

**Governance Reform: Stepping Stone to the
Implementation of Decentralization Policy in the
UAE Education System**

by

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DEDICATION

This dissertation is dedicated to my children Sara and Yousef, and every child in the world who has the right for better education and better life.

ABSTRACT

This research presents to UAE political leaders and educational specialists a study of an aspect that constitutes a problem for the UAE education system. This study provides evidence from literature and data gathered in schools to show that the current centralization policy has many implications contributing to the weak performance of the public schools and consequently the weak students learning outcomes. Focusing on Human Resources and Curriculum, the research investigates the management ingredients which need to be decentralized and the type of decentralization which could best utilize them. The research finds that the delegation type of decentralization could provide the best mechanism to achieve the goals of vision 2020 and would provide a supportive environment to the learning site, actors, and process.

In an attempt to shape a model for schools which can work best for the delegation type of decentralization, this research consulted the Qatar Education Reform Project, Independent School Management, and similar models of decentralization in the USA. Accordingly, it identified the lessons which could be learned and would contribute to the successful adoption of decentralization policy in the UAE education system. Finally, based on extensive research, the research identifies valid reform strategies and principles for the UAE education system and its national culture conditions. The research further proposes an action plan to mostly implement the decentralization policy to better develop the UAE public school performance and to achieve the targeted students learning outcomes.

LIST OF ABBREVIATIONS AND/OR DEFFINITIONS

ADEC : Abu Dhabi Education Council (UAE)

The Amiri Diwan: The government agency responsible for handling ruling family matters (such as the civil list), certain matters of protocol, constituency complaints (thus making it an extension of a much older institution for petitioning the ruler), and whatever miscellaneous matters the emir designates.

AYP : Adequate Yearly Progress- A statewide accountability system mandated by the No Child Left Behind Act of 2001 which requires each state to ensure that all schools and districts make Adequate Yearly Progress.

CfBT : Centre for British Teachers (United Kingdom)

DDS : Decentralization of Decision for Schools

DEC : Dubai Education Council (UAE)

Decentralization: It involves the transfer of all or part of the decision making, responsibilities and management vested in the central authority towards another regional, provincial or local authority (districts, municipalities, communities) or towards schools themselves.

Delegation : The transfer of many service delivery responsibilities from national to local or regional governments

Devolution : The transfer of many service delivery decisions and functions to the level of the school

Deconcentration: It is the transfer of or delegation of responsibility for managing the activities or services in question (education, health, etc) from the national level to a local level of a ministry or central institution.

Emiratization: The replacement of expatriate specialists from other countries

by local nationals without jeopardizing efficiency and effectiveness.

- EQ Review** : Education Quality Improvement Program –it is a newsletter published by USAID’s EQUIP1 to share knowledge about issues fundamental to improving educational quality and to communicate the successes, challenges, & lessons learned by USAID Missions.
- Equip** : It is a combination of programs, processes, and activities that contribute to the Office of Education of USAID’s Pillar Bureau for Economic Growth, Agriculture and Trade (EGAT)
- GNP** : Gross National Product
- HR** : Human Resources
- ISM** : Independent School Management (Qatar)
- MOE** : Ministry of Education
- Privatization:** It denotes the transfer of school decision-making, responsibilities and management towards a private entity. In this context decentralization is akin to the privatization of the entire public service.
- MEC** : Ministry of Economy and commerce (Qatar)
- RAND** : Research ANd Development- It is a non profit institution that works in the public interest to address the critical issues of the day through objectives and in-depth research.
- SBM** : School Based Management
- SEC** : Supreme Education Council (Qatar)
- The teacher:** A monthly teacher magazine publishes from the UAE teachers’ committee - Sharjah
- UNESCO** : United Nations Educational, Scientific and Cultural Organization
- UAE** : United Arab Emirates
- UN** : United Nations
- UNDP** : United Nations Development Programme
- UAENR** : United Arab Emirates National Report
- USA** : United States of America

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Governance Reform: Stepping Stone to the Implementation of Decentralization Policy in the UAE Education System

CHAPTER 1

Introduction

1.1 Background

"Governance reform has emerged in recent years as a key concept shaping all debates and discourses on development. Leading to far-reaching changes in dynamics of policy making as well as implementation of development programs" (UNESCO: 2005, 67). Organization is the factor that most affects the functioning of management systems in any healthy governance. It shows how people interact, do complicated work to achieve assigned goals, and follow a managerial framework that distributes specialties and accountabilities, and clearly articulates goals to prevent overlapping or conflicting. Formally defined, "an organization is a collection of people working together in a division of labor to achieve a common purpose"(Schermerhorn, J., et. el: 1997,9). Any successful organization structure combines aspects of centralization and decentralization in its management system. In any organization, the adoption of only decentralization in its structure will eliminate the crucial role of its manager. On the other hand, the adoption of only centralization will contract the crucial role of its workers in technical issues related to their professions. Centralization and decentralization then are a matter of degree. The extent to what each type of their attributes could be adopted and implemented would define the school overall system of management as more centralized or more decentralized.

"Decentralization is built on the core premise that people have the right to make decisions for them-selves. Therefore, their participation is critical for development" (UNESCO; 2005, 62). Accordingly, there is strong

belief that decentralization suits only the democratic countries whose citizens experienced the community participation and are ready to assume responsibility. Others believe that decentralization suits more the countries with large degree of diversity in their culture, values or socioeconomic factors. Equip2 project (2003) and other educational research bodies have challenged these approaches and emphasized that decentralization is unique to each country and depends on the reason of the adoption and the patterns of socialization, education, and life experiences which condition its citizens behavior. Based on the arguments against and for decentralization, there is a great deal of hesitation in transferring the authority to lower levels in the developing countries education system, even though the dominant paradigm is positive concerning its utility.

There is strong evidence from the experience of decentralization in a number of countries that the transfer of power from the central authorities to local governments and schools results in improved education quality. Nevertheless, EQ Review (2005) published that "Many countries have adopted education decentralization policies for reasons which have little to do with improving schooling; for example, Argentina decentralized education to provincial government in order to reduce the federal government's fiscal deficit, and Spain decentralized education to regional governments to accommodate the demands of different ethnic/language groups".

Most decentralization initiatives in education are in the form of the delegation of many service delivery decision making and accountability to the level of the school and/or the devolution of the service delivery decision making from national to local or regional governments in the ministry hierarchical system of management. There are two strategies for the devolution/delegation processes; the so-called 'big bang' strategy, as for example in Argentina and Indonesia and the so-called 'go slow' or gradualism strategy, as for example in Vietnam and China. Big bang strategy begins with an announcement by the government of an imminent decentralization, and is immediately followed by requisite legislation and official transfer of power. The go slow strategy may begin with no

announcement, and gradually the power and responsibilities are transferred to local government and organization units when they demonstrate that they have the capacity to receive them.

The UAE education system has pervasive quality problems in its organization and management which are argued to be the cause of the weak student learning outcomes. Shaw. el al (1995) clarified that despite funding from the government, past research analysis showed that the UAE public education system is not very effective. It is structured and functions in a way that emphasizes development of the student's temporary memory capabilities instead of developing their permanent schemata, communication and cognitive skills. Sheikh Mohammad (Vice President and Prime Minister of UAE and Ruler of Dubai), reflected the dissatisfaction of the UAE leaders when said "is the objective of education (is) to measure the memory capabilities of students, instead of providing them with the knowledge necessary to meet life's challenges and the ability to think and choose?" (Salama, 2007). The UAE education system measures the students on a scale of numbers according to how much content each one memorizes in comparison to others instead of measuring each student against concrete standards that objectively measure his performance. It is found that developing such standards is crucial for any outcomes based education system. Aligning the curricula, instructions, assessments, and other related school activities to the standards require an empowered learning community and capable personnel at the school site.

In 1995, UAE ministry of education produced a policy document (Vision 2020) outlining a strategy for further educational development in the UAE up to 2020, articulated in a number of five-year periodic plans. The plan (1999-2003) has lunched 10 projects to improve the education policies and the decision making climate. The framework of these projects indicated the tendency to apply phases of decentralization in the UAE education system (a form of "go slow"). One of these is to reconstruct the education system of the MOE to cope with the development policy based on the centralization of planning and the decentralization of implementation. These projects were hindered by many institutional,

organizational, and professional obstacles at all levels of the education system. Accordingly, the main challenge facing the MOE is how to tailor a suitable model of decentralization which takes into account the identity of its education system and the characteristics of its national culture condition.

1.2 Rational to select the topic

Reviewing the literature of governance reform in education, the researcher found that many countries have exerted keen efforts to adopt a form or more of decentralization. The outcomes have showed an obvious gap in the level of successful implementation between the developed western countries and the Middle Eastern developing countries. For instance, my home country, Egypt, has implemented two types of decentralization policy in education since 2000; Parents-teachers council and Boards of Trustees of parents and teachers. Ghodsi(2006) in his analysis of the implementation outcomes said that "A quasi-natural experiment for the effect to be analyzed has found that, educational decentralization has had an ambiguous and statistically insignificant effect on students outcomes". Nowadays, the relevant debate among education specialists in the developing countries is mainly about how can a suitable model of decentralization policy be formulated and implemented to improve students learning outcomes?

Equip2 project (2003) suggests that "Each country's design of education decentralization is unique and depends on the historical, culture, and political characteristics of that country". Accordingly, this research investigated how can UAE design and implement a successful model of education decentralization if it considered; the status quo of that education system and its areas of weaknesses, its natural culture conditions, and the lessons learned from experiencing educational decentralization policies in other countries?

UAE is selected to be the case study of my research as it shares with my home country and most of the Middle Eastern countries many basic educational fundamentals. Its education system is highly centralized and positions the decision makers and service providers far away from the

learning community. It has organizational problems which are blamed to be the cause of the current school weak performance. Sheikh Mohammad stated that “the problem in education also lies in implementation, in managing the education sector, and the work culture at the ministry”(Salama, 2007). I also live and work in UAE and can gain access to many raw data resources.

1.3 Statement of the problem:

(Research philosophy, hypothesis & aims)

The revolution of technological communication and the emerging phenomenon of globalization have rapidly changed the world's socioeconomics. The extent to which students acquire contemporary skills, information, and values that can cope with this rapid change is the main factor that determines the level of success of any modern education system. Achieving high levels of such acquisition will not occur unless every element that interacts with the students in their daily learning (teacher, curriculum, instruction, assessment, etc) is subject to analysis, evaluation and a continuous development process. Such continuity of check and edit requires bringing the decision making process and service delivery closer to the learners and the learning community.

The philosophy of my research is drawn on my belief that developing students learning outcomes will not be achieved unless the schools and people at the grass-root level are empowered to perform their roles efficiently. Focusing on the HR and curriculum managements, because of their essential contribution in the students learning, the research hypothesizes that:

“The centralization of the UAE education system implicates many HR and curriculum managements’ ingredients to have negative influence on the public schools performance.”

Accordingly, the research aims to advance the practices of human resource and curriculum managements and their relevant context by helping the decision makers spot the ingredients which need to be decentralized. And propose valid principals, methodologies, and action plans for the successful implementation.

1.4 The research outline questions

Focusing on the human resource and curriculum management functions and their context, the research provides road signs for its design (as articulated in sec 2.2) which attempt to answer the following questions:

- 1.** What are the implications of centralization policy for HR and curriculum managements and their relative context in the UAE education system?
- 2.** What are the implications of the centralized ingredients of HR and curriculum management for the UAE public school system performance?
- 3.** To what extent will the adoption of decentralization policy in these two functions help the UAE schools to perform better? And what model of schools could work the best?
- 4.** How can a decentralization policy be adopted and implemented successfully in developing these two functions and their relative context in the UAE education system?¹

¹ The criteria for the HR and curriculum management successfulness are the extent to which they can develop a supportive environment for better student learning outcomes.

CHAPTER 2

Methodology

2.1 Introduction

Since my research was applied to the field of public education system, it was important to gain access to its relevant documentation resources and stakeholders. My major interest was to find a gatekeeper in order to overcome the sense of guilty or anxiety felt by those who might provide vital information during the process of data collection. Accordingly, I prepared for my thesis very early and planned to get the attention of the Department of Educational and Institutional Research leaders in the MOE by explaining a simple outline of my research, its objectives and its procedures. They helped me to gain access and provided me with their relevant statistical information. Following Morgan and Hunt (1994) suggestion that trust is the cornerstone of relationship commitment, and without it commitment flounders, I made repeated visits to their offices to build and maintain trust and communication channels with each one of the critical persons.

2.2 Research design

In order to plan the process of collecting and analyzing the research data which could properly test its hypothesis and answer its questions, the research objectives are designed as follows:

1. Identify the principal characteristics of the current UAE current education system (status quo) and its national culture conditions. (Annexes: 2&3)
2. Identify the extent to which the Human Resource (HR) and curriculum management functions are influenced by the dominant centralization in the MOE organization. Consequently, determine their impact (effectiveness and efficiency) on school performance and the quality of students learning outcomes. (Annex: 3) **Used methodologies for 1 & 2:** I reviewed the relative literature in UAE and employed different data collecting instruments like; Interviews, documentation analysis, and observation.

3. Identify the adopted forms of decentralization in MOE education system and distinguish the extent to which the adoption of more decentralization attributes in the HR and curriculum managements will help to improve the school performance and student learning outcomes. This includes the determination of the best type of decentralization which will suite the characteristics and goals of UAE education system and its culture conditions. (Annex: 4)

Used methodologies: I reviewed the literature of educational centralization and decentralization in UAE and internationally, and employed different interviews and documentation analyses.

4. Determine the lessons learned from experiencing the determined type of decentralization in two countries' case study education systems. (Annex: 7 & sec 3.2)

Used methodologies: I reviewed the literature of decentralization in Qatar and USA for the following reasons:

a. Qatar is a Gulf state Muslim country which shares with the UAE almost all of its national culture conditions and educational fundamentals. It has recently experienced a type of educational decentralization in its school system called local management of schools. This type is influenced by an American model of decentralization called "Charter schools".

b. USA is more developed western country, which adopted and experienced, for long time, different types of educational decentralization. It also can provide explanations to any emerged question from Qatar reform project.

5. Analyze the collected data form relevant literatures and other different data collection instruments to diagnose the ingredients which could support or obstacle the adoption of decentralization policy in UAE education system. The analysis would base on the fundamentals of educational decentralization and the lessons learned from Qatar and USA to categorize the research findings into their weakness and strengths areas. (Sec: 5.2) Accordingly, shape a model of schools which can work the best through the identity of the UAE education system and its culture conditions.

6. Conclude and frame an action plan for the adoption of a suitable form of decentralization policy in the UAE education system which could develop

school performance and provide a supportive environment for the students' learning. (Sec: 5.4 & 5.5)

In order to achieve these objectives I employed an action research case study methodology through a qualitative approach for many reasons². First, qualitative research is broadly defined as "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification" (Strauss and Corbin, 1990; 17). Second, there is great deal of natural, realistic and descriptive data available about the status quo of the UAE education system and the UAE national culture conditions. Third, the viewpoints of the human resource and curriculum management stakeholders are important for the proposed framework of change. Fourth, it is fieldwork as it enables me to enter the natural field of the relevant stakeholders, have face to face interviews with them, study the context of the secondary school learning community and observe before and during the interview. Finally, the design of the data collection process and the corresponding analysis to verify the research hypothesis and questions are based on analytical induction which is the major logic of qualitative research.

2.3 Research paradigm

Responding to the research design which aims to understand and change the organizational obstacles that hinder effective learning, the

² According to Stenhouse's (1985 cited by Keeves and Lakomski 1999: 107) elaboration of research methodologies, I decided to adopt action research case study methodology for the following reasons;

- a. Action research methodology helps bringing about required change in the human resource and the curriculum management functions through the delegation of decision making and service delivery to the schools.
- b. Case study methodology enables me to collect the evidence systematically and generate the most effective variables to the implementation of decentralization policy in education regarding the two targeted functions. Moreover, it enables me to draw data and information from different resources to answer the questions what?, when?, why?, And how?

critical theory paradigm is found to be the best fit. Cohen et al (2000) in their elaboration of its purposes stated that

"Its (critical theory) purpose is not merely to understand situations and phenomena but to change them. In particular it seeks to emancipate the disempowered to redress inequality and to promote individual freedoms within a democratic society" (p. 28).

In addition, working through one paradigm helps in developing and attaining research objectives consistently. Harvy (1990) in his elaboration to the critical theory definition said that "it would include the basic paradigms of any qualitative research directed at generating empowering or emancipatory social change directly through research.

The critical theory paradigm is employed through two major methodologies:

1. Ideology critique methodology; which is as stated by Cohen et al (2000; 30) "... exposes the operation of ideology in many spheres of education, the working out of vested interests under the mantle of the general good". Accordingly, I aimed to know how the H.R. and curriculum management actors' views and practices might be ideologically distorted and to reveal to the relevant stakeholders how their act maintains the status quo of the education system which keeps them either empowered or disempowered (example: sec 5.2.1-12). To do so, I followed the Smyth (1989, cited by Cohn,2000;30) four stages to address ideology critique through reflective practice in education:

- a) What they are doing? Objective 1 description
- b) What does this mean? Object. 2 Information
- c) How did they come to be like this? Object. 3 confirmation
- d) How might they do things differently? Object. 3, 4, 5 & 6 reconstruction

2. Action research methodology; as it espouses the practitioner in their field of practice; for example the teachers, participant observers and curriculum developers in their individual fields and recognizes the significance of context for practice. This includes location, ideological, historical, managerial, and social conditions. "in that sense the claim is made that action research is strongly empowering and emancipatory in that it gives practitioners a voice, participation in decision making, and

control over their environment and professional lives" (Carr and Kemmis,1986; Grundy, 1987 cited by Cohen et al,2000;31).

Both methodologies were useful in studying the UAE ethnography to distinguish its culture conditions and the patterns of behavior which could resist or support the adoption of decentralization in the secondary school education system. They also enabled me to observe and understand objectively and neutrally the status quo of the UAE education system and how the HR and curriculum management are currently performed in it. Generally, the reasons for status quo and the possibility to change are interpreted according to its actors (students, teachers, principals, supervisors, the HR manager and the head of curriculum development). Morrison (1995) suggested that "critical theory because it has a practical intent to transform and empower, can – and should- be examined and perhaps tested empirically (p.317-32). These have been emphasized by adopting action research case study methodology. (Sec 2.2)

The qualitative researches essence of flexibility to promote the research using whatever is suitable to the occasion, allowed to embed a constructivism approach in different situations. Oak (2005; 4) elaborated "constructivism can not be studied in pieces (for example as variables) but only holistically and in context". It is also used to elaborate the relation between the interviewee experience and the knowledge and recognize the extent to what the culture conditions influences his/her responds.

2.4 Research instruments

As the type of data and its inquiry influenced the decision to adopt the qualitative research, it also influenced the decision of what instruments are appropriate to gather such data. The instruments used were interviews, participatory observation, documentary analysis and me.

2.4.1 Interviews:

Rogers and Bouey(1996;52cited by Oak,2005;6) pointed out that " the most utilized data collection method in qualitative research studies is the interview". Morrison et al (2000;267) clarified that "Interviews enable participants – be interviewers or interviewees- to discuss their interpretations of the world in which they live, and to express how they

regard situations from their own point". Accordingly, I interviewed the stakeholders of each targeted function through reverse process technique starting from the place of delivery - teachers and students – and going backward through the hierarchical system of the ministry of education. In order to enhance the credibility of the collected data, the researcher has been guided by the stakeholders' recommendations to recognize and interview the school personnel who are best representatives of their colleagues. The aim is to understand how these functions are currently operating and their context, and how the reform should be from their actor's point of view. The interviews were multipurpose and their type was semi-structured, un-structured, or a combination of them, i.e. I would start with un-structured interview to relax the interviewee, and move to a semi-structured interview format. As recommended by Taylor and Bogan (1984), all interviews were recorded with the interviewee's permission to ensure better accuracy. Later on, the relevant statements will be transcribed and categorized according to their meanings to provide the raw data for the final analysis.

1. Semi-structured interviews were carried out only in a one to one form. Flick (1998,76) pointed out that this type of interview is preferred in qualitative research. They planned to be guided by a set of main questions which allow for generating more questions during the interview to develop important areas of inquiries.

2. Un-structured interviews were carried out as one to one or group interviewing which include a group of students or a group of teachers. The dialogue centered on a topic (focused interview) and guided by key words related to this topic. Such interviews will be recorded with few notes taking in order to control the dialogue and combine the participatory observation. Bell (2005; 161) pointed that "The advantage of a focused interview is that a framework is established and so recording and analysis are greatly simplified".

2.4.2 Participatory Observation:

I conducted covert observation where people don't know that they are observed while following ethical rules as explained in the ethics section. Oak (2005) clarified that "one reason why covert observations are

conducted is that people might behave differently when they know they are being observed". They were carried out in two ways:

1. Complete observation especially when the un-structured interview is carrying out to observe how the interviewee responds look like in different situations? When was he excited? and Why?

2. Onlooker observation especially before the observation to analyze the setting in which the interviewee is located. This clarified reasons for the unclear meaning in the dialogue and elaborates the school social and physical environments.

2.4.3 Documentation analysis:

Like the literature review, local and national documents related to the subject of study are analyzed in addition to the information gathered from interviews and questionnaires. The methods used to locate, categorize, select, and analyze documents are based on the time available to complete my research as explained in chapters 2, 4 and 5. The type of the documents were mostly problem oriented which could inform the research inquiry. These were written data from either primary sources like the MOE or secondary sources from other bodies to elaborate the primary sources data. In addition, I considered the inadvertent sources to gather related evidences from government departments or national database which have been issued for other purpose different than the subject of my research. Elton(1967;71,cited by Bell;2005) clarified that " ... what first appear to be inadvertent sources are actually attempts to justify actions to future generations" (p.127).

Witting and unwitting evidence are also considered as defined by Marwick(1989:216) " Witting evidence is the information which the original author of the documents wanted to impart. Unwitting evidence is everything else that can be learned from the document". i.e. I considered the content of the documents and its context with respect to what is the type of the document? who issued it? When? Why?

2.5 Sample selection and focus group:

"The quality of a piece of research not only stands or falls by the appropriateness of methodology and instrumentation but also by the

suitability of the sampling strategy that has been adopted" (Cohen,2000;92). The UAE secondary schools cover different geographic areas which vary between urban and rural. It is important to clarify that there is no serious cultural or education difference between local people in urban and rural areas because people do not tend to live in one specific area. Every family that lives in rural area also has another home in urban areas and vice versa. Moreover, there is no more than one ethnical or religious conception that influences the individual behavior within the community. On the other hand, the number of schools in rural areas is limited in comparison to the number of school in urban ones. Evidence was clear in the ignorance of such classification in the yearly MOE statistical report issued by the Department of Educational and Institutional Research.

UAE education system based on single gender education whose institutions and population characteristics are almost common and repeated in different areas. Accordingly, I adopted probability sample strategy because of its possibility to draw randomly from the population, allows for generalization, and decreases the possibility of bias. The sampling included the population, the places, and the documentation which could provide a comprehensive view about the status quo of the UAE secondary school education system. The principals, the majority of the administrative positions, the majority of the literature subjects' teachers are UAE nationals while the majority of the scientific subjects' teachers are expatriates. About 90% of the students are nationals while the rest are from other countries.

In an attempt to answer the question what is the size of the best represent sample? , Cohen et el (2000;93) said that " There is no clear-cut answer, for the correct sample size depends on the purpose of the study and the nature of the population under scrutiny". The total number of participant was 35 interviewed students; 18 girls and 17 boys, 18 teachers; 8 teachers from boys' schools and 10 teachers from girls' schools, 4 principals, and 4 supervisors, in addition to the head of curriculum development vice manager in the MOE. Due to the large number of schools, students, teachers, principals, and supervisors which are

distributed over a wide geographical area in UAE, the research samples were selected according to different valid criterion. (Annex: 5)

2.6 Validity and Reliability

According to Bell (2005) "Whatever procedure for collecting data is selected, it should always be examined critically to assess to what extent it is likely to be reliable and valid"(p.117). The flexibility of my research made it hard to examine reliability especially through the unstructured interviews. Reliability of the interviews items was examined by using alternate forms method. i.e. I asked, when possible, a question in different format to the same person and correlate the results. Moreover to examine them for validity I explained what I wanted to collect using those items of the instrument to one of my colleagues who is familiar with that type of work and discuss whether the questions I have devised are likely to do the job. According to Lincoln and Guba (1985;290) the most often quoted concepts to establish validity is trustworthiness which can be elaborated according to the internal validity, external validity, and Objectivity. These are considered in my research as follows:

1. Internal validity is emphasized by reconstructing the research to fit the realities as showed in sec 2.2 also invested sufficient times to achieve these objectives, learning the culture conditions which influence the personnel behavior, and build trust with participants.
2. External validity is emphasized by providing a description of the context of each finding so that users of my research can judge whether the finding are applicable to similar settings.
3. Objectivity is emphasized by being aware of my own values which might create bias when elaborating the research findings especially when elaborating the UAE national culture conditions.
4. Data triangulation method of research is also employed and accordingly, data is collected by employing the interview in different occasions and to different stakeholders (methodological triangulation). Moreover, I employed, when possible, multiple data source methodology to guarantee the concurrent validity by employing interviews, documentation analysis, and observation.

2.7 Ethical codes of practice

The research enhanced important ethical practice by anticipating every possible side effect of my procedures especially in interviews and guard against them as follows:

1. Confidentiality: Safford and Evans (1984:9-22 cited by Bell, 1984; 40) suggested that "researchers should ask themselves who might be harmed by my research?" The interviews, which by nature touched on some critical and sensitive issues, explored the stakeholders' responsibilities and opinions about the change. In this regard names of people and places changed and pseudonyms used.

2. Informed consent: Bartunek and Louis(1996;58) pointed out that "Informed consent is not something that can be handled once and for all at the beginning of the study". Accordingly, the consent was negotiated at different points in the research process. I aimed to continuously clarify that interviews were voluntary and any interviewee was free to refuse answering any question or withdraw from the interview at any time. I also took prior permission to record the interviews and respected the refusals. In case of the participatory observation, the permission is taken after the interview on what to use in my research to guarantee free interaction.

3. Emotional safety: Padgett (1998;37) stated that "Sensitivity to research ethics dictates that we do not introduce these topics(painful life events) gratuitously; they should either be volunteered by the respondents or inquired about when they are the focus of the study". Accordingly, I planned unstructured interviews to help the interviewee feel free to talk about the work and their own painful events.

4. Reciprocity: Oka (2000; 16) pointed that "Qualitative researchers tend to have more personal relations with the research participants, and the reciprocity of research will be more keenly noticed among both researchers and participants". Accordingly, I provided a brief description about my research before every interview. I explain how my research could honestly help their voice to be considered by the MOE decision makers and might be participated in the efforts to change the status quo.

2.8 Limitation of the study

There were a number of limitations to the research operation concerning the interview language, the researcher bias, the time and the accessibility factors to enhance the ability to gain information.

1. I overcame the accessibility problem to the MOE system by finding a gatekeeper from the Department of Education and Institutional Research (Annex: 1).

2. All interviews and collected data from the MOE resources were in Arabic language which needs to be translated carefully to English. In order to guarantee a consensus on the used terminology, the translation of the quoted sentences was negotiated with my observer and a recorded tap was attached in the index to ensure the validity.

3. Patton (2002; 14) in his discussion about the qualitative research instruments pointed that "the researcher is the instrument". Accordingly, in order to enhance the credibility when analyzing the interviews data and minimize my bias, I aimed to employ the triangulation by collecting data from different participants or different resources.

4. Many interviews were conducted with the research relevant stakeholders at school level and in the hierarchical system of MOE. These were planned to be done in their work place in order to observe the context of the interview. According to the researcher and participants' available time, responsibilities and agendas, there were great deal of time management in order to complete the assigned interviews within the scheduled time.

5. Due to the wide scope of literature needed, this research faced a problem to fit the literature review chapter within the specified dissertation length. Accordingly, I summarized the main parts of literature in chapter 3 while shifted the complete work to annexes 2,3,4&6 to whom they may interested.

6. I faced a problem of obtaining reliable information from USA because of its very wide geographically distributed population with different cultures, ethnics and religions. The variety in the ways decentralization is adopted (like SBM, Voucher schools, and charter schools) added to the complexity of the matter. My research treated this problem by selecting

recent articles and researches that deals with common problems and promises at the country level or through wide landscape of schools. (Annex: 15)

2.9 Analysis

Data analysis operated during and after gathering the data in my research. Coffey and Atkinson (1996;2) suggested that "We should never collect data without substantial analysis going on simultaneously. Letting data accumulate without preliminary analysis along the way is a recipe for unhappiness, if not total disaster". Accordingly, framing early analysis methodology helped in collecting the relevant raw data and in fostering the coding and categorizing processes more bluntly as follows.

During the data collection: I analyzed what was being said while talking with people in the interviews to decide what question could be asked next. To control the dialogue, I was aware of issues that could create a sort of bias in the interview speech like when the interviewee expected analysis of my talk, the context of the interview and the attendees.

After the data collection: Following the Marshal and Rossman (1997;80 cited by Nir and Eyal;2003) perspective who see qualitative data analysis "as a search for general statements among categories of data".

The analyses of the interview raw data was based on a set of major themes that was identified or referred to by the human resources and curriculum management stakeholders (chapter 4). In this regard, I categorized the similarities of the stakeholders' comments and points of view into categories that differ from each other in terms of their subject matter and meaning. This was accompanied with documentation analysis and participatory observation to complete the picture of the status quo.

The research analysis: Drawing on this analysis, the literature of decentralization in UAE and its education system, and the lessons learned from Qatar and USA case studies, final comprehensive analysis on the MOE system weakness and strengths areas were conducted to determine the factors which could influence the change towards more decentralization (sec 5.2). The validity of the data categorization and the interpretation is ensured by employing structured analysis as showed in chapters 4 & 5.

CHAPTER 3

Literature Review

3.1 Summary:

Decentralization of education is an exciting story about nations struggles to overcome the roadblocks in their way to adopt it. While UAE has adopted the principles of federalism from its inception, it strongly employed centralization principles in all ministries to emphasize its unity. Gradually the unity and citizenship conceptions have been enhanced and its economy has been strongly developed. Accordingly, deep socioeconomic changes driven by oil and tourism occurred and created a demand for better governance for the whole country and its organizations. The UAE education system has been prioritized to be developed because of its great potential contribution in the development. (Annex: 2)

The UAE education system is highly centralized and suffers from many institutional, organizational and professional problems. For example, curriculum decision making is planned to be a collaborative work among different expert and actors from all levels of the ministry hierarchical system, nevertheless it is highly centralized. Issues like textbook authorship and the assessments come from central offices at the ministry and the education zones. Even the lesson's instructions and activities follow their strict mandates. It also provides highly centralized administrative model of human recourses management. The ministry is responsible for setting goals, salaries, and incentive conditions of services. They also assign budgets to lower levels of the organization, in addition to recruiting, posting, and promoting school personnel. On the other hand, education zones are responsible to evaluate, transfer, and train school personnel, especially teachers. (Annex: 3)

Centralization is perceived to be one of the factors which causes the weak performance of the current system and hinders its capability to achieve the country aspirations. Accordingly, MOE is doing its best to adopt decentralization through different projects. They are also giving the chance to the native potentialities in the ministry to undertake the roles

assigned to them under the State's educational policy. Education in that sense becomes an end in itself. There are no clear answers to the questions; why decentralize?, what should be decentralized?, when?, and how? (Annex: 4)

After reviewing the characteristics of UAE education system, the research determined that the delegation type of decentralization represents the best response to the goals of vision 2020. (Annex: 8) The delegation of decision making to schools would empower the learning community and its actors to acquire the students' contemporary learning outcomes. It would also provide a paradigm shift to the way people do their work and help schools to benefit from the practices of autonomy, accountability, democratization, and enhance their validity. (Sec: 6.4.4)

In an attempt to find valid answers to the questions what should be decentralized?, when?, and how?, this research investigates the most informing international practices to the characteristics of UAE education system and its culture conditions. It consulted Qatar reform project (ISM) and the models of decentralization in USA through a multiple case studies approach in order to emphasize reliable outcomes (Annex: 5). Accordingly, it concludes with many lessons to guide the adoption of decentralization in UAE education system and to achieve the targeted quality of student learning outcomes.

3.2 Lessons learned from persuading the School Based Management in Qatar and USA.

Drawing on the finding from recent researches about the implementation of decentralization in Qatar and USA, I argue that in order for decentralization to work in UAE schools (secondary schools in particularly), the following organizational conditions must be considered: **1) Decentralization, when is adopted as an end in itself (Sec: 6.7.3; 1 & 2), doesn't provide promising results with respect to the student leaning outcomes or school performance.** Using specific goals, standards, and benchmarks to focus reform on high levels of student learning is key ingredient to succeed SBM initiative. Qatar ISM and USA reform projects as shown in (Sec: 6.7.1; 5) & (Sec: 6.7.3; 2c),

accompanied Standard Based System with their decentralization reform to align its planning and implementation programs. This approach is highly implemented in USA for many reasons (Sec: 2.5.3; 2) including its positive influence on the student learning outcome

2) Setting national content and performance standards is a very high technical work (Sec: 2.5.3; 2’). Its failure is costly and leaves a frustration feeling because of its influence on several batches of students and on the country’s economics. The USA presidents’ administrations involvements didn’t support the national standards setting and developing processes. Unless political decision to adopt standards is crucial, political involvement in the technical work is not preferable. Unlike the traditional works, to build right and rigorous standards it is suggested that a nation has to build on the success of others. It has to mobilize its own educational and economical experts from all directions and hire eminent key experts who have proven leadership or participation in setting standards that have been recognized successful over a valid period of time. Qatar ISM project showed how the selection of some inadequacy key people created a serious problem even if it hired many expert educational bodies and personnel (Sec:6.7.1 -7 &11f).

3) Curriculum standards are designed for some core subject areas (Sec: 6.7.1; 6 e) & (Sec: 6.7.3; 2’); Math, science, national language and English as an international communication skill rather than normal language. Some other subjects could be involved to enhance some national specific goals.

4) Autonomy and accountability are the critical and essential core design principles of SBM initiative in both countries, while other principles could also be adopted like variety, choose, and etc. as shown in Qatar ISM project (Sec: 6.7.1; 6) & (Sec: 6.7.3; 2).

5) Much of the Budget, curriculum, and personnel management decision making must be delegated to the school level in order to improve the functioning of the school that actually affect teaching and learning (Sec: 6.7.3; 4). Since “budget“is not the major concern of this research, the lessons learned concerning curriculum and personnel management have elaborated in the following two points.

6) Decentralization of curriculum management in Qatar and USA differentiates between the standards and the curriculum (Sec: 6.7.3; 2e). While the standards are suggested to be set at national level, every school has the right to employ its own policies and plans to achieve these standards. According to the national standards, teachers, parents and students would have the power to choose between different alternatives (Sec: 6.7.1; 8).

- a. Teachers can select their curriculum materials, and align their instruction and assessment setting.
- b. While all students would learn a common (core) curriculum in the four subjects, they can choose to extend their knowledge and performance in some specific subjects according to their intentions to future learning or work.
- c. Children and their parents can choose between public secondary school alternatives according to the published teaching and learning policies and the main stream of study adopted in each school.

7) Decentralization of HR management according to Qatar and USA models is functioning around two concepts:

- a. **Enable the people** who are closest to the students and their learning environment to participate effectively in the decision making processes and their relative implementations at the school level.
- b. **Hold them accountable** for the results especially students achievements.

To do so, the following issues were highlighted;

- i. **The employment terms and conditions** should be set to meet the satisfaction of the targeted qualified people who are essential to succeed the reform project like principals and teachers. It is suggested that salaries should be scheduled for every position at the central authority, while issues like recruitment, posting, allowances, promotion, transfer, dismissal, and incentives should be all addressed fairly at the school level to attract and reserve qualified people as long as possible.

ii. Leadership: select principals and other school leaders (like the heads of subject departments) who can facilitate and manage SBM functions and change (Sec: 6.7.1; 9c).

iii. Capacity building: ensure that school personnel (principals, teachers, and others) are capable to work efficiently in a decentralized but standard based system prior to its initiation. Such arrangements would acquire individuals and teams the sense of self and collective efficacy to fulfill the SBM required activities. Teachers in particular should be provided with the professional development needed to design instruction and assessments and convey instruction in a standards-based system in addition to the required management skills for SBM initiative (6.7.1-sec 6d, 9a, 10b&11b) & (Sec: 6.7.3; 7). Moreover, continuous improvement through ongoing school-wide professional development is another critical ingredient that makes the substantive restructuring attribute of SBM work.

iv. Deregulate teacher market: While Qatar reform project aims to change the teaching work force to Qatar citizens, USA experience showed that it is important to deregulate teacher market (Sec: 6.7.3; 8). Reason for that is the serious shortage in qualified teachers in USA and worldwide as teaching, for youth, is boring and not preferable career.

v. School culture: while each school is free to structure its own system under SBM initiative, schools should all be committed to provide an environment that mobilizes the discussion of curriculum and instruction and its practices reflective dialogues where Students achievements is the primary goal of their efforts. Such culture should be characterized by effective participation and collaboration where teachers share vision, mission, success and the failure responsibility. The practices of such culture are accomplished through the teacher led decision making teams and their communication network. On the other hand school councils, subcommittees, and other committed groups are important to maintain commitment and align efforts to the standards and goals and to facilitate and sustain its practices.

vi. Create a well developed communication system between stakeholders within and outside the school is another key ingredient to the success of SBM. Such system would facilitate the access to information and help in making informed decisions. (Sec: 6.7.1: 9d, 11c) & (Sec: 6.7.3; 5 &7).

vii. Develop incentives system: This should be made comprehensively to motivate staff behavior that helps achieve school objectives. It should reward the success to meet improvement targets, and sanctions for consistently not succeeding.

8) A credible independent monitoring body should be established to collect, analyze, and disseminate the data concerning students, teachers, schools, and system performance for the purpose of questioning or reflective practices (Sec: 6.7.1; f & iii).

9) Time issues have been highlighted in different situations:

a. Substantial amount of time should be expected (3-5 years) to establish supportive educational bodies to the reform process, prepare school culture, and construct its personnel conviction of their new roles under SBM initiatives.

b. The meetings of the school teams, committees, and councils should be done within the regular time of the school in order to avoid the absenteeism.(Sec: 6.7.3; 7)

c. The instructional time in Qatar ISM as well as in most of the USA schools is about 6 hours daily for an absolute minimum of 180 days per year. (Sec: 6.7.1; 8a, 9b) & (Sec: 6.7.3; introduction)

10) Culture conditions: Many external conditions could have main influence to support or obstacle the adoption of Decentralization in education. Out of these conditions is the parent's attitude towards schools style of learning and how teacher career is perceived in the society.

CHAPTER 4

Findings

4.1 Introduction:

This chapter aims to provide empirical evidence that completes the picture presented in the literature review (Annexes: 2, 3 &4) about the status quo of UAE education system and its context. Its findings were brought together on the basis of their similarities into two different categories that represent different subjects and meanings:

- The current performance of the HR and curriculum managements and their influences on the teaching and learning practices.
- The stakeholders' satisfaction, motivation, and other factors that could influence the change to educational decentralization.

When the picture is complete, it becomes easier to decide how to intervene and frame a valid reform project to UAE education system identity. In order to obtain concrete and valid information about the system, I employed data triangulation method of research (Sec: 2.6; d). While this research assigned separate subtitles for the interviews and documentation analysis, Observation is embedded in the interviews' presentations.

4.2 The criteria of data acceptance through the different methods of data collection

The research, as explained in the methodology chapter, conducted to four secondary schools in Dubai and a cluster of teachers from a rural school. Two typical UAE boys schools labeled A and B, and two typical girls schools labeled C and D while the urban one is labeled U. Schools A and D located in Bur-Dubai while schools B and C located in Deira-Dubai which are the two constituents of Dubai city. Excluding the interview with the principal of school C who preferred to answer written questions (Annex: 15), all interviews were recorded and attached to the cover folder.

4.2.1 Interviews:

The interviews were conducted to schools' clusters of students, clusters of teachers, individual principals, and individual supervisors from DEZ. I also interviewed the deputy manager of the ministry's curriculum development department. The interviewees' responses to the assigned subjects and concepts are organized and displayed using the matrix method (Annex: 6). I accepted the interviewees' responses according to the following criteria.

- **In case of the one to one interviews with the supervisors or principals:** I accepted the concept as true when at least two interviewees confirm and no one negates.
- **In case of the one to one interview with the ministry's heads of HR management or curriculum management:** what he/she said is accepted as true.
- **In case of cluster interviews with teachers and student:** I accepted the concept as true when a member of the cluster confirms and no one negate in at least two different clusters.

4.2.2 Documentation analysis:

In this section I followed Bill's advice "Try not to include too many deliberate sources and take care not to select document merely on the basis of how well they support your own views or hypotheses" (2004;111). My selection based on the following criteria:

1. Documents from primary sources like MOE and EZ and relevant documents from secondary sources which issued through the UAE ministries or other reputed bodies including newspapers and magazines.
2. Its contents are still valid in the current education practice like; MOE legislations, recent educational publications and reports, etc.
3. Its contents be analyzed to make valid inferences from data to their context and to determine if the document embeds any bias.
4. Its witting/unwitting intentions are examined to be taken as evidence.

4.2.3 Observation:

Observation is employed to describe the context of the interviews which could influence the interviewee's responses or lead to bias.

Participatory observation is also employed to determine the conceptions which excite the interviewees. In this part I used myself as a qualitative tool to elaborate their body language indications and the context of the interview.

4.3 The current performance of the HR and curriculum managements and their influences on the teaching and learning practices. *(All interviews' quotes are attached to Annex: 6)*

Observation in general determined some common practices in all schools which have different meanings:

1. Almost all interviewees dealt with me as if I were a ministry detective coming to determine their mistakes. Many of the teachers and supervisors escaped before the interview while others, like the geography supervisor, said clearly that they know these practices and advised me to find another method of inspection. The principal of Deira girls' school asked me to write the questions to answer them more precisely. She also attended all other interviews in here school and selected the best academic level students for the interview.
2. One can easily feel the dominant unsatisfied feeling about the status quo of the education system.
3. Many expatriate teachers are panicked about being terminated and feel insecure because of Al Ghad Schools reform project and the Emaratization policy.
4. Teachers in rural schools feel less tension about termination and discipline. One can notice easily that some of them don't wear proper clothes for teachers.
5. While all principals reflected the status quo ethically, school (A) principal was boiling and more open for the reflection.

4.3.1 While MOE set many goals and strategies for development, on ground teaching and learning main actors don't perceive these goals or receive guidance to align their practices.

Documentation Analysis: Ministry article no. 162/2 for 1996 holds the supervisors accountable for the quality of teaching and learning. Nevertheless, RES2 (2003; 122) clarified that teaching and learning

process based on the teacher and one form of teaching methodology (chalk and talk). Students-centered education is not dominant in UAE schools.

Interviews and Observation: The interviews showed that the main perceived goal for education is to deliver the students the textbook contents before each exam. It is dominant among school personnel that the text book is the curriculum. This conception is the base of current teaching and learning practices. Teachers adopt “chalk and talk” method of teaching to implement their lesson plans even if their students do not very well understand the lessons. On the other hand the students feel there is something wrong with teaching and they can study (memorize) better if they work alone. Every one is pleased if the students cover the textbook contents and gain high marks in their exams. Elementary issues like controlling the learning of the students with variable capabilities are not addressed. On the other hand the supervisors’ role is perceived as evaluating and reporting rather than guiding and supporting. Their evaluation is not respected by teachers as it is viewed as invalid.

4.3.2 Curriculum decision making is highly centralized. Authorship of textbooks is controlled through the MOE and use of texts is compulsory in all schools. While different educational experts set text framework and some supervisors author part of it, the criteria to select is not clear.

Documentation Analysis: UAE National Report (2001; 65) clarified that the curriculum decision making is collaborative work according to the directives of the UAE education policy, between the following:

1. Senior officials and councilors of the M.O.E.
2. MOE Center for curricula and instructional materials development.
3. Curricula specialists in different subjects (head supervisors)
3. Advisory teams from the UAE University.

Decision-making is highly centralized, but education zone supervisors, and the teachers provide feedback on the curricula in use. FDC members and other education experts relayed their opinion concerning the weak performance of the education on curriculum. They spotted the problem of

the missing harmony between each grade level curricula and between the translated textbooks and national culture (The teacher; 2007; 19).

Interviews and Observation: Recently, most of the school textbooks have been changed after long period of stability. While Math, Science, and English textbooks are translated from recognized international educational textbooks, the rest have been authored in MOE. The teachers and supervisors don't have voice in text formulation while those few supervisors who author the textbooks in terms of the curriculum development committee Wathiqah (framework) are not selected according to criteria of efficiency. Further, the textbooks do not seem to go through a period of pilot testing.

It is clear that no one is satisfied with the new textbooks. Every one interviewed assigned the problem of the textbooks' quality to others. Teachers don't understand exactly how the curriculum (textbook) is formulated and how it should be used. None of them has mentioned the capability of their routine methods of teaching and instructions in the quality of learning.

4.3.3 Teachers and students have problems with the MOE textbooks.

Documentation Analysis: Almost all teachers use the ministry daily lesson plans and usually modify them to suite their own methods of teaching. This modification creates a sense of guilt among them as they diverge from the ministry guidelines (RES, 2005; 121). This behavior reflects teachers' tendency to practice illegal autonomy in setting and implementing their lesson plans. On the other hand, the new MOE textbooks face problems. Al Khaleej newspaper assigned one of its weekly problem articles to the missing alignment among the new curriculum and students' preparation and assessments (Al Khaleej, 2007).

Interviews and Observation: The implementation of the textbooks opened the door for many questions about their quality and validity to help students acquire the knowledge and skills. Many teachers and students showed that the translation was not meaningful. Others showed that the curriculum is too long for the assigned time of delivery and has many linguistic and scientific mistakes. Students often attend private classes or

in few circumstances purchase summary leaflets from the local market to supplement the ministry textbook. Although the ministry aims to conserve one model of teaching in all schools, teacher's editions of the books are few, have many mistakes, and reach schools very late.

4.3.4 HR management is highly top down process. While teacher appointment is suggested to remain centralized, school principals believe that many of the HR (teachers) management ingredients should be transferred to them.

Documentation Analysis: Federal Civil Service Commission decree no. 21 for 2001 didn't provide a healthy work environment in education sector. RES2 (2003; 128) recommended that MOE change its recruitment policy to guarantee the completion of the school staff at the beginning of each academic year. On the other hand, UAENR (2001;59) explained the ministry plans to develop HR capacity building through three promising projects;

- evaluate teachers capacities and spot their areas of weakness,
- develop and organize the education supervision, and
- develop the principals' performance

These projects faced financial shortage. Nevertheless, nothing has been done on ground. RES2 (2003) empirical research distinguished a wide gap between MOE planning and implementation in the filed of capacity building (pp.130). They also recommended providing incentives to teachers who develop their professionalism through academic programs or other forms sustained development (pp.131).

Interviews and Observation: UAE schools are highly dependent on expatriate teachers. While principals showed a desire to hold on to most of the HR management ingredients which have influence on teaching and learning process, they mentioned the impossibility to recruit male teachers at schools. According to them, UAE local market doesn't have reasonable numbers of teachers to close the gap of local teachers' shortage. Other ingredient like terminating, transmitting, training, and awarding or punishing teachers are effective if they act fast according to their reasons. Problems like taking teachers from their classes for training without determining who needs what is a direct result for the centralized control

over HR management. All principals' responses were accompanied with a tone of exclamation and anger which reflected their refusal to the current HR management performance.

4.3.5 School actors' pay (Supervisors, Principals, and Teachers) is not subject to their satisfaction.

Documentation analysis: The teacher magazine (2006; 8) published that "more than 800 teachers resigned in 2006 and there are no spare teachers to close the gap". According to them, the main reason is the teachers' low pay. RES2 (2003; 127) first recommendation was to modify the teachers' salaries.

Interviews and Observation: It was obvious that all interviewees were nervous when I explored the subject of their satisfaction with salaries. While the salary has major influence on the school actors' performance, the current salary scheme reflects the MOE ignorance to their initial right to be socially stable. The salary scheme remains as it has been for a long time while living expenditures are highly increasing around them. There is no incentive system or even valid allowances to motivate teachers. The salary scheme has also some illogical salary assignments to different positions. For example; the teacher who has been promoted to be supervisor and held more serious responsibilities receives the same salary as regular teachers. Their daily transportation between schools and communications are costly yet they do not receive petty cashes or proper allowances. Consequently, expatriate teachers and supervisors have serious problem with their housing because of its high rent.

4.3.6 Top down control over HR created many problems at the site which could be better controlled in case of decentralization.

1. Teachers shortage:

Documentation Analysis: Many school positions which are mentioned in the school flow chart by decree no. 1479/2 for 1992 are vacant (Annex: 3). Many schools start the academic year with incomplete teaching and administrative staff. Students spend weeks without proper teaching. The principals said all of their efforts to complete their administrative staff failed (RES2, 2003; 122)

Interviews and Observations: The principals' voice tone reflected a sense of frustration when talking about their staff shortages. In my visit to school B, I saw two teachers stand in front of the school main gate to prevent students from escaping. The dominant belief is that the ministry doesn't appoint administrative personnel to replace the resigned ones. Many principals suffer from the shortage of their administrative staff and accordingly are unable to activate the new rules and regulations. (Sec. 4.3.4)

2. Teachers adopt four unhealthy coping strategies with the ministry low payment:

- a. Live far away from their work site (in rural areas of other emirates)
- b. Have extra evening work including private tuitions (classes)
- c. Show readiness to implement the ministry regulations and requirements while have their own hidden agendas (save their efforts for evening work)
- d. Some of them don't attend the afternoon training courses. When they attend, they bother the instructors or complain that the courses were not useful (to reduce their future possible repetition).

4.4 Stakeholders' satisfaction, motivation, and other factors that could influence the change to educational decentralization.

4.4.1 The students are not satisfied with their education and the current streaming is perceived as not useful for their future education or work.

Documentation Analysis: Dr. Qubaissi, educational expert in the FDC discussion, raised the gap problem between the schools and university education. He said "While a governmental school student costs the country about 250,000 dhs in his pre-university education, he is forced to attend a complete one year preparation course studying English before college enrolment" (The teacher, 2007,17).

Interviews and Observation: Secondary education for UAE students is not more than a compulsory step to enroll the university. They believe their education is useless and perceive that all they are requested to do is to memorize a suitable amount of the textbooks' contents which could help them to succeed. While the current streams in the secondary schools

provide abroad base for many universities, many students transfer from literature to scientific or reverse according to the degree of difficulty. It is for them a boring period of time that loads them with much frustration. They claim that they study subjects irrelevant to their future goals while those subjects that could be relevant are not considered.

4.4.2 Secondary school main educational stakeholders don't perceive that their collective efficacy provides successful education.

Documentation Analysis: UAE emphasized the importance of collaboration to implement the development projects and raise students learning outcomes. Dr. Al Shaheen, educational expert, mentioned the mistrust problem of the education members in their leaders with the FDC members in their questioning to the minister of education. He said "the ministry suffers from weak leaders crisis in education and the absence of the clear goals or collaboration between teaching and learning school actors"(2007;25-27). Ministry article no. 3857/2 for 1996 committed all schools to establish teachers/parents councils for advisory purposes in order to enhance collaboration between schools, homes, and local community. Nevertheless, RES2 (2003) has found weak collaboration in the implementation of the MOE regulations. It recommended that teachers, administrators and social specialists should find methodologies to share goals and practice collaboration for the learners' advantages (pp. 130). Some relayed the problem on the weak capacity of the school personnel to manage the change. Others relayed the problem on parents' lack of interest. There is evidence that 36% of teachers have contact with parents while 64% said that parents do not call the school to follow up on their children (RES, 2003; 123).

Interviews and Observation: Generally all actors at the school level tend to see negative aspects of others and blame each other for the current weak situation. They believe that the ministry decision makers are far away from the teaching and learning site. There is no mechanism to share the ministry goals with the school personnel in such a way as to successfully implement them.

Supervisors are perceived as less qualified than many of the teachers in service. Consequently, many of the teachers are not convinced they

should be trained by their supervisors. Teachers in service are not ready to implement promising programs like investigating and supporting the talented and gifted students. Principals also need to be trained to hold many of responsibilities already given or planned to be given to them in future. Parents do not pay attention to what skills their children should learn. While some parents still are committed to supporting their children's schools, the majority are only interested in the children's passing and going to the university. Even the students who receive all of the system frustration want only to succeed and in few cases to get high scores to enter their desired university. The interviews showed that some teachers' problems with students like their knowledge about the external world and their level of learning were logical outcomes to the general weak system performance.

4.4.3 Teaching career is ranked very low in UAE society and is not preferred by UAE male citizens while females accept the career for culture reasons.

Documentation Analysis: UARNR (2001; 50) showed how the teachers' salary scheme and Emiratization policy have gained the interest of the UAE National Council's members at the advancement of the 90th and consequently issued many recommendation to prioritize their implementation. On ground, FNC members discussion reflected that no significant things have been done till 2007 (The teacher, 2007; 18).

Interviews and Observation: UAE fast growing economy has created serious demographic problems in its society and mobilized the efforts to enhance the Emiratization policy (as explained in chapter 3). On the other hand, it motivated local males to work in many easier jobs with higher incomes rather than working as teachers. On ground, Emiratization didn't show promising results especially in boys' schools. Teaching for UAE's male is the job of less ambitious people who amble in a very fast world. Emiratization suspended many important expatriate HR development programs that were unnecessary for successful implementation. This also created a sense of shame and guilt among expatriate teachers. On the other hand, UAE traditions don't hold females accountable for any financial responsibilities and do not appreciate their work among males.

For UAE families, the girls' school is a preferable choice for their females work because of its feminine society. This was clear when I interviewed female teachers at school D. Three of them put black veils on their faces because of me as they didn't use to set with men in their schools. I also sat at one side of a long rectangular table while all of the female teachers sat at the other side.

4.4.4 Arab expatriate teachers can effectively close the shortage gap of local teachers.

Interviews and Observation: While about 80% of male teachers are expatriates from different Arab countries, there is no significant culture conflict between them. Their few models of collaboration are promising if guided. Few models of school teams were established in some schools to do specific jobs but lack communication and collaboration with each other. School councils and school teams are formulated according to the school principal's vision and efforts.

4.4.5 Almost all stakeholders' opinions about the HR or Curriculum management change showed weak and piecemeal reform visions.

Interviews and Observation: I noticed that when I ask them about their vision of the reform they do not respond quickly, and when they answer they say nothing or mention pieces of issues for development. This showed the absence of their own vision of reform as school community members. Individual teachers touched different aspects in the current education system. These include

- developing the salary scheme to match the actual living expenditures,
- provide effective capacity building and sustainable training to all
- return the supervisors to school as head of subject department
- keep the curriculum decision making centralized,
- Provide suitable curriculum that motivates thinking and communication skills and.
- Classify students, teach and assess them according to their academic level.

4.4.6 UAE schools are inspected by two different centralized departments; school administrative supervision through MOE and teacher technical supervision from EZ. Even so, the school administrative and technical performances are loosening up.

Documentation Analysis: The ministry article no. 162/2 for 1996 articulates the responsibilities of the technical and administrative supervisors. MOE also issued the regulation no. 9937 for 2003 for the MOE organization for the centralized departments and paid great interest to the management of the technical and administrative supervision in its article no.50. Consequently, many efforts have been exerted to develop the inspection work over schools. These included the EZ circular of the ministry article no. 377 for 2005 about the teachers' inspection tools and methodologies. Nevertheless, FDC discussion about the overall education performance showed a great gap between the ministry goals and what is actually being achieved (The teacher, 2007; 16-35).

Interviews and Observation: (Sec: 4.4.2) Teachers and principals comments reflect real frustration and ignorance to the supervision role in following the ministry rules and regulation. Accordingly, many ministry rules are suspended and others are weakly performing.

4.4.7 Research is not respected by school education actors.

Documentation Analysis: Dr. Al Amery, the head of the MOE Educational and Institutional Research Department, blames the ministry leaders for their financial ignorance to the department and to provide it with professional staff (The teacher, 2007). She added "the department role is not recognized by many of the ministry decision makers" (pp.16).

Observation: Research is perceived as wasting of time at school level. School personnel reduced their interest when I showed them my college ID card, and explained the intention of the interviews. A teacher and a principal said before two different interviews that "no one in the ministry will consider your research".

4.4.8 Neither the school actors' knowledge about educational decentralization nor their ability to implement it is promising. Even so they showed real readiness to exert more efforts to reform education.

Documentation Analysis: UAENR (2001; 60) clarified the country's intention, through vision 2020, to adopt a decentralization policy and give schools more autonomy. It also emphasized the need to implement related new methods of system assessment and evaluation. Many researches showed promising aspects of the teachers' commitment to support education. For example; RES2 (2003; 122) found that more than 80% of teachers pay from their own salary for the school resources and materials.

Interviews and Observation: The interviews showed that a few principals know some aspects about educational decentralization from their previous short abroad training. Generally school teaching and learning actors do not recognize what is educational decentralization? They are not even aware if they learned or practiced any of its forms in their work. Nevertheless, they showed real readiness to participate and support its implementation if it provides solutions to the complicated status quo. While most of them are unsatisfied with the status quo, many of their current practices reflect their commitment to work for the students' advantages. They also have no problem to receive different leaders in the school to guide their best practice.

CHAPTER 5

Analysis, Discussion, and Recommendation

The first remarkable point about UAE education system is that unless MOE exerted many efforts to reform school education, on ground only few things are poorly activated. Its organization approaches the centralization side on the centralization – decentralization spectrum where school daily activities follow the MOE and EZ mandates. Schools suffer from bureaucracy and lack flexibility in responding to the daily emerging events. This research, as mentioned in chapter (1), hypothesized that the MOE centralized system is one of main causes of the current school weak performance and students weak learning outcomes.

5.1 Hypothesis verification

The investigation presented in chapter (4) shows direct relation between the MOE centralized system and school performance. In order to investigate this relation the following two instances have been traced:

1) The influence of the centralized curriculum decision making process on the teaching and learning process and its context.

While it is important to set the curricula goals and framework by experts at the national level, these goals are not shared with all actors at the school level. Moreover, textbook authorship, its related instructions, and midyear/final assessments are all done through the EZ supervisors (almost all expatriates).

On the ground, no one perceives the real goals of the curriculum and how its decision making is carried out. The presume goal is to deliver the content of the textbooks in the assigned or available time. The textbooks have many linguistic and scientific mistakes and some of them are not compatible with the UAE culture and values. Nevertheless, teachers are not allowed to assign other textbooks for the delivery process. They are not allowed also to diverge from EZ mandates of teaching methodologies and instructions. Nevertheless, they usually modify or use their own lesson plans (with guilty) to deliver the curriculum contents. Moreover, the gap

between what the ministry wants and what teachers do is highlighted by Al Khaleej newspaper weekly problem article (2007) when it pointed out that “this midyear exam reflected the teachers’ weak training to prepare their students for the new curriculum assessment models.

On the other hand, students prefer to purchase summary leaflets from teachers or on the local market, or attend private classes to supplement the situation of the ministry textbooks. They feel that their curricula do not meet their career intentions or education requirements and they do not have alternatives. Secondary school education for them is a compulsory boring and useless period of time prior to enrolling in the university.

2) The influence of the centralized HR decision making in the work performance at school level.

The research findings showed that UAE secondary school principals do not hold the HR decision making authority which could influence the teaching and learning process. Teacher’s appointments, payment, and termination decision making are located at the ministry level, while their observation, training, and transmission are located at the EZ. Such segregation between principals and the HR decision making has weakened the school personnel commitment towards student learning and created a sense of carelessness at school site.

On the ground, while the principals are reporting their school’s shortage of the teaching and administrative staff to the ministry HR management, they can’t guarantee when and what quality they will receive. Every new academic year many schools start with incomplete teaching staff for several weeks while many administrative positions are vacant for years even after the principal has repeated requisitions. Moreover, many of the HR management ingredients which should be quickly enacted to influence the teaching and learning process efficiently (like teacher assignment and sanctions) are not financially supported. Accordingly, teachers do not exert extra efforts in the school work and in many circumstances do not commit themselves to the success of the ministry projects. The training policy has a bad influence on teaching and learning process. Supervisors do not assign who needs what? It is about collecting all teachers of one subject to

learn common issues in the new curriculum and its delivery. They repeatedly take teachers from their classrooms for several days.

These two instances show that the ministry centralized organization has created unsupportive environment for the teaching and learning processes. It is significant that many of the HR and curriculum management ingredients could have better influences if adopted by those involved at the grassroots level. Becoming valid learning organization, school requires an organizational innovative culture that constantly guides its members to strive for their students learning. The need is then to shift the MOE system towards more decentralized organization in such a way that enhances the school personnel latitude and flexibility in managing their own work while keeping them on track in the same time. In the way to achieve this, it is important to determine and diagnose clearly the weakness and strengths in the UAE education system especially those related to HR and curriculum management.

5.2 Analysis of the HR and Curriculum management and their context.

UAE educational system performance is influenced by a variety and wide range of external and internal factors which overlap in many cases. This makes it hard to determine precisely how the overall system and its ingredients are influenced by each factor. Accordingly, the analysis of HR and curriculum management performance and their context do not correlate between each factor and its influences. The analysis will categorize the research findings with respect to the fundamentals of the educational decentralization and the lessons learned from Qatar and USA case studies into their areas of weaknesses and their strengths.

5.2.1 System weakness areas in supporting SBM initiative.

1) UAE education system ingredients are generally out of alignment:

While the MOE leaders set clearly the UAE education vision, mission, and goals, none of these is perceived correctly at the school level. The system lack effective mechanisms to share policy

formulation or implementation among the policy makers and school actors at the vertical or horizontal scale. Policies and many of their related projects and plans are made at the top of the MOE system and be sent to EZ and school consequently for implementation. Accordingly, the implementations of many of these are not prepared well and out of alignment while others are not activated.

2) Schools are not responding to the clients needs:

Students study many subjects irrelevant to their future career or education while some relevant ones are not included in their curriculum. They do not acquire the skills needed to cope with their fast changing economy or the adequate skills for university entry. Consequently, all reputable universities require local secondary school graduates to attend one or two preliminary years prior to their acceptance. Similarly, many reputable employers restrict them to a preparation period prior to entering the workforce.

3) Schools lack autonomy:

UAE school personnel do not hold decision making authority in most of their daily activities. While school decentralization is one of the 2020 vision goals, only one of these has been poorly implemented; transferring budget to schools. For example, the amount of the transferred budget is not enough to initiate an effective incentive system. On the other hand, all other school activities are supervised and controlled by the EZ with collaboration with the MOE. School principals and personnel are unsatisfied with the requirements of the following strict routines in their daily works when the school situations require flexibility and innovative solutions.

4) Schools lack accountability:

Generally, school personnel are not accountable for student leaning outcomes. Due to the lack of the teachers' payments and incentives, and to the weak monitoring system, they shrink from many of their responsibilities and tend to resist new ones. It is not clear who is responsible for what. Accordingly, development and reform proponents are frustrated and tend to save their efforts.

5) Ineffective monitoring system:

UAE schools are monitored by the EZ technical supervision and the MOE administrative supervision. Both departments are ministry dependent and their members have personal relationships with the school personnel and have many reasons for bias. Their technical report is questioned for its validity and credibility. Teachers are evaluated by annual secret report which is prepared by the school principal and subject supervisor. Teachers perceive the aim of the supervision as to assess their performance in favor of the MOE rather than guiding them to improve future reflective practices and professional development.

6) Top-Down control over budget, curriculum and HR managements:

Most of the budget, curriculum and HR management ingredients which influence the teaching and learning process are top down controlled. The segregation between the school personnel, especially teachers, and these management decision making authority reduce their ethos and enthusiasm to hold responsibilities. The research findings evidenced the slow and inefficient MOE response to the school site requirements. On the other hand, school actors are dissatisfied and adopt many harmful coping strategies which further weaken the school performance and students learning outcomes.

7) Little communication and collaboration between stakeholders.

Generally, UAE education system lacks effective communication between its schools system stakeholders. Accordingly, school personnel do not share the ministry policies or objectives. At schools, teachers teach in isolation in implementing the EZ mandates. Most of parents do not know what to follow in their children's learning, or how. Only a few community members and parents exert reasonable efforts through the school's council when its principal is enthusiastic and cooperative. The overall system lacks the information about any emerged school's successful practices and its related feedback.

8) Low payment and poor incentives:

The factor that most influences the current school personnel frustration is their low salary payment. Payment is not at a base level in which ensure that they are at least comfortable with their salary. School personnel, especially teachers, are unable to secure a reasonable life for their families. Their salaries have not changed for long time and are currently not the high cost of living. On the other hand, their extra effort or training is not financially supported.

9) Lack of training and professional development:

While school principals are provided with reasonable training and professional learning, other school level stakeholders are not. Generally, training is not supported financially and provides school personnel extra skills related to the dominant teacher centered methodologies and passive learners. Recently, only few training workshops have been implemented to prepare teachers to deliver the new curriculum. According to the technical supervisors' comments, the supervisors do not have the authority to decide their teachers' training in many cases. The little power given to them in this regard is restricted by the teachers' ability to attend and their desire to participate effectively. Each school member does not perceive himself or the collective efficacy in supporting the ministry new policies and projects.

10) Invalid successful criteria:

UAE education system suffers from the severe gap between the criteria for students' success in the secondary public education and the required entry conditions of many of the universities. Students are evaluated according to a percentage scale from 0 to 100 which measures how much curriculum contents they hold at the test time. On the contrary, reputable universities evaluate the needed skills to perform well in their future learning.

11) Absence of effective leadership at school level:

According to the MOE structure to its secondary schools and our research findings, school principals and technical supervisors are supposed to be instructional leaders at the school level. Many leading positions do not exist while some positions like the head of subject

department which could play important leading role has been vacant for many years. Principals and supervisors lack the capacity to play the role of change leader and need training in many management and leadership skills. Generally, schools lack the capacity to implement any leadership model which could enhance collaboration like the transformational or transactional leadership.

12) Emaratization policy is not working because of UAE culture conditions and has had a bad influence on the teaching and learning process:

Emaratization did not show promising results when implemented in the education sector. The research findings showed that local males reject working in teaching positions because of its low esteem and low payment. Local females accept it because of some family attitudes which tend to isolate females into feminine communities. On the ground, the Emaratization policy suspended many expatriate professional development programs for its degree of usefulness in the future arrangements.

5.2.2 System strengthens areas in supporting SBM initiative.

1) UAE political leaders and the MOE leaders are committed to change and have flexibility in dealing with the invalid policies:

Dr. Hanif (Minster of Education) committed himself, in responding to UAE leaders, to a wide range of changes to achieve the students' targeted capability to think and decide. Accordingly, many organizational reform projects have been started. Two of them indicate the introduction to the implementation of decentralization in education:

- a. Al Ghad schools project at national level.
- b. Four education councils in Abu Dhabi, Dubai, Sharjah, and Fujaiarh.

On the other hand, UAE leaders didn't implement the Emaratization and other invalid policies in many sectors including education.

2) Expatriate teachers showed real readiness to close the shortage of male local teachers if they are supported:

Many of teachers in service pay from their pocket in their teaching activities in spite of their low salaries. Most of them stayed in UAE for more than 6 years and ready to double this period if they are financially and

professionally supported. The research findings showed that they can exert great efforts if their jobs are secured and their families are stable.

3) UAE secondary school main actors desire autonomy.

School principals, technical supervisors, teachers, and administrators expressed their desire to work in flexible environment. None of them want to hold extra responsibilities or even change the status quo if they are incapable to choose and decide in issues related to their work.

4) Students seek more streaming and more ability to choose.

Students are frustrated from the current literature and scientific streaming in secondary schools. They aspire to learn something related to their interests and personality. They also seek the ability to choose between different alternatives which could respond to their individual intended career or study.

5) Many culture conditions which could hinder the MOE policies are not strong and could be changed.

Strong culture could have harmful influence on the policy implementation. It depends on the policy in which it affects. Pervaiz(1998) pointed that "It is only when there exist both intensity and consensus that strong cultures exist. This is why it is difficult to develop or change culture". For example, the culture condition which isolates females in feminine societies is not dominant and continuously diminishes. And those conditions which created the male locals rejection to work as teachers are not strong at the north emirates.

Generally, School education is characterized by ineffectiveness and inefficiency in many of its organizational, institutional, and professional ingredients, its students and teachers' willingness to change make it possible. On the other hand, the UAE political leaders' commitment and push to reform increases its chances to succeed. Focusing on the school as the unit of change, it is important to determine how to empower UAE schools to play their role as learning organizations.

5.3 A proposed SBM model for UAE education system

From the study of the Qatar and USA cases, if we are to move forward to promote educational decentralization, it is important to focus the SBM

activities and decisions on student learning. A SBM model should provide supportive environment to the teaching and learning process and flexibility in responding to the UAE educational goals and the clients' requirements.

For a SBM model to work in UAE it has to provide a curriculum that responds to its leaders and clients aspirations. Curricula should motivate the students cognitive and communication skills and be based on rigorous standards equivalent to those adopted in the most developed countries. These standards would be embedded in the contents as a set of objectives to be pursued by the teachers and students. According to the standards, teachers will choose their materials from different alternatives, design their teaching activities, and assessments and be mentored and evaluated. The curricula would provide core subjects to all students in order to guarantee that all secondary school graduates have acquired the skills needed to perform as effective and positive citizens. The curricula would provide students with different streams of study by allowing them to choose and extend their study of some subjects according to their future goals.

All research and papers about SBM in Qatar and USA and among UAE education leaders have consensus that schools will work better if managed by the people with the immediate connection to its activities. Pervaiz (1998) pointed that "Humans are active observers of the environment in which they live in. They shape the environment and are shaped by the environment in which they exist and from which they infer organizational priorities". Under SBM initiative any school is welcome to design its own organizational structure and enabling environment to achieve the central goals and standard and respond to any emerging project. Culture is a primary determinant of the type of environment. Pervaiz (1998; 35) clarified that the culture engender supportive environment when it possesses positive characteristics which provide the organization (the school) with the necessary ingredients to innovate. Accordingly, School autonomy should be accompanied with its personnel accountability for the student learning. As a result of the accountability pressure every school member would seek to widen and deepen his capacity. They will participate in the decision making process in those

issues related to their responsibilities and interests. They also will seek to inform the school clients like; students, parents, and the interested community members on what to expect from them.

A successful SBM empowers its personnel by providing a form of governance that involves every one at school level in the decision making process. Their decisions would respond to the students' learning requirements and determine their school future goals. Burnside (1990, cited by Pervaiz 1998) clarified that work innovation is increased by the use of highly participative structure and cultures. USA collective experience about SBM concluded the importance of establishing teacher-led decision making groups since teachers are the closest professional stakeholders to students who know their capabilities and requirements. These groups become the key ingredient for the success of the SBM when they are focused and share goals, decisions, and practices through communication across all grade levels and subject departments. The establishment of the school council and its subcommittees would be important to coordinate and integrate the activities of various decision making groups and to organize and prioritize the school expenses and activities. In addition to the principal, some key teachers and parents there membership is open to those interested from the school personnel and community members.

According to the SBM experience in Qatar and USA, the role of many educational departments and personnel should be redefined to perform better under SBM initiative. The central role, the principal role, and the teacher role are three critical roles that should be re-defined clearly in order to avoid blocking the reform project:

The central role (MOE and EZ) under SBM project is to create the overall educational vision, mission, and goals of the country and of each emirate. It should define the standards, criteria, limits, focus, and responsibilities of schools and its councils. EZ would work with schools to help them understand how these guidelines will change different roles in the daily work. They would study and articulate what of the budget, curriculum, and HR decisions should be delegated to schools and how the overall system will be aligned. Consequently, they would facilitate the

implementation of schools' decisions and share their promising practices through communication with other schools and to the whole system.

The principal's role is the most pivotal role under SBM initiative. It becomes the main change leader towards SBM act which is characterized by transformational leadership rather than the dominant instructional one. Pervaiz(1998; 39) said that "... management create climate not by what they say but by their actions. It is through visible actions over time rather than through simple statements that employees begin to cement perceptions". Their roles would change from sole decision makers to the one which facilitate the involvement of the school practitioner in the decision making process. They help the staff and the interested community members to understand the roles change and the required time to achieve the results. The principals' role will include sharing information with others, encouraging purposeful discussions around students learning, and scaffolding school wide commitment to goals.

The teacher's role would change from the traditional chalk and talk to the one who help students to participate in the teaching and learning process (instructional method). Pervaiz (1998) said "There is also a strong case here to let the individual lead the project in a total sense from beginning to end". Accordingly, teachers would lead the school multiple teams in the discussions that focus on instructions and curriculum. Their participation in the school council and its subcommittees and their interaction with parents and the interested community members is crucial. They should have the highest voice and influence when the decision is about what is most beneficial arrangements to the students according to their abilities and needs. Teachers would play the agent role to the implementation of SBM but standard based system reform.

The main idea is to empower schools and their personnel to decide on those issues related to their work and interests and then hold them accountable for the results. In order to achieve effective empowerment of schools towards the high stake change of SBM the conceptions of system alignment, capacity building, leadership, incentives, collaboration, communication, and mentoring are all need to be addressed.

5.4 Discussion: How to change?

Comparing the characteristics of the current school and the targeted one under SBM initiative it is found that the distance between them is huge. While UAE leaders are keen to change, the culture of change is not existed. Pervaiz (1998) pointed that “organizations need to also possess certain values and assumptions about accepting change. These values must be driven by the strategic directions in which the company (the school) is moving”. It is increasingly becoming clear that for UAE to achieve a successful implementation of SBM it should provide enabling environment to its implementation. The challenge is to promote good school governance that respond to its’ actors rights and is characterized by efficiency, participation, tolerance, openness to the community, and availability of qualitative capacities. The many challenges of the SBM include how can this delegation form of decentralization be implemented through the people who never learn, see, or practice most of its constituents?

5.4.1 Paradigm shift:

According to Pervaiz (1998:32) definition of culture, UAE people need to alter the value set of the individual members to the extent that it becomes an unconscious norm of action, rather than guided by procedural or other organizational control routines”. They need to share a new perception of the education concepts by considering it as a tool of development and change. People learn to develop or change the way they do things. Education is about people acquiring the required knowledge and skills to think, decide and do what they have decided. It is about the students’ learning not the teachers’ teaching where students’ innovation, creativity, and interaction are enhanced rather than the dominant memorization and passive learning. The main idea is what the people will know and can do at the end of each learning period. All school level actors need to change not only their performance but also their perception of their roles and others’ roles. If SBM is to help improve school performance it has to be accompanied with valid curricula and support their delivery. It has to rectify the segmented understanding of education concepts in the

school actors' minds and enhance their self and collective efficacy, intrinsic motivation and commitment to reform.

5.4.2 Obstacles to the introduction of SBM in UAE education system.

Drawing on the research findings and analysis UAE education system is characterized by most of Qatar's education system weaknesses and strengths (Annex: 12). Bearing in mind the similarities in their culture conditions, it becomes possible to determine how to tackle the expected obstacles when adopting decentralization policy in UAE education system. Some of these obstacles which hindered Qatar's reform project are opposing the introduction of the SBM in UAE education system as follows:

- 1.** UAE community is not knowledgeable about the characteristics and requirements of SBM schools.
- 2.** Due to the repeated failure in many of the previous educational projects, a collective short winded culture became dominant towards the education sector which tends to judge and quickly blame and denounce any short coming. This behavior will hinder a project with a wide scale of change which needs to follow an active check and edit process and requires 3-5 years to show results.
- 3.** The school community main actors (principals, teachers, administrators, and students) lack the required capacities to play active roles in SBM but SBS reform project. On the other hand there is serious shortage in the key change leaders at all levels of the MOE hierarchical system especially those in schools who can make the SBM reform work.
- 4.** The absence of many required SBM related bodies which are important to support its initiation like a ministry independent mentoring body, and a research based educational institute.
- 5.** The absence of national educational standards which are necessary to accompany the SBM initiative in order to align its constituents and activities. Consequently, their related teaching materials and teachers' pedagogy are important to be arranged prior to the launch of SBM project.
- 6.** Many of the current system constituents are characterized by systematic linkage where the change of any constituent influences the others.

These obstacles show that the quick launch of SBM will be hindered by the absence of many fundamentals to its successful start. Accordingly the reform should follow strategies that can overcome all of these road blocks especially those related to the local culture and norms of behavior.

5.4.3 Reform strategies and principals.

If the project is to respond to the UAE societal and educational shortage of knowledge about SBM and SBS and their practices, It has to provide local successful story in each emirate (SBM model schools) to guide the future schools generations (typical schools). Those SBM model schools will be the starting point to inform people what they are? how they work? And why they are important? They will be the first local place for the personnel of the next SBM generations to see, learn, and apply different empirical researches. In the way to achieve that the following strategies and principles have to be considered:

1) Reform Strategies:

In persuading the culture conditions and the education system weaknesses which could hinder the reform project, the following strategies are proposed as crucial requirements to succeed the adoption of SBM within the identity of UAE education system.

a. Success: In order to avoid the educational community expected fight for the usefulness of the SBM initiative which could lead to blocking the project, SBM schools should provide promising results from the first year of their implementation. The success of the first generation is crucial for the success of the whole reform project.

b. Amble Start before acceleration: SBM should not start on a wide scale. Only two secondary schools in each emirate (one for boys and the other for girls) should open until the people master their new roles and activities under SBM initiative. It is important to guarantee a suitable time for the first generation of SBM schools, their actors and their related bodies to interact, spot and modify the emerging weakness, and provide successful models for the next SBM generations. The number of schools which convert yearly to the SBM model could follow the geometric sequence :

$$B = A [2 \exp (n-1)],$$

where B is the number of SBM schools at (nth) year, A is the number of schools at the first year,

and n is the number of years. It means schools will open in each emirate according to the sequence: **2, 4, 8, 16, 32, 64,...**

c. Maintain the culture effectiveness: Denison and Mishra (1995, cited by Pervaiz, 1998) clarified that the contrast between the internal integration and external adaptation, and the contrast between change and stability should be treated to achieve effective culture for change. They proposed four traits which could be elaborated in education. Firstly, is to involve all school level stockholders in providing a collective definition of behaviors, systems, and meanings in a way that calls for individual conformity. Secondly, enhance the culture consistency in providing integration and co-ordination within the school and through the whole system. Thirdly, develop the school personnel norms and believes that support their capacity to receive and interpret signals from their learning environment and translate them into cognitive, behavioral and structural changes. Finally, is to enhance the sense of mission and long term vision. The vision would emphasis on the stability of the central purpose. And the mission would define the appropriate course of action for the school and its personnel while providing them the purpose and meaning, and a host of non-economic reasons why the school work is important.

d. Maximizing the benefits: The first generation of SBM schools need to set different criterion for the students who desire to graduate from such schools. The selection will base of their capability to learn effectively and reduce the load on the shoulders of school level actors at the introduction of the project where the system is under harmonization. Other criteria should be set for the principals, mentors, advisors, administrators, and teachers to work in the first generations of SBM initiative and benefit from their facilities. Accordingly, they select the promising experienced people who can quickly learn and become future leaders. Generally the selections will emphasis on their intrinsic and external motivations in addition to their previous performance and evaluations.

e. Capacity building and continuous development: The first generation of SBM should not start until the main actors are prepared well in similar SBM projects. The system should hire school level change and development leaders who have proven tracks on developing such projects

and train them on how to interact with the local culture and attitudes. For SBM to work well it has to support a professional leaning community which focus on areas of curriculum and instruction, and on acquiring school level actors the required management skills to perform effectively in SBM initiative.

f. Community Participation: Community members, parents, work places, and universities need to be educated about what to expect from SBM initiative and how to benefit from it. They have to know how to participate and influence its goals and processes.

g. Transition: While the system would provide a transition cycle for ordinary schools to become SBM, it has to provide a completely different transition period and process to the first generation (model schools).

2) Design Principles:

While the lessons learned from Qatar and USA reform projects emphasized on the school autonomy and accountability to be the main SBM principals, these can not be activated directly in the UAE current schools system. Due to the many challenges in current schools, the central authority should empower them and align their activities before acquiring them the autonomous or holding them accountable for the results. On the other hand SBM should provide variety of streams which allow students to select valid learning to their future education or work. Accordingly, I propose to base SBM reform project on the following principles:

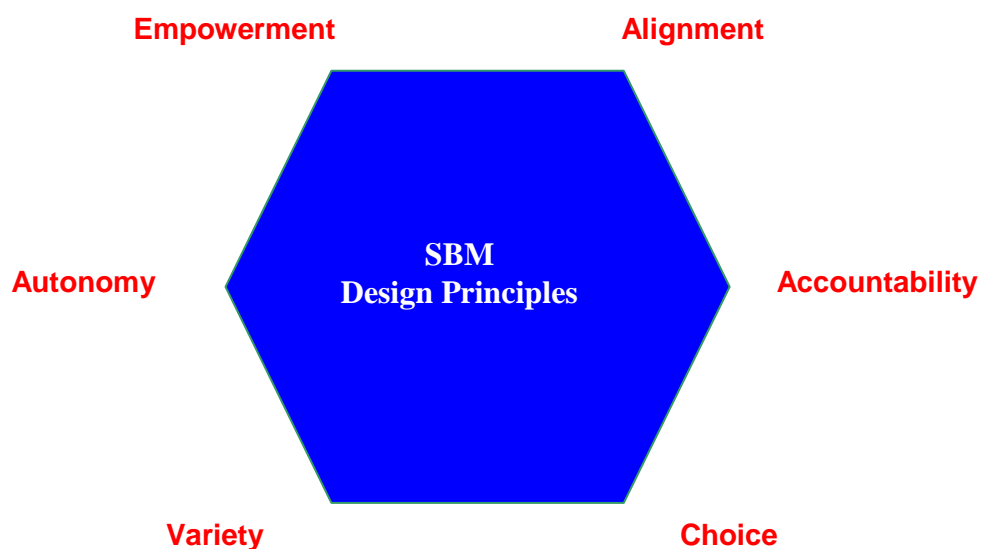


Figure 1: The principals of the SBM reform Project

a. Empowerment: “Combined with leadership support empowerment and commitment gives people freedom to take responsibility for innovation” (Pervaiz, 1998; 39). School personnel need to get salaries and allowances which make them satisfied and secured. They need to be provided by effective incentive system which could develop their performance and enhance their commitment to reform. It is also important to provide them with the required skills and knowledge to perform effectively in SBM schools through capacity building and continuous development programs. Moreover, the system needs to be empowered and aligned by a supportive legal framework and educational standard.

b. Alignment: “The only serious problem with empowerment occurs when it is provided in an organization without a strong value system capable of driving activities in a unified and aligned manner to the super-ordinate goals of the organization”(Pervaiz, 1998; 39). School autonomous doesn't mean schools will get rid of the central control, but will be influenced by different type of control which gives them more authority and flexibility. It is suggested to implement national standards which embed the ministry vision of education and align schools activities. Curricula, instruction, assessment, and mentoring are all aligned by standards.

c. Autonomy: According to Pervaiz (1988; 41) the conception of autonomy is implemented through two different strategies; the freedom to set one's own agenda and the freedom to attack a problem. He emphasized that autonomy will work best if its implementation balances between its two methodologies. A SBM school is free to design its own structure which helps it to achieve the central office standards and goals. Its personnel will have the authority to decide in those issues related to their work and benefit students.

d. Accountability: When schools are empowered with all their required services, aligned according to rigorous standards, and have the authority to decide what they want, they will be held accountable for the results. According to the standards schools, principals, teachers, and students are all accountable for the students learning in front of their parents, community and the central managements. According to Pervaiz (1998) everybody should not lose track on who is responsible for what. The

SBM initiative should provide clear domains for the areas in which its personnel are welcomed to be involved.

e. Variety: SBM schools would be motivated through incentives to diversify their specializations and philosophy. They would provide different fields of study like school of arts, school of science, school of literature, and others. Every field of study would provide different streams according to the extended subjects of study. The system need to show how students will transfer between different streams or fields if desired. It will also show how these fields and streams are linked to the work market and the university.

f. Choice: According to the wide variety of learning options, students and their parents will be able to choose between different alternatives of schools and streams according to their future intentions.

5.4.4 Timing: Sequencing the reform phases:

In theory, it is stated that 'good' decentralization process should be timely and sequenced properly, the policy sequencing is important to make decentralization 'work' or effective (Bahl, 2003). The Qatar case study showed how their education reform process faced serious time problems when rushed to open schools. They couldn't help many different stakeholders to master their roles or prevent role overlapping and couldn't build the required capacities to make the change succeed. Add to these the many challenges which obstacle the introduction of SBM in UAE education system, I propose to adopt a gradual "go slow" and multiphase model of reform. It should give suitable time to sequence the construction of the SBM ingredients and requirements, and scaffolds its fostering factors. The reform would consist of three different phases which overlap, due to the system linkage, in some of their ingredients as follows:

Three years	one year	multiple years
Phase One	Phase Two	Phase Three
Designing		
Building Infrastructure for SBM initiative		
Select and train suitable school personnel for the first generation of SBM. (model schools)		
	Opening the model schools (1 ST generation)	
	Continuously assess the students prior and after each learning cycle	→
	Harmonizing the interaction between the SBM system components.	→
	Train the next SBM generation personnel.(Typical schools)	→
		Opening typical schools (next generations) →
		System integration →

Figure 2: Sequencing the reform phases

5.4.5 Phase one: A transition period

In the first phase, MOE, ECs, and EZs would strive to accomplish two important duties successfully prior to opening the first generation of SBM schools:

1. Building supportive environment to the adoption of SBM initiative:

It has to provide the legislative umbrella to introducing fundamental reform to the current education system. A supportive legal framework to the initiation and operation processes of SBM initiative should be set and characterized by flexibility and coherence. The whole reform project goals, principals, operations must be shared with the community through Media, press, internet, and other communication tools. Furthermore, MOE would hire key experts who will design the educational standards and set policies to align the whole system in the way to achieve them. Accordingly, a

competition to author the textbooks and create different learning materials would lead to the availability of a related variety of teaching materials in the market.

New educational bodies and work positions would be opened and consequently many new roles and responsibilities would be articulated. It is important to design and establish an education institute which could lead the capacity building and continuous development towards the requirements of the decentralized but standard based system. This institute will lead the school site curriculum and instruction researches. It will review and permit the publication of the textbooks and learning materials. It will also lead the conversion of the current education institutions to the ones which provides education services that support the initiation and operation of SBM schools in each emirate.

Another independent mentoring body needs to be built and produce its documentation and assessment tools prior to school opening. The transition period would also include equipping the first generation of SBM schools by the required furniture and technological sets. It would design an effective communication system that could facilitate all stakeholders' participation. It would design an incentive system to award school personnel good practices which support the implementation of SBM initiative. Furthermore, a research based check and edit methodology would be designed to harmonize the many new different roles in the new education system and remove the road blocks.

2. Prepare the personnel for the first SBM generation (model schools):

The main idea is to reduce the load on the school level actors (model schools) and raise their chance of success when the system is at its first steps. It is important to empower them mastering their roles in managing their school under SBM initiative. Pervaiz (1998; 36) pointed that "Organizations need to consider the type of employees that can most effectively drive innovation". Accordingly, a wide selection of the school level change leaders and operation personnel would be held based on their capacities and motivation. The opening of the SBM schools would be based on teacher pre-service preparation and continuing professional

development. These would include teacher pedagogy on curriculum, instruction, and assessment standards and SBM management skills. Keeping in mind their illiterate about the SBM attributes, how they work?, and what are their roles in it?, it is important to let them see, learn and practice their future roles in a workable and successful SBM schools. The main actors (principals, teachers, and administrators) of the first generation of SBM need to be sent for one year research based academic learning to a country which provided successful implementation of SBM system. They need to be allowed to work as assistants (assistant principal, assistant teacher ...) for a period of time and apply their learning physically in its schools. On the other hand, interested students should be selected for the first SBM generations to raise the benefits of the program. Their selection should be based on their motivation and capabilities to learn in a SBS and ability to facilitate the success of the introduction years of reform.

5.4.6 Phase two: Opening model schools and train the next typical schools' personnel.

SBM first generation opens when its main actors complete their academic learning and practice, and after its foreign key change leaders are trained in dealing with the local culture and attitudes. One of its important aims of phase two is to provide models (to the next generation) of real interaction among its personnel and the system rigorous standards and its related curricula and instructions in the context of a high stake SBM reform. They would provide successful models of student centered education and it's supporting SBM activities. They would also provide successful models of the local community and other school level stakeholders' involvement through school council, media, press, and other methods of communication.

In phase two and according to the time formula the number of SBM schools will duplicate every year. The next generation of SBM personnel would join one year academic study in the new local related educational institutions on their expected roles under SBM initiative. Model schools will play the role of implementation site for their practical learning and researches. The personnel of the next generation of SBM would be asked

to work for a certain period of time as assistant in the SBM model schools. Its principals, teachers, administrators, and other school level actors would be asked to apply some specific case study and action researches in their schools and model schools.

5.4.7 Phase three: Opening typical schools and integrating the system.

Phase three is a multiyear phase which is characterized by the conversion of the whole public schools into SBM according to the following transition cycle;

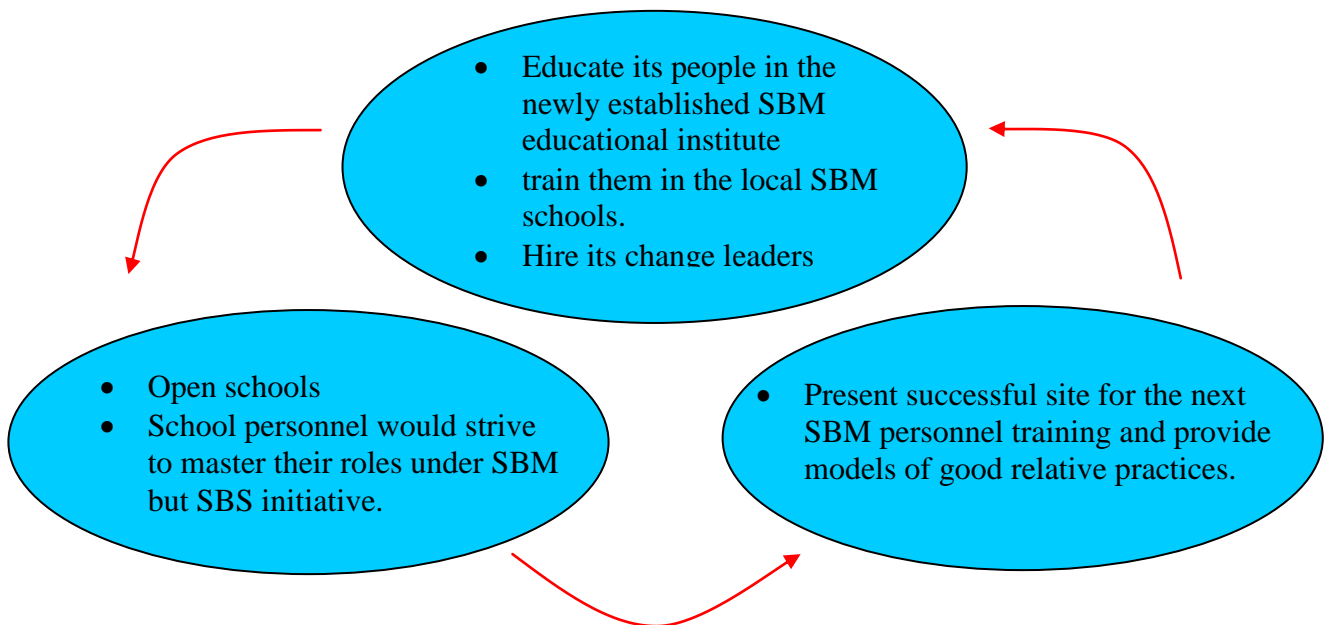


Figure 3: The conversion into SBM schools and system integration

It will open channels between the newly established SBM schools and those which are in the way to open. This period would be characterized by the acceleration in opening SBM schools, continuous and active check and edit methodologies and system integration. It

5.5 Recommendation: A framework for adopting and implementing decentralization policy in UAE education system

“Decentralization cannot be dedicated by the centralized governing bodies; only the framework can be defined” (Dalin, 1998; 24)

What we have reached so far is that the current traditional top-down governance strategy has to be gradually abandoned for a more decentralized bottom-up strategy. The proposed actions provide a coherent push to the status quo according to the UAE education identity and its culture conditions. They could represent stepping stones to the implementation of a successful delegation model of decentralization in UAE education system. The discussions in each category will stop periodically on the following three stations to inform the proposed actions:

- The Status quo of the UAE education system and its culture conditions.
- The lessons learned from implementing the attributes of decentralization (delegation model) in Qatar and USA.
- The goals of MOE vision 2020 (Annex: 8).

5.5.1 The alignment of UAE education system:

UAE education system adopted Sheikh Mohammad Al Maktoum’s own vision for education to acquire students the ability to think and choose rather than the dominant memorization. Nevertheless there is no clear vision or mission statements to clarify what exactly MOE want to achieve and how. All available to guide the education system practices is the vision 2020 goals which provide piecewise reforms scattered in all directions. The implementation of relative projects like changing the curriculum or delegating some responsibilities (budget and the students’ success certificate) to schools didn’t reflect proper planning to the implementation part of MOE policies or projects. Local schools showed their incapability to implement the MOE regulations and decrees or to develop the quality of students learning outcomes.

The promotion of SBM reform requires some centralized decision making and a supporting legal framework. Qatar decentralization projects are accompanied by rigorous national standards which focus on high level

of students learning and guide all other related education practices. This approach is highly emphasized through goal (17) of MOE vision 2020. Setting such standards is evidenced to be very high technical work which require eminent experts in such work whatever their nationality to collaborate with the local experts from all directions.

- **Vision and mission :** (Ouchi, 1983 cited by Pervaiz, 1998; 38)

noted that “Having a clear corporate philosophy enables individuals to coordinate their activities to achieve common purposes, even in the absence of direction from their managers.

Action 1: MOE will set clearly the national education vision and mission statements which focus on what students should know and be able to do. UAE leaders from all direction (political, economical, educational ...) should participate in its formulation.

Benchmark: It should be the first step of the reform project.

- **Standards formulation:**

Action 2: Set clearly UAE national standards to provide the guide lines for the education system and schools. MOE should select eminent experts who have proven leadership or participation in setting standards that have been recognized successful over a valid period of time.

Benchmark: Standards would be similar to the highest standards in the world and be set initially for four core subject areas; Math, Science, Arabic language, and English Language.

- **Share the MOE vision, mission, and standards:**

Action3: Plan a valid method to share the MOE vision, mission, and standards on the vertical and horizontal axes of the policy scale.

Benchmark: Each new policy or plan should include a detailed section which articulates its implementation methodology and its required capacity building.

- **Legal framework:**

Action4: Provide a legal framework to the establishment and implementation of the SBM in UAE schools.

Benchmark: It should be characterized by coherence and flexibility for future changes.

5.5.2 Empowerment and autonomy:

UAE education system will benefit from moving decision-making authority from the centre to schools, but only if schools are empowered to hold the authority and use it correctly. Governors at school level afraid of receiving responsibility for which they are not prepared to do. Accordingly all system weaknesses presented in section (5.2.1) have to be overcome as proposed and elaborated in the following sections. This approach is highly emphasized in vision 2020 through most of its goals.

When the system and its schools are empowered, schools would be capable to hold decision making authority and its corresponding accountability. At this time the following action is crucial to facilitate school management and their respond to any emerging situation.

Action: Change the current ministry type of control over school system structure and activities and allow schools to decide their own system and stream of study under SBM initiative.

Benchmark: Schools design, activities, and evaluation are all aligned by the national standards which set at the central authority.

5.5.3 Accountability:

UAE education system does not hold anyone accountable for student learning outcomes. While the technical and managerial supervision follow clear criterion, they do not have that much influence on schools and their personnel. Their secret reports include many items to be assessed professionally and require several visits to schools which never happen. The shortage of their numbers, their weak of capacity building, and their ministry dependence added to the complexity of the subject of mentoring.

