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

**JICA**

Agence
Japonaise de
Coopération
Internationale
(JICA)

# *BEIP*

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

# *Final Report*

## *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)

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Final Report

BEIP

THE BASIC EDUCATION IMPROVEMENT PROGRAM
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Table of Contents

List of Tables and Figures

# Abbreviations

| | English | French |
|---|---|---|
| ALEF | Advancing Learning and Employability for a Better Future | |
| AMSED | | Association Marocaine de Solidarité et de Développement |
| APEF | Project of Support for Fundamental Education | Projet d'Appui à l'Enseignement Fondamental |
| AREF | Regional Academy of Education and Training | l'Académie Régionale de l'Éducation et de la Formation |
| ATFALE | | Alliance de Travail dans la Formation et l'Action pour L'Enfance |
| BEIP | Basic Education Improvement Program for Rural Areas in the Kingdom of Morocco | |
| BMCE | | Banque Marocaine du Commerce Exterieur |
| BWB | Books Without Boundaries | |
| CEC | Commune Education Committee | |
| CFI | Teacher Training Center | Centre de formation des instituteurs |
| CIDA | Canadian International Development Agency | |
| COPE | Training Center for Educational Planners | Centre d'orientation et de planification de l'éducation |
| CRC | Conventions of the Rights of the Child | |
| CRS | Catholic Relief Services | |
| CSSF | Girls' Education Support Committee | Comité de Soutien à la Scolarisation des Filles Rurales |
| DEN | Department of National Education | Département de l'Education Nationale |
| EU | European Union | |
| FEC | Commune Equipment Fund | Fond d'Equipement Communal |
| FGI | Focus Group Interview | |
| GOM | Government of the Kingdom of Morocco | |
| GOJ | Government of Japan | |
| HDR | Human Development Report | |
| ILO | International Labour Organization | |
| INSET | In-service Teacher Training | |
| IPEC | International Programme on the Elimination of Child Labour | |
| JBIC | Japan Bank for International Cooperation | |
| JICA | Japan International Cooperation Agency | |
| MDG | Millennium Development Goal | |
| MEDA | Middle East Development Assistance | |
| MEG | Morocco Education for Girls | |
| MEN | Ministry of National Education | Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique |
| MEPI | US State Department's Middle East | |

| | | |
|---|---|---|
| | Partnership Initiative | |
| MEXT | Ministry of Education, Culture, Sports, Science and Technology | |
| NER | Net Enrolment Rate | |
| NPO | National Program Office | |
| PARSEM | Basic Education Reform Support Program Project | Programme d'Appui à la Réforme du Système Educatif Marocain |
| PIT | Provincial Implementation Team | |
| SDESP | Support for the Decentralization of Education Project | |
| SES | Self-evaluation Questionnaire Survey | |
| SFD | Saudi Fund for Development | |
| SMC | School Management Council | |
| SNA | SchoolNet Africa | |
| UNDP | UNDP \| United Nations Development Programme | |
| UNESCO | United Nations Educational, Scientific and Cultural Organization | |
| USAID | US Agency for International Development | |
| USDOL | United States Department of Labor | |

# Chapter 1 INTRODUCTION

## 1.1 Background

### (1) Basic Education as National Priority

In order to establish a good foundation for development, Morocco has embarked on a program of political, social, and economic reform. For example, decentralization has given new authorities to local officials and civil society has become more actively participate in many aspects of the development.

Among the others, education is high priority for Morocco, and the period from 1999 until 2009 has been declared by the King as "the decade of education and training."   In 1999, the country published the *National Charter for Education and Training*, which explains Morocco now recognizes that it must provide <u>quality basic education for all children</u> in order to develop the human resources it needs to face increasing globalization.

### (2) Issues of Primary Education in Rural Areas

In Morocco, primary school dropout rate is identified as a persistent problem, although primary education enrollment stands at around 90 percent.   Only 56 percent of the children aged 15 to 19 have completed grade 6[1]. This is primarily attributable to high dropouts and repetitions in rural primary schools.  Rural poverty is the largest factor for this.  At the same time, a basic education system itself is ineffective in rural areas for many reasons, such as insufficient basic infrastructure, weak relations between schools and local communities, and inadequate capacity in school management at provincial and school levels.

In response to these issues, the Government of the Kingdom of Morocco (GOM) made a request to the Government of Japan (GOJ) to implement the Basic Education Improvement Program for Rural Areas in the Kingdom of Morocco (BEIP). Accordingly, the Japan International Cooperation Agency (JICA), the official agency responsible for implementation of technical cooperation programs of the GOJ, undertook BEIP in close cooperation with the Ministry of National Education (Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique: MEN) and the other authorities concerned of the GOM.

## 1.2 Program Outline

### (1) Objectives:

There are three distinct strategies in the current Moroccan education reform: 1) reorganizing educational administration and finance as represented by the establishment of the Regional Academies of Education and Training (l'Académie Régionale de l'Éducation et de la Formation: AREF); 2) strengthening school management by defining the roles of school management councils (SMC); and, 3) encouraging partnership at various levels.

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[1] World Bank (2005 accessed)
http://www.worldbank.org/research/projects/edattain/profiles/mar4/datasheet.txt

BEIP is directly supporting the present reform by providing concrete measures to mobilize SMCs. BEIP aims to develop a "bottom-up" approach model of planning and implementation for basic education improvement for primary education in rural areas. A particular emphasis is put on strengthening the capacity of SMCs, Provincial Education Delegations (PD) and facilitating community's active involvement in school management.

**(2) Expected Achievements:**

BEIP is the first proto-type program to mobilize the SMCs in order to prepare their own plans at the school level. At the end of BEIP, it is expected to have the following achievements.

◆ Refined school plans for the next cycle of school improvement.
◆ Improved capacity of schools and Provincial Education Delegations to formulate plans and implement them;
◆ Active participation of local stakeholders such as parents and communities in school management and activities for educational improvement;

**(3) Model and Recommendations for the Future:**

Based upon all the achievements and experiences, the JICA Team will develop following three things at the end of BEIP.

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

**(4) Geographical and School Coverage:**

The Program is to be implemented in four (4) provinces, namely Khenifra and Errachidia (in AREF Meknes-Tafilalet) and Boulmane and Sefrou (in AREF Fes-Boulmane).

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

| AREF | Province | Commune | School Sector | School Units | | | | Students | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | Autonomous | 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 |

Note: Based upon data available in September 2003 different from Baseline 2004 data.
* The number of schools sector in Enjil increased from two to three, as a group of satellite schools in one of the two school sectors were detached and created as a new school sector. Eventually, the total number of our target school sectors was thirty-four.

In these pilot provinces, a group of pilot *communes* were chosen.   The Program covers all elementary schools within these communes as shown in Table 1-1.

**(5) Conceptual Framework:**

BEIP consists of a series of trainings and pilot activities where PDs and schools take initiatives in formulation and implementation of educational improvement plans based on the bottom-up approach.   As shown in Figure 1-1  below, BEIP itself is the learning process. All the participants are going to experience planning, implementation, monitoring, evaluation, and re-planning through BEIP.
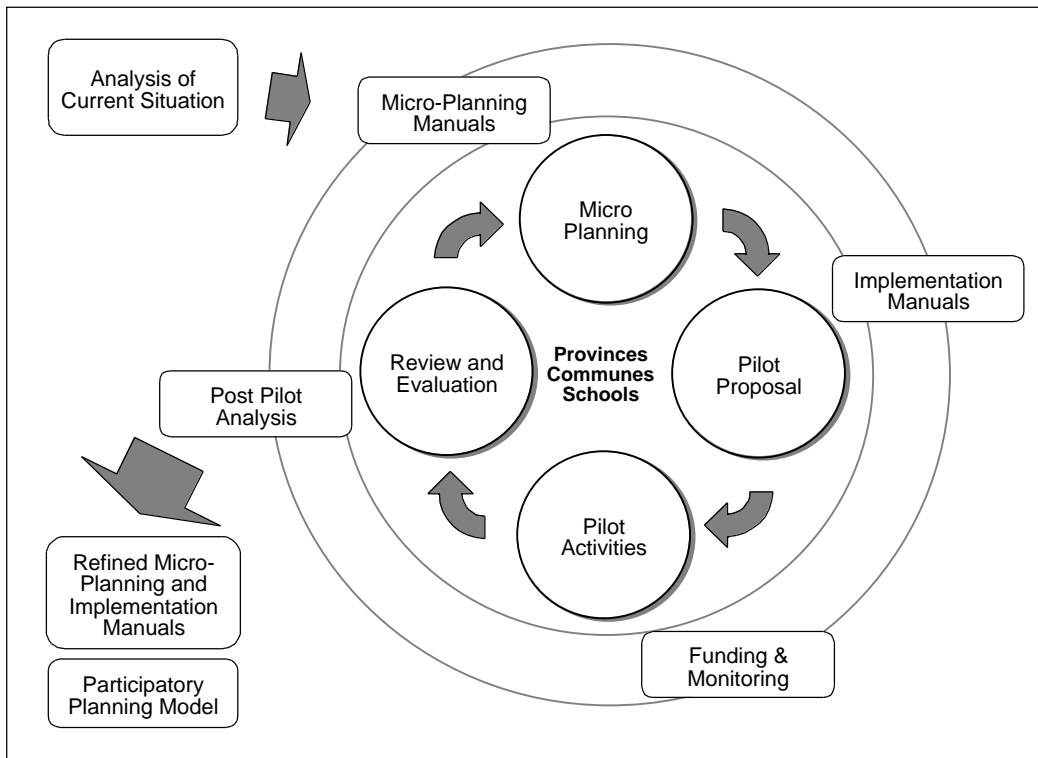
**Figure 1-1: "Learning by Doing" Framework in BEIP**

**(6) Timetable:**

Figure 1-2 shows the overall schedule of BEIP.



**Figure 1-2: Overall Schedule of BEIP Pilot Activity**

Figure 1-3 shows the major steps and approximate schedule for each step to be conducted as BEIP activities. The shadowed boxes show activities that school sectors and Provincial Implementation Teams (PIT) are directly involved.

| Time | Steps | Activities |
|---|---|---|
| September - October 2003 | Situation Analysis | • Inception seminar<br>• Analysis of current situation<br>• Preparation for training |
| October - December 2003 | Micro-Planning | • Training 1: Trainers' Training for micro-planning<br>• Establishment of School Management Council (SMC)<br>• Orientation seminar at each commune<br>• Training for SMC<br>• Development of school education plan<br>• Training 2 (1): Consolidation of School Plans<br>• Development of inter-school plans through consolidating school plans |
| December 2003 - February 2004 | Proposal Writing | • Training 2 (2): Proposal Writing<br>• Proposal development by school sectors<br>• Proposal development by provincial delegation (PD)<br>• Proposal assessment |
| March - April 2004 | Preparation of Activities | • Preparation of activities |
| April - May 2004 | Baseline Survey | • Survey at all school sectors to collect data before activities by surveyors |
| May 2004 - January 2005 | Pilot Activities Implementation Term 1 | • Commencement Seminar<br>• Training for Financial Management<br>• Disbursement of Term 1 funds<br>• Implementation of Term 1 pilot activities<br>• Development of Activity Reports<br>• Development of Financial Reports<br>• Monitoring by PIT /Research Assistants |
| Nov – Dec 2004 | Mid-Term Survey | • Focus Group Interview |
| Mar - June 2005 | Pilot Activities Implementation Term 2 | • Disbursement of Term 2 funds<br>• Implementation of Term 2 pilot activities<br>• Study tour of good practice<br>• Development of Activity Reports<br>• Development of Financial Reports<br>• Monitoring by PIT /Research Assistants |
| April-June 2005 | Post-Pilot Survey | • Quantitative Survey at all school sectors to evaluate impacts of activities |
| May 2005 | Wrap-up Seminar | • Self-evaluation by school sectors and provinces |
| June - July 2005 | Review Workshop for Micro-Planning | • Self-evaluation by school sectors and provinces<br>• Development of school plans for the next year by school sectors<br>• Development of educational plan for the next year by provinces |
| July - November 2005 | Post-Pilot Analysis | • Revisions of Manuals and Models<br>• Development of Final Report by MEN/JICA Study Team |

**Figure 1-3: Major Steps and Tasks in BEIP**

## 1.3 Implementation Framework

### 1.3.1 Target Area

**(1) Commune Selection**

As already noted, BEIP is implemented in four provinces, namely Khenifra and Errachidia (in AREF Meknes-Tafilalet) and Boulmane and Sefrou (in AREF Fes-Boulmane).

Further in these pilot provinces, a group of pilot communes were chosen as the target area for BEIP. The selection of pilot communes was based on the following criteria:

- Pilot communes should be <u>rural</u> communes.
- Communes where other donors are currently assisting the primary schools should be excluded (This means that communes covered by USAID's MEG Project (Morocco Education for Girls) in Errachidia and EU's MEDA Project (Middle East Development Assistance) in Khenifra and Sefrou are excluded.)
- The total number of participating schools in the four provinces should be between 100 and 150 (i.e. around 30 schools per province).

JICA Study Team visited all 4 provinces to discuss and decide target communes and organizational settings for the Program with PDs. The team visited all candidate communes and had extensive discussion with PDs.   Table 1-2 shows the summary of the selected target communes and primary schools.   PDs other than Errachidia prefer to make target communes distributed in different circles as shown in Table 1-2.   Location of the target communes in each province is shown in Figure 1-4.

Table 1-3 shows the existing public facilities and infrastructure in target communes.

### Table 1-2: BEIP Target Communes and School

| Region | Province | Circle | Target Commune | Population (2002) | Person / Household (2002) | School Sector | School Unit | | | | No. of Students 2004 | | | No. of Teachers 2004 | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | Autonomous School | Mother School | Satellite School | Total | Total | Per School Sector | Per School Unit | Total | Per School Sector | Per School Unit |
| Meknes-Tafilalt | Errachidia | | | 16,000 | 5.9 | 8 | 0 | 8 | 19 | 27 | 1,910 | 239 | 71 | 111 | 14 | 4 |
| | | Imilchil | Bouazmou | 8,300 | 6.0 | 4 | 0 | 4 | 8 | 12 | 1,157 | 289 | 96 | 70 | 18 | 6 |
| | | Imilchil | Imilchil | 7,700 | 5.8 | 4 | 0 | 4 | 11 | 15 | 753 | 188 | 50 | 41 | 10 | 3 |
| | Khenifra | | | 22,800 | 5.5 | 9 | 2 | 7 | 26 | 35 | 3,217 | 357 | 92 | 189 | 21 | 5 |
| | | Khenifra | Sidi H'cine | 4,200 | 7.1 | 2 | 0 | 2 | 7 | 9 | 498 | 249 | 55 | 43 | 22 | 5 |
| | | El Kbab | Sidi Yahya Ou Saad | 7,700 | 5.5 | 3 | 0 | 3 | 12 | 15 | 1,059 | 353 | 71 | 64 | 21 | 4 |
| | | Midelt | Tounfite | 10,900 | 5.1 | 4 | 2 | 2 | 7 | 11 | 1,660 | 415 | 151 | 82 | 21 | 7 |
| Fes-Boulmane | Boulmane | | | 24,700 | 6.1 | 8 | 0 | 8 | 31 | 39 | 2,814 | 352 | 72 | 153 | 19 | 4 |
| | | Boulmane | Enjil | 8,200 | 5.6 | 2 | 0 | 2 | 13 | 15 | 961 | 481 | 64 | 57 | 29 | 4 |
| | | Missour | Sidi Boutayeb | 9,500 | 6.1 | 4 | 0 | 4 | 11 | 15 | 1,050 | 263 | 70 | 37 | 9 | 2 |
| | | Outat El Haj | Rmila | 7,000 | 6.7 | 2 | 0 | 2 | 7 | 9 | 803 | 402 | 89 | 59 | 30 | 7 |
| | Sefrou | | | 25,700 | 6.0 | 8 | 0 | 8 | 18 | 26 | 3,551 | 444 | 137 | 160 | 20 | 6 |
| | | Imouzzer Kandar | Ait Sebaa Lajrouf | 15,300 | 5.9 | 4 | 0 | 4 | 8 | 12 | 2,169 | 542 | 181 | 105 | 26 | 9 |
| | | Sefrou | Azzaba | 2,400 | 5.8 | 1 | 0 | 1 | 1 | 2 | 324 | 324 | 162 | 15 | 15 | 8 |
| | | El Menzel | Ouled Mkoudou | 8,000 | 6.3 | 3 | 0 | 3 | 9 | 12 | 1,058 | 353 | 88 | 63 | 21 | 5 |
| Total | | | | 89,200 | 5.9 | 33 | 2 | 31 | 94 | 127 | 11,492 | 348 | 90 | 636 | 19 | 5 |

Source: PDs and Baseline Survey 2004 Data
Note: Population figures are the projections as of July 1st, 2002, based on the census in 1994.
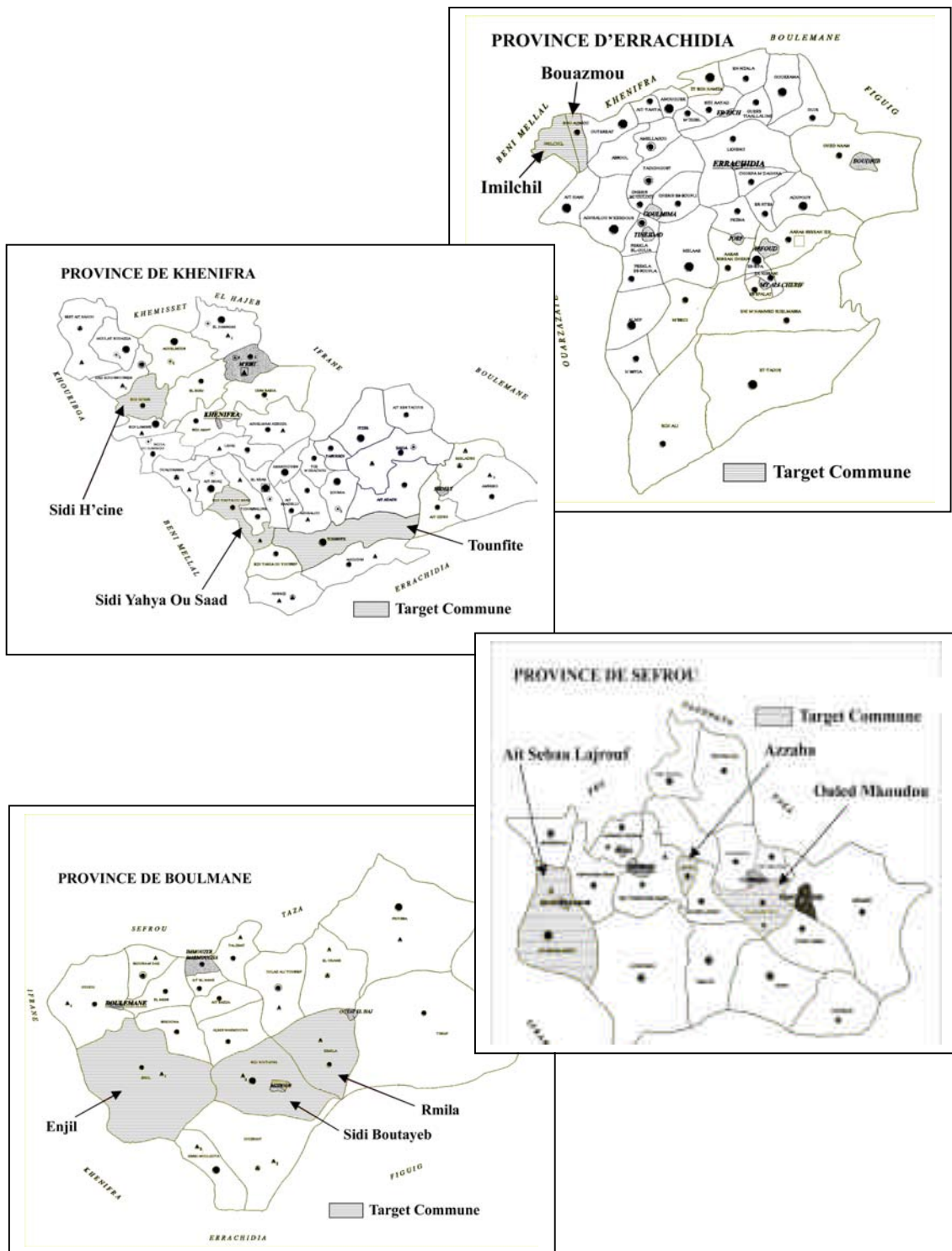
**Figure 1-4: Location of Target Communes**

**Table 1-3: Number of Public Facilities/Infrastructure in Target Communes (2000/2001)**

| Province | Target Commune | Commune Office | Chief's Office | Military Station | Agriculture Credit Agency | Post Office | Agriculture Service Center | Weekly Market | Rural Dispensary | Communal Health Center | Private Nurse | Pharmacy | Dentist | Women's Organization | Youth's House | Koranic School | Primary Schools - Autonoumous Schools | Primary School - Mother Schools | Primary Schools - Satellite Schools | Junior Secondary Schools | Senior Secondary Schools | Vocational Training Center | Does commune have its development plan? | Grand taxi | Bus | Train | Other means | Electricity | Drinking water | Sewage system |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Errachidia | Imilchil | 1 | 1 | 1 | 0 | 1 | 1 | 1 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 4 | 11 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 0 | 1 | 0 |
| | Bou Azmou | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 4 | 8 | 0 | 0 | 0 | 1 | 1 | 1 | 1 | 0 | 1 | 0 | 0 |
| Khenifra | Sidi Hcine | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 7 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 | 0 |
| | Sidi Yahya Ou Saad | 1 | 0 | 0 | 0 | 1 | 0 | 1 | 2 | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 3 | 12 | 1 | 0 | 0 | 1 | 1 | 1 | 0 | 0 | 1 | 1 | 1 |
| | Tounfite | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 2 | 7 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 1 | 0 | 0 | 0 |
| Boulmane | Enjil | 1 | 0 | 0 | 0 | 1 | 1 | 1 | 2 | 1 | 0 | 0 | 0 | 1 | 0 | 3 | 0 | 2 | 13 | 1 | 0 | 0 | 1 | 1 | 1 | 0 | 1 | 1 | 1 | 0 |
| | Sidi Boutayeb | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 5 | 0 | 4 | 11 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 1 | 1 | 0 |
| | Ermila | 1 | 0 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 2 | 7 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 | 1 | 1 | 0 |
| Sefrou | Ait Sebaa Lajrouf | 1 | 1 | 0 | 0 | 0 | 0 | 1 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 4 | 8 | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 1 | 1 | 1 |
| | Azzaba | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 1 | 1 | 1 | 0 | 0 | 1 | 1 | 1 | 0 | 0 | 1 | 1 | 0 |
| | Oulad Mkoudou | 1 | 0 | 0 | 0 | 1 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 0 | 3 | 9 | 1 | 0 | 0 | 1 | 1 | 0 | 0 | 1 | 1 | 1 | 0 |

Source: Données Communales - Milieu Rural: Résultats de l'enquête sur les équipements communauz 2000-2001 (Direction de la Statistique, 2002)
Note: Data on primary schools are updated using the latest information (2003/2004) from MEN.


## (2)    School Coverage

BEIP's policy on school coverage is to covers all primary schools in the target communes. This is because, in this way, 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 to implement commune-level activities such as educational awareness raising campaign and fund raising activity in strong collaboration with the commune council.

Table 1-4 show the full list of target schools in target communes with the number of students and teachers in each school sector.

**Table 1-4: List of BEIP Target Primary Schools**

| Province | Communes | Secteurs scolaires | No. of School Units | Number of Students (2003/2004) | | | | | | | Teachers (as of May 2004) | | | Student per Teacher | Average Age |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | 1st | 2nd | 3rd | 4th | 5th | 6th | Total | Male | Female | Total | | |
| BOULEMANE | Enjil | 1 Enjil Ait Lahcen | 11 | 50 | 42 | 39 | 46 | 33 | 30 | 240 | 20 | 6 | 26 | 9 | 29 |
| | | 2 Tarik Ibn Ziad | 4 | 119 | 134 | 119 | 107 | 89 | 82 | 650 | 29 | 2 | 31 | 21 | 34 |
| | Rmila | 3 Allal El Fassi | 4 | 100 | 115 | 99 | 85 | 92 | 74 | 565 | 18 | 4 | 22 | 26 | 43 |
| | | 4 Taggour | 5 | 53 | 32 | 39 | 49 | 31 | 21 | 225 | 13 | 2 | 15 | 15 | 36 |
| | Sidi Boutayeb | 5 El Mouatamid Ibn Abbad | 4 | 83 | 63 | 85 | 85 | 72 | 70 | 458 | 14 | 8 | 22 | 21 | 39 |
| | | 6 Gaa Jaber | 6 | 43 | 38 | 40 | 24 | 30 | 18 | 193 | 14 | | 14 | 14 | 33 |
| | | 7 Oulad Boukhalfa | 2 | 25 | 24 | 41 | 21 | 23 | 28 | 162 | 7 | 4 | 11 | 15 | 33 |
| | | 8 Sidi Boutayeb | 3 | 31 | 33 | 35 | 29 | 40 | 28 | 196 | 8 | 4 | 12 | 16 | 38 |
| BOULEMANE TOTAL | | | 39 | 504 | 481 | 497 | 446 | 410 | 351 | 2689 | 123 | 30 | 153 | 18 | 35 |
| ERRACHIDIA | Bouezmou | 9 Agdal | 2 | 75 | 48 | 64 | 47 | 35 | 17 | 286 | 7 | 6 | 13 | 22 | 23 |
| | | 10 Ait Ali Ouikou | 3 | 76 | 52 | 52 | 51 | 37 | 29 | 297 | 6 | 8 | 14 | 21 | 26 |
| | | 11 Alemghou | 4 | 54 | 50 | 56 | 40 | 32 | 24 | 256 | 3 | 18 | 21 | 12 | 23 |
| | | 12 Assif Melloul | 3 | 40 | 46 | 47 | 26 | 24 | 23 | 206 | | 22 | 22 | 9 | 23 |
| | Imilichil | 13 Ait Abdi | 5 | 26 | 11 | 19 | 4 | 4 | 4 | 68 | 6 | | 6 | 11 | 22 |
| | | 14 Amir My Abdallah | 3 | 68 | 59 | 68 | 49 | 44 | 42 | 330 | 7 | 10 | 17 | 19 | 27 |
| | | 15 Oudeddi | 4 | 54 | 22 | 23 | 23 | 25 | 6 | 153 | 10 | | 10 | 15 | 26 |
| | | 16 Tilmi | 3 | 45 | 53 | 49 | 29 | 24 | 19 | 219 | 8 | | 8 | 27 | 23 |
| ERRACHIDIA TOTAL | | | 27 | 438 | 341 | 378 | 269 | 225 | 164 | 1815 | 47 | 64 | 111 | 16 | 24 |
| KHENIFRA | Sidi H'cine | 17 Ait Bouhou | 5 | 61 | 59 | 49 | 35 | 34 | 39 | 277 | 12 | 14 | 26 | 11 | 28 |
| | | 18 Ait Khouya | 4 | 31 | 32 | 30 | 26 | 27 | 20 | 166 | 7 | 10 | 17 | 10 | 28 |
| | Sidi Yahya Ou Saad | 19 Ait Hnini | 4 | 68 | 51 | 44 | 48 | 22 | 15 | 248 | 6 | 8 | 14 | 18 | 29 |
| | | 20 Moulay Yacoub | 6 | 55 | 61 | 48 | 40 | 29 | 26 | 259 | 9 | 14 | 23 | 11 | 27 |
| | | 21 Sidi Yahya Ousaad | 5 | 98 | 83 | 98 | 92 | 91 | 58 | 520 | 19 | 8 | 27 | 19 | 33 |
| | Tounfite | 22 Ait Lahri | 4 | 61 | 57 | 55 | 39 | 39 | 24 | 275 | 10 | 14 | 24 | 11 | 24 |
| | | 23 Ist Gharghour | 5 | 67 | 62 | 66 | 78 | 77 | 50 | 400 | 16 | 8 | 24 | 17 | 28 |
| | | 24 Tounfite I | 1 | 61 | 46 | 59 | 70 | 56 | 61 | 353 | 9 | 6 | 15 | 24 | 39 |
| | | 25 Tounfite II | 1 | 91 | 101 | 100 | 101 | 78 | 75 | 546 | 13 | 6 | 19 | 29 | 33 |
| KHENIFRA TOTAL | | | 35 | 593 | 552 | 549 | 529 | 453 | 368 | 3044 | 101 | 88 | 189 | 16 | 30 |
| SEFROU | Ait Sebaa Lajrouf | 26 Ain Jerrah | 3 | 115 | 85 | 80 | 70 | 65 | 52 | 468 | 15 | 8 | 23 | 20 | 34 |
| | | 27 Ait Sbaa | 4 | 127 | 142 | 121 | 100 | 117 | 105 | 712 | 24 | 10 | 34 | 21 | 40 |
| | | 28 Al Kouda | 2 | 97 | 82 | 101 | 81 | 76 | 63 | 500 | 13 | 10 | 23 | 22 | 39 |
| | | 29 Al Kouf | 3 | 83 | 76 | 88 | 69 | 83 | 61 | 460 | 15 | 10 | 25 | 18 | 38 |
| | Azzaba | 30 Azzaba | 2 | 54 | 47 | 50 | 51 | 52 | 58 | 312 | 11 | 4 | 15 | 21 | 46 |
| | Ouled Mkoudou | 31 Dar Hakkoun | 4 | 49 | 53 | 57 | 50 | 53 | 40 | 302 | 13 | 10 | 23 | 13 | 36 |
| | | 32 Ouled Mkoudou | 4 | 58 | 58 | 68 | 62 | 75 | 56 | 377 | 14 | 2 | 16 | 24 | 46 |
| | | 33 Taghit | 4 | 68 | 55 | 68 | 52 | 61 | 52 | 356 | 16 | 8 | 24 | 15 | 35 |
| SEFROU TOTAL | | | 26 | 651 | 598 | 633 | 535 | 582 | 487 | 3487 | 121 | 62 | 183 | 19 | 39 |
| GRAND TOTAL | | | 127 | 2186 | 1972 | 2057 | 1779 | 1670 | 1370 | 11035 | 392 | 244 | 636 | 17 | 33 |

Source: PDs and JICA Study Team Baseline Survey 2004

## 1.3.2   Organizational Settings

### (1)   Organizational Settings of BEIP

To implement BEIP pilot activity, various implementation teams are organized at the national, provincial, commune, and school levels as shown in the following figure.
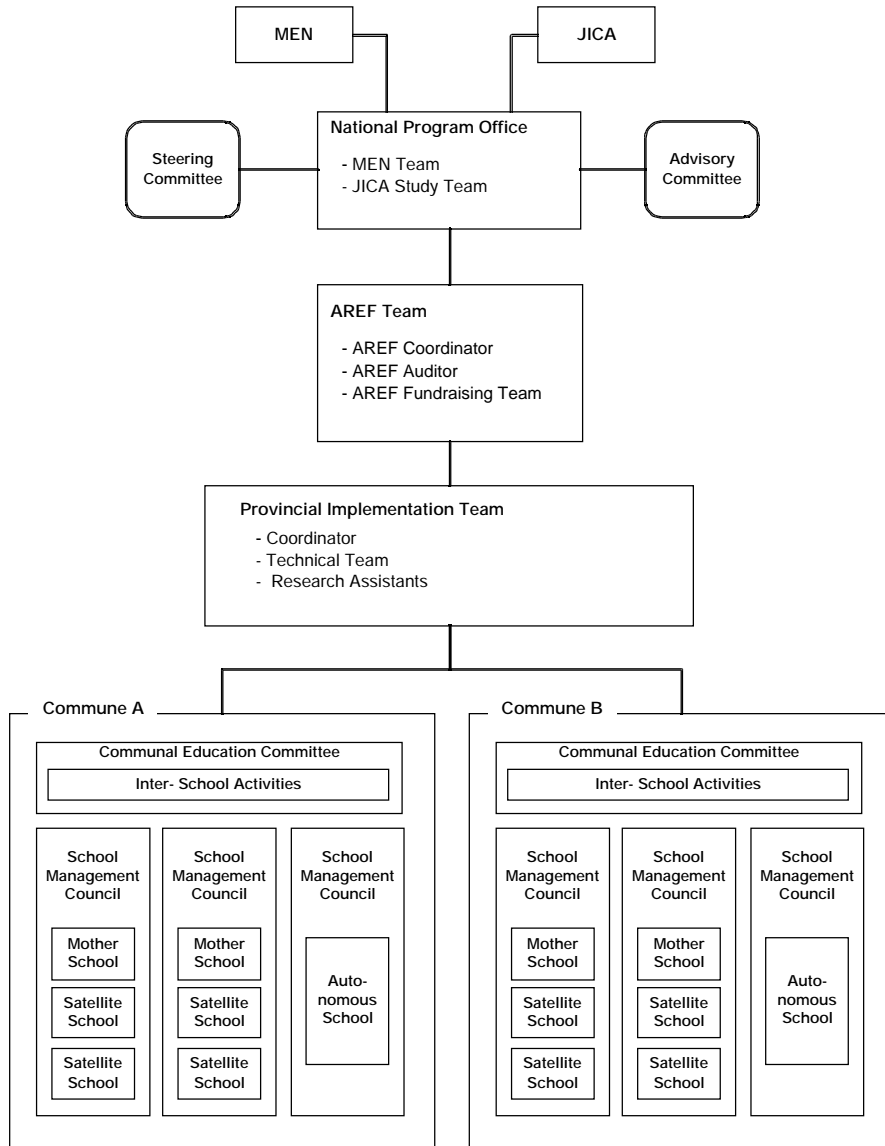


**Figure 1-5: Organization Chart of BEIP**

*National Program Office and AREF Team:*
The National Program Office (NPO) is composed of representatives of MEN and the JICA Study Team.   AREF Fes-Boulmane, and AREF Meknes-Tafilalet will respectively form the AREF Team.   NPO is in charge of overall management and monitoring of the program. AREF Teams are in charge of supporting and monitoring of the local activities in the respective regions in collaboration with NPO.

*Provincial Implementation Team (PIT):*
Each province participating in BEIP pilot activities formed the Provincial Implementation Team (PIT).   The team consists of "Coordinator", "Technical Team", and "Research Assistants[2]."   Technical Team includes inspectors in charge of planning and pedagogy, a Teacher Training Center (Centre de formation des instituteurs: CFI) staff, and other resource persons.   Research Assistants are those who are assigned by the JICA Study Team and who work under the supervision of PIT coordinator.

*School Management Council (SMC):*
At the commune and below levels, BEIP started with establishing the School Management Council (SMC) in each school sector.   SMCs have the formal organizational structure that is stipulated by the ministerial decree.   In 2005, it is planned that every elementary school in Morocco should establish its own SMC to manage a school.   SMCs in BEIP target areas are mobilized one year ahead of the national plan.   In other words, experiences of BEIP could be seen as pilot cases before SMCs are introduced all over Morocco.

*Commune Education Committee (CEC):*
After setting up these school level organizations, BEIP also established the communal level organizations, namely Communal Education Committee (Comité d'Education Communal: CEC).   At present, there is no educational administration at the commune level.   Unlike SMCs, there is no concrete policy to form organizations such as CECs in the near future.   Thus CECs in BEIP are the program specific and more informal groups without official status.

There are two reasons for BEIP to form CECs.   Firstly, it is important to encourage inter-school cooperation among different SMCs.   The *commune* that has 3 to 4 school sectors each is considered to be an appropriate level to form a group of schools to work together. Secondly, it is important to link schools with existing local leaderships in order to get sustainable supports.   In this sense, the commune level has good potentials to build closer relationships and raise awareness among the community leaders.   CECs are designed to include at least SMC representatives, Commune representatives, and PITs.   It is expected to all three parties eventually share common understandings and visions for the future of schools.

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[2] See "Terms of Reference for Research Assistants" for the details of their functions.

### 1.3.3 Program Design

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

The JICA Team made overall program design of BEIP through intensive discussion with MEN, two AREFs, and four PDs concerned with target areas. As a result, 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" PITs, SMCs, and CECs, the second step for "Planning" to prepare "School Plans" and "Commune Plans", and the third step for "Action" to implement "School-based activities" and "Inter-school activities" respectively.
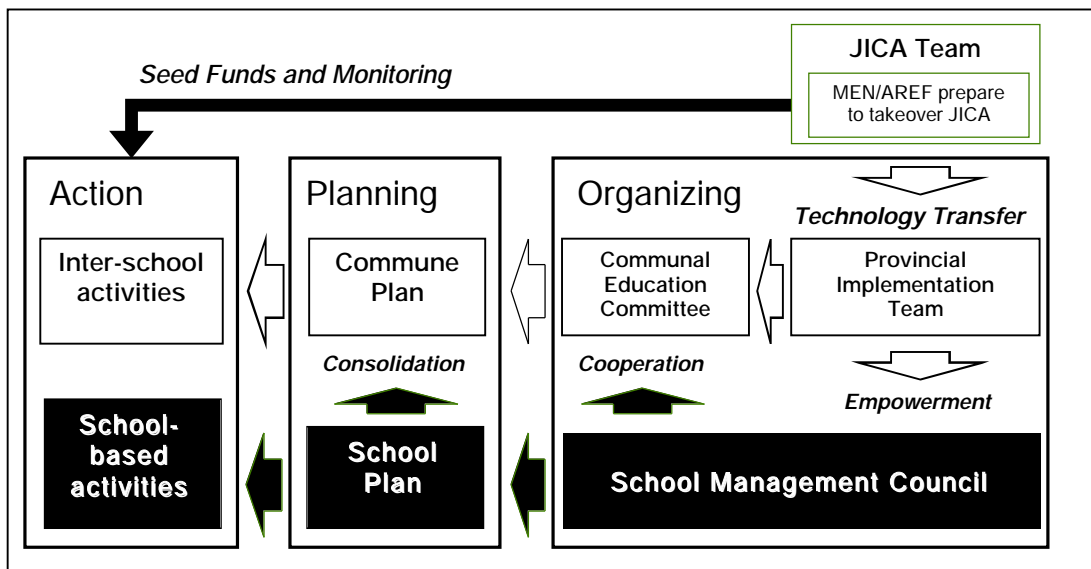


**Figure 1-6: Actors and Structure of BEIP Activities**

### (2) Organizing Stakeholders and a Cascading Training

Organizing stakeholders is the basis of the whole BEIP activities. Thus, a series of training for micro-planning were provided not only to develop skills for planning but also to organize various people involved with the program. 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 sizable people in a short period of time.

*Provincial Implementation Team as the Core Facilitators:*
It was very important for the JICA Team to examine who would be the core facilitators and what kind and mix of participants should be invited to the different occasions of training. PITs were identified to be well qualified group of people to become the core trainers. The structure of SMCs stipulated by the decree was also found to be suitable to represent beneficiaries at the school level.

The JICA Team organized the 3-day "Trainers' Training 1"of micro-planning for the PITs in the mid-October 2003. Representatives of AREFs and MEN were also invited to share these

experiences.   This was also the first field test for the training module for micro-planning (BEIP Module 1).

*Establishment and Empowerment of SMCs:*
Soon after "Trainers' Training 1", PITs were asked to facilitate establishment and mobilization of the SMCs and give them first hand orientation about the overview and schedule of forthcoming training activities for planning and the pilot implementations for the schools. All PITs made good starts to organize and mobilize school level stakeholders.

About one month later during the period of late November to early December 2003, each PIT organized 3-day micro-planning training for the SMCs in the respective province.   By the time, the training module for micro-planning at the school level (BEIP Module 3) was prepared by the JICA Team with close cooperation with PITs.   This training at the school level was to empower SMCs to prepare their own school improvement plans.   Concerned people both from the respective communes, and schools will be in one place for 3 days to attend training activities.   In addition, the training module was designed to do a lot of hands-on group work and discussion.   As a result, the training sessions came out to be good opportunities for diverse participants to get to know each other and understand views from different perspectives.   The BEIP Research Assistants, as part of PITs, made excellent efforts to help those participants who were unfamiliar with this kind of occasions such as students' parents not to be isolated and left behind.

*Introduction of Communal Education Committee:*
The idea to establish Communal Education Committee was introduced to the participants of BEIP later on in the "Trainers' Training 2" held in late December 2003.   It was even after all SMCs had completed their school plans and ready to proceed to the stage of proposal writing for the school-based activities.   This was intended to be so.   As already mentioned in the previous chapters, BEIP puts a focus on the process of "bottom-up" planning.   It means that lower level plans should come first and then they are compiled to the higher level of planning. It is considered to be better to introduce the idea of CECs when the actual school plans were ready to be consolidated by PITs (using BEIP Module 2) and could be presented to SMCs. With these hands-on examples, it became more obvious for both PITs and SMCs that they need to have an organization at the commune level.

## (3) Micro-Planning

*School Plans and Commune Plans:*
There are two levels of plans to be prepared as outcomes of a series of micro-planning training in BEIP.   Firstly, all the participating school sectors prepared school plans. Secondly, PITs then consolidated these school plans into commune level plans.   All of these plans were intended to be "actions plans" at the level of schools and communes.

*Target Levels of Planning in BEIP:*
The overall framework of educational planning consists of different levels of planning, such as the national, regional, provincial, communal, and school levels.   There are respective actors of planning in each level.   On the other hand, there are different flows of planning as

well.    These are "Bottom-up" and "Top-down" flows.    All of these levels, actors, and flows of planning are shown in Figure 1-7.
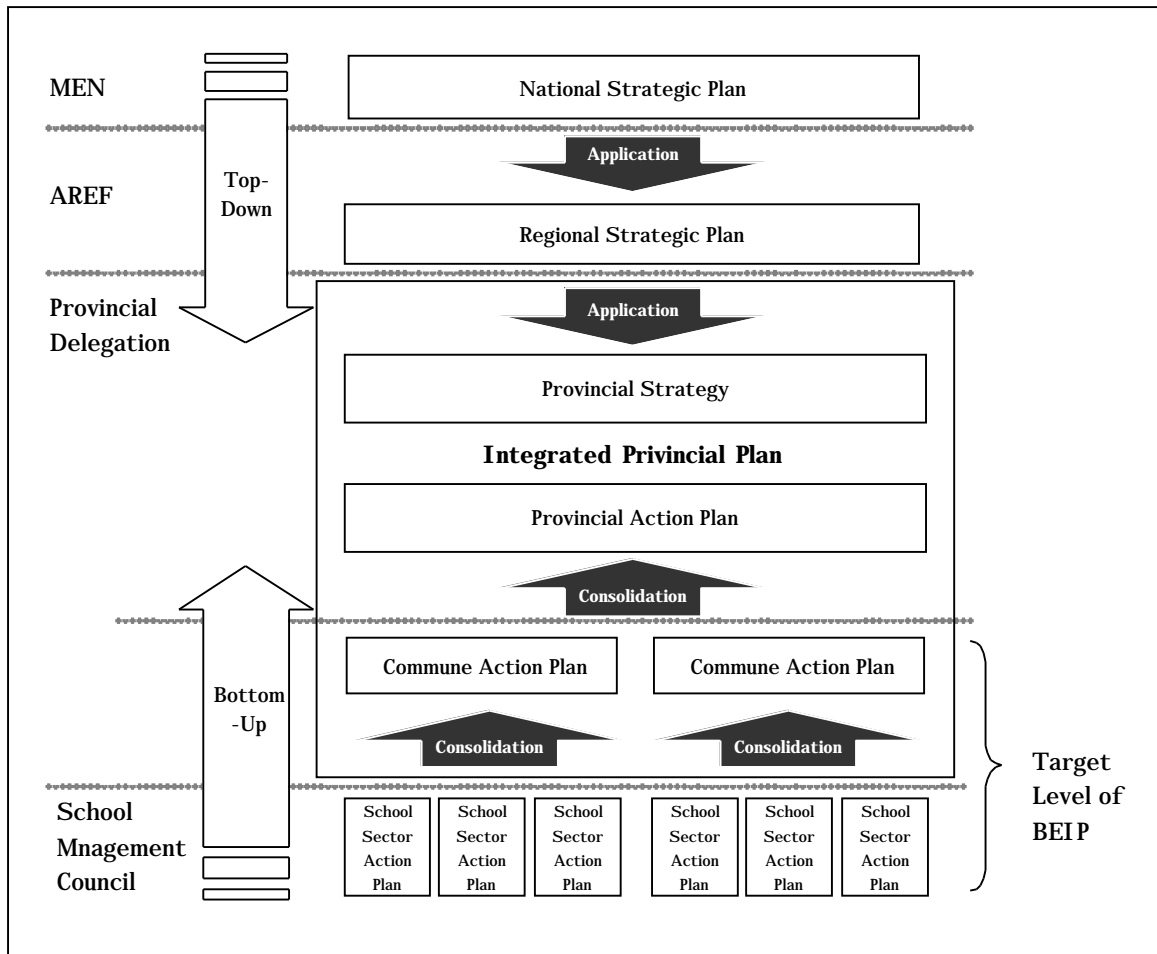


**Figure 1-7: Levels, Actors, and Flows of Planning**

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.    These action oriented plans should be consolidated to make an action plan for the higher levels of planning such as the commune and the province.    This upward flow of consolidation of specific actions into more general categories of activities is "Bottom-up" planning.    This **"Bottom-up" planning from the school to provincial level is the target planning level of BEIP** to enhance.

On the other hand, there is a "Top-down" flow of planning.    For example, the national level planning is important to set minimum standards and overall strategy for Morocco.    The national strategy should be applied to the regional level and the provincial level in accordance with area specific context.    This downward flow of application of strategy to a specific place is "Top-down" planning.

"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 priority.  Naturally, actions and strategy should be integrated into one piece somewhere in the middle.  The provincial level is most likely to be the one to integrate these two flows.

*Proposals for School-based Activities and Inter-school (commune level) Activities:*
There are two types of pilot activities in BEIP, namely "school-based activities" and "inter-school (commune level) activities".  SMC in each school sector is the one to propose and implement the respective school-based activities. Based upon priorities of the school plans, SMCs made proposals of school-based activities.

In addition to School-Based Activities, there are Inter-school Activities.  PITs are in charge of preparing proposals and managing implementation with close cooperation with CECs. Inter-school activities are the ones for a group of school sectors to participate.  Each school sector may have a similar problem that cannot be solved by its own but could be solved by the groups of schools.  Or for some activities it may be efficient to implement at the level of a commune or several communes at one time, such as training of school staff and in-service teacher training.  These inter-school activities should be discussed among headmasters and the PIT.  Likewise, these inter-school activities should be in line with commune level plans.

## (4) Action: Project Implementation

After completing planning and proposal writings, real actions will take place.  Major characteristics of this implementation stage of BEIP are as summarized as the followings.

*Components of Pilot activities*
SMCs and PITs (after discussion with CECs) would be free to implement various kinds of activities as long as these are necessary actions to achieve the goals of their plans, and meet conditions that were specified in the Implementation Guidelines.

*Funds Allocation*
SMCs and PITs will receive seed funds from the JICA Team once their pilot activity proposals are approved.  SMCs and PITs are responsible for managing funds to implement school-based activities and inter-school activities respectively with their own initiatives.

The funds from JICA are grants.  But some kinds of contribution are required for the recipient schools and provinces to match the grant.  These contributions must be specified concretely in their proposals.  Activities without Moroccan contribution are not allowed in BEIP.

The ceilings of these funds had been decided prior to the pilot activity and vary among the school sectors and provinces.  A ceiling for a school sector is determined by the number of school units and the number of students.  It is assumed that the number of school units represent the number of isolated rural communities to be served by a school sector.  The number of students represents the size of a school sector.  Regarding a ceiling for a province to implement interschool-activities, the number of school sectors and units are determinants.

*1) Budget for School-based Activities*
    Base Allocation (a)
    30,000 DH each will be first allocated to every school as the base allocation.

    Addition (b): Number of School Unit
    20,000 DH per school unit will be added.   The number of school unit includes 1 mother school and the number of satellite schools.

    Addition (c): Number of Students
    Then on top of the total amount so far is added 200 DH per pupil, that is, 200 DH is multiplied by the total number of pupils registered in the school.

*2) Budget for Inter-School Activities*
    Another logic is applied in calculating the budget ceiling for PIT in conducting inter-school activities.   There is no base allocation for PIT and only number of school sectors and school units are taken into consideration.

    Addition (a): Number of School Sector
    9,000 DH per school sector will be added.

    Addition (b): Number of School Unit
    3,000 DH per school unit will be added.

In addition to the total budget ceiling, there is a budget ceiling for construction / rehabilitation of buildings and facilities, that is, cost for construction / rehabilitation work should not exceed 50% of the total budget ceiling specified for each school.

*Flow of Funds*
Seed funds from the JICA Team will be directly disbursed to each SMC and PIT.
There were several alternatives to direct disbursement.  One alternative was to use the existing budget allocation system within the educational administration.  This alternative is safe and steady.  But at the same time, the existing system is too inflexible to manage BEIP pilot activities that are experimental in their nature and probably need to have ad-hoc adjustments such as in the timing of disbursements.  In addition, it is expected that giving them full responsibility for fund management shall encourage them to have stronger sense of ownership in their activities.

### 1.3.4 Roles of Different Actors in BEIP

The structure of BEIP is as described in the previous sections. Given this structure, the roles of major actors in BEIP are set as summarized in the following sections.

**(1) AREF Team**

AREF Meknes-Tafilalet, and AREF Fes-Boulmane will respectively form the AREF Team. The main responsibility for the AREF Team are as summarized below.

*Review of activity proposals*
After each school develops activity proposal for school-based activities and submit to PIT, AREF team shall review those proposals with PIT in each province.

If PIT/AREF Team finds the parts to be revised, contact the schools and ask for the revision. The reviewed proposals should be sent to the NPO.

AREF Team is also responsible to review proposals for inter-school activities developed by PIT. The same procedure should be taken and the reviewed proposal should be sent to the NPO.

*Auditing*
The AREF Team is asked to form an external audit team. The team is to examine as the final auditor of financial management done by schools and the PITs during the pilot period. Auditing requires visits to PD since all the financial reports for school-based activities and inter-school activities will be collected at the Provincial level. The AREF Team may also need to check the results of construction/ rehabilitation / procurement if necessary. After the AREF Team approves the financial reports, it is expected to prepare an audit report.

*Preparation to take over BEIP activities after pilot period*
AREF is in a position of supporting educational development for the respective region. Regarding sustainability of BEIP, AREF is expected to begin preparation for taking over some functionalities of the JICA study team. For example, trainers' training could be organized by AREF. Fund raising could be one of the most important roles for the AREF in order to take over the BEIP activities, as the BEIP fund will continue only for one year. Each school and commune is encouraged to raise funds throughout the implementation period to sustain activities after the pilot, so is the AREF Team. AREF Team is expected to secure fund to continue activities such as fund to conduct the micro-planning training (Development of school plan) in the non-pilot communes.

AREF's budget consists largely of i) subsidy from the state (budget d'exploitation and budget d'investissement) and ii) external sources. It is reasonable to think based on this structure that more you gain external sources, more quantitative and more qualitative education you can implement, as the subsidy from the MEN does not make much difference. It is therefore important for the AREF to have expertise to get funds from external sources such as donors, association, private companies,etc. to develop education-related cirmumstances in your region.

Each AREF Team is asked to develop a plan for "Take-Over BEIP" and present it during a BEIP Commencement Seminar scheduled in April 2004.   The plan should include the proposed activities, schedule, responsible persons, and targets of outcomes.

## (2) Provincial Implementation Team (PIT)

Each province participating in BEIP pilot activities forms the Provincial Implementation Team (PIT).   The team consists of "Coordinator", "Technical Team", and "Research Assistants."   Technical Team may include inspectors, a CFI staff, and other resource persons.

Research Assistants are those who are assigned by the JICA Study Team and who work under the supervision of PIT coordinator to assist the schools in preparing and carrying out pilot activities.   One research assistant is assigned to one or two communes and he or she will primarily act as facilitator.

*Trainers' Training*
In BEIP pilot activities, PIT members act as trainers for micro-planning.   PIT members are, therefore, required to attend a series of trainers' training.

*Training for Developing School Plans*
After the Trainers' Training in October 2003, PIT will provide school personnel with the training for school level planning.   PIT shall also provide schools with necessary support to develop activity proposals after the training for project implementation in December 2003.

*Consolidation of School Plans*
After each school develops its school plan, consolidation of the school plan will be done at the provincial level.   Some of the activities proposed by the school may be similar with those of other schools, or better implemented together at the commune level.   Part of this consolidation exercise will be conducted during the training held in December 2003. Headmasters, one representative of each SMC, and one representative of each commune will attend this training and participate in formulating inter-school (commune level) activities.

*Communal Education Committee*
Inter-school activities will be managed by PIT, but the activities will be conducted by the people at the commune level.   Therefore, CEC will be organized to conduct such activities, and PIT serves as a secretary of CEC.

*Activity Proposal for Inter-School activities*
PIT is responsible to complete the proposals for inter-school activities after the training and CECs should participate in developing activity proposals.   In writing activity proposal, some portion that will be contributed by non-JICA source should be specified to match the BEIP grant.   This can be material and labor, as well as monetary contribution.   The contribution can be sought from CEC, PIT, PD or outside sources.   For example, if training program is proposed, PIT can contribute by participating as a voluntary lecturer.   At least one contribution should be specified for one activity proposed.

*Review of School Activity Proposals*
After each school develops activity proposal for school-based activities and submit to PIT, PIT review those proposals with the AREF Team in the province.

*Implementation of Inter-school Activities*
The PIT is responsible for implementing approved Inter-school activities with CECs.   If the PIT and CECs wish to make major changes in the use of money, they should report to the AREF Team and the NPO and receive approval before the changes.

*Monitoring of School-based Activities*
The PIT is also responsible for monitoring the implementation of the approved School-based activities conducted by each school.   Monitoring shall be conducted by the regular visit to the schools and check the necessary items (records, documents, and procured items, etc.) time to time.

*Reporting*
Each PIT shall prepare reports for inter-school activities and submit them to the AREF Team for external auditing.

PIT shall also check the reports submitted by schools and then send them to the AREF Team for external auditing.

The final version of the reports for both Inter-school activities and School-based activities should be sent to the NPO.

*Action plan for Bottom-up Planning*
When pilot activities are over, we now have to think how to continue and expand the effective approaches and activities within pilot areas and non-pilot areas in each province.   For that purpose, we need a plan and the budget to implement that plan.   PIT is expected to develop an action plan that states how the bottom-up planning practice is extended and expanded in each province.   The action plan may include how the PD should conduct micro-planning training to non-pilot schools, and how the province will consolidate the plan.     Meanwhile, the AREF team is working on taking over BEIP such as fundraising to make the provincial plan realized.   It is, therefore, recommended to have close communication with the AREF team when developing the action plan.

**(3) School Management Council (SMC)**

At the school level, SMC is established in each school sector, and this is the level where school-based activities are conducted.   Activities of school sector should reflect the needs of schools within, and the benefits of the activities should be enjoyed fairly by the school units within a school sector.   However, this does not mean that all the activities should cover all the school units.

The pilot schools are asked do the following things to participate in BEIP:

*Establishing of SMC*
Each school is required to organize SMC based on the Ministry's regulation.   The Council shall consist of the following members:

Headmaster
A representative of the teachers of each grade
A representative of administrative and technical executives
The president of the Students' parents association
A representative of the communal council

According to the Decree, the headmaster will be appointed as a president of SMC. One Treasurer should be appointed from the members of SMC (other than the headmaster) for BEIP. Treasurer shall deal with all financial matters on behalf of the Council.

In all SMCs, there should be Internal Auditor selected from the council members other than the headmaster and the treasurer. Auditor shall audit all cash and in-kind transactions and certify the Financial Report prepared by the Council.

*Pre-Pilot Training*
As part of BEIP pilot activities, representatives of the SMC are required to attend the following training sessions to be held in provinces and communes.

| | |
|---|---|
| Orientation session | October 2003 |
| School Plan Development | Late November 2003 |
| Project Implementation | December 2003 |
| Commencement Seminar | April 2004 |
| Financial management | April 2004 |

*School Development Planning*
After receiving the 3-day training scheduled in November 2003, each school is required to develop its school development plan for the next one year following the material provided in the training. The SMC shall take initiative to carry out this task. As an output of school development planning, each school is required to complete two copies of "School Plan for Quality Learning." One copy is for the school to keep, and the other is to submit to the PIT.

*Activity Proposal for BEIP*
After each school develops its school plan, and the representatives receive training for proposal writing in December 2003, each school shall then develop an activity proposal for BEIP. The proposal shall be based on and consistent with "School Plan for Quality Learning."

The school can propose any activities for BEIP funding as long as the activities satisfy conditions and budget ceilings specified in the guideline.

The PIT and Research Assistants may assist the schools to formulate the plan and the proposal. The activity proposal shall first be submitted to and reviewed by the PIT and the AREF Team, and then it will be submitted to the NPO through the PIT.

*Implementation*
Each school shall implement the approved activities following the activity schedule and activity budget that each school developed. **An activity team** shall be established to implement each activity. An activity team shall include necessary resource persons such as community members, school inspectors, etc. If schools wish to make major changes in the

use of money, they should report to the PIT and the NPO via Research Assistants and to receive approval before the changes.

*Fund Raising to Match BEIP Grants*
In principle, each school is required to raise fund to match the BEIP grant.   This can be material and labor, as well as monetary contribution.   Each school must first specify the target contribution in each activity that school proposes.   Of course fundraising should not be limited to the amount that each school proposes, but can be continued throughout BEIP pilot periods so that some of the BEIP activities can be sustained.

*Reporting*
Each school shall prepare reports and submit them to the PIT via Research Assistant.
Detail formats of these reports are given in the guideline.

*Developing an Annual Plan for the Next Year*
After conducting activities for one year based on the school plan, each school should review the impacts of the activities with the goals set in the beginning of the pilot period.   Then, the next thing to do is to develop an annual plan for the following year (September 2005 – August 2006).   It should be remembered that there will be no BEIP fund during that time and the schools have to utilize the funds that were raised during BEIP pilot period and funds contributed by the commune or the PD.

## (4) Communal Education Committee

At each commune level, there will be a CEC for BEIP pilot activities whose members are headmasters of schools, commune members, and the PD members.   This commune level organization will conduct inter-school activities and link individual school sectors to PIT. This organization was introduced during Trainers' Training 2 held in December 2003 and will be established before preparing activity proposals.

Inter-school activities will be managed by PIT, but the activities will be conducted by the people at the commune level.   Therefore, CEC will be organized to conduct such activities, and PIT serves as a secretary of CEC.   CEC shall consist of the following members:

> Headmasters of all schools in the commune
> The representatives of teachers in primary schools in the commune
> The representatives of the students' parents association
> The representatives of commune council
> Community and/or religious leaders
> A representative of the PD

# Chapter 2 BEIP APPROACH IN RURAL MOROCCO: EFFECTS AND PERSPECTIVES

## 2.1 Effectiveness and Limitations of BEIP Model in Morocco

After a series of training activities and preparation process, BEIP started implementation of activities for improving basic-education in June 2004 with initiatives of 33 SMCs and 4 PITs. They proposed 325 school-based activities and 37 inter-school activities. All of these activities were put into operation. The implementation period ended at the end of June 2005.

BEIP Model is the first trial in Morocco to introduce a real "bottom-up" approach in school management. In short, we have experienced both remarkable success and persistent difficulties during the period of implementation. In this chapter, we present overview of analysis of BEIP experience. In the first section, both effectiveness and limitations of BEIP Model are summarized. In the second section, preliminary policy options are presented more in detail. In this report, policy options are not limited within the scope of refining BEIP Model, but also touch upon issues in improvement of basic education in rural areas of Morocco at large. In the third section, the model of concrete structure and procedure to internalize and generalize BEIP model in basic education of Morocco is proposed.

These ideas of policy options and of BEIP generalization model are based upon large amount of information compiled through continuous monitoring and systematically collected data of impact study. In Chapter 3, all the BEIP activities at its training stage are presented. In Chapter 4, detailed observation during the operation period of school activities are described in selected aspects. In Chapter 5, results of Impact Study are presented.

### 2.1.1 Positive Effects of BEIP on Participants' Attitudes

One of the most notable positive outcomes of BEIP is the fact that a SMC is functioning as a good medium to integrate 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 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 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. In many cases, school principals, as leaders of SMCs, are appreciated that they created 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 considerable amount of their spare time for implementing the activities. In many cases, they even contributed considerable amount of funds. For example, in Errachidia, all the schools recorded a great deal of contribution from teachers/headmasters, more than contribution from

parents/community members. This indicates their increasing sense of ownership of their activities, not just requesting and waiting for someone's assistance.

Regarding contributions from teachers, it should be noted that they paid some administrative costs for operation of SMCs such as transportation expenses. To make SMC sustainable, there must be formal funds to cover minimum operation costs of SMC.

*An increase in community involvement:*
In terms of community involvement, there are following positive outcomes.
- Many schools experience an increase in communication with parents and local communities.
- Many schools garnered contribution from local communities.
- Parents are more interested in schools.

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

When the school involves the parents and the community in the proposal of activities like was the case in Taghit or Ait Hnini, the SMC could gain the confidence of the population and thereby have developed good relation with the community, which is a good means for the implementation of activities.

*Generating support from communes:*
In many cases, communes extended various forms of supports towards the schools including the following things.
- Financial support: In many cases, communes provided funds for school-based activities most notably renovation of school infrastructure and facilities.
- Technical support: Technicians of communes often help SMC 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 2-1, the levels of improvement of "Teachers' motivation", "Parents' support", "Community support", "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 2-1: 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.
A 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 interests to 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.   This shows a behavioral change in terms of school attendance by the pupils.   A teacher stated "14 years of experience in this school, I have never witnessed such 100% of presence as is the case now". It may be partly explained as well that a community as a whole has more awareness of the importance of the school in the life of the pupils.

These improvements in pupils' motivation are clearly seen in the result of the impact survey. As shown in Table 2-2, ratings of pupils' attitude were all rated higher in BEIP schools than in non-BEIP schools.

### Table 2-2: Rating of Changes of Pupils' Attitude by School Teachers

| TYPE | Category | 1 to 5 rating of degree of improvement comparing 2003/4 and 2004/5 by teahcers | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | Enrolment | Attendance | Dropout | Repetition | Discipline/Attitude | Academic Achievement | Overall Performance |
| Mother School | Non-BEIP | 2.7 | 3.1 | 2.6 | 3.2 | 3.1 | 3.3 | 3.3 |
| | BEIP | 3.7 | 3.6 | 3.4 | 3.2 | 3.5 | 3.5 | 3.6 |
| Satellite School | Non-BEIP | 3.2 | 3.4 | 2.9 | 2.7 | 3.1 | 3.2 | 3.2 |
| | BEIP | 3.5 | 3.5 | 3.0 | 3.0 | 3.4 | 3.4 | 3.5 |

Source: BEIP Impact Survey, see Chapter 5 for details.
Note: Out of 172 samples, 50 school units with 0% dropout in 2003/4 are excluded.
A scale of rating: *ibid.*

There are also concerns that after BEIP activities are over pupils motivation could be lowered again.   All parents think that the new materials and equipments in schools (computers, sports materials) shall be a new attraction for the pupils and shall bring them back to the school. This is a good way to begin with.   At the same time, however, we cannot keep introducing new facilities.   It is also important to start exploring ways to make a school attractive even without new gadgets.

**(3) Potentialities at the Provincial Level**

All PITs demonstrated that they are very much capable of managing BEIP model.   Given a series of training of BEIP, PITs, groups of provincial level education administrators, have been proved to be capable of overall BEIP implementation: to provide necessary training to school personnel; to give advices for implementation; and to monitor activities.   As shown in Table 2-3, headmasters of BEIP schools appreciated increased supports from respective PDs.

At the same time, the largest issue for PITs is the fact that they are not yet formally accommodated within the existing education administration.

**Table 2-3: Rating of Change in Support from Delegation by School Headmasters**

| Category | 1 to 5 rating of degree of improvement comparing 2003/4 and 2004/5 by headmaster |
|---|---|
| Non-BEIP school | 3.2 |
| BEIP-school | 3.6 |

Source: BEIP Impact Survey.

### 2.1.2 Positive Impacts on Quality of Education

### (1) BEIP Reduced Dropouts

Aforementioned positive effects of BEIP made positive impacts on quality of education as well.   There had been clear effects on reducing dropout rates as summarized in Table 2-4.

**Table 2-4: 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.   Average all schools in 4 provinces were calculated from official data of respective Delegations of Boulmane, Errachidia, Khenifra and Sefrou.

In 2003/2004, BEIP schools had higher dropout rates than Non-BEIP schools (control group schools for the impact survey).   In 2004/2005, pilot schools with BEIP experiences recorded larger margins of reduction of dropout rates for all types of schools in comparison with control group that had no BEIP experiences.   At the end, BEIP schools reached the same or even lower levels of dropout in comparison with the ones of Non-BEIP schools.   There are some other general patterns in these dropout rates including the followings.

- The rural area has higher Dropout Rates than the urban area.
- Satellite schools have higher Dropout Rates than either Mother schools or Autonomous schools that are mostly located in village or town centers
- Dropout rates of girls are higher than the ones of boys.
- Margins of reduction of dropout rates were largest in cases of satellite schools with BEIP experience, most notably for girls.

Reduction of dropouts in rural areas, especially for girls, is always identified as one of the top priority issues to improve quality of education.   BEIP is proved to be effective for this.

### (2) Teachers' Motivation and Various Supports

There are several but clear differences between survey results of Non-BEIP and BEIP schools. As already mentioned, the level of change in teachers' motivation is found to be one of these

things.    According to the answers by school headmasters, BEIP schools have one rating point higher positive change in teachers' motivation than non-BEIP schools.

This higher level of motivation does not stand by itself.    "Parents' support", "Community support", "Commune support", and "Delegation support" are all rated higher in BEIP schools than in non-BEIP schools.    These higher supports are some of the factors to push up teachers' motivation, and thus more sense of ownership and commitment in BEIP schools.    As shown in Figure 2-1, there is a tendency that teachers' motivation will improve more in school units where better supports from the local people became available.

### Table 2-5 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.
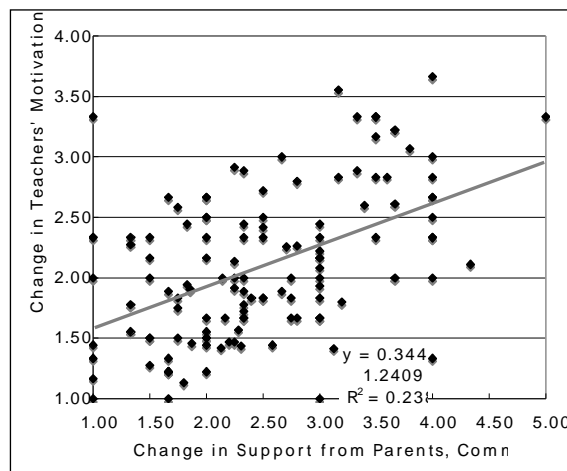


**Figure 2-1: Change in Motivation of Teachers and Local Support**
Source: Impact Survey Data of BEIP

Given this higher motivation and the local supports, dropout rates were reduced more in BEIP schools.    As shown in Figure 2-2, there is a tendency that dropout rates were reduced more in satellite schools that were managed by teachers with higher levels of improvement in their motivation.
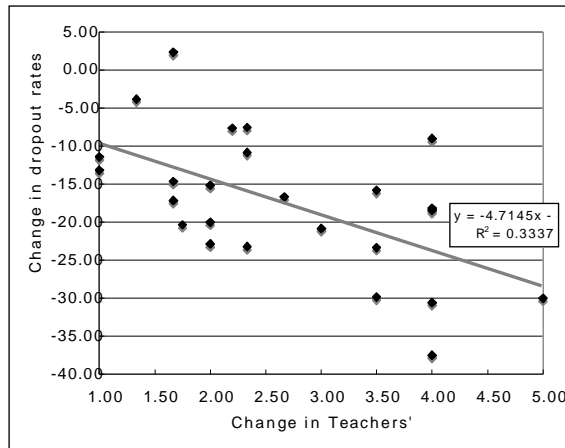
**Figure 2-2: Change in Dropout Rates and Motivation of Teachers**
(Samples are BEIP Satellite Schools with more than 10% of Drop Out Rates in 2004)
Source: BEIP Impact Study Data

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

As already mentioned, there are many positive factors that differentiated BEIP schools from non-BEIP schools.   One major thing is the fact that bottom-up planning and SMCs became functional only in BEIP pilot schools.   As already noted, introduction of SMC and bottom-up school management had grown more ownership, commitment, and local supports at the school level.   At the same time, BEIP model is a model of "working as a team" that is designed to put participants in positions to facilitate closer communications and cooperation among different groups of people.   SMC is a core group to do so.   Individual motivation and ideas can be refined, integrated, and translated into a 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.   Even among teachers working in a same school, they do not have many occasions to work as a group.   As shown in Table 2-6, the levels of change in communication among teachers are rated higher in BEIP schools than in non-BEIP schools. This indicates the fact that teachers in BEIP schools had more chances to work together as a team.

There is a same tendency in changes in teachers' ways of communication with parents.   In BEIP schools, communication with parents as a school unit is rated higher than in non-BEIP schools.   Teachers in BEIP schools had more chances to communicate with parents as organized efforts of school units.

**Table 2-6: Changes in Teachers' Communication among Themselves and with Parents**

| Type | Category | Change in Communication Among Teachers (1 to 5 Rating) | Cange 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

Given this higher propensity for working as a team in BEIP schools, many factors related to improvement of quality of education were pushed up to higher levels. As shown in the following figures, there are tendencies that improvement levels of "Teachers' motivation", "Communication with parents as organized efforts", "Change in Local Support (from Parents, Community, and Commune)" were all improved more in schools that were managed by teachers working more as a team (with higher levels of improvement in communication among themselves).

As illustrated in Figure 2-6, major factors of effectiveness of BEIP Model are inter-related through SMC as a hub of teamwork, organized communication and activities.
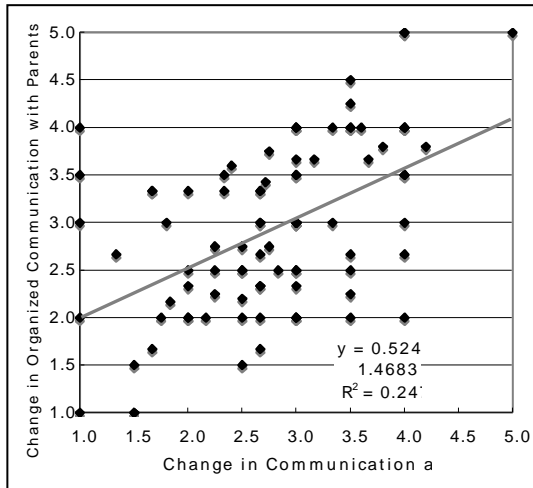


**Figure 2-3: Organized Communication with parents and Team Work in BEIP Schools (Satellites)**
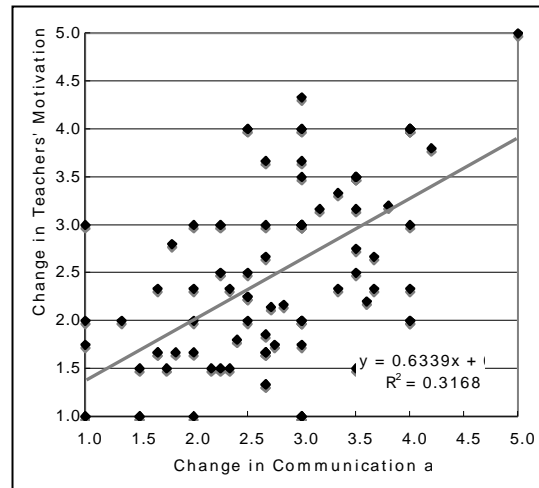


**Figure 2-4: Teachers' Motivation and Team Work in BEIP Schools (Satellites)**
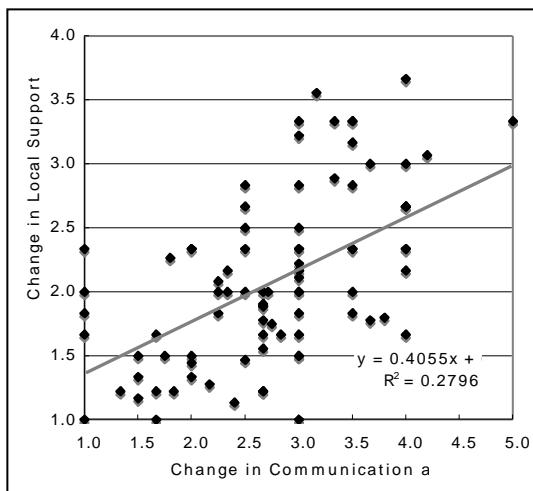


**Figure 2-5: Local Support and Team Work in BEIP Schools (Satellites)**
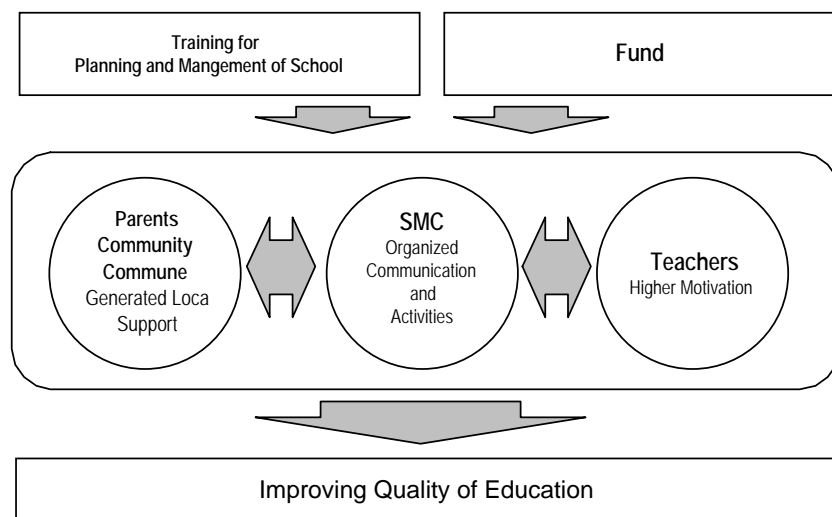
**Figure 2-6: Conceptual Structure of Inter-relations of Major Factors of Effectiveness**

## 2.1.3    Present Limitations of BEIP

BEIP model is not an all mighty tool to improve rural education in Morocco.    There are many issues to be addressed.    Here, major points are itemized.    All the issues are farther elaborated in the later sections along with recommended policy options.

## (1) BEIP-SMC model must be refined

*Schools need to be more equipped with capacity of school-based management:*
For example, the 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.    It is also noted that costs for keeping good communication within one school sector is much larger than expected.    Physical distance between school units should not be underestimated.

*Participation of the stakeholders in school management can be further encouraged*
BEIP was the first time effort in many schools, and those that have succeeded the participation of many stakeholders have seen positive impacts.    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 background, experience, knowledge, and opinions from those of teachers who have been trained in the urban areas.    However, the community's support is indispensable if schools, particularly satellite schools to survive and well function in the community.    The efforts to include as many stakeholders as possible in school management need to be continued.

*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 as well, a representative of each satellite school is not a member of SMC and many members are from the mother school.    Therefore, 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.

29

*Commune – Increased participation in educational development*
Some schools are succeeded to involve commune personnel in improving education by assigning specific responsibilities in BEIP activities such as 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 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) Need new institutional settings to accommodate BEIP model**

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

In longer term, it must be examined how to institutionalize the present PIT's functions of BEIP, and BEIP model of micro-planning at large, into the whole education administration in Morocco. There are major issues to be addressed including the following points.

*PD should institutionalize PIT's roles and functions of BEIP:*
  - For example, planning department incorporates the bottom-up planning practice; training department takes care of the training of bottom-up planning and financial management at school level; monitoring & evaluation department takes responsibility of monitoring and evaluation; and budgeting department allocates sufficient budget to implement and monitor BEIP activities. In anyway, the point is to internalize PIT's roles within the formal structure of PD.

*AREF should provide:*
  - Overall institutional and financial frameworks to support PD to continue micro-planning model.
  - Links to integrate bottom-up planning into the provincial and regional planning.

*MEN should provide*
  - More solid legal framework for SMC.
  - Adopting BEIP model as an approach to improve schools in rural areas.
  - Examine existing structural issues in basic-education in rural areas at large, which could largely offset expected positive effects of decentralization.

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

The experiences of BEIP highlight issues beyond the scope of its "bottom-up planning" framework.

*BEIP model does not work well in Isolated Schools*
In general, there are considerable difference in the effectiveness of BEIP model between mother schools and satellite schools. The level of teachers' motivation is lower in satellite schools. Given the facts that satellites are more remote and thus the population has more

limited access to cash income to keep sending their children to schools, it was well anticipated that we encounter more difficulties to apply BEIP models in satellite schools than in mother schools.   The experience of BEIP suggests that the issues of the satellite schools are much more than such physical remoteness.

- Schools physically outside of communities:
  Some of satellite schools are located far away from any communities.   In this kind of settings, there is no community that could build a tie with a satellite school from the first place.   Teachers have to station isolated in the middle of nowhere, which has a strong negative impact on their motivation.   BEIP model can do very little to make this kind of schools to be effective.

- Satellite schools (teachers) are not well accepted:
  Currently many teachers were born and raised in the urban areas and trained in the 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 they succeed to be a member of the community, it is difficult for the schools to be accepted by the community as well.   Such environment makes it difficult for teachers to be motivated and committed to the schools and the places that they work. This seriously affects the quality of teaching.

- 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 is very 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 teachers', dealing with parents who have little understating on school education, etc.   Without appropriate supervision and guidance from senior colleagues, new teachers have to go through excessive trials and errors.

*Lower the parent's cost for basic education: "Free-textbook"*
Many teachers and parents agreed that the BEIP activities that distributed free school manuals and other school materials had very positive impacts on encouraging enrollment and preventing dropout.   It is clear that economic cost of sending children to the schools is a very strong negative factor as much as well spoken little understanding of importance of education among parents.   Even when parents are well aware of importance of education, they cannot send all children to the school without money to buy textbooks for their children.

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.   Given very low cash income levels in the rural areas, "free school books" could be more efficient in terms of improving access to basic-education than any well-designed awareness raising campaign.

## 2.2    Policy Options to Support Education in Rural Area

In this section, policy options to support education in rural areas are discussed both from the viewpoints of education administration and finance.    These suggestions were mostly drawn from BEIP experience but not limited to BEIP model.    This is because our focus here is primary schools in rural  areas, especially satellite schools, which are found  to be in most difficult conditions to provide quality education.    The issues that satellite schools are facing cannot be solved by a sole measure, but require a comprehensive approach that deals with both administrative and financial aspects of Moroccan education system.

The following summarizes major issues that satellite schools are currently facing:

◆    Schools in rural  areas, particularly satellite schools are in poor condition in physical infrastructure and human resources;
◆    Due to the difficult access, the <u>communication is very limited</u> between mother schools and satellite schools, and between PD and satellite schools, and hence satellite schools are not able to receive sufficient support from the mother school and the PD;
◆    Some schools are established without the careful consideration of the community needs and the location of a village.    As a result, some schools are built far from the population and hence, they are <u>physically isolated from the community</u>;
◆    Some schools in Berber speaking areas are not staffed with Berber speaking teachers, which makes schools <u>psychologically isolated from the parents and community</u>; and
◆    According to the current teacher appointment system, only young and inexperienced teachers are assigned to satellite schools.    As a result, they are <u>not able to receive proper guidance</u> for their work in a difficult situation from senior teachers or a principal, which negatively affects the quality of teaching-learning process in the classroom.

### 2.2.1  Education Administration

The following section discusses some suggestions in education administration for improving schools in rural areas.   Policy Option 1 was drawn from BEIP experience and illustrates why and how BEIP model should be further established; and the other three policy options deal with the issues that are beyond the BEIP scope, but remain serious obstacles in rural education even BEIP model is introduced.

**Policy Option 1:   To prepare environment to adopt the BEIP model as one of the approaches to improve rural education**
Interventions to improve education often employ uniform solutions for various regions that have different backgrounds and different problems.   In BEIP, schools and province themselves analyze what are the problems that they are facing and how to solve them, and take different approaches by their own initiatives using small block grants.   The BEIP model, therefore, is characterized by bottom-up planning approach and block grants directly funded to schools and province for their own initiatives.   This model has so far been proved effective in the following aspects:

◆   People directly in charge of schools (school principals, teachers, and community members) have more ownership and commitment in improving their schools;
◆   Resources can be more focused to the needy areas, which ensures cost-efficiency;
◆   Participation of many stakeholders including community members are encouraged through bottom-up planning practice, which makes schools closer to community people; and
◆   Schools become more transparent and open to the outside, which makes easier to have better communication with and support from the community.

Remote schools are in a position where it is physically difficult to receive adequate and sufficient guidance and support from other schools and the PD.   In such situation, satellite schools need to be more self-sufficient in managing schools.   The BEIP model supports schools to be more proactive in school management by providing with necessary means (skills and experience) and resources (small block grants).   This model has been so far proved to be effective to approach remote schools.

In order to expand the impacts of this model, it needs to be adopted in the current educational system as a part of permanent structure.   This, however, requires some changes at the level of school, commune, province, region, and the ministry.

**(1) School - Strengthening School-based Management**

School-based management is effective in the sense that local needs and conditions can be reflected in managing schools.   In this practice, schools are expected to play active roles in planning and implementing educational activities based on the local needs and conditions. Schools in  BEIP Pilot areas have  gone through the  first cycle of school  planning process

(analysis, planning, implementation, and evaluation), but each process needs to be further improved and **schools need to be more equipped with capacity of school-based management.** For example, the 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. Schools that propose physical improvement as their priority activities need to be able to explain clearly how such activities as rehabilitation of a classroom or establishment of a multi-media room can solve the problems that they are facing and how much they can improve the situation. Another finding was that there is a tendency that less attention is paid to satellite schools than a mother schools in terms of resource allocation. Careful analysis of their problems and approaches, and the outcome-oriented way of thinking need to be further strengthened through practice.

**Participation of the stakeholders in school management can be further encouraged** as well. Enhancing the communication with the parents and the community is also important for not only mobilizing resources but also for making schools closer to the community. Through the BEIP practice, teachers and principals tried to include the parents and community representatives in the planning process. This was the first time effort in many schools, and those that have succeeded the participation of many stakeholders have seen positive impacts. The participation of parents in some schools, however, was limited to mere attendance to the meetings without real exchanges of opinions and ideas. Teachers, as well, feel that it is not easy to include parents who have quite different background, experience, knowledge, and opinions from those of teachers who have been trained in the urban areas. However, the community's support is indispensable if schools, particularly satellite schools to survive and well function in the community. The efforts to include as many stakeholders as possible in school management need to be continued.

**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 as well, a representative of each satellite school is not a member of SMC and many members are from the mother school. Therefore, activities that were proposed by a school sector tend to focus on improvement of a mother school: for example, development of a multi-media room in a mother school is proposed rather than equipping resources that can be shared among school units such as a school library. In order to rectify the resource concentration to a mother school, local needs of each school unit shall be discussed in SMC. It is therefore important that at least one representative of each satellite school becomes a member of SMC. Alternatively, it may be worth piloted to establish SMC in each satellite school as a formal SMC or as a sub-group of SMC of the school sector.

### (2) Commune – Increased Participation in Educational Development

Another issue to be further investigated is a mechanism to involve commune in educational development. Before BEIP started, the level of commune involvement in school management and cost sharing was very limited. In BEIP model some schools are succeeded

to involve commune personnel in improving education by assigning specific responsibilities in BEIP activities such as 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 communal council makes it difficult for the commune to actively participate in educational development. Currently the level of commune involvement is very much influenced by personal aspiration and interests of a commune head. It is important to consider how communes can be systematically involved in educational development. In the decree of SMC, members are supposed to include representatives of commune council, and it is expected that commune involvement will be further encouraged as establishment of SMC becomes widely practiced.

In BEIP, CEC was established for experiment. The expected function of this organization was to consolidate individual school plans and to implement joint activities where all the schools in the commune participate. In reality, however, they do not seem to function well. The reasons may be summarized as follows:

◆ CEC develops plan, but does not receive budget to implement activities (PD takes this role), which makes it difficult for them to be active and motivated;
◆ There is no formal organization that is responsible for education at the commune level;
◆ School sectors do not feel strong necessity in having joint activities among different school sectors; and
◆ It is physically difficult to conduct joint activities among school sectors.

It is therefore, necessary to reconsider the structure of the commune level organization.

**(3) Provincial Delegation (PD) – Institutionalizing BEIP Implementation**

In BEIP, both schools and PDs have developed plans for educational improvement. Education planning at the provincial level has a particular significance because province can grasp the real picture of the schools, can consolidate educational plans made by individual schools, and determine priorities and directions, taking into consideration of the problems of individual schools. Province is an appropriate level to provide in-service teacher training as well in terms of the number of teachers assigned in a province and the relevance of the curriculum.

PDs are active participants of BEIP activities and at the same time, they play an important role in monitoring and supporting school activities in BEIP. PIT was formed in each PD to implement BEIP pilot activities, and it has been proved to be capable of overall BEIP implementation: to provide necessary training to school personnel; to give advices for implementation; and to monitor activities. The next issue is **how to institutionalize such PIT's roles and functions of BEIP.** For example, planning department incorporates the bottom-up planning practice; training department takes care of the training of bottom-up planning and financial management at school level; monitoring & evaluation department takes responsibility of monitoring and evaluation; and budgeting department allocates

sufficient budget to implement and monitor BEIP activities. It is therefore necessary to redefine the roles and functions of current PIT as a part of formal function and responsibility of the PD.

Currently one research assistant is assigned to each commune in BEIP pilot areas who works under the supervision of PIT. These research assistants reside in the target commune and visit schools frequently to support their activities and monitor the progress. The frequency to one school unit is weekly or bi-weekly depending on the location. In BEIP, facilitation was considered very important in implementing school activities. BEIP introduces new ideas and practices of school management such as bottom-up planning, community participation, self-management, accountability, and transparency. Facilitation is extremely important when school principals do not have sufficient experiences or understanding on these concepts, or when they are in difficult situation. The functions and responsibilities of research assistants, therefore, need to be taken over by the members of PD in the future if the BEIP practice is to be continued.

**Who is to take over these functions and responsibilities** is the next issue. As mentioned earlier, BEIP introduces new ideas and practice of school management, and therefore schools require intensive support during the first year of implementation particularly. In this case, external resources such as research assistants may be hired temporarily for the first year of implementation. For the second year of implementation, however, schools may require less intensive facilitation and monitoring, and therefore, BEIP facilitation can be combined with the routine school monitoring/supervising activities. According to the present policy of MEN, the current inspector system is to be replaced with a new system, and it is not possible to clearly suggest whom to take over at this moment. Major qualifications of the facilitators, however, can be elaborated as follows. It is highly suggested to include training for facilitators in the future.

◆ Have a good understanding on the concept of BEIP
◆ Can be a partner with schools
◆ Be able to support initiatives and creativity of schools by encouragement and providing guidance, not by the strict instructions or orders.
◆ Assigned to several schools to supervise as routine bases and visit schools frequently (transportation means should be secured)
◆ Keep a low profile but strictly follow the BEIP rules and regulations.
◆ Be able to assist schools not only in teaching methodology, but in school management

**(4) AREF – Financing Decentralized Planning and Realization of the Plans**

In the current educational administration system, AREF has legal authority to manage education based on their plans. It is therefore very important to have a mechanism to reflect the local needs in AREF's plan. **Outputs of BEIP planning such as micro planning at the school level and the consolidated school plans at the provincial level can be effectively**

**utilized for this**.  AREF has authority to allocate the education budget provided by the ministry according to their plans as well, and therefore it is expected to play an important role in financing BEIP in the future.

In BEIP model, schools and PDs are the center of activity implementation as described above. In order for this to happen, AREF needs to secure and properly allocate the budget for schools to realize their plans and the budget for PD to conduct provincial activities and to monitor the BEIP activities.

**(5) Ministry – Adopting BEIP Model as an Approach to Improve Schools in Rural Areas**

A characteristic of BEIP is to provide both approaches and resources.  In other words, schools are given opportunities to design their activities as well as financial resources to realize the plan.   Without any financial support, planning will be of no practical use.   On the other hand, without a plan following proper problem analysis and goal setting, money will not be used wisely.   It is therefore crucial to have both plans and the resource to realize them to achieve the goal.

In BEIP, a mechanism of direct funding to schools is employed and this is a key to success. It is because the people have a stronger sense of ownership, and seek more efficient use of resources when they are given a responsibility to manage funds.   Conventionally schools do not receive cash to purchase something or to conduct some activities, but receive necessary goods.   Schools, therefore, do not have an accounting management function and it is handled by the personnel of the Ministry of Finance either at the AREF or PD level.   In BEIP, SMC and PIT are considered as quasi-association and they signed partnership convention that allowed the fund to be distributed to account of SMC or PIT.   This mechanism was made possible by the initiative of the Ministry of Education, but it is still tentative and limited to the current pilot activities of BEIP.   This practice, as well as the responsibilities and functions of SMC, needs to be reviewed and officially approved before BEIP is to be expanded[3].

Another necessary step in BEIP expansion is to acknowledge BEIP model as one of the programs for improving rural schools, and define is as "small-scale school improvement program in rural areas."   BEIP model can be applied in various environments but it is particularly useful in remote areas where variety of needs exist.   Improvement of schools in rural areas requires extensive injection of resources such as improvement of school facility and incentives for teachers.   These interventions are done more efficiently if made collectively at the province, region, and national levels.   What BEIP model can deal with is small-scale school improvement that collective interventions often ignore.   The BEIP program, therefore, does not have to cover all the schools every year.   Rather it should be used as complement of the existing measures.   For example, the BEIP program can be

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[3] According to information obtained from the legal directorate of the Ministry of Education, schools can sign partnership convention independently and can even receive funds directly according to the convention as long as the convention is approved by AREF.

designed in a way that schools join BEIP every three years.   This will reduce the burden of finance as well as the burden for monitoring and supervision required in one year.


**Policy Option 2:    To reconsider the teacher management system from the viewpoints of rural education**

No serious problems of low quality of teachers or insufficient number of teachers exist in Morocco that are often observed in other developing countries.   This is a great advantage that Moroccan education enjoys and this has been achieved by the strong commitment made by the government.   Some suggestions from the viewpoints of the improvement of rural schools, however, can be made for the current teacher management system.


**(1) Opening Positions for Home-grown Teachers**

Currently many teachers were born and raised in the urban areas and trained in the urban schools.   They prefer to teach and live in urban areas.   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 they succeed to be a member of the community, it is difficult for the schools to be accepted by the community as well[4].   Such environment makes it difficult for teachers to be motivated and committed to the schools and the places that they work.   This seriously affects the quality of teaching.

There are two ways to solve this problem: one is to prepare the environment where teachers from towns are willingly stay in the rural areas by improving teachers' welfare and working environment drastically; and the other is to appoint those who are from the rural areas as teachers.   There is much room to be improved in teachers' welfare, but it is difficult to improve drastically in short period.   The latter is more feasible because home-grown teachers who are from the same cultural background, are more likely to settle in the area, are able to communicate with the community people with Berber language, and are more likely to have commitment to improve the situation of the schools and the community.   They are also very important as a role model of the children in the village.   Schools in rural areas are often isolated from other society and outside information, and it is difficult for students and parents to draw a future picture after they receive school education.   In fact, many research have shown the significance of role model of female teachers on girls' education.

Appointing home-grown teachers, however, is not an easy task, because it is difficult to find people with the same qualification as the urban trained teachers, and may require flexible application of the regulations of teacher appointment.   The number of students from rural areas who proceed to the higher education is less than those in urban areas, and therefore, the

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[4] Teachers with different cultural backgrounds often have difficulty in assimilating into the community.   In remote schools of BEIP pilot areas, several cases were observed where teachers who were trained in the urban areas and who do not speak Berber language are assigned in the very isolated satellite schools.   In such cases, teachers feel very isolated because they cannot communicate with parents and community people, and even with children.   From the community's point of view, schools are considered as something that outsiders have brought into the community.   Children are taught in a language that they do not understand.   That is not appropriate situation either for children nor teachers.

number of trainees from the rural areas in CFI is already limited. Many countries including Japan that have faced the similar problems introduced accelerated appointment system for home-grown teachers with lower qualification than the national standard as a temporary measure.

One might argue that this measure may lower the quality of teachers, but the qualification of teachers can be raised as the number of applicants from rural areas increases. Also, it is not necessary to make all teachers in rural schools home-grown teachers. The important thing is

*Example in Japan (1)*

*The national government and the prefectural government shared the responsibilities of establishing teacher training institutions in rural areas to supplement the number of qualified teachers in those areas. 14 teacher training institutions in rural areas were established in 6 prefectures since 1953. These institutions provided one-year training course for secondary school graduates, and gave them a temporary teaching certificate. In 1958, the course was extended to two years and graduates were provided with the formal teaching certificate. Before they were closed in 1961, total of 2,000 teachers were trained in these institutions and contributed to solve the problem of lack of teachers in rural areas.*

to make teachers committed to schools and the place for longer period. Current teacher appointment and assignment system is appropriate in ensuring standardized teacher distribution, but it may not be equitable for rural areas.

## (2) Appointment of Senior Teachers in School Units

Young and newly hired teachers are usually assigned to the remote schools where working environment is difficult. They have to endure difficult living environment such as the lack of appropriate housing, health service, and information. The assignment at the rural schools is considered a duty for their initial teaching before they will be appointed to the urban areas. This is a common practice taken across the world because obviously when teachers are young and energetic, they are more tolerant with the difficult environment.

The problem, however, is that in many cases, only newly hired teachers are assigned to those difficult schools. The first years of teaching experience is very crucial in improving teachers' skills, and they require constant support and supervision from their senior colleagues for various aspects of education, such as classroom management, lesson planning, and how to construct relationship with parents and community people, etc. In addition, those who are assigned in rural

*Example in Japan (2)*

*Teacher management system is determined at the prefectural level in Japan, and assignment system varies depending on the situation and needs of the prefecture. Many prefectures specify the requirement of assignment in remote areas at least twice in teaching life: as a first assignment and when they are promoted to a managerial level. The following is the example of Tokushima prefecture. In principle, teachers have to teach in remote schools 3 times: as a newly hired teacher (3 years), as a mid-career teacher (2-5 years), and as a vice principal (3 years).*

schools have to face difficulties that are specific to rural schools such as multi-grade teaching, teaching children whose mother tongue is different from teachers', dealing with parents who have little understating on school education, etc. Without appropriate supervision and guidance from senior colleagues, new teachers have to go through excessive trials and errors.

Opportunities for those teachers to share their experiences with others or to attend professional meetings are limited as well. The current teacher assignment system where only young teachers are assigned in one schools are therefore, neither appropriate for teachers nor children. It is worth considered to assign at least one mid-career or managerial level teacher to a rural school with newly hired teachers.

## (3) Teacher Training Catered to Education in Rural Areas

Remote schools or multi-grade teaching practice tend to be regarded as a deficient model, however, they contain a lot of possibilities in the very characteristics. In small-scale schools, relationship among students, and relationship between students and teachers can be much deepened. Children learn a lot by relating with their classmates and children in different age group. Teachers can pay more attention to

> *Example in Japan (3)*
>
> In Japan, in-service training programs specialized for remote education and multi-grade teaching are conducted in about half of the prefecture every year. Major topics dealt in the training are the teaching methodology in remote schools and school management. The training periods vary from 1 day to 2 weeks. There are difficulties to conduct the training, however, such as difficulty in focusing the training contents from the various needs, and to find appropriate resource person who have sufficient practical experience in rural schools.

strengths, weaknesses, and possibilities of individual children and are able to support them much better than in bigger schools. The relationship with the community is quite different from urban schools as well. Children are much more attached to the life in villages, and school education can utilize the local resources in their curriculum and make the learning more relevant to children's life.

Such positive aspects of rural education can be enhanced if teachers are equipped with the appropriate knowledge and skills. Currently there are little contents that deal with rural education in pre-service training program nor in-service training program. This needs to be revised.

## (4) Improvement of Teachers' Environment

Teachers need to be ensured the appropriate working conditions to be able to concentrate in their work. For example, teachers housing and regular health check to maintain teachers' health may be necessary to ensure the adequate teaching environment. In addition, provision of financial incentives according to the level of hardship is a reasonable measure to be considered. In order to make the incentive fair, careful review of the situation of remote schools are necessary because the remoteness varies greatly depending on the regions.

**Policy Option 3: Implementation of special measures to improve schools in rural areas.**
BEIP model is one of the approaches to support schools to be able to work on school improvement by their own initiatives.   It is effective in focusing the biggest needs in each school sector, but this alone cannot close the gap in quality between urban schools and remote schools, particularly satellite schools.   Remote satellite schools are in a disadvantaged position in that they lack access to information, that they lack financial resources to improve, and that they lack school personnel who are capable of improving school environment.   **It is therefore crucial to have a policy to concentrate resources to such disadvantaged schools and take special measures to improve those schools**.   An issue of teacher incentives has been partly mentioned in the Policy Option 2.   It is repeated in this section as a part of comprehensive measures to improve rural education.

**(1) Information Collection for Priority Setting**

Priorities are determined by comparing the real situation and goals.   The real situation is investigated by collecting school information through regular school survey.   The goals that the government would like to achieve are described in the minimum service standards.   The minimum service standards may contain several standards for different types of schools or for different locations (such as urban/rural schools and mother/satellite schools), but it is critical that educational  stakeholders to have  consensus that all the  schools in the  country should

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reach the quality that the minimum service standards specify.    Without such standards, it is impossible to plan and set an annual target to be achieved for school improvement. Establishing well-designed minimum service standards and collecting up-to-date information is the first step to design concrete measures to improve rural education.    The minimum service standards are, of course, required to be revised from time to time, presenting the picture of the future.

**(2) Priority Measures for Rural/Satellite schools**

Financial resources for basic education can be supported by communes, regions, and private contributors such as community, NGO, or business organizations.    However, the primary responsibility of basic education is in the hand of the government.    It is government's role to ensure that all children receive quality education all over the country.    Therefore, in a country like Morocco where there are wide disparities between urban areas and rural areas, there must be a policy with overriding priority of improving rural education and of reducing gaps between rural and urban schools.

There are many aspects that should be considered in improving rural schools.    In Morocco, the followings two aspects may be foremost concern:
◆    To prepare good school environment that attracts children; and
◆    To motivate teachers for stronger commitment to rural education.

**<u>Preparing good school environment that attracts children,</u>**
This includes physical improvement of basic school facility such as classroom, canteen, electricity, water supply and sewerage systems, and so on.    Equipping teaching-learning materials is another important measure to improve school environment that directly influence teaching-learning process.    Subsidizing school lunch and provision of regular health service of teachers and students affect their attendance.    There may be a case where financial support or provision of students' hostel is needed.

**<u>Motivating teachers for stronger commitment to rural education,</u>**
The focus may be incentive for services in remote schools and improvement of overall working conditions.    The recognition of their hardship by PD and provision of various opportunities to share their experience and to improve professional skills encourage them to work harder.    Technical support for new teachers for teaching method specific to rural education is also necessary.

Such efforts, if made as a short-term project, are not sufficient.    Rather, the policies to give priorities in rural education need to be installed in the long-term plan because improvement of rural education require strong and long-term commitment by all the stakeholders.    In Japan, for example, the policy was transformed into Law of Promotion of Remote Education and efforts to improve rural schools have been continued.    The following page shows an example of measures that are specified in the law.

**The following table describes measures taken to improve rural schools in Japan. These measures were specified in the Law of Promotion of Remote Education enacted in 1954 and in the revision in 1970.**

| Objectives | Responsible level | Measures |
|---|---|---|
| To improve teaching-learning process | Municipality (equivalent level of Province in Morocco) | • To equip schools with sufficient teaching/learning materials<br>• To provide training for teachers in remote schools<br>• To establish meeting rooms (for the use of physical education and music lessons, as well as social education for the community) |
| | Prefecture (equivalent level of Region in Morocco) | • To conduct research on teaching method, materials suitable in remote schools<br>• To provide appropriate guidance and support to municipalities<br>• To provide sufficient training opportunities for teachers (if necessary, special teacher-training institutes can be established at this level.) |
| | Ministry of Education | • To conduct research on education in remote areas<br>• To collect necessary information on remote education (e.g. Setting up experimental schools in remote areas[*1], Establishing training course for supervisors specialized in remote education[*2], Holding annual conference on remote education, Developing textbooks and lesson plans for multi-grade teaching, Publishing magazines for teachers in remote areas)<br>• To share 50% of the cost when prefectures establish the training institutions for remote school teachers<br>• To share 50% of the costs for when municipalities establish the meeting rooms<br>• To provide appropriate guidance and support to prefectures and municipalities |
| To Improve teachers' welfare | Municipality | • To construct teachers' housing in remote schools |
| | Prefecture | • To provide incentives for teachers who are assigned to remote schools (additional salary)<br>• To assign appropriate number of teachers in remote schools |
| | Ministry of Education | • To provide appropriate guidance and support to prefectures and municipalities<br>• To share 50% of the costs for construction of teacher housings<br>• To make appropriate allocation of educational budget to prefectures and municipalities for school construction and teaching/learning materials, taking into consideration of the existence of remote schools |
| To reduce burden of commuting to schools | Municipality | • To conduct health check for teachers and students |
| | Ministry of Education | • To provide appropriate guidance and support to prefectures and municipalities |

[*1] One school from each prefecture is selected as an experimental school. It is provided with some budget to conduct research on school curriculum, teaching methods, and school management that are appropriate for the situation in rural areas. The school is also expected to share the experience with other schools in the prefecture.

[*2] Training course for trainers of remote education covers about 300 senior teachers every year.

**Policy Option 4: Allowing flexibility in rural education to accommodate different needs**

Rural education faces wide-ranging issues because the nature of education and schools is influenced by the environment and conditions of the localities.   For example, in some schools, half of the children are from nomadic family and they attend classes for only six months a year.    In other localities, students are often absent from school in winter due to the severe weather.    In such cases, can school be operated as the same way as the regular schools in urban areas?    Schools are for children to learn, and they are required to adjust as much as possible to the environment and conditions of the localities to maximize children's learning, while ensuring the quality of the minimum standard.    There are several aspects to consider in adjusting for the rural conditions.    Some issues are discussed below.

**(1) School Location**

To make sure that schools are close enough to students, school locations are determined by a distance from the community.   By applying this principle too rigidly, however, there is a case that a school has to be located outside of residential area.   Such a school may be in the same distance from the several communities, but situated in the middle of nowhere. Community people are not likely to feel the school is theirs because it is situated outside of the community.   In BEIP pilot areas as well, several cases were observed where schools situated in the community are well maintained and schools that are isolated from the community are poorly maintained, receiving hardly any support from the community. Careful attention and flexibility is needed when applying standard rules particularly to rural schools.   At the same time, remote schools require community support to function well, and their opinions should be valued in determining school location.

Difficult access to school in winter is another serious problem in some rural areas. There are several approaches to take.   One of them is to let students live in hostel attached to the school so that they do not have to commute to school every day.   For some children, particularly lower graders living separately from their family may be difficult but this measure has been taken in some countries.   A winter satellite school is another measure that is employed in Japan for many years (see the box on the right). This is to make school closer to children during the winter and these schools have played an important role at the time when access to schools was difficult.   Other countries such as Australia where there exist many remote schools utilize IT (Information Technology) extensively to support children'

> *Example in Japan (6)*
>
> *Winter satellite schools are open only in winter in the areas where commuting schools is difficult due to heavy snow.   In these schools, teachers come closer to the community, for example, teachers live in or by schools. Community people in many cases help teachers teaching and taking care of students.   In some cases, only Grade 1 and 2 students commute to winter satellite schools, and the older students commute to a mother school.   In other cases all students commute to winter satellite schools during winter.*
>
> *There were 425 winter satellite primary schools in 1959 in Japan, but in 2003 the number decreases to only 3 due to the shrinking population in rural areas, and improvement of roads to schools.   The current satellite schools are kept because of the strong request by the community.*

learning, particularly individual learning at home.   Equipping IT facility requires development of infrastructure, but the ideas of home teaching using well-designed self-help materials could be applied to the areas where every day commuting is very difficult.   After all, schools need to serve the population.   Ideas and initiatives of the localities need to be more encouraged and supported.

**(2) Curriculum and School Activities**

Curriculum of basic education is determined at the national and the region/provincial level. But how teachers teach the lessons (teaching approach) and what kind of activities teachers employ can be decided flexibly according to the children's situation as long as lesson objectives specified in the national curriculum as satisfied.

As a characteristic of schools in remote areas, they have limited communication with other schools.   Students of remote schools are not used to work with many students, and they tend to be very shy.   So schools may plan regular joint classes of a school sector, for example. Students meet with those in other satellite schools to have school activities or lessons together regularly such as once a semester.   If a school sector has a school lunch program, a mother school and satellite schools may set up a joint lunch day once a month or once a semester. This kind of activities will provide students with experience to meet many friends, and the experience can be utilized in the regular lessons afterwards.

Isolated satellite schools depend on community's support to function well.   It is ideal that the community offers materials[5] for students to learn, and a school contributes to the community by children serving as a volunteer or school serving as a meeting place.   School activities that community people participate and community activities that students participate can be further explored.   Some schools in BEIP have already initiated such activities.   For example, S/S Taghit in Sefrou Province plans to launch school health program, a pre-school class with help of community members, and a women's craft class.   These are good examples to show that schools in rural areas can produce rich experience for both children and the community. Utilizing the very characteristics of remote schools, schools can offer rich and relevant education for children and at the same time, they can be more accepted by the community.

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[5] Materials here do not necessary mean physical materials, but include other topics such as industry, public services, facilities, people, tradition, etc. of the localities that can be objects of the learning.

### 2.2.2 Education Finance

This section analyzes Moroccan education budget. The focuses of the analysis aim to illustrate structural problems that keep basic education environment stagnant in rural areas most notably at satellite schools. Some preliminary ideas of policy options are also presented from the financial perspective.

**(1) Education Budget Analysis**

*Overview of National Budget*
Table 2-7 explains the allocation of 2003 national budget by type of expenditure. Education budget (including budget for primary, secondary and higher education) covers 28.4 %, which has the largest share, accounting for more than one fourth of the national budget[6]. This is followed by Ministry of Defense (17.9 %) and Ministry of Finance (17.7 %).

This clearly indicates that educational development is regarded as one of the national priorities in Morocco.

**Table 2-7: Distribution of 2003 National Budget by type of expenditure**

| (million DH) | Recurrent | Development | Total | (%) |
|---|---|---|---|---|
| Education* | 25,980 | 1,831 | 27,811 | **28.4%** |
| Defense | 15,476 | 2,000 | 17,476 | **17.9%** |
| Interior | 6,580 | 632 | 7,212 | **7.4%** |
| Finances | 10,888 | 6,399 | 17,287 | **17.7%** |
| Health | 4,224 | 965 | 5,189 | **5.3%** |
| Agriculture | 1,832 | 2,100 | 3,932 | **4.0%** |
| Others | 7,332 | 5,620 | 12,952 | **13.2%** |
| **Total** | **78,250** | **19,547** | **97,797** | **100.0%** |

\* including budget for Basic Education and Higher Education
Source: Ministere des Finances et de la Privatisations (2004) Tableau de bord des Finances Publiques

*Overview of Education Budget*
As for the change in percentage distribution for education budget (MEN budget) out of national budget[7], Figure 2-7 explains that this has continued to increase significantly since 2000 from 20.2 % (2000/2001) up to 23.7 % (2004), which coincides with the declaration of the Charter in 1999[8].

It can be said that this trend is partly due to 1) the fact that Morocco is in the process of increasing access to primary education; in 1999 NER was 79.1 % and that in rural areas was 69.5 %, while current figure (2002-2003) stand at 92.1 % and 87.0 % respectively[9]; and partly

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[6] MEN budget (for primary and secondary education) alone account for 23,172 million DH, covering 23.7 % of national budget.

[7] In terms of absolute amount allocated for national education development (MEN budget), it has increased during the past 15 years; the amount in 2004 is about 2.7 times as much as that in 1989.

[8] This figure is much more than that of Japan, one of the most industrialized countries (9.3 %), and Jordan (16.6 %) whose GDP per capita is similar to Morocco.

[9] The number of pupils at public primary schools increased by 1.6 times from 2,485,034 in 1991/92 to 3,884,638 in 2002/03. Consequently, the number of school (excluding satellites) has augmented by 1.73 times to 6,736, and the number of teachers by 1.5 times to 135,199 during the same period (MEN 2004).

due to 2) the strong commitment by the government through declaration of the Charter which regards educational development as one of the national priorities.
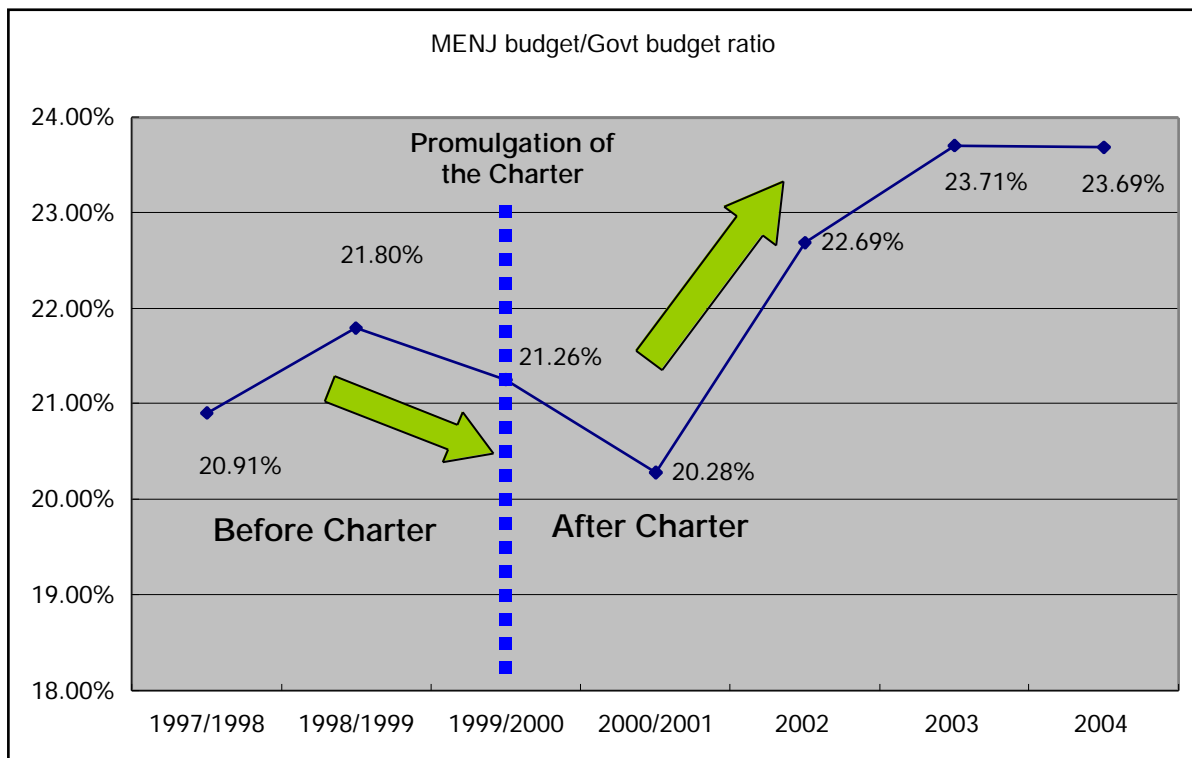


**Figure 2-7: Change in Ratio of MEN Budget per Government Budget between 1997 and 2004**

Source: compiled from Education Statistics, Ministry of Education 2000-2004

Figure 2-8 compares between national budget and education budget (MEN) in terms of annual rate of budget increase from 1998 to 2004. This figure implies that ensuring education sector budget is in general more prioritized than the other sectors; the rate of increase of education budget is always higher than that of national budget except for 1999/2000 and 2000/2001 and average increase rate between 1998 and 2004 for MEN is 7.45 % while 5.28 % for national budget. What is striking is that in 2002, although national budget decreased by 1.4 % compared with the previous year, education budget increased by 10.4 %. This symptom indicates that Morocco tries to allocate as much budget as possible for educational development as one of the national priorities, regardless of Moroccan national economic situation.
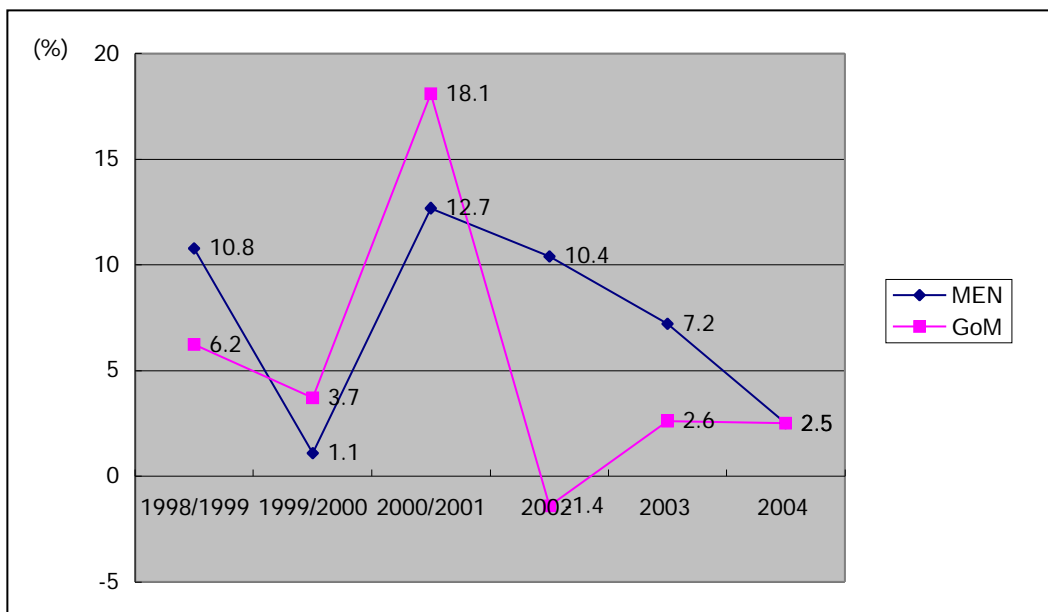
**Figure 2-8: Comparison of Annual Rate of Budget Increase between Government Budget and Education Budget from 1998 to 2004 (%)**

Source: compiled from Education Statistics, Ministry of Education 2000-2004

*Analysis of Education Budget by Type of Expenditure*

Regarding the type of expenditure, there are roughly 3 different types of expenditure according to the Moroccan budget system; i) Personnel expenditure, ii) MDD expenditure (Matérials et Dépenses Divers: all the other recurrent expenditure than personnel cost), and iii) Development expenditure.
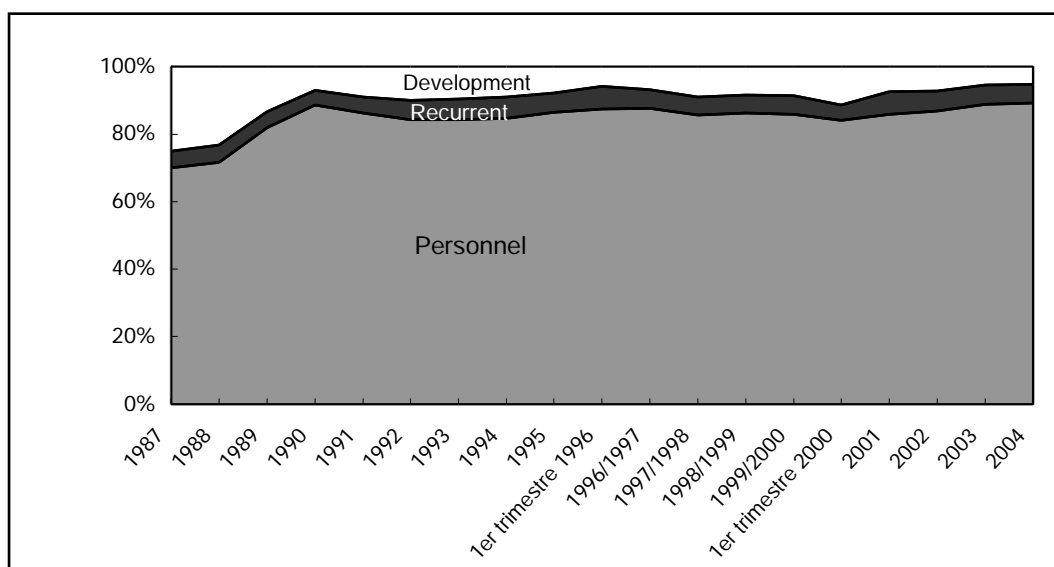


**Figure 2-9: Percentage Distribution of Education Budget by Type of Expenditure between 1987 and 2004**

Source: compiled from Education Statistics, Ministry of Education 2000-2004

As Figure 2-9 indicates clearly that as for education sector budget distribution, the percentage of personnel expenditure has been taking the largest share among the total education expenditure from 70.0 % in 1987 to 89.1 % in 2004, while the expenditure for development has significantly decreased from 25.2 % to 5.3 % during the same period. This trend implies that the education budget structure has become more rigid, with personnel expenditure taking

almost 90 % of the total budget.   This trend implies that it has been difficult to ameliorate physical school environment to match the increase in the number of pupils/students.

*High Cost Nature of Education Management due to Geographically Dispersed Population*
Due to geographically dispersed population structure (low urban concentration) the cost of National Education Management becomes relatively higher in Morocco than countries with less dispersed population, and therefore becomes structurally inefficient in financial terms; Moroccan government has to employ larger number of teachers and construct more school buildings than less dispersed countries to provide basic education service for the same number of pupils and students.

Table 2-8 suggests that as of 2002 Morocco accounts for 56.8 % regarding urban concentration, while 78.9 % in Jordan and 65.3 % in Japan[10]. This figure means that almost half of population lives in rural areas, implying relatively higher incidence of population dispersion in rural areas in Morocco than the other two countries.

**Table 2-8: Indicators related to Geographical Situation**

|  | *Morocco* | *Jordan* | *Japan* |
|---|---|---|---|
| Population (million)(2002)(UNDP 2004) | 30.1 | 5.3 | 127 |
| Population density (2002)(persons/km$^2$)(UNDP 2004) | 66.0 | 58.0 | 349.0 |
| Urban Concentration (%)(2002) (UNDP 2004) | 56.8 | 78.9 | 65.3 |
| No. of Schools (including satellite schools)(public primary) (2003/4)(Morocco Ed Statistics 2003/2004, MEXT Japan 2005) | 19,838 | N/A | 23,420 |
| No. of teachers (Morocco 2003/4, Japan 2005) | 135,770 | N/A | 433,477 |
| Ratio: population per school | 1,517 | N/A | 5,423 |
| Ratio: population per teacher | 222 | N/A | 293 |

Source: Compiled from UNDP HDR 2004, Morocco Education Statistics 2003/2004, Japan Education Statistics 2005, Ministry of Education, Culture, Sports, Science and Technology, Japan (MEXT Japan)

There is an educational provision standard to be observed in Morocco; if there are more than forty families in a certain community, the government, as its obligation, must build one primary school, and if a village has more than three primary schools, the government has to construct one junior secondary school there.

From a positive perspective, this standard has contributed to enhancing access to primary school in rural areas in Morocco. This however implies that Morocco has to build more classroom block and employ more teachers than Japan for the same number of population from a negative perspective; As there are 19,838 primary schools[11] and correspondingly 135,570 public primary teachers, population per school stands at 1,517 in Morocco compared with 5,423 in Japan, and the ratio of population per teacher is 222 and 293 respectively, as of 2003/04.

This automatically suggests crucial needs of raising development cost as well as recurrent cost.   This explains one of the major reasons of high percentage of personnel cost as well as poor school infrastructure, and inflexible budget structure.

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[10] UNDP (2004) Human Development Report (HDR).

[11] Counting a satellite as one school.

*Summary on Education Budget Analysis*

Morocco is still in the process of increasing access to primary education to achieve universal primary education; Morocco is going to need more teachers and further ameliorate school environment (additional infrastructure and learning facilities) in order to accommodate more pupils ensuring quality of education. This justifies why Morocco has to spend one fourth of public expenditure currently for educational development; the amount in 2003 is about twice as much as that of 1995[12].

In addition to that, the geographically dispersed population structure forces Morocco to employ more teachers and construct more classroom blocks. It is clear that there is a further need of education budget to increase access to primary education and ensure quality of education[13].

Given the present tight fiscal conditions, however, it is difficult to expect quick increase in education budget. Education budget analysis shows that Moroccan government has already allocated a largest possible proportion of its budget and need more budget still, to maintain and ameliorate education provision as national priority[14]. In addition, it would not be easy to be flexible in the use of the existing education budget, (e.g. allocation of more education budget for development expenditure) as the personnel cost covers more than 80 % of the total education budget). It is important to consider diversifying financial sources in order to increase education budget and consequently to further enhance basic education environment.

## (2) Policy Options from Financial Perspective to Encourage Satellite School as well as Community Participation in Rural Schools

This part presents preliminary policy options based on the analysis of finance-related problems. Based on the observation in the previous sections, there are three major streams of financial policy options to ameliorate basic education in rural areas.

◆ To make best use of existing resources, especially focusing more on improving basic education in rural areas.
◆ To explore new sources of budget for rural schools, such as partnership with NGOs/Associations, local governments, community, donors, etc.
◆ To promote decentralization policy; Morocco has established a new decentralized institution (16 AREFs). It is another urgent issue to build management capacity among AREF personnel to be able to conduct effective, efficient and relevant management of education sector at a local level, which is discussed later.

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[12] Comparing Morocco with Jordan, Jordan marks 94 % in terms of NER in 1999-2000. Jordan spends 16.6 % of total public expenditure for education and 5 % of GDP (1998-2000), according to CIDA (2002) 'Maroc: Aprpréciation du Secteur de l'Education de Base et de l'Alphabétisation et Identifiction de Pistes d'Intervention : Analyse et Recommandations'

[13] BEIP study team has monitored primary schools at rural areas and identified severe school environment especially at satellite schools in terms of school infrastructure and facilities, teaching and learning materials provision, etc.

[14] However regarding the effectiveness and efficiency on the use of education budget, there needs to be investigated.

**Option 1: To increase public expenditure for primary education sub-sector by increasing 'payment by beneficiary' for senior-secondary education**

*About Private Cost for Primary Schooling*

According to the BEIP survey, there still seems to be many parents who do not put high value on education; they would not pay voluntarily for their children's schooling, such as paying textbooks and PTA fees[15].

As the table below indicates, there are actually several items which parents have to pay to send their children to primary school; e.g. registration fees and insurance fees[16] are to be paid when starting primary schooling. They also have to buy textbooks[17] and school bags as well as PTA fees. Some parents especially in rural areas, therefore, feel relatively more difficult in paying them in cash compared with their urban counterpart considering the extent of development of cash economy. This suggests that the amount of private cost for primary schooling affects children's schooling; reducing parents' burden of paying for children's schooling might therefore have impacts on ameliorating enrolment and retention rate[18]. Considering this issue, some NGOs and foundations[19] have been involved in provision of school bags and textbooks targeting new 1st year primary school pupils to increase primary enrolment[20].

**Major Items Parents Pay for Children's Schooling**

| |
|---|
| ◆   Registration and Insurance Fees[21] |
| ◆   School bag |
| ◆   PTA Fee |
| ◆   Textbooks |
| ◆   Sub-material/textbook |
| ◆   Learning Materials (for pupils' use) |
| ◆   Stationary |

*Public Expenditure per Pupil*

Figure 2-10 describes international comparison of unit cost (only public expenditure) by sub-sector among Morocco, Jordan and Japan as of 2000/01, treating each primary education cost as one.

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[15] This statement is based on interview survey by BEIP including the president of ADRAR, one of the largest national NGO in Morocco.

[16] According to MEN, inscription and assurance fees are fees that are expected to be paid by parents when their pupils register their primary school. The latter fees are to be paid for pupils' assurance against any kinds of injuries.

[17] According to ADRAR, national NGO, MEN often change the textbooks related to the national curriculum, parents have to buy new ones every time MEN change them. This has become one of the obstacles for parents to send their children to school, especially when they have several children at a household.

[18] Japan experienced dramatic increase in enrolment ratio especially among girls after implementation of Free Primary Education in 1900; while girls' and boys' enrolment ratio in 1900 was 59 % and 86 % respectively, however the FPE hiked these figures up to 91 % and 97 % respectively in five years (in 1905). And free textbook act in 1963 contributed to ensuring 100 % enrolment ratio for both boys and girls.

[19] The two foundations (Mohammed V and Mohammed VI) have just collaborated with MEN and Ministry of Interior to be involved in provision of textbooks and school bags at national level targeting disadvantaged rural areas to improve enrolment and retention rate (as of October 2004).

[20] Many SMCs within BEIP have identified 'provision of textbooks' as one of the pilot activities.

[21] According to PD Errachidia, they are 20 DH, including 6 DH insurance fees.
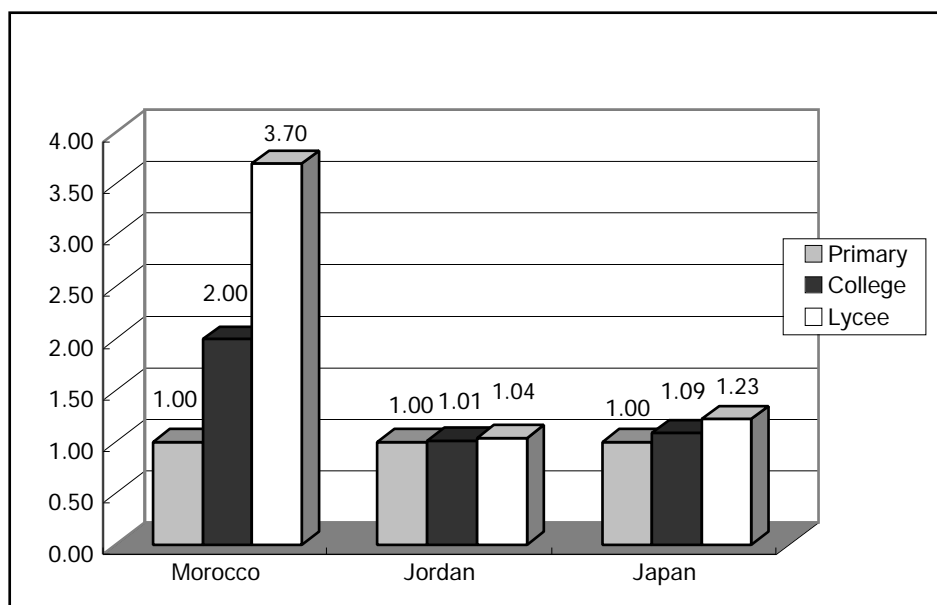
**Figure 2-10: International Comparison of Public Expenditure of Unit Cost by Sub-sector (regarding each primary education cost as 1)**
Source: compiled from UNDP 2003, Ministry of Education, Morocco 2003 and MEXT, Japan 2004

Moroccan figures suggest that per-pupil expenditure at senior secondary (lycee) level (10,267 DH) is about 4 times as much as that at primary level (2,739 DH) and that at junior secondary level (5,522 DH) is twice as much as that at primary level. This difference is largely due to 1) high percentage of recurrent cost (almost 90 % for each sub-sector) and 2) high level of salaries at junior and senior secondary teachers[22]. Comparing the Moroccan figures with those in Jordan and Japan, it is clear that in the latter two countries there is not much difference in unit cost by sub-sector; e.g. in Jordan unit cost at junior secondary and senior secondary level is only times 1.01 and 1.04 times respectively as much as that of primary level.

*About Private Expenditure at Different Education Sub-Sector*
There is a huge unit cost difference in public expenditure by sub-sector in Morocco. One of the reasons seems to lie in the fact that there is not much private spending at senior secondary level in Morocco compared with Japan, according to the BEIP study[23].

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[22] The salaries of senior secondary teachers are 1.7 times as much as those of primary education. As for junior secondary teachers, they earn 1.3 times higher than primary teachers salaries (Ministry of Labor 2002). The academic careers difference is significantly reflected in this difference.

[23] In Morocco, tuition is free even at senior secondary level while it is not in Japan.
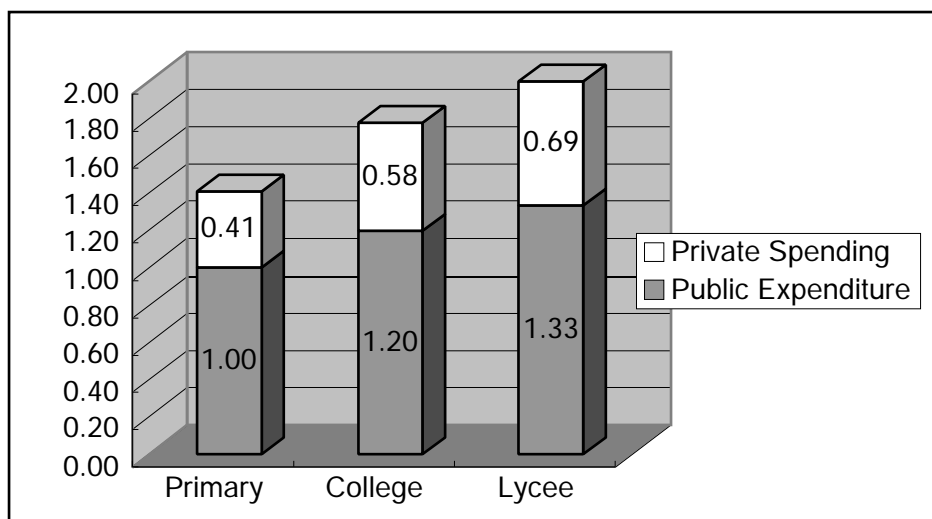
**Figure 2-11: Difference in Ratio of Public Expenditure and Beneficiary's Expenditure per Student between Different Education Sub-sector in Japan in 2002**
Source: from Website of MEXT Japan (http://www.mext.go.jp/b_menu/toukei/002/002b/mokuji17.htm)

Figure 2-11 explains the difference in ratio of public and private expenditure per student between different education sub-sectors in Japan in 2002. This figure clearly suggest that the percentage of public spending per pupil is decreasing while that of private spending is increasing as students continue studying, proceeding from primary through junior secondary to senior secondary education. Private cost at senior secondary level is 1.8 times higher than that at primary level[24].

However it can be argued that considering higher private return of senior secondary leavers than primary and secondary ones, higher private cost at senior secondary level can be justified and accepted.

Taking these situations in account, it can be recommended that public cost for senior secondary education can be reduced by increasing private cost (e.g. introduction of tuition fees), and this amount should be transferred and added to primary sub-sector in order to ameliorate school environment and to reduce private cost for primary schooling (e.g. abolishment of registration fees and insurance fees, and/or textbook fees).

***Test Calculation for Achieving Free Textbook at Primary sub-sector:*** *how much additional private cost a senior secondary student would pay to achieve free textbook at primary sub-sector*
BEIP study team has found out the cost of textbooks primary pupils have to pay; a first grade primary pupil has to pay 60 DH per year for textbooks used at school, while a 6th grade primary pupil 120 DH. Based on this information, this test calculation estimates that in average one primary pupil in general has to pay about 90 DH per year for textbooks. The total cost required for free primary textbooks can be calculated using this figure 90 DH as follows (refer also to Table 2-9).

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[24] One of the major differences of private cost among the sub-sector in Japan is that payment of tuition fee and textbooks at senior secondary level are not free, while free at primary and junior secondary level.

According to the education statistics (MEN 2002-03), there are 3,884,638 public primary pupils. It would therefore cost 349,617,420 DH (90 DH x 3,884,638 pupils) to achieve free textbook.

This amount is to be divided by the number of public senior secondary students, to calculate additional private cost per student. Based on the same source of information, there are 530,761 public senior secondary students. Additional private cost per student then would be 658.7 DH (349,617,420 DH / 530,761 students).

**Table 2-9: Additional Private Cost per Senior Secondary Student**
**for Achieving Free Textbook Policy**

| | |
|---|---|
| No. of Public Primary Pupil        **(A)** | 3,884,638 |
| Cost/year/pupil | |
| 1$^{st}$ grade pupil | 60 DH |
| 6$^{th}$ grade pupil | 120 DH |
| Average pupil (estimated)       **(B)** | 90 DH |
| Cost required to realize free textbook         **(C)=(A) x (B)** | 349,617,420 DH |
| No. of Public Senior Secondary Student       **(D)** | 530,761 |
| **Additional Private Cost per Senior Secondary Student** **(E)=(C) / (D)** | **658.7 DH** |

This implies theoretically that if a senior secondary student were to pay about 660 DH per year (for example as annual tuition fee), Moroccan government could realize free primary education in real terms (free tuition fee and free textbooks). This would further encourage school-age children to go to school and stay studying there.

**Option 2: To increase external resources through encouraging partnership with other organizations such as donors, private companies, NGOs/Associations, local governments, communes and communities, etc.**

As already discussed, in absolute terms, current MEN budget is not sufficient to ameliorate quality and quantity of education in satellite schools, which are facing more serious problems under the scattered satellite system. It is therefore essential to call for external sources in order to ameliorate school environment. Under the current trend of decentralization, this option is in line with the current MEN policy.

Figure 2-12 explains the current administrative structure of both local government and education, in which the thick arrow indicates the directions of possible partnership, which should be strengthened to gain supports to ameliorate school environment. The thick dotted line suggests proposed cross-sectoral cooperation at a local level (at regional, provincial and communal levels) to enhance education administration more efficiently and strengthen financial capacity.

Donors such as CIDA, USAID, UNESCO, EU, etc. are currently active in supporting education sector in Morocco. There seems to be another possibility to raise further external supports: from NGOs, local governments (at regional, prefecture and communal levels) as well as communities and parents, as described below.


*Cooperation with NGOs*
Moroccan government has cooperated with NGOs/Associations, through conventions of cooperation (see      in Figure 2-12)[25]. The government intends to encourage it further; as

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[25] Although there are many cooperative initiatives, it has not often worked so far, according to some NGOs.

part of the initiative, it is decided by the government that each ministry has to allocate some amount of the budget for this purpose (the earmarked budget) since two years to encourage further partnership with NGOs and Associations[26].
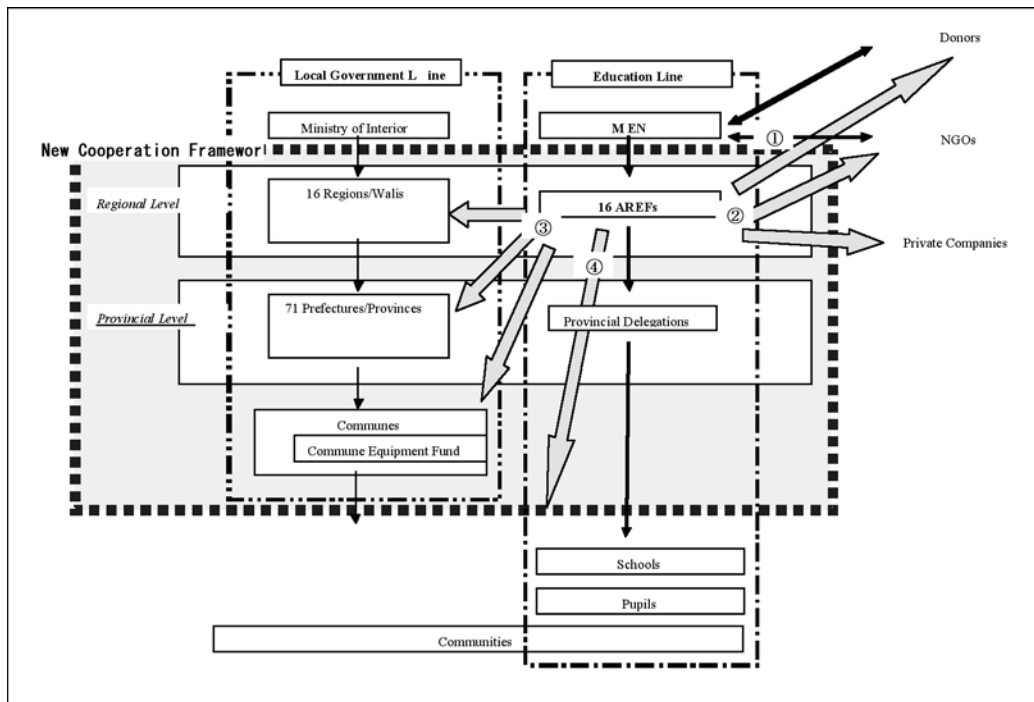


**Figure 2-12: Administration Structure of Local Government and Education**

*Function of AREFs*
16 AREFs can legally raise funds from other organizations to diverse their financial resources. As indicated in Figure 2-12, AREFs can therefore seek financial supports (raise funds) from various sources: such as donors, NGOs/Associations, private companies (see      in the figure), and local governments (both at regional, provincial and communal level) (see      as well as thick dotted line), and communities through either PD or communes (see      in the figure), etc. Some AREF have started considering seeking support from local governments, as local governments have their proper budget and some of which can be used for educational purpose (e.g. construction of classroom blocks)[27]. This new cooperative framework is described with the large dotted line in the figure.

*Cooperation with Local Government*
Education sector has not received much support from local governments, as a result of vertical structure of organization as suggested in the figure.   However there is a possibility to raise fund from local governments; for example, during the BEIP pilot activities, several activities have succeeded in acquiring some funds from 'Commune Equipment Fund' administered at communal level[28].   Cooperation with these local governments is to be one of the important keys in considering sustainable amelioration of school environment. This experience implies that encouraging communities and parents can promote commune's

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[26] Last year, although ministries allocated some money for this purpose, it was not spent. However from this year ministries are more committed to actually spend the allocated amount for this purpose specifically.

[27] According to the director of AREF Fes-Boulmane, he intends to create a kind of convention with regional and provincial government to work for ameliorating school environment of the areas covered.

[28] There actually is a framework 'Partnership between interior ministry, commune equipment fund and MEN, for enhancing school environment. However, this is a tentative measure and is to be expired within a few years.

further active involvement and supports to local schools, for sustainable amelioration of school environment.

*Cooperation with communities*
It has been observed through BEIP monitoring survey that especially in rural areas, education is regarded as something provided by the state and that parents are not interested in paying for children's schooling. However during the BEIP pilot activity period, it has also been identified that some villages (douars), have made considerable contribution (both in cash and in materials) for helping conduct some pilot activities. This suggests that there is a possibility to further mobilize communities and parents to ameliorate school environment by having closer communications with the communities (see      in the figure).

Strengthening a tie with community people can also results in encouraging tie with communal government, which is regarded to have synergistic effects on ameliorating communication between schools and community as well as on improving sustainability of development at school level.

**Option 3: Urgent Needs of Human Resource Capacity building at AREF for Efficient Education Management**
Corresponding to the previous option is a further capacity building of AREF personnel. It has become an urgent issue to build management capacity among AREF personnel to really operationalize effective, efficient and relevant education administration, under the decentralized structure.

*The Role of AREF in Education Finance: Make Education Finance & Administration Efficient through this Newly-established Institution*
Before the establishment of 16 AREFs, education budget at local level (provinces) had been prepared at central level, by summarizing data and budget requests submitted from 71 provinces and prefectures which were prepared by each PD. This means that in preparing the budget, budget section at MEN had played central roles and had had huge burden in coordinating 71 different requests from provinces and prefectures, to prepare a national education budget.

After the establishment in 2002, the 16 AREFs have become located between MEN and 71 delegations (see Figure 2-12), and consequently the task of preparing budget has been largely transferred to the 16 AREFs, which means theoretically that the burden at MEN is significantly reduced, being distributed to the 16 AREFs. It can be therefore said that financial operations have become rationalized from the structural perspective, theoretically[29].

However according to interviews and monitoring surveys, AREF personnel do not get used to prepare annual budget for AREF. Thus, personnel at MEN had to spend lots of time to give instructions to them, and cannot reduce their time spent for the budget preparation. In addition it has actually been observed that the coordination between PD and AREF are not working well, and as a whole, the new structure has not been made efficient yet based on the BEIP study.

The capacity building in planning and management among AREF personnel therefore is regarded to become one of the major issues to be tackled to really operationalize AREF, to realize efficient, effective and relevant education management at regional and provincial levels.

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[29] This opinion is based on the interview with a personnel working at the budget section of MEN.

## 2.3 Guideline for BEIP Model Generalization

In the previous section the validity and needs of BEIP model was discussed. This section explores the concrete structure and procedure to internalize and generalize BEIP model in basic education of Morocco.

### 2.3.1 Key Characteristics of BEIP model

Key characteristics of BEIP model are summarized in the following seven points.

### (1) Bottom-up Planning and Proposal-based

Development activities determined at the national level often employ uniform solutions for different problems, and activities are often conducted by top-down approach. This approach is effective in delivering uniformed services and goods to schools; however, it is not responsive to the varied needs of individual schools, particularly of rural satellite schools. BEIP model takes a bottom-up approach in which various solutions are determined and implemented at the site. In order to both maximize the advantage of bottom-up approach and ensure the quality of activities, proposal-based system is suggested. SMC analyze what are the problems that they are facing and how to solve them, and prepare proposals based on the analysis. In this way, each school can take different approaches by their own initiatives and at the same time, they are accountable for the implementation and outputs of the proposed activities.

### (2) School Management Council as a Key Organization

SMC are to be established in all primary schools as stipulated by the Ministry's decree. A school is expected to be operated in the collaborative efforts of school personnel, students, parents, community people, and communes. SMC that represent various stakeholders, therefore need to be the basic unit to plan and implement school development. BEIP's basic unit for activity is SMC and the BEIP Model can make SMC active and effective.

### (3) Linking Schools with Other Schools, Community, and Commune

A school cannot stand alone. It has to have good relationship other schools, community, and commune. This is more so in rural areas where resources are scarce and parents' awareness on education is relatively low. Therefore, in BEIP model, all schools in one commune are covered. Every school is responsible for its own development and is provided with opportunities to experience that. At the same time, by covering all schools the commune feels more interests in participating in BEIP activities. And it is easier to approach community. This makes it possible to raise commune's awareness on educational development and to mobilize commune resources.

**(4) Schools Equipped with both Means and Resources**

The BEIP model supports schools to be more proactive in school management by providing with necessary means (skills and experience of micro-planning) and resources (small block grants).   Remote schools are in a position where it is physically difficult to receive adequate and sufficient guidance and support from other schools and the government.   In such situation, satellite schools need to be more self-sufficient in managing schools.   It is therefore very important for schools to have both means and resources.

**(5) Accountability and Transparency**

In BEIP, SMC will manage their own budget to conduct the proposed activities.   This means SMC is responsible for what they have promised to do, and accountable for the funds that they receive from the government and/or community members who support education.   In other words, SMC needs to be able to explain clearly to other people what are planned, implemented, and spent for what items **(accountability)**.   In ensuring accountability, necessary information should be disclosed and shared to others **(transparency)**.

Accountability and transparency is the basis for mutual trust and cooperation.   For close collaboration with community, trust in a school by the community is indispensable.   No community would like to contribute to school or education if it does not trust the school.   With this view, BEIP places emphasis on maintaining transparency and accountability of schools and communities in implementing not only proposed activities, but also school activities in general.

**(6) Whole Cycle of Education Improvement**

BEIP is not a program just to provide with fund for proposed activities to schools, but to involve all steps necessary for improvement.   BEIP consists of a series of trainings and activities to formulate and implement educational improvement plans through the bottom-up approach in which schools are supposed to take ownership and initiatives.

It starts with the development of visions – what kind of schools that they would like to have or what kind of education that they would like to have in their community.   Once the goal is set, the direction of the road ahead will be clear.   SMC will **analyze current situation.**   By **comparing the gap** between the current situation and the ideal situation, they can find out what needs to be improved and how much to be improved.   Then, **planning** on how to improve takes place – by what activities, by whom, with how much budget, and for how long which are used by SMC in developing annual and medium-term (3 years) plans.   **Activity proposals** for BEIP are then prepared to realize a part of the plan.   PD is to approve the activity proposals developed by SMC based on their priorities and criteria, and AREF is to approve the activity proposals developed by PD.

SMC and PD will conduct activities using the "**Funds for Local Initiatives (FAIL: Fonds**

**d'Appuie a Initiative Local)"** and/or matching funds collected from the schools/communities. At the end of the activities, evaluation is conducted - on how much the target that was set in the beginning is achieved, what are the factors that bring success or failure. Lessons drawn from the evaluation will be analyzed and incorporated in the next planning. In this way, SMC and PD are able to work on continuous education improvement.

## (7) Support for Self-Help Efforts

BEIP started as a donor-funded project but in the future, the model needs to be operated by mainly Ministry's resources with the support of community and communes. Therefore, BEIP from the beginning has supported self-help efforts of the Moroccan side by asking for matching funds for every activity regardless of whether they are in terms of money, materials, or labor. With this mechanism, schools are naturally in need to have better communication with parents and community about their plans and activities. The concept of matching fund will be still valid even after the model is operated by the Moroccan budget.

### 2.3.2 Organizational Framework of the BEIP Model

Figure 2-13 shows who are actors and how they interact in BEIP model.
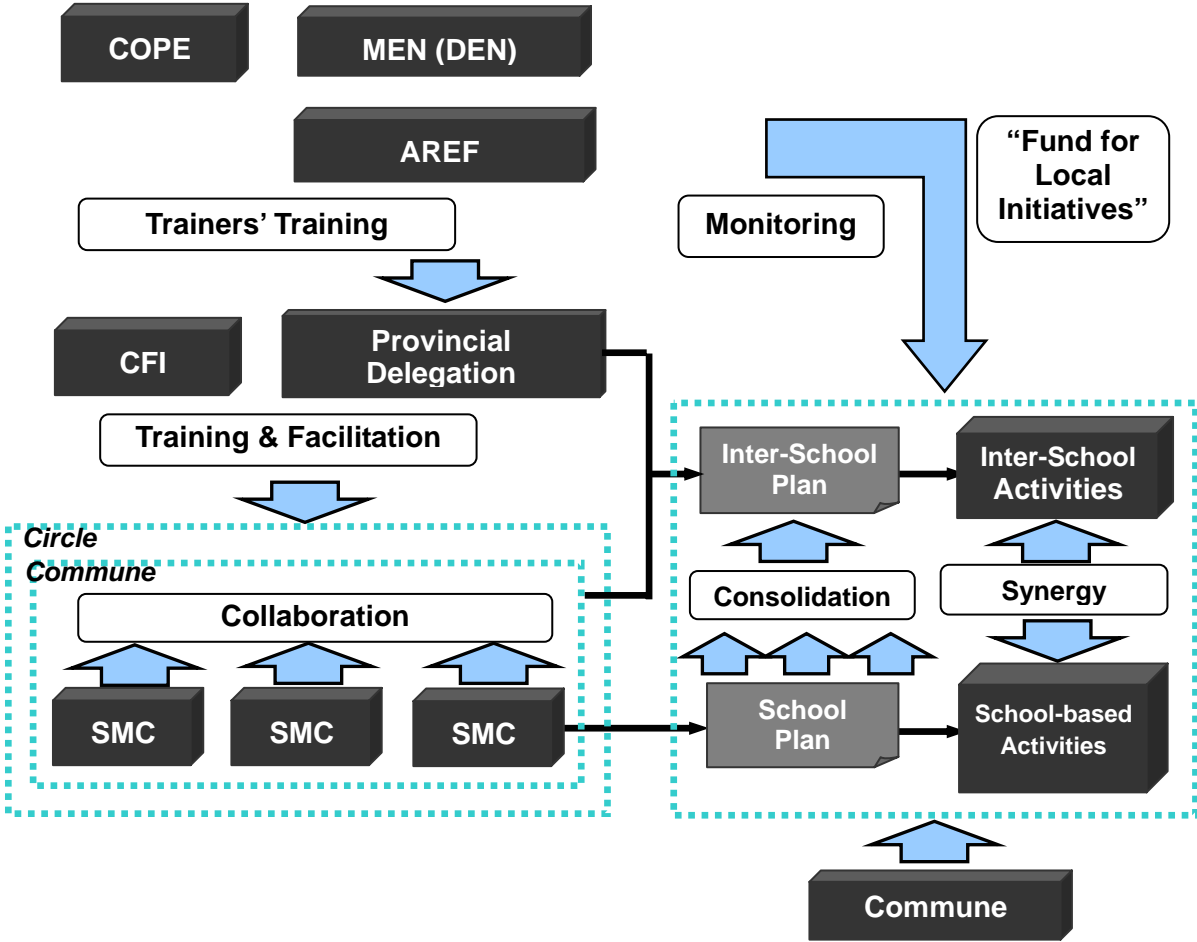


**Figure 2-13: Organizational Framework of BEIP Model**

The following describes roles and functions of each actor.

**(1) School Management Council (SMC)**

SMC is a core organization in the system of bottom-up planning.   It is established in each school sector, representing various stakeholders in education at the school level.   SMC is the level where school-based activities are conducted, and initiatives are taken in analyzing situation, designing solutions, implementing activities, and evaluating them.   A school sector is a basic unit of the implementation, however, collaboration among schools are also necessary to solve commune-wide problems.   Based on the individual school needs, inter-school activities are designed and implemented at the commune/circle levels.

**(2) Stakeholders in Commune**

A school cannot be separated from the community that it locates.   Education is to support the development of the community, providing direct benefits to children and people in the community.   At the same time, a school requires support from the community, and should be recognized as an asset of the community.   In the current educational administration system there is no representative of education at the commune level, but communes have resources to spend for education.   Their support in psychological aspects is also indispensable because rural schools are often isolated from the community.   Previous BEIP experience proved that a commune has a potential of providing support to education, and it is done by linking schools and the commune.   The next step is to seek for more formal collaboration between them. The current regulation that SMC members include one representative from commune would help this as well.

**(3) Provincial Delegation (PD)**

PD has two roles to play in BEIP model: one is an implementing agency of BEIP inter-school activities; and the other is a supervisor and facilitator of school activities conducted by SMC. BEIP's experience strongly suggests that the permanent unit for operation of BEIP-type activities should be created in PD ("Micro-planning Unit").   The unit should consist of the members of the following areas.

- Planning
- Teacher Education
- Facility/Equipment
- Budgeting
- Statistics
- Inspectors/Counselors
- Other resource persons if necessary

This unit, which shall eventually be a permanent sub-division in PD, will be in charge of whole operation of BEIP Model implementation, including functions of trainers, facilitators,

and evaluators.

**(4) AREF**

In the future, BEIP model will be principally implemented by AREF's initiative. This is because AREF is now responsible of educational budget in the region, and thus the fund for BEIP model is in the hand of AREF as well, regardless whether it is collected from donors or it is from the Ministry. Ideally, AREF utilizes a portion of its development budget for the use for "Funds for Local Initiatives" and the cost for monitoring and supervision. This fund is block grants that are directly disbursed to individual school sectors, and they will be used to conduct activities that are proposed by schools and approved by PD/AREF.

In addition to financing, AREF is expected to monitor and evaluate overall program, and disseminate the good practice to other provinces. In doing so, AREF may need to establish BEIP Operational Unit within AREF that consists of necessary members.

**(5) Training Institutions (CFI/COPE)**

In the future each training institution is expected to take over the responsibilities of trainings necessary to conduct BEIP model. CFI at the provincial level has mainly two roles. One is to organize training for the target SMC in collaboration with "Micro-Planning Unit" in PD. The other role is to extend micro-planning training as a module of in-service and pre-service teacher training and to provide the basic knowledge and skills of micro-planning and school-based management in the longer term.

COPE (Centre d'orientation et de planification de l'éducation), the training center for educational planners at the levels of AREFs and PDs, will be a partner in trainers' training as well. COPE in collaboration with AREF is expected to promote BEIP model and provide PD who show willingness to implement BEIP model with training on the concept of bottom-up planning and management of BEIP type activities. In a longer term, COPE is expected to provide a course of micro-planning training for all new educational planners.

**(6) Ministry of Education/Department of National Education (MEN/ DEN)**

The Ministry is to review and prepare necessary environment in terms of finance and legal matters. It is particularly important to legalize direct funding to individual schools (or SMCs). It also has a responsibility to encourage AREF's initiatives in conducting BEIP and disseminate the BEIP model to other AREF.

**2.3.3 Implementation Procedure of the BEIP Model**

The following section describes the concrete suggestions of implementation procedures.

**(1) Timeframe: 3-year Cycle of Planning and Implementation**

BEIP type activities can be operated in 3-year cycle.   A school sector will have a chance for intensive activities once in every three year as shown in Figure 2-14.   The target areas will be divided into three groups and each group will take turn to receive Funds for Local Initiatives and implement activities.   Year 2 and Year 3 will be the period of follow-up activities and evaluation.
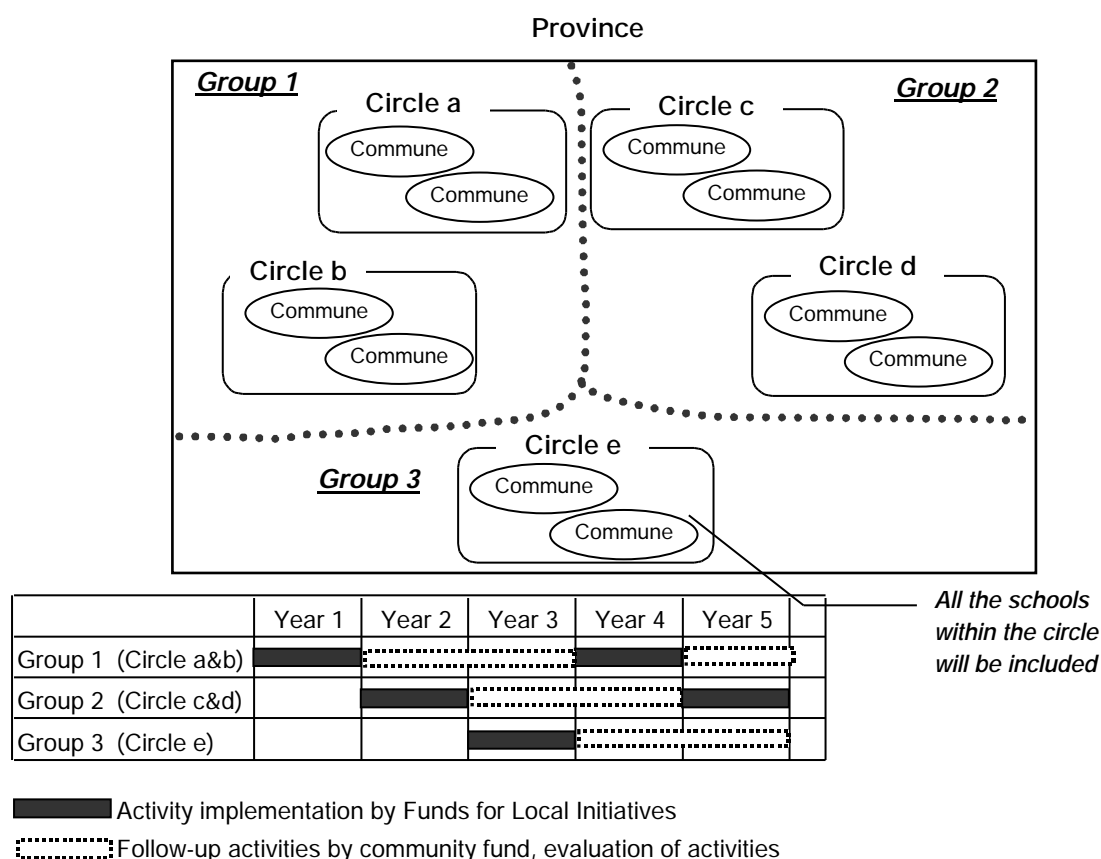


**Figure 2-14: Concept of 3-year Cycle**

The image of the activities in the three years is shown below:

    **Year 1:**
- ➢ SMC develops 3-Year Plan.
- ➢ AREF in cooperation with PD determines amount of block grant for each school using preset formula of various parameters such as number of students, number of school units, remoteness of schools, economic conditions of surrounding areas, and so on.   The formula is designed to reflect priorities set in the strategic plan.   The allocated budget will be announced to school.
- ➢ SMC develops proposals for activities based on the allocated budget.
- ➢ AREF distributes the Funds to schools.
- ➢ SMC implements activities following the plan.
- ➢ SMC reviews Year 1 activities.
- ➢ SMC prepares Activity Reports and Financial Reports and submit them to "Micro-Planning Unit" in PD and a Coordinator of the Fund in AREF.

**Year 2 - 3:**

- ➢ SMC makes a careful review of Year 1 activities.
- ➢ SMC continues activities to make best use of year 1 investment and less fund intensive activities.
- ➢ SMC keeps records for the future planning.
- ➢ SMC makes a plan for implementation in the next cycle.

There are several reasons to suggest this 3-year cycle. Bottom-up planning requires intensive communication among stakeholders, and thus school personnel including headmasters and teachers have to spend a lot of time preparing and implementing activities. It will give some burdens for headmasters, teachers, students as well as parents who are involved in the school-based activities. In order to minimize the negative impacts on the regular school activities, it is reasonable to have activities once every three years. This is particularly so when capacity of SMC is still limited. Secondly, schools are currently required to develop three-year plans. It is appropriate to make the BEIP model of planning, implementation and evaluation in line with the existing procedures of school management. Third, by having two years of interval between the intensive activities operated by the Funds for Local Initiatives, schools are able to reflect what they have done, and analyze the impacts of the activities. Then, schools are able to extend activities that are proved effective using the funds that are locally collected. This will help schools focus on priority activities, and improve the quality of activities.

From the monitoring point of view, three-year cycle is also suitable. Bottom-up planning and activity implementation at the site requires intensive facilitation and monitoring. If all the areas in the province are covered at once, it is not possible for PD to monitor the activities and to provide sufficient support to schools. Funding is also another issue. If the current limited budget is equally distributed to all the schools at once, the amount that each school receives will be too small to operate effective activities.

**(2) Implementation Schedule: in line with the School Calendar**

During the activity year (Year 1), implementation schedule should be in line with the school calendar. The following is the example of the implementation schedule.
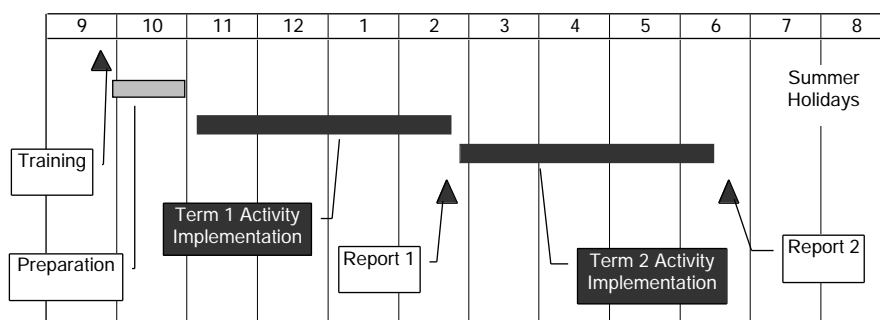


**Figure 2-15: Annual Implementation Schedule**

Micro-planning training and accounting training will be conducted soon after the new school

year starts, and preparation including development of school plans and proposal writing follows. Activity starts and ends according to the school year from November to June.

**(3) Geographical Coverage: Circle as a unit of implementation**

Ultimately, it is ideal that BEIP model is practiced in all provinces. As described above, each province can be divided into three groups, each of which consists of one or a few circles. Each group takes turns in implementing activities using the Funds for Local Initiatives. In principle all communes and all school sectors in a group will participate in the program. By concentrating one or fewer circles at a time, target areas for will be adjoining, which makes the monitoring easier, and operational costs for facilitation and monitoring much less than otherwise.

Given the limited educational budget of AREF and management capacity of PDs, however, it is preferable to start with the rural communes and concentrate the resources to solve rural problems. In such a case, only the rural communes in a circle may be a target area, but the rule should be kept that adjoining communes will participate at the same time.

**(4) Program Budget**

The fund for BEIP type activities is not the recurrent (or operational) budget, but the development budget by nature. In order to internalize BEIP model, AREF needs to secure the budget regularly. It is suggested that AREF earmarks a part of its development budget as micro-planning budget to be disbursed to SMC as "Fund for Local Initiatives" (Figure 2-16).
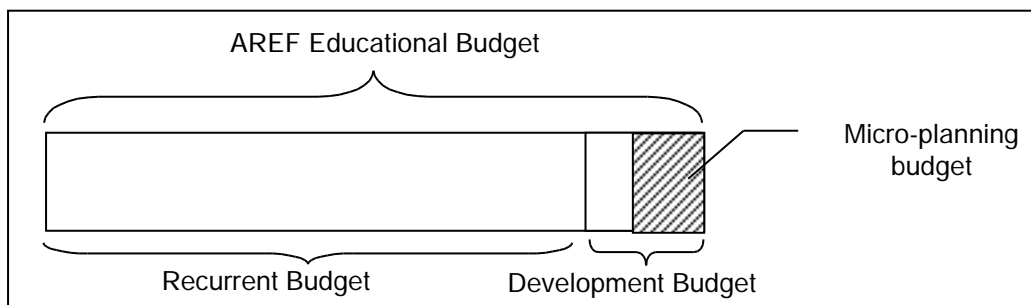


**Figure 2-16: Structure of Program Budget**

Then, what would be the appropriate size for the grants to make activities effective? In pilot experiment of JICA, each school sector received average 178,000DH[30] (unit cost per student is average 524DH). From the schools' point of view, the amount was not big, but it was sufficient and was able to cover major rehabilitation work, though new construction work was excluded. It is assumed that the amount can be less if the construction /rehabilitation work is further limited. It is also expected that in the second cycle of implementation, the amounts can be less than that of the first cycle. This is partly because schools favor to work on eye-

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[30] The amounts varied (106,000DH – 303,000DH) based on the several parameters, such as the number of students, the number of school units, remoteness of the schools, and the economic conditions of the community.

catching and more costly rehabilitation and procurement activities in the first cycle and partly because schools' skills on planning will improve.    From JICA's experience, at least 300DH need to be secured to make activities bring significant impacts.

It is reported that the unit cost for primary education for the nation is 2,529DH (Year 2000/2001).    Development budget accounts for 6%, which is 155.4DH.    If this national average is applied, and if the system of three-year cycle is taken, it is possible to allocate 300-400DH per student.    This shows that it is feasible to implement BEIP type activities with the current level of educational budget.    The allocation will vary depending on the share of micro-planning budget in development budget as shown in Table 2-10.

**Table 2-10: Approximate Unit Costs that can be allocated to BEIP type Activities**

| Share of Micro-planning budget in total development budget | Unit cost that can be used for Micro-planning budget |
|---|---|
| 90 % | 420DH |
| 80% | 373DH |
| 70% | 326DH |
| 60% | 280DH |

BEIP model is defined as "small-scale school improvement program in rural areas."    BEIP model can be applied in various environments but it is particularly useful in remote areas where a variety of needs exist and a variety of solutions need to be taken.    Therefore, it is suggested the resource should be concentrated on the rural areas first.

**(5) Priority Areas**

Bottom-up planning and proposal-based system is not appropriate for routine budget since the budget items and necessary amount are mostly fixed and there is little room for planning. They are also not appropriate for major development activities such as construction of school buildings or large-scale rehabilitation.    These activities not only require large budget, but also require intensive supervision that is  difficult by individual schools.    Funds for Local Initiatives should aim at the areas that a school can improve by their creative initiatives in cooperation with the community and parents.    Quota for construction and/or procurement for the usage of the Fund is another issue to consider.     In BEIP pilot experiment, 50% ceiling was set, that is, construction and rehabilitation should not exceed 50% of the total BEIP fund. This quota can be determined in consideration of the availability of the budget, capacity of SMC in managing such work, and so on.

**(6) Implementation Procedure of BEIP Model**

Figure 2-17 describes general procedures in implementing BEIP and relationships among major actors: AREF; Provincial Delegation; and SMC.    In practice, there can be some variations in the procedure according to AREF regulations and policies.
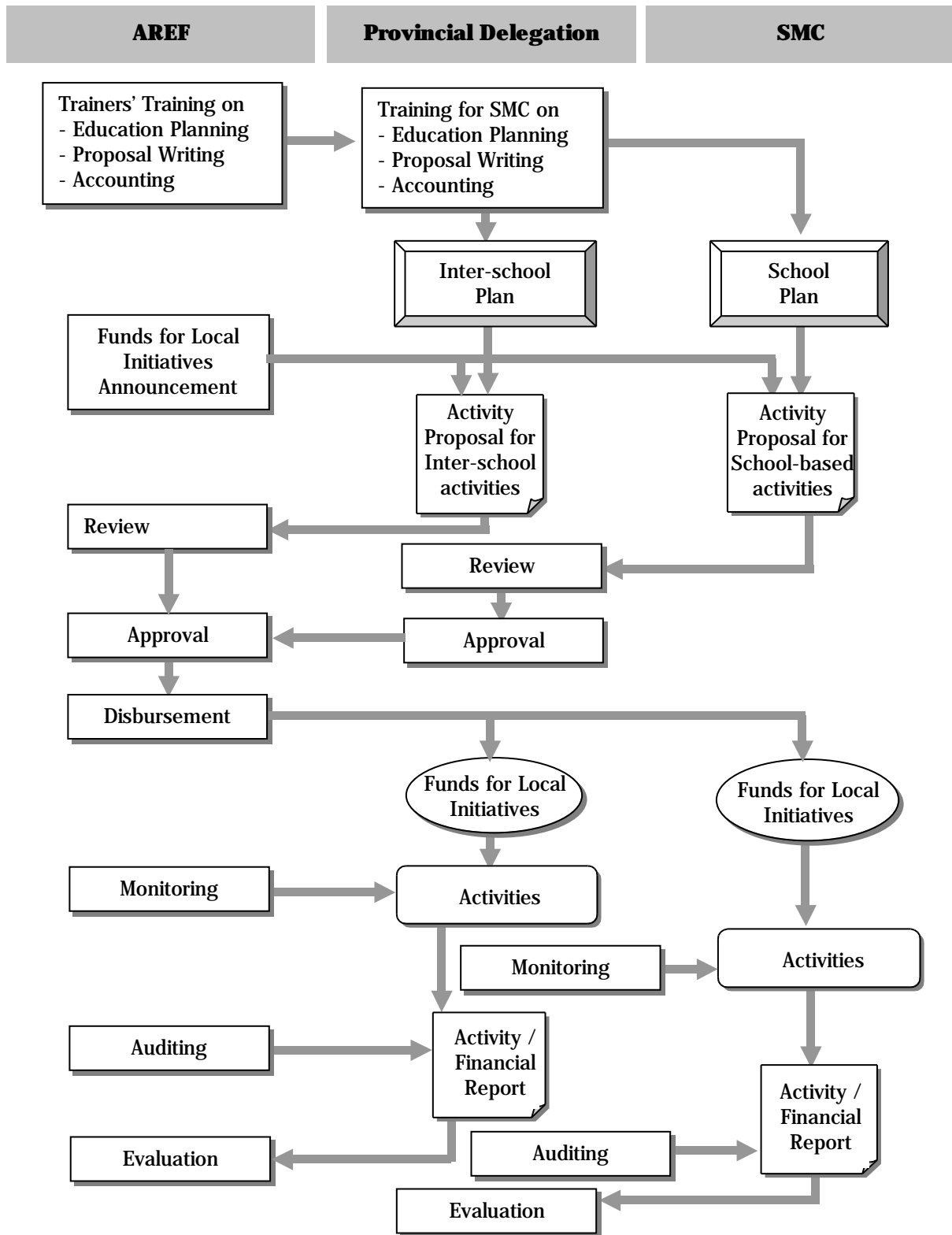
**Figure 2-17: BEIP Implementation Procedures**

As shown above, it is a two-tier system where AREF supervises the overall management of the BEIP-type activities within the region, while individual school activities are facilitated and monitored by PDs.

## 2.4    Donor Contribution to Education in Morocco

### 2.4.1    Multilateral Donors

Besides BEIP, there are various contributions to education in Morocco by different donors. As background information, donor activity in education is summarized in this section.

**(1) World Bank:**

Since 1986, the World Bank has provided funding for formal education through four projects: (1) Education Sector Reform Project (1986-1989); (2) Rural Primary Education Project (1989-1996); (3) Rural Basic Education Development Project (1992-1998); and (4) Social priority program (1996-2003).   This has amounted to loans totaling US$424 million. Four additional loans were provided for non-formal education and vocational training starting in 1984 and valued at US$138 million.   The Alpha Maroc project is scheduled to end in December of this year while the new PARSEM project has just begun and will continue through 2008.

◆ **Alpha Maroc (2003-2005).**   The Alpha Maroc Project, as a learning and Innovation Loan (LIL), is testing new approaches to quality teaching, and adult literacy program management, which if proven effective, enables the Government of Morocco implement nation-wide programs that result in lasting literacy outcomes. Through its two main components, the project is: 1) Improving program quality, aiming at the reform of the educational dimension of programs in the "campagne generale," a broad initiative run by nongovernmental organizations, government departments, private industries, and local groups. To this end, curriculum content, and teaching methods are being reviewed, analyzed, and renovated, to improve learner participation, and performance. 2) Strengthening management of the educational system, by building the institutional capacity of the Program Management Division - DLCA - of the Literacy Department, essentially the provincial Literacy Coordinators of the Ministry of Labor, Vocational Training, Social Development and Solidarity, and of service providers. This is being achieved through a partnership-based approach, with measures that include training of government, and service provider personnel, as well as development of post-literacy strategies.

◆ **Basic Education Reform Support Program Project (PARSEM, 2005-2008):**   The principal objective of PARSEM is to support Government efforts to provide basic education of improving quality to all children ages six to 14 in a financially sustainable manner.   Component One's objective (Generalize basic education) is to ensure that basic education is available to most school-age children by 2008.   Its overall strategy is to increase the provision of schooling in a cost-effective manner by using new construction norms.   It also funds provisions of social services (boarding facilities, school transport, etc) for under-served students by promoting partnerships with local stakeholders.   Demand will also be strengthened through the promotion of pre-school education.   Component Two's objective (Improve the quality of education) is to improve student learning and reduce dropout and repetition rates. The principal strategy implemented through this component is to establish the capacity necessary to ensure ongoing improvements in the quality of education: systematic assessment of student achievement, cost-effective in-service teacher training and teacher support services, setting and using quality standards to promote and monitor

school efforts to improve quality, and the development of a regularly programmed research agenda for the development of quality enhancement innovations. Component Three's objective (Build institutional capacity) supports the sector's decentralization process at the central, regional, provincial, and local levels through capacity building. It also introduces two innovations. First, it will help implement the government-wide public administration reform within the education sector, through program budgeting and personnel deployment based on standard job descriptions. Second, it improves key systems (procurement, financial management, environment, and social protection) for greater accountability, transparency, efficiency, and performance. The project is only now mobilizing, the Government receiving the first tranche of the loan. The total loan value is $150 million.

**(2) European Union (EU):**

Education has long been a priority sector for development cooperation. The overall institutional context implies that education and training, and particularly basic education, have an essential role to play, especially in achieving the basic objective of poverty reduction. The EU-co-operation strategy with Morocco, as set out in the Country Strategy Paper 2002-2006 adopted by the Commission in December 2001, is oriented towards the assistance needs for the implementation of the Association Agreement and the priorities of the country to foster growth and employment and reduce poverty. Part of the strategy has been to support basic education (€ 40 million).

◆ **First and Second Education Support Project (Middle East Development Assistance or MEDA).** Phase one began in 2001 and is now drawing to a close. While half the allocation has been used for construction and furnishing, the balance has been used for such activities as training for teachers, school principals, inspectors and delegation staff in eight provinces as well as some training for MEN staff. Part of the funding has been used to mobilize international consultant staff. Over 40,000 primary students now have access to 286 new schools and support facilities. Emphasis has been placed on providing more seats for girls, especially rural areas. The funding for the second phase will flow directly to the ministry and AREFs to fund eight delegations, some from the first phase and some newly selected provinces. The original 8 provinces included El Jadda, LaH-Aruach, Shtouka Ait Baha, Figuigue, Sefrou, Khenifra, Tawnate and Khemisate. Phase two is scheduled to end in late 2007.

**(3) UNICEF:**

The purpose of the Government of Morocco-UNICEF 2002-2006 Country Programme is to support national authorities in consolidating and accelerating the effective realization of children's rights to survival, development, protection and participation, with special emphasis on the reduction of disparities, in accordance with the Rights-Based Approach. The objectives of the Programme are to contribute to the growing integration of Conventions of the Rights of the Child (CRC) principles in national policies and strategies and in regulations geared at the effective protection of all children, and to support the efforts of the Government and its partners to ensure that all children have access to quality basic education and health care. In Education, programme interventions support national policies and priorities geared at the generalization of pre-school and elementary education, the improvement of the quality of education and the fight against school drop-out. Thus, they contribute to the attainment of Millennium Development Goals (MDGs) such as elementary education for all and the elimination of gender disparities. The programme also focuses on a new field: early childhood

development, from conception to 3 years old (one of UNICEF's five mid-term priorities), but has not retained another priority explicitly enough: girls' schooling in rural environments. The main implementation strategy of the Cooperation Programme is to conduct pilot experiences furthering the realization of children's rights with a view to replicate them on the national scale. The CRC consists of four different programmes:

◆ **Basic Quality Education.** UNICEF continues to expand the application of its school quality grid evaluation tool used with parents, students, and teachers across four academies including Marakesh, Agadil, Tanger. It has organized training at all 16 AREFs for lower level personnel in developing the local content curriculum, which represents 30% of the overall curriculum. It is working with MEN to develop a Values Curriculum to improve citizenship and to remove intolerance and gender bias from instructional materials. This project ends in one year and will be extended but turned over to MEN for implementation.
◆ **Pre-School Education.** The focus is on developing and sustaining the private pre-school system. One element of this is to provide training to parents across four academies. It has completed a pedagogical kit containing 28 modules
◆ **Non-Formal Education.** UNICEF is beginning to work in the non-formal sector. The focus is on life skills especially for girls in rural areas. This will be integrated with the UNFPA work on life skills in Marrakech. After 2006, this will be expanded to new areas under the next phase of the project.

## (4) UNESCO:

UNESCO's action is focused upon ensuring a vigorous and effective follow-up to the World Education Forum (Dakar, Senegal, April 2000). Priority is accorded to the realization in practice of the universal right to education. UNESCO also promotes the improvement of the quality of education and the renewal of education systems as part of a continuous effort to ensure that education corresponds to real needs at both individual and societal levels.

◆ **UNESCO Clubs** are groups of people of all ages and social and professional backgrounds who share UNESCO's ideals, endeavor to make it known and associate themselves with its work by undertaking activities directly inspired by those of the Organization. The UNESCO Club is a centre for lifelong education. It aims to get its members to think and to work with open-mindedness and an understanding of other people. Most Clubs are to be found in secondary schools, with a few in primary schools or universities. There are two such clubs in Khemisset and one in Tanger.

## (5) UNFPA:

The goal of the 2002-2006 programme is to contribute to improved reproductive and sexual health and family planning for all couples and individuals throughout life, and to achieve gender equity and equality and the empowerment of women. In accord with the Government, the proposed programme will complement national efforts towards decentralization and administrative devolution by focusing most of its activities towards disadvantaged populations in the target region of Marrakesh-Tensift-Haouz-Azilal (nine provinces), building on previous UNFPA assistance.

◆ **Non-Formal Education In Marrakech.** The program focuses on life skills development especially for girls. There is a heavy emphasis on HIV/AIDS

prevention.   The intention is to work with UNICEF to expand this program to more areas of the country.

*Donors reviewed but with no current projects in education include, UNDP, Islamic Development Bank, Arab Fund for Economic and Social Development, Arab Bank for Development in Africa, African Development Bank, and OPEC Fund for International Development.*

### 2.4.2   Bilateral Donors

**(1) Japan Bank for International Cooperation (JBIC) and Japan International Cooperation Agency (JICA):**

While to former provides loans for development, the latter is the Japanese Governments grant-making institution.   Each is providing assistance to the education sector:

- ◆ **JICA Basic Education Improvement Programme (BEIP, 2002-2005).**   BEIT objectives and results may be found in this final report.   The activities involve building capacity of four delegations in rural areas to engage in bottom-up planning at the primary level.
- ◆ **JBIC Rural Secondary Education Expansion Project.**   The project consists of constructing 101 junior secondary schools or colleges including necessary equipment in five regions – Marrakech, Tensift and Al Haouz, Taza, Al Hoceima and Taounate, Doukkala and Abda, Tanger and Tetouan, and Souss, Massa and Draa.   The project aligns with MEN's secondary school construction program based on the recent Charter.   The program is designed to help reduce disparity between urban and rural areas as well as on the basis of gender.

**(2) United States Agency for International Development:**

USAID is creating opportunities by increasing access to quality, relevant education and improving technical and vocational training for young Moroccans, with emphasis on information and communication technologies.   The USAID program focuses on public primary and middle school education and addresses the large and growing group of young people, especially girls, who do not complete the required basic education program for entry into high school or vocational training.   Projects include working with Morocco's school management councils on school rehabilitation and student orientation and mentoring activities, including advising primary and middle school students and their parents on continuing education options and the possibility of middle school scholarships.

- ◆ Advancing Learning and Employability for a Better Future (ALEF) (2004-2008). Funded by USAID, the ALEF project is contributing to the ongoing efforts of Morocco to strengthen the quality of its workforce by providing young people with skills that respond to the needs of the changing marketplace. ALEF works collaboratively with public and private partners to strengthen the relevance of basic education and vocational training, thereby increasing job opportunities. Currently, the project has established partnerships with the Ministry of Agriculture and will roll out partnerships with other ministries over the life of the project.   These include tourism and health.   The project, at the same time, is building  the capacity of educational

institutions to provide job counseling and placement services. Information and communication technologies are being integrated into all project activities to strengthen the capacities of partners, as well as provide students with important skills for today's marketplace. Throughout the project, special attention will be given to assuring gender equity and responding to the specific needs of young women in target communities and schools.

**(3) United States Department of Labor (USDOL), Bureau of International Labor Affairs:**

Between FY 2001 and 2003, US $111 million was appropriated to USDOL for a Child Labor Education Initiative to fund programs aimed at increasing access to quality, basic education in areas with a high incidence of abusive and exploitative child labor. USDOL's Child Labor Education Initiative seeks to nurture the development, health, safety and enhanced future employability of children around the world by increasing access to basic education for children removed from work or at risk of entering into labor. Child labor elimination depends in part on improving access to, quality of, and relevance of education. Grants have been awarded to NGOs to establish programs in a number of countries including Morocco.

- ◆ **Child Labor Education Initiative, ADROS Project (2003-2007).** The Ministry of National Education in Morocco estimates that approximately 2 million children between the ages of eight and 16 have either never attended school or dropped out before completing the first level. The ILO/IPEC estimates that 80 percent of working children in Morocco are out of school. Although 70 percent of children who enter Morocco's non-formal program complete it, only about 10 percent transition into the formal system. The Government of Morocco has recently created a State Secretariat for Literacy and Non-Formal Education to address many of the issues facing out-of-school children. The funding provided by the USDOL for this initiative contributes to addressing the need to enroll child workers and to improve the transition rate from non-formal to the formal education sector.

**(4) Saudi Arabia:**

As defined in its Charter, the basic objectives of the Saudi Fund for Development (SFD) are to participate in financing of development projects in developing countries through granting of loans to said countries, and to encourage national non-crude-oil exports by providing financing and insurance in support of such exports. Until the most current project, the SFD has not been used directly for education since its inception in 1975. The SFD does arrange co-financing through other bilateral and multilateral institutions, which may have been used for educational development.

- ◆ **Constructing and Equipping Secondary Schools (2004-2006).** The project aims at constructing and equipping 87 secondary schools, to increase their capacity of such schools in which about 1.04 million students are practicing their study, this number is expected to reach 1.44 million students by 2005. To this end the fund is providing 75 million Saudi rials.

**(5) France:**

France's overall contribution for economic and social development has amounted to approximately US$13 million divided equally between the years 2000 and 2001. None was

directly allocated for educational services; however, France assisted in the co-financing of the World Bank Basic Education Project in the amount of US$1.5 million or 4 percent of the total foreign currency amount of the project.   The French assistance plans to continue this project after its completion in December.

◆ **Programme for Educational Development (APEF) (2004-2006).** The project was designed to improve access, quality and capacity of education through pedagogy and school management in four rural and urban regions and 22 provinces.   The four provinces are Marrakech, Agadir, Tanger, and Hossain.   The project emphasizes decentralization to the regional academies, training managers at central regional and provincial levels including inspectors; development of school activities such as cinema and sports; and follow the French model of pedagogy.

**(6) Canadian International Development Agency (CIDA):**

In keeping with Morocco's development priorities and the country's activities in accordance with the Action Plan for Africa, the cooperation strategy is paying particular attention to investments in three priority areas: (1) basic education; (2) vocational training; and  (3) citizen engagement. Efforts are directed primarily towards national structures for coordinating and implementing public policy, decentralized institutions, and civil society. Two crosscutting themes, gender equality and capacity building, are present in all programming.

◆ **Support for the Decentralization of Education Project (SDESP) (2005-2009).** The purpose of the project is to provide support to education by assisting the government to decentralize and deconcentrate authority and regional education and training academies (AREFs) and educational institutions. This technical assistance, valued at between Can$10 and 15 million, is designed to support decentralization by providing technical assistance to regional academies and educational institutions.   This project covers both basic and secondary educational management.   The project builds capacity to monitor and evaluate the system; to increase relevance, equity, efficiency and quality of the system; to motivate educational managers; to better able to define strategic and action priorities; and to review international experience and adapt lessons to the needs of Morocco.   Recently, the project assisted all 16 AREFs to prepare strategic plans that have been submitted to MEN.

**(7) Spain:**

Agreements between the two governments date back to 1980.   In 1997, for example, an agreement was signed to provide funding for equipment in rural schools.   Through to present, the Spanish correlation agency has assisted 241 high school Spanish teachers amounting to 611 teachers and 29 inspectors.   This consisted of mainly INSET programs and training in Spain; publication of instructional materials; and establishing partnership arrangements between Spanish and Moroccan schools.

**(8) Belgium:**

Morocco was one of Belgium's first partners for development cooperation. The General Agreement on technical cooperation between Belgium and Morocco dates from 25 April 1965. Cooperation is currently focused upon the sectors of basic infrastructure, education and rural development.   Current funding for education is provided for the vocational subsector; however, a programme for awareness-raising and education of rural populations is now being

designed for direct funding. Indirect funding is provided to NGOs and multi-lateral organizations such as the European Union. Some financing may find its way to educational activities.

*No current educational development resources provided by Germany, England, Netherlands, Scandinavian countries, Kuwait, Italy, or the UAE.*

### 2.4.3 Non-Governmental

MEN has increased its involvement in management and oversight for pre-school, private education and non-formal education. Although it does not fund these operations directly, through the AREFs it does certify and set standards for their operations. Each AREF maintains a list directory of private schools including pre-schools. Each is funded by parents and community/PVO/NGO organizations. The list is growing each year and is too numerous to identify here.

The responsibility for management and oversight of handicapped students falls to the Secretariat d'Etat Charge'des Handicapes within the Ministere du Developpment Social, de la Solidarite, de l'Emploi et de la Formation Professionnelle. Instead of operating educational facilities, the secretariat assists by providing funding to NGO organizations whose mission is to serve handicapped children. Such organizations may be divided into those dedicated to the hearing impaired, sight impaired, mentally or physically handicapped, and those that serve a mix of special needs. The Secretariat has identified 236 such organizations serving different geographical locations throughout Morocco.

Although not on a scale with development assistance covered above, a number of international and national organizations are implementing innovative approaches that can serve as models for improving education and thus, adopted by AREFs as part of larger initiatives. Some of the more visible programs are identified below:

**(1) Girls' Education Support Committee/Comité de Soutien à la Scolarisation des Filles Rurales (CSSF):**

Since its creation in 1997, USAID has provided support to the CSSF, the only Moroccan PVO dedicated solely to rural girls' education issