

The Status of Decentralization

A Three-Day Training Workshop for National and Sub-National Stakeholders

Toolkit Developed by

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Introduction

The purpose of this workshop is fourfold:

Assist participating stakeholder groups

- to define clearly the government's intent of decentralization;
- to determine the current status of decentralization
- to build consensus among different stakeholder groups about decentralization; and,
- to prepare a plan to accelerate achievement of decentralization goals

To achieve the purposes of this workshop several tools have been developed. Participants will be divided into groups that represent a specific group of stakeholders. Each group will complete a series of activities using these tools. At times, the workshop facilitator will conduct large group discussions that lead each stakeholder group to build consensus among the larger group. By the completion of the three-day workshop, each group will have completed an action plan designed to accelerate the process of decentralization. Whereas some stakeholder plans will focus on accelerating decentralization at the national level, other groups will focus on sub national and even community efforts to meet the government's intent of decentralization.

The different tools designed for this workshop are used to define the functions and sub functions of the education system and where possible to quantify them. Quantification will make it easier for stakeholders to set priorities and define outcomes in their plan. It will be possible to use results of this workshop in several ways including:

- conducting additional workshops for other stakeholders in order to educate and build a national consensus;
- measuring progress over time to see if intended outcomes for decentralization are being met; and,
- preparing a clear and concise explanation of the goals and intended outcomes of the government's approach to decentralization.

The workshop methodology is completely hands-on and active. The facilitator's role is to provide introductions for each of the units (see table of contents). Most work will be done by groups of stakeholders using the tools provided in each of the units. At times, the facilitator will work with all groups to ensure that everyone understands what to do or to build consensus among all groups. Each group is provided with a flipchart or whiteboard as well as a workbook for each participant. Each group may be provided with a diskette or CD containing the manual and blank forms. If computers are provided for each group, it will be possible to record and print all forms completed in the workshop. The diskette may also be used to produce additional toolkits for future training programs.

A number of policy papers and reprints of the PowerPoint presentations have been included in this decentralization toolkit. These will provide information about the concept of decentralization. The purpose of the readings is to broaden participants' understanding of the concept of decentralization as well as how decentralization is being implemented in other countries. There is no one right way to implement decentralization and each country has different reasons and methods for introducing decentralization.

Funding for this workshop is provided by the United States Agency for International Government.

Presenter and Researcher Biographies

Joseph Cohen has been with AED for more than ten years as a senior education and development specialist. He was a primary and junior secondary school teacher and principal in the 1970s. His current work involves decentralization and education quality and he has and is providing technical assistance to decentralized education systems in Indonesia, Malawi, and Morocco. Many of his assignments have included the development and delivery of training to teachers, school principals, local education officials and other stakeholders. Overall, Dr. Cohen has been involved in education for 35 years. His Doctorate is in school management from Indiana University.

Pundy Pillay is Senior Economist for RTI International, based in Pretoria, South Africa. His research interests are in social sector economics, particularly education, poverty and labor markets, and public finance. Former positions include Head of the Policy Unit, Office of the President, South Africa; and Director, Financial and Fiscal Commission, South Africa. Country experience includes South Africa, Lesotho, Zambia, Nigeria, Rwanda, Uganda, and Iran.

Brenda Arrington has over 20 years of experience in the federal government and education sectors; more than half of that time focused on international development. She is currently a Senior Program Officer in AED's Global Education Center where she manages the Basic Education Strategic Objective II Project in Ethiopia and the Combating Child Labor Initiative in Kenya, Uganda, Rwanda, and Ethiopia. Prior to accepting her present position at AED, Dr. Arrington provided management and technical support to Howard University's Republic of South Africa Project. Additionally, she served as Program Manager of Africare's Training for Governance in the new South Africa Project where she conducted needs assessments and training for civil servants, including members of parliament and premiers. Dr. Arrington holds a Doctor of Business Administration degree and a Master's degree in Administrative Management and Public Administration.

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Unit 1

Overview of International Experience with Education Decentralization

Overview:

Many countries around the world are in the process of decentralizing their public basic education systems. South Africa devolved basic education to provincial governments. Indonesia devolved basic education from the national government to district level governments. Pakistan devolved basic education from the provincial to district level governments. Armenia and New Zealand delegated most management responsibilities to school councils; El Salvador did the same for rural schools in remote areas. Nicaragua introduced a policy that permitted schools to manage themselves. Brazil devolved primary education from state to municipal governments, and Chile, Bulgaria, and Poland devolved primary-secondary education from the national to municipal governments. In addition, numerous other countries have decentralized specific education functions like purchase of textbooks and school supplies, school building renovation, school maintenance, etc.

Design. While each country has its own unique design for education decentralization, there are three basic models. In one model—devolution—important responsibilities for delivering schooling are transferred from the national government to sub-national governments like provinces, districts, or municipalities. In a second model—delegation—a more limited set of decision-making responsibilities are assigned by the national education ministry to schools and school communities. In the third model—deconcentration—the national education ministry transfers some decisions to lower levels of the ministry bureaucracy. Deconcentration is often an intermediate, capacity-building step on the way to devolution.

Implementation. Just as the design of education decentralization is unique to each country, so is its implementation strategy. Under devolution there are two basic implementation strategies: “big bang” and “go slow”. The “big bang” strategy begins with a prominent announcement by government of an imminent and sometimes radical decentralization. This may be immediately followed by the requisite legislation and official transfer of powers. Argentina, Indonesia, Pakistan, and other countries have followed the “big bang” strategy. Under the “go slow” strategy responsibilities are transferred to lower levels of government as the management and fiscal capacity of those governments are increased. In some cases, municipalities or regional governments must demonstrate they have adequate “capacity” before being certified to receive the new powers and responsibilities.

The two implementation strategies have their strengths and weaknesses. The “big bang” strategy runs the risk of failure, or at least delay, if lower levels of government lack the capacity to manage and finance education. The “go slow” strategy runs the risk of failure

if those stakeholders—ministry personnel and teacher union officials—who perceive themselves as losing under decentralization are given time to wage a political campaign against it.

Examples of International Experience. Today, countries in every region of the world are decentralizing their education systems. Among developing countries, decentralization first began in Latin America in the 1980s, and that region provides some of the best examples and lessons learned from decentralization. Some examples are:

- *Argentina* transferred the responsibility for financing and providing K-12 education from the central government to its provincial governments (with elected governors and parliaments); teachers were transferred to provincial payrolls. The central government retained responsibilities for assessing student performance, for promoting education reform, and for financing special education programs for the disadvantaged.
- *Chile* transferred the responsibility for providing and partly financing K-12 education from the central government to its municipal governments (with elected mayors and city councils). The central government retained responsibilities for assessing student performance and for financing special education programs. In addition, the central government continued to finance 90 percent of K-12 expenditures through a formula-based capitation grant to municipalities.
- *New Zealand*, which formerly had a highly centralized national education system, created elected school boards with parents as the only members and gave them the responsibility to select their own school managers and recruit their own teachers. Most financing comes from the central government via formula-driven capitation grants, but schools may raise their own revenues [but not by charging tuition]. In addition, the central government created a semi-autonomous body to carry out in-depth school evaluations, the results of which are posted on the school's public bulletin board.
- *Armenia*, which had a highly regulated, Soviet-style national education system, created local school boards—with members elected by teachers and parents—and gave them broad authority. The central government continues to finance all recurrent costs via a transfer of funds to the school board. Municipalities were given the responsibility for school infrastructure, including maintenance. Regional administrative offices provide technical assistance to the schools. School decentralization was phased in one region at a time.
- The state of *Minas Gerais, Brazil*, created school councils—comprised of parents, teachers, and students—in the state school system. The councils were charged

with selecting a school director, mainly on the basis of the school improvement plan proposed by candidates. The state also provided each school council with a formula-based capitation grant for non-personnel expenditures. Teachers continued to be employees of the state.

- *El Salvador* failed to provide public schooling in non-secure parts of the country during its civil war. As a result, communities began financing and managing their own multi-grade, rural schools. After the war, the government legalized the parent school councils of these schools and contracted with these communities to continue managing their own schools, including directly hiring teachers. Later, the central government extended this model to urban schools as well.
- The *Memphis, Tennessee (USA)*, school system granted greater school autonomy as a response to low student achievement in city schools. An advisory school council responsible for diagnosing school needs and developing a school reform plan was created in each school. The principal and council could choose from a menu of eight alternative school reform models, while the city financed the chosen model under a contract where the city and the school agreed on specific performance targets.
- *The Netherlands* has for several decades provided central government financing to community or privately-managed (mainly with a religious affiliation) schools with advisory school councils. The schools have autonomy with respect to teacher recruitment, while the central government sets the core curriculum and minimum performance standards. Municipalities have the responsibility of specifying how central government monies for disadvantaged children should be used to best complement other, locally provided social welfare services.

Lessons Learned. The wide experience with education decentralization provides a number of lessons learned. These lessons include:

- Efficiency and effectiveness are most likely to improve under decentralization when service providers—schools, local governments, or regional governments—are held accountable *for results*.
- Accountability requires *clear delineation of authority and responsibility* and transparent and *understandable information* on results (both educational and financial).
- Decentralization of real decision making power to schools or school councils can significantly increase *parental participation* in the school, and high levels of parental and community participation are associated with improved school performance.

- Decentralization of education to sub-national governments does not in and of itself empower parents and improve *school performance*. Further decentralization to schools (school councils or school boards) or local communities does empower parents and can improve school performance.
- For decentralization to schools to be successful, *principals* must acquire new skills in leadership and management—financial, of teachers, and with the community.
- The *design of financial transfers* to sub-national governments or schools has powerful effects on both efficiency and equity.
- Decentralization requires that national and/or regional *ministries of education* be restructured; failure to restructure ministries is a serious obstacle to realizing the benefits of decentralization.
- The decentralization of *teacher management* is critical to creating accountability and realizing the potential benefits of decentralization.
- National education ministries frequently resist decentralization on the grounds that sub-national governments, communities, and/or schools lack the *capacity to manage* education. In practice, this is seldom true.
- Real decentralization is a *long, evolutionary process*.

(See Annex, pages 51-52 for additional information about selected countries)

Unit 2

Creating a Common Vision for Education

Overview:

A vision provides a foundation upon which a country, a region within a country or a school can formulate, implement and evaluate short and medium-term plans for both the public and private sectors. It provides detailed background information and justification for the population's aspirations and strategies recommended to achieve those aspirations. However, a vision does not provide the required details of projects and activities: this responsibility lies with government departments and private organizations.

One example of a vision statement for a national education system comes from Namibia's Second National Development Plan:

“The MBESC (Ministry of Basic Education, Sport and Culture) shall ensure that Namibian children, out of school youth and adults - especially the disadvantaged and people with disabilities – will acquire knowledge, skills and attitudes that will help them continuously to improve the quality of their lives and their communities, and exercise their rights and responsibilities as citizens in a free country.”

A second comes from the Malawi Vision 2020 statement for the nation:

“By the year 2020, Malawi, as a God-fearing nation, will be secure, democratically mature, environmentally sustainable, self reliant with equal opportunities for and active participation by all, having social services, vibrant cultural and religious values and technologically driven middle economy.”

A third is provided by a board of education in the United States:

It is our vision to be America's premier school district. In pursuit of this vision, we will...

- Offer comprehensive, high quality programming
- Help every learner perform at capacity
- Enhance parent and community partnerships
- Become a standard by which others are judged
- Continually challenge the status quo

At sub-national or school level, a vision should have the following characteristics. It should:

- be consistent with the existing national vision for long term development perspective for the country,
- articulate where the sub-national department of education or school should be at a particular date, 2020, but not giving the details of the processes and activities that would enable the district to reach what is envisioned. The details on how to

reach there should be worked out by the main actors in the sub-national - central government departments, the local government institutions, the district assemblies LEAs, NGOs, local communities, schools, etc. through the creation of strategic plans and action plans.

- be guided by a leadership that is both creative and strategic in its thinking and actions,
- foster citizen participation and ownership in its formulation/articulation and implementation, monitoring and evaluation,
- be realistic in terms of identifying the availability of resources- public, donor, community and private resources, and
- while expressing the true aspirations of the people, it should be realistic, doable and likely to be achievable or exceeded.

Some of the elements that relate specifically to sub-national or school vision statements are indicated below:

- *Good governance:* improve the role and performance of the public sector institutions by bringing into them transparency, accountability and fighting corrupt practices in the management and utilization of public resources. This applies at the national, district and school levels.
- *Building on strengths of the local culture:* strengthen self-reliance and community participation in local development programs, while at the same time reducing gender inequalities.
- *Social sector development:* reduce illiteracy; improve the quality, availability, accessibility of education, and the development, deployment and effective utilization of human resources. Giving special attention to girls' education and responding to the challenges of HIV/AIDS.
- *Science and technology development:* improve the quality of education and training and putting special emphasis on the teaching and learning of maths and sciences.
- *Fair and equitable distribution of income and wealth:* increase social services and reduce gender inequalities.

Activity 1. Prepare a vision statement for the level of education you represent. Each group represents a level of the education system, whether national, sub-national and possibly school-community level. Each group will develop a vision statement incorporating the ideas and examples provided in the overview section. Each person should be given a turn to express his or her view of what should be the long-term commitment by the education system. While each person is speaking someone should be designated to write an outlined response for that person on the flip chart. When each person has spoken, the different responses should be read from the flip chart. Each person should then attempt to formulate a statement using the information from the flip chart in the space provided below. When completed, each person should read his or her statement aloud. When done,

someone should serve as the recorder, and the group should discuss which statements capture the essence of the vision and suggest how it might be written. The recorder will write these comments on the board and begin to formulate a statement that reflects a consensus of the group's ideas. The group should help fine tune the vision statement on the board until there is agreement. Each person will then copy the statement into the second box below.

Group Vision Statement

Activity 2. Group comparisons of vision statements.

