



Ministère de l'Education Nationale,  
de l'Enseignement Supérieure,  
de la Formation des Cadres,  
et de la Recherche Scientifique



Agence  
Japonaise de  
Coopération  
Internationale  
(JICA)

*BEIP*

***THE BASIC EDUCATION IMPROVEMENT PROGRAM  
FOR RURAL AREAS IN  
THE KINGDOM OF MOROCCO***

***Final Report  
Executive Summary***

*January 2006*

**International Development Center of Japan  
KRI International Corp.**

## **PREFACE**

In response to a request from the Government of the Kingdom of Morocco, the Government of Japan decided to conduct a study on the Basic Education Improvement Program for Rural Areas and entrusted to the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team headed by Mr. Shigeki Kawahara of International Development Center of Japan and consists of International Development Center of Japan and KRI International Corp. between September, 2003 and January, 2006.

The team held discussions with the officials concerned of the Government of the Kingdom of Morocco and conducted field surveys at the study area. Upon returning to Japan, the team conducted further studies and prepared this final report.

I hope that this report will contribute to the promotion of this project and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of the Kingdom of Morocco for their close cooperation extended to the study.

January 2006

Kazuhisa Matsuoka,  
Vice-President  
Japan International Cooperation Agency

January, 2006

Mr. Kazuhisa Matsuoka  
Vice-President  
Japan International Cooperation Agency  
Tokyo, Japan

**Subject: Letter of Transmittal**

Dear Sir,

We are pleased to submit herewith the Final Report of the “The Basic Education Improvement Program for Rural Areas in the Kingdom of Morocco (BEIP)”. This study was entrusted to International Development Center of Japan in association with KRI International Corporation, under a contract with Japan International Cooperation Agency (JICA), during the period from September 2003 to January 2006. The Report consists of Executive Summary, Main Report and Appendix.

This Program is the first proto-type program to mobilize the School Management Councils by creating a package of concrete measures to empower School Management Councils (SMCs) in order for them to improve and manage schools by their own initiatives. Based upon all the achievements and experiences, the JICA Team developed a set of training modules, models of implementation, recommendations for monitoring, and institutional arrangement, and recommendations of policy options for the promotion of bottom-up approach in the context of educational decentralization.

We would like to take this occasion to express our sincere gratitude to JICA and the Ministry of Education for providing an opportunity to conduct this Program. We are also the most grateful for the cooperation, guidance and assistance of the Steering Committee, the AREFs in Fes-Boulmane and Meknes-Tafilalet, and the Provincial Delegations of Boulmane, Sefrou, Khenifra, and Errachidia in the Government of the Kingdom of Morocco, the JICA Morocco office, the Embassy of Japan in Morocco and the international donors represented in Morocco that share the same goal of improving the education in Morocco. The Final Report is a fruit of excellent collaboration of all stakeholders in this Program.

We hope that this report will contribute to improve access and quality of basic education in rural areas and in all over Morocco.

Yours Faithfully,

Shigeki KAWAHARA  
Team Leader, JICA Study Team for  
the Basic Education Improvement Program  
for Rural Areas in the Kingdom of Morocco (BEIP)

# **1. FRAMEWORK OF BEIP**

## **1.1 Background - Issues of Primary Education in Rural Areas**

In Morocco, access to primary schools in rural areas, especially at the entry point of school, has improved remarkably during the last 10 years. The enrollment ratio of 7-year old children in rural areas jumped from the levels of 50% to 90% for boys and from 30% to 80% for girls during the period from 1992 to 2003. One of the major promoting factors for this improved access has been the opening of many satellite schools in remote rural areas.

At the same time, however, the primary school dropout rate is identified as a persistent problem. There are many children who cannot complete primary education. In 2003/2004, only 30% of children in rural areas had completed grade 6, in contrast to urban areas where 75% had completed.

Rural poverty is the largest factor in this high dropout rate. At the same time, the basic education system itself is ineffective in rural areas for various reasons, including the following;

- Insufficient basic infrastructure - many rural schools are poorly maintained and do not meet minimum requirements.
- Weak communication between schools and local communities.
- Overly centralized system of school management - such a system cannot effectively respond to diverse local conditions.
- Given poor conditions of schools and lack of communication, parents (local communities at large) are not convinced of the value of sending children to school.

In response to these issues, strengthening "school management at site" by defining the roles of School Management Councils (SMCs) is set as one of the three key strategies in the current Moroccan reforms. BEIP, a Morocco-Japan cooperation project officially started in October 2003, is the first proto-type program to mobilize the School Management Councils in practice by creating a package of concrete measures to empower SMCs, including training modules, models of implementation and monitoring, and institutional arrangements.

## **1.2 Program Outline**

### **(1) Objectives:**

BEIP aims to build the capacity of School Management Councils (SMCs) in order for them to improve and manage schools by their own initiatives. Four Provincial Education Delegations are also targeted for capacity building for them to be trainers and facilitators of SMCs. Two Regional Academies of Education and Training (l'Académie Régionale de l'Éducation et de la Formation: AREF) are involved in the national level of the Steering Committee and auditing of activities in the provinces.

### **(2) Geographical and School Coverage:**

The Program was implemented in four (4) provinces, namely Khenifra and Errachidia (in the Meknes-Tafilalet AREF) and Boulmane and Sefrou (in the Fes-Boulmane AREF). In these

pilot provinces, a group of pilot *communes* were chosen as the target area for BEIP based on the following criteria:

- Pilot communes should be rural communes.
- Communes where other donors are currently assisting the primary schools should be excluded
- The total number of participating school units in the four provinces should be between 100 and 150 (i.e. around 30 schools per province).

