERP-supported/organized activities have been *most helpful* in promoting the working of school clusters? Why?"
6. **"**In your view, how could ERP been *more effective* in helping to develop the working of school clusters?"

Two of the five participants involved in the SBTEU focused group in Aswan had not heard about school clusters and tended either to ask the moderator questions about them or to make general, negative comments about what they perceived about the idea. For instance: "[Please] explain to me the idea of school clusters, because I don't know about them and never attended" any activities organized through them. And a very small number of interviewees in other governorates offered negative comment about the school cluster approach: For example: "One of the drawbacks of school clusters is that different schools have different training needs. [Thus,] getting these schools together will waste the time and effort of at least one school, if it has different training priorities" (Bani Suef SBTEU Staff). "Sometimes I feel that training is imposed on us rather than based on our needs" (Fayoum SBTEU Staff).

However, the vast majority of SBTEU staff and INSET staff reported that the school cluster mechanism facilitated professional development activities, enabling educators to benefit from interacting with a larger set of colleagues:

- "An outstanding initiative for exchanging experience." (Alexandria SBTEU Staff)
- "School clusters stirred the spirit of competition, and deepened friendships." (Aswan SBTEU Staff)
- "It is perfect, since we get to share ideas and successful experiences." (Bani-Suef SBTEU Staff)

- “It helped me to develop a learning attitude, even from teachers who are younger than me.” (Bani Suef INSET Staff)
- “I … see how schools benefit from each other through exchanging experience.” (Cairo INSET Staff)
- “It was great for teachers to get to know each other better.” (Fayoum SBTEU Staff)
- “We had similar needs, so we could work together smoothly.” (Fayoum SBTEU staff)
- “It provides a competitive as well as cooperative environment.” (Fayoum INSET staff)
- “School clusters enhanced creativity and dissemination of successful training.” (Minia SBTEU Staff)
- “School clusters helped in teacher exchange.” (Qena SBTEU Staff)
- “It is very important to continue having school clusters after the termination of ERP.” (Qena INSET Staff)

Although one participant from Aswan (SBTEU Staff) noted that “there were no factors” that helped in implementing the school cluster mechanism, other participants, who knew about the school cluster approach, listed a number of factors, including: a) the location of clusters of schools near to each other (Alexandria SBTEU, Aswan SBTEU, Fayoum INSET, Qena INSET), b) the availability of a suitable place for meetings (Minia INSET), c) the similarity of various schools’ needs and the competitive spirit among schools (Fayoum SBTEU, Qena SBTEU), d) the desire for change and development. (Cairo INSET, Minia INSET), e) the encouragement and support from the school administration. (Bani Suef SBTEU; Qena SBTEU), and f) ERP trainings and other for SBTEU staff (Alexandria INSET, Bani Suef SBTEU, Fayoum SBTEU, Qena SBTEU).[95]

Interviewees, despite being general positive, did identify some factors that hindered the development of the school cluster mechanism to facilitate professional development activities. The factors can be classified in terms of *financial constraints* effecting training staff and participants (Alexandria SBTEU, Alexandria INSET, Bani Suef INSET, Minia

[95] Interviewees called attention to ERP-organized monthly meetings as well as trainings for SBTEU staff as helping the implementation of school clusters. For example: “A good workshop was about changing the scientific material into a training material” (Minia SBTEU Staff).

SBTEU, Qena SBTEU, Qena INSET),[96] *time constraints* or scheduling conflicts (Alexandria INSET, ASWAN SBTEU, Bani-Suef SBTEU, Bani-Suef INSET, Fayoum SBTEU, Qena SBTEU), and lack of or *limited support by principals* (Fayoum SBTEU, Qena SBTEU, Qena INSET).[97] Their recommendations for changes in ERP activities or improvements in the implementation of the school cluster mechanism stress similar factors. First, all governorates' SBTEU focus groups recommended providing funds to support school clusters and their activities, including paying travel allowances; establishing a permanent, equipping space for activities; and purchasing training materials (markers, paper, transparencies, etc.). Second, some interviewees proposed more awareness-raising about the school cluster mechanism, especially among principals (Aswan SBTEU, Aswan INSET, Qena INSET). Third, some interviewees recommended improvements in how school clusters were organized, including: a) creating school clusters for each education stage separately (Aswan INSET), b) structuring SBTEU staff meetings around actions plans developed by participants, c) having university professors involved in delivering school cluster-based trainings (Bani Suef INSET), d) establishing a database for all schools, teachers and administrations in each school for follow-up records (Aswan INSET staff), and e) setting up a website for each school cluster to facilitate the exchange of ideas (Minia SBTEU).

Conclusion

In this chapter we drew on document review to describe the various ERP-supported initiatives to develop the capacity of teachers, particularly in implementing active-learning and other reform pedagogical practices. We illustrated the different approaches that ERP staff and consultants employed in organizing teacher professional development activities: cascade training of trainers, TOT for school-based trainers, TOT with guided practice for school-based trainers; project staff/consultants direct provision of professional development; and collaboration with MOE staff to plan and implement activities.

We also reported on focus group interviews with a variety of MOE staff. Teachers, school administrators, supervisors and other educators working in ERP-supported schools

[96] According to one interviewee, in secondary schools some teachers use the meetings to organize private tutoring (Bani Suef SBTEU Staff). While this may have encouraged attendance, despite no travel reimbursements being given, it likely minimized the acquisition of pedagogical knowledge and skills.

[97] According to INSET staff members in Fayoum and Qena governorates, principals' lack of support may derive from financial considerations. For instance: "Some principals didn't like the idea [of school clusters] because they didn't receive any personal gains" (Fayoum INSET Staff).

indicated that professional development activities had been helpful; this was not the case among teachers from other schools in the focal governorates. Interviewees also identified factors that facilitated and those that hindered effective professional development activities, and offered specific recommendations regarding ERP efforts. Similarly, SBTEU staff (as well as teachers and supervisors working in ERP-supported schools, but not other groups of teachers) reported that the functioning of these local units for professional development had improved in the past 2-3 years, though there was certainly room for further improvement. Focus group participants also identified helping/hampering factors and made recommendations for strengthening ERP's support of SBTEUs. The various MOE staff participating in the focus groups also were generally positive about efforts to establish inter-school clusters as a mechanism for planning and implementing local professional development activities. They mentioned several factors that had helped or hindered the functioning of the cluster mechanism, and made recommendations for ERP's future work.

In the next chapter we will report the findings based on quantitative data collected using the Standards-Based Classroom Observation Protocol for Egypt (SCOPE) as well as qualitative data collected via focus groups to discuss outcomes of ERP-supported activities designed to improve the quality of educational practice. This discussion will relate directly to teacher professional development activities (discussed in this chapter) as well as administrative leadership development activities (discussed in Chapter 7), but also – at least indirectly – to the activities associated with standards implementation (discussed in Chapter 6).

CHAPTER 9:
Outcomes of ERP-Supported Capacity Development Efforts

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In this chapter we discuss quantitative and qualitative findings addressing the question of whether teacher and student behavior in classrooms changed in the context of ERP-supported training and other activities. More specifically, we look at whether or not: a) SCOPE data indicate a more substantial move toward using reform pedagogies among teachers in ERP-supported schools (versus teachers in control schools); b) focus group interview participants reported that they perceived greater change toward reform pedagogies in ERP-supported schools (versus other schools) in the 7 focal governorates. c) SCOPE data evidence a more substantial move toward engaging in creative-thinking and problem-solving activities among students in ERP-supported schools (versus students in control schools); and d) focus group interview participants reported that they perceived greater change toward student creative-thinking and problem-solving behavior in ERP-supported schools (versus other schools) in the 7 focal governorates.

Collecting Classroom Observation Data Using SCOPE

Verspoor (1989, p. 108) in *Pathways to Change: Improving the Quality of Education in Developing Countries* laments that "few programs … [have] systematically collected information on the degree of use of the change program in the classroom … [based on] systematic observation of classroom processes." To avoid this problem in studying the impact of ERP-supported reform activities, ERP (Educational Quality and Monitoring & Evaluation divisions) contributed to developing and collecting data with the Standards-Based Classroom Observation Protocol for Egypt (SCOPE) in 2005, 2006, and 2007.[98] The SCOPE measures teacher enactment of reform-based teaching methods,[99] which are aligned with the "Standards for the Educator" as outlined in the *National*

[98] Two other such efforts, undertaken by ERP in collaboration with MOE units are a) the Critical Thinking, Achievement, and Problem-Solving (CAPS) Test and the Management Assessment Protocol (MAP).

[99] ERP's quarterly report explains that "ERP uses reform-based methods as a term which includes instructional approaches which differ from "chalk and talk" lecture and memorization because they involve both teachers and students in more interactive instruction and learning. Examples of reform-based methods include inquiry-based teaching, learner-centered teaching, cooperative learning, and active learning. Reform-based methods can also support the development of students' problem-solving and critical thinking skills" (ERP, 2005a, pp. 29-30).

Standards for Education in Egypt (MOE, 2003b),[100] as well as student behaviors reflecting the development of problem-solving and critical-thinking skills (ERP, 2005a, p. 5). SCOPE includes 16 items measuring teacher behavior and 5 items measuring student behavior, both of which were rated by supervisors who were specially trained as classroom observers. With regard to the teacher behavior items, the U.S. consultant, who has led the development of the tool as well as the data collection and analysis, writes:

> [R]atings of "1" for teacher behaviors characterize instruction that is traditional; authoritative; teacher-centered; non-collaborative or cooperative; mostly chalk-and-talk; exclusively academic, compartmentalized, and discipline specific; non-responsive to student lives and needs; poor in providing positive feedback and opportunities for student reflection; and focus on rote learning, convergent final products ...
>
> By comparison, ratings of "5" for teacher and student behaviors characterize classrooms in which instruction is reformed; participatory; student-centered; collaborative and cooperative; active; inquiry-based; relevant and responsive to student lives and needs; integrated across disciplines and connected with everyday life; focused on meaningful learning, higher order and critical thinking skills, and open-ended, heuristic problem solving. (Abd-El-Khalick, 2005, pp. 2-4)

The SCOPE was used initially to collect data in March/April 2005 (SCOPE I), documenting teacher behaviors and student behaviors in a sample of 733 classrooms in the families of schools in the eight idaras and 7 governorates in which most ERP activities were focused (ERP, 2005b).[101] The second wave of data collection using the SCOPE occurred approximately one year later in March/April 2006 (SCOPE II) (ERP, 2006a).[102] At this point changes were made in the sample of classrooms that were observed: a) a control group was added, consisting of randomly selected classrooms from schools in the

[100] SCOPE's focus also relates to one of the "Curriculum and Learning Outcomes Standards:" "teaching and learning activities include different processes of thinking." This standard includes a focus on a) "involving students in situations that motivate the mind, critical thinking and problem solving to make learning more meaningful" and b) "link[ing] student's knowledge, life experience and interests with the new learning objective" (MOE, 2003b, p. 188).

[101] The baseline study results, focusing on the 16 teacher behavior items (with the highest ratings) as well as on the 5 student behavior items, were summarized as follows: [T]eacher mean scores were highest for "managing instructional time," followed by "classroom management," and then "equitable participation …, [although the scores on] these three items … were either below or slightly above the "2" mark indicating the prevalence of more traditional instructional practices. … On the other extreme, student mean scores (items 17–21) across all governorates were lowest among the set, roughly in the following order: "students do inquiry," "students engage critical discourse," "students define problems and questions," "students solve problems," and "students evaluate different solutions" (Abd-El-Khalick, 2005, pp. 12-13).

[102] As had been the case in 2005 focused on SCOPE I, in 2006 several meetings were held to plan for data analysis and the dissemination of SCOPE I and SCOPE II findings (ERP, 2006b).

seven governorates, but outside the ERP family of schools and not involved in other donor-funded reform activities [and] b) the sample of ERP schools was revised "to correct for the overrepresentation of preparatory teachers and under-representation of primary teachers in the SCOPE I sample" (Abd-El-Khalick, 2006, p. 5).[103] A third wave of data collection took place in March/April 2007 (SCOPE III), focusing on classrooms of ERP and non-ERP teachers who were involved in the 2006 data collection as well as a new group of 87 teachers working in schools supported by the New Schools Program (NSP) and 21 teachers working in schools supported by both ERP and NSP (Abd-El-Khalick, 2007, p. 6).

The published reports of SCOPE data (Abd-El-Khalick, 2005, 2006, and 2007) present the findings separately for each of the 16 teacher behavior items and each of the 5 student behavior items.[104] However, here we discuss the results in terms of four teacher behavior scales and 2 student behavior scales. The teacher behavior scales and associated observation items[105] are:

- *Classroom/Instructional Management* (***CIM***):
    1. Manages instructional time effectively
    2. Demonstrates effective classroom management skills
    3. Makes effective use of different instructional resources and strategies
- *Active-Learning Pedagogy/Behavioral Dimension* (***ALP-BD***):
    4. Engages students in carefully structured cooperative learning experiences
    5. Implements instruction that targets the development of students' social and collaborative skills
    6. Actively ensures the participation of all students in learning activities

[103] While these changes will be beneficial in addressing the question of impact when subsequent waves of data are collected/analyzed, these changes raise some concerns about the findings reported after the second SCOPE data collection (i.e., Abd-El-Khalick, 2006). The introduction of the control group will enable a comparison of gain scores (SCOPE III – SCOPE II) of ERP and non-ERP classrooms, but the comparing SCOPE II ERP with SCOPE II control classrooms does not unequivocally address the question of whether any differences are attributable to ERP interventions (versus other pre-existing differences). Revising the ERP sample for SCOPE II improves its proportional representation of primary and preparatory teachers, thus enhancing the accuracy in representing ERP classrooms. However, it complicates comparisons of SCOPE I and SCOPE II scores for ERP classrooms (in general), for example, because primary teachers tended to employ more active-learning, student-centered methods. Finally, being able to differentiate teachers who did and who did not receive direct ERP-supported training is very important, but interpreting the results of comparison of these two groups on data collected during the second wave is confounded by the fact that a greater proportion of primary teachers received ERP-supported training. Therefore, here we will undertake the analysis of group comparisons, focusing only on teachers' classrooms that were the focus of SCOPE I and SCOPE II or the focus of SCOPE II and SCOPE III. Moreover, we will always discuss the results separately for primary, preparatory, and secondary teachers.

[104] See Appendix for discussion of the reliability of the teacher behavior and the student behavior scales.

[105] Item 13 was excluded from the analysis because of its meaning (in English and Arabic) was not clear, and thus it was difficult to determine the scale in which it which it was included; it was worded as follows: "Provides and helps students suggest ample, specific, and constructive feedback."

irrespective of their sex, achievement level, special needs, giftedness and other differences

7. Uses diverse instructional strategies to promote active student participation in learning
9. Encourages students to have a voice in the learning environment

- *Active-Learning Pedagogy/Cognitive Dimension* (***ALP-CD***):
    8. Effectively asks probing and open-ended questions that encourage thinking, and help students explicate their thinking
    12. Provides students with structured opportunities to reflect on their own learning
    15. Provides students with opportunities to practice higher order and critical thinking skills
    16. Provides students with opportunities to develop problem solving skills
- *Student-Centered Pedagogy/Relevancy Dimension* (***SCP-RD***):
    10. Provides students with opportunities to build meaningful connections between different subject matter areas, and between these areas and everyday life experiences
    11. Provides students with structured opportunities to apply their understandings and skills to everyday life situations and problems
    14. Uses student prior knowledge and experiences to plan and adjust instruction

The student behavior scales and associated observation items are:

- *Student Critical Thinking Related Behaviors (**SCT**):*
    17. Gather, classify, analyze, and synthesize evidence and/or information and make defensible inferences
    18. Ask critical questions or make critical comments regarding information, ideas, and assumptions discussed in textbooks or class
- *Student Problem Solving Related Behaviors (**SPS**)*:
    19. Define problems and come up with questions for further investigation
    20. Provide alternative approaches to solving similar problems
    21. Assess the effectiveness of alternative approaches to solving a problem and defend the most effective approach

Findings on Teacher Classroom Behavior Based on SCOPE

Table 1 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Classroom/Instructional Management" scale.[106] The first thing to note is that each group of teachers (primary, preparatory, and secondary level) in ERP-supported schools *significantly* increased between 2005 and 2006 (SCOPE I versus SCOPE II) and between 2006 and 2007 (SCOPE II versus SCOPE III).[107] This indicates that, although the magnitudes of changes are relatively small (ranging from 0.18 to 0.63 on scales that have possible scores of 1-5), all groups of teachers in ERP-supported schools have moved (more than would be expected by chance) toward exhibiting this dimension of reform-based teaching methodologies during both one-year periods. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the educator capacity development activities and other ERP-supported interventions have made a difference in how teachers manage time, resources, and students in their classrooms.

Our confidence in this conclusion is bolstered by the fact that, for the comparison group of teachers in non-ERP-supported schools, only the primary teachers evidence a significant gain in scores on this scale. Moreover, this gain score (0.21) is smaller than those of all but one group of teachers in ERP-supported schools.

Table 1: Comparing Means (Standard Deviations) of Classroom/Instructional Management (CIM) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP CIM-I	1.77 (0.714)	1.74 (0.753)	1.76 (0.718)
ERP CIM-II	2.40 (0.887)	2.10 (0.855)	2.24 (0.853)
Difference (II-I)	**0.63****	**0.36****	**0.48****

[106] Note the scale scores are "averages" across items; the scores were computed by summing the scores on the items indicated and dividing by the number of items. This way of presenting the data allows easier comparison across scales.

[107] Thus, the differences between ERP teachers' SCOPE I and SCOPE III scores on "Classroom/Instructional Management" scale are also significant (see table below).

ERP CIM-I	1.72 (0.670)	1.74 (0.746)	1.70 (0.686)
ERP CIM-III	2.63 (0.854)	2.40 (0.922)	2.57 (1.117)
Difference (III-I)	**0.91****	**0.66****	**0.87****
Number of Cases	59	152	80

Number of Cases	70	182	88
ERP CIM-II	2.10 (0.857)	2.19 (0.866)	2.23 (0.855)
ERP CIM-III	2.35 (0.856)	2.37 (0.923)	2.58 (1.065)
Difference (III-II)	**0.25****	**0.18***	**0.35****
Number of Cases	221	176	99
Comparison Group	1.55 (0.675)	1.72 (0.678)	1.95 (0.701)
Comparison Group	1.76 (0.785)	1.85 (0.751)	1.90 (0.660)
Difference (III-II)	**0.21****	**0.13**	**-0.05**
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 2 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Active-Learning Pedagogy—Behavioral Dimension" scale. Note that each group of teachers (primary, preparatory, and secondary level) in ERP-supported schools *significantly* increased between 2005 and 2006 (SCOPE I versus SCOPE II) as well as

between 2006 and 2007 (SCOPE II versus SCOPE III).[108] This indicates that, although the magnitudes of changes are relatively small (ranging from 0.28 to 0.48 on scales that have possible scores of 1-5), all groups of teachers in ERP-supported schools have moved (more than would be expected by chance) toward exhibiting this dimension of reform-based teaching methodologies during both one-year periods. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the educator capacity development activities and other ERP-supported interventions have made a difference in how extensively teachers promote active participation of and collaboration among students in their classrooms.

Our confidence in this conclusion, though, is somewhat weakened by the fact that, for the comparison group of teachers in non-ERP-supported schools, both the primary teachers and the general secondary teachers evidence a significant gain in scores on this scale. However, note that these gain scores (.21 and .19, respectively) are smaller than those of all groups of teachers in ERP-supported schools.