The facilitator will ask a representative from each group to come to the board and write the vision statement from that group. The facilitator will lead a discussion concerning the similarities and differences among how each group's vision statement. Also, you will examine the vision statement from the national level and see if the sub-national vision statements support the national system or are in conflict with it. List the most common words or phrases found in the vision statements in the box below

Most Common Words and Phrases Used in Vision Statements

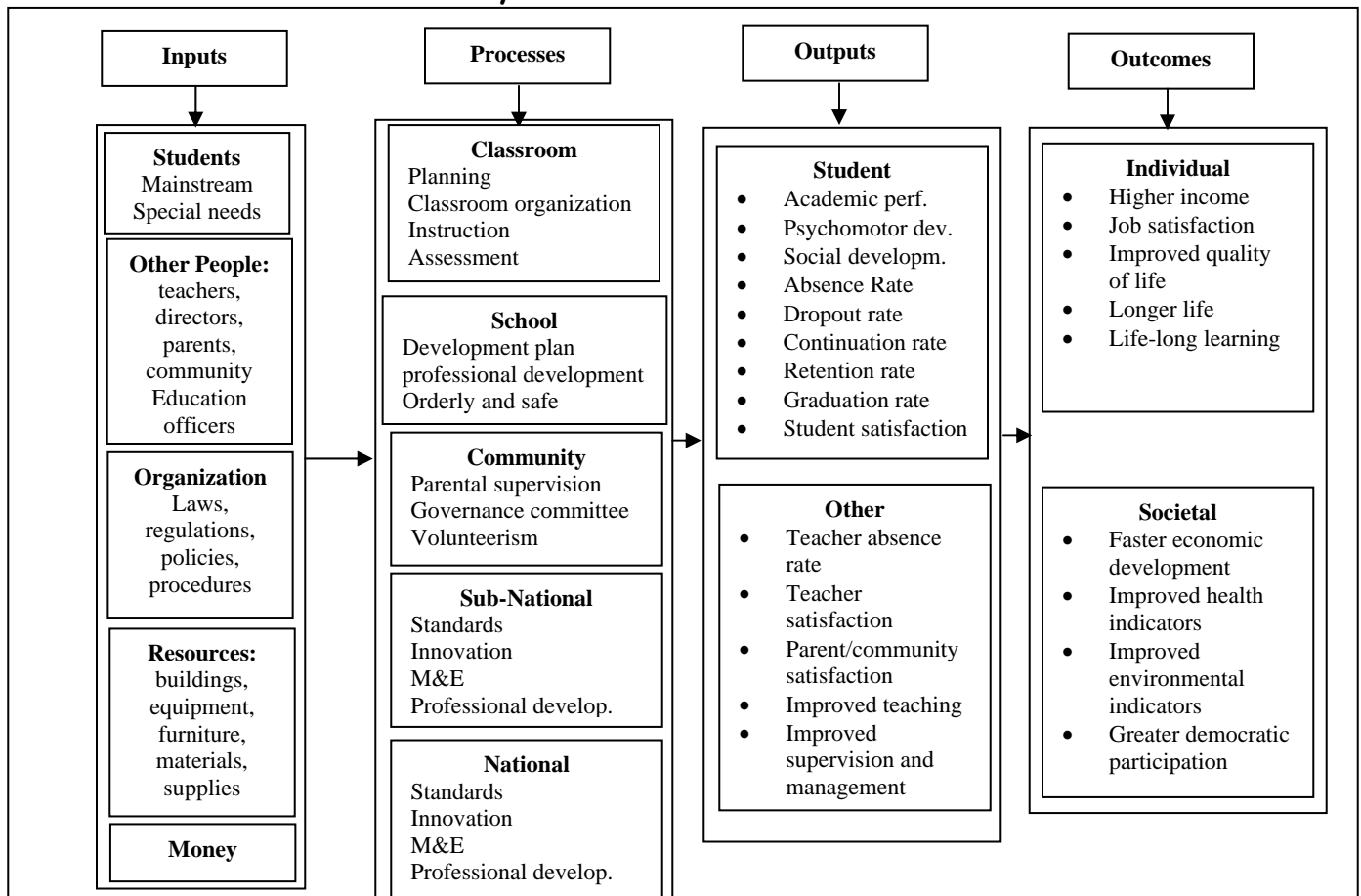
Unit 3 Defining School Quality?

Overview:

Decentralization is most often undertaken for political reasons, and politics plays a major role in determining the design and implementation of education decentralization. Decentralization may not be undertaken for the purpose of raising school quality, but it provides a framework which may be conducive to this goal. In particular, education decentralization presents opportunities for better governance and accountability and for more innovation and local leadership. To understand how decentralization might improve education, it is necessary, first, to understand what is meant by "quality education."

Many different models and frameworks have been created to explain what education quality is. It is generally accepted that an education system is multi-tiered, that is, the education system operates at a number of levels from the classroom, through school, local levels to national level. Also generally accepted is the notion that the greatest impact on improving education is in the classroom since the most important aspect of any system is the teaching/learning process. One of the most used models representing the education system is shown below:

Systems Model of Education



Learning is not a simple concept. Educators understand that learning begins at the "knowledge" level where students acquire facts, vocabulary, concepts, and theories. Knowledge is the bedrock of learning and supports higher levels such as skills acquisition. "Skills" are the physical and mental behaviors that combine knowledge with certain actions. The highest level of learning is "contextual understanding" where students take knowledge and skills and combine them in a complex way to solve real world problems through critical and creative applications.

An Example of Learning Levels In Using Maps

Knowledge Level: Children learn the names of different kinds of maps and what the different symbols stand for such as mountains, border lines, scale. They can be assessed by asking multiple choice questions, fill in the blanks, or writing the names on a blank map.

Skill Level: Children learn to use the different tools such as a ruler and the scale to measure distance or use color to measure altitude. They can be assessed by completing word problems such as how far is it from one place to another. They may work individually in groups and might be asked to invent a game. They might be asked to color in a political map.

Contextual Understanding Level: Children could be asked to solve a real world problem. They might be asked to work in groups to draw a map of their community and the roads connecting to the school. They might be asked to identify specific community problems and identify them on the map (high crime area, too much traffic, extra pollution). They can then use the map to offer solutions to some of these problems and present them to the community council. This project approach could be used to assess students' understanding.

Thus, learning is a combination of acquiring lower order knowledge and skills to apply them in real world settings demonstrating higher order learning. Often, education systems emphasize the acquisition of a large amount of knowledge and skills (a quantitative approach) without developing a curriculum embedded with real world problem solving related to economic, political, social, environmental and cultural situations (a qualitative approach). Quality education reaches a balance between achievement of lower order and higher order learning, preparing students to become successful adults. A quality school is one where children learn how to become successful adults.

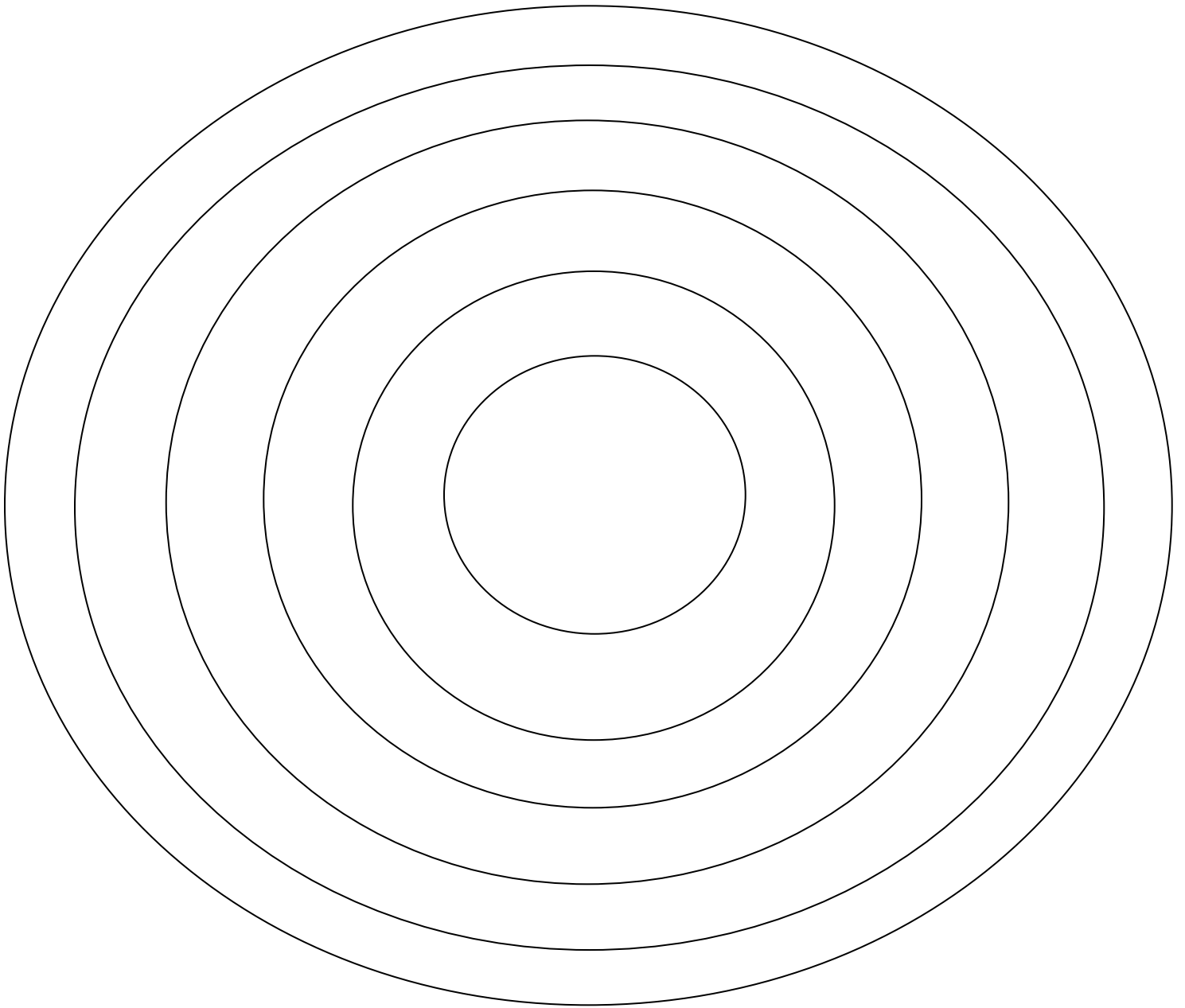
Each level of the education system has a role to play in ensuring that quality education takes place in the classrooms and schools across the nation. To realize the opportunities of education decentralization for improving instruction and learning requires the appropriate enabling environment to support good governance, accountability, innovation, and effective instructional practices. The education ministry, sub-national departments of education, and the school and community have critical roles to play in ensuring this enabling environment exists.

The enabling environment for school quality has three principal components. The first component consists of national and/or regional policies, programs, and

practices to support and stimulate quality, equity, innovation, and reform at the level of sub-national governments or the schools themselves. The second component consists of community and school level governance with particular emphasis on parent and community participation. The third component consists of school and classroom characteristics associated with effective instruction. Within each level, there are quality indicators that have a positive impact on learning.

Activity 3. Completing a concentric model of an education system. We can create a simple model of an education system in a number of ways. For this activity, let us examine the system as a set of concentric circles representing different stakeholder groups from different levels. The most important group will be placed in the center. The facilitator will ask you which of the following groups is the most important group in the education system. The name of this group will be placed in the center. You will then be asked where the other groups belong in relation to the most important group. The following list will be located at different places within the concentric circles:

- ***Community Level:*** parents, business people, NGOs, religious groups, local government, parent organizations and school committees
- ***Sub-national level:*** provincial and district governments and education units, donors
- ***School Level:*** school head, administrative staff, counselors, health care staff
- ***Student Level:*** all the enrolled and possibly enrolled students
- ***National Level:*** government incl. Ministry of Education, national teachers' organization, national advisory groups, donors, NGOs, multinational businesses
- ***Teaching Level:*** teachers and classroom aids and volunteers



Activity 4. What are examples of quality characteristics for different levels of the system? The boxes below represent different groups found in the concentric circle model. In each of your small groups, discuss the meaning of "quality education." Also discuss what conditions are necessary at each level of the system to increase the probability that quality education is taking place in your system. Write your responses in the appropriate boxes and then the facilitator will lead a discussion on what conditions lead to quality education.

Classroom Level Characteristics

1. Teacher understanding and mastery of the curriculum content
- 2.
- 3.
- 4.
- 5.

School Level Characteristics

1. Principal's effectiveness as an instructional leader
- 2.
- 3.
- 4.
- 5.

Community Level Characteristics

1. Active school management committees involving parents and community
- 2.
- 3.
- 4.
- 5.

Sub-National Level Characteristics

1. Funding education
- 2.
- 3.
- 4.
- 5.

National Level Characteristics

1. Setting academic standards
- 2.
- 3.
- 4.
- 5.

Activity 5: Setting Priorities for Quality. Each group should now have identified up to 25 characteristics of a quality education system and the different levels from classroom to national level. The goal of this activity is for your group to identify the priority order from highest to lowest priority. There are many ways in which your group can decide. Rather than tell you, the facilitator will let you decide. Using the boxes from the previous page, discuss the characteristics and then decide how you will rank order them from top to bottom in the first column. In the third column next to the top three and the bottom three give the reason why your group ranked them as the highest and lowest priorities. You might want to use the middle column to keep score if your group chooses to vote. You don't need to use this column:

Priority of Characteristics	?	Reasons
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		
11.		
12.		
13.		
14.		

15.		
16.		
17.		
18.		
19.		
20.		
21.		
22.		
23.		
24.		
25.		

(You can use this box to keep notes or scoring the ranking of the priorities)

Unit 4

Linking Decentralization to Education and School Quality

Overview:

As educators we hope that decentralization will lead to improved school quality, although we are realistic enough to know that the reasons why a country decentralizes government functions often have more to do with politics than with improving service delivery. Still, it is useful to ask the question, "Under which conditions is decentralization likely to result in improvements in school quality?"

Evaluation Research. One means of answering this question is to look at the accumulated research evidence on the impacts of decentralization on school quality. This evidence tells us that decentralization can indeed positively affect the quality of schooling. Decentralization—especially in the form of delegation to the school—can increase parental participation, reduce teacher absenteeism, and reduce the costs of some school inputs, and these factors all have an impact on school quality. But this evidence tells us very little about the *process* by which decentralization affects quality.