BEIP's policy on school coverage is to cover all primary schools in the target communes for the following reasons;

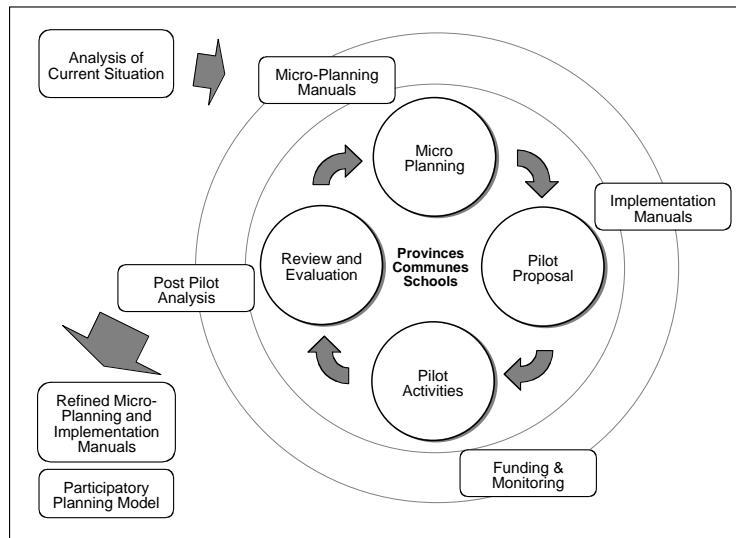
- The local people can more intuitively understand the pilot activities as "a matter of commune", and this helps to facilitate awareness and support of local communities for BEIP.
- It also facilitates implementation of commune-level activities such as educational awareness raising campaigns and fund raising activities in close collaboration with the commune council.

**Table 1: Target Communes and Number of Target Schools**

AREF	Province	Commune	School Sector	School Units				Students		
				Auto	Mother	Satellite	Total	Total	Per school	
Total			33	2	31	94	127	11,946		
Meknes-Tafilalet	Errachidia		8	0	8	19	27	1,984		
		Imilchil	4	-	4	11	15	827	207	
		Bouazmou	4	-	4	8	12	1,157	289	
	Khenifra		9	2	7	26	35	3,217		
			Sidi Hcine	2	-	2	7	14	514	171
			Sidi Yahya Ousaad	3	-	3	12	10	1,043	522
		Tounfite	4	2	2	7	11	1,660	415	
Fes-Boulmane	Boulmane		8	0	8	31	39	2,868		
			Enjil	2	-	2	13	15	975	488
		Sidi Boutayeb	4	-	4	11	15	1079	270	
		Rmila	2	-	2	7	9	814	407	
	Sefrou		8	0	8	18	26	3,877		
			Ait Sebaa Lajrouf	4	-	4	8	12	2,265	566
			Azzaba	1	-	1	1	2	497	497
	Ouled Mkoudou	3	-	3	9	12	1,115	372		

### (3) Conceptual Framework:

BEIP consists of a series of training sessions and pilot activities. As shown in the figure below, BEIP itself is a learning-by-doing process. All the participants have experienced one-cycle of "planning", "implementation", "monitoring", "evaluation", and "re-planning" through BEIP.



**Figure 1: "Learning by Doing" Framework in BEIP**

#### (4) Timetable:

The following figure shows the overall schedule of BEIP.

2003				2004												2005								
9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9
Phase 1 Pre-pilot preparations				Phase 2 (1) Pilot projects preparations				Phase 2 (2) Pilot projects Implementation												Phase 3 Post-pilot wrap-up				
School Year of 2003/2004								School Year of 2004/2005																
Study Team in Morocco				Study Team Works in Morocco												Study Team in Morocco								

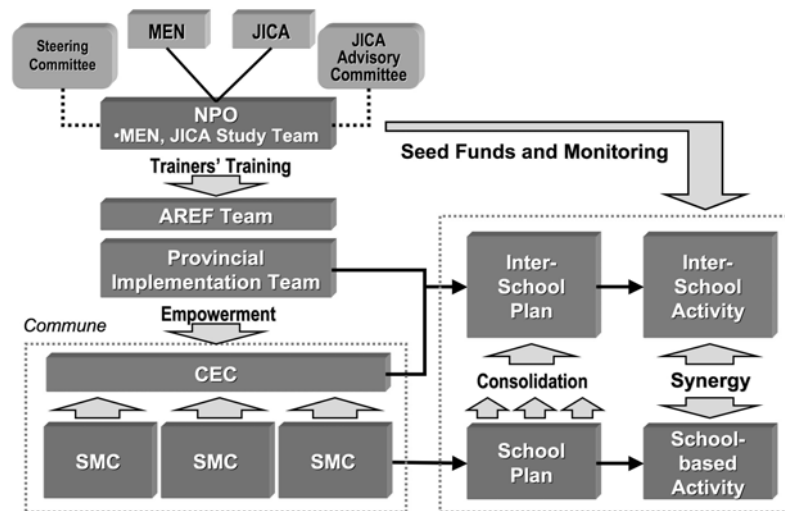
**Figure 2: Overall Schedule of BEIP Pilot Project**

### 1.3 Program Design

#### (1) Actors and Structure of BEIP Activities

The JICA Team made overall program design of BEIP through intensive discussion with MEN, two AREFs, and four Provincial Delegations concerned with the target areas. The priority design goal was to maximize a sense of ownership and accountability at the local level. As a result, the major actors and activities of BEIP are structured as shown in the following figure. In short, BEIP is designed to take three major steps, namely:

- The first step for "**Organizing**" Provincial Implementation Teams (PITs) as the core facilitators, SMCs, and Communal Education Committee (CECs) for inter-school cooperation,
- The second step for "**Planning**" to prepare "School Plans" and "Inter-school Plans", and
- The third step for "**Action**" to implement "School-based Activities" and "Inter-school Activities".



**Figure 3: Actors and Structure of BEIP Activities**

## (2) Organizing Stakeholders and Cascading Training

Organizing stakeholders is the basis of all BEIP activities. Thus, a training series for micro-planning was provided not only to develop skills for planning but also to organize different kinds of people to get involved with the program. The PITs facilitated establishment of School Management Councils.

For BEIP, a cascading training model was adopted. The model requires training of trainers who then work with target beneficiaries. This also served well to organize a considerable number of people in a short period of time. The PITs were trained by the JICA Team to become trainers and organized various training activities for the SMCs.

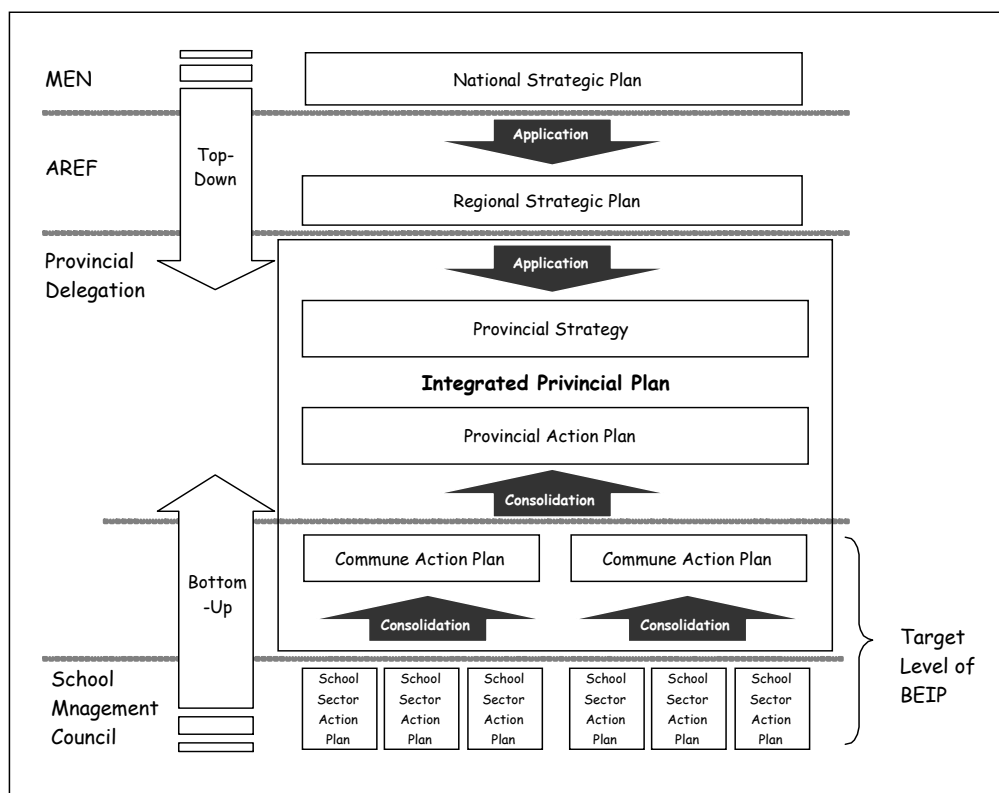
## (3) Micro-Planning

### *School Plans and Commune Plans:*

There were two levels of plans to be prepared as outcomes of the micro-planning training series in BEIP. Firstly, all the participating school sectors prepared school plans. Secondly, the PITs then consolidated these school plans into commune (inter-school) level plans. All of these plans were intended to be "action plans".

### *Target Levels of Planning in BEIP:*

The overall framework of educational planning consists of different levels of planning. There are respective actors of planning in each level. On the other hand, there are different flows of planning, namely, "Bottom-up" and "Top-down" flows. All of these levels, actors, and flows of planning are shown in the following figure.



**Figure 4: Levels, Actors, and Flows of Planning**

The school sector is the basic level of planning. School level plans are directly associated with concrete actions to meet the most immediate needs of each school unit. An upward flow of consolidation of specific actions into higher levels of planning and activities is "Bottom-up" planning. This **"Bottom-up" planning from the school to inter-school level was the target planning level of BEIP** for enhancement.

On the other hand, there is a "Top-down" flow of planning that represents application of general policies to specific local conditions. "Bottom-up" planning and "Top-down" planning are complementary to each other. Without "Bottom-up" flow, it is difficult to respond to the immediate needs at the school level. Without "Top-down" flow, there will be no common base to set overall priorities. Naturally, actions and strategy should be integrated somewhere in the middle.

***Proposals for School-based Activities and Inter-school (commune level) Activities:***

There were two types of pilot projects in BEIP, namely "school-based activities" and "inter-school (commune level) activities". The School Management Council in each school sector is the one to propose and implement the respective school-based activities. Based upon the priorities of the school plans, the SMCs made proposals for school-based activities.

In addition to School-based Activities, there were Inter-school Activities. The PITs were in charge of preparing proposals and managing implementation with close cooperation with the respective SMCs. Inter-school activities were for participation by a group of school-sectors, such as inter-school sports competitions and training of school staff.



#### **(4) Action: Project Implementation**

After completing planning and proposal-writing, real action took place. The major characteristics of this implementation stage of BEIP are as summarized as follows:

##### ***Components of Pilot Projects: Anything they want***

The SMCs and PITs (after discussion involving the SMCs) were free to implement almost any kinds of activities as long as these are necessary actions to achieve the goals of their plans, and met the conditions that were specified in the Implementation Guidelines. The JICA Team had never said what to do.

##### ***Funds Allocation: Mix of block grants and local contributions***

The funds from JICA were in the form of **block grants**. The ceiling of funds for each SMC and PIT had been decided prior to the pilot project by the number of school units and the number of students. It was required for the recipient SMCs and PITs to get whatever local contributions that had to be pledged concretely in their proposals. Activities without Moroccan contribution were not allowed in BEIP.

##### ***Flow of Funds: Direct disbursement and full responsibility at site***

The SMCs and PITs received seed funds from the JICA Team once their pilot activity proposals were approved. The funds from the JICA Team were **directly disbursed** to each SMC and PIT. The SMCs and PITs were responsible for managing funds to implement school-based activities and inter-school activities respectively with their own initiatives. It was expected that giving them full responsibility for funds management would encourage them to have a stronger sense of ownership in their activities. This proved to be true.

## **2. ACHIEVEMENTS AND IMPACTS OF THE BEIP MODEL IN RURAL MOROCCO**

### **2.1 Overview of Achievements and Impacts of BEIP**

Given a carefully designed training series, implementation guidelines, and continuous monitoring and support, BEIP has made the following achievements as planned.

- ◆ The BEIP model proved to be effective in improving the capacity of schools and Provincial Education Delegations to formulate plans and implement them.
- ◆ The BEIP model proved to be effective in facilitating active participation of local stakeholders such as parents and communities in school management and activities for educational improvement.
- ◆ The BEIP model proved to be effective in generating local inputs for school improvement that reached almost 20% of the total budget for activities.
- ◆ All the participating schools successfully completed their activity plans and made revised school plans for the next cycle of school improvement.

As an impact of BEIP activities, it was also found that dropouts were reduced more in BEIP schools than non-BEIP schools.

## **2.2 Positive Effects of BEIP on Participants' Attitudes**

One of the most notable positive outcomes of BEIP is the fact that the School Management Council is functioning as a good medium to integrate the potential of different stakeholders for school management. There are many things to improve to make an SMC function better as a more solid institution. It may still be safe to say that the first generation of SMCs shows many encouraging results.

### **(1) More ownership at the school level**

People directly in charge of schools (school principals, teachers, and community members) have demonstrated more ownership and commitment in improving their schools.

#### ***High potentialities of school principals and teachers:***

In many cases, school principals and teachers demonstrated their willingness and capabilities for school management. Most of the school principals, as leaders of SMCs, were highly evaluated for creating a good common and open ground of planning and management for various activities. Good leadership is one of the keys to make an SMC effective.

In return, many teachers worked very hard to put their plans into action. They devoted a considerable amount of their spare time for implementing the activities. In many cases, they even contributed considerable amounts of funds. This indicates their increasing sense of ownership of their activities, not just requesting and waiting for someone's assistance.

#### ***An increase in community involvement:***

In terms of community involvement, there were the following positive outcomes;

- Many schools experienced increased communication with parents and local communities.
- Many schools garnered contributions from the local communities.
- Parents were more interested in the schools.

These are the outcomes of the fact that SMCs consist of not only teachers but also PTA members and commune representatives.

When the school involves the parents and the community in the proposal of activities as in the cases of Taghit or Ait Hnini, the SMC was able to gain the confidence of the population and thereby developed good relations with the community, which is a good means for the implementation of activities.

#### ***Generating support from communes:***

In many cases, the communes extended various forms of support to the schools including the following:

- Financial support: In many cases, communes provided funds for school-based activities, most notably renovation of school infrastructure and facilities.

- Technical support: Commune technicians often helped the SMCs to manage construction related activities. This was a vital element for construction activities.
- Logistical support: Communes provided means of transportation for construction materials and other things.

All of the above mentioned changes are clearly observed in the results of the impact survey. As shown in Table 2, the levels of improvement of "Teachers' motivation", "Parents' support", "Community support", and "Commune support" during the period from May 2004 to April 2005 were all rated higher by headmasters in BEIP schools than in non-BEIP schools.

**Table 2: Rating of Improvement by School Headmasters**

Category	1 to 5 rating of degree of improvement comparing 2003/4 and 2004/5 by headmaster			
	Teachers' Motivation	Parents Support	Community support	Commune support
Non-BEIP school	2.4	2.5	2.5	2.2
BEIP-school	3.5	3.1	2.9	2.7

Source: BEIP Impact Survey, see Chapter 5 for more in detail.

Scale of rating: 1=Much less/worse than the preceding year, 2=Slightly less/worse than the preceding year, 3=No change/much the same as the preceding year, 4=Slightly greater/better than the preceding year, 5=Much greater/better than the preceding year

## **(2) Higher motivation among pupils**

In many of the target schools, it is reported that pupils began to show more interest in their schools. In all the schools it was recognized that regular attendance of pupils and improved punctuality as regards the schools opening and closure at regular hours. Ratings of pupils' attitude by teachers were all higher in BEIP-schools than in non-BEIP schools in the results of the impact survey. A teacher stated that in "14 years of experience in this school, I have never witnessed such 100% presence as is the case now". It may be partly explained as well that the community as a whole developed more awareness of the importance of the school in the life of the pupils.

## **(3) Potentialities at the provincial level**

All Provincial Implementation Teams demonstrated that they are very much capable of managing the BEIP model. Given the BEIP training series, the PITs and groups of provincial level education administrators have proven capable of overall BEIP implementation: to provide necessary training to school personnel; to give advice for implementation; and to monitor activities. The survey results proved that headmasters of BEIP schools appreciated increased support from the respective Provincial Delegations.

## **2.3 Positive Impacts on Quality of Education**

### **(1) BEIP reduced dropouts**

Given the aforementioned positive effects on participants' attitudes, BEIP made positive impacts on the quality of education as well. There were clear effects on reducing dropout rates as summarized in the following table.

**Table 3: Comparison of Dropout Rates in BEIP and Non-BEIP Schools (%)**

Type	Category	Dropout Rate 2003/2004			Dropout Rate 2004/2005			% Point Change		
		Total	Boy	Girl	Total	Boy	Girl	Total	Boy	Girl
Autonomous school	Non-BEIP	0.8	0.8	0.8	0.6	0.6	0.6	-0.2	-0.2	-0.2
	BEIP Pilot	2.3	1.9	2.6	1.0	0.6	1.5	-1.2	-1.3	-1.2
Mother school	Non-BEIP	3.2	2.1	4.6	4.8	3.1	7.1	1.6	1.0	2.5
	BEIP Pilot	4.0	3.2	5.1	2.6	2.3	2.9	-1.5	-0.9	-2.2
Satellite school	Non-BEIP	5.5	5.4	5.7	3.7	3.3	4.3	-1.8	-2.1	-1.5
	BEIP Pilot	6.1	4.5	8.4	3.2	2.4	4.5	-2.9	-2.2	-3.9
Average of all schools in 4 Provinces	Total	3.2	-	-	2.4	-	-	-0.9	-	-
	Urban	0.8	-	-	-	-	-	-	-	-
	Rural	5.4	-	-	-	-	-	-	-	-

Source: For "Non-BEIP" and "BEIP Pilot Group", data of Baseline Survey (May 2004) and Impact Survey (April 2005) of BEIP. The average of all schools in 4 provinces was calculated from the official data of the respective Delegations of Boulmane, Errachidia, Khenifra and, Sefrou.

In 2003/2004, BEIP schools had higher dropout rates than Non-BEIP schools. In 2004/2005, pilot BEIP schools recorded larger margins of reduction of dropout rates (most notably for girls in satellite schools) in comparison with a control group that had no BEIP experience.

## (2) Teachers' Motivation Promoted by Various Local Support

The higher level of motivation of teachers in BEIP schools did not stand by itself. "Parents' support", "Community support", "Commune support", and "Delegation support" were all rated higher in BEIP schools than in non-BEIP schools. These higher levels of support improved teachers' motivation, and thus facilitated more of a sense of ownership and commitment in BEIP schools. As shown in the figure, teachers' motivation tended to improve more in school units where better support from the local people became available.

**Table 4: Rating of Changes by School Headmasters**

Category	Dropout Rate (%)			1 to 5 rating of changes by headmaster comparing 2003/4 and 2004/5				
	2003/2004	2004/2005	Change	Teachers' Motivation	Parents Support	Community support	Commune support	Delegation support
Non-BEIP school	3.8	3.4	-0.5	2.4	2.5	2.5	2.2	3.2
BEIP-school	4.8	2.7	-2.1	3.5	3.1	2.9	2.7	3.6

Source: BEIP Impact Survey.

Given this higher motivation and local support, dropout rates were reduced more in BEIP schools. As shown in the following figure, dropout rates tended to be reduced more in satellite schools that were managed by teachers with higher levels of improvement in their motivation.

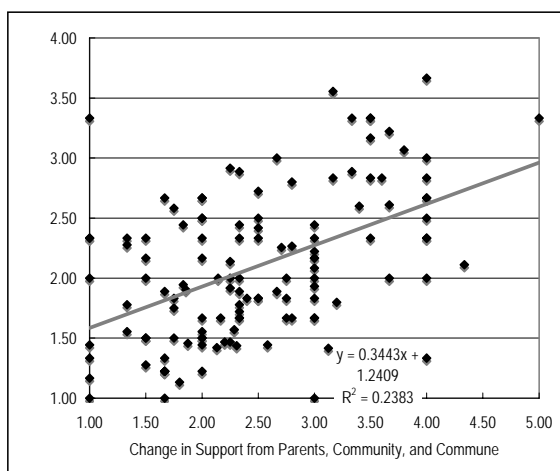


Figure 5:  
Change in Motivation of Teachers and Local Support  
Source: Impact Survey Data of BEIP

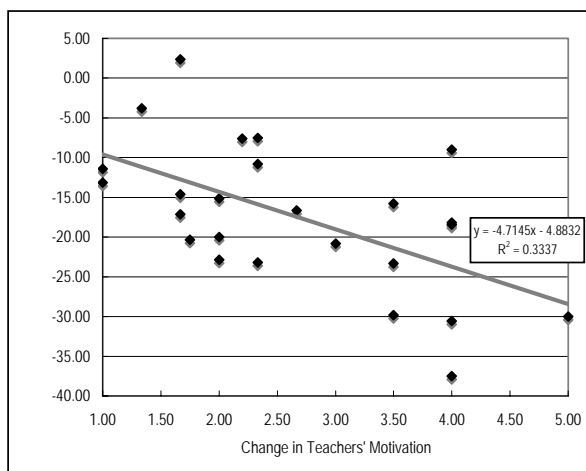


Figure 6:  
Change in Dropout Rates and Motivation of Teachers  
Note: Samples are BEIP Satellite Schools with more than 10% of Drop Out Rates in 2004.  
Source: BEIP Impact Study Data

### (3) Working as a Team: Inter-relation of Factors of Effectiveness

The BEIP model is a model of "working as a team" that is designed to put participants in positions to facilitate closer communication and cooperation among different groups of people. The SMC is the core group for doing so. Individual motivation and ideas can be refined, integrated, and translated into teamwork that is far more effective than isolated and unorganized efforts.

"Working as a team" was one of the missing mechanisms in the present organizational settings of the primary schools in Morocco. As shown in the following table, the levels of change in communication among teachers are rated higher in BEIP schools than in non-BEIP schools. In BEIP schools, there were more chances to work together as a team.

There is the same tendency in changes in teachers' ways of communication with parents. Teachers in BEIP schools had more chances to communicate with parents as organized efforts of school units.

**Table 5: Changes in Teachers' Communication among Themselves and with Parents**

Type	Category	Change in Communication among Teachers (1 to 5 Rating)	Change in Communication with Parents (1 to 5 Rating)	
			As Individual Teachers	As School Unit
Mother School	Non-BEIP school	2.5	2.3	1.7
	BEIP-school	3.0	2.8	2.4
Satellite School	Non-BEIP school	2.3	2.7	1.9
	BEIP-school	2.8	2.9	2.6

Source: BEIP Impact Study

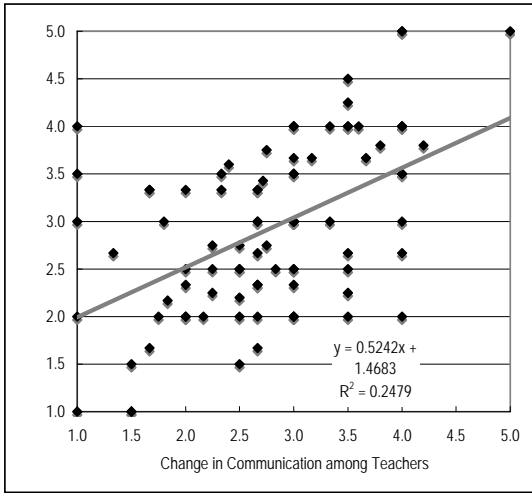


Figure 7: Organized Communication with parents and Team Work in BEIP Schools (Satellites)

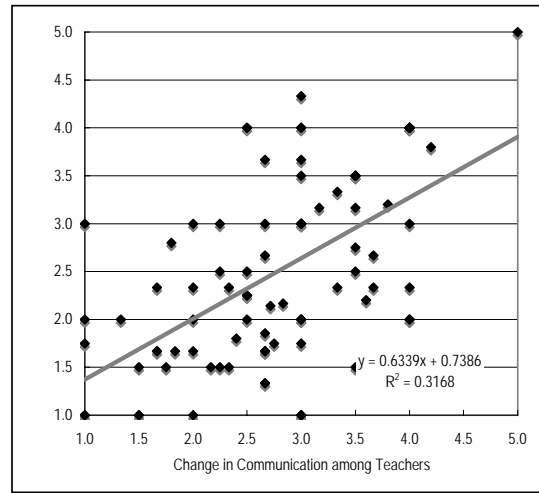


Figure 8: Teachers' Motivation and Team Work in BEIP Schools (Satellites)

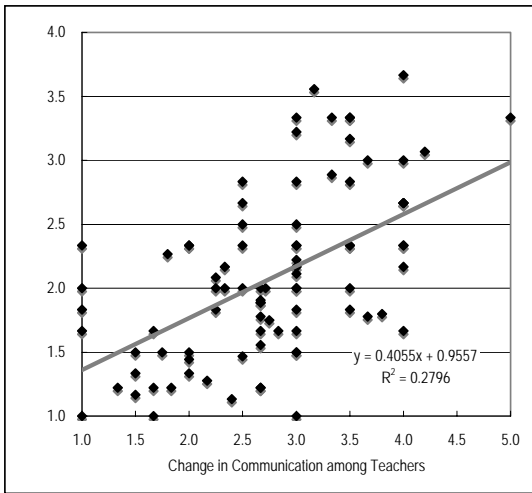


Figure 9: Local Support and Team Work in BEIP Schools (Satellites)

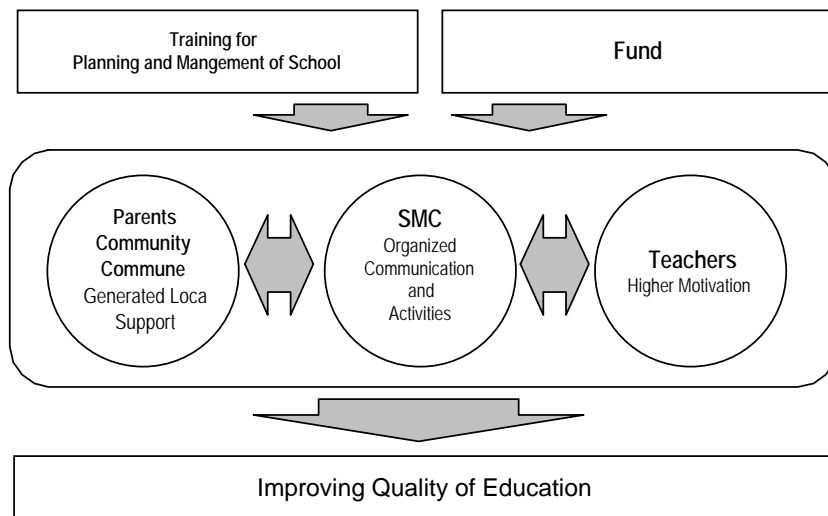


Figure 10: Conceptual Structure of Inter-relationships of Major Factors of Effectiveness