[108] Thus, the differences between ERP teachers' SCOPE I and SCOPE III scores on "Active-Learning Pedagogy-Behavioral Dimension" scale are also significant (see table below).

ERP ALP-BD-I	1.42 (0.614)	1.41 (0.557)	1.32 (0.463)
ERP ALP-BD-III	2.33 (0.881)	2.05 (0.820)	2.14 (0.992)
Difference (III-I)	**0.91****	**0.64****	**0.82****
Number of Cases	59	152	80

Table 2: Comparing Means (Standard Deviations) of Active-Learning Pedagogy—Behavioral Dimension (ALP-BD) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP ALP-BD-I	1.45 (0.671)	1.40 (0.572)	1.36
ERP ALP-BD-II	1.93 (0.748)	1.73 (0.730)	1.75
Difference (II-I)	**0.48****	**0.33****	**0.39****
Number of Cases	70	182	88
ERP ALP-BD-II	1.76 (0.722)	1.76 (0.715)	1.73
ERP ALP-BD-III	2.09 (0.802)	2.04 (0.813)	2.11
Difference (III-II)	**0.33****	**0.28****	**0.38****
Number of Cases	221	176	99
Comparison Group ALP-	1.24 (0.510)	1.38 (0.439)	1.20
Comparison Group ALP-	1.45 (0.645)	1.46 (0.546)	1.39
Difference (III-II)	**0.21****	**0.08**	**0.19****
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 3 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Active-Learning Pedagogy—Cognitive Dimension" scale. Note that each group of teachers (primary, preparatory, and secondary level) in ERP-supported schools *significantly* increased between 2005 and 2006 (SCOPE I versus SCOPE II) and between 2006 and 2007 (SCOPE II versus SCOPE III).[109] This indicates that, although the magnitudes of changes are relatively small (ranging from 0.18 to 0.36 on scales that have possible scores of 1-5), all groups of teachers in ERP-supported schools have moved (more than would be expected by chance) toward exhibiting this dimension of reform-based teaching methodologies during both one-year periods. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the professional development activities and other ERP-supported interventions have made a difference in

[109] Thus, the differences between ERP teachers' SCOPE I and SCOPE III scores on the "Active-Learning Pedagogy: Cognitive Dimension" scale are also significant (see table below).

ERP ALP-CD-I	1.32 (0.461)	1.27 (0.470)	1.35 (0.486)
ERP ALP-CD-III	2.00 (0.821)	1.80 (0.734)	2.02 (0.950)
Difference (III-I)	**0.68****	**0.53****	**0.67****
Number of Cases	59	152	80

how extensively teachers ask student open-ended questions as well as provide opportunities for students to engage in reflection, critical thinking, and problem solving in their classrooms.

Our confidence in this conclusion is strengthened by the fact that, for the comparison group of teachers in non-ERP-supported schools, only the preparatory teachers evidence a significant gain in scores on this scale, with this gain (.11) being smaller and at a lower level of significance (.05 versus .01) than those of all groups of teachers in ERP-supported schools.

Table 3: Comparing Means (Standard Deviations) of Active-Learning Pedagogy—Cognitive Dimension (ALP-CD) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP ALP-CD-I	1.36 (0.583)	1.27 (0.475)	1.36
ERP ALP-CD-II	1.68 (0.712)	1.45 (0.547)	1.68
Difference (II-I)	**0.32****	**0.18****	**0.32****
Number of Cases	70	182	88
ERP ALP-CD-II	1.52 (0.643)	1.49 (0.573)	1.68
ERP ALP-CD-III	1.75 (0.712)	1.80 (0.728)	2.04
Difference (III-II)	**0.23****	**0.31****	**0.36****
Number of Cases	221	176	99
Comparison Group ALP-	1.19 (0.458)	1.28 (0.367)	1.25
Comparison Group ALP-	1.24 (0.423)	1.39 (0.503)	1.30
Difference (III-II)	**0.05**	**0.11***	**0.05**
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 4 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Student-Centered Pedagogy—Cognitive Dimension" scale. Note that each group of teachers (primary, preparatory, and secondary level) in ERP-supported schools *significantly* increased between 2005 and 2006 (SCOPE I versus SCOPE II) and between 2006 and 2007 (SCOPE II versus SCOPE III).[110] This indicates that, although the

[110] Thus, the differences between ERP teachers' SCOPE I and SCOPE III scores on the "Student-Center Pedagogy-Relevance Dimension" scale are also significant (see table below).

magnitudes of changes are generally not large (ranging from 0.21 to 0.69 on scales that have possible scores of 1-5), all groups of teachers in ERP-supported schools have moved (more than would be expected by chance) toward exhibiting this dimension of reform-based teaching methodologies during both one-year periods. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the professional development activities and other ERP-supported interventions have made a difference in how extensively teachers connect subjects studied to everyday life experiences, provide students with opportunities to apply what they learned to everyday life situations, and organize their instruction based on students prior knowledge and experiences.

Our confidence in this conclusion is strengthened by the fact that none of the comparison groups of teachers in non-ERP-supported schools exhibit a significant gain score on this scale.

ERP SCP-RD-I	1.35	1.29 (0.498)	1.33
ERP SCR-RD-III	2.04	1.79 (0.750)	1.90
Difference (III-I)	**0.69****	**0.50****	**0.57****
Number of	59	152	80

Table 4: Comparing Means (Standard Deviations) of Student-Centered Pedagogy—Relevancy Dimension (SCP-RD) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP SCP-RD-I	1.39	1.29	1.34 (0.536)
ERP SCP-RD-II	1.85	1.50	1.64 (0.711)
Difference (II-I)	**0.46****	**0.21****	**0.30****
Number of Cases	70	182	88
ERP SCP-RD-I	1.35	1.29	1.33 (0.522)
ERP SCR-RD-III	2.04	1.79	1.90 (0.843)
Difference (III-I)	**0.69****	**0.50****	**0.57****
Number of Cases	59	152	80
ERP SCP-RD-II	1.65	1.55	1.60 (0.682)
ERP SCR-RD-III	1.87	1.80	1.94 (0.838)
Difference (III-II)	**0.22****	**0.25****	**0.34****
Number of Cases	221	176	99
Comparison Group SCR-	1.25	1.29	1.27 (0.352)
Comparison Group SCR-	1.31	1.38	1.30 (0.344)
Difference (III-II)	**0.06**	**0.09**	**0.03**
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 5 presents a summary of the above-discussed gain scores (and whether or not the change was significant at the p < 0.01 or p < 0.05 level) for the four teacher behavior. There are two perspectives we may employ for examining the findings in this table. First, we can look at the two-year experience of teachers in ERP-supported schools. In this case, we can see that the greatest gains occur in the "Classroom/Instructional Management" and "Active-Learning Pedagogy—Behavioral Dimension" teacher scales,[111] followed by the "Active-Learning Pedagogy—Cognitive Dimension" and the "Student-Centered Pedagogy—Relevance Dimension" teacher scales.[112]

Another perspective on the findings focuses our attention only on the 2006-2007 gain scores, comparing the experience of teachers in ERP-supported schools with that of teachers in the non-ERP-supported schools. In this case, we observe that the clearest

[111] Note also that the initial (SCOPE I) scores for teachers at all three levels of ERP-supported schools were the highest for this "Classroom/Instruction Management" scale (see Table 1), a finding that is in line with the finding reported above by Abd-El-Khalick (2005, p. 12) that the items, "managing instructional time" and "classroom management," tended to be rated the highest.

[112] The differences in gains over the two year period on the teacher behavior scales are especially noticeable for primary and general secondary teachers.

difference occurs on the “Student-Centered Pedagogy—Relevancy Dimension” scale (with gains significant for all three levels of teachers in ERP-supported schools and not significant for any level of teachers in non-ERP-supported schools). The next category includes “Classroom/Instructional Management” and “Active-Learning Pedagogy—Cognitive Dimension” teacher behavior scales (with gains significant for all three levels of teachers or students in ERP-supported schools and not significant for two of the three levels of teachers or students in non-ERP-supported schools). Finally, the least compelling cases for an “ERP impact” during the 2006-2007 period are in relation to the “Active-Learning Pedagogy—Behavioral Dimension” teacher behavior scale (with gains significant for all three levels of teachers or students in ERP-supported schools but also significant for two of the three levels of teachers or students in non-ERP-supported schools).

Table 5: Gain Scores (and Indication of Significance) for the Four Teacher Behavior Scales

ERP/Non-ERP CLASSROOM BY SCALE	GAIN SCORE BY LEVEL		
	Primary	**Preparatory**	**Gen. Sec.**
Teacher Behavior Scales			
Classroom/Instruction Management			
ERP CIM: II-I	0.63*	0.36**	0.48**
ERP CIM: III-II	0.25*	0.18*	0.35**
Non-ERP CIM: III-II	0.21*	0.13	-0.05
Active-Learning Pedagogy-Behavioral			
ERP ALP-BD: II-I	0.48*	0.33**	0.39**
ERP ALP-BD: III-II	0.33*	0.28**	0.38**
Non-ERP ALP-BD: III-II	0.21*	0.08	0.19**
Active-Learning Pedagogy-Cognitive			
ERP ALP-CD: II-I	0.32*	0.18**	0.32**
ERP ALP-CD: III-II	0.23*	0.31**	0.36**
Non-ERP ALP-CD: III-II	0.05	0.11*	0.05
Student-Centered Pedagogy: Relevancy			
ERP SCP-RD: II-I	0.46*	0.21**	0.30**
ERP SCP-RD: III-II	0.22*	0.25**	0.34**
Non-ERP SCP-RD: III-II	0.06	0.09	0.03

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Focus Group Interview Findings Regarding Teacher Behavior

To deepen our understanding of teacher behavior, we collected qualitative data via focus group interviews with a) 39 teachers in ERP-supported schools,[113] b) 7 teachers in other schools in focal governorates, c) 42 school-based training unit staff, d) 39 local (idara- and muddiriya-level) supervisory system personnel, e) and 42 members of the standards support teams (see Chapter 1 for details). During the focus group interviews they were asked:

[113] Note that no focus groups in Cairo were organized for teachers in ERP-supported, teachers in other schools, SBTEU staff, and the standards support team.