While MOE vision 2020 didn't mention the need for independent monitoring body, Qatar and USA model of adopting SBM emphasized its importance. The idea is to enhance the credibility of the evaluation and reduce the chances of bias. These evaluations are published for the following reasons:

- 1) Provide suitable information to the ministry, community, and parents which allow them to question schools and their personnel about their performance and students' learning outcomes.
- 2) Provide schools and their personnel with the required information which help them to carry out their reflective practice.

Action1: Establish ministry independent mentoring body to evaluate schools and their personnel performance. Accordingly, design and prepare the required documentation for the pre-implementation evaluation. They should assess schools', teachers', and students' performance according to rigorous standards based on the curriculum standards. On the other hand, return supervisors to school to work as teachers or head of subject department after their training to work in SBM system.

Benchmark:

1. Their documentation, assessment, and evaluation tools should be accomplished prior to launching the SBM first generation (model schools).
2. Their reports would be published periodically for the public at the ministry website.

5.5.4 Decentralization of enough budgets to the school site.

The research findings showed that the current school budget is not enough to accomplish the assigned duties. Teachers pay out of their salaries to accomplish their classroom activities. Many important ingredients like awarding the good staff practices through incentives can not be financed through the current budget.

Goal 19 reflected the intention to reschedule the educational budget in order to respond to the quality requirements but it didn't mention if this will be delegated to schools.

Delegating enough budgets to schools is a very important ingredient to succeed SBM initiative.

Action3: Delegate enough budgets to schools that efficiently enhance the equity in financing their activities especially those which enhance the teaching and learning practices. It has to follow a financing formula which bases on the school's number of students and shows flexibility in dealing with schools emerging conditions.

Benchmark: The multiple factor of the formula should be the average cost of each student learning while taking into account their differentiation and classification of requirements.

5.5.5 Decentralization of curriculum management and its alignment.

UAE secondary school curricula showed incapability to help students achieve their country objectives or respond to their future intentions or inspirations. Public secondary schools literature and scientific streams do not graduate students who can directly join work or future education in reputable universities. Curriculum development and its related teaching methodology, instruction, and assessments are top down processes which lack alignment. Curriculum is the textbooks at school level where its contents delivery is the main goals of the whole system.

The lessons learned from Qatar and USA has showed the need to change the curriculum conception among UAE school actors. The curriculum itself should enhance the students' creativity and innovation and include many motives of interaction. They need to embed the national rigorous standards in its different curriculum subjects' objectives and focus learning on what students should know and be able to do. Decentralization will serve in UAE secondary school education by permitting teachers to select their own teaching methodology, instruction, and assessment to achieve these goals according to the curriculum standards. UAE education system needs to provide variety of school options and educational streams to respond to the students' different intentions.

Goals 17 and 22 of Vision 2020 supported the need to change the curriculum and its related teaching methodologies and instructions. Accordingly, the following actions need to be considered

Action1: Deregulate the textbook authorship and align its process using the national standards. The published textbooks would be subject to review by MOE curriculum development experts in collaboration with the new educational institute.

Benchmark: The textbooks would be authored, reviewed, and published prior to the start of the first SBM generation.

Action2: Gradually provide a variety of secondary schools options of study. For example; school of arts, school of science, school of math and engineering, school of business, etc.

Benchmark: Their curriculum design should provide channels to transfer from one to another and articulate the requirements.

Action3: Generally, public secondary schools curricula should provide core curriculum and successful criterion in each subject to all students and allow the interested students to extend their study in some subjects according to their future work or study requirements. All colleges and universities must articulate clearly their admission requirements to guide the secondary school students' selection of the extended subjects or choose between different schools.

Benchmark: The core curriculum and their successful criterion should guarantee that all public secondary school graduates have the required knowledge and skills to perform right and effectively in their community.

Action4: Deregulate the teaching instructions, methodologies and the assessment.

Benchmark: all of these are mentored according to related standards in the standard based system.

Action5: A position of career advisor is needed for each group of schools in each emirate to inform students about the characteristics of future work places and careers. They will guide students about their abilities and strengths and suggest different streams of study for them.

Benchmark: They should be holders of at least a bachelor of HR certificate and know how to assess and analyze the students' capabilities and match this with the market requirements.

5.5.6 Decentralization of HR management and its alignment:

Without individuals there is no school improvement (Dalin, 1998; 137). Through decentralization policy new balance and distribution of roles should be designed. Moreover, new ways of working which support collaboration, teamwork, individual initiative and creativity, and personal accountability should be exist. This section elaborates the ingredients which have to be delegated to school level and the required actions to perform them efficiently.

- **Leadership:**

Pervaiz emphasized that “To build a culture of innovation, many innovation champions must be identified, recruited, developed, trained, encouraged and acknowledged throughout the organization”(1998)The current governmental schools do not know leaders except the principals

and the technical supervisors. Their roles are mainly instructional leaders who inform others what to do, but their influence on the school community and its personnel is seldom. While vision 2020 showed many goals that require deep changes at the grassroots levels, they didn't show who will change and how. The lessons learned from Qatar and USA showed the importance of hiring other types of change leaders like mentors, and professional development advisors in addition to the principals and advisors. A transformational leadership (which aims to give the individuals a chance to act as leaders) and transactional leadership (which aims to give the individuals a chance to work collaboratively towards the school goals) are suggested to be adopted by school personnel in order to empower the schools' community in responding to the challenges of SBM. In that sense school leadership should create such environment where every one shares his colleagues' success, failure and responsibilities. At a wide scale the whole system schools would need big number of professional leaders who are not available in the UAE education market. pervais (1998) noted that "... leaders need to be acutely sensitive to their environment and acutely aware of the impact that they themselves have on those around them". Accordingly, the following actions are important to be taken.

Action1: Select school leaders; teachers, principal, mentors, advisors, professional developers who can lead the change towards SBM. They must have the required knowledge, experience, and leadership skills to work as change leaders.

Benchmark: They must be familiar with UAE culture conditions or be trained to know the Arabic and Islamic values and attitudes.

Action 2: Develop a career path to a leadership position for the school personnel who work under SBM initiative.

Benchmark: Their promotion should be based on the number of years of their experience and the type of their academic study.

- **School Culture:**

The current school culture is characterized by isolation in teaching and absence of communication and collaboration between its members. Teachers developed, through their experience, a belief that if the assigned

contents are delivered before the final exams, then any other shortcoming is excused. Every one has his own hidden agendas rather than supporting or implementing the ministry new programs or mandates over schools.

Goal (22) recognized the importance to develop school organization in such a way that facilitates the new SBM but SBS teaching methodologies.

Schools have to adopt methodologies that enhance the culture of collaboration, and collective responsibility on students learning. School structure, incentive system, capacity building, and communication network should all be developed to stimulate the culture of collaboration.

Action1: The school mission statement should reflect the collaborative behavior in persuading the MOE vision.

Action2: The school structure should allow for collaboration and collective practices.

Benchmark1&2: Each School has to design its own structure under SBM initiative while its evaluation should include performance indicators based on collaboration and collective practices standards.

- **Recruitment conditions:**

It has been proven that Emaratization policy has many bad side effects on education sector at the current UAE culture conditions. These included the shortage in the expatriate teachers' capacity building or the weak response to their requirements. Teachers' recruitment conditions are fixed from many years while the UAE culture conditions are developing dramatically against their personnel and family stability. The lessons learned from Qatar and USA have shown that teachers have crucial roles in succeeding the adoption of SBM initiative. On the other hand, vision 2020 goal (18) has reflected the country intention to develop their recruitment conditions. Schneider et al (1996, cited by Pervaiz, 1998; 35) suggested that "Organizations may attract and select persons with matching styles. Accordingly the following actions (changes) are proposed;

Action1: Deregulate the market of the school professional positions like teachers, principals, mentors, advisors, and professional development leaders.

Benchmark:

1. Selection would be subject to their qualification and experience which enable them to work effectively in SBM schools.
2. Locals are prioritized when their qualifications and experience are similar to their parallels of expatriates.

- **Capacity building:**

One of the biggest obstacles facing the implementation of UAE education system decentralization is its grass-root level actors' capacities. It is evidenced that school level personnel do not perceive their individual or collective efficacy to assume high stake educational reform towards SBM. On the other hand, changing the school structure will create new actors in various positions and demand new knowledge and skills.

MOE goals (9, 12, 14, 17, 18, 20 & 22) which articulate developing the teaching and learning practices and school functions cannot be achieved without proper capacity building to those who function at the grass-root level.

Qatar ISM reform project didn't provide promising results because of its school level actors weak capacities. USA decentralization programs in education emphasized on building proper capacities for SBM activities prior to its initiation. Both countries provided lessons on the importance to continuously provide a school-wide professional development in management skills and curriculum / instruction.

Action1:

1. Establish a SBM educational institute to provide the professional and managerial skills needed to operate SBM but SBS. It also would work as a change agent in changing other educational institutes to SBM ones.
2. Establish a department in each educational college or institute to lead its college change towards SBM institutes.

Benchmarks:

1. SBM educational institute and the SBM change agents departments in other educational institutes would hire eminent experts and change leaders to collaborate in providing a research based education on SBM and SBS.
2. Their launching should accompany the advancement of SBM reform project and prior to the 1st generation establishment.

Action2: Principals, teachers, and other school professional positions will work in SBM Schools only when holding a one year research based diploma assigned for them according to their jobs on the skills needed to work effectively in SBM.

Benchmark: These diplomas should provide a chance to be developed to a focused master degree when the person seeks a promotion.

Action3: A position of professional development leader at schools is crucial to determine the staff required training courses and to plan the schools' personnel sustainable development.

Benchmark: His work should be linked with the SBM educational institute to conduct the training courses in the school or the university.

Action4: Create a culture of research in schools by allowing for the school personnel research based studies to be implemented in schools and lunch school's own development researches.

Benchmark: Give great interest to the case study and action researches.

- **Participation and communication:**

Currently, decision making process in the education system lacks participation and democracy. All policies and projects are made at the top of the MOE and be sent to EZ for deciding how to implement them while schools never participate. The system lacks an effective network which could help people to participate within or from outside the school. Communication between different generations of SBM is crucial in exchanging experiences. Accordingly, SBM initiative requires linking together different units and personnel of the education system to assure its success and survival. **Policymakers' subordinators:** MOE policy makers are almost foreigners who talk different languages than the UAE native language (Arabic). There is segregation between their cultures which in many circumstances create misunderstandings to the local needs according to their culture conditions.

Action1: Exist and describe a new policy makers subordinator positions who can explore the obstacles at the site and its actors' readiness to implement the ministry policies and projects. They should be able to reflect the school site actors' requirements, frustrations, and problems to the policy makers when the policy is down up approach.

Benchmark: Subordinators should be familiar with both languages and cultures (UAE and the policy makers' ones) and have wide range of information about education policy and its practices.

- **Media, press, and internet:**

The research evidenced that there is no wide understanding between locals on the real value of education. UAE citizens do not know why they should participate in the education sector and how. Parents do not know what to ask about in their children education and how. SBM initiative needs to change this passive environment to the school education system.

Action 2: Lunch T.V. & Radio education programs, daily press education page, and a ministry web site to facilitate a paradigm shift among parents and community members in understanding the value of education. They would clarify the alternative options for learners and their future directions. They also would mobilize the UAE community to support the advancement and progress of SBM initiative through participation.

Benchmark: all of these media, press, and internet tools would provide access to all community members for participation and interaction.

- **Individual websites for schools:**

In order to facilitate the communication among the school actors within and outside schools, each school has to lunch its own website. Schools websites would announce the yearly mentoring report for teachers, schools, parents, and ministry leaders for questioning and reflective practices. It should also provide an access to a corner for exchange the experience and good practices between different SBM schools and members. Communication between different generations of SBM is crucial in guiding the practices of the new ones.

Action 3: Lunch school website on the internet for each SBM school.

Benchmark: The access to the school site should be classified for each committed group and council and prevent overlapping.

Action 4: Every department in the MOE or EZ has to establish its own web site and e-mail through the ministry website or individually to receive the stakeholders' comments and give them note to follow up.

Benchmark: Their respond has to be within two days of the question (give answer or guidance) and through the net in order to provide him and the mentor system a note for questioning.

- **School network of work teams, decision making forums and the school council:**

Many of the UAE schools have created a sort of collaboration between teachers when their principals are enthusiastic. They establish a school council and different subject teams for different grade level. These initiatives are not communicated with each other across grade level or subjects departments and are questioned for their effectiveness

The experience of Qatar and USA educational decentralization reflected that the creation of school teacher-led decision making teams, its council and subcommittees are crucial for SBM to work well. The idea is to involve all school level constituents in the decision making process. It is also evidenced that SBM work the best when the focus of their activities is on the areas of curriculum and instruction. When SBM is in the process, many discussions and reflective dialogue between school personnel would proceed and communication channels among these discussion groups should be functioned.

Action1: Guide schools to design different teacher-led decision making teams in such away to involve all of the school constituents in the decisions making process. Accordingly, open communication channels across different grade levels and subject department.

Benchmark: The school performance mentoring criteria would include indicators which measure the process of collective decision making through different teacher- led decision making teams according to rigorous standards.

- **English language:**

The world became a small village where the language of interaction is the English language. English became a communication skill rather than a normal language. If a nation wants to participate in the international development and benefit from it, it has to educate its people to talk and negotiate with others.

UAE secondary schools' students complain that their English language which they learn in schools doesn't help them to interact properly with others. On the other hand, while the proposition of this research is to build on the others experiences who almost talk English, the current school actors do not know enough English to facilitate communication.

Action1: School personnel have to learn English up to the level which helps them to interact with the foreign educational leaders and support students.

Benchmark: Those who want to join SBM models and benefit from its facilities have to prove their language capability for interaction according to specific criterion.

Action2: The subjects which are globally shared like; Math, and Science should be taught in English while English curriculum should be designed in such a way to help students to interact well with other cultures.

Benchmark: The teaching language for these subjects should be in English.

- **Incentives:**

According to Pervaiz (1998; 41) incentives could be delivered to individuals and groups in two different forms;

- a) Extrinsic rewards: things such as pay increases and bonuses
- b) Intrinsic rewards: those which are based on internal feelings of accomplishment by recipient.

Incentives are suggested to work as fuel for the change engine towards SBM model by guiding the school practices. They should award good practice and sanction bad ones. They should motivate teachers and other personnel to change their work methodologies into those required by school based management but standard based system. They should award the teachers, especially teachers, learning and sustainable developments.

Neither school current management nor the ministry goals showed any proper motivation methodologies for the individuals or groups to exert more effort or time. This weakness ingredient created a school personnel desire to save efforts and time and destroyed any chance for creativity and innovation. Accordingly, it is important to establish effective incentive

system at local level for schools to motivate them and their personnel to adopt agendas which support the national, ministerial, and schools' goals. The incentive system could be adopted through two actions.

Action1: School personnel especially principals and teachers would receive fixed salaries designed at national level while other allowances would be set at local level according to the life cost in each emirate.

Benchmark:

1. The salary and allowances should be present at a base level that guarantee a respective life for all school personnel and stop the qualified teachers drop out.

2. The bonus and other rewards should be big enough to have motivation or sanction influence.

Action2: An internal award system should be designed to promote the people with eminent practices and give them positive recognition.

Benchmark: The system should set valid criteria for selection and unbiased mentoring system.

5.5.7 Time Issues:

The available time for secondary schools to do their traditional work is short and disturbed by many holidays and vacations. The actual number of teaching sessions is 18 sessions per week or less and the duration of each one varies from one school to another and is some were between 40 minutes to one hour. Teachers complain that the assigned time to deliver the curriculum is short. They proposed to decrease the curriculum contents rather than increasing the teaching hours as a solution to the problem. The research evidenced that as a result of their low payment, they reduced their paid effort and time in school in the favor of the afternoon work. It is also evidenced that they are not happy with such behavior which acquire them bad recognition in the work market, but they have no other solution to support their families. They welcome to pay more effort and time in the school activities, develop their capacity building, and work professionally if their family stability is secured and their income be increased.

While MOE has committed itself to develop the qualitative conditions of education (goals 9, 14, 15, 17, 18, 22) and raise the teachers' recognition

in the local community by providing them the proper capacity building and solve their problems, it doesn't provide the suitable time to do that.

The lessons learned from Qatar and USA evidenced that the availability of time to accomplish the SBM activities is a key ingredient to its success. Time should be scheduled for new teaching methodologies and instructions to proceed where teachers work as facilitators and allow for school personnel collaboration, meetings and their professional development. Many management and teaching activities under SBM like planning, building consensus and interaction take time. When time is short decision-making tend to be made by individuals.

Action1: Fix UAE school teaching and working calendars and the duration of the sessions for all schools.

Benchmark: The teaching calendar and the duration of each session should be similar to those in the countries which implement SBM but standard based system education. The teaching calendar should be modified to approximately 180 days per year with 8 sessions daily while the duration of each one is 45 minutes (6 teaching hours) and accordingly fix the school working calendar.

Action2: Restructure the school day in such a way to facilitate the meetings and professional development courses.

Benchmark: Meeting and other SBM activities should be made during the normal working hours where teachers are more alert and capable to take decisions than being after-school.

Action3: Expand the teachers and other staff daily working time to 9 hours starting at 7:30am to 4:30pm in order to accomplish their duties under SBM initiative. Moreover, Increase their scheduled weekly teaching sessions to become 28-32 instead of the current 18 sessions and financially compensate them for their extra time and effort paid in these regards. The following structure is proposed;

Benchmarks:

1. Students regular learning day is from 9:00 am to 4:00 pm while those who need crash coursed would start at 7:30 am.

2. Every subject teachers' time schedule would allow them all to have the last two sessions free in one specific day per week for their capacity building.
3. All school personnel who are members in the school council would have the last two sessions free in Thursday for its meeting with the external members (parents and community members) after their work time.
4. Parents meeting are daily from 4:00pm to 4:30pm.
5. Every school working day would start with 1:30 hrs preparation time for collaboration and interaction between its personnel and teacher involvement in management and decision making.

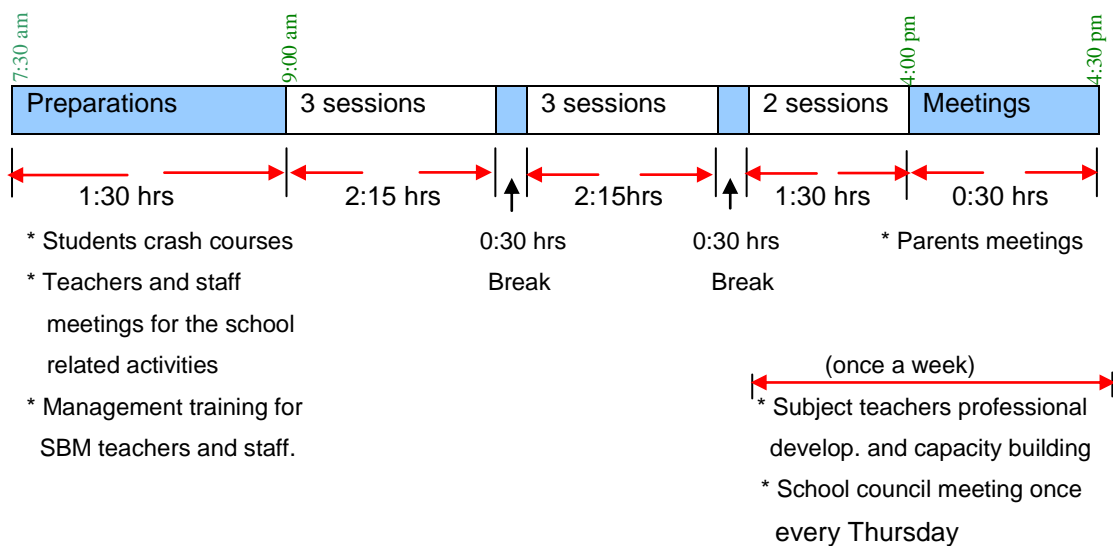


Figure 4: A proposed time schedule for a typical working day under SBM initiative

5.6 Recommendation for future research

This research highlighted many issues which need to be traced and developed to achieve a successful implementation of decentralization.

5.6.1 Research on supportive environment

1. The constitutional and ministerial legislations and roles.
2. The culture conditions which oppose or support the implementation of SBM initiative.
3. School level stakeholders attitudes and norms of behavior.
4. Mobilizing the community to participate in the learning process.
5. The collective perception of the education goals and processes.
6. Open channels and enhance communication.

5.6.2. Research on the performance of the policy makers

1. Focusing on the implementation researches
2. Supporting Bottom- up reform
3. Establish an indicator system which concretely measures the overall system and its components.

5.6.3 Research on HR management and personnel decisions

1. Rule distribution among schools and central authorities
2. Setting standards for staff alignment and monitoring
3. Size of the teaching staff and the selection of teachers.
4. Allocation of personnel among teaching positions
5. Evaluation of teachers
6. The autonomy and accountability systems and their impact.

Research on curriculum and instructional management and decisions

1. Setting and ensuring good national standards
2. Embedding the standards in the curriculum and each subject lessons objectives.
3. Selection of textbooks.
4. Selection of supplementary texts and materials
5. Choices of teaching method and pedagogic style
6. Addition of a new course to the school's curriculum
7. Elimination of a course from the school's curriculum

5.6.5 Research on Budget decisions

1. Amount budgeted for salaries and benefits
2. Amount budgeted for educational supplies and materials
3. Allocation of funds for educational supplies and materials among accounts and departments

5.6.6 General operational and administrative decisions

1. The criteria to select the actors for the 1st generation of SBM.
2. The needed institutions and their rules.
3. The training programs and relevant professional development
4. Scheduling rules and preventing rule conflict.
5. Scheduling of classes
6. School hours and the length of the school year.

Annexes

Annex: 1

Access Permissions

A) Access Permission to the Department of Curriculum and Education Resources

UNITED ARAB EMIRATES
MINISTRY OF EDUCATION
Assistant Undersecretary



دولة الإمارات العربية المتحدة
وزارة التربية والتعليم
وكيل الوزارة المساعد

الرقم: ٢٠٢٠/١٠٠٠/١٠٠٠

التاريخ: ١٠/١٠/٢٠٢٠

السيدة / مدير مركز تطوير المناهج والمواد التعليمية - بالإتابة المحترمة
تحية طيبة وبعد،،،

م/ تسهيل مهمة

يسر إدارة البحوث التربوية والمؤسسية أن تهديكم أطيب تحياتها وتتمنى لمركزكم دوام
الترقي والتقدم .

الرجاء من سيادتكم التكرم بتسهيل مهمة الأستاذ / احمد عبد اللطيف ،حيث يقوم
بتحضير رسالة الماجستير من الجامعة البريطانية في دبي وموضوعها "التفويض بمدارس
دولة الإمارات العربية المتحدة " ومن متطلبات الدراسة مقابلة بعض المعنيين بمركزكم
العامة .

شاكركم لكم حسن التعاون الدائم

وتفضلوا بقبول وافر التحية والاحترام،،،

٢٠٢٠/١٠/١٠٠٠

مدير إدارة البحوث التربوية

والمؤسسية

د.منى محمد العامري

نسخة إلى //

← الوكيل المساعد للمناهج والبرامج التعليمية بالإتابة
← المصادر

B) Access Permission to the Department of Human Resources

UNITED ARAB EMIRATES
MINISTRY OF EDUCATION
Assistant Undersecretary



دولة الإمارات العربية المتحدة
وزارة التربية والتعليم
وكيل الوزارة المساعد

الرقم: ٣٣٥٠/٢٠١٤
التاريخ: ١٤٣٥/١٢/١٤

السيد / مدير إدارة تخطيط الموارد البشرية
تحية طيبة وبعد،،،،

م/ تسهيل مهمة

يسر إدارة البحوث التربوية والمؤسسية أن تهديكم أطيب تحياتها وتتمنى لإدارتكم دوام
الرفقي والتقدم .

الرجاء من سيادتكم التكرم بتسهيل مهمة الأستاذ / احمد عبد اللطيف ، حيث يقوم
بتحضير رسالة الماجستير من الجامعة البريطانية في دبي وموضوعها "التفويض بمدارس
دولة الإمارات العربية المتحدة " ومن متطلبات الدراسة مقابلة سيادتكم وبعض المعنيين
بإدارتكم العامرة.

شاكرون لكم حسن التعاون الدائم
وتفضلوا بقبول وافر التحية والاحترام،،،،

٣٠٥٠ / ٢٠١٤

مدير إدارة البحوث التربوية
والمؤسسية
د. منسى محمد العامري

نسخة إلى //

الوكيل المساعد للمناهج والبرامج التعليمية - بالإنابة
الصادر

C) Access Permission to the Department of Supervision "Tawjeih"

UNITED ARAB EMIRATES
MINISTRY OF EDUCATION
Assistant Undersecretary



دولة الإمارات العربية المتحدة
وزارة التربية والتعليم
وكيل الوزارة المساعد
الرقم: ٥٥٣٣٠٠٠٠
التاريخ: ٨٠٠٠٠٠٠٠

السيد / مدير منطقة دبي التعليمية
تحية طيبة وبعد،،،


م/ تسهيل مهمة

يسر إدارة البحوث التربوية والمؤسسية أن تهديكم أطيب تحياتها وتتمنى لمنطقتكم دوام
الرفي والتقدم .

الرجاء من سيادتكم التكرم بتسهيل مهمة الأستاذ / احمد عبد اللطيف ، حيث يقوم
بتحضير رسالة الماجستير من الجامعة البريطانية في دبي وموضوعها "التفويض بمدارس
دولة الإمارات العربية المتحدة " ومن متطلبات الدراسة مقابلة بعض السادة الموجهين
بمنطقتكم العامرة .

شآكرين لكم حسن التعاون الدائم

وتفضلوا بقبول وافر التحية والاحترام،،،


مدير إدارة البحوث التربوية
والمؤسسية
د.منى محمد العامري

نسخة (١)

< الوكيل المساعد للمناهج والبرامج التعليمية بالوزارة
< الصناديق

D) Access Permission to Schools and its Personnel

UNITED ARAB EMIRATES
MINISTRY OF EDUCATION
Assistant Undersecretary



دولة الإمارات العربية المتحدة
وزارة التربية والتعليم
وكليل الوزارة المساعد
الرقم: ١٤٠٧/٢٠٠٧
التاريخ: ١٥/٣/٢٠١٧م

السيد / مدير منطقة دبي التعليمية
تحية طيبة ..،،،، وبعد،،،،

م/ تسهيل مهمة

يسر إدارة البحوث التربوية والمؤسسية أن تهديكم أطيب تحياتها وتتمنى لمنطقتكم دوام
الرفي والتقدم .

الرجاء من سيادتكم التكرم بتسهيل مهمة الأستاذ / احمد عبد اللطيف ،حيث يقوم
بتحضير رسالة الماجستير من الجامعة البريطانية في دبي وموضوعها "التفويض بمدارس
دولة الإمارات العربية المتحدة " ومن متطلبات الدراسة القيام بزيارات ميدانية لمقابلة بعض
معلمين وطلبة مدارس المرحلة الثانوية بواقع مدرستين للذكور ومدرستين للإناث بمدارس
منطقتكم العامرة، وذلك لاستكمال متطلبات الدراسة.

شاكرين لكم حسن التعاون الدائم

وتفضلوا بقبول وافر التحية والاحترام،،،،

مدير إدارة البحوث التربوية

والمؤسسية

د.منى محمد العامري



نسخة إلى //

أ.وكيل المساعد للمناهج والبرامج التعليمية

أ.النص

Annex2:

UAE in brief:

(Its national culture conditions and its forces to change)

The United Arab Emirates is a small country (836000 sq. km) located at the western shores of the Arab gulf. It is a federation of seven emirates, after the secession of Qatar and Bahrain and from the date of its inception on 1971: Abu Dhabi (the capital), Dubai, sharjah, Ajman, Umm Al Quwain, Ras Al Khaimah and Al-Fujaira. The sovereign authority governing the State is the Supreme Council of the Federation, comprised by the rulers of the seven emirates. The internal affairs of each emirate are managed by the local managements in coordination with the federal government. The country adopted a provisional constitution that was intended to be expired on in 1976. " the government was centralized further in 1976, when the federal government attained control over defense, intelligence services, immigration, public security, and border control"(U.S. Library of Congress, 2007). Centralization, at that time, was appropriate tool to ensure the control of the central authority at Abu Dhabi on the governmental parts allover the country. Accordingly, article 120 in the UAE constitution stipulates that the Federal Government is responsible for the legislation and execution in the area of education. UAE is paving the way to adopt a form of democracy through the first election for the Federal National Council, FNC, of the UAE on December,2000. Sheikh Moh'd has pledged to support the FNC election as a first step and build on it for the future" (Nazzal et al, 2006). The Federal National Council is the legislative branch, and the Cabinet is the executive branch.

The UAE's demography, as published in the 2005 general census, showed that UAE population was 4.4 million, with around 66% concentrated in Abu Dhabi and Dubai (U.S. Library of Congress, 2007). UAE citizens constitute about 20% of the population while the rest are expatriates. UAE's constitution declares that Islam is the official religion of all seven of the constituent emirates of federal union. The expatriates form a diversity of cultural groups with significant variety of religions and ethnics. According to the UNESCO Institute for Statistics (2005) education

is free for the UAE citizens through the university level, with 27.4% of the federal government spending assigned to the education sector. The overall literacy rate is 91% with respect to the whole population and the plan is to achieve 100% literacy before 2010.

Gaad et al (2006) stated that "The country has emerged into the mainstream of modernism over the past 30 years through an economy driven by oil and gas and recently, tourism" (pp: 292). UAE economy has a high per capita income and substantial trade surplus which are reflected positively on the high standard of living being enjoyed by people in the UAE. Consequently living expenses in the UAE are ranked very high among nations especially in real estate. UAE economy is mainly based on the support of Abu Dhabi and Dubai which provide more than 80% of the UAE's income. Abu Dhabi income based on oil and natural gases and represents the major support to the infrastructure of the non-oil economy while Dubai's based on service economy (U.S. Library of Congress, 2007). UAE's leaders aspire to build a fast successful economic model in the Middle East similar to those which emerged in the Far Eastern countries.

6.2.1 Governance Reform:

Gradually, the unity of the country and the citizenship conceptions have been emphasized and long term physical and nonphysical educational infrastructures have been accomplished. Accordingly, the major reasons for adopting the centralized type of management in the country have been changed.

As a result of the globalization phenomenon, debate about education governance became dominant and an international fashion of change in management towards the decentralization is growing every where. "Governance is broadly defined as the system of values, policies and instructions by which a society organizes collective decision-making and action related to political, economic and socio-culture and environmental affairs through the interaction of the state, civil society and the private sector"(UNDP,2002:3). This means that central purpose of reform is to create an environment which empowers policy implementation to be carried out through an efficient, independent, accountable and open public sector, and allows all to participation. It is suggested that:

"The experience of the past decade has underscored the need for better governance of education systems in terms of efficiency, accountability, transparency and flexibility so that they can respond more effectively to the diverse and continuously changing needs of learners. Reform of educational management is urgently needed to move highly centralized, standardized and command-driven forms of management to more decentralized and participatory decision-making, implementation and monitoring at lower levels of accountability".(UNESCO,2000)

The National Report on the Development of Education in the UAE stipulates that "the Ministry of Education is doing its best to avoid centralization and to adopt decentralization by giving the chance to the native potentialities in the Ministry to undertake the roles assigned to them under the State's educational policy" (UAE, 2000; 60). This adoption seems to follow the international trend of the educational reform plans without suitable empirical research by professional expertise. Decentralization, in that sense, becomes an end in itself. There are no clear answers to the questions; why decentralize? What should be decentralized? When? And How?

6.2.2 Winds of change

UAE fast economic growth produces many work opportunities especially in the private sector and accordingly the demand for competitive, professional national workforce is increasing continuously. Nevertheless, many male expatriate workers immigrate to UAE due to the lack of local capabilities and this causes imbalance in the sex ratios between nationals and expatriates creating a serious demographic problem. UAE leaders have failed to apply the Emiratization policy which aims to increase the number of national in the private sector while reducing the reliance of foreign labor. Sheikh Mohammad said "we can do this (impose Emiratization) at any time, but what would we gain if we did not provide or youth with the best knowledge, skill and expertise commensurate with these jobs?" (Emiratization, 2007).