Given this higher propensity for working as a team in BEIP schools, many factors related to improvement of the quality of education were pushed up to higher levels. As shown in Figures 7 to 9, levels of "Teachers' motivation", "Communication with parents as organized efforts", and "Change in Local Support" all tended to improve more in schools that were managed by teachers working more as a team. As illustrated in Figure 10, the major factors of BEIP Model effectiveness are inter-related through the SMC as a hub of teamwork, organized communication and activities.

### **3. LESSONS LEARNED IN BEIP**

The BEIP model is not an almighty tool to improve rural education in Morocco. There are different levels of limitations to BEIP. Based upon all the achievements and experiences, the JICA Team developed the following three things as planned.

- ◆ A revised training package for school-level and provincial-level planning and implementation that better fits conditions in Morocco,
- ◆ A model of bottom-up planning for Morocco, and
- ◆ A set of recommendations for the promotion of the bottom-up approach in the context of educational decentralization.

#### **(1) Improvement of the BEIP-SMC model**

Various things were identified for improvement of the BEIP model. The following items are the major issues that were considered in revising and finalizing the BEIP Model.

##### ***Schools need to be more equipped with capacity for school-based management:***

For example, people tend to pay more attention to the physical improvement of the schools, even when there are other important factors affecting students' learning or enrollment. Training for micro-planning must be given to teachers repeatedly, such as once in CFI, once in in-service, and once again when they become headmasters.

##### ***Participation of the stakeholders in school management can be further encouraged***

BEIP was a first-time effort in many schools, and positive impacts have been seen in those that have succeeded with the participation of many stakeholders. The participation of parents in some schools, however, was limited. Teachers, as well, feel that it is not easy to include parents who have quite different backgrounds, experience, knowledge, and opinions from those of teachers. Systematic training must be provided for headmasters and teachers to get the skills to communicate and facilitate participation of local stakeholders in school management.

##### ***SMC membership may need to be reconsidered to reflect the voices of satellite schools:***

Currently, the members of SMC specified by the decree do not include representatives of all satellite schools. In many BEIP pilot schools, activities that were proposed by a school sector tend to focus on improvement of a mother school. It is therefore important that at least one representative of each satellite school becomes a member of SMC.

##### ***Commune – Increased participation in educational development***

Some schools succeeded in involving commune personnel for improved education by assigning specific responsibilities in BEIP activities such as being the a treasurer, and by

making frequent reports to the local authorities. However, the fact that there is not a commune level organization concerned with education, or that there is no sectoral committee in the communal council makes it difficult for the commune to actively participate in educational development. It is important to consider how communes can be systematically involved in educational development.

## **(2) New institutional settings to accommodate the BEIP model**

The PITs are the cores of BEIP implementation. At the same time, the PITs are not yet formally accommodated within the existing education administration. This has caused the PITs to be over-burdened on many occasions. For example, PITs sometimes find it difficult to get financial and human resources within PDs to support their operation of BEIP. There are no clear links between the present provincial and higher levels of plans for education and the school level planning that was introduced by BEIP.

In order to generalize the BEIP model, it must be considered how to institutionalize the present PIT functions of BEIP, as well as the BEIP model of micro-planning at large, into the entire education administration in Morocco. There are major issues to be addressed including the following points.

### ***The Provincial Delegation should institutionalize PIT roles and functions of BEIP:***

- A unit for micro-planning could be created within the planning department that incorporates the bottom-up planning practice; the training section would care of training; the monitoring & evaluation section would take responsibility for monitoring and evaluation; and the budgeting section would allocate sufficient budget to implement and monitor BEIP activities. In any case, the point is to internalize PIT roles within the formal structure of PD.
- The training of bottom-up planning and financial management at the school level would be provided by new provincial units of micro-planning in cooperation with CFI.

### ***AREFs should provide:***

- The AREF may need to establish a BEIP Operational Unit within the AREF that consists of necessary members.
- Overall institutional and financial frameworks to support the provincial delegation in generalizing the micro-planning model.
- Trainers' training for the provincial micro-planning units in cooperation with COPE.
- Monitoring and evaluation of the overall program, and dissemination of best practices to other provinces.
- Links to integrate bottom-up planning into provincial and regional planning.

### ***MEN should provide***

- More solid legal framework for SMC.
- Adoption of the BEIP model as an approach to improve schools in rural areas.
- Examination of existing structural issues in basic-education in rural areas at large, that could largely offset the expected positive effects of decentralization.

Given the above-mentioned points, a new organizational framework for generalizing the BEIP Model is recommended as shown in Figure 11.