Effective Schools. Another means of answering this question is to look at the characteristics of highly effective schools and to ask which of these characteristics are likely to be affected by the decentralization process. There is a growing qualitative and quantitative research literature on the characteristics of high-performing or effective schools. This literature concludes that high-performing schools are characterized by strong leadership, highly qualified and committed staff, a focus on learning, and responsibility for results. Another set of literature reviews the evidence on the process by which schools improve, and it yields conclusions that are consistent with the effective-schools research. For example, an evaluation of school improvements on three continents concludes that essential ingredients in successful reforms are a sustained commitment to quality improvement, local empowerment to adapt programs to local conditions, strong emphasis on school and classroom practice, and strong support linkage between education authorities and the school via information, assistance, pressure and rewards.

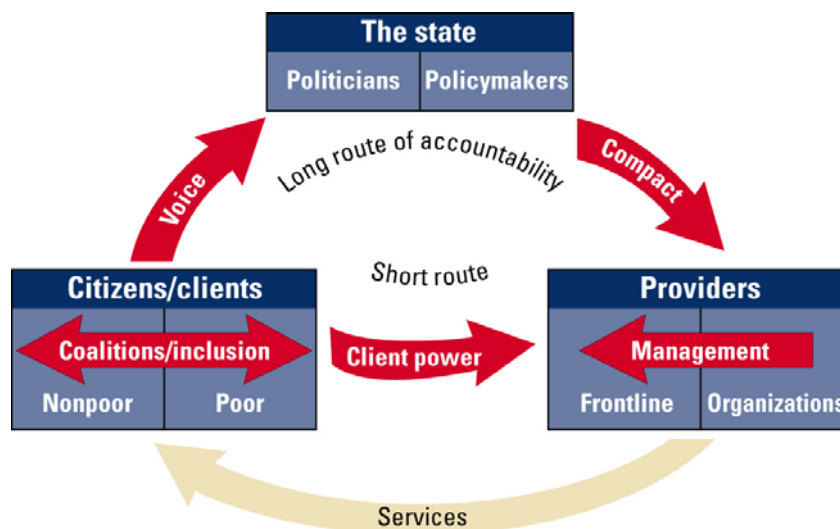
Properly designed, decentralization can help bring about the characteristics of highly effective schools. The table below summarizes some of the factors present in education decentralization designs and how they may translate into the characteristics mentioned above.

Characteristics that Can Be Stimulated through Decentralization

<i>Characteristics of Effective Schools</i>	<i>Decentralization Variables that Can Contribute to Specific Characteristics of Effective Schools</i>
Leadership	<p>School directors are selected by the community using transparent criteria.</p> <p>School improvement plans are developed locally.</p> <p>Resources are transferred to schools for the implementation of school plans.</p> <p>School leaders are empowered to select their own school resources—textbooks, newly recruited teachers, etc.</p>
Skilled and committed teachers	<p>Schools are given the authority to make curriculum and pedagogic changes.</p> <p>Teachers have significant responsibility for developing school improvement plans.</p> <p>Directors are given the authority to provide a substantive evaluation of teachers' performance.</p> <p>Schools are given the authority (and resources) to make their own decisions as to the type of training to be provided to teachers.</p>
Focus on learning results	<p>The school's improvement plan emphasizes goals of improving learning (and associated results, such as reducing dropout and repetition).</p> <p>Information on learning at the level of the school is transparent and available to both teachers and parents.</p>
Responsibility for results	<p>Directors have fixed-term appointments which may not be renewed if improved learning goals are not met.</p> <p>Public officials—school council members, local government officials—may not be re-elected if school performance is low.</p>

Responsibility for Results—Accountability in Education. One of the ways that decentralization can most profoundly and most directly affect the quality of education is by strengthening accountability relationships. Accountability is generally weak in public education in all countries but especially in ones where education is highly centralized. One reason for weak accountability is the “distance” between the client (parents, children, civil society) of education services and the education decision-makers and policy-makers located in the national education ministry. The only way the client can hold education decision-makers in the national ministry responsible for providing schooling of adequate quality and quantity is indirectly through the ballot box.

Figure 1: Accountability in Public Education



Another reason for weak accountability is the lack of any mechanism by which the client can hold the school responsible for providing services of adequate quality. In a centralized system, the schools are directly accountable to the education ministry and only indirectly (via the education ministry) accountable to parents and other clients. This “long route” of accountability by schools to parents is extremely weak.

Decentralization can change accountability relationships in two ways. First, by devolving decision-making to lower levels of government, it can reduce the “distance” between the decision-maker and the client. The elected leader of a local government—and the appointed chief education executive—may be more responsive to the education demands of parents than would be the elected leader of the nation. Second, by creating governance and finance mechanisms that increase citizen participation in the schools, it may be possible to strengthen the accountability “link” between the client and the school.

Even though a decentralized system in principle provides opportunities for strengthening accountability by service providers to clients in education, there are many factors in both centralized and decentralized systems which impede accountability. There are five key factors, which are listed in the following box.

Reasons for Weak Accountability in Public Education

- Weak voice
- Poor management
- Insuffisant information
- Confusing roles
- Weak incentives

Weak voice. In centralized systems, parents and other clients of the school have "weak voice", which means they have great difficulty in making their preferences and complaints known to national decision-makers. In decentralized systems, too, parents may have weak voice if they have no real control over the school budget, or if the director of the school discourages substantive involvement in the school on the part of parents.

Poor management. Even when education decision-makers respond to the demands and preferences of parents and other clients and make new policy decisions, it is often very difficult to convert the new policy decision into new practices in the school. In short, it is difficult for policymakers at the top to enforce implementation of their policies and regulations down the chain of command.

Insufficient information. Also contributing to poor accountability is the lack of information by parents (and in many cases by policymakers as well) about the financing, spending, and outcomes of their schools. The lack of information makes it difficult for parents to strengthen their voice through fact-based arguments. The absence of information—e.g., on the relative performance of schools—also contributes to complacency among parents.

Confusing roles. Even if parents have good information, they need to know to whom they should complain about the poor performance of their child's school or classroom teacher. The assignment of educational responsibilities isn't always transparent and known. For example, if a parent observes that his child's teacher is frequently absent—a not uncommon occurrence in poor, rural schools—to whom should he complain—the principal, the school inspector, the minister of education? Often parents neither know how to make a complaint nor do they know to whom the complaint should be made. This problem is complicated by ambiguity and sometimes even internal contradictions in the legislation governing the education system.

Weak incentives. Strong accountability requires strong incentives. In a competitive private market, failure to meet the demands of the client translates into bankruptcy, or at least a declining market share. In some governments (e.g., Chile), public sector managers face criminal charges if auditors find they have spent their budgets incorrectly. In public education, however, almost no one suffers adverse consequences if children fail to learn.

Summary. Decentralization poses both risks and opportunities for improving learning in the classroom. Limited sub-national administrative and fiscal capacity combined with lack of clarity concerning the allocation of functions are risks which threaten to reduce student achievement. On the other hand, education decentralization presents opportunities for better governance and accountability and for more innovation and local leadership, both of which are conducive to higher student achievement.

To realize the opportunities of education decentralization for improving instruction and learning requires the appropriate enabling environment to support good governance, accountability, innovation, and effective instructional practices. The education ministry has a critical role to play in ensuring this enabling environment exists.

Optional Activity. *Assessing Accountability in My Country.* The Annex contains an activity for assessing accountability in education. It requires answering five sets of questions related to the five variables identified in the figure *Reasons for Weak Accountability in Public Education*.

Unit 5

Developing a Common Language and Understanding about Decentralization, Organizations and Stakeholders

Overview:

As applied in practice, the term "decentralization" is used to mean many different things. In this Unit we provide a definition and a framework that will be used through the remainder of the workshop. This allows us to discuss decentralization issues using a common language.

Definition: Education decentralization is the *process* in which decision-making power over at least some of the functions and resources entailed in the delivery and finance of public education are transferred to institutions and actors located closer to the point of service delivery. A country where a high percentage of educational decisions are made by the national government is said to be "centralized", while a country where a high percentage of decisions are made at the sub-national level is said to be "de-centralized".

Framework

There are several dimensions that are used to describe decentralization. These include the rationale for decentralization, the design of education decentralization,

Rationale: The reasons for the decentralization of the public sector vary widely. In some countries decentralization is a political response to the departure of an authoritarian government that had centralized control in the hands of the central government. In other countries, decentralization is the product of a movement to democratize government and empower citizens. In others, it represents an attempt to shift the financial burden of providing public services from the central government to sub-national governments. In still others, it is an attempt to introduce greater efficiency and accountability in the provision of government services.

Education decentralization is rarely carried out with the sole intent of improving service delivery. As a result, the design of education decentralization may at times seem inconsistent with the objective of improving instruction in the classroom. The political nature of decentralization means it can be useful to understand the interests and motivations of the diverse actors and stakeholders and to consult with them when designing decentralization policies and implementation strategies.

Design: The design of education decentralization includes the type of decentralization—deconcentration, delegation, or devolution; the location of transferred responsibilities—to lower levels of government, or the school itself; the allocation of particular functions and responsibilities across sub-national

governments and school councils; and the strategy adopted for implementing decentralization policies. An important part of the design is specifying the location of every important decision in the management of the educational system. Most countries fail to specify in sufficient detail. Carrying out a "reverse process engineering" exercise like that discussed in Unit 7 helps illustrate the degree of detail required in the decentralization design to avoid ambiguity as to who is responsible for what.

Typology: As briefly described in Unit 1, there are three different *types* of education decentralization.

- **Deconcentration** shifts the authority for implementation of rules, but not for making them. Used most frequently in unitary states, this form of decentralization redistributes decision making authority and financial management responsibilities among different levels of the central government. This requires the establishment of regional and possibly district offices for the central government. Deconcentration is the process by which those sub-national offices of the education ministry are given additional decision-making responsibilities.
- **Delegation** is the administrative transfer of some decisions about personnel and budgets to a government agency—usually a school or school district—and holds that agency responsible for delivering instructional services in a manner that complies with national government policies and directives. This often entails the popular election of school councils, which may be delegated management oversight responsibilities by the government. Delegation of significant responsibilities results in "autonomous schools".
- **Devolution** is the legal transfer of important education management, governance, and finance decisions to lower levels of government. While deconcentration and delegation can often be undertaken by administrative decree, devolution is always the result of constitutional and legal changes. Devolution almost always includes the transfer of authority over several sectors—not just education—to sub national governments.

Location of Transfer: Decentralization moves decision-making authority to lower levels of government, or to the school itself. These levels include the regional (provinces, states, regions, departments), the sub-regional (districts, communes, or counties), and the local (municipalities, villages, or communities). In most education decentralization processes, decision-making authority is redistributed from the central government to multiple levels of sub-national government.

The key distinction in education decentralization is between the transfer of powers to sub-national governments (or to corresponding levels of the ministry bureaucracy) and the transfer of powers to schools, which usually includes governance by some form of elected school council comprised of parents, teachers, and other members of civil society.

Functions Transferred: The delivery of public instruction requires a number of functions—establishment of a core curriculum, selection of teachers, construction of schools, etc. Education decentralization typically treats each one of these functions differently. One function may be completely decentralized (e.g., school maintenance), while another may remain completely centralized (e.g., creation of the core curriculum). Since teachers are at the core of education—both in terms of their importance in instruction and the fact they represent 90 percent of total recurrent expenditures—the transfer of decision-making responsibilities vis-à-vis the management and pay of teachers merits special attention. Any education decentralization design where teacher recruitment, assignment, and pay decisions remain with the central government education ministry is a modest one indeed.

It is important to distinguish between *de jure* and *de facto* education decentralization. *De jure* is the transfer of functions as stated in legislation and in regulations and administrative decrees. These laws and decrees represent the country's *vision* of education decentralization. Contradictions and gaps in legislation often make it difficult to unambiguously interpret that vision. Often, there are multiple visions held by multiple actors and stakeholders. *De facto* is the existing allocation of education functions across governments and actors. Frequently, there is a large gap between *de jure* and *de facto* education decentralization.

Implementation Strategy: A country's strategy for implementing education is characterized by the *speed* with which decentralization occurs, its legal basis, and the support of the education ministry. With respect to speed, some countries—Argentina and the Philippines, for example—have adopted “big-bang” strategies where responsibilities are very rapidly transferred from the national government to sub-national governments. Other countries have adopted “go-slow” strategies where responsibilities are slowly transferred, often in synch with capacity development for the governments receiving newly receiving the functions.

With respect to the legal basis, some countries—Colombia and Indonesia, for example—amend constitutions, adopt decentralization laws, and pass new general education legislation to form the legal basis for education decentralization. Other countries—China and Vietnam, for example—put less emphasis on changing laws and more emphasis on changing practices within an existing legal framework. Even when new legislation is adopted, there are often contradictions and inconsistencies between pieces of legislation that may take years to clarify.

Finally, education ministries may either strongly support education decentralization and consult with sub-national officials to determine how best to assist them, or they may resist decentralization in hopes it will fail. Most ministries support education decentralization with great ambivalence. The transfer of powers away from the central government education ministry is sometimes viewed as a threat by the ministry and its staff. As a result, the ministry may offer only weak support to

build capacity at the sub-national levels, and what support it does offer may be done without full consultation with the newly responsible actors. At the same time, education ministries may fail to "re-invent" themselves to provide a new set of information, assessment, and technical assistance support to the schools.

Activity 6. Political Mapping of Organizations, Actors and Stakeholders Affected by Education Decentralization. Many organizations such as religious institutions and stakeholder groups such as teachers unions or parent teacher associations are affected by and have a view on decentralization. These organizations and groups exist at all levels from national to community. They can assist in achieving the goals under decentralization or act as roadblocks to success. The facilitator will help the groups identify the important actors by asking you to call out titles and mission or responsibilities of organizations and groups while he writes them on the board.

Organization or Group (acronyms)	Mission or Main Responsibility
(national Level) Ministry Textbook Center (NTC)	Design and print textbooks in line with national curriculum
(Regional Level) Teacher Union (TLU)	
(Local and Circuit Level)	

Board of Education (BOE)

(Traditional Authority Level)

(community Level)

Parents

Unit 6

Defining the Country's Framework for Decentralization

Overview:

Education decentralization typically begins with changes in the country's legal and regulatory structure. These may include constitutional reforms, new legislation regarding the distribution of powers and responsibilities across levels of government, modifications in the general education law, or administrative decrees from the country's chief executive or education minister. To be effective, new laws concerning education decentralization require implementing regulations that specify in greater detail the practical implications and consequences for how the decentralized education system will operate. Your first task in this unit is to specify and explain the constitutional reforms, new legislation, administrative decrees, and regulations which constitute the legal basis for education decentralization [i.e., the state of *de jure* decentralization].

Before discussing how decentralization will change how the educational system functions we must first have a clear understanding of how the system actually works today. This is not always an easy task. How the system works—meaning who is responsible for making which kinds of decisions—may vary by region of the country, or between large cities and rural areas, and, also, perceptions as to how the system works may differ between central ministry staff, regional administrators, school directors, teachers, and other actors. Your second task in this unit is to explain in detail how the educational system currently functions [i.e., the state of *de facto* decentralization].

Activity 7. Define the constitutional reforms, new legislation, and administrative decrees that pertain to education decentralization. The table on the following page provides space to identify important initiatives that pertain to education decentralization. In your group, discuss and then write the appropriate information in the correct spaces provided.

Recent General and Education Decentralization Initiatives

General Decentralization Laws and Decrees		
Date	Law/Decree Name/Acts	Description

General Education Laws and Decrees		
Date	Law/Decree Name/Acts	Description

Sub-national Education Decrees and Administrative Acts		
Date	Law/Decree Name/Acts	Description

Unit 7

How Does the System Really Work?

Overview

Educational systems are complex. When discussing processes or how inputs get to become outputs, we can construct a path to show how the process unfolds. If you examine how you get from home (input) to work (output), you are describing a process: 1. Leave by the front door; 2. drive to the Ministry; 3. park the car; 4. Walk to the office. Another way to analyze this is to start from the output and work backwards. When analyzing complex organizational processes, it is useful to work backwards from the output to the input identifying each step along the way. This may be called Reverse Process Engineering a technique that we will learn to apply to different complex educational processes.

Activity 8. Follow Resource Flows in Reverse to Identify Key Decisions and Who Makes Them. In this activity we will undertake an exercise called “reverse process engineering” to identify in detail who makes the decisions that affect the resources found in the classroom. This activity is important as a means of documenting how decisions are actually made and, also, measuring the current status of decentralization. In several countries decentralization legislation has been passed specifying how decisions should be made, but actual practice remains unchanged from the past. “Reverse process engineering” can help us understand the difference between what should be happening [the legal or de jure description of the way decisions should be made] and what is actually happening.

An even more important purpose behind this activity is to gain experience identifying all the decision points that must be considered in implementing decentralization. It is very common for decentralization legislation and its implementing regulations to fail to specify in detail who will make which decisions. The consequence is that there is considerable ambiguity as to who is responsible for which decisions. Eventually this gets sorted out, but only after considerable confusion and waste of resources. We will be investigating the decision making behind several different classroom resources in this activity.

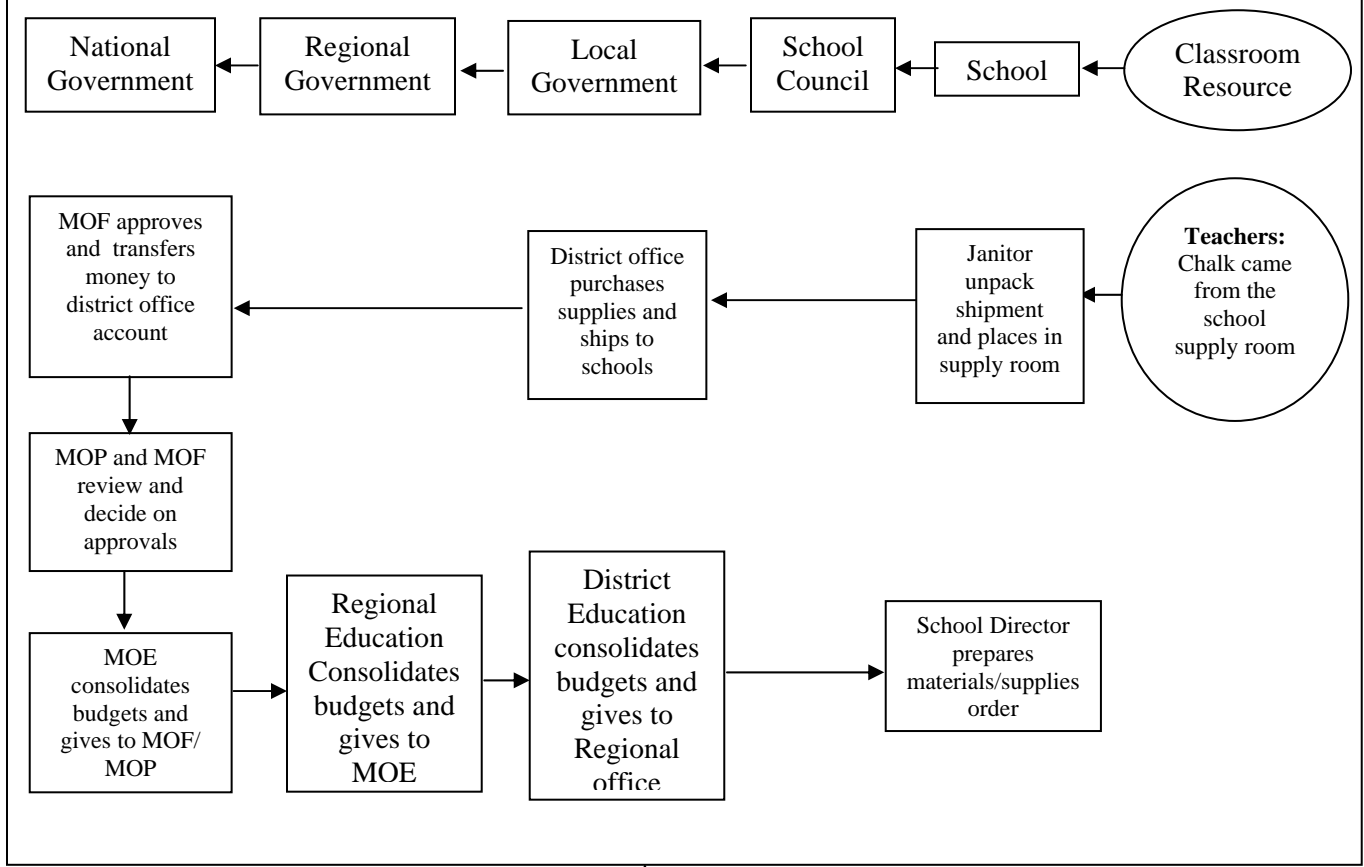
To better understand the exercise, let's consider the hypothetical case of chalk used in the classroom. How does chalk end up in the classroom? What determines the quantity and quality of the chalk? If we were to ask the teacher where the chalk came from, she would reply from the school supply room, and that each of the school's five classrooms was entitled to one box of chalk to last the academic year. She might also report that the chalk appeared to be of bad quality as it broke easily. If we ask the school headmaster how the chalk got to the supply room, he

would reply that he requested 10 boxes of chalk from the district education office, but only five were delivered. If we ask the district education officer about the chalk, he would say that he budgeted for 2 boxes of chalk for each classroom, and the regional education office approved that request, but in the end it did not send him enough money to purchase that amount of chalk. In order to obtain as much chalk as possible he decided to purchase only white chalk, and he decided to purchase a chalk of lower quality than usual. Making these compromises he was able to purchase and deliver 1 box of chalk to each classroom. He would have purchased chalk of even lower quality in order to increase the amount of chalk sent to each classroom, but education ministry regulations specify that chalk must be above some minimum quality level. If we ask the regional education office why it did not fulfill their budget agreement to the district, it would reply that it had in fact included two boxes of chalk per classroom in its budget that was approved by the education ministry, but the education ministry sent monies for chalk [in a line item budget] in monthly tranches, and the money it was sending for chalk was less than half what was promised. If we ask the budget officer at the education ministry why it wasn't allocating the money for chalk that it had promised, it would reply that the finance ministry was trying to limit government spending and so had imposed an arbitrary across the board reduction of 60 percent in all budgeted variable expenditures. If we asked who established the minimum chalk quality regulation that prevented district education officers from purchasing larger quantities of lower priced, low quality chalk, the education ministry budget officer would reply that this regulation was created by ministerial decree last year

In this exercise, the workshop participants will be divided into groups. Each group will take one or more school resource and carry out a reverse engineering process to identify who makes which kinds of decisions. To help you out, we have provided you with a schematic diagram. Please use this diagram to indicate where important decisions are made that affect the resource you are analyzing. Also, to help you out, we have listed a number of questions which you will need to answer in order to complete the assignment. These are not complete lists of questions; you will want to add some of your own. At the end of this activity, you should have indicated the key decision-makers on the schematic diagram, and you should have given answers to the questions.

Look at the following example and read the paragraph about chalk to see how the reverse process engineering was constructed:

Schematic Diagram: Reverse Process Engineering-Chalk Example



Problems Experienced in the Process

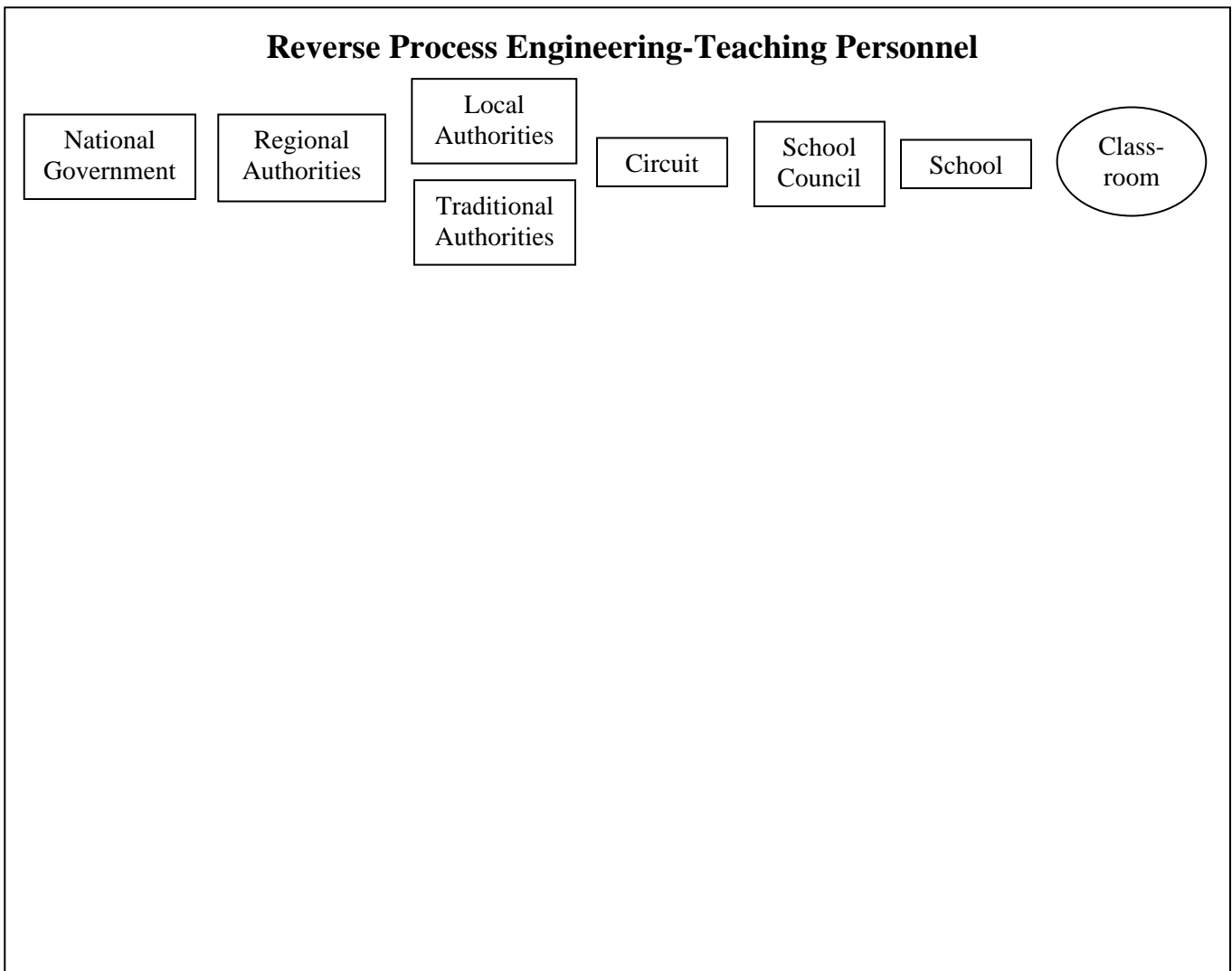
- National Budget Officer:**
 Ministry of Finance reduced all budgets by 60% to save money.
- Regional Education Officer:**
 Requested approval for 2 boxes.
- District Education Officer:**
 Requested budget for 2 boxes but got only enough to buy 1 box of inferior chalk per classroom
- School Council:**
 Not involved in procurement
- Principal:**
 Requested 10 boxes (2 boxes per class) from district office but got 5 boxes

Resource # 1: Teaching Personnel: Qualifications and Student-Teacher Ratio.

The quality of teaching is usually presumed to be related to the academic qualifications of the teacher and the number of students the teacher has to manage in the classroom. If we visit a primary school, we will observe teachers with different levels of qualifications, and we will observe a range of class sizes. Who makes the decisions in the education system—from the school up to the education ministry—that results in the characteristics that we observe?

Questions you should consider

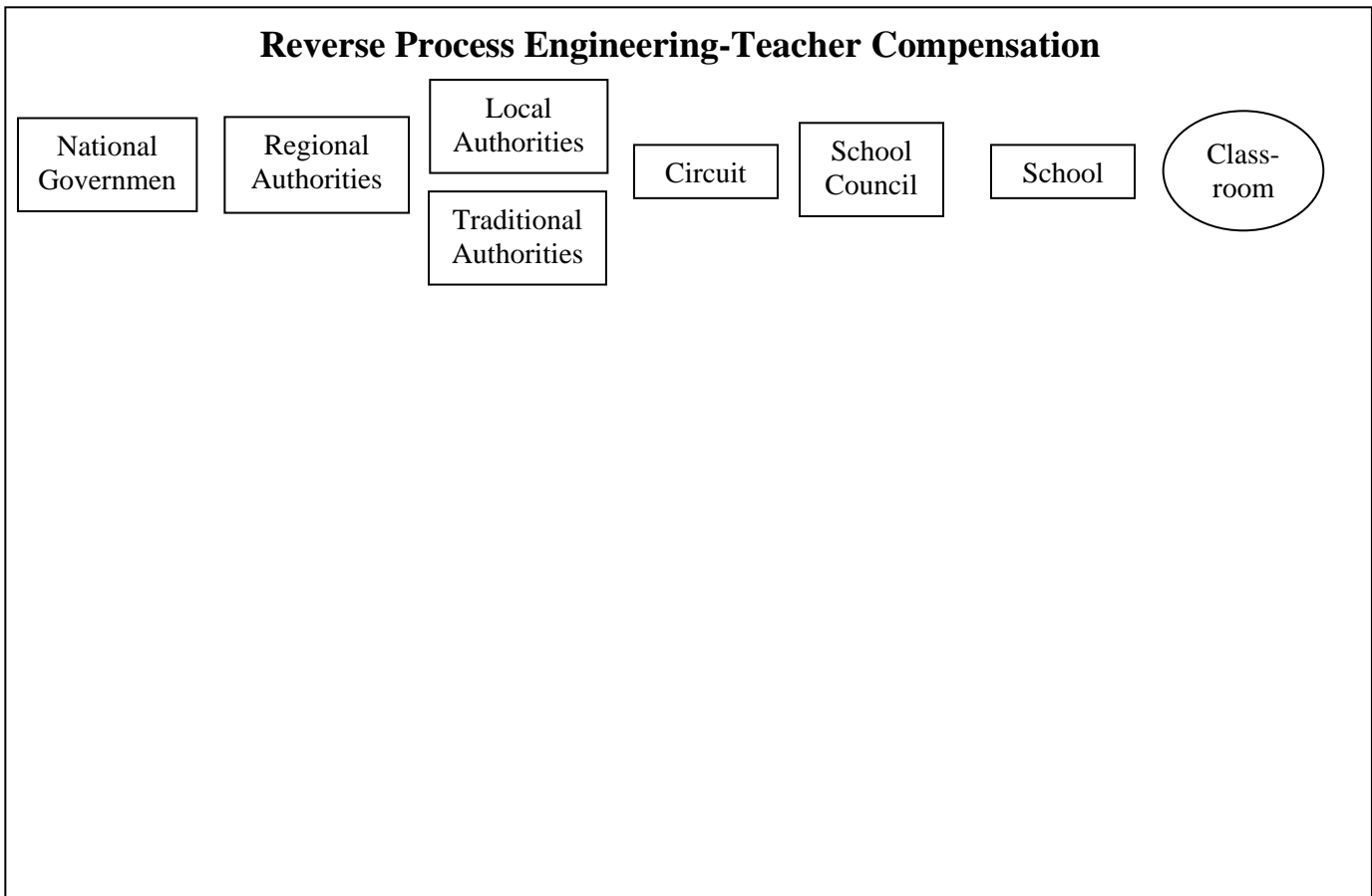
- Who sets teachers' credential requirements for regularly employed teachers?
- Who sets teachers' credential requirements for temporary or contract teachers?
- Who recruits and selects new teachers for a particular school?
- Who approves requests by teachers to transfer to another school? To another school in another jurisdiction?
- Who determines whether student enrollment numbers warrant hiring a new teacher for the school?



Resource # 2: Teacher Compensation. Teacher compensation includes wages, health and pension benefits, housing, and other financial and non-financial benefits received by the teacher. Again, if we visit a primary school, we will observe teachers with different compensation levels. Who makes the decisions in the education system—from the school up to the education ministry—that results in the characteristics that we observe.

Questions you should consider

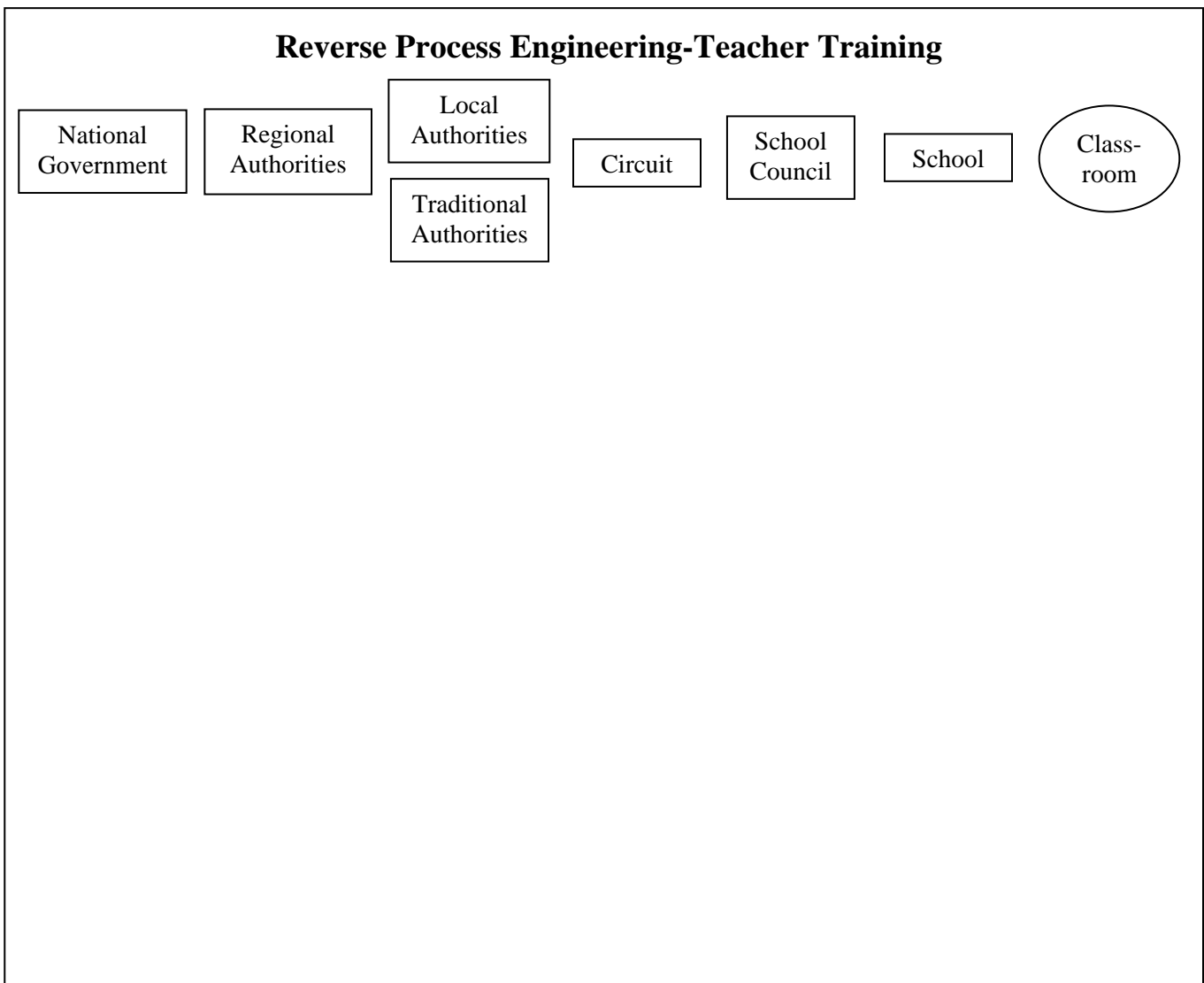
- Who determines the teacher salary scale?
- Who determines by how much the pay of all teachers should increase for the new school year?
- Who determines the pay level of a newly recruited teacher?
- Who determines by how much the pay of an individual teacher should increase for the new school year?
- If a teacher has undertaken additional training, who determines if this should result in an increase in pay for that teacher?
- Who determines if a teacher should be promoted?
- Who determines the pay of contract teachers?
- Who determines the housing benefits of teachers?
- Who determines the health and pension benefits of teachers?



Resource # 3: Teacher Training. Teacher training refers to the formal training that in-service teachers receive. If we visit a primary school, we may observe that the mathematics teachers received special training this year in using the new maths curriculum. Or, perhaps all teachers received training in how to use the school's new computers. Or, perhaps two teachers in the school received specialized training at the local teacher training institute. Who makes decisions about who should receive which types of training?

Questions you need to consider

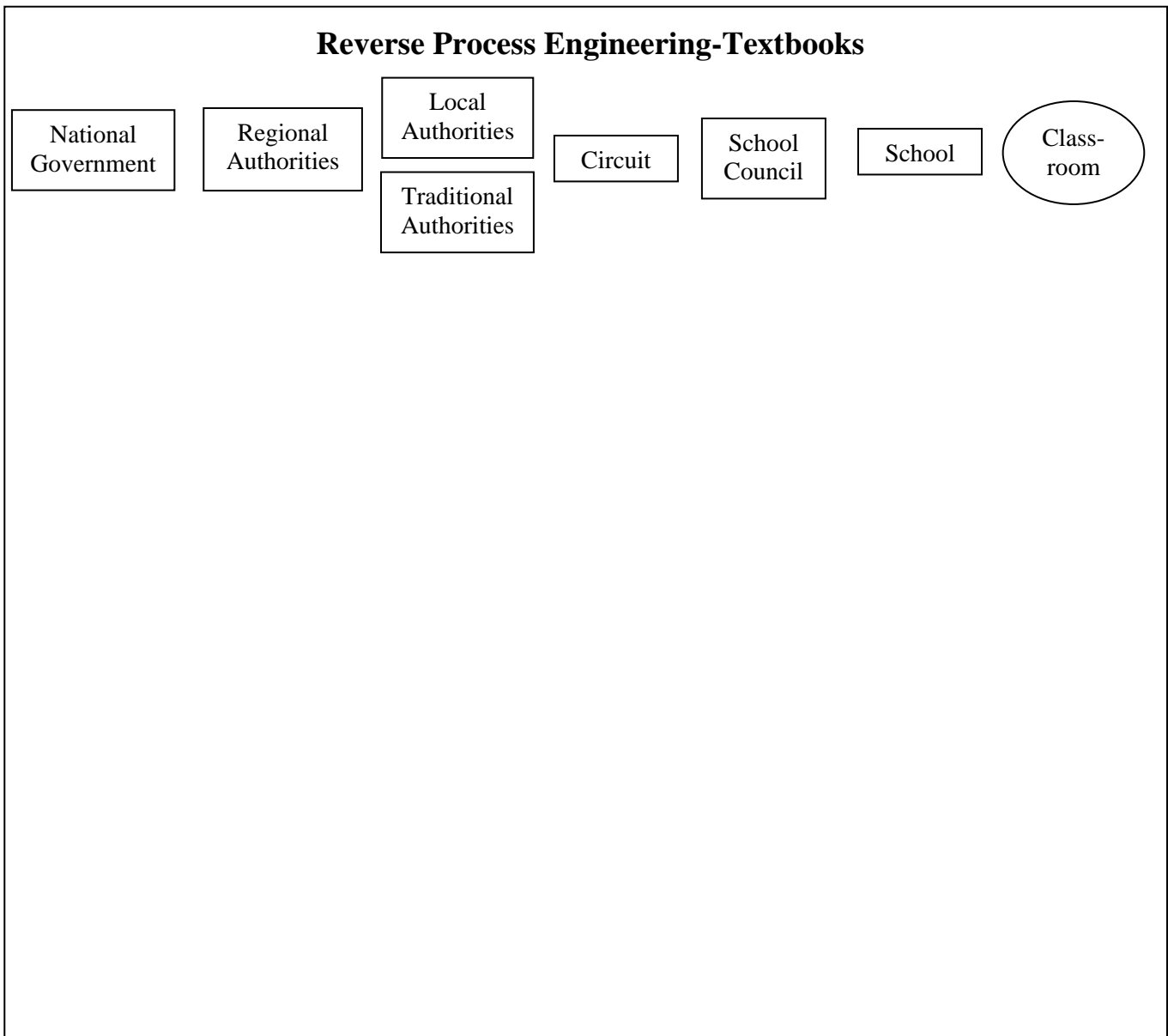
- Who evaluates the performance of individual teachers and determines their training needs?
- Who determines which in-service training should be provided to the school as a whole?
- Who determines how to provide the in-service training?
- Who determines who should provide the in-service training?
- Who actually contracts for the training?
- Who pays for the training?



Resource # 4: Textbooks. Our visit to the school will also reveal how many textbooks of different subject matters students have access to. Who makes decisions about which textbooks are purchased? About how many are purchased? About the required content of the textbooks?

Questions you need to consider

- Who determines the required minimum content of textbooks used in public schools?
- Who designs the textbooks?
- Who writes the textbooks?
- Who prints the textbooks?
- Who distributes the textbooks?
- Who selects the textbooks to be used in the classroom?
- Who procures or purchases the textbooks?



Resource # 5: School Renovations. The school we visit may be new, or it may be dilapidated. It may have electricity, or not. It may have freshly painted walls, or not. It may have adequate classroom space, or not. What determines the physical state of the school building? Who determines whether renovations should be?

Questions you need to consider

Who determines the location of new schools?

When there is insufficient space for all students, who decides whether to construct additional classrooms?

Who contracts for or carries out construction or renovation?