Despite the great contribution of education to prepare the required skillful citizens for the development processes and the sustainability of progress, UAE education system does not give the impression of being

committed to UAE leaders' aspirations and priorities. Al Khumairi, head of Abu Dhabi Tanmia office said that "Students are taught some really irrelevant things. We need to have people who graduate, competent and ready to work straight away" (Hadid, 2006).

Schermerhorn et al (1997; 402) definition of organization planned change stated that "It is a direct response to someone's perception of a performance gap- a discrepancy between the desired and actual state of affairs". According to Sheikh Mohammad the UAE Prime Minister and Ruler of Dubai "The budget for education has increased annually for the past 20 years and has been accompanied with several plans, projects, suggestions, policies and promises. Yet, the outcome has constantly been weakening." (Salama, 2007). Sheikh Mohammad also placed the problem in the area of organization and management sector.

To this end, it is important to understand the status quo of the UAE public education system and its context in order to determine if decentralization can have a role in developing the quality of the students learning outcomes. More concern has been taken to the human resources and curriculum managements because of their essential role in student learning outcomes.

Annex: 3

UAE Education system “Status quo”

UAE education system is gender segregated and consists of two branches; public and private education. Private education is mainly occupied by expatriates and is allowed for locals. Public schools are available to local students and funded by the federal government. Expatriate students (not more than 10% of the students) are accepted under strict conditions. It is a four-tier system covering 14 years of education; kindergarten (age 4&5), primary (age from 6 to 12), preparatory (age from 12 to 15), and secondary (age from 15- 18).The secondary stage last three years. In the first year students follow a common syllabus. In the second and third years, they specialize in two streams; science and literature. At the end of the secondary stage, successful students obtain the Certificate of General Secondary Education (CGSE) after passing a general test. Technical education is divided into two levels, one for preparatory technical education, and the other for secondary technical, commercial and agriculture education, each lasting three years. At the end of the general or technical education, students who pass the general examination become qualified to undertake higher studies at university level.

Generally, UAE school academic year starts in September and ends in early June and the workweeks are from Sunday to Thursday. Ministerial resolution No. 2263/2 for the year 1995 allocated the number of teaching periods in secondary stage is 36 weekly periods. The teacher: student ratio is approximately 1: 20 at the primary level and 1:15 in preparatory and secondary levels. There is no fixed school calendar, lesson length, or instruction hours. The MOE imperial research on the applied methods of teaching in UAE secondary (MOE, 2003; 48) found that there is no fixed school calendar for all emirates' secondary schools. The instructional days are varied between 135 to 215 days while the duration of the session is between 40 to 60 minutes.

6.3.1 The Structure of the MOE

UAE education system is highly centralized from the date of its inception in 1971. Federal law no.1 for 1972 identifies the Ministry's mandate and competence as stated in article 58 of the Constitution: " to undertake education affairs, through developing, disseminating and providing it for all citizens, rendering it compulsory in the primary state, and laying down the educational plans, curricula, exams, literacy courses in addition to establishing private schools".

Responding to Vision 2020, Cabinet decree no.10 for 2003 articulated the new structure of the MOE in order to facilitate the change according to the "centralization of planning and decentralization of implementation" approach. As shown in figure (5) the minister and the ministry secretary are at a head position of the ministry of education and supported by their two offices (one for each) for the administrative activities.

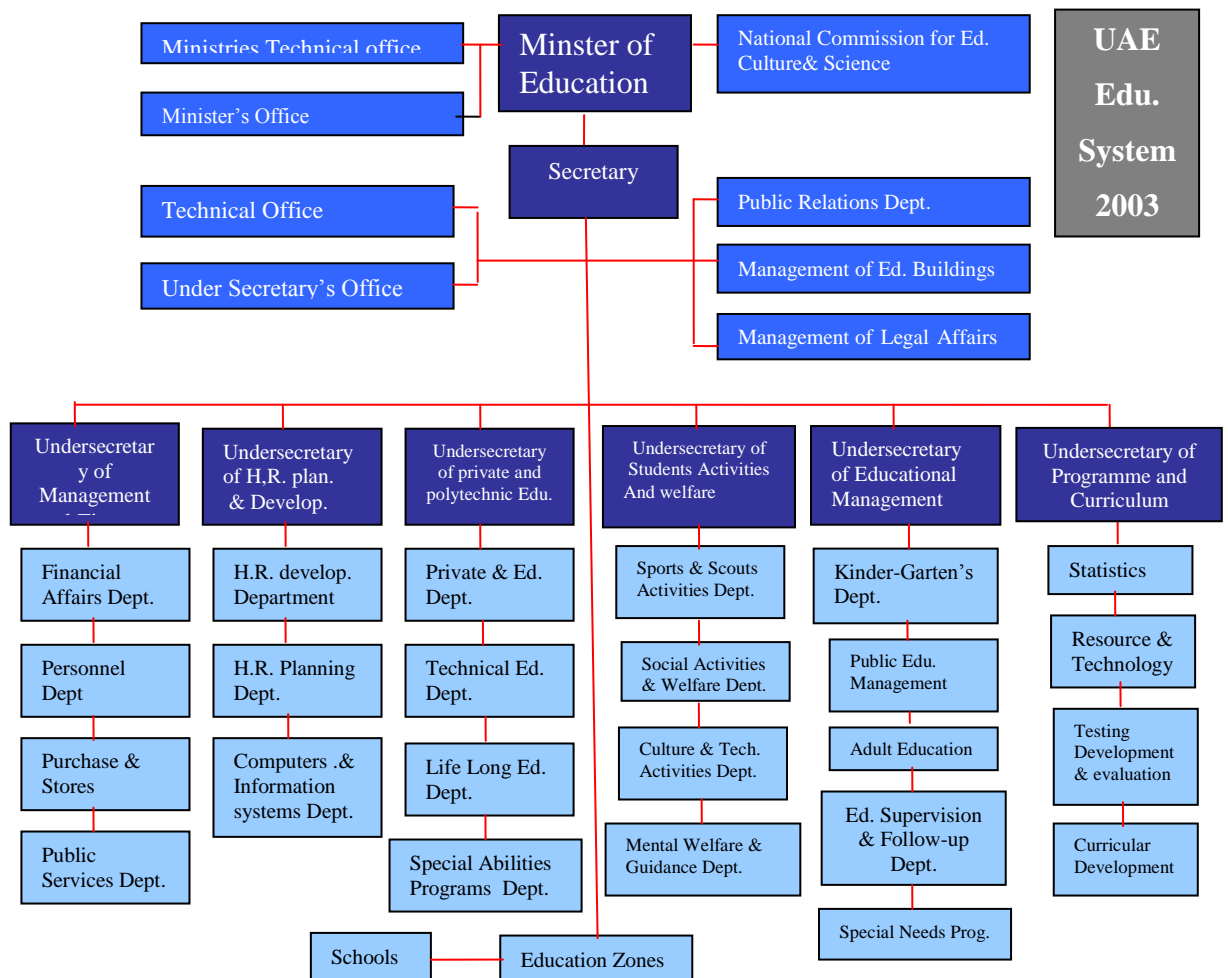


Figure (5) MOE Organizational Structure (MOE, 2004; 77)

Six departments are communicated to the minister directly or through the secretary for advisory purposes. The National Commission for Education, Culture and Science aims to develop an overall strategic vision for the position of science and culture related issues in the educational system. The technical offices of the Minister and his secretary are responsible for developing collaboratively plans and monitoring infrastructure-related issues including facilities and computer systems. Management of Educational Buildings is setting the plans for the ministry needs of new schools and the over all maintenances. Management of Legal Affairs is managing the ministry's external and internal legal issues. Public relation Department is responsible for the internal and external ministry's communications and the minister's presentation in media and newspapers. There are also six under secretaries who set goals for development in their areas of specialists and report to the minister through the secretary about the work performance Gaad et al (2006; 294).

Abu Dhabi Education Council (ADEC) initiative was launched in 2005 to mobilize local efforts and resources to support K-16 education. It is an independent corporate body and enjoys full legal status, as well as financial and administrative independence in all its affairs (ADEC, 2007). Similar organizations have been started in Dubai, Fujairah, and Sharjah by establishing Dubai Education Council in 2005, Fujairah Supreme Education Council in 2005, and Sharjah Education Council in 2006. Their roles are similar and articulated around coordination with the MOE to develop their emirates public and private education in many different ways. Dr. Hanif Hassan, the Minister of Education, clarified that the ministry, not the councils, is the body which articulate the education policies in the country (Khaleej, 2007). Nevertheless, Abu Dhabi and Dubai councils manage their inter-emirate education quite differently, while Sharjah and Fujairah have not yet shown any significant changes.

Physically, the mechanism of the ministerial control over the new educational projects in Abu Dhabi and Dubai seems to be not finalized. Abu Dhabi council launched some projects including the Public-Private Partnership for KG and Primary Schools which represent one of ADEC's overall plans to improve the quality of public education in Abu Dhabi.

Moreover, it launched the Model Schools which are resourced to the highest standards and are leaders in educational innovations for both primary and secondary education. While Dubai Education council launched “Dubai Schools” project to help private schools acquire accreditation from the most leading educational bodies in the world. In addition to this, Dr. Hanif (DEC, 2006) stated that “Dubai Education Council DEC will manage Dubai Education Zone towards implementing the federal standards and demands” while others didn’t.

6.3.2 Curriculum management in the secondary schools:

Unless UAE curriculum decision making is a collaborative work among different experts, it is highly centralized at the top of the ministry of education system (explained in chapter 4). According to the UAENR(2001;39), its content is designed after consideration of many factors; education policy directives, the recent world development in the subject, feed back from the school, topics of local interests such as Islamic studies, current worldwide concerns such as nutrition, recent development in education research, and pan Arab programs for innovation. Content organization is considered to both scope and sequence of topics and learning experiences within each subject.

Curricula and Subject Development Centre provides teachers with manuals to develop their own strategies for teaching and learning process. The Manuals list each subject goals and provide instructional support materials such as charts, pictures, and models. Moreover, they propose different strategies for teachers to be creative. Shaw et al (1995; 12) clarified that the state (UAE) may well prescribe the textbook, and research has shown that for many teachers the textbook is the curriculum. This style of teaching “the recitation” still exists in the UAE schools. An empirical research done by Gaad et al (2006;302) interviewed valid samples of teachers, principals and supervisors pointed out that the system believes in delivering the content, and automatically assumes that the goals of the education will be satisfied if the content is delivered.

The assessment forms are as centrally prescribed and administrated as the curriculum. Most of the students, teachers and even schools assessment are based on the marks obtained by students. Gaad et

al(2006;302) pointed that UAE current education system lack the alignment of its three major component; Curriculum Development, Curriculum Delivery, and Evaluation and Feedback.

6.3.3 H.R. management in the secondary schools :(*ch. 4*)

MOE provides a highly centralized administrative model of human resources management. The central government through the ministry is responsible for setting goals, salaries, and incentive conditions of services. They also assign budgets to lower levels of the organization, in addition to recruiting, posting, and promoting school personnel. Education zones are responsible for evaluating, transferring, and training school personnel especially teachers. While UAE schools organization and its personnel duties are articulated by the ministry decree no. 1479/2 for 1992 (Annex: B), since then no significant changes have occurred. Accordingly, the school positions are as follows: Principal, school secretary, principal assistant, secret holder, heads of subject departments, teachers, spare teachers, social specialist, librarian, lab technicians, and labors.

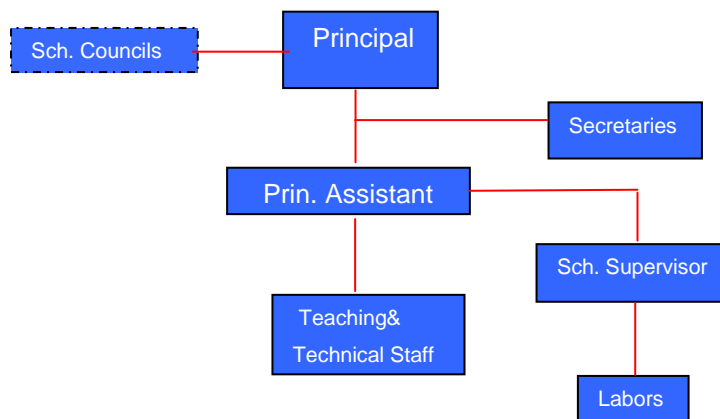


Figure (6) UAE school organization flow chart

While this section explores UAE typical school positions, it focuses on the responsibilities of the teachers and their technical supportive staff.

1. The Principal is posted at the top of the school organization system and supervised by the education zone, while also technically supervised by the principals' administrative supervision office at the MOE. His principal's work is mainly administrative to facilitate the daily work of the school and implement the rules and decrees in addition to providing classroom observation.

2. The position of head of subject department is separately initiated by ministerial decree no.18/2 for 1988 to assign some teachers extra unpaid administrative duties. This person's duty is mainly to communicate school management and the technical supervision in the Education Zone (EZ) in issues related to his subject. He also follows up the delivery process of the curriculum content.

3. Teachers: are recruited and posted by means of the Ministry HR department after allocating with the schools principals the number of required teachers at the end of each academic year. The teachers are administrated by the school principal and technically supervised by EZ supervisors. Their responsibility is mainly to deliver the curriculum content and its related activities. They are almost from four countries Egypt, Syria, Palestine, and Jordan in addition to some local teachers. They are evaluated on a scale of 100 degrees at the end of each academic year through a secret report written by the school principal and the technical supervisor. Teacher's training and professional development programs are designed and administrated by the technical supervisors for each subject. The teacher salaries vary between 6000 to 6500 dhs depending on their experience and certificates in addition to a fixed bonus of 100 dhs yearly.

4. Technical supervisor are EZ positions that provide technical evaluation and support to the school teachers. Ministerial decree no. 162/2 of 1996 articulated their responsibilities which include:

- a.** Participate in setting the education policies and strategies.
- b.** Provide the advisory services related to his subject to the ministry departments.
- c.** Develop all dimensions and elements the education process.
- d.** Discover and enhance the teachers' useful skills and creativity.
- e.** Participate in directing the education system to be consistent with the continuous learning conceptions.

These responsibilities are planed to be carried out through different methodologies including; classroom visits and observation, pre-observation and post observation sessions, conduct researches, and individual case studies.

6.3.4 Policies and development plans

UAE education system adopted many projects and plans which prioritize the dissemination of education through the country. It issued an education policy document to articulate the sources and the corresponding directives of any future policies. According to the Ministry Committee for Education (1996; 4-15) the sources are: the Islamic religion, the national heritage, indigenous Arab values, the present state of economic and social development, and the achievements of the international community in the fields of science and technology. Recently, MOE developed a significant strategic document stating its vision for education throughout the period for 2000 to 2020. It set 23 strategic goals for the UAE education system (Annex: 7) to be achieved by 2020. The goals are mainly qualitative and expressed around three main approaches:

- 1.** Provide supportive environment which facilitates the changes in the current school to lead it to become an effective learning organization.
- 2.** Become student centered which involving students in the learning process and differentiating on the basis of their abilities and intentions.
- 3.** Take on responsibility for achieving the highest standards of education in the world in order to foster the citizens' contemporary skills and develop their ability to join the top universities in the world.

According to Gaad et al (2006; 293-4) its four pillars are: Islamic heritage, National heritage of the UAE, The Country's constitution, and the Country's developmental priorities at any given time.

Annex: 4

Decentralization and UAE education system

6.4.1 Why decentralize?

Banicky L. (2000; II-4) pointed out that "... the shift from centralized to decentralized authority was most appropriate in organizations where the work was complex, required teams, and existed in a rapidly changing environment". Generally, decentralization relieves the central authority of decision making and accountability regarding some specific issues which could be better handled by its actors. Its practices in the world varies among four types; deconcentration, privatization, delegation, and devolution (Rondinelli et al,1984). Privatization as defined by (UNESCO,2005;13) "denotes the transfer of school decision-making, responsibilities and management towards a private entity". Deconcentration spreads the authority for implementing decisions to lower levels of the education hierarchical system, but not for making them. In this context decentralization is akin to the privatization of the entire public service. The term devolution implies that something is given back to an organization from which it had been taken (McGinn N. and Welsh T., 1999; 18). Decentralization employed the term 'delegation' for the transfer of many service delivery decisions and functions to its actors at the level of the school while 'devolution' is employed to transfer service delivery responsibilities from national to local or regional governments (EQ Review,2005).

Many countries adopted one or more types of decentralization simultaneously for different reasons which are almost fiscal. Nevertheless, Fiske (2000) explained that "in principal there is no reason to presume that the redesigning of the governmental framework of a nation's education system will, in an of itself, lead either to administrative and financial efficiency or to better teaching and learning". In this sense, the major aim of decentralization is to facilitate the initiation and sustainability of supportive environment to the adoption of any reform plan.

6.4.2 Decentralization in UAE education system

MOE has taken some steps towards the adoption of decentralization including;

1. A devolution form of the educational decentralization is adopted by four emirates; Abu Dhabi, Dubai, Sharjah, and Fujairah (Sec: 6.3.1).

2. it planned to adopt a deconcentration type of decentralization called “centralization of planning and decentralization of implementation” through the period 1999-2008 (MOE, 2004;30). Accordingly, the councils of education zones have been established by ministry law no. 910/2 for 2000 and their responsibilities articulated by law no 2000/2 for 2000 as follows:

- a. Following the implementation of decisions, laws, and instructions.
- b. Be committed to the strategic plan of developing education.
- c. Report annually to the Education Zones Affairs Council about their achievements, barriers, suggestions, and recommendation in order to eliminate the work obstacles and develop their performance towards the education outcomes in all fields.

3. It delegated a work budget for schools to facilitate their daily expenses. (MOE,2004;31).

4. A privatization form of decentralization called public private partnership (PPP) have been established in Abu Dhabi where 30 capital schools were handed over to private groups (Khaleejtimes, 2006). What is significant from this exploration is that

- a. All plans in the field of education are top-down plans that made far away from the learning community.
- b. As clarified by Sheikh Moh’d (Sec: 6.2.2) the applied projects, plans and policies “including decentralization” in education didn’t change the constant wakening of the students learning outcomes.

6.4.3 UAE education goals and the appropriate model of decentralization:

The goals of Vision 2020 (Annex: 7) showed that the main target of the reform is to help students achieve contemporary learning outcomes. Accordingly, the voice and the need of the learning main actors,

students, teachers and their community should be the starting point to develop the education system. In this sense, delegating decision-making authority and accountability to the school would enable it to achieve this target in the UAE public education system. Such delegation will initiate a revolution of changes in the way people do their work according to the assigned goals. Schermerhorn et al (1997) clarified that changes in what people do and how to do it are usually require alteration in structures, including changes in the patterns of authority and communication as well as in the roles of workers (pp.402). Consequently, it is important to locate the suitable changes in the MOE system, its new methods of control over the school, and do the necessary changes in the roles of the stakeholders in order to develop their commitment and support to this approach.

6.4.4 What can the “delegation” type of decentralization do for UAE education system?

Decentralization of education, for UAE leaders, is more centered on educational objectives. It recognizes that the primary objective of the education reform is to prepare citizens who master modern communication and cognitive skills and who are ready to hold effective positions in the UAE economy directly after their graduation.

The delegation type of decentralization empowers the school to be an effective learning organization. Winkler & Gershberg theory, grounded by the effective schools literature, emphasized on its tendency to improve key characteristics of effective schools including: strong leadership; skilled and committed teachers; increased focus on learning; and, a sense if responsibility towards results. (1999). While more characteristics are explained in Senge’s definition of Learning organization “... organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people ore continually learning to see the whole together”. (1990; 3)

Delegation develops the school autonomy towards the change of the student achievement when they are treated as local choices rather than central mandates. It is suggested that the delegation of the authority from the center to the school must be compatible with local incentives and managerial capacity.

Delegation increases the school accountability and the degree to which its leaders and personnel to explain or justify what they have done or failed to do. Consequently, it enhances another important principle of decentralization, transparency, especially in financial management and the delivery of the education quality and reduces or eliminates any expected corruption.

Delegation is likely to improve efficiency and effectiveness when service providers, schools, are held accountable for results. It provides the mechanism by which the client can hold the school responsible for providing services of adequate quality.

Delegation forms a paradigm shift in the school daily work which could facilitate the adoption of the professional learning community characteristics and facilitate implementation of quality enhancing programs. Accordingly, teachers become adept at learning and more able not only to transform their institutions, in response to changing situations and requirements; they become more able of bringing about their own continuing transformation (Schon,1973:28).

The delegation of the decision making to school increases the education democratization through increased participation by community stakeholders and parents which are important to improve school performance. Accordingly, establishing school council which comprise of elected or appointed community members, teachers, administrators, and even students can enhance school governance.

The delegation of decision making and corresponding accountability to schools has significant influence on the main school level actors as follows.

- a. Students attendance: Many stories highlighted the positive influence on the students' attendance. Pandey (2000) in elaborating to its influence in India said that "the decrease in dropout rates had been

in the range of 4-20% and now stands at 17-31% in most of the districts”.

b. Teachers’ attendance and performance: Leithwood and Menzies (1998) elaborated how holding teachers accountable for the results influence their attendance and performance within SBM initiative.

c. Parents’ involvement: Leithwood and Menzies (1998) clarified that parents’ involvement is one of the key gradient to succeed its implementation. They create accountability pressure on the school to improve professional performance, school efficiency, and student achievement.

These would have significant influence on the targeted students learning outcomes and prepare new batches of educational managers and professional experts from the learning community practitioners to lead the future development plans.

What we have achieved so far stimulates the mind to think how can the delegation type of decentralization be adopted successfully in the UAE education system?

Annex: 5

Research Sampling

- **Interviews sampling** has considered the following criteria

Stratified sampling type which involves dividing the student's population into homogenous groups based on gender. Each group contains subjects with similar characteristics (scientific/literature). Drawing on the similarities among schools and their population, the research department in Dubai Education Zone recommended two schools of boys and two schools of girls that best represent the public secondary school system in Dubai.

Cluster sampling is applied when I interviewed clusters of teachers and students.

Stage sampling as explained by Cohen et al (2000; 101) involves selecting the sample in stages, that is, taking samples from samples. This research situated in four public secondary schools in the emirate of Dubai out of all secondary schools in UAE and tested the best representative cluster samples of the students and the teachers in those selected schools. For this purpose the following parameters articulated a multiphase approach of my sampling;

- a) the students samples are from different grades (10,11&12), different academic level in each grade, different type of study (literature and scientific) and includes reasonable number of the non local students.
- b) the teachers samples are locals and expatriates who teach different subject in different grades.
- c) For different subjects' supervisors from Dubai education zone.

- **Documentation sampling:** Bell(2005;123) pointed out that

"Document searches need to be carried out ... in order to assess whether your proposed project is feasible and to inform yourself about the background to, and the nature of, the subject". Berg (1998) showed that, for social work researchers, public and official documents are important (p.182). My search was based on the primary sources which came into existence in the period under research and will not ignore other relevant documents. This included articles of legislative bodies and the production

of government departments and education authorities. More focus was on the schools' filed documents, newsletters, books, and the relevant MOE circulars. It also included secondary sources which interpret events of that period based on primary sources. The criteria of selecting the data sources are explained in chapter 4.

Annex: 6

Quotes from Interviews

Coding: Any quotation from interviewee's responds to my inquiries is titled by three digit figure that identify him/her. From left to right, the first digit represents the school, the second represents the career, and the third represents his/here specialty. Each digit refers to one of the names or meanings presented in the following table.

Words	code	Words	Code	Words	Code
Deira boys school	A	Supervisor	V	Geology	G
Bur DXB boys' school	B	Scientific Gr.10, 11, 12	10,11,12	Islamic	I
Deira girls' school	C	Literature	10',11',12'	Arabic	A
Bur DXB girls' school	D	Gr. 10, 11, 12			
Dubai rural school	U	Math	M	English	Eg
Principal	P	Physics	F	Geography	Ge
Teacher	T	Chemistry	C	Philosophy	Ph
Student	S	Biology	B	Economics	E

Table 1: The codes of the interviews

For example;

ATM represents the Math teacher in the interviewed cluster of teachers in school A,

CP0 represents the principal of school C,

DS 12' represents a grade 12 literature student in the interviewed cluster of students in school D,

0VM: Mathematics supervisor, 0VA: Arabic supervisor, and 0VGe: Geography supervisor.

Moreover, the ministry HR department manager is coded by HRM and ministry curriculum development department deputy manager is coded by CrrDM.

Table 2: Quotes from interviews for 4.2.1

Concept	Quotes
Goals	ATEg: The ministry asks us about the delivery of the curriculum (contents). Sometimes I feel myself enforced to give the headlines (without teaching) if I am tide with time which makes me feel unsatisfied.
	UTI: the most important thing is that students should cover all the contents before the test.
Teaching methodology	DTEg: it is simple we teach the lesson on the board and then involve students in solving its exercises.
	BS11: teaching all the time in front of the board is not working, I loose my attention in most of the session time.
	CS12': I feel sleepy when teachers talks for long time. We need to study (learn ourselves) and take help from the teachers.
Differentiation (students)	CTF: every class has three or four levels which create serious indiscipline problem. It is important to classify students according to their academic level.
	CTM: Students should learn according to their capability. Teachers should be trained to deal with this situation.
	BTE: Classifying between students in different classes according to their academic level has less psychological influence than keeping them in the same class.
Evaluation (Teachers)	DTP: there is a secret report issued by the school principal who evaluates our administrative discipline and the subject supervisor who evaluate our delivery of the contents.
	OVGe: it is complete collaboration between the school principal in administrative issues and me in technical issues.
	OVA: I visit teachers for one or two times in the year according to the need. Excellent teachers are visited only once and normal teachers are visited twice. New teachers are visited three times two of them in the first term for the probation period. Post observation session is also important for the evaluation.
Advising & Supporting	ATM: Supervisors role is not guiding and supporting, it is evaluating and reporting.
	DTB: It is not faire, they come only for one or two evaluation sessions in the whole year. In my observed sessions I feel my performance is less than normal sessions.

Table 3: Quotes from interviews for 4.2.2

Con	Quotes
Textbook	CrrDM(1): the textbook authorship and printing is done here (MOE).
	CrrDM(2): Some books are selected from international educational expert bodies for their compatibility to our criteria and be translated in Lebanon for our favor like Mathematics form Scotch , science from Harcourt, and English from Longman.
Participation (how)	CrrDM: the curriculum development committee's members are from the university, subject supervisors, and leaders from the education zones to prepare the curriculum framework.
	CrrDM(2): Teachers also participate but students don't.
	OVGe: Some supervisors are selected by means of the head of supervision to participate in the curriculum development committee.
	OVA: I am a member in grades four and five curriculum authoring committee which has been formulated according to our personal relationships not through professional criterion to ensure the capability of the members to translate Al wathiqa (the framework) into textbook.
	DTM: the supervisors represent us in the curriculum development committee.
	ATC: we don't know what the new curriculum is till we receive the books.
	DTP: no one hear our voice during the process of curriculum formulation, only we received a questionnaire after one academic year of its implementation to give feedback.

Table 4: Quotes from interviews for 4.2.3

Con.	Quotes
Textbook	AS12: the ministry textbook are hard to be understand, we sometimes purchase books form the market to help understand.
	BS11': the textbook is not clear. There are easier books and summary leaflets in the market.
	CS12: English curriculum is not good. Unless we learned for 6 years, our speaking is still bad.
	BS12': Our teacher said it is our responsibility if you study form the book.
	<p>DTF: the curriculum (textbook) is very long and has many scientific mistakes</p> <p>DTPH: the curriculum (textbook) has two chapters for memorization like who said what? And nothing to motivate thinking.</p> <p>BTGe: there is translation problem of the new curriculum (textbook) from the foreign version. You feel it is not easy to understand what they want to say.</p> <p>CTB: the curriculum is very long to be covered in the allocated time. Translation spoiled many of the important meanings.</p>
Teaching guide book	ATG: teacher guide book shows the objectives of each lesson, teaching plans, and the delivery time schedule. Unless it tides me with certain teaching methodology, It should be used to guarantee the unity of the teaching performance in all schools.
	ATA: we receive only one teaching guide book for every level even if we are four teachers in the same level. We also receive it so late.
	DTM: teaching guide books are very few and came very late and have many mistakes.

Table 5: Quotes from interviews for 4.2.4

Con.	Quotes
Recruitments	BP0: I don't have staff to interview and assess the new teachers in their specialties.
	AP0: I depend on expatriate teachers and can't travel to different countries to find them. On the other hand the candidates here left teaching for long time and there teaching level is less.
	CP0(Girls): the administrative responsibilities given to schools don't have any influence on the teaching and learning process. We need to appoint teachers ourselves, terminate the unqualified...
Termination	BP0: I am not allowed to terminate teachers. All I can do is to send the annual report to the MOE which is in a very few cases could lead to teacher termination.
	ATA: they don't terminate any one of the teachers. Only in few circumstances and then teachers can ask for investigation and come back to the school.
transmission	DTP: Teachers transmission is done after the approval of our principal and supervisor and according to the teacher's requisition if there is vacancy in the targeted school.
	BTA: Transmission to other school is acceptable process but in few circumstances influenced by personal relationships.
Capacity building	AP0: Teacher training is planed in the MOE, they take the teachers from their classes. Training should be practically and here we need better planning.
	CP0: if my staff is completed, I will have time to do important jobs like; spot my teachers needs and plan to raise their capacity through training courses and workshops.
Incentives & Sanctions	CP0: We need to ..., assign incentives, use some of the school budget for capacity building, and use some of school assets to serve the community in the evening time.
	BP0: There is no incentive system in the MOE. We can provide incentives from the school budget if it is sufficient to do this.
	ATE: indiscipline teachers aren't punched and those who pay more efforts don't have any incentives.

Table 6 : Quotes from interviews for 4.2.5

Con	Quotes
Supervisors	OVGe: the supervisor's salary is the teacher's salary. May be teacher's income is better, they take 400 dhs transportation allowance while I pay from my salary about 1000 dhs monthly for transportation and communication.
	OVA: they invited experts from the university (almost locals) and paid those about 10 million dhs to train us for only one month. The plan is that we have to train teachers accordingly. Teachers and we did the courses for free in multiples of months.
Principals (locals)	DP0: Wallahi (I swear) the salary is not enough ...
	AP0: My salary is the highest in the country and is not enough to my expenses. After 35 years experience my salary is 15000 dhs, 9,000 of them are basic and the rest are allowances.
Teachers	DTE (local): The salary is very low and not enough to our regular expenditure.
	BTM: There is no classification between the teachers who strive to help students and indiscipline teachers. We all receive about 100 dhs annual salary increase.
	AP0: The expatriate teachers receive about 20,000dhs as house allowance while the cheapest one bedroom flat in Dubai is more than 40,000.

Table 7: Quotes from interviews for 4.2.6

Con	Quotes
Staff	CP0: My school suffers from the shortage in the administrative staff for long time. I need to appoint an administrative supervisor, principal assistants, two social specialist, and two secret holders.
	BP0: Head of subject department, principal assistant, administrative supervisors jobs are exist in the MOE regulations, but they didn't appoint them from long time.
	DP0: Our school administrative supervisor resigned long time ago, till now we didn't have any one even after our several requisitions. We also need social specialists, secret holders, and others.