- From your perspective, what, if any, changes have taken place in the way you teach (and in the teaching methods used by teachers in your school, idara, or governorate)? In other words, how are *your/others' behaviors* different (compared to three years ago)?
- Would you say that you (and/or teachers in your school, idara, governorate) now use more often what some people have called "*reform teaching methods*" or "*active-learning pedagogies*? Please give an example.
- "In your view, what has *hampered* your efforts to implement 'reform teaching methods' and 'active-learning pedagogy' in your classroom?"

As we will see below, the qualitative data obtained from the focus group interviews basically reinforce the findings reported above based on classroom observations using SCOPE. This can be seen in comparing the comments of teachers in ERP-supported schools and those of teachers in other schools, where the former (compared to the latter) provide a much stronger sense of having changed their behavior and having moved toward implementing active-learning pedagogies. Perhaps more importantly, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools.

Teachers in ERP-Supported Schools

These teachers, especially those working in primary and preparatory schools, commented on how their teaching methods had changed over the past three years. Many of these interviewees emphasized that they moved from just lecturing to discussion and dialogue with students in the classroom. In effect, they had moved toward using active-learning and student-centered pedagogies. This was evident in their references to using group work, role play, brain storming, problem solving, and concept mapping. Some of these teachers also said that they asked students about their suggestions for the type of activity to use in a lesson. Examples of comments include:

- "I became more democratic in my teaching procedures; I gave the chance to students to have a point of view different form mine" (Aswan Teacher).
- "I asked them what would happen if the Nile wasn't there in Egypt, so that they think would critically". (Aswan Teacher).
- "I developed a simple song for students to perform when telling the story" (Fayoum Teacher).

- “My teaching has become student-centered; the student is no longer a receiver of information” (Fayoum Teacher).
- “Active learning proved effective in teaching the concept of the rectangle in geometry” (Qena Teacher).

Nevertheless, most of these teachers commented that this change was not an easy process, and progress to date had been slow. Some of the interviewees in this category mentioned the following factors as limiting their use of active-learning methods:

- “I have a long syllabus and limited time for activities.” (Aswan Teacher)
- “I have a lot of classes to teach, some others to supervise, a training unit to run, and activities to make …” (Aswan Teacher)
- “The biggest problem is in the big number of students in the classroom.” (Bani Suef Teacher)
- “The supervisor does not like the new way of using active learning.” (Minia Teacher)[114]
- “I have troublemakers who would find it a chance to get wild if I used active learning.” (Qena Teacher)
- Parents and students resisted activity-based teaching since it “wast[ed] precious class time, which should be devoted to transmitting knowledge required for passing exams.”(Qena Teacher)[115]

Teachers in Other Schools in Focal Governorates

In contrast to teachers in ERP-supported schools, the 37 teachers working in other schools have not experienced or observed much change in teaching methods being used over the previous three years. “I have been a teacher for 13 years, during which I always heard about educational development, but saw none” (Alexandria Teacher). Furthermore, they generally reported that they did not know much about active-learning pedagogies or how to implement them, in part because they had not been able to participate in workshops and other trainings.

- “I may be practicing it, but I don’t know. Isn’t it about grouping students?” (Bani Suef Teacher)

[114] For further discussion on the constraining and enabling roles that supervisors (and school administrators) played in relation to implementing reform pedagogies, see Chapter 7.

[115] During this focus group a participant stated that although some students resisted the change at the beginning, after awhile they began to request using these new methodologies: “In one of my classrooms, a student said, ‘let’s have brainstorming today, Sir’” (Qena Teacher).

- “I know that it is about brainstorming, problem solving…, but I don’t use it frequently” (Bani Suef Teacher)
- “I have heard about it from my colleagues, but never got to know about it.” (Qena Teacher)

Most of the teachers in this category complained about not having sufficient materials or adequate classroom space or equipment in their schools. These interviewees also identified many of the same hindering factors that were mentioned by teachers in ERP-supported schools: the large number of students, the extensive syllabus, children’s misbehavior in class, and students and parents focus on private tutoring, and the lack of advice and support by supervisors:

- “I don’t have a computer, good lights, or a well-equipped classroom.” (Aswan Teacher)
- “The administration can not provide us with the necessary AV equipment.” (Bani Suef Teacher)
- “Come on! We can hardy walk through the class! So how do you expect me to deal with this big number of students using new methodologies?” (Fayoum Teacher)

Interestingly, some of the teachers in the Qena governorate mentioned that, since they lived near teachers working in ERP-supported schools, they asked their colleagues about their trainings, took materials from them, and tried to make changes in their own classroom practices: “I tried to imitate the ERP teachers by asking them about difficult jargon like ‘active learning,’ ‘portfolio,’ and ‘critical thinking’” (Qena Teacher). Furthermore, it appears that other international projects may have had some effect on teachers’ classroom practices: “The Education Enhancement Project helped us a lot” (Qena Teacher) and “TIMSS [The (IEA) International Mathematics and Science Study] and the comprehensive evaluation made some good changes in the classroom” (Bani Suef Teacher). Furthermore, a few informants in this category reported that the introduction of computers and other technology in schools has helped in refreshing academic life, although they complained that they had not received systematic training on using computers in teaching academic subjects: “Now I use AV media and encourage students to discuss different points with me” (Bani Suef Teacher) and “I ask students guiding questions, use AV media and get students to discuss the answers together” (Minia Teacher).

SBTEU Staff, Local Supervisors, and Standards Support Team (SST) Members

Participants in these focus group interviews were mainly teachers (SBTEU staff) or supervisors and administrators (local supervisors or standards support team members). Most of them noted that they perceived improvements in their own and/or others' teaching quality over the past three years. They highlighted how teachers had become more like facilitators and guides and are implementing active-learning pedagogies (e.g., dramatizing literature that students were reading, grouping students for discussions and competitions, raising issues for students to discuss, setting up educational corners, encouraging role play, and getting students to think critically).[116] Here are some illustrative quotes:

- "[Teachers] are using the portfolio for curricular and extra-curricular activities." (Alexandria Supervisor)
- "Over the last 20 years, I have been lecturing in the class with no real communication. Now I began to teach using the discussion method and critical thinking." (Aswan SBTEU Staff)
- "I apply cooperative learning, another colleague uses story telling, a third likes to use problem solving, and a fourth uses educational corners." (Aswan SBTEU staff)
- "Teachers tend to … divide students into groups and use a lot of activities. They have become more flexible in undertaking their lesson plans." (Bani Suef Supervisor)
- "Students … participate with the teacher in running the classroom. They collect samples, make discussions, and reports group work results under the supervision of the teacher." (Bani-Suef SST Member)
- "I got the students to make a train whose cars represent the different types of infinitives in Arabic." (Minia SBTEU Staff)
- "One student said to me [now] 'you are teaching me how to think.'" (Qena SBTEU Staff)

Interviewees in these categories (especially in Alexandria, Aswan, and Minia) stated that the changes are more noticeable in primary schools than at the other stages. And at least one participants in these focus groups called attention to differences in implementing active-learning pedagogies across subject areas: "Not all teachers have done this change

[116] One SBTEU staff member from Bani Suef shared a story indicating how students perceived that they benefited from the introduction of active-learning methods: "I had a student who failed last year. This year he attended a class where I got all the students to do the scientific experiment themselves. He told me he failed because last year I, 'the teacher,' didn't involve the students."

in their classrooms, especially teachers of English who took the fewest number of trainings" (Minia SST Member).[117]

Most interviewees in these focus groups agreed with teachers (discussed above) about the main factors hindering implementation of active-learning pedagogies:

- "It is apparent that the test is disconnected from the classroom practices; that's why some teachers do not take it seriously." (Cairo Supervisor)
- "Once a parent asked me if I guarantee that his son will get 100% if I used active learning, and I couldn't promise him" (Bani Suef Supervisor).
- "I am a secondary stage supervisor, yet my own son does not go to school but once a week; he gets everything in private tutoring" (Qena Supervisor).

And at least one of these informants called attention to the difficult situation of contracted teachers: "Contracted teachers do not take it seriously because they know they will leave the school sooner or later" (Fayoum Supervisor).

[117] For further discussion on the perceived impact of ERP-supported and other training on implementing reform pedagogies, see Chapter 8).

Findings on Student Classroom Behavior Based on SCOPE

Table 6 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Student Critical Thinking" behavior scale.[118] Note that among students observed in classrooms of teachers in ERP-supported schools, only those at the general secondary level showed *significant* gains on this scale between 2005 and 2006 (SCOPE I versus SCOPE II),[119] while those at all levels (primary, preparatory, and secondary) exhibited gains on this scale between 2006 and 2007 (SCOPE II versus SCOPE III).[120] This indicates that, although the magnitudes of changes are small (ranging from 0.17 to 0.29 on scales that have possible scores of 1-5), students observed in ERP-supported schools exhibited an increase (more than would be expected by chance) in behaviors reflecting critical-thinking activities, though mainly between 2006 and 2007. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the professional development activities and other ERP-supported interventions made a difference, particularly during the third year, in how extensively students ask critical questions and engage in research activities involving critical thinking.

Our confidence in this conclusion is weakened by the fact that two of the comparison groups of classrooms (primary and preparatory level showed a significant increase in such student behaviors between 2006 and 2007. Notice, however, that these gain scores (0.09 and 0.12, respectively) are lower than the significant gains observed for classrooms in ERP-supported schools.

Table 6: Comparing Means (Standard Deviations) of

[118] Note the scale scores are "averages" across items; the scores were computed by summing the scores on the items indicated and dividing by the number of items. This way of presenting the data allows easier comparison across scales.