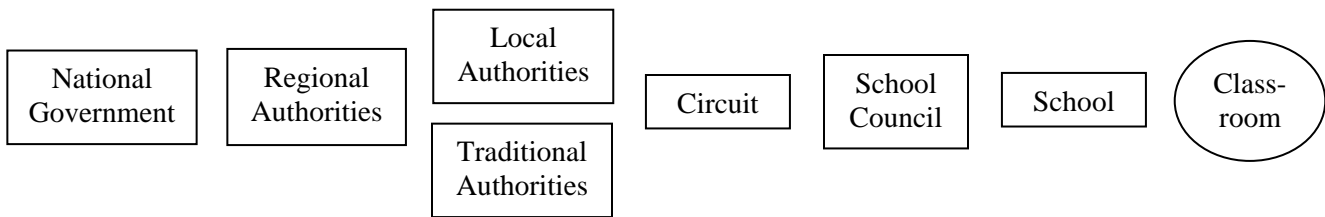
Who contracts for or carries out school maintenance?

Who finances school construction or renovation?

Who finances school maintenance?

Who inspects schools to determine whether facilities are adequate?

Reverse Process Engineering-School Renovations



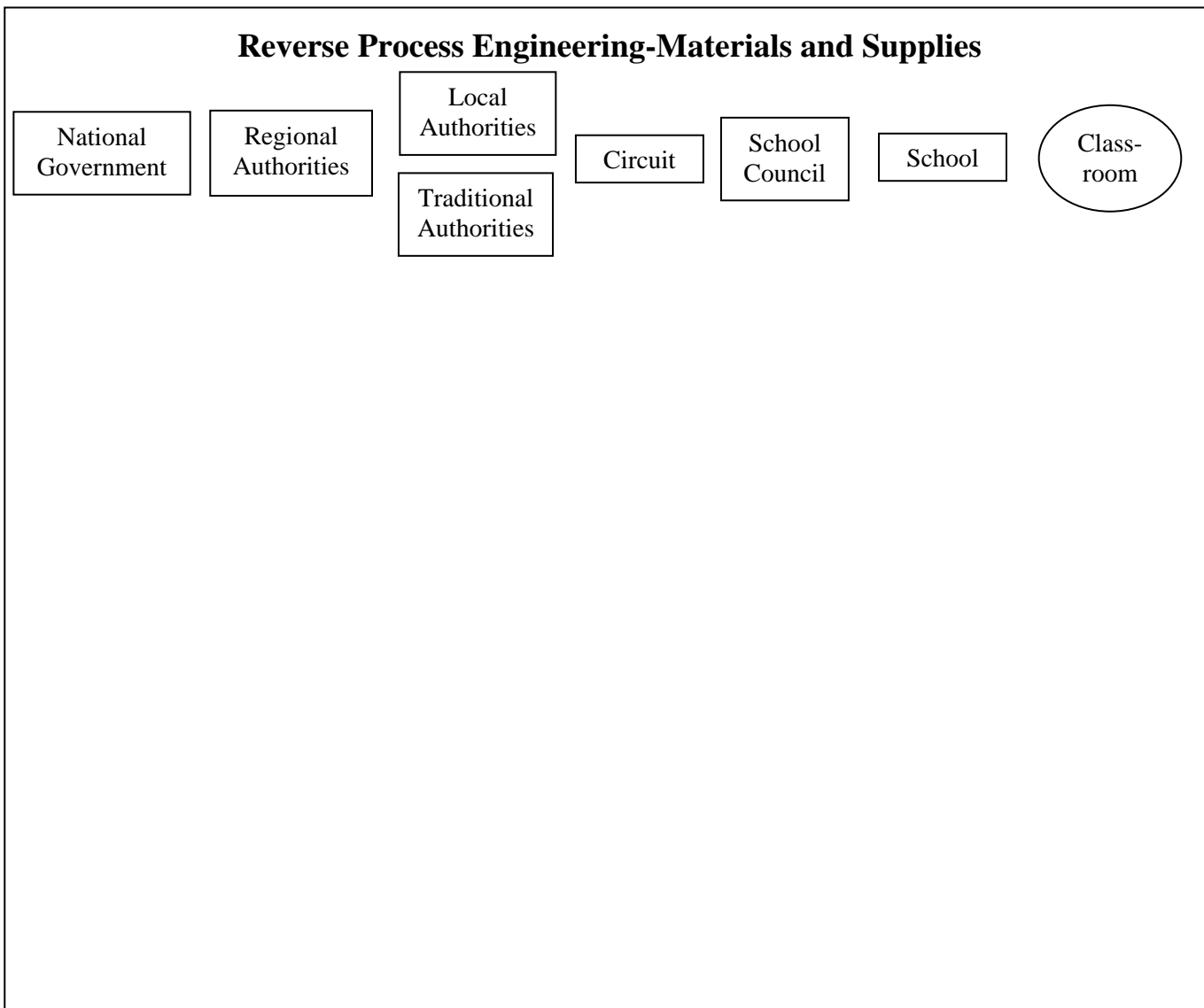
Resource # 6: Instructional Materials and Supplies. When visiting the school, we'll observe the instructional materials and supplies the teacher has available in the classroom. Typically, the education ministry under-funds materials and supplies, so some of those we observe may be funded by the community, or by the teacher herself.

Questions you need to consider

Who funds equipment, furniture, materials and supplies?

Who selects instructional materials for the schools?

What say do teachers have over the instructional materials they wish to use in the class?

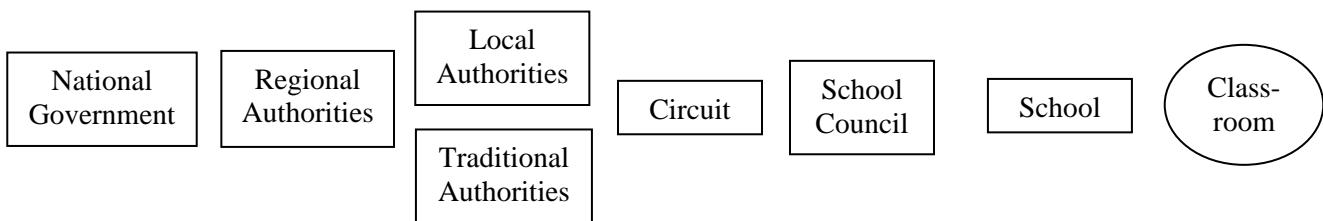


Resource # 7: Educational Assessment. On our school visit, we may ask parents and teachers how their school is doing in terms of academic achievement. Their responses may be informed by well-publicized standards or by knowledge about the achievement of schools in nearby communities, or they may be poorly informed despite the existence of testing information.

Questions you need to consider

- What are the different ways students can be assessed?
- Who is responsible for assessing student performance?
- Does Namibia participate in any international student testing system?
- How are test results reported?
- Who pays for assessments that students take??
- Who designs student assessments?
- Who determines how frequently assessments are administered?
- Who decides what will be assessed?
- How are results of assessments reported and who receives them?
- Who covers the cost of administering and scoring assessments?

Reverse Process Engineering-Educational Assessment



Unit 8

How Can Decentralization Make the System Work Better?

Overview:

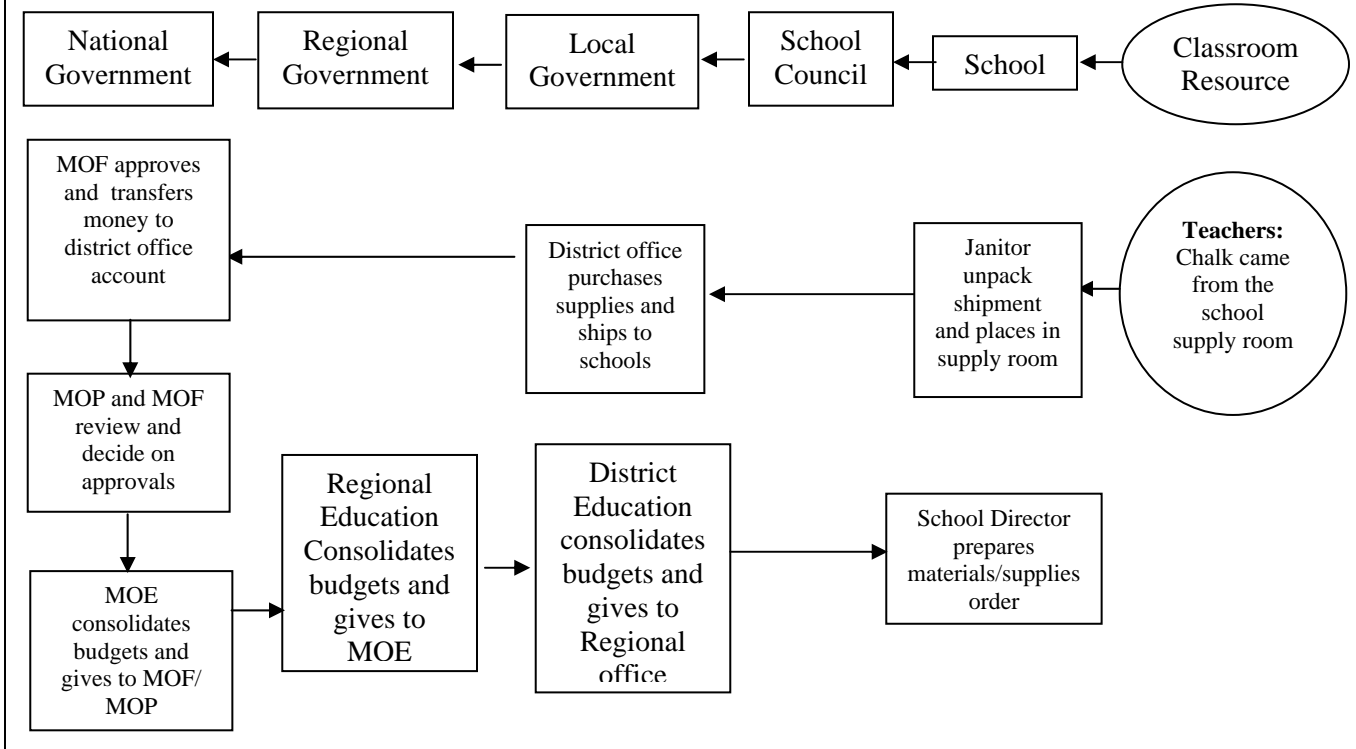
Thus far, we have examined the concept of quality education, defined what decentralization is, practiced reverse process engineering and identified the legal and regulatory environment in which Namibia is decentralizing. At this juncture, we assume that most educators view decentralization as a way they can improve the quality of education. To do this, we have to link the indicators of education quality to how the system can become more effective and efficient in creating an enabling environment for these conditions to be reached. The purpose of the following activity will be to link the quality indicators at each level of the system to parts of your educational system and decentralization.

The reverse process engineering exercise pointed to how some functions are currently being carried out in your system. By going through the activity you probably have identified ways in which decentralization could make the system more efficient and/or more effective. For example, although the current regulations may have redefined how textbooks are designed, procured and delivered to the classroom (*de jure*), the way the system is actually functioning is different (*de facto*). The next activity will help you to define the linkage between education quality and your decentralization efforts.

Activity 9: Applying Reverse Process Engineering to Improving the System. The example from the previous unit is reproduced below. There is a blank box directly below the example. In your group discuss how the process could be simplified to improve the speed and accuracy of the order; to reduce cost of ordering; to involve the community in the process; and to improve the selection of materials that can better help teachers in the classroom. Draw the boxes and label them showing a new process for procurement of materials and supplies. When you finish, the facilitator will lead the group in discussing the different ways the process could be restructured. During the discussion, we will want to ask a few questions:

1. Will the regulations in Namibia allow you to make the changes?
2. Is procurement of materials and supplies a problem in Namibia?
3. How would you initiate change in Namibia?

Schematic Diagram: Reverse Process Engineering-Chalk Example



A More Effective and Efficient Way For Providing Materials and Supplies

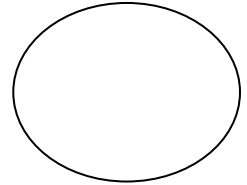


Activity 10: Constructing a reverse process engineering diagram for the top priority.

In activity 3, page 9, you identified the top three priorities you feel are necessary characteristics. The facilitator will select the top priority and you will prepare a diagram using reverse process engineering for the way the process is currently being handled and in the second box a diagram for how you feel the process should be handled to improve the quality of the system. This is to be done in your groups and then will be discussed:

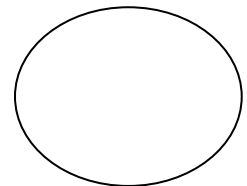
Priority #1: _____

Current Status



Priority #1: _____

Desired Status



Activity 11: Describing the new way. On the following table, there are two columns. In the first column list each of the steps you propose are necessary to improvement the process related to your high priority characteristic. In the second column the step in such a way that shows who is responsible, why the step is there, and how it improves on the old way of completing the process:

Steps in the Process	Description
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	

Unit 9

What Are the Roadblocks to Improving the System?

Overview:

When organizations make massive changes, there is often resistance at different points in the system. Some people perceive they must relinquish power and fight the change. Some are simply afraid of change because its impact is unknown. If decentralization is to succeed, it is important to identify where in the system resistance is expected and plan for how to address it. The following activity is designed to help identify where there may be resistance in Namibia's system and discuss how it can be handled.

Activity 12. Determining Roadblocks. Before a plan can be developed for the top 10 decentralization priorities, it is useful to determine what roadblock exist that may inhibit or prevent achieving your plan. Roadblocks may take the form of people, organizations, or other environmental conditions such as travel distance, lack of communication resources. The table on the following page contains three columns. In the first, list the 10 priorities for which you have achieved consensus. Within your group, discuss, what factors might serve as roadblocks. List these roadblocks next to the appropriate priority sub function. When finished, the facilitator will hold a large group discussion to identify ways and means that individual roadblocks may be overcome.

Roadblocks and Possible Solutions

Top Priorities	Possible Roadblocks	Possible Solutions
1.		
2.		
3.		
4.		
5.		