Table 8: Quotes from interviews for 4.2.7

con	Quotes
Teacher resignation	AP0: Many teachers resigned this year for their social and family's instability because of the high expenses on housing, children learning, and transportations in addition to the absence of the incentives.
	DTE: it is not only the salary; here no one listen to us, we don't have good recognition in the society or incentives for our extra efforts.
Live	CTA: I live in Ajman (about 60 km apart) and loose about 4 hrs driving on the way between Ajman and Dubai in a very crowded traffic in a trial to coupe with the expenses but it is very hard.
	BTEg: Most of us live in Sharjah or Ajman. I leave my home before 5 am to be here in time when and I reach I feel I need to take rest.
Extra work	AP0: I can't put teachers under stress, I know most of them live in Sharjah or Ajman and have extra afternoon work to cope with their low salary.
	OVGe: Many teachers have other afternoon work and some of them wait for the summer holiday to work as painters or builder in civil construction instead of enhancing his capacity building.
Ministry roles	AP0: We received many regulations and decisions, but nothing activated.
	OVGe: I can not ask them (teachers) to exert more efforts if there is shortage in many of their needed services and facilities.
	BP0: Yes, school councils are mentioned in the ministry regulations but I could not activate them.
Training	OVGe: how can I invite teachers for evening courses if they live in Sharjah.
	OVM: the teachers have two different behaviors in our training courses; they keep silent during the work and later on complain to their principals that they didn't learn anything or they keep commenting negatively on every single aspect of the course to spoil it.

Table 9: Quotes from interviews for 4.3.1

Con.	Quotes
Overall	AS12: I don't feel our education will help in the university. It is nothing.
	AS11': We feel we complete any academic year as we started it, nothing has changed. We only receive many books to memorize for the test.
	DS12: it is boring. For me it is a compulsory step to enroll the college.
Streaming	<p>AS12': many students enroll the literature stream because it is easier than the scientific stream even if their future desire is to study engineering.</p> <p>ETM: before, students choose literature stream because for its easiness. Recently, the number of the literature stream books increased and when students count, they quickly transfer again to the scientific stream.</p>
Interests	BS12 (expatriate): It is better to focus on our interests for our future career.
	AS11': I study some subjects which are useless for me like chemistry, physics, and biology.
	DS12: ... many contents like differentiation and integration and some sections of Biology are useless, while important subjects like information technology is not included in the curriculum.

Table 10: Quotes from interviews for 4.3.2

Con.		Quotes
Trust	In the MOE Leaders	OVA(1): They set unsuccessful policies and blame us for its failure.
		AP0: We received many regulations and decisions, but nothing activated.
		OVA(1): They (MOE leaders) singing daily that teachers are the major concern of their efforts, we didn't see any reasonable interest.
	In supervisors	UTE: One supervisor slept when observing one of my sessions and wrote incorrect issues about my teaching performance.
		ATE: many of us have long time experience and are better than many of the supervisors. How can they lead us for learning?
		DP0: we have teachers who are better than their supervisors.
	In teachers	OVA(2): we don't have qualified teachers to deal with the individual differences. The university graduates unqualified teachers who have mistakes in the essential language principles.
		AP0: Teachers are not qualified enough to find and deal with the talented & gifted students
		OVM (1): Many teachers don't cooperate. They used to employ some fixed teaching methodologies, and find it hard to change
	In principals	HRM: the current principals need to be trained to hold extra responsibilities.
		DP0: Not all principals have the knowledge or experience to do their jobs.
		CP0: I believe it is important to train the principals to decide correctly in the new responsibilities given to him.
	In students	ATE: Our students know little things about the external world. When I give him a project to do, he pays to any book shop to do it for him.
		BTM: All students don't want to understand, they want to succeed only.
		OVGe (1): we have many students in grade eleven and twelve who if write five sentences you will find more than twenty dictation mistakes.
		BP0: Most of the students have no intrinsic motivation to learn.
	In parents	UTM: 90% of parents care about their children passes to the next academic year, but only 10% or less ask about their score.
		DP0: Sometimes few parents have role in financing school activities and following their children progress but many other don't care.
		OVGe: some school implemented parents/teachers council decree but it is noticed that its effectiveness is weak.

Table 11: Quotes from interviews for 4.3.3

Con	Quotes
Recognition (society)	ATA (expatriate): I see myself an employee and don't like any one to introduce me as a teacher in front of groups.
	ATP(expatriate): all of my friends are better than me because they are not teachers.
	DTE (local): I feel sham when I introduce my self as a teacher to others.
Refusal Between local males.	ATE (local): local teachers don't prefer teaching career even after their salaries be increased by 6000 than expatriates.
	BPO: local teachers have many other better options to select in the work market. These include more salary, less effort, and better recognition.
	OVA: local teachers believe that their nationality is one of their qualifications, they are not discipline and don't respect the school timing.
Acceptance (females)	DTI: for us (females) it is better to work in female communities like teachers in girls' schools or obstetrician and gynecologist in hospitals.
	CTGe: my husband refused to allow me to work with males.

Table 12: Quotes from interviews for 4.3.4

Con	Quotes
Collaboration (what? & How?)	DTM: we have different team works based on the principal guidance. We (Mathematics teachers) collaborate in each grade level before every test but don't have collaboration with other subject teachers.
	ATE: Collaboration between teachers of the same subject and level is planned and implemented through the subject coordinator. On the other hand there is no collaboration between different levels or subjects.
	ATM: We don't have parents/teachers councils, while other schools have. It depends on the principals efforts.
	DP0: Some parents and businessmen very well understand. They support us and sometimes provide services to students and teachers.
Conflict	BPO: Yes, we have some culture conflict but it is easy to be controlled.
	DP0: We have friendship atmosphere that could facilitate the implementation of professional learning community
	ATI: No, we are all here to work not to create problems.

Table 13: Quotes from interviews for 4.3.5

Con	Quotes
HR management	BPO: They should raise the teachers' salary, provide them with better services, remove their stress, develop their recognition in the society, employ better curriculum, and train them.
	OVA: The horse rider in education is the teachers. If we don't provide him contemporary and sustainable training, provide him with crash academic courses every period of time, and remove his stress education will not develop
	OVA: It is horrible, why they only train locals? They should also train expatriate and use them for several years.
	DPO: I hope they replace the supervision job by the head of subject department who work here in the school as a teacher with less numbers of sessions to help others.
	HRM: School principals should be trained before we give him extra responsibilities.
Curriculum management	CrrM: some countries set standards at the country level and permit the subject teachers and school to select their own materials and text books form the market as we found in Australia.
	OVGe: I believe curriculum formulation should remain centralized. If schools are allowed to cut and paste themselves it will be a big problem.
	BPO: The curriculum should also motivate critical thinking and communication skills.
	BTEg: the tests should match the level of each student. In English we have computerized tests that deal with students levels according to their answers.
	BTA: I propose to separate students according to their academic level.
	AP0: Students should be streamed according to their academic levels in different schools. Keeping them all under the management of one teacher in the class is very difficult.

Table 14: Quotes from interviews for 4.3.8

Con	Quotes
Knowledge & ability	AP0: they (MOE) sent us to UK in a principal training course. I found all students study only basics in each subject while some of them extended the study of some subjects according to their choice.
	DP0: They shifted some responsibilities to us but these took much of my time, they should complete our staff first.
	ATF: No, we didn't study or hear about this (decentralization).
	DTEg: No we don't know about decentralization. We hear about the standards but we don't know exactly how they could be implemented.
Readiness (expatriates)	ATM: I have no problem to attend 4 hours daily courses and improve my performance, if the courses are useful and free.
	BTEg: Almost all of us are more than 7 years experience in UAE education. If they remove the unnecessary pressure we can stay for more 7 years.
	DTF: We pay from our pockets to complete our planned activities.
	BP0: yes I accept a resident expert who can raise our technical practice in the school to link the head of subject departments to the MOE.
	ATGe: it is better idea (than the current supervision model). If there is a good technical leader in the school, he will help all of us.

Annex: 7

USA and Qatar case studies

Literature around the world does not show much theory that frames planning or implementation of decentralization. It is mostly about its definition, the reasons to adopt it, its implementation in different countries and contexts, and its different influences. Accordingly, it is not easy to demonstrate precisely the requirements for effective implementation of decentralization and how far it has impact on the quality of student learning outcomes. UNESCO (2005:57) stated that "decentralization is interpreted very differently from one country to another". However, some attributes are common between different decentralization forms especially those which aim to empower the school community like School Based Management (SBM), Voucher schools, and charter schools and consequently allow for evaluation even if the decentralization process is still recent.

My selection of the case study countries considered that "There is no broad-based generalization that can be made about the correlation of federal/unitary states and decentralization. Some federal states are highly centralized such as Malaysia, while some unitary states have a high degree of decentralization such as China" (Robertson, 2002; 11). Adelman et al (1980 cited by Cohen et al. 2000;181) definition of a case study as "it is the study of an instance in action" which is conducted in depth in natural settings. In that sense, I implemented multiple case studies approach in order to emphasis reliable outcomes. I started with Qatar reform project as a holistic case study in order to generate the factors that most influence the adoption of decentralization especially those which are relevant to H.R. and curriculum management and their context. Next, I investigated how these factors influenced USA school education which experienced decentralization for long time. Accordingly, I concluded some important and coherent lessons to guide the adoption of decentralization in UAE education system and to achieve the targeted quality of student learning outcomes.

6.7.1 Qatar:

Country in brief: Qatar is mainly a barren small gulf State (11,437 sq. km) whose population as per the U.S. Department of State (2007) census is about 800,000, of whom approximately 185,000 are citizens. While English is widely spoken, Arabic is the official language of the country and Islam is the religion of all of its citizens. Qatar shared with the UAE almost all of its culture conditions and it was presumed to be one of its emirates at the date of its inception (BBC news, 2007).

In order to obtain a comprehensive feedback about Qatar's reform plan, I analyzed its reform model according to the UNESCO guide lines for national reports on the decentralization of education (Annex: D) and its practices (UNESCO,2005; 65). Almost all the reform process information is obtained from the organization which managed the reform, RAND Corporation, while the evaluation parts of this review are obtained from the web site of an explicit and credible educational monitoring and evaluation body, the evaluation institute. Some other sources of information were employed when necessary to obtain a comprehensive understanding to the context of the reform process.

1. Qatar's education system and its public schools in brief:

Public schools in Qatar are gender segregated, where teachers are the same gender as the students in the public secondary schools (U.S. Library of Congress, 1994 cited by Brewer, et al, 2007;19&20).

Qatar private schools are three types:

- a. Community schools** are assigned to the children of expatriates.
- b. International schools** follow foreign curriculum and enroll all nations' children including Qatar's.
- c. Private Arabic schools** follow the Arabic traditional curriculum and enroll Arab children including Qatar's.

Qatar ministry of education organizational structure (Annex: 9) is much similar to UAE's in the methods of governance. It is highly centralized and oversees all aspects of public education and many aspects of private education (Brewera et al, 2007). Primary and preparatory schools teach fundamentals while secondary schools stream the students into two sections (literary or scientific) based on their choice. There are three types

of secondary schools managed by MOE; schools of commerce, technical schools, and religious institutes.

2. Political, economic and social context in which decentralization had occurred:

Qatar government is a constitutional monarchy, fully centralized, and dominated by the Sheikh Hamad, ruler of Qatar, deputy prime minister and minister of foreign affairs. Its government was structured as an emirate, with a provisional constitution granting full legislative and executive powers to the head of state (U.S. Library of Congress, 1994; cited by Brewer, et al, 2007). According to Sheikh Hamad, Qatar is now evolving to build a form of democratic country based on participation to meet the requirements of social and economic progress. In his speech day before the referendum, he said

The glory, prosperity, security, and safety of our homeland as well as its present and future are the joint responsibility of all of us. This necessarily requires creating a favorable environment characterized by responsible freedom of expression and adoption of the principal of popular participation in the process of decision-making. (Amiri Diwan, 2003)

Qatar society is influenced by the traditions of Sunni's Wahabbism and the interpretation of Shari'as. The Program on Governance in the Arab Region released that "The majority of Qatar's citizens, male and female, oppose women to take an active role in public life"(UNDP, 2007). In the last five years Sheikh Hamad's consort, Sheikha Moza has supported Qatar's women to stand as candidate in the municipal council and to raise their literacy. Qatar citizens have the right to assemble and to establish civic and professional associations and practice the freedom of expression, press, and religion.

Qatar economy (MEC, 2007) relied on the export of the oil as the main source of country income. Qatar leaders have taken many steps to multiple the country income including the adoption of the international open trade system since 1994. Recently, Qatar has changed many of its legislations and consequently became one of the most attractive centers for the international investments.

3. Previous context to the implement of the decentralization:

Before the adoption of decentralization in Qatar there was dominant dissatisfaction about the state of education. Because there had been many previous efforts to reform the education system, there was dominant feeling that Qatar education system is resistant to change. Brewer, et al (2007) stated that “the analysis of Qatar education system showed many weakness and strengths areas” (PP.37-44). The weaknesses areas of system touched many organizational, institutional, and professional aspects (Annex: 11). Nevertheless, the following strengths in the system show that reform is possible:

- a. Qatar education system is well aware of international developments in education.
- b. Availability of enthusiastic and committed staff was clear in the teachers’ willingness to spend their own money on additional instructional materials.
- c. There was a clear desire for autonomy and change among school principals.
- d. The acceptances of alternative schooling options that have some autonomy from the ministry (like the vocational and scientific complexes) demonstrate the potential and the demand for change

4. Justification and motivation of reform:

The rapid socioeconomic changes motivated the leaders of the nation to try to prepare their citizens and give them contemporary skills. Almost all of the system weaknesses were known to the education specialists in Qatar. Although MOE doesn't have financial problems, many education reform plans were not effective in overcoming these weaknesses. Together, the passion concerning the system weakness and the past failures to reform it motivate for the change rather than incremental approaches (Brewer, et al, 2007;xviii).

5. Objective and priorities of decentralization:

The Basic objective was to develop a system that would have many more schooling options; a dramatically reduced level of centralized control more monitoring and evaluation of students,

administrations, and schools in the context of an accountability system; and parental choice (pp.48). RAND proposed two extra objectives for the reform (Brewer, et al, 2007; 49):

- a. Develop student's abilities to succeed in later education or the workforce.
 - b. Foster their appreciation to the national culture, understanding and tolerance of other cultures, ethical behavior, and participation in civic life.
- To achieve these objectives, RAND recommended that "no matter what else was to occur, the basic educational elements of a standards-based system had to be put in place"(Brewer et al, 2007, xviii & xix). Accordingly, curriculum, assessment, and professional development need all to be aligned with these clear standards in the reform plan.

6. System and method of planning, reform process:

Based on four key design dimensions (variety, authority, incentives and monitoring), RAND proposed three reform outlines to Qatar's leaders. Two of them were rejected for similarities in methodologies to what Qatar tried before or being more risky in comparison to the third one. RAND and Qatar leaders built consensus on the adoption of a more educational decentralized governance system named by the Independent School Model (ISM) after a course of meetings and discussions. ISM satisfied the four key design principles as follows:

Autonomy: empowers the schools to choose their staff and deals with the needs of individual students and parents. In the other hand it enables teachers to choose their teaching methodologies, instructions, and materials.

Accountability: through a transparent assessment system that would hold all school leaders, teachers and parents responsible for the success of students.

Variety: in schooling alternatives, encouraging schools to engage in different types of instructional programs.

Choice: parents select the school that they think best suits their children.

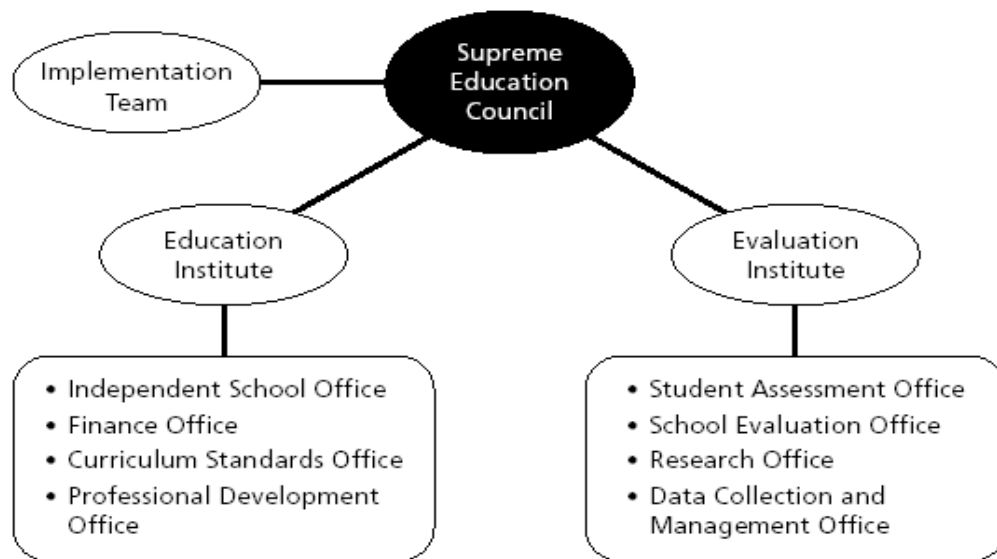
The basic elements needed to enact those principles are embedded in the ISM design to work according to the following mechanism

- a.** For ISM to work best, the reform would need strong operators. Operators might be individuals, groups, or organizations or companies of any nationality that can provide educational and financial guarantees of their ability to attract and educate students successfully.
- b.** The operators enter into contract with the ministry whose guidelines articulate the rules under the ISM project, parties' obligations, accountability and how operators will benefit from the project.
- c.** Establish a school financing formula to finance schools according to the number of the students and the special needs students. On the other hand, the financial structure is designed in such away as to build an incentive system and encourage reward success with bonuses. Initially the SEC authorized a fifteen per cent profit margin for operators.
- d.** Professional development is important to prepare the school personnel to learn a very different set of professional skills which enables them to function effectively in a decentralized but standards-based system.
- e.** Curriculum standards were designed for four core subject areas selected by Qatar leaders according to their influential in the social and economical goals; Arabic, English, mathematics and science.
- f.** Assessment standards designed to be valid and reliable for the students and school level data were designed based on the curriculum standards. The national tests include the assigned four subjects' contents and related skills in addition to the provision of performance indicators the purpose of the school improvement and accountability.
- g.** Data collection, analysis, and dissemination were planed to be by means of credible independent monitoring body. It would administer the national tests and collect other data about system performance.

To transform these ideas into reality, Rand developed a detailed plan that specified three permanent institutions to be established in Qatar law and be started in early 2003 in order to aid in changing the power and authority.

- i.** Supreme Education Council (SEC): set the national education policy
- ii.** Education Institute: oversee and support the ISM schools for allocating resources, developing national curriculum standards, promoting a supply of teachers and develop their training programs.

Organizational Structure for Independent School System



RAND MG548-5.1

Figure (7)

(Brewer, et al,2007;71)

contracting with new schools and supporting their operations,

iii. Evaluation Institute: monitors students and schools in both Ministry and ISM schools, develops, monitors and administrates national tests and surveys, producing annual school report cards, operating the national education data system and performing special study on the schools and reform's progress.

Moreover, it established a temporary institute and implementation team to assist in establishing other institutions when required and perform oversight, coordination, and advisory functions during the transition of the system to the ISM. The new institutions and offices were to work alongside yet separate from the ministry of education in order to avoid developing new bureaucracy.

The reform process involves the ministry in the reform via several mechanisms. Over time, the Ministry could become the large operator of the ISM schools when they develop appropriate structure and functioning mechanism to deal effectively with them (Brewer et al, 2007;77).

7. Contribution to the int. technical and financial cooperation agencies to the policy process and the practice of reform:

Qatar cooperated with RAND (non profit research organization) for technical reasons mainly to examine the K-12 education system and to recommend options for building a world class system consistent with other Qatari initiatives for social and political change, such as wider opportunities for women. After selecting the best appropriate model of reform named "Education for a New Era", Qatar asked RAND for further development of the option and supports of the implementation. RAND cooperated with international contractors for technical efforts. For example, **CfBT (Centre for British Teachers)** contracted to develop the curriculum standards, while

Lipman Hearne (Communication strategy contractor) is hired by SEC to develop the strategy and plan for communications

Educational testing Service contracted to develop the student achievement tests.

National Opinion Research Center of the University of Chicago contracted to administer, collect and grade the tests.

At the Education Institute, to help new schools operators get established, several companies with chart school experience were hired to be facilitators for school operators. These included; **Mosaica (USA)**, **CfBT**, and **Multiserve (New Zealand)**.

8. Curriculum management in Qatar independent schools:

Qatar developed sets of content standards and performance standards for K-12 grades in four subjects; Arabic, English, Math, and Science. The curriculum standards for English, math, and science are benchmarked against the best standards in the world. The Arabic curriculum standards aimed to take the students away from learning complex grammar to a functional native language. Curriculum standards represent the base for the "standard based system". Based on the curriculum standards, related schools, teachers, and students assessment standards are established to measure their achievements and consequently influenced the methods of instruction. It also distinct between the standards and the curriculum and didn't suggest or propose

a textbook to meet the standards. Schools are free to purchase the textbooks which enable them to meet the standards and also employ such materials as literature, newspapers, magazines, and even sacred texts. Brewer, et al (2007; 104-7) pointed out three major issues that provide lessons to other nations which target the adoption of Standard based system:

a. Instructional time: it is recommended that an absolute minimum of 180 days would be needed to make it at least theoretically possible to teach enough materials to meet the standards.

b. Secondary School Specialization: it proposed that standards be differentiate for grades 10-12 into two bath ways:

i. All students would follow a common curriculum as a base in each of the four subjects.

ii. Students who wish to pursue any of the four subject to attend one of the best universities in the world can follow an advanced standards curriculum which include extra content and more in depth study of foundation level material.

Standards would be subdivided into strands of the curriculum in a progressive and challenging way.

c. Evaluation of Standards. In order to emphasize the credibility of the standards and anticipate the future problems, RAND proposed to review draft standards by external experts. CfBT made the recruited changes according to the feedback from this review.

d. The curriculum design allows for parent and students choose of the school according to its main stream of study and subject to be learned according to the student ability and his intentions.

9. HR. management:

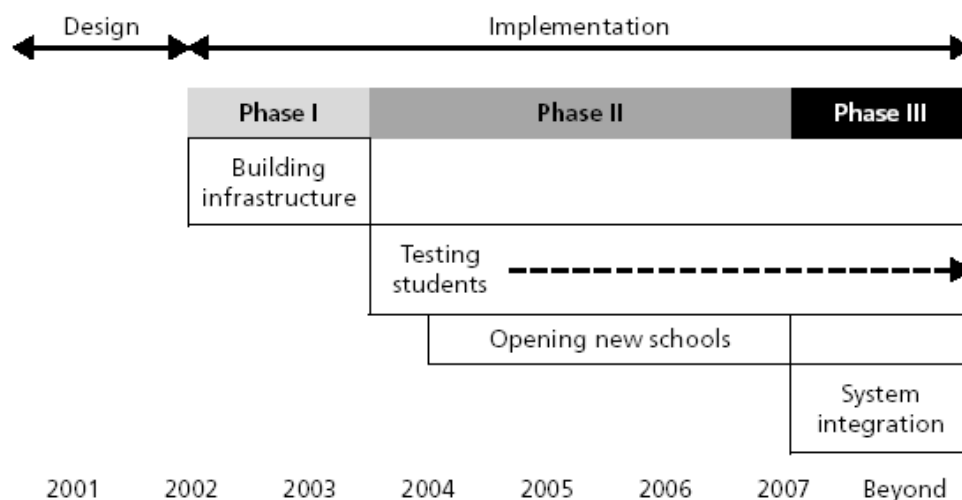
Rand analysis of the Qatar education system, before the adoption process, reflected that all stakeholders especially those in schools were highly dissatisfied about the education affairs. Teachers had to follow the ministry mandates on curriculum and teaching and had no accountability to the learning outcomes. School personnel including teachers received low pay and poor incentives which could reflect on their enthusiasm and commitment. Teachers did not receive proper training and professional

development which opened many questions about quality. In order to be able to adopt the decentralization policy it is important to overcome these obstacles. On the other hand, rand recommended some important requirement for the successful adoption including;

- a. Teachers would have to be provided with the professional development needed to learn how to design and convey instruction in a standards-based environment. Rand recommended that, increase the number of Qatari teachers trained according to the curriculum standards as well as Institute staff who are trained to manage the reforms.
- b. Restructuring the time for instruction in the standard based system since the major concern was that the high level standards would be challenging for Qatar students.
- c. There must be leaders who could effectively develop the reform and communicate with the public.
- d. Stakeholders' engagement. There must be input to ensure sufficient sensitivity to the local context and to educate the reform's "customers". Moreover establishing communication system is crucial to achieve involvement.

10. Strategies, schedule and main phases of decentralization:

The ISM plan based on three distinct but overlapping phases build parallel to the current system in such away that minimize disruption.



RAND MG548-5.2

Figure 8: *Qatar: Time line of Reform Phases* (Brewer, et al, 2007; 29)

Phase I: included the establishment of the institutions physically and legally, and hiring of the key personnel. It also included the development of key products which support the reform like; curriculum standards, standardized national tests, and national education data system, in addition to collecting the base line data about the students and schools.

Phase II: starts with the first national administration of the students tests and schools evaluation surveys to generate a baseline picture about the system. The first group of schools opened in September 2004 and each subsequent year would see the opening of another schools.

Phase III: is when the system is integrated and the number of ministry schools reduces, then the ministry has to decide whether to retain or reduce and develop its I structure. (Brewer, et al, pg. 81)

11. Obstacles and problems encountered in the planning and execution:

Planning and implementation processes encountered many challenges:

a. Maintaining a system-wide perspective: as many institutions and programs were being built simultaneously, it was important to keep the big picture in everyone's sight at the same time.

b. Building human resource capacity: it was found that the capacity of the education expertise, principals, teachers, and etc, were built on principals that are different from those of the proposed reform. Further, RAND did not pay enough systematic attention to the development of capacity building mechanisms.

c. Engaging stakeholders through communication: the communication between the education system personnel and the public (parents, students, teachers, principles, etc) is important to the reform process.

e. Encouraging operators to open schools: encouraging public and private schools to seek Independent school status.

f. Conflicting leadership roles: there was role ambiguity between the reform leaders and in relation to the experts provided by RAND, in several circumstances which generated much confusion in the day-to-day implementation. For example, RAND's dual role of assisting in the implementation itself while monitoring its quality added to the complexity and compromised objectivity.

g. Collaborating across culture, distance, and time: the extent and the variety of the programs required hundreds of people from different nationalities to collaborate across culture. Moreover, the reform staff relied on experts in Qatar and contractors from outside with different work time schedules which eliminating the chance to meet by telephone.

h. Managing a very tight time frame: to meet the very fast time schedule, the institutions and the programs had to be developed quickly and simultaneously. After the establishment, time should be devoted to control the outstanding problems from the development time.

i. Other experts relay the weakness in the results to the low level of RAND expertise provided to the project: RAND never placed truly high quality people into the project. Accordingly, three of the key people in the educational Institute had to be removed for inadequacy, causing major problems. They added most of the people RAND assigned had no relevant experience in working in foreign countries and in similar projects.

j. I propose to consider the influence of the culture conditions for the following reasons:

i. Rand stated that “The reforms successful implementation would require not only that new institutions and programs be developed, but that the behavior of people working at many levels change as well (Brewer, et al, 2007;142).

ii. The culture conflict was obvious between the expatriate experts (CfBT) and the local community. Many issues elaborated very differently with respect to their cultures differences like the topic of evolution.

iii. The influence of the high income community on the people desire to work as teachers, especially when there is international shortage of qualified teachers in math and science.

12. Results impacts and evaluation.

Qatar ISM project is in its fourth year of operation, and the Qatar 2006 comprehensive Educational Assessment results (SEC,2007) showed students (Grades 4 to 11) have very weak performance in four subjects (Arabic, English, Math, and Science) with respect to the curriculum standards(Annex:12).

Arabic: the percentage of students who Meet Standards ranges from 3% (Grade4) to 9% (Grade 11) with most grades in the 6 to 7% range.

English: the percentage of students in Meets Standards range from 4% (Grades 7 and 9) to 13% (Grade 11).

Mathematics: The percentage of students in Meets Standards ranges from 0% (Grades 4, 7, and 8) to 5% (Grade10).

Science: Percentage of students in Meets Standards is 0% in Grades 6 and 9 to 11. The percentages in grades 4, 5, 7 and 8, although existing, are too small to be shown in the graphs.

13. First conclusions concerned with the critical elements of the reform

Unless Qatar leaders hired selection of prominent experts in education planning and policies, its reform plan didn't show promising outcomes. The first conclusions concerned with the critical elements of the reform will be elaborated in section 3.6. Nevertheless, one conclusion, I found, is worth to be mentioned here; "Our work shows that significant education reform is possible if country has the political will and sufficient resources," Said Charles A. Goldman, associate director of RAND Education, A unit of RAND, which provided the technical assistance to the project funded through a contract from the State of Qatar.

6.7.2 The general conditions to be examined in the USA education public system:

In this section, I generated some general conditions (critical elements) while emphasized on those which are relevant to HR and curriculum management from the first case study, Qatar public education reform. Moreover, I proposed extra conditions (not considered in Qatar reform plane) to be persuaded in the second case study, USA public education, in order to investigate their influences in the adoption process of SBM strategy.

Conditions to be examined	Why?
1) What is the influence of the SBM on education and student learning outcomes in USA?	Qatar reform project didn't provide promising outcomes. [122] → (12)
2) Why Standard Based System in particularly? And What is the relation between SBS and SBM?	Rand said "no matter what else was to occur, the basic educational elements of a standards-based system had to be put in place" (Brewer et al, 2007, xviii & xix). But it didn't clarify why? [114& 115] → (5) → a & c
3) What are the major problems faced the implementation of SBM in USA?	In order to avoid them in the proposed framework.

Table 15:

KEY: page no. ≈ [], Heading no. ≈ (), and Sub-heading nos. ≈ a, b, c . . .

Conditions to be examined	Why?
4) What must be delegated to schools? And how then is the control over schools?	Qatar reform model delegates the budget according to the number of students each school has and allowed each school management (contractors) to have control on its HR affairs(Brewer, et al, 2007;129). [115]→ (6) Are there other opinions?
5) What could be the new structure of the school system, interschool operations, and its personnel roles under SBM initiative?	Qatar reform project didn't decide or propose a form of a school design which adopts the ISM, while encouraged school management innovation (Dominic et al, 2007; 131).
6) What is the influence of the culture condition?	RAND commented on the behavior of people at many levels of the reform process, while many other culture conditions were not considered. [31]→ (11)→ h
7) To what extent capacity building, communication, incentives, time, and financial issues have been valued in the USA educational decentralization practices?	These areas have been highlighted many times in the RAND document for their importance: [24]→(9)→a,b,c&d [11]→ (11)→b&g
8) What else have been recognized in USA education and its context to be crucial to adopt SBM strategy successfully?	In order to close the gaps and complete picture about the requirements to adopt SBM successfully.

Table 15:

KEY: page no. ≈ [], Heading no. ≈ (), and Sub-heading nos. ≈ a, b, c . . .

6.7.3 United States of America³

USA education in brief⁴:

USA education is not mentioned in the constitution and is not centralized on the national scale. Schools in the 50 states experience different types of managements over curriculum, personnel and budget. While education is compulsory for all children, students (K-12) in most areas have a choice between public schools and private schools. USA public schools are governmental, free of charge and represent 85% of the whole number of schools while private and home schools represent about 15%.

Most of the students attend school for around six hours per day, and usually for 175 to 185 days per year while the summer break period for about two and half months from June through August. Most children begin elementary education with kindergarten (five to six years old) in which teachers instruct between twenty to thirty students of diverse learning needs. Next they enroll junior then senior high schools in which students are given gradually independence to choose their own classes.

The control over education in USA is shared and arranged between the state and the national governments, with states exercising most of the control. Within each state there are different types of control. Some states have a statewide school system, while others delegate power to county, city or township-level school boards. School curricula, funding, teaching, and other policies are set through locally elected school boards with jurisdiction over school districts. The federal government exercises its control through U.S. department of education,

³ This section paid serious interest to obtain reliable information from the USA very wide geographically distributed population with different cultures, ethnics and religions. Accordingly, It included information from recent articles and researches that deals with common problems and promises at the country level or through wide landscape of schools (Annex:15)

⁴ The information in this section is published in the Wikipedia (2007a) unless otherwise it mentioned.

while its tool of control is “the threat of decreased funding” to enforce laws pertaining to education. Important initiatives like No Child Left Behind Act have attempted to assert more central control under the Bush administration in a heavily decentralized system.

School system is funded from three sources: federal, state, and local. The federal government supplies around 8.5% of public school system funds, according to a 2005 report by the National Center for Education Statistics. The remaining split between state’s taxes (48.7%) and local governments (42.8%). Private schools are also funded by the government when they take part with public schools in the governmental programs, guidance and standards.