[119] The minimal change in student classroom behavior in terms of critical thinking items was also reported by Abd-El-Khalick (2006, p. 17). However, he mentions that, compared to average SCOPE I scores for classrooms in ERP-supported schools and compared to average SCOPE II scores for classrooms in the comparison group, the average SCOPE II score for classrooms in ERP-supported schools was significantly higher on "Item 17 (students do inquiry, +0.12)."

[120] Note, additionally, that on average students at all levels (primary, preparatory, and general secondary) in classrooms in ERP-supported schools showed significant gains on the "Student Critical Thinking" (SCT) behavior scale between 2005 and 2007 (SCOPE I and SCOPE II).

ERP SCT-I	1.16 (0.388)	1.13 (0.370)	1.10 (0.257)
ERP SCT-III	1.55 (0.770)	1.42 (0.618)	1.56 (0.792)
Difference (III-I)	**0.39****	**0.29****	**0.46****
Number of Cases	59	152	80

Student Critical Thinking (SCT) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP SCT-I	1.20 (0.514)	1.12	1.11
ERP SCT-II	1.27 (0.501)	1.18	1.26
Difference (II-I)	**0.07**	**0.06**	**0.15***
Number of Cases	70	182	88
ERP SCT-II	1.22 (0.468)	1.20	1.24
ERP SCT-III	1.39 (0.604)	1.39	1.53
Difference (III-II)	**0.17****	**0.19****	**0.29****
Number of Cases	221	176	99
Comparison Group	1.06 (0.272)	1.09	1.05
Comparison Group	1.15 (0.454)	1.21	1.08
Difference (III-II)	**0.09***	**0.12****	**0.03**
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 7 presents the scores for SCOPE I, SCOPE II, and SCOPE III (as well as magnitude and level of significance of the difference between these scores) for the "Student Problem Solving" behavior scale. Note that among students observed in classrooms of teachers in ERP-supported schools, only those at the general secondary level showed *significant* gains on this scale between 2005 and 2006 (SCOPE I versus SCOPE II),[121] while those at all levels (primary, preparatory, and secondary) exhibited

[121] The minimal change in student classroom behavior in terms of problem solving items was also reported by Abd-El-Khalick (2006, p. 17). However, he mentions that, compared to the average SCOPE I score for classrooms in ERP-supported schools and compared to the average SCOPE II score for classrooms in the comparison group, the average SCOPE II score for classrooms in ERP-supported schools was significantly higher on Item 21 (students assess alternative solutions, +0.04)."

gains on this scale between 2006 and 2007 (SCOPE II versus SCOPE III).[122] This indicates that, although the magnitudes of changes are rather small (ranging from 0.10 to 0.14 on scales that have possible scores of 1-5), students observed in ERP-supported schools exhibited an increase (more than would be expected by chance) in behaviors reflecting problem-solving activities, though mainly between 2006 and 2007. Given that these comparisons capture more or less the second and third years of ERP's functioning, it seems that the professional development activities and other ERP-supported interventions made a difference, particularly during the third year, in how extensively students define problems, offer alternative solutions, and assess their effectiveness.

Our confidence in this conclusion is somewhat strengthened by the fact that only one of the comparison groups of classrooms (at the primary level) showed a significant increase in such student behaviors between 2006 and 2007. Moreover, this increase (0.07) was smaller than any of the significant increases observed among classrooms in ERP-supported schools.

[122] Note, additionally, that on average students at all levels (primary, preparatory, and general secondary) in classrooms in ERP-supported schools showed significant gains on the "Student Problem Solving" (SPS) behavior scale between 2005 and 2007 (SCOPE I and SCOPE II).

ERP SPS-I	1.08 (0.331)	1.04 (0.216)	1.03 (0.101)
ERP SPS-III	1.29 (0.568)	1.21 (0.457)	1.31 (0.562)
Difference (III-I)	**0.21***	**0.17****	**0.28****
Number of Cases	59	152	80

Table 7: Comparing Means (Standard Deviations) of Student Problem Solving (SPS) Scale

	Level		
	Primary	**Preparatory**	**Gen. Sec.**
ERP SPS-I	1.14	1.05	1.03
ERP SPS-II	1.17	1.08	1.17
Difference (II-I)	**0.03**	**0.03**	**0.14***
Number of Cases	70	182	88
ERP SPS-II	1.10	1.10	1.17
ERP SPS-III	1.21	1.20	1.31
Difference (III-II)	**0.11****	**0.10****	**0.14***
Number of Cases	221	176	99
Comparison Group	1.03	1.05	1.01
Comparison Group	1.10	1.05	1.04
Difference (III-II)	**0.07****	**0.00**	**0.03**
Number of Cases	124	82	28

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Table 8 presents a summary of the above-discussed gain scores (and whether or not the change was significant at the p < 0.01 or p < 0.05 level) for the two student behavior scales. There are two perspectives we may employ for examining the findings in this table. First, we can look at the two-year experience of students in ERP-supported schools. In this case, we can see that the relatively small gains occur in the “Student Critical Thinking” and even smaller gains in the “Student Problem Solving” student behavior scale.

Another perspective on the findings focuses our attention only on the 2006-2007 gain scores, comparing the experience of students in ERP-supported schools with that of students in the non-ERP-supported schools. In this case, we observe that the clearest difference occurs on the “Student Problem Solving” student behavior scale (with gains significant for all three levels of students in ERP-supported schools and not significant for two of the three levels of teachers or students in non-ERP-supported schools). Finally, the least compelling case for an “ERP impact” during the 2006-2007 period is in relation to the “Student Critical Thinking” student behavior scale (with gains significant for all three levels of students in ERP-supported schools but also significant for two of the three levels of students in non-ERP-supported schools).

Table 8: Gain Scores (and Indication of Significance) for the Four Teacher Behavior Scales and Two Student Behaviors Scales

ERP/Non-ERP CLASSROOM BY SCALE	GAIN SCORE BY LEVEL		
	Primary	**Preparatory**	**Gen. Sec.**
Student Behavior Scales			
Student Critical Thinking			
ERP SCT: II-I	0.07	0.06	0.15*
ERP SCT: III-II	0.17*	0.19**	0.29**
Non-ERP SCT: III-II	0.09*	0.12**	0.03
Student Problem Solving			
ERP SPS: II-I	0.03	0.03	0.14*
ERP SPS: III-II	0.11*	0.10**	0.14*
Non-ERP SPS: III-II	0.07*	0.00	0.03

** Significant at P < = 0.01.
* Significant at P < = 0.05.

Focus Group Interviews Findings Regarding Student Behavior

To provide richer insights into how and why student behavior may have changed in ERP-supported and other schools in the focal governorates, we collected qualitative data via focus group interviews with a) 39 teachers in ERP-supported schools,[123] b) 37 teachers in other schools in focal governorates, c) 42 school-based training and evaluation unit staff, d) 39 local (idara- and muddiriya-level) supervisory system personnel, e) and 42 members of the standards support teams (see Chapter 1 for details). During the focus group interviews they were asked:

- "During the past three years what changes have occurred in students' behavior (individually or in groups) during lessons? In what ways, if any, are they more actively involved? Please give an example."
- **"**Do students in your classroom (and/or the classrooms of teachers in your school, idara, governorate) now engage more often in *critical thinking* and *problem solving* (compared to three years ago)? Please give an example."

[123] Note that we were not able to conduct focus groups in Cairo for teachers in ERP-supported schools, teachers in other schools, SBTEU staff, and the standards support team.

The qualitative data obtained from the focus group interviews (see below) tend to echo the findings on student behavior based on classroom observations using SCOPE (discussed above). This can be seen in comparing the comments of teachers in ERP-supported schools and those of teachers in other schools, where the former (compared to the latter) report somewhat increased student participation in lessons and more engagement in critical-thinking and problem-solving activities. Perhaps more importantly, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools.

Teachers in ERP-Supported Schools

Most informants in this category indicated that their students had become more active during lessons: participating in the classroom activities, singing songs, engaging in role play, discussing problems, and exhibiting more self confidence. Moreover, as a result, they reported that lazy students were disappearing.

- “I have open dialogue now among my students.” (Alexandria Teacher)
- “Although my female students are jealous of each other, I managed to get them to work together.” (Aswan teacher)
- “Even my very weak students could have easy roles in the story; this proved effective.” (Bani Suef Teacher)
- “I have no more sleeping students.” (Qena Teacher).

Many of these teachers indicated how their students have become more engaged in critical thinking and problem solving during lessons:.

- “I ask my students to sort out the merits and demerits of each technique.” (Alexandria Teacher)
- “I give them puzzles to work out.” (Aswan Teacher)
- ”They could even invent an electric torch.” (Bani Suef Teacher)
- “I ask my students to pose questions to each other in their groups.” (Fayoum Teacher)
- “I ask them to imagine things, like ‘if you were an animal, what animal you want to be?’” (Minia Teacher)
- “I give them mathematical problems reflecting real life; like calculating the area of painting for their houses.” (Qena Teacher)

This category of teachers generally stated that critical thinking and problem solving were more evident in mathematics and English. “I use it especially in teaching math”

(Qena Teacher). “There is always a question requiring the use of critical thinking in the English textbook, although some teachers may skip it” (Minia Teacher). There was less consensus regarding the stage of the system at which students could more easily become involved in critical-thinking and problem-solving activities. For instance, while one teacher in Bani Suef stated that “critical thinking is more difficult to use in the primary stage because of the teaching load on the teachers,” another Bani Suef teacher argued that “critical thinking is more effective in the primary stage because children have a wide imagination.”

Nevertheless, a small number of teachers acknowledged that their students have not changed much in terms of their level and forms of participation. “It is a tiny change; the students are still, as before, not active” (Minia Teacher). “Due to the large number of students in my class, I do not encourage students to participate” (Qena Teacher).