Unit 10

An Action Plan to Accelerate Decentralization

Overview:

An action plan is generally a one-year plan that provides sufficient details to explain how, in this case, decentralization can be accelerated. The following activity will have your group work through a series of steps to complete an action plan for accelerating decentralization.

Activity 13. Completing an Action Plan. The following steps will convert the top priority sub functions into an action plan to accelerate decentralization. The plan may be different for each group based on its perspective. The form on the following five pages provides space to prepare a plan for the 10 sub functions. In your groups, complete the steps outlined:

Column 1: There are spaces for 10 goals across the following five pages. Each of the ten sub function priorities needs to be converted into a goal statement. For example, if develop a set of student policies is a top priority, a goal statement might be to Ensure that schools and districts work together to prepare guidelines for student policies. Before this can be written, the group needs to consider the legal and regulatory framework for decentralization so the goal is in line with the framework. After completing the first goal, the facilitator will ask a representative from each group to read the goal statement so that it can be critiqued for accuracy and form. Once completed, each group is to prepare the balance of nine goal statements and fill them in the appropriate space in column 1.

Column 2. Target outcomes are the measurable results to show that the goal has been achieved. There may be one or more measurable outcomes that need to be listed. Using the same example as above, if your group represents a district, one target outcome will be to have a written policy statement prepared and publicized throughout the district. A second outcome might be to have each school submit a written student policy to the district for the file. In each case, the outcome can be measured. Complete the second column for the first goal and then the facilitator will follow the same approach as was done for column 1 to verify each group understands. Once completed, your group is to complete target outcomes for the second goal only. The balance of 8 goals will be completed at a later date.


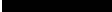


Column 3. In this column, the specific actions necessary to achieve the outcomes are to be listed with the job title of the person responsible shown. Following our same example, The first action may be to prepare district guidelines for student which could be the responsibility of the district department director for students. The second action may be to secure approval from his or her supervisor. Step 3 may be to issue a news release which might be the public relations department responsibility. And so on. List the steps

which might include anywhere from 4 to 10 different actions to achieve the target outcomes of the first goal. When completed the facilitator will ask group representatives to write the actions on the board for review. Once completed, your group should prepare a list of actions for the second goal only.

Column 4. The timeline indicates the start and finish estimate for each action. If there are five actions for a goal then there should be five lines, one for each action. This column is divided into four quarters which represent one year of activity. This plan may be for more than one year. If that is the case then the line for a specific action that continues into the next year should have an arrow on the end to indicate the action continues. Some actions may last a few weeks while others may take a number of months. The timeline is key for the person responsible for plan implementation so that he or she can monitor the plans progress. Complete the action timeline for the first goal and then the facilitator will ask a representative from each group to fill out the timeline next to the actions that are on the board. Once discussed, finish the actions for the second goal only.

Column 5. Resources are the subject of the last unit. The facilitator will lead the discussion for the next unit where an activity will be completed. Once completed, you will return to this unit and fill in column 5 for goals 1 and 2.

Action Plan for Accelerating Decentralization

Goal	Target Outcomes	Actions/Person Responsible	Timeline				Resources
			Q1	Q2	Q3	Q4	
<p>Example.</p> <p>Improve the accuracy and flow of data from the schools to regions and back down</p>	<ol style="list-style-type: none"> 1. Standard policy and procedure for plan development and reporting approved by regional council 2. School plans successfully completed by every school in region 3. School plans consolidated at local and regional levels and successfully submitted to MOE 4. Each level receives copy of plan from the level above (district to school and region to district) 	<ol style="list-style-type: none"> 1. Regional council appoints committee to develop policies and procedures 2. Draft p/p submitted to council 3. Modifications and approved by council. 4. Communications effort to all local govt. and schools to understand p/p 5. First draft school plans completed by school councils and submitted to local level 6. Local council prepares consolidated plan and submits to regional council 7. 					<ul style="list-style-type: none"> • Funding for travel of council members • Printing of p/ps and school, local and regional plans • Communication costs for travel, per diem and meetings • Additional computers and printers for local and regional office • Outside, professional technical assistance • Monthly cost to establish internet between region and local offices
<ol style="list-style-type: none"> 1. 	<ol style="list-style-type: none"> 1. 2. 3. 	<ol style="list-style-type: none"> 1. 2. 3. 4. 5. 6. 7. 	<p>Q1</p>	<p>Q2</p>	<p>Q3</p>	<p>Q4</p>	

Action Plan for Accelerating Decentralization

Goal	Target Outcomes	Actions/Person Responsible	Timeline				Resources
			Q1	Q2	Q3	Q4	
2.	1. 2. 3.	1. 2. 3. 4. 5. 6. 7.					
3.	1. 2. 3.	1. 2. 3. 4. 5. 6. 7.	Q1	Q2	Q3	Q4	

Unit 11

Identifying Resources throughout the Education System

Overview:

At each level of the system, resources are available to those charged with the responsibility of improving education. Resources may take three forms. People represent the first category of resource. Sometimes people are available as individuals such as parent volunteers and sometimes as part of an organization such as a teachers' union. A second resource is money. Money may be allocated for specific purposes that can be accessed through a formal request or donated by special interest groups or individuals. All other types of resources may be classified as "other" and can take many forms such as land, buildings, educational materials, raw resources such as bricks and many others. It will not be possible to achieve your plan without accessing resources as has been identified in the last column of your plan in the previous unit. The purpose of this unit is to generate as complete a list of possible resources before determining which can be accessed to assist in meeting the requirements of your plan.

Activity 14. Identifying resources at each level of the system. The following matrix identifies the levels of your education system and the three categories of resources. Your group will discuss the types of resources available and write the names of those resources in the appropriate boxes in the matrix. The title should be specific and use the terminology commonly used or mentioned in the regulatory documents.

The facilitator will stop the small group discussions and ask representatives to write examples of the types of resources on the board in the appropriate boxes. The facilitator will lead a large group discussion to define each resource and how decision makers can mobilize each resource at each level of the system.

Activity 15. Completing the Action plan for accelerating decentralization. Under the previous Unit V, your group completed the first four columns of an action plan for the first two goals. Under this activity you will complete the last column of the plan by identifying resources you will mobilize to achieve the target outcomes. Using information from the matrix below, begin with your first goal. Discuss which resources appear to be the most appropriate to mobilize in order to complete the actions you have identified. When you agree on which resources will be mobilized list them in the last column providing a very brief description of how they will be mobilized. After completing one goal, the facilitator will ask each group to identify the resources chosen and to explain why they were chosen and how they will be mobilized. At the completion of this activity, you will have a complete plan for the first two goals. Depending on the time available, you may be asked to complete one or more of the eight goals yet to be completed.

Available Resources

Level	People/Organizations	Financial	Other
National	National Education Advisory Council		
Provincial		Innovation grants scheme	
District			
School Community			Unused building space

Annexes

Examples of National decentralization Efforts

Country	Type of Decentralization	Degree of Decentralization to Government	Degree of Decentralization to Schools	Finance Mechanism
El Salvador (1991-Present)	Delegation to rural school communities	Central Government: ensures distribution of financial resources to the community level, provides technical support and assistance in organizing of ACE when needed, trains teachers and provides didactic materials, and supervises the use of resources through selective audits. ACE recruits and pays teachers, provides and maintains buildings, purchases texts and supplies.	Schools are managed by ACE (Community Associations for Education), elected from the parents of the pupils.	Central Government provides funding on a per pupil basis directly to the ACE. The Central Government provides all funding.
Indonesia (1999-Present)	Devolution to district government.	Central Government: sets national standards, .e.g. curriculum, examination, teacher certification, teacher pay. Provincial Government has very limited role. District Government: finances schools, manages teachers, implements education policies.	Creation of elected school councils with very limited powers.	Central government provides block grants to District Governments. District Governments may transfer funds to schools for non-personnel expenditures, but most expenditure is located at the District level. Some funding comes from families and other non-gov't sources, such as entrance fees, monthly levies and donations from parents to PTAs. Central Government Scholarship and Grants Program (SGIP) started in 1998 to provide extra funding for poor schools.
New Zealand (1987-mid 1990s)	Devolution to school board of trustees.	Central Government: sets national standards, e.g. curriculum, examination, teacher certification, teacher pay. Board of trustees has broad powers to select headmaster, recruit teachers and make all school expenditure decisions.	Schools are managed by board of trustees made up of only elected parents.	Central Government provides funding directly to schools via a formula-driven capitation grant.

Country	Type of Decentralization	Degree of Decentralization to Government	Degree of Decentralization to Schools	Finance Mechanism
Nicaragua (1990-Present)	Delegation to voluntary autonomous school councils.	Central government is responsible for setting minimum educational standards, standardized testing, monitoring of financial and learning equity. School councils recruit teachers and principals and make all expenditure decisions.	Creation of elected school councils which include parents, teachers, and principal. Also, there is a parents-only parent council which sets the school fees, revenue which goes to the school council for spending.	Central Government transfers fiscal resources to the schools based on enrollments.
South Africa (1994-Present)	Devolution to provincial governments.	Central Government: sets national standards, teacher certification and pay. Provincial government determines educational spending. School governing bodies set fees and determine non-personnel spending allocations.	Create School Governing Bodies (SGB); Democratize school governance through a nationwide network of Parent, Teacher and Student Association (PTSAs).	Central government shares revenues with provincial governments on an unconditional basis. Middle Class Mandatory Fee Clustering (MMFC) calls for schools to be allowed to levy user fee above state subsidies for the provision of education
Chile (1982-Present)	Devolution to municipal governments.	Central government sets national standards, teacher certification, and core curriculum. Municipal governments set teacher pay, recruit teachers and principals.	No school level governance body created.	Central government provides 90% of all school funding via formula-based capitation grant to municipal governments. Municipalities provide the other 10% of funding from their own revenue sources. There are special school grants to target poor students and reward high performing schools.

Optional Activity for Unit 4

Activity: Identifying Constraints to Accountability in Public Education.

There are five sets of questions on the following tables. Each question requires a "yes" or "no" response followed by a space for comments. Someone in your group should be the "reader" and read each question. The group then discusses the implication of the response.

For example, if the response to the question about education quality as a political campaign issue outcomes is a "no", what implication does this have for the system? Why is it important for basic education quality to be prominently debated by politicians at either the national or sub national level? Record the key points of this discussion for each question in the comment box. Also, there is one blank box to allow your group to ask a question that relates to quality which may not have been included in the list.

At the completion of the first set of questions, the facilitator will lead a discussion about increasing client voice resulting in a set of recommendations as to how to increase client voice in the context of decentralization. Subsequent discussions will take place and recommendations will be made at the completion of each of the five sets of questions.

Elements of Accountability: Client Voice

Question	Answer Y/N	Comments
Is the quality of education an important issue in local or national political campaigns?		
Does each school have an elected school management committee [SMC] that includes parents and other community members?		
Do school councils have important responsibilities? Do they have an important role in formulating the school budget?		
Is there a regional or national association of school councils or PTAs which is active in expressing parent views on education?		
Do parents know how to and whom to express their complaints about the school?		
How many weeks does it take on average for parents to receive responses to their complaints from the responsible policy-maker?		
Does the SMC hold open, public meetings? How frequently?		
Do parents contribute financially or in kind to the school—SMC, PTA?		

Elements of Accountability: System Management

Question	Answer Y/N	Comments
How many layers of bureaucracy are there in the chain of command between the policy-maker and the school?		
Do parents have a say in who is selected as director of the school?		
Do parents have a say in the recruitment of new teachers?		
Do parents participate in preparing the school's development or improvement plan?		
Do parents contribute their time in the school [e.g., cooking or cleaning] or classroom [e.g., work as teachers aides]		

Elements of Accountability: Good Information

Question	Answer Y/N	Comments
Do parents receive an annual report on the financial and academic performance of their school?		
Is the budget of the school posted in a visible place in the school for all parents to see?		
Does the school inspector assess the quality of schooling and make recommendations for its improvement?		

Is the school inspector’s report of each school visit posted in a public place for parents to see?		
Is there any way parents can find out how well their school performs academically compared to other schools in the area or in the country?		
Do parents know how often teachers are absent from the classroom in their school?		

Elements of Accountability: Clarity of Roles

Question	Answer Y/N	Comments
Do different levels of government share responsibilities for particular education functions?		
Can the school director or SMC recruit and select their own teachers?		
Do different levels of government (e.g. national education ministry vs. regional education ministry) ever disagree about who should make particular decisions?		
Are the roles and responsibilities of SMCs set out clearly in laws and regulations?		
Does the SMC or school director have enough control over the use of the school’s budget and resources that they could be held accountable for poor performance?		

Elements of Accountability: Strong Incentives

Question	Answer Y/N	Comments
If a school performs especially poorly in teaching children, are there any negative consequences for the school director?		
If a particular teacher performs especially poorly in teaching children, are there any negative consequences for the teacher?		
If a school performs especially well given its circumstances, is there any reward for the school or its teachers?		
If the school director and/or school council misappropriate school monies, are they likely to be caught? Are there any negative consequences for being caught?		

Selected Readings

EDUCATION DECENTRALIZATION AND SCHOOL GRANTS: A Review of International Experience

Education systems around the world are decentralizing the management of education services to levels closer to beneficiaries: students, parents and communities. School grants are an important tool within decentralization to improve efficiency, quality, and equity. This policy brief examines the design, management, and impacts of school grants.

The Education Problems Addressed by School Grants. The problems of public education in developing countries are well known. Both the coverage and quality of instruction are inadequate, especially for the poor. The causes are familiar. Teachers are poorly trained and the in-service training provided by education ministries seldom meets the particular needs of teachers at the local level. Ministries lack the capacity to efficiently and effectively deliver resources, including school construction, to schools. Salary expenditures crowd out essential non-salary resources, such as textbooks. Incentives for good performance are almost nonexistent. School grants are a tool that can help address some of these problems in the context of decentralized systems.

What Are School Grants? School grants are transfers of financial resources and authority over those resources from governments or NGOs directly to schools or small networks of schools. School grants are managed by the school director, a school council, or PTA with the legal authority to receive and spend monies. School grants are used in numerous developing countries and are often supported by education development projects financed by multilateral and bilateral organizations.

School grants can be either unconditional or conditional. Unconditional school grants are those that the receiving organization may spend as it wishes. An example is Nicaragua's Autonomous School (AS) model, where the Ministry of Education transfers a monthly lump sum payment to secondary schools, which may decide how to spend funds. Conditional school grants are financial resources transferred to the school level for the purpose of purchasing specific school inputs such as textbooks or teacher training or to fund school improvement projects.

What Are the Objectives of School Grants? The objectives of school grants vary widely. It is precisely this capacity to address multiple and different objectives which makes them an attractive policy tool. The improvement of the quality and relevancy of school inputs—more specifically, better teacher performance, increased provision and relevance of texts and school materials, and improved school infrastructure—motivate many school grant projects. The Small Grants for School Improvement Program (PPSE) in Guinea enables teachers to take responsibility for their own professional development projects. Teams of up to 10 teachers work together to determine their own professional development needs and compete for small grants.

A second objective common to many school grants is the promotion of community participation by giving grants to school councils to manage. Several grants programs (e.g., Nigeria's Literacy Enhancement Assistance Program, LEAP) provide school councils or PTAs with resources to implement agendas that they themselves identify and develop.

Objectives of Various Grant Programs		
OBJECTIVE	INTERMEDIATE OBJECTIVE	GRANT SCHEME EXAMPLE
Improve quality and relevance of specific school inputs.	Train teachers in the skills most appropriate to their local context	Guinea's PPSE program financed school-based teacher professional development proposals
	Improve provision of teacher and learning materials	Cambodia's EQIP project promotes development of effective schools with grants to school clusters for books and materials
Increase parental involvement in schools	Increase parental involvement in schools	Ethiopia's CSGP grants monetary school incentive awards to strengthen community support for primary schools
Improve equity	Increase coverage in remote areas	El Salvador's EDUCO program covers remote, rural areas
	Target additional resources on students from poor families	Chile's P-900 program targets schools falling well below the regional average for the national standardized test to measure student performance
	Target additional resources on schools most adversely affected by crisis	Indonesia's SIGP program targets additional financial resources to schools with damage from natural disaster or influx of displaced populations due to civil unrest
Improve management of resources	Ensure minimal levels of spending on nonpersonnel inputs	Brazil's State of Minas Gerais PAIE provides nonsalary resources for financing school based initiatives
	Financial incentives for improved school performance	Chile's SNED program provides salary bonuses for high performing schools in poor communities
	Leverage local funding	Nicaragua's AS, in return for broad authority over a wide array of schooling issues, supplements ministro funds with resources levied through school fees

Some school grant programs also have the objective of improving school access and/or equity and often use a targeting mechanism to meet populations underserved by the education system. With the aim of serving the poorest and most isolated communities, El Salvador's Education with Community Participation Program (EDUCO) channels education funds through parents' organizations at the community level with the purpose of hiring teachers and managing educational services in their communities. A fourth stated objective of school grant schemes is the improvement of management and efficient utilization of resources. In most countries, teachers' salary expenditures crowd out essential non-salary expenditures. School grants that are earmarked for non-personnel inputs are one means of ensuring minimum provision of such inputs.

What Are Some Design Features of School Grants? School grant funds are often formula-based, with poverty rates and student population determining the funding amount. Some school grant schemes incorporate a targeting mechanism to reach underserved populations. School grants can be competitive or simply based on fulfillment of certain criteria. School grant schemes can also offer incentives based on performance. Ethiopia's CGPP bases the opportunity for continued participation in the program on approved financial and subproject management of previous grants. Schools progress through three phases of funding. Each phase is worth

increasingly more funding, and the application criteria become increasingly more rigorous. Alternatively, Chile's SNED awards its incentive grants based on student achievement.

To increase accountability for funds, a variety of programs include safeguards. Indonesia's SIGP requires that two members of the school committee, the head teacher, and the community representative sign to open the school's bank account and to approve each withdrawal and use of funds. At each phase in Ethiopia's CGPP, the school sponsors an open house to inform the larger community about school improvement efforts. After completion of the project, the school holds another open house to convey its accomplishments.

Conclusion. There is no unique blueprint for the appropriate school grant scheme design. Programs must be designed in light of a country's specific education goals. The sustainability of school grants can be ensured by requiring that they be embedded in the existing education management structure, and there is a financial infrastructure to process and account for financial flows.

This paper was written for EQUIP2 by Alexandra Schlegel and Donald R. Winkler (RTI), October 2004.

INFORMATION USE AND DECENTRALIZED EDUCATION

Decentralized education confers increased governance and management authority to clients—parents and community members—and/or sub-national (local) governments. To successfully play their new role, these actors need easily understood and relevant information on the academic and financial performance of their schools. They need to know information on the costs, resource use, and educational outcomes of their schools and, in addition, how their schools compare relative to other schools on these measures. The traditional education management information system [EMIS] does not meet this need.

The Problem. By collecting data at the local level for use at the central level, the traditional EMIS is designed to almost exclusively serve high-level decision-makers. Information rarely makes it way back down from the central to the local level. Thus, the clients of the educational system never acquire the capacity to understand and use quantitative information. The lack of knowledge about the performance of their schools means parents or other clients may be falsely lulled into believing performance is adequate. Lacking performance knowledge, clients also find it difficult to press their demands on the authorities—either local or national—for improved schooling. In short, the absence of performance knowledge reduces client demand, constrains them in expressing that demand, and interferes with their ability to hold service providers accountable.

The Challenge. For decentralized education to fulfill its promise of greater accountability by schools to parents and the community, the traditional EMIS must be turned on its head and make parents and communities as its principal client, not the planners in the education ministry. There are three key components to successfully transforming the traditional EMIS and creating a sustainable information culture among clients: [a] reorient the education information system to clients; [b] build capacity to use information at the local level; and [c] raise the demand for information.

Reorienting EMIS to the Client. The information needs of the clients of the educational system are different from those of high-level planners and policy-makers. A participatory dialogue with clients can help design an information system catering to their unique needs. For example, in Kano State, Nigeria, dialogue with PTA members, teachers, principals and central planners guided the redesign of the data collection tool and the information system that managed the data. In addition, the dissemination of data is likely to require change, especially for users at the school level who may lack internet or computer access and who may have limited capacity to read and understand data. For these users, dissemination often relies on paper-based products with visually-appealing graphics that are easily interpreted and understood. Dissemination of information through local newspapers is one option which was used to distribute test score results in South Africa and to inform users of how much their schools should be spending in Uganda.

Building Capacity Among Users. Building the capacity of stakeholders to use information is essential if information is to support decision-making and improved accountability. For example, in Guinea school councils have been trained how to conduct a

school self-assessment and how to interpret the resulting indicators. In Nigeria, local education officers and school-level stakeholders were trained to analyze data, to interpret indicators, and to use information for planning and management activities. In countries where the responsibility for managing the information system is itself being decentralized to local governments, as in Ghana and Guinea, local planning officials require training in basic computer skills and data analysis techniques.

Raising the Demand for Information. Numerous donor-funded efforts to build EMIS systems have not been sustained once donor funding ended. These efforts to supply information have failed largely due to the lack of sustained demand by users for information. The construction of client-oriented EMIS systems run the same risk as with the traditional EMIS. Simply supplying information will fail in the absence of efforts to also increase information demand. One principle which must be followed in designing a client-oriented EMIS is to build on the underlying interests and goals of each stakeholder group. Demand for information can also be increased by building a collective stakeholder commitment to improving their schools and to holding service providers accountable for their resource allocation decisions. In Nigeria, parents, school staff, local education leaders, and elected community leaders have participated in workshops to help them define priorities and goals using comparative school data. The result has been increased use of and demand for school-level information.

This policy brief was written by Jon Herstein and Donald Winkler, RTI International.

An Information System for All in Kano, Nigeria

Kano State, Nigeria, is undergoing a transformation of its education management information system—from one that serves very few people and very few purposes to one designed to meet the needs of all stakeholders and go beyond merely counting students and teachers.

A new collection tool and a data management system were created after soliciting input from stakeholders state-wide, including central planners and managers; local education officers; PTA and teacher's union members; and members of the legislature, the governor's office, testing authorities, and the Ministry of Finance. In addition to capturing information relevant to all stakeholders, the new information system also generates multidimensional reports targeting different issues and different users, as designed by the end-users themselves. For example, state personnel managers can easily review information about the number of teachers eligible for promotion and the subject areas with the greatest need for teachers, both of which inform recruiting. At the same time, school communities receive a school report card that shows basic information about their school and presents key indicators in graphic form for the school, the local government area, and the state. As new information needs emerge, the information system will be revised to capture the necessary information and generate useful information products.

While some users can access the information system via the Internet, the majority relies on paper-based reports. In addition to disseminating these on an agreed-upon schedule, education information is shared with the general public via radio shows that not only discuss the measures and implications of various indicators, but also inform stakeholders about the availability of information from the EMIS.

In addition to increasing the number of users by making information more relevant and accessible, the uses of information have increased in Kano. No longer just for supporting decision-making, such as planning the number of books to purchase, information is now being used by stakeholders to ensure transparency in system management, create accountability from provider to client and from central to local government, and obtain a baseline measure on the basis of which system goals and standards will be developed.

Raising Awareness about Financial Information in Uganda

Schools in Uganda receive funding for no salary education expenses on a per-pupil basis through capitation grants, which are transferred by the central government to local governments for administration and distribution to schools. A World Bank Public Expenditure Tracking Study (PETS) in 1995 showed that schools were only receiving approximately 20 percent of the grant funds, with the other 80 percent being lost to "leakage." This may have been due to monies being diverted for other sectors, used for political activities in lieu of education development, or stolen. To increase accountability and reduce misuse of funds, Uganda took steps to raise awareness about the "leakage" and give voice to parents and schools. A two-pronged approach to education finance information was adopted in Uganda. Schools were instructed to post in public spaces detailed information about the funds received from the local government. In addition, information about grant transfers from central government to local governments, including the date and amount, was published in several newspapers, including some periodicals in local languages. In addition to this information dissemination, the government took a firm stand on disciplining education officers found to be misappropriating school funds.

The result of this campaign is encouraging. Schools now have the information needed to hold local governments accountable to turn over all entitled grant money and, at the same time, parents are now able to monitor school finances to ensure that school grants are being used to improve learning opportunities. The pressure that schools and parents have exerted has led to increased accountability and better financial management: a 2001 PETS study found that, on average, schools were receiving 80 percent of their entitlement. Research and analysis shows that the use of newspapers had a significant impact on school directors' knowledge about the grants program and that a strong relationship exists between schools' proximity to newspaper outlets and a decrease in leakage.

For more information, visit <http://econ.worldbank.org/view.php?type=5&id=34028>.

Building Capacity to Use Information in Guinea

Education in Guinea is beset by challenges: low school enrollment, gender inequity in enrollment, a shortage of trained and skilled teachers, a scarcity of textbooks and educational materials, overcrowded urban schools, and a lack of schools in some rural areas. Guinea is transferring responsibility for management of the education system to its eight regions, 38 prefectures, and over 300 sub prefectures and is increasingly relying on participation of civil society for improved education. The Fundamental Quality and Equity Levels Project (FQEL) is helping these actors to assume and carry out their new responsibilities. By involving civil society actors (e.g., parents' association members, teachers union representatives, local NGOs, school directors, teachers) in country-wide standard-setting consultations, situation analysis, and sectoral planning work in the regions and prefectures, participation in education planning and dialogue is extended beyond the traditional managers of Guinea's previously centralized, top-down education system. To support these new actors, capacity building has taken place at all levels of the education system.

At the central level, planners and managers have been trained in skills they need to make best use of information: statistical analysis, computer use for planning and modeling, budget preparation, policy brief development, monitoring and evaluation, and education research. Local education officers have been trained in data collection and management, including use of Guinea's improved EMIS system, as well as in planning and budget preparation.

Working with partner NGOs Action Aid and World Education, FQEL has built the capacity of the school community, including parents, teachers, and other civil society stakeholders, in the use of information and diagnostic and planning tools for school assessment and improvement. One such tool is the School Situation Assessment Worksheet, a data collection and analysis tool designed to permit school and community stakeholders to diagnose schools in order to identify and quantify areas for improvement. Stakeholders are trained in how to collect the necessary data and calculate and interpret the resulting indicators, as well as how to assess their school against national standards. This diagnosis informs the school's improvement plan and provides information necessary to develop annual budgets for these activities.

Report Cards and Accountability in Decentralized Education Systems

(insert 8 page PFF paper)

Strengthening Accountability and Participation: School Self Assessment in Namibia

(insert 8 page PDF paper here)

Insert Power Point Presentation

**Decentralization Workshop
Namibia
May 11-13, 2005**

Evaluation Questionnaire

Please complete this questionnaire to help us improve our learning events in the future. Please be honest and open with your ratings and comments.

Your opinion of the workshop as a whole

- Please rate each aspect of the workshop listed below on a progressive scale of 1 to 5, where 1 is the minimum and 5 is the maximum.
- If you feel that a question does not apply to you, or that you do not have enough information to express an opinion, please fill the “no opinion” option.
- Please fill only one circle per question.

- | | |
|--|-------------|
| 1. Relevance of this workshop to your current work or functions | ① ② ③ ④ ⑤ ○ |
| 2. Extent to which you have acquired information that is new to you | ① ② ③ ④ ⑤ ○ |
| 3. Usefulness for you of the information that you have acquired | ① ② ③ ④ ⑤ ○ |
| 4. Focus of this workshop on what you specifically needed to learn | ① ② ③ ④ ⑤ ○ |
| 5. Extent to which the content of this workshop matched the announced objectives | ① ② ③ ④ ⑤ ○ |
| 6. Overall usefulness of this workshop | ① ② ③ ④ ⑤ ○ |
| 7. Extent to which the workshop helped you to better identify what needs to be done to design and implement decentralization in your country | ① ② ③ ④ ⑤ ○ |
| 8. Extent to which you have progressed in the development of your plans for decentralization | ① ② ③ ④ ⑤ ○ |

Written Comments