1. What is the influence of the SBM on education and student learning outcomes in USA?

USA implemented different forms of decentralization in education since 1980’s which commonly empower schools to hold some decisions making authority at the school level. The studies on the influence of the SBM on US education are disappointing especially those which focus on student learning outcomes. According to Brewer, et al (2005;2) “... many public schools claimed to have tried decentralized decision making so-called school-based management in the 1980’s and 1990’s yet the performance of U.S. education during that period improved only modestly, at best”. Moreover, “several of the authors reviewed (Clune and White 1988; Malen, Ogawa and Kranz 1990; Wohlstetter and Mohraman 1996 cited by Cooper G. and Broun B. 2000; 84) found little or no correlation between SBM implementation and student achievement”. A policy team development from Delaware School Boards have researched the problems and the promises of SBM strategy in Delaware school districts and found that student learning has not been a primary goal of SBM, and the school teams have not typically been given true authority to make decisions in the areas most likely to impact classroom practices- curriculum and instruction (Banicky et al ,2000, I-9).

USA national results, as shown in National Center for Education Statistics by Lemke et al (2005) according to PISA results 2003, are below the average in comparison to other developed nations and even some developing nations. For example, 15 years old students in comparison to the parallel students in other 38 developed countries are found to be ranked 24th in mathematics, 12th in reading, 26th in problem solving, and 19th in science. Nevertheless, interest in Decentralized Decision-making is on the rise again as strongly as its initiation in the first time (Brewer, et al, 2005; 1).

2. Why Standard Based System in particular? How?

The idea of the standards emerged in late 1980's as evolution of the earlier Outcomes-based. "The vision of standards based educational reform movement is that every teenager will receive a meaningful high school diploma that serves essentially as a public guarantee that they can read, write, and do basic mathematics (typically through first-year algebra) at a level which might be useful to an employer"(Wikipedia, 2007b; 4). Accordingly, education reform in USA has been largely driven by the setting of academic standards for K-12 students to determine what students should know and be able to do. Consequently, many universities in USA adopted an admission system based on the K-12 standards. For example, "the Oregon State Board of Higher Education adopted a policy in 1994 to develop a proficiency-based admission standards system for entry in the state's seven public universities linked with these K-12 standards and assessments"(OUS, 2003;6).

The literature of the educational decentralization shows that SBM and Standard Based reform strategies seem to be mutually inclusive. The occurrence (adoption) of one of them will not prevent the other one to occur. More precisely, when the target is to achieve successful implementation of the SBM strategy towards student learning outcomes the adoption of the standard based reform would be crucial for the following reasons:

a. Brewer, et al (2005;2) pointed that “ Changes in education (such as standards-based reform, new accountability systems tied to standards and the increased availability of objective indicators of student learning) and in the broader political environment new supply conditions crucial for successful implementation of DDS (Decentralization of Decision for Schools).

b. Standards-based reform holds the school and their workforce accountable for student learning (Danitz, 2000; 15). Such required accountability system is the major design principles of initiating School Based Management strategy. Thomas and Rowley (2005;148) noted that “ If states want federal money for education, then they must put into place accountability policies that, in the short term, publicly shame schools with large numbers of low-performing students and, in the longer term, threaten schools that do not improve with closure or reconstitution The criterion for adequate performance is not an individual teacher’s assessment of the knowledge learned and the effort made by a student, but an external assessment based on externally established standards” .

c. Standards-based reform aids School based management strategy in aligning its planning and implementation processes around curriculum rigorous standards. Chester et al (2006) clarified that “One of the promises of the standards-based reform was that it would allow for, even demand, the development and alignment of powerful educational resources: stronger teacher preparation, content-rich professional development, multi-media curricular materials, etc” (pp.10). He added “If we have explicit national standards in those subjects (science, math, and reading and writing) then teachers would know what they are expected to teach, textbooks would align their content to match the standards, tests would reflect the standards, and teacher education would embed those standards when preparing future teachers” (2006; 24).

d. Standards-based system relieves the central authority from the traditional methods of supervision over local authorities and school

performance. It creates a system of inspection compatible with the conception of decentralization which concentrates on results. Chester et al (2006;37) pointed that “ we could get rid of virtually all federal mandates from states that participate, leading to a retooled federal role that truly concentrate on results rather than regulation”.

e. “Standards also allow educators to work collaboratively on curriculum, professional development (which is an attribute of the SBM) and so forth, though, importantly, standards are not themselves the curriculum. Done right, they focus on the results to be achieved and leave room for individual schools and educators to figure out the best way to reach them” (Chester et al, 2006; 8).

f. School autonomy (SBM) will require enabling conditions related to goal-setting (via standards) including the expansion of the school data systems to provide information on student achievement at the school and classroom.

2'. How standard based system could be adopted?

According to Chester et al (2006; 5) recent USA historical illustration showed that Presidents George H.W. Bush and Bill Clinton trials to involve their administrations to tackle the topic of national standards and tests didn't provide a promising results. He added “The National Report card 2006 (Annex: 13) showed that the average grade for state standards across all subjects was a disappointing “C-minus” in 2000 and remains so today”. The journalist and author Jacobs pointed that “The only way to fundamentally solve this problem, as we see it, is to build on the success of states like Massachusetts and move to a system of national standards and tests” (Chester et al, 2006; 16). Accordingly, she focused her research on the experience of California, Indiana, and Massachusetts, which achieved the highest scores on the National Report Card 2006 in order to determine how they created great academic standards at their state level? (pp. 19-45). Jacob found that leadership matters when it comes to producing high quality education standards. She added “what set these states apart was their willingness

to accept that standards are the starting point of any serious reform. That dedication lead leaders to demonstrate leadership, seek bipartisanship, fight the good fight, spend some money, and bring in expertise, States serious about reforming their education systems should look to those that succeeded in producing these standards and shouldn't hesitate to turn to California, Massachusetts, and Indiana for help.

Thomas B. Foundation led by Chester perceived that setting national standards and tests is a high technical and professional issue that needs to be discussed by the eminent experts from left, right, and center.

Out of four distinct approaches to national standards and tests articulated by dozens of USA educational experts, Thomas B. Foundation has assigned a voluntary approach titled “ If You Build It, They Will Come” to be the most promising approach upon the situation they face today. According to this approach “Uncle Sam would develop national standards, tests and accountability metrics, and provide incentives to states (such as additional money or fewer regulations) to opt into such a system. A variant would have a private group frame the standards. Either way, participation would be optional for states” (Chester et al. 2006; 22).

Politics and Process: The federal government would charge the National Assessment Governing Board or a similar body to set the national standard and develop the tests. Prof. Ravitch stated that “Many of the states standards are vacuous and no one could draw upon them to develop tests, textbooks, etc. We have to do better, and we have to take the time to do it right. ”She added “federal oversight may not be necessary for this model to work” (Chester et al. 2006; 22).

Scope: A common core of reading and writing, mathematics, and science national standards are suggested to be tested.

Consequences: It is envisioned a national approach to accountability with, for example, a common definition of Adequate Yearly Progress (AYP). The state which opts to use the national standards should pay attention to this common AYP yardstick.

3. What are the major problems faced the implementation of SBM in USA?

Dr. Wohlsterter and the Center on Educational Governance at the University of Southern California in Los Angeles allocated four major reasons for the weak performance of SBM strategy in USA (Wohlstetter,1995):

- a.** School based management is adopted as an end in itself. There was little connection between SBM and the reform of curriculum and instruction.
- b.** Principals work from their own agendas. They identified, on their own, issues which should be built collaboratively with other school personnel like the school vision and mission.
- c.** Decision-making power is lodged in a single council which consists of a few numbers of committed teachers. Accordingly, there were strong feelings of alienation among faculty members, and often factions developed between them – the empowered and the rest of the teachers.
- d.** Business proceeds as usual. Many schools have assumed that SBM can be put in place successfully with just average levels of commitment and energy. Wohlsterter and his center’s research found that schools struggle with SBM when they simply layered it on top of what they were already doing. Schools which didn’t redesign their teacher’s timetables to hold meeting usually meet after school and frequently their meetings were poorly attended.
- e.** Finnigan K.(2007;519) study found that “ many schools do no have the autonomy that charter school theory assumes. Charter school autonomy in practice is limited by state laws and regulations and statewide accountability requirements”. She added “the shift for authorizers and states towards decentralization through this educational reform has resulted in a great deal of uncertainty and ambiguity” (pp. 521).

4. What must be delegated to schools?

Keeping in mind that the main target is to raise student learning outcomes, the main target is to foster healthy teaching and learning process. Wohlstetter and Mohrman (1994; 78 cited by Brown B. 2000) pointed that “Within an SBM initiative, at least two major steps must be instituted First; the primary power for decisions in the areas of budget, curriculum, and personnel must be transferred to the local site. Second, the decisions shifted to the local site must be shared among the stakeholders at the site so all stakeholder groups are active and empowered. While Hanushek and Jorgenson (1996, 77) added the strategic planning at school level as it involves decision making in all of the other three areas, but it is often a distinct function of school committees.

5. What could be the structure of the SBM initiative? How decisions could be made accordingly?

Restructuring school system in USA doesn't mean setting ranks for its personnel and build new bureaucratic borders, but providing more structure support to the process of collaborative decision making. Based on four year international study of school based management, that researched 40 schools in 13 districts in three countries- the most effective school-based management strategies dispersed decision making powers to all teachers through a series of horizontal and vertical teacher decision-making teams (CPRE, 2007).

As Bruce Bimber (1994, cited by Janet et al, 2005) pointed out that the fact that decentralization has not been more successful in the past could be because “decentralization efforts do not produce significant changes in institutional structure in the first place”. His research which has supported by numerous other studies clarified that “most notably, under SBM, principals gained very little control over school budgets and resource allocation decisions” (Janet at el, 2005; 1).. Banicky et al (2000) suggested establishing two councils at the school level and teacher-led decision making teams. Reflecting on the problems faced

the implementation of SBM in USA, the following institutional strategies are suggested to facilitate the process of decision making in the SBM initiative:

a. A school side council consists of 16 members: One principal, five classroom teachers, two other school employees, four parents of pupils attending the school not employed by the district, and four students. Its role is to develop and present to district Board of Education a school improvement plan which is consistent with the state standards or goals. Moreover, to review and assess periodically the implementation plans and the functioning of subcommittees and teachers led teams.

b. A school coordinating council (from committed teachers and other school employee) to unify the efforts of various advisory committees and assist the principal with activities such as setting priorities, planning programs, reviewing budgets, and general advisement, as needed.

c. Establish many teacher-led decision making teams which involve a broad rang of school-level constituents in the decision-making process. Many of these teams were designed to facilitate interaction across the traditional boundaries of departments and grade levels.

Wohlstetter (1995) pointed that “The most effective school councils were those that served largely to coordinate and integrate the activities of the various decision-making groups operating throughout the school”

Malen & Ogawa (1988;255 cited by Finnigan K. 2007) suggested that “The ability to influence decision making is evident when participation in a governing body allows and individual to preempt, select, modify, block, or otherwise affect decision outcomes” (pp.521). Accordingly, when decision-making is in the process, three functions should be operated well; reaching consensus, conflicts resolution, and communication. Consensus is about dialogue management to reflect core values of full participation, mutual understanding, inclusive solutions, and shared responsibilities. When consensus is achieved, it

became easier to implement the decision because commitment and support have been developed through the process. Bauer, S.(1997, cited by Banicky,2000) pointed when conflict emerges, conflict resolution strategies should be used through leaders or developed subcommittees. Accordingly, it is important to acquire SBM teams the conflict resolution skills to be able to solve conflicts themselves.

He added “when making decision, and after, communication is a key ingredient to success of SBM”. It is important to help all school members, parents, students, and other stakeholders to share information through efficient methods of communication. This helps other teachers who are not participating in decision making-teams to feel less isolated. Janet et al (2005;4) noted that “The advantages of moving decision downward in an organization are unlikely to be realized unless the front-line decision makers have agreed-upon goals, clear performance incentives towards these goals, and good systems of accountability. Earlier SBM efforts lacked these conditions”.

6. What is the influence of the culture condition?

While the culture conditions are many and vary from a country to another, in USA two issues have been highlighted.

a. Leithwood et al (1999) allocated some culture conditions related to parents attitudes and beliefs, like; their adherence to traditional roles, lack of interesting educational issues beyond the needs of their own children, low expectations for children, negative attitudes concerning the role for schools in responding to social inequities, and lack of respect for and trust in teachers.

b. Prior to implementing as SBM strategy, it is important to determine the ways in which school and district cultures are compatible with the proposed structure and purpose of the SBM team. If the culture of the district does not support the shift in authority, those inside the school will find it difficult to take charge of decision-making (Delware many researches page II-6)

7. To what extent capacity building, communication, incentives, time, and financial issues have been valued in the USA educational decentralization practices?

Capacity building: Bradley (1993;12 cited by Brown,2000;82) stated that “ professional development is the first to be cut”. It appears to consensus between the educational decentralization experts about the importance to provide school personnel with professional development to help with the transition to and performance within SBM initiative. Odden and Wohlstetter (1995) pointed that “Many schools need the assistance of facilitators who help with group processes, problem-solving skills and decision-making strategies” (pp.16, 18-22). Schaeffer & Govinda (1998) suggested that their training for SBM should include instruction, curriculum, and management skills. There is need to provide them with skills related to the construction and share collective decisions and overcome the opposing or conflicting obstacles. Both the central government and local schools should allocate time for capacity building.

Communication and Information: SBM is attempting to raise the level of involvement of stakeholders in the governance and management of schools (Robertson, Wohlstetter, and Mohrman, 1995, cited by Brown,B. 2000;78). Access to information is very important for effective SBM. Wohlstetter (1999) showed the importance of creating a well-developed system for sharing school-related information with a broad range of constituents and stakeholders. Multiple decision-making teams need to share information within the school and informed parents and community. Banicky (2000) emphasized on the importance to provide school personnel and teams with an easy access to the best practices and successful SBM models in the district or within the state”.

Recognition & Incentives: One way to encourage participants in the SBM process is by developing a reward system to recognize improved performance and to acknowledge the increased effort SBM requires (Odden and Wohlstetter, 1995; 52, 32-36). According to Wohlstetter (1995) “Many principals at successful SBM schools (in USA) regularly

recognized individuals for work done well; in other effective schools, principals, preferred to recognize group efforts". Other researches suggest that both rewards and sanction are important as they reinforce a school's focus on the core and most valued results, i.e., those in the performance measure (which in most cases is student achievement in academic subjects). Wohlstetter's research found that starting meetings with "thank you list" is another method of effective recognition (1995).

Time Issues: "Schools take time to learn how to function with SBM" (Wohlstetter, 1994; 6). Decision making meetings and other professional discussions should be planned within the normal time of the school daily work. Brown and Copper (2000; 83) pointed that "... a substantial amount of time is needed for the roles and responsibilities of an SBM initiative to be understood and inculcated into the culture of a school district". Banicky et al (2000; II-13) research in Delaware showed proved that Real change often takes from three to five years. Expecting major changes to occur quickly is unrealistic.

Financial Issues: During all phases of the SBM strategy implementation, additional funds may be required to help schools to create a framework for their new responsibilities. (World Bank, 2007) pointed that "Flexibility and equity are key issues that need to be considered during all phases of SBM reform".

8. What else have been recognized in the context of USA public education to be crucial to adopt SBM strategy successfully?

The literature of the educational decentralization in USA highlighted that school leadership, Capacity building, participation, Information, Recognition, time, financing, monitoring & evaluation, and balancing equity issues are all of major influence on the successful adoption of SBM strategy.

School Culture and individual behavior: when school's personnel strive to maintain high standards of performance, many of individual and teams behavior change. "Schools achieving instructional change created cultures characterized by an atmosphere of collaboration and trust

among staff and a focus on continuous improvement” (Wohlstetter, 1994; 6). Issues like peer observation and reflective practice became dominant and people share mistakes and achievements.

Governance and Participation: SBM is one strategy for providing people with more opportunities to make decisions that determine the goals and future direction of the school. This form of governance involves creating a school-level decision-making team composed of representatives (participants) from a variety of stakeholder groups or even the whole school.

School leadership: The type of governance and participation in the SBM is not valuing the role of the instructional leader. Wohlstetter (1995) pointed that “What emerged was leadership shared by a broad range of individuals throughout the school”. Transformational leadership type (where every one has a chance to act as leader in the school activities), and transactional leadership type (where all school community members are motivated to work collaboratively towards the school goals) have evidenced influence in SBM practices. Wohlstetter and Susan (1994;4) suggested that “Principals were more facilitators and managers of change than instructional leaders. Teachers often took the lead on the areas of curriculum and instruction”.

Perceived collective efficacy is defined by Goddard (2001 cited by Goddard R. 2004;404) as “ the beliefs of teachers that the faculty as a group can execute the courses of action required to successfully educate students”. His research found that with accountability bringing such a strong focus on the outcomes of instruction, it should come as no surprise those teachers who are encouraged to work on instruction and make related school decisions have higher levels of confidence in their ability to educate the students they serve. In tern, their results indicate that higher levels of collective efficacy lead to better school performance on high school accountability measures. Accordingly, the process of setting standards should be aware of the teachers and students perceived collective efficacy when they work in the standard system.

Stockholder's satisfactions: Brown and Cooper (2000; 78) noted that “the satisfaction of various stakeholder groups was at paramount importance to the successful SBM unit”. Teachers who are the major player in the education field need special attention for their critical situation. Danitz (2000;18) said “ As the teacher shortage looms, as the student population expands, states are competing to hire the best and brightest, especially in math, science and computer science”. This competition perceived that satisfaction is a key element to retain good teachers. Danitz added “State legislators are engaged in competition-tempting candidates with scholarships, loan forgiveness, housing and signing bonuses. Recently, Governor Gay Davis of California proposed that new teachers be excused from paying state income taxes- a revolutionary stance”.

Deregulating teacher market: Baker B. and Dickerson J. (2006;773) study found that when competitive undergraduate institutions do not exist and where teacher labor markets remain regionally or state confined, granting flexibility to charter school operators to hire whomever they wish may not lead to improved teaching quality. This research suggested that;

1. Policy makers should carefully consider available teacher production pipelines when considering how or whether to alter regulatory policies.
2. Open the teacher labor markets and allow recruiting qualified teachers nationally (don't remain regionally or state confined).
3. Charter school teachers tend to be much less experienced than their public school counterparts since those with stronger academic backgrounds are more likely to leave teaching profession early on (Henke, Chen, and Geis, 1999 cited by Baker and Dickerson 2006). This research suggested investigating the charter schools ability to retain these teachers and their bonuses and wage structures.

Annex: 8

UAE: Vision 2020 strategic goals

By 2020, UAE education system will achieve the following strategic goals.

1. All teachers in all levels will hold an educational bachelor degree.
2. All school principals will hold an educational bachelor degree while at least 50% of them will hold master or doctoral degree in educational management or supervision.
3. Raise the Emaratization rate among teachers, Principals, and administrators to more than 90% out of the whole group and to 100% in the assistance positions.
4. Provide a computer for every ten children in the kindergarten, four students in primary schools, two students in preparatory schools, and one student in secondary schools.
5. All school buildings will be modernized and furnished according to the ministry standards, especially those related to designing, constructing, furnishing, equipping, and maintaining in addition to the security and beauty standards.
6. The intake rate to secondary schools should be 90% or more in comparison to the intake rate for the same batch in grade one of the primary school.
7. Libraries should be available at all school levels in addition to the centre of the learning resources in order to multiple the chances of leaning and develop the individual abilities. This includes the ability to learn individually, continuously, and creatively.
8. Completely finalize the adult illiterate problem and prevent it to occur again. In addition, adult training and technical programs would be arranged to involve them in the work and production.
9. Develop qualitative conditions in the education system and ensure its openness to other education systems and prepare UAE students

to participate in the international competitions (especially science and math Olympiad) and other competitive activities.

- 10.** Enhance the public and technical education channels and integrate these with the private, higher education, and higher technical education and prevent any inconvenience in the system structure.
- 11.** Achieve the conception of “Education for All” and elaborate this right into more equity chances to learn for males and females. This will include the rural areas in the country and provide variety of chances to respond to the learners’ individual differences.
- 12.** Prepare a new creative generation who can participate in the developing process to develop the country civilization. This will be through providing suitable curriculum to talented and gifted students and to other special need students.
- 13.** Develop secondary school education, make it compulsory, and cancel its streaming (scientific/ literature) to provide students with the basic requirements for any career.
- 14.** Establish a complete change in the education conceptions, methodologies, and processes. Change education from quantitative to qualitative, from teaching to learning, from teacher to student, from memorization to imagination and creativity.
- 15.** Provide welfare programs to the students. This will include social, physical, psychological, orientation, and cultural programs. This will be by circulating the psychological, pedagogical, social, physical, and career orientation services to all schools and all levels in order to help students deciding their suitable leaning and choosing their future career.
- 16.** Building the Islamic personality who believe in his/her religion, aware of his/her Arab world objectives, able to understand his/her religion correctly, able to cope with the change and able to negotiation with other culture.
- 17.** Raise the learning according to international standards and pay greater attention to the modern sciences and communication skills

like; national language, English language, science, Mathematics, and Computer sciences. This will include continuous development of these subjects' curricula and employ computers as learning tools in the public and technical education. This will prepare new technical generation who are ready to work in different branches of the economy.

- 18.** Deepen the personnel's commitment of the education careers and raise these to the level of the highest like medical and engineering careers. This will be achieved by exerting continuous efforts in developing their professional work by continuous training and solve their social, economical, and professional problems in addition to the provision of an integrated incentive system.
- 19.** Reschedule the educational budget to respond to the expenses of the quality requirements and raise student learning outcomes. To achieve this, the financing process will follow the international standards and be guided by the internal supervision.
- 20.** Develop the community awareness to the importance of education reform and provoke its participation. This will be achieved through good planned media projects.
- 21.** Employ modern communication and information systems to develop the efficiency of financing and educational services. Teachers, principals, students, and community participants will use these communication channels.
- 22.** Develop the curricula, teaching methodologies, and school organization to facilitate the students' future requirements and acquire them with the suitable skills to cope with the continuous changes and challenges in the world. This will include the analysis of the scenarios and choose between alternatives.
- 23.** Develop the kindergarten level of education in order to prepare the students intellectually, physically, reactionary, and culturally to the education in grade one and on ward.

Annex: 9

UNESCO: Guidelines for National Reports on Decentralization

To facilitate reading and discussion, during the outlining of national reports on the decentralization of education, the participants are invited to develop, as much as possible, the questions listed below¹⁷. Particular attention should be given to questions 8-10 on evaluation and problems encountered.

1. Preliminary Points

1.1 Brief presentation of the national education system, structure and institutional organization of education.

This part should allow the reader to have an idea of the functioning and the main institutional responsibilities pertaining to education. This introduction can be composed of an outline of the *structure of the education system* (levels of education, main programmes, compulsory education, etc.) and an *institutional organization chart*: ministries and departments responsible for education, especially for educational planning and statistical and qualitative data, as well as regional and/or federal entities in charge of education, etc. A brief overview of private education and its principal characteristics (availability of subsidies, its percentage and level, religious or not, type of curriculum, etc.) can be included here.

1.2 Political, economic, and social context in which decentralization had occurred

The presentation of the main features of the political, economic and social context of the country in question will give an initial idea of the general economic and political constraints. It could be two or three paragraphs presenting economic data such as GDP per capita, its evolution, debt, balance of payments, and the plans which have been drawn up regarding this matter. Selected demographic data, a brief overview of social disparities and some brief information on the political system of the country can also be introduced in this part of the presentation. A brief description of the current system of government and the politico-administrative organization of the territory would be useful. In this sense, it is important to also mention the characteristics of the regions: how many are they? Do they constitute political, linguistic and/or historical entities or

¹⁷ It is important to note that this list is not exhaustive. The participants are not restricted to follow it point by point nor in the order in which the questions are presented.

are they just administrative entities? Are there considerable differences between the regions, in terms of capacity of and experience in planning and managing public and social services in general?

- 1.3 Previous context to the implementation of the decentralization of education strategy, definition of "decentralization of education" in the national context. This aspect can be linked to the institutional presentation of point 1.

What were the laws or plans for education in force before the implementation of decentralization strategy? Under what circumstances was the current strategy introduced? Was the formulation of new laws necessary? What is the definition of decentralization¹⁸? Decentralization is not perceived or defined in the same manner in all contexts and periods? In some countries and periods, only the management of infrastructures is decentralized. In others, the policy concerning the teachers is completely managed at the regional level (recruitment, salaries, numbers). One can proceed likewise for other sections of the budget as well as the policy concerning the curriculum with the possibility of introducing the language, the history and the regional culture in the education programme. It would therefore be necessary to specify the main characteristics of the context specific to the country in question: how is the budget decided? Who is in charge and who is responsible for evaluation? Is it a Federal State? Does decentralization imply privatisation?

- 1.4 Justification and motivation of reform and/or policies leading to decentralization: democratization, rationalization of management, the search for efficiency, etc.

How was the reform justified at central State level? Normally, an education decentralization strategy is preceded by the definition and presentation of a political and institutional justification. With regard to political arguments supporting decentralization, the following is worth noting: the promotion of regional equity, the strengthening of local democracy, the satisfaction of claims for local autonomy, the encouragement of population to assume more responsibility. As to socio-economic arguments, the objective of decentralization may be: to meet the needs of the population more directly, to optimize the use of resources, to allow the regional elected body to check and evaluate the action of decentralized administration. Another argument in favour of decentralization is the need to rationalize management, and the search for efficiency. Regional

¹⁸ In certain cases, other expressions such as "transfer of education services" or "deconcentration" are used.

political, and civic, representation been included in the process? Are these authorities treated as "actors" or as representatives of political debates? This point should take into account the "type" of space allocated to public debate in the face of political decision: type and level of negotiation, value of political representation, etc.

4. Contribution of international technical and financial co-operation agencies to the policy process and the practice of reform (definition, discussion, implementation, loans, technical co-operation, etc.)

What is the role of international agencies in the decentralization process? Are matters concerning strategy definition, discussion or implementation (technical co-operation or other) referred to them? Are there specific loans? With what conditionality clauses? It is useful here to give details of these co-operations, their precise contribution, the links among the different agencies, etc. Is an evaluation of this co-operation foreseen?

5. Strategies, schedules and main phases of the decentralization.

Is there a precise schedule for reform? How did the execution of the strategy of reform take place? Were precise phases defined? Do they correspond to concrete strategies and precise budgets? Has the schedule been followed? At this point, a recapitulative table of the schedule, phases and strategies, can be presented to facilitate the comprehension of the process.

6. Obstacles and problems encountered in the planning and execution: policy, technical, budgetary matters, etc.

This point takes into account the problems encountered during the different stages and diverse aspects of the reform described in the preceding points: justification, definition, co-operation, consultation, schedule, execution, phases, concrete strategies, budget, results, etc. This point represents a crucial part of the report. It should be clear and well-argued and include, if possible, concrete examples: is there a technical support to planning? Have there been conflicts with the teachers in the process of decentralization? Over which aspects?

7. Results, impact and evaluation (qualitative and quantitative) of decentralization

Is there an evaluation of the reform? Is the assessment and/or the measurement by indicators of results and consequences of decentralization available or is it foreseen? For example, has the decentralization contributed to a

greater democratization (if this is one of the objectives)? In what terms? Is regional management more efficient? One can also evaluate some concomitant consequences: has decentralization brought about privatization? Has decentralization deepened or reduced the inequalities concerning the distribution of resources between regions, and eventually created significant differences in terms of quality of education? Tables with relevant data and indicators can be presented here.

8. First conclusions concerned with the critical elements of the reform

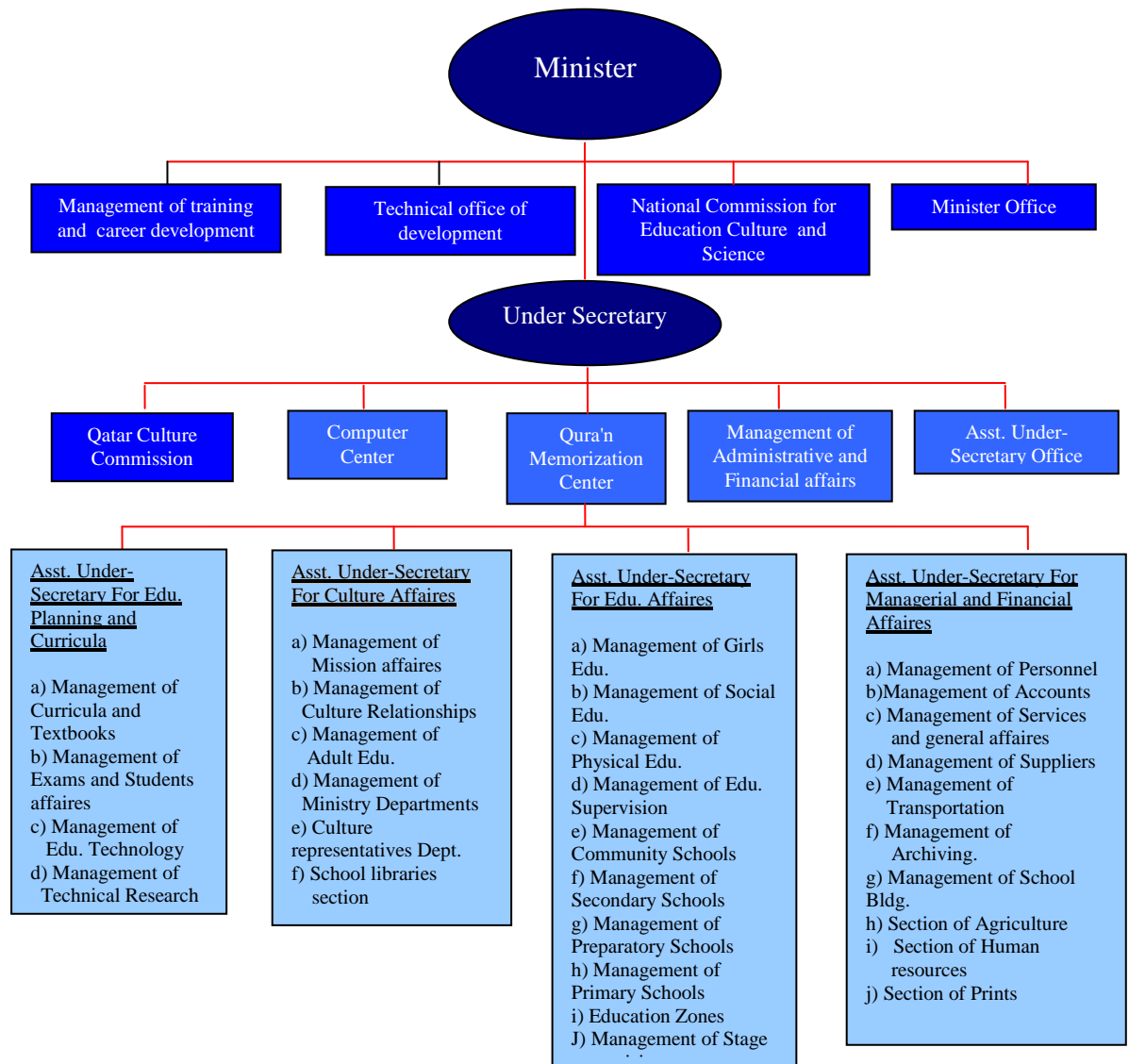
What should be introduced as strong points of the process and/or the experience of decentralization? What are the less positive aspects to be taken into account or to be avoided in the future in other national experiences?

9. (Optional) Analysis and/or comments on the public space in the country: functioning of representative institutions, public opinion, press, etc.

It is highly likely that a decentralization process leads to important changes in management styles, even in designing education. It brings into play the political and social capacities to set up a real dialogue and exchange of ideas. What can be said about the country in question, on the public arena allocated to political dialogue? On the role of public opinion, of the press?

Annex: 10

Qatar Education System: The Organizational Structure

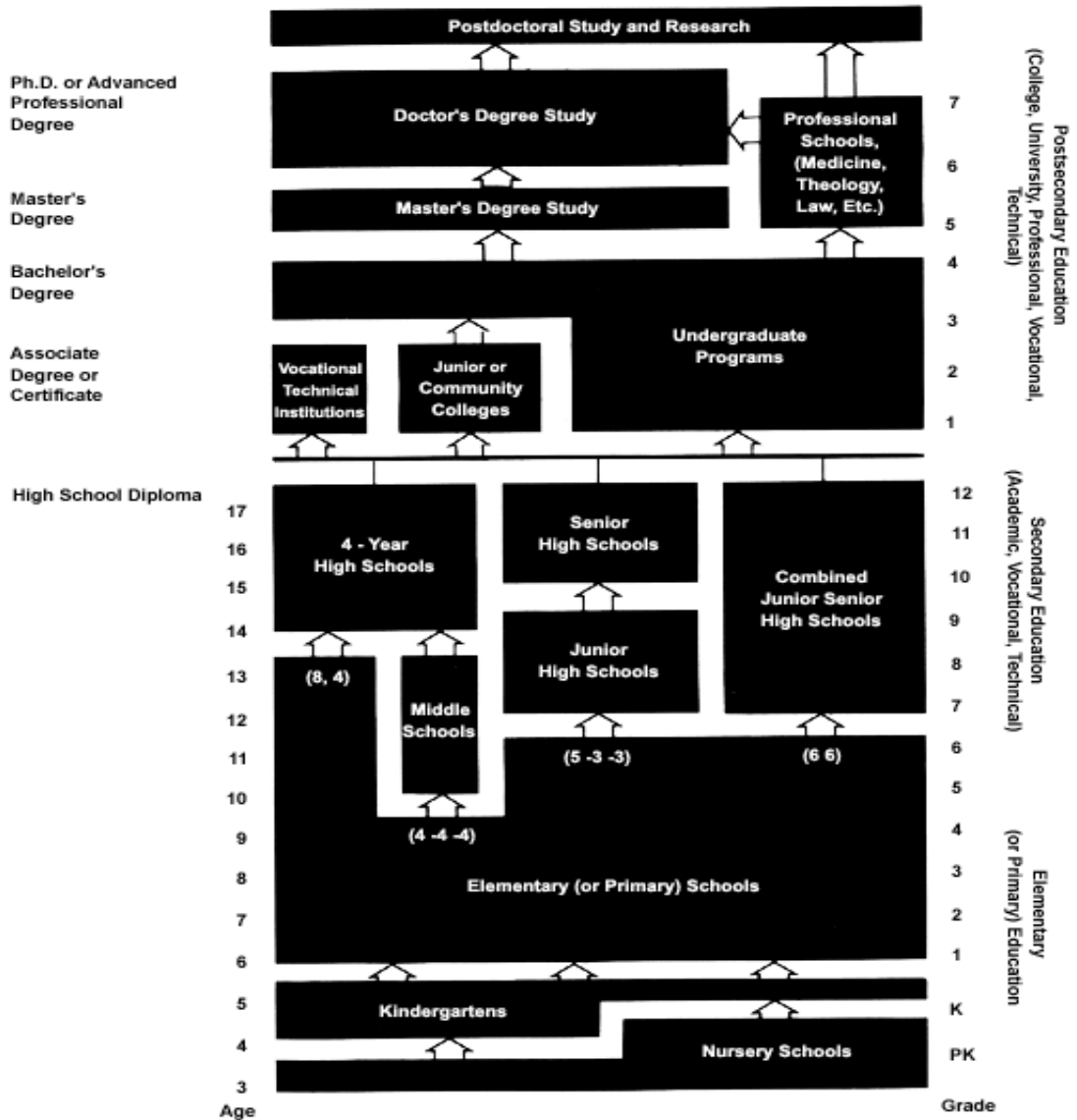


Qatar : MOE organizational structure

<http://www.moe.edu.qa/Arabic/orgchart/index.shtml>

Annex: 11

USA Education System: The Organizational Structure



Education in USA

<http://encyclopedia.thefreedictionary.com/Education+in+the+United+States>

Annex: 12

Analysis of Qatar's Education System

Confirmation of System Weaknesses

Lack of Vision or Goals for Education

When the Ministry was founded in the 1950s, the emphasis was on building a system that would provide free education to a largely illiterate population. The system design was based on the highly centralized Egyptian model. Scant attention was given to considering other models or thinking about ways to build a high-quality education system that responded to stakeholders' needs.

Piecemeal Growth Without View of Whole System

Over its 50-year history, the Ministry expanded without questioning its structure or developing guiding principles for its operation. It added departments, procedures, rules, and processes in a piecemeal manner without considering the system as a whole. The Ministry also lacked purposeful organizing principles. It expanded to meet problems as they arose, failed to evaluate new structures or processes, and overlooked opportunities to design coherent strategies and goals and align them with structure and procedure.

Hierarchical Organizational Structure

The Ministry's hierarchical structure did not foster innovation or change. Employees worked in isolation within their assigned department and waited for orders to come from above. As the employees executed the orders, any questions that arose were directed back up the chain. Answers could be a long time coming and were often insufficient. None of the Ministry employees interviewed appeared to understand the system as a whole.

Unclear Lines of Authority

Parents complained about not knowing who in the Ministry might listen to their problems or answer their questions. They reported that they wrote letters to newspapers to complain, since they thought that attempts to identify someone within the Ministry who would listen and have the authority to act would be futile.

Little Communication with Stakeholders

With each department functioning in isolation, it was impossible for the Ministry to develop strong internal ties or relationships with external organizations. Employers noted the absence of feedback mechanisms for informing the Ministry about the quality of its graduates or offering ideas for improving the education system.

Top-Down Control of Curriculum and Teaching

Teachers had to follow Ministry mandates on curriculum and teaching. The Ministry provided all textbooks; it also provided a curriculum guide to which teachers had to adhere and in which they had to record minute details of each lesson taught on a daily basis. These records were reviewed by Ministry inspectors to ensure compliance with the national curriculum. This recording process took up to two hours each day. As one teacher remarked, “respectable teachers are treated like kids in kindergarten.” Teachers feared the judgment of Ministry inspectors but had no outlet for their own concerns or suggestions.

Outmoded, Rigid Curriculum

The Ministry incrementally updated the curriculum on a rigid schedule, with each subject reviewed and revised at one grade level each year. Therefore, a grade 5 science text, for example, would be revised about every 12 years. Teachers complained that these updates were too infrequent to keep pace with developments in subject matter and pedagogy. One primary school teacher noted that the curriculum had not changed since she had been a student at the school.

Teachers who chose to alter the curriculum (e.g., provide different examples or exercises) had to spend their own money on any additional materials and still had to teach the lesson plan for that particular day. Creativity was implicitly discouraged.

In addition, there were too many subjects to cover in the time allotted, which could lead to superficial content coverage. Some teachers even reported completing the students’ class work themselves, on their own time, in order to meet the strict timetable.

Unchallenging Curriculum

Students expressed boredom in the classroom, where teachers arrived in turn to lecture to them. We noted few opportunities for teacher-student interaction. Teachers confirmed that students had few opportunities to develop or display their talents and abilities. Teachers were unable to take the time to challenge bored students or help those who needed extra attention. Parents indicated that their children received no feedback, apart from examination scores administered at mid-term and the end of the semester. With the emphasis on rote learning and memorization, it is not surprising that parents and teachers alike complained about students' lack of motivation.

Lack of School Autonomy

School administrators had little authority. The Ministry assigned principals to buildings, assigned teachers and other staff to schools, and provided furniture, equipment, textbooks, and all other instructional materials. Principals were able to evaluate teachers, but only in conjunction with Ministry inspections. School employees also expressed frustration at their inability to influence Ministry policies or procedures.

Lack of Accountability

Although teachers were held accountable for executing the centralized curriculum, no one was held accountable for student performance. There was no attempt to link student performance with school performance. Teachers and administrators had no sense of whether they were increasing the students' knowledge or improving their skills. The Ministry had also failed to enunciate system-level goals for student outcomes.

Lack of Investment in Essential Elements

Even though Qatar is a wealthy nation, its resources were not flowing to the schools. Within the Ministry system, resources were used primarily to support the huge workforce, which numbered nearly 17,000 in 2000. Many school buildings were old and deteriorating to the point of being dangerous. Classrooms were overcrowded, with 40 to 50 students crammed side by side into spaces designed for fewer than half

this many. Schools lacked modern equipment, such as computers and other instructional technologies (a few schools had one computer and one printer for the whole school), as well as basic supplies. Teachers repeatedly complained of having to use their own money to purchase instructional materials for their classes. The Ministry-provided materials often arrived late, forcing schools to make do with what was at hand—for example, photocopying textbook chapters.

Low Pay and Poor Incentives for Teachers

Teacher salaries in Qatar were comparatively low. Most male teachers were expatriates, and while their average salaries were higher than those of teachers in Saudi Arabia, they were 20 percent lower than those of teachers in other GCC countries. These low wages raised questions about quality. Even if expatriate teachers were of higher quality than their salaries might indicate, they were working on a contracted basis that led to perverse incentives. Their contracts were renewed on an annual basis, fostering a continuous state of apprehension among them. And although most contracts were renewed, many expatriate teachers reported that they refrained from disciplining Qatari students for fear of offending a family with influence over hiring decisions. To supplement their low salaries, these teachers offered private tutoring outside of school, despite prohibitions against it. It has been suggested that when teachers come to rely on supplemental income from tutoring students who need extra help, they may be less inclined to provide high-quality instruction in the classroom.

In the past, the Ministry provided incentive payments in an attempt to attract Qatari men to join the teaching profession. However, given the alternative—less-demanding work in higher-status government jobs—it is easy to understand why this approach failed. The Ministry then mandated that all male Qatari job applicants must spend time teaching in schools before obtaining a position in its central bureaucracy. This policy resulted in teachers who were unprepared for and dissatisfied with their teaching posts.

Poor Teacher Allocation Policies

Teachers could be moved from school to school with little advance notice and no consultation. More alarming yet, teachers with poor performance reviews could be “demoted” to lower grades—a policy that reveals a stunning lack of understanding about the specialized type of teachers needed at the primary level. The combination of these policies and shortages of qualified teachers in certain fields meant that teachers were often assigned to teach subjects for which they had little or no training.

Lack of Training and Professional Development

Teachers did not appear to receive the training they needed. At the pre-service level, teachers trained at QU were taught to rely on lecturing to teach the centralized curriculum. Once the teachers were assigned to schools, they had few options for professional development and any training provided was often disconnected from reality. For example, some teachers complained that they were trained to use PowerPoint (which they enjoyed) in their classrooms but had no computers in their schools.

Similarly, administrators reported that the only professional development they received focused on how to make an organized filing system. Overall, the Ministry appeared deficient and disorganized in its professional development offerings and unable to recognize existing opportunities for training. For example, Ministry inspectors regularly visited teachers, but their job was to ensure compliance with the curriculum rather than to support or mentor teachers who needed improvement.

Annex: 13



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Overview of the QCEA program

QCEA program

- Measures student performance with respect to the Qatar Curriculum Standards
- Assesses Arabic, English, Mathematics, and Science learning in Grades 4 to 11
- Administered to approximately 70,000 Qatari students in 2006

About the QCEA 2006 Reporting

- Individual student reports distributed to students, parents, and schools
- Class reports in each subject for teachers containing data for current student
- **National summary report**

المجلس الأعلى للتعليم
SUPREME EDUCATION COUNCIL

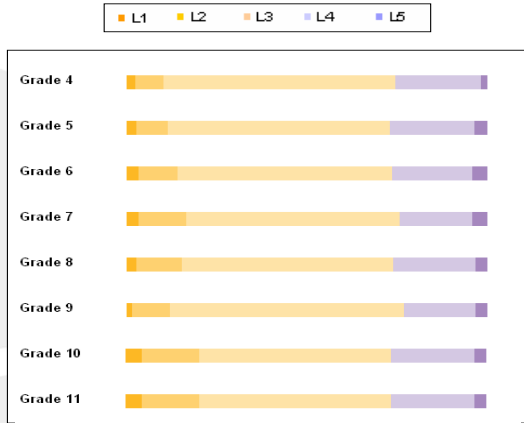
Understanding the QCEA 2006 results

Performance levels and scale scores

- Each student receives a scale score in each content area (Arabic, English, Mathematics, and Science)
- Scale scores are expressed in performance levels that indicate **the degree to what** a student has met standards
- There are five performance levels:
 - “Meets Standards” (level 5)
 - “Approaches Standards” (level 4)
 - “Below Standards” (levels 1 to 3)



Arabic: overall Performance level results, 2006



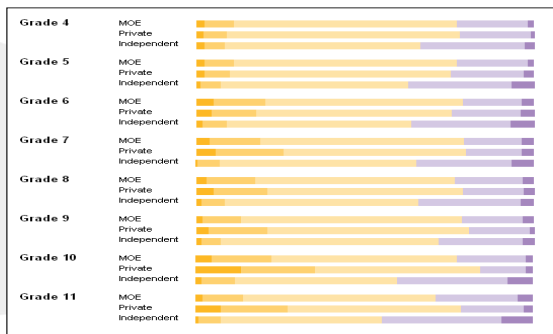
By Grade

Percentage of students in:

- Meets Standards ranges from 2% (Grade 4) to 5% (Grades 6 and 11)
- Approaches Standards ranges from 20% (Grade 9) to 26% (Grade 11)
- Below Standards ranges from 69% (Grade 11) to 77% (Grade 9)



Arabic: school type Performance level results, 2006



MoE school students' performance

Percentage of students in Meets Standards ranges from 2% (Grades 4 and 10) to 4% (Grades 6, 7, and 11)

Private school students' performance

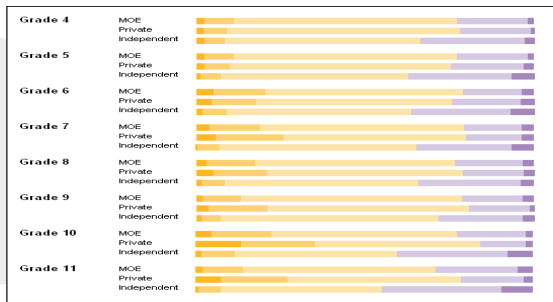
Percentage of students in Meets Standards ranges from 1% (Grade 4) to 4% (Grade 6)

Independent school students' performance

Percentage of students in Meets Standards ranges from 3% (Grade 4) to 9% (Grade 11) with most grades in the 6 to 7% range



Arabic: school type Performance level results, 2006



MoE school students' performance

Percentage of students in Meets Standards ranges from 2% (Grades 4 and 10) to 4% (Grades 6, 7, and 11)

Private school students' performance

Percentage of students in Meets Standards ranges from 1% (Grade 4) to 4% (Grade 6)

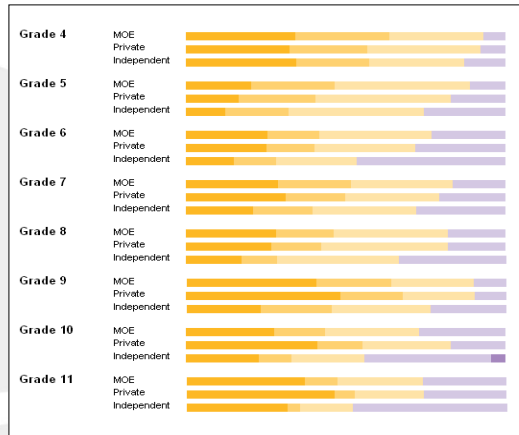
Independent school students' performance

Percentage of students in Meets Standards ranges from 3% (Grade 4) to 9% (Grade 11) with most grades in the 6 to 7% range



Mathematics: school type

Performance level results, 2006



MoE school students' performance
Percentage of students in Meets Standards is 0% in grades 4, 8, and 11

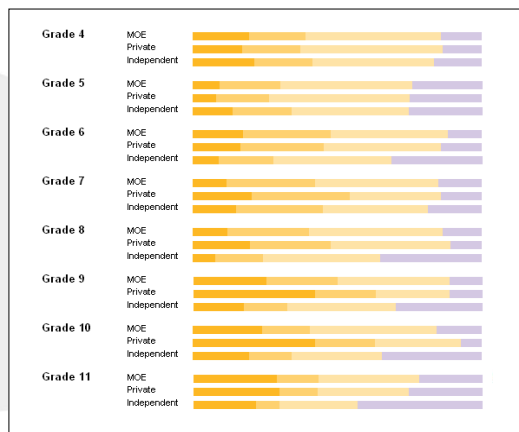
Private school students' performance
The only student who achieved Meets Standards was in Grade 10

Independent school students' performance
Percentage of students in Meets Standards ranges from 0% (Grades 4, 7, and 8) to 5% (Grade 10)



Science: school type

Performance level results, 2006



MoE school students' performance
The only student who achieved Meets Standards was in Grade 8

Private school students' performance
The only student who achieved Meets Standards was in Grade 5

Independent school students' performance
Percentage of students in Meets Standards is 0% in Grades 6 and 9 to 11. The percentages in grades 4, 5, 7 and 8, although existing, are too small to be shown in the graphs.

http://www.english.education.gov.qa/section/sec/evaluation_institute/sao/_qcea

Annex: 14

National Report Card 2006: State Standards Across all Subjects

(In rank order by cumulative GPA)

STATE	ENGLISH	MATH	SCIENCE	U.S. HISTORY	WORLD HISTORY	CUM.GPA	OVERALL GRADE	RANK	RANK (2000 RANK)
California	A	A	A	A	A	4.00	A	1	1 (1)
Indiana	A	A	A	A	A	4.00	A	1	1 (10)
Massachusetts	A	A	A	A	A	4.00	A	1	1 (8)
New York	B	C	A	A	A	3.40	B+	4	4 (21)
Georgia	B	B	B	B	A	3.20	B+	5	5 (21)
Virginia	B	C	A	B	A	3.20	B+	5	5 (10)
Arizona	B	C	B	A	B	3.00	B	7	7 (2)
South Carolina	B	D	A	C	A	2.80	B-	8	8 (3)
Alabama	A	B	F	A	C	2.60	B-	9	9 (5)
Minnesota	B	D	B	F	A	2.20	C+	10	10 (39)
Louisiana	A	C	B	D	F	2.00	C+	11	11 (14)
Maryland	C	C	B	C	D	2.00	C+	11	11 (10)
Oklahoma	C	C	F	B	B	2.00	C+	11	11 (21)
Illinois	B	C	B	F	D	1.80	C-	14	14 (26)
Nevada	B	C	D	C	D	1.80	C-	14	14 (14)
New Jersey	C	D	B	F	B	1.80	C-	14	14 (29)
New Mexico	D	B	A	F	D	1.80	C-	14	14 (47)
Texas	B	C	F	C	C	1.80	C-	14	14 (3)
West Virginia	C	C	B	F	C	1.80	C-	14	14 (14)
Colorado	C	D	B	D	D	1.60	C-	20	20 (29)
Delaware	C	F	C	B	D	1.60	C-	20	29 (14)
Kansas	C	F	F	B	B	1.60	C-	20	20 (14)
North Carolina	B	C	B	F	F	1.60	C-	20	20 (5)
South Dakota	B	C	D	D	D	1.60	C-	20	20 (8)
Tennessee	D	D	B	C	D	1.60	C-	20	20 (47)
Ohio	C	D	B	D	F	1.40	D+	26	26 (20)
Utah	C	D	C	C	F	1.40	D+	26	26 (10)
Rhode Island	C	F	C	*	*	1.33	D+	28	28 (34)
D.C.	C	D	C	F	D	1.20	D+	29	29 (7)
Mississippi	B	D	F	F	C	1.20	D+	29	29 (21)
Nebraska	C	D	F	C	D	1.20	D+	29	29 (14)
Idaho	B	D	F	D	F	1.00	D	32	32 (NA)
Kentucky	C	C	D	F	F	1.00	D	32	32 (38)
North Dakota	C	C	D	F	F	1.00	D	32	32 (47)
Oregon	B	D	F	D	F	1.00	D	32	32 (29)
Pennsylvania	C	D	C	F	F	1.00	D	32	32 (34)
Vermont	C	D	C	F	F	1.00	D	32	32 (36)
Michigan	D	C	D	F	F	0.80	D-	38	38 (39)
Maine	C	D	D	F	F	0.80	D-	38	38 (36)
Missouri	C	F	C	F	F	0.80	D-	38	38 (29)
New Hampshire	B	F	F	F	D	0.80	D-	38	38 (26)
Arkansas	C	F	D	F	F	0.60	D-	42	42 (45)
Connecticut	F	F	C	D	F	0.60	D-	42	42 (29)
Florida	C	F	F	D	F	0.60	D-	42	42 (21)
Washington	F	F	C	F	D	0.60	D-	42	42 (39)
Wisconsin	C	D	F	F	F	0.60	D-	42	42 (26)
Alaska	D	D	F	F	F	0.40	F	47	47 (42)
Hawaii	C	F	F	F	F	0.40	F	47	47 (44)
Montana	F	D	F	F	F	0.20	F	49	49 (43)
Wyoming	F	F	F	F	F	0.00	F	50	50 (45)
AVG. 2006	C+	D+	C-	D+	D+	1.59	C-	*	*
AVG. 2000	C-	C	C	D+	*	1.72	C-	*	*

http://eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/1b/f2/37.pdf

National Report Card 2006: State Standards Across all Subjects *(In alphabetical order)*

STATE	ENGLISH	MATH	SCIENCE	U.S. HISTORY	WORLD HISTORY	CUM.GPA	OVERALL GRADE	RANK	RANK (2000 RANK)
Alabama	A	B	F	A	C	2.60	B-	9	9 (5)
Alaska	D	D	F	F	F	0.40	F	47	47 (42)
Arizona	B	C	B	A	B	3.00	B	7	7 (2)
Arkansas	C	F	D	F	F	0.60	D-	42	42 (45)
California	A	A	A	A	A	4.00	A	1	1 (1)
Colorado	C	D	B	D	D	1.60	C-	20	20 (29)
Connecticut	F	F	C	D	F	0.60	D-	42	42 (29)
D.C.	C	D	C	F	D	1.20	D+	29	29 (7)
Delaware	C	F	C	B	D	1.60	C-	20	29 (14)
Florida	C	F	F	D	F	0.60	D-	42	42 (21)
Georgia	B	B	B	B	A	3.20	B+	5	5 (21)
Hawaii	C	F	F	F	F	0.40	F	47	47 (44)
Idaho	B	D	F	D	F	1.00	D	32	32 (NA)
Illinois	B	C	B	F	D	1.80	C-	14	14 (26)
Indiana	A	A	A	A	A	4.00	A	1	1 (10)
Kansas	C	F	F	B	B	1.60	C-	20	20 (14)
Kentucky	C	C	D	F	F	1.00	D	32	32 (38)
Louisiana	A	C	B	D	F	2.00	C+	11	11 (14)
Maine	C	D	D	F	F	0.80	D-	38	38 (36)
Maryland	C	C	B	C	D	2.00	C+	11	11 (10)
Massachusetts	A	A	A	A	A	4.00	A	1	1 (8)
Michigan	D	C	D	F	F	0.80	D-	38	38 (39)
Minnesota	B	D	B	F	A	2.20	C+	10	10 (39)
Mississippi	B	D	F	F	C	1.20	D+	29	29 (21)
Missouri	C	F	C	F	F	0.80	D-	38	38 (29)
Montana	F	D	F	F	F	0.20	F	49	49 (43)
Nebraska	C	D	F	C	D	1.20	D+	29	29 (14)
Nevada	B	C	D	C	D	1.80	C-	14	14 (14)
New Hampshire	B	F	F	F	D	0.80	D-	38	38 (26)
New Jersey	C	D	B	F	B	1.80	C-	14	14 (29)
New Mexico	D	B	A	F	D	1.80	C-	14	14 (47)
New York	B	C	A	A	A	3.40	B+	4	4 (21)
North Carolina	B	C	B	F	F	1.60	C-	20	20 (5)
North Dakota	C	C	D	F	F	1.00	D	32	32 (47)
Ohio	C	D	B	D	F	1.40	D+	26	26 (20)
Oklahoma	C	C	F	B	B	2.00	C+	11	11 (21)
Oregon	B	D	F	D	F	1.00	D	32	32 (29)
Pennsylvania	C	D	C	F	F	1.00	D	32	32 (34)
Rhode Island	C	F	C	•	•	1.33	D+	28	28 (34)
South Carolina	B	D	A	C	A	2.80	B-	8	8 (3)
South Dakota	B	C	D	D	D	1.60	C-	20	20 (8)
Tennessee	D	D	B	C	D	1.60	C-	20	20 (47)
Texas	B	C	F	C	C	1.80	C-	14	14 (3)
Utah	C	D	C	C	F	1.40	D+	26	26 (10)
Vermont	C	D	C	F	F	1.00	D	32	32 (36)
Virginia	B	C	A	B	A	3.20	B+	5	5 (10)
Washington	F	F	C	F	D	0.60	D-	42	42 (39)
West Virginia	C	C	B	F	C	1.80	C-	14	14 (14)
Wisconsin	C	D	F	F	F	0.60	D-	42	42 (26)
Wyoming	F	F	F	F	F	0.00	F	50	50 (45)
AVG. 2006	C+	D+	C-	D+	D+	1.59	C-	•	•
AVG. 2000	C-	C	C	D+	•	1.72	C-	•	•

Annex: 15

Some of the Main Articles and Sources of Data from the USA

Author	Pub. Date	Coverage
1) Kara S. Finnigan	2007	A multiyear, multi-method study, funded by the U.S. Department of Education, of the Public Charter Schools Program and the implementation of charter schools across the country.
2) Roger D. Goddard, Laura LoGerfo and Wayne K. Hoy	2004	96 high schools in a large, midwestern state, while care was taken to select urban, suburban, and rural schools from diverse geographic areas of the state.
3) Thomas M. Smith & Kristie J. Rowley	2005	The data of this study came from NCES and SASS along with its supplement TFS. Its analysis focuses on public school teachers from a sample of 39109 teachers nested in 8034 schools.
4) Bruce D. Baker and Jill L. Dickerson	2006	The data of this study were drawn from 1999SASS. Its analysis is to states with at least 1000 students enrolled in charter schools which include 18 states and District of Columbia and include major charter school authorizing states (Massachusetts, Michigan, Arizona, California, Texas, North Carolina)
5) Danitz	2000	As stated in the introduction of the electronic journals of the U.S. Department of State Vol. 5 no. 2, this research has become one of the principal mantras for politicians at all levels of government.
6) Wohlsterterter P.	1995	Covers 44 schools in 13 school districts in Western California, while 500 people were interviewed.

Table 16: the sources of information from USA

Interview: The Principal of School "C"

منطقة دبي التنظيمية
مدرسة المدينة المنورة للتعليم الثانوي للبنات

مدرسة
المدينة
المنورة

موضوع الرسالة : خطوة تمهيدية
في تطبيق سياسة اللامركزية
في النظام الإداري للتعليم بدولة الإمارات العربية المتحدة

الهدف : تحسين مخرجات التعليم عن طريق تمكين مديري المدارس ومدرسيها وكذلك
عمل بعض التغييرات في الهيكل الإداري لنظام التعليم بالدولة .. وذلك بالتركيز على
موضوعين رئيسيين :

أ - إدارة الموارد البشرية
ب - إدارة المناهج

أ - مدى قناعتك بالسلطات الإدارية الموكلة إليك بخصوص إدارة الموارد البشرية
وما هي التعديلات المقترحة لتفعيل دورك ؟

1- تعيين أو تكفيل المدرسين .
2- مكافأة وعقاب المدرسين .
3- تحديد رواتب .
4- نقل المدرسين من وإلى مدرستك .
5- تدريب المدرسين ورفع كفاءتهم .

إن بعض السلطات الإدارية التي تم تكفيلها لي من قبل الوزارة هي مهام تنظيمية وصحية
المرتبطة بالمشرفين حيث تم منحهم صلاحيات للبحث عن بعض الأمور مباشرة دون الرجوع إلي
المنطقة أو الوزارة .. بعض هذه الصلاحيات أشعلت كإهل ليس مستغلته عن مهام أخرى
أكثر أهمية مثل تصديق الشكايات بوضع الطابع الخاص عليها بالمدسة .. بالأمر المنطوق
بشركاتنا المتعلقين بها تشييد العمال .. الأمر الذي كان من شأنه إضاعة الوقت
وكانت المهام والالتزامات الموكلة لي من قبل الوزارة هي الأمور الإدارية
التي تخصها ونقل غير الطابع من مناهجهم .. وتحديد مكافآت حالمة محفزة
وتخصيص مبلغ من ميزانية المدرسة غير المحدد للمدرسين .. تعيين المرشدين
بالتصديق الكافية .. استغلال بعض المرافق الخدمية للجمع مساندة

ب - بخصوص المناهج :

رأيك بوجود أكثر من مستوى في صف واحد وكيف يمكن مواكبة ذلك .

مثلاً :

أ - فصل كل مستوى في صف لحاله

ب - إعطاء مناهج مختلفة المستوى لنفس الدرس مع الإبقاء على الطلبة

مشتركين في نفس الصف .

ج - هل يأخذ رأيكم أو رأي المدرسين في أي تعديل بالمناهج وهل يتم التدريب قبل أن يطبق

ذلك المنهج ؟

بعد اعتماد المناهج الجديدة والمطورة يتم توفيرها للمناهج ثم يطبقها كمنهج
مؤقتات عليها من قبل المدرسين . وكذلك مناهج الاجتماعات الخاصة
المنهجية أثناء تطبيقها مما قد يتسبب في إجهاد الزملاء . أما المدرسين
فغالباً لا يوجد لديهم

د - أوصف النموذج الإداري الحالي لمدير المدرسة والمشاكل التي يواجهها والتي بدورها

تعرق وتحد من إظهار قدراته ومواهبه الإدارية ؟

1 - السلطات الموكلة إليه أو محجبة عنه .

2 - إعادة هيكلة بعض الوظائف وتسميتها بالوزارة أو المنطقة ؟

مدير المدرسة الحالي مشغول بمهام خدمية نشطة وتضييق وقتهم عدد
الدراسيين في المدرسة حالياً غير كافٍ فالمدرسة بحاجة إلى عدد
أكبر من الدراساتيين وكذلك الحاجة إلى إعادة وظيفة المشرف الإداري
وهذا تعيين مساعدين للمدير في كل مدرسة لبعض المنهجية عدد
الطلبة بالمدرسة . حيث ذلك معظم المدارس التي لا تساهم من
والصحة كذلك المدرسة بحاجة إلى عدد (5) منها هي الإداري
وكذلك بحاجة إلى محاسب مالي وعدد (5) مع أمناء المدرسة

بعد تسليم مجلس ذوي التعليم الاشراف على المنطقة التعليمية ومدارسها
ذوي فانه هناك توجه لإعادة هيكلة منطقة ذوي التعليم
وكذلك إعادة هيكلة المدارس حيث طلب منا وضع تصور
للهيكل المدرسة لدراسة من قبل المجلس

هـ - ما النموذج الإداري لمدير المدرسة حتى يقوم بدعم وتطوير مخرجات التعليم ؟ وما هي التعديلات المطلوب إضافتها أو حذفها في النظام الإداري في وزارة التعليم حتى يتم تفعيل هذا النموذج ؟

في حال استكمال عدد الإداريين في كل مدرسة واعتماد الهيكل الجديد عندهم على مدرس الصفوف بتمام إدارته عليه من الذممة مثل رفع كفاءة المعلمين بالتنظيم لدراسات تدريبية دورية عمل ودراسة جامعة كل منهم كذلك رفع المستوى العملي للطلاب لدرجة

و - هل ترى أن نقل كل السلطات وسلطات اتخاذ القرار إلى المدرسة سوف يحسن العملية التعليمية بما فيها (تعيين وتفتيش المدرسين وتحديد رواتبهم و) مع الإبقاء على أن التمويل فقط يكون من قبل الوزارة .. أم الإبقاء على الوضع الحالي باعتباره أفضل ما يمكن .

في رأيي ليس من نقل بعض الصلاحيات والسلطات للمدرسة مع إضطرارهم لدراسات تدريبية متقدمة في اتخاذ القرار لها حسب ما يصحح فيها أو كل شيء من صلاحيات

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