Teachers in Other Schools in Focal Governorates

Most of the teachers in this category did not perceive any increase in students’ participation in lessons, indicating that, if anything, students’ participation may have decreased over the past three years:

- “Only 5% participate in the class.” (Alexandria Teacher)
- “Only one girl in my class participates in the discussion, the rest do not have the motive to learn; each family has at least one son who is a graduate and cannot find work” (Alexandria Teacher).
- “Participation is worse than before.”(Bani Suef Teacher)
- “My students are [only] active because of the internet and access to information” (Fayoum Teacher).
- “Only 4 students in a class of 40 participate; 12 others do not even know how to read or write” (Qena Teacher).

Similarly, most of this category of informants did not know what critical thinking or problem solving really means. As one interviewee exclaimed, “You know what I want, I want to know what is this … critical thinking!” (Aswan Teacher). “Isn’t this critical thinking about the criticism students make about their teachers” (Aswan Teacher). A few of these informants reported that they may be engaging students in critical-thinking and problem-solving activities, but they do not describe what they are doing in that way. For instance: “I may discuss with them the reasons for some historical events, [but] is that what you mean by

critical thinking?" (Bani Suef Teacher). "I get students to discuss the logic of historical events and their chronological order" (Bani Suef Teacher).

These teachers attributed the low level of student participation and limited engagement in creative-thinking and problem-solving activities in part to students' (and their parents') focus on exams, especially the *Thanwya Amma* at the end of the secondary stage. "[When I try to encourage student participation in class,] my students say to me, relax and we will study at the end of the year" (Minia Teacher). Interestingly, one interviewee suggested that "only students of the rural areas are participating [in class]; because they are poor and cannot afford private tutoring, they tend to ask the teacher for each point and discuss several aspects of the lesson" (Bani Suef Teacher). Some of the teachers working in schools not supported by ERP mentioned other reasons that they did not try to stimulate student critical thinking and problem solving: "My class is like any other Egyptian class, I talk, students do not listen!" (Qena Teacher). "No, I do not use [instructional techniques designed to promote student critical thinking and problem-solving], because if I did, the principal may move me to another idara!" (Cairo Teacher).

SBTEU Staff, Local Supervisors, and Standards Support Team Members

Most of the interviewees in these categories agreed with the teachers working in ERP-supported schools that student participation in lessons had increased during the last three years. They pointed out that students more often are involved in student government, go to the library and the resources room to carry out research, engage in group work in class, and seek to participate in class lessons (e.g., raising their hands to signal a desire to contribute to the discussion):

- "In one class there was a small parliament for students." (Aswan Supervisor)
- "[The teacher] asked students to prepare a lesson; they finished what was in the book and browsed the internet for more information." (Aswan SST Member).
- "Students would ask for new games and discussion sessions." (Bani Suef Supervisor)
- "During the break time, some schools encourage students to log in to the internet to get more information on the topics of study. Students … become very enthusiastic about this individual and competitive experience." (Cairo Supervisor)
- One of my good students would go and explain the lesson to a weak student." (Fayoum SBTEU Staff)

- “Students began to work out mock models for houses, insects or plants to study their different components,” (Fayoum SST Member)
- “Even my naughtiest students began to participate and work in groups.” (Minia SBTEU Staff)
- “They began to know the way to the library.” (Minia SST Member)
- “I managed to solve the hatred problem originating from [the tradition of] revenge taking, by getting students from the rival families to work together” (Qena SBTEU Staff)

Furthermore, most of these interviewees reported that students were now more likely to engage in activities designed to promote critical thinking and problem solving, including open-ended class discussion, concept mapping, searching for more solutions for problems than those in the text book.

- “I supervised a teacher who encouraged his students to reach different solutions to the same problem.” (Alexandria Supervisor)
- “I saw a teacher setting up a history court for his students to judge historical characters.” (Aswan Supervisor)
- “[A teacher] asked students to list the benefits and the side effects of the high dam.” (Aswan Supervisor)
- “I got the primary first graders to compare between different words using ‘odd one out.” (Minia SST Member)
- “My students began to use critical thinking in solving their every day life problems, not in school only.” (Qena SST Member)

Some of these interviewees mentioned that there were differences in the degree to which students had increased their participation in class and engaged in critical-thinking and problem-solving activities. For instance, interviewees in this category from Bani Suef and Cairo tended to agree with the following educators (and their governorate-based colleagues) that primary and preparatory school students – compared to secondary school students – had become more participatory and oriented to critical thinking and problem solving:

- “Modern methodologies that enhance the use of critical thinking are only widely used in the primary stage.” (Qena Supervisor).
- “It was a tiny change in the secondary stage.” (Qena Supervisor).
- “All students have changed except the secondary agricultural school students; they are as before, not knowing even to spell their names.” (Fayoum SST Member).

Conclusion

In this chapter we have presented findings from classroom observations using the SCOPE as well as focus group interviews with various MOE personnel to describe the outcomes of ERP-supported educator capacity development. We focused on changes in teacher behavior as well as changes in student behavior.

With respect to changes in teacher behavior, as measured by the SCOPE, we reported the greatest gains occur in the “Classroom/Instructional Management” and “Active-Learning Pedagogy—Behavioral Dimension” teacher scales, followed by the “Active-Learning Pedagogy—Cognitive Dimension” and the “Student-Centered Pedagogy—Relevance Dimension” teacher scales. We also found that the clearest differences in change in teachers behavior (comparing the experience of teachers in ERP-supported schools with that of teachers in the non-ERP-supported schools) was associated with on the “Student-Centered Pedagogy—Relevancy Dimension” scale, followed by the “Classroom/Instructional Management” and “Active-Learning Pedagogy—Cognitive Dimension” teacher behavior scales, and then the “Active-Learning Pedagogy—Behavioral Dimension” teacher behavior scale.

The qualitative data obtained from the focus group interviews basically reinforce these findings based on classroom observations using SCOPE. Teachers in ERP-supported schools (compared to teachers in other schools), provided a much stronger sense of having changed their behavior and having moved toward implementing active-learning pedagogies. Furthermore, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools.

With regard to changes in student behavior, as measured by the SCOPE, we reported that there were relatively small gains occur in the “Student Critical Thinking” student behavior scale and even smaller gains in the “Student Problem Solving” student behavior scale. We also noted that the clearest differences in change in students’ behavior (comparing classrooms in ERP-supported schools and those in the non-ERP-supported schools) were observed for the “Student Problem Solving” student behavior scale, followed by the “Student Critical Thinking” student behavior scale.

The qualitative data obtained from focus group interviews tended to echo the findings based on classroom observations using SCOPE. Teachers in ERP-supported schools (compared to teachers in other schools) were more likely to report somewhat increased student participation in lessons and more engagement in critical-thinking and

problem-solving activities. Furthermore, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools.

In the next section we will first summarize our findings from the documentation study (Chapter 10) and then we will identify some implications of our findings for sustaining, deepening, and diffusing reform in the area of professional development.

Appendix: Reliability of the Teacher and Student Behavior Scales

The reliability coefficients (Chronbach's alpha) for the *teacher behavior* scales for ERP and non-ERP teachers during different data collection periods are presented in the table below. With the exception of the SCP-RD figure for the comparison group in 2006, the coefficients indicate that there is a reasonably high level of internal consistency in responses across items for the scales.

Reliability (Chronbach's alpha) of *Teacher Behavior* Scales

SCALE	ERP SCOPE I (2005)	ERP SCOPE II (2006)	ERP SCOPE III (2007)	Comparison Group II (2006)	Comparison Group III (2007)
Classroom Instructional Management (CIM) (items #1, 2, 3)	.841	.845	.888	.709	.854
Active-Learning Pedagogy-Behavioral Dimension (ALP-BD) (items # 4, 5, 6, 7, 9)	.864	.885	.924	.780	.874
Active-Learning Pedagogy- Cognitive Dimension (ALP-CD) (items # 8, 12, 15, 16)	.818	.846	.906	.711	.816
Active-Learning Pedagogy-Cognitive Dimension (ALP-CD) (items # 8, 12, 13, 15, 16)	.847	.872	.920	.747	.849
Student-Centered Pedagogy-Relevancy Dimension (SCP-RD) (items # 10, 11, 14)	.764	.814	.876	.651	.760
Number of Cases	733	727	803	319	344

The reliability coefficients (Chronbach's alpha) for the *student behavior* scales for ERP and non-ERP teachers during different data collection periods are presented in the table below. With the exception of the SCT figure for the ERP teachers in 2005 and,

especially, the figures for the 2006 comparison group, the coefficients indicate that there is a reasonably high level of internal consistency in responses across items for the scales. The low reliability coefficients for the Comparison Group II result obtain because there was almost no variation in student behavior observed. For instance, for the "Student Critical Thinking" scale, 99% and 95% of the classrooms were coded by the observers as a "1" for items #17 and #18, respectively.

Reliability (Chronbach's alpha) of *Student Behavior* Scales

SCALE	**ERP SCOPE I (2005)**	**ERP SCOPE II (2006)**	**ERP SCOPE III (2007)**	**Comparison Group II (2006)**	**Comparison Group III (2007)**
Student Critical Thinking (SCT) (items #17, 18)	.634	.622	.783	.171	.804
Student Problem Solving (SPS) (items # 19, 20, 21)	.881	.909	.899	.449	.891
Number of Cases	733	727	803	319	344

SECTION III: CONCLUSION

CHAPTER 10:
Summary of the Findings from the Documentation Study

Nagwa Megahed and Mark Ginsburg

This report is designed to contribute to the diffusion and adaptation of ERP-supported reforms in the area of professional development. 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 *professional development* reform:

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

Chapter 1 of this report 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. In addition to open-ended questions designed to collect qualitative data, some of the interviews involved participants in responding to a tool designed to measure stages of systemic change in various aspects of the professional development system. This chapter also describes the sample, data collection procedures, and training provided to focus group moderators and recorders.

Chapter 2 provides an overview of the context in which the USAID-funded Education Reform Program worked to support Egypt's reform initiatives related to improving professional development and the quality of educational practice. It highlights the government's focus on quantitative expansion of the system and access from the creation of the modern, secular system of education by Mohamed Ali's government in the early 19th century until the beginning of the last decade of the 20th century, when Hosni Mubark's government focused attention on issues of quality and excellence. The chapter describes as well the on-going discussions about how quality improvement requires teachers and other educators to engage in active-learning, student-centered pedagogies rather than teacher-centered instructional approaches that promote rote-learning and memorization – an issue stimulated by the John Dewey and Jean Piaget at the beginning of the 20th century, but also the subject of debate among Islamic scholars and educators during the 8th through 10th centuries.

Chapter 3 reports on the findings from the documentation research focused on the ERP-supported initiatives to reform the supervisory system, which can be seen as a subsystem of the professional development system. As part of ERP's activities to support the Ministry of Education in reforming its professional development system, ERP staff and consultants organized a variety of activities focused on the supervisory system. The activities engaged MOE personnel in efforts to: a) develop a vision, mission, and roles for the supervisory system; b) establish a Supervisors' Network, c) construct an initial training course for supervisors, and d) develop standards for supervisors. Some of these initiatives contributed directly to the MOE National Strategic Plan, while others were combined with the products of similar activities focusing on the inservice training system toward creating a "Framework for Professional Development."

Chapter 4 reports on the findings from the documentation research focused on the ERP-supported initiatives to reform the inservice training system, which can be seen as a subsystem of the professional development system. The chapter highlights the participatory process, involving key personnel from the local and central training systems (as well as the supervisory system – see Chapter 3), toward holding a National Forum and publishing a *Framework for a Professional Development* (ESS/ERP, 2005a). This chapter also summarizes ERP-supported efforts to move the National Forum recommendations from the status of proposals to policy and practice, focusing on a) strategic planning, b) capacity development, c) modeling/guiding during collaborative training, and d) informing and mobilizing support.

Chapter 5 presents the findings derived from qualitative data as well as quantitative, system change data collected via focus group interviews with various MOE staff. The chapter illuminates these key stakeholders' perceptions concerning the extent to which eight recommended reforms for the professional development system have been implemented. Generally the findings indicate that a large majority view the professional development system as having made: a) substantial progress in serving teachers' (if not necessarily students') needs; b) little or no progress in decentralizing the professional development system; c) some progress toward using national standards to inform professional development programming; d) little or no progress in developing and using standards to measure the quality of the professional development system; e) considerable progress in providing human, financial, and technological resources (where ERP was involved), and much less progress with respect to MOE provision, especially for financial and technological resources; and f) little or no progress in developing a system of career paths and incentives for educators. There was much less consensus among interviewees with regard to movement toward g) coordination within and between the supervisory and inservice training system and h) utilizing existing expertise and building existing staff's capacity. Interviewee comments on ERP's contributions as well as recommendations for future ERP activities are also reported in this chapter.

Chapter 6 presents findings from the document review and focus group interviews to describe the processes and outcomes of activities concerned with standards implementation and school self-assessment. It describes some of the challenges faced as well as the activities undertaken in this regard, including collaborative planning and various efforts to promote standards awareness and facilitate school-self assessment. The latter activities included: a) constituting governorate-based standards support teams; b) constituting school-based quality teams; c) developing, piloting, and refining the assessment tools (related to effective schools and community participation standards); d) diffusing and facilitating use of the assessment tools; and e) initiating the development of tools in other areas of standards (i.e., administrator and teacher). MOE personnel, both those who were members of the standards support and quality teams as well as other who observed and (perhaps) participated with them in some activities, generally offered a positive assessment of the accomplishments of the governorate-based standards support teams and the school-based quality teams. Interviewees also identified factors that facilitated the work of these teams as well as factors that limited their accomplishments. They mentioned ERP-organized training and technical assistance activities as being

particularly valuable, though they also had recommendations for how ERP's support for standards implementation and school self-assessment could have been strengthened.

Chapter 7 reports the findings from the document review and focus group interviews concerning ERP-supported efforts to develop the commitment and capacity of school administrators and supervisors to provide guidance and support to teachers in their instructional roles. The chapter describes the range of ERP-supported efforts: a) idara mapping and conducting needs assessments, b) organizing training programs in educational leadership, c) conducting training programs to activate the school cluster mechanism, and, perhaps most relevant, d) facilitating training programs in standards-based classroom observation.. The chapter also shows that focus group participants (at least those in ERP-supported schools and idaras) reported seeing substantial, positive change in how supervisors carry out their responsibilities, but noted less movement among school administrators toward becoming guides/supports of teachers in performing their instructional role. The chapter also identifies interviewees' perceptions of factors that facilitated or hindered the noted changes in supervisory behavior. In particular, MOE personnel – supervisors as well as other educators who worked with them – noted the value of ERP-organized workshops and other professional development activities in promoting this reform.

Chapter 8 presents the findings from the document review and focus group interviews concerning ERP-supported initiatives to develop teachers' knowledge and skill, particularly in implementing active-learning and other reform pedagogical practices. The chapter illustrates the different approaches that ERP staff and consultants employed in organizing teacher professional development activities: cascade training of trainers, TOT for school-based trainers, TOT with guided practice for school-based trainers; project staff/consultants direct provision of professional development; and collaboration with MOE staff to plan and implement activities. The chapter also summarizes the following findings from the focus group interviews: a) teachers, school administrators, supervisors, and other educators working in ERP-supported schools indicated that professional development activities had been helpful, though this was not the case among teachers from other schools in the focal governorates; b) interviewees identified factors that facilitated and those that hindered effective professional development activities; and c) MOE staff offered specific recommendations regarding ERP efforts. Similarly, SBTEU staff (as well as teachers and supervisors working in ERP-supported schools, but not other groups of teachers) reported that the functioning of these local units for professional development

had improved in the past 2-3 years, though there was certainly room for further improvement. Focus group participants also identified helping/hampering factors and made recommendations for strengthening ERP's support of SBTEUs. The various MOE staff participating in the focus groups also generally were positive about efforts to establish inter-school clusters as a mechanism for planning and implementing local professional development activities. They mentioned several factors that had helped or hindered the functioning of the cluster mechanism, and made recommendations for ERP's future work.

Chapter 9 discusses findings from quantitative (SCOPE) and qualitative (focus group interview) data addressing the question of whether teacher and student behavior in classrooms changed in the context of ERP-supported training and other activities. With regard to changes in *teacher behavior*, as measured by SCOPE, the chapter reports the greatest gains occur in the "Classroom/Instructional Management" and "Active-Learning Pedagogy—Behavioral Dimension" teacher scales, followed by the "Active-Learning Pedagogy—Cognitive Dimension" and the "Student-Centered Pedagogy—Relevance Dimension" teacher scales. It also indicates that the clearest differences in change in teachers behavior (comparing the experience of teachers in ERP-supported schools with that of teachers in the non-ERP-supported schools) was associated with on the "Student-Centered Pedagogy—Relevancy Dimension" scale, followed by the "Classroom/Instructional Management" and "Active-Learning Pedagogy—Cognitive Dimension" teacher behavior scales, and then the "Active-Learning Pedagogy—Behavioral Dimension" teacher behavior scale. The chapter illustrates that the qualitative data obtained from the focus group interviews basically reinforce these findings based on classroom observations using SCOPE. Teachers in ERP-supported schools (compared to teachers in other schools), provided a much stronger sense of having changed their behavior and having moved toward implementing active-learning pedagogies. Furthermore, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools. With respect to changes in *student behavior*, as measured by the SCOPE, the chapter reports that there were relatively small gains occur in the "Student Critical Thinking" student behavior scale and even smaller gains in the "Student Problem Solving" student behavior scale. It also notes that the clearest differences in change in students' behavior (comparing classrooms in ERP-supported schools and those in the non-ERP-supported schools) were observed for the "Student Problem Solving" student behavior scale, followed by the "Student Critical Thinking" student behavior scale. Furthermore, the chapter indicates that the qualitative

data obtained from focus group interviews tended to echo the findings based on classroom observations using SCOPE. Teachers in ERP-supported schools (compared to teachers in other schools) were more likely to report somewhat increased student participation in lessons and more engagement in critical-thinking and problem-solving activities. Also, other groups of educators reported that they observed such behavioral changes more so among teachers in ERP-supported schools.

In the next chapter we will identify some implications of our findings for sustaining, deepening, and diffusing reform in the area of professional development.

CHAPTER 11:
Implications for Deepening, Sustaining, and Diffusing Reform

Nagwa Megahed and Mark Ginsburg

In this chapter we discuss some of the implications as a consequence of conducting this documentation study. We first summarize lessons learned for deepening and sustaining the reforms in the area of professional development, giving attention first to the system level and then to the practice/capacity levels. Finally, we outline the challenges and opportunities for conducting documentation research toward facilitating the diffusion of reforms. We hope that these lessons will be the focus of discussion and will inform the future actions of ERP staff as well as MOE personnel at various levels of the system.

Lessons Learned about ERP-Support for System Reform

One of the most important lessons to be learned from ERP's activities in this area is that it is possible, with careful planning and coordination, to engage various members of an "imagined community" – the professional development system – in analyzing their situation and in developing a reformed conception of policies, organizational structure, and practices. It seems crucial that various subgroups – viz., local and national supervisors and local and national inservice training system personnel – participated in facilitated discussions and decision-making prior to coming together in the context of defining a "Framework for a Professional Development System." While ERP staff and consultants played a critical role, particularly to initiate the discussions, over time the various MOE staff assumed responsibility for and commitment to these activities and what they produced through them. This indicates that future such efforts could be organized by the MOE – perhaps with the assistance of consultants. Indeed, one can see the 2006-2007 MOE strategic planning exercise as an example of this. Arguably, ERP's support for developing the "Framework" not only built the capacity and confidence of some key MOE staff, who could contribute more effectively to strategic planning, but also provided a model for conducting a participatory planning effort.

A second lesson learned is that facilitating a planning process, even one that involves many of the key stakeholders in the system, is no guarantee that the recommendations and plans will be accepted or adopted officially, let alone implemented. ERP staff – often jointly with MOE personnel – supported a variety of initiatives to raise

awareness about the recommendations included in the “Framework” and to encourage adoption and implementation of the recommended reforms. And, because of such efforts, progress in implementing some of the recommendations was noted by the focus group participants. However, at one point it seemed as if the “Framework” would suffer the fate of many policy documents – being a good source of proposed, but not enacted ideas. Here we reference the numerous attempts by ERP staff (and key MOE participants in the “National Forum”) to meet with the Minister of Education and have him officially recognize and adopt as policy key elements of the “Framework.” As discussed, however, they were not successful in pursuing this direct pathway. Instead, they made use of an indirect channel – proposing many of the recommendations for inclusion in the MOE (2007) *National Strategic Plan for Education*. While the Ministry including recommended reforms in its Strategic Plan, of course, is no guarantee that they will be implemented a key step (official adoption) had been taken.

This brings us to a third lesson learned, that the rhythm of reform adoption and implementation is often uneven. In fact, sometimes it feels like one has encountered a “full stop” in the reform symphony, when in fact one is merely experiencing a long pause. This pertains not only to reforms that were on the agenda before a project like ERP began (e.g., Teachers’ Cadre) but also to reforms for which the basic elements were developed through the activities of the project (e.g., Supervisors’ Standards). In both of these examples, interviewees did not perceive much progress when they participated in focus groups in August 2007, but on-going efforts by ERP staff and, perhaps more importantly, MOE personnel have moved these recommended reforms closer to being a reality within the system. It is also worth noting that prior to August 2007, ERP staff had engaged in relatively few activities focused on establishing the Teachers’ Cadre and made substantial investment in time and resources to facilitate the process of defining standards for supervisors, while basically the opposite was true after September 2007. An interesting case to watch will be the fate of the standards for evaluating trainers, training providers, and training programs.

Lessons Learned about ERP Support for Practice/Capacity Change

Given this last point with respect to system reform, we think it is useful to begin this section on practice/capacity change with a quote from Beeby (1986, p. 37), in which he reiterates and reflects upon his observations first published in 1966 in *The Quality of Education in Developing Countries*:.

> It is important "to realize that change in the quality of classroom practice is a matter of growth – a living, inward change in the minds of individuals, which is not brought about solely by manipulating external influences, such as laws, official syllabuses, instructions, sanctions … or even money. … Planners … rarely understand how difficult it is for teachers to change their classroom practice … [and they] often grossly underestimate the time it will take to bring about real change in classroom practice." (Beeby, 1986, p. 37)

Not only may their be delays – or periods of incubation or digestion – of reform ideas before they become adopted as policies or system change, it is also likely that there will not be dramatic or continuous movement in practices that are in line with those ideas.

With respect to ERP-supported activities designed to build the capacity of educators to implement reform pedagogies, assumed to improve the quality of educational experiences and enhance student learning outcomes, this study documented small, but significant changes in the nature of teacher and student behavior in classrooms in ERP-supported schools (compared to the same classrooms one or two years earlier and compared to classrooms in schools that had not received direct ERP support). One lesson learned from this is that a) it is possible for teachers (secondary as well as primary and preparatory levels) to modify their behavior and – to a lesser extent – students also behave differently during lessons. Another lesson is that it is possible to develop and have supervisors use standards-based classroom observation tools for documenting teachers' (and students') behavior. The start-up costs of designing SCOPE may have required the financial and human resources of a project like ERP, though the MOE may be in a position to undertake similar efforts in the future. Nevertheless, it does not seem necessary to have an international organization-funded project for there now to be regular use of SCOPE or the simplified classroom observation tool by supervisors or school administrators, who could be trained (perhaps with assistance from consultants) by MOE personnel who helped develop and implement SCOPE over the last few years.

Another lesson learned from ERP-supported capacity development activities is the importance of planning and coordination of training across educator categories. Focus group participants – whether teachers, school administrators, supervisors, or local/national system administrators – commented extensively on this point. Sometimes they highlighted the issue by noting how much more progress had been made in implementing reform pedagogies when, say, teachers and supervisors, were exposed to the same ideas and develop relevant reciprocal understandings of and skills in performing their roles. Other

times they addressed the matter by noting how the fact the lack of understanding of or commitment to active-learning or other reform pedagogies by a role partner (i.e., teacher, administrator, or supervisor) created a major obstacle in their efforts to change their behavior. Moreover, some interviewees even called for more joint professional development activities, noting that not only would teachers, administrators, and supervisors receive the same information and engage in the same activities, but by doing such together, they would strengthen their understandings of each other's situation and learn better how to work together.

Another lesson is that training and other professional development activities need to be part of an on-going process, and not just a set of isolated and disconnected events. Included here is the value of periodic "refresher" trainings, not assuming that introducing knowledge and skill one time is enough. Not only are there likely to be more in depth knowledge and more refined skills that have to await learning and using the basic, introductory material, but there is value in revisiting even the introductory material after participants have tried (successfully or not) to implement the reform pedagogies. Also, relevant here is the need to couple workshops and other training activities with supervised practice in the field. This was evident in relation to training of trainers, but also should apply to the training teachers, school administrators, and supervisors receive. For example, one can point to the workshop-based and field-based guided supervision that supervisors received when they were learning how to use SCOPE.

A final lesson learned in this category is that while it may be easier, at least initially, for project staff and consultants to conduct the workshops and other professional development activities, in the long run there are substantial benefits in project staff and consultants providing training and technical assistance. If the goal is deepening and sustaining changes in educators' practices, then developing the capacity of those will have responsibility for professional development after a project concludes must be the way to go. Interestingly, this is where the professional development reform support provided by the EQUIP1 and EQUIP2 sides literally of ERP came together. With the EQUIP1 side building on its experience, for example, in preparing teachers to implement the comprehensive education assessment system (CEAS), and the EQUIP2 side drawing on its work with course design and training cadres, ERP was in a position to support central and local professional development system players in designing, conducting, and evaluating a new initiative to enhance educators' commitment and capacity in relation to CEAS.

Challenges and Opportunities in Conducting Documentation Research

While these and other lessons for professional development reform efforts can be learned from reading the various chapters in this report of the documentation study, we also want to discuss some of the insights gained about the process of conducting this study. Here we give attention to some of the challenges and opportunities for diffusing reform processes and outcomes using this approach.

In terms of challenges, we should mention that during the time that we were carrying out this documentation research, some of the areas of work of Education Reform Program were redirected. For instance, the ERP staff responsible for facilitating the development of the professional development (training and supervisory) system, based on input from the Ministry of Education and the USAID Mission in Egypt, shifted their attention to other areas (e.g., a re-energized effort to create a career structure for teachers through the institutionalization of "teachers' cadre" policies and procedures, an initiative to organize induction and mentoring programs for new teachers). And the ERP staff responsible for direct support for activities within the areas of administrative and leadership development, teacher professional development, and standards implementation also redirected their energies to other project work. This meant that some of the findings from the document review and focused group interviews may be less directly relevant to their new assignments. At the same time, however, the fact that MOE personnel were expected to carry on with some of these areas of work means that, for them, there is likely to be a heightened interest in insights that could be gleaned from the documentation study.

Given that some ERP staff as well as MOE personnel continued to work on areas relevant to the documentation study's foci, we should note how the process of documentation also served as a mechanism for diffusion. Indeed, we believe that the meetings that we held with ERP and MOE staff to a) identify documents to review, b) discuss preliminary documentation findings, and c) finalize sample and interview questions helped to focus their attention and to promote dialogue about the reform efforts in which they were engaged. While the meetings were organized primarily to obtain input from these key stakeholders to shape the documentation research, it appears that the stakeholders also began to see more clearly the connections between their current activities and their previous activities as well as the intersections and contradictions between their activities and those of others involved in the project and other reform efforts.

This learning process was further broadened and deepened during the focus group interviews. Again, although these were designed to collect data from stakeholders, it was

clear from the conversations that took place and from the comments afterwards by participants that they benefited from the experience. Not only did they have a block of time in which to reflect on their contexts, actions, and results, but they also encountered a relatively rare opportunity to listen to colleagues' accounts of their successes and failures. Moreover, both during and after their participation in the focus groups they engaged in discussion with their colleagues, gaining clearer understandings and comparing experiences. Of course, unlike future steps in the diffusion process, their exposure was limited to those who participated in the specific focus group (either in a particular governorate or at the central level). Nevertheless, participants noted that it was not routine for them to meet and discuss reform-related issues, even with a limited set of colleagues.

Additionally, we are aware that our decision to select university Education faculty members as moderators and recorders for the focus group meant that another key group of educators were not only informed by our summary reports of the documentation review, but also were exposed to a range of accounts of the reform experience by the participants in the focus group interviews they conducted. We know that some of these colleagues shared what they learned with some of their faculty colleagues as well as some of their undergraduate and graduate students. While we only have anecdotal evidence on such indirect diffusion, we believe it can be important, perhaps inspiring professors to become more involved in school reform initiatives and likely helping future teachers (i.e., undergraduate students) to be better prepared to participate effectively in the reform process.

Finally, as noted in Chapter 1, the purpose of this study is not primarily to write a report that documents ERP-supported reforms. Rather, the purpose is 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, it is our sincere hope that activities be organized by/for ERP staff and/or MOE personnel to discuss the information in selected chapters of this report. Preferably, such dialogue would focus on the lessons learned (including the subset sketched above) as well as on specific efforts that could be undertaken to deepen, sustain, and diffuse reforms in the area of professional development. Furthermore, ERP staff and MOE personnel should consider the nature of future documentation studies that could contribute effectively to diffusing (as well as deepening and sustaining) reforms.

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