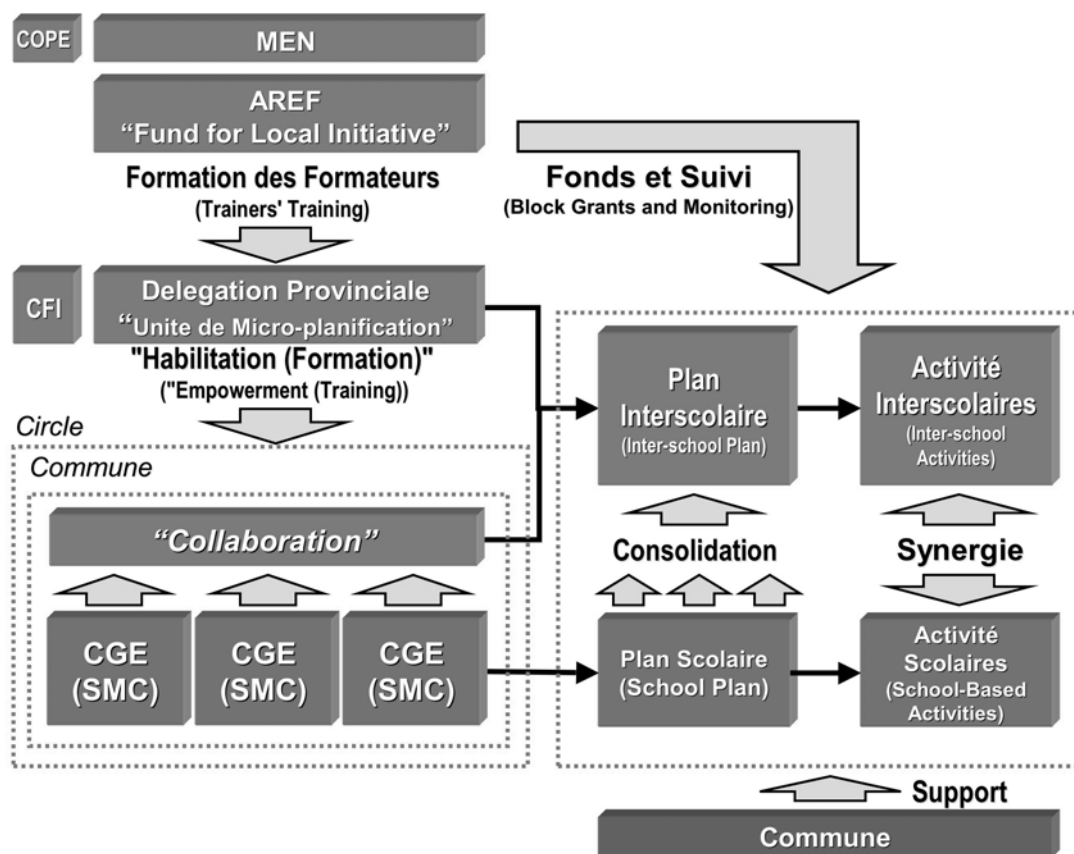


Figure 11: Recommended Organizational Framework of Generalized BEIP Model

### (3) Structural Issues beyond the BEIP Framework

The experiences of BEIP highlight issues beyond the scope of its "bottom-up planning" framework that are found to be effective to meet diverse and small-scale problems. BEIP has little effect on structural problems beyond the level of school management.

#### **The BEIP model cannot address structural problems of isolated schools:**

In general, there are some considerable differences in the effectiveness of the BEIP model between mother schools and satellite schools. The baseline level of teachers' motivation tends to be lower in satellite schools. Given the fact that satellites are more remote and thus the population has more limited access to cash income to keep sending their children to school, it was anticipated that we would encounter more difficulties applying the BEIP model in satellite schools than in mother schools.. The experience of BEIP suggests that the issues of the satellite schools are much greater than physical remoteness.

- Schools physically outside of communities:  
Some satellite schools are located far away from any communities. In this kind of setting, there is no community that could build a tie with a satellite school in the first place. Teachers have to be stationed isolated in the middle of nowhere, which has a strong negative impact on their motivation. The BEIP model can do very little to make this kind of school effective.
- Satellite schools (teachers) are not well accepted:

Currently many teachers were born and raised in urban areas and trained in urban schools. Some teachers who are assigned to remote schools have difficulties in being accepted by the community due to the different cultural background and language. Unless these teachers succeed in becoming members of the community, it is difficult for the schools to be accepted by the community. Such an environment makes it difficult for teachers to be motivated and committed to the schools and the places where they work. This seriously affects the quality of teaching. These young teachers assigned to satellite schools need more pre-service training and in-service support for establishing good communication with local communities.

- Satellites do not have experienced teachers:  
In many cases, only newly hired teachers are assigned to remote satellite schools. The first years of teaching experience are crucial in improving teachers' skills, and they require constant support and supervision from their senior colleagues for various aspects of education. In addition, those who are assigned in rural schools have to face difficulties that are specific to rural schools such as multi-grade teaching, teaching children whose mother tongue is different from the teachers', dealing with parents who have little understating of school education, etc. Without appropriate supervision and guidance from senior colleagues, new teachers have to go through excessive trial and error. These young teachers assigned to satellite schools need more training to be better skilled to handle these situations.

***Lower the parent's cost for basic education - "Free-textbooks":***

It is clear that the economic cost of sending children to the schools is a very strong negative factor, on par with a lack of understanding of the importance of education among parents. Even when parents are well aware of importance of education, they cannot send all their children to the school without sufficient money to buy textbooks. They are forced to put priority on a limited number of children to send school. It is important to consider policies to remove structural obstacles in order to realize universal basic-education. For example, "free school books for all elementary school children" could be very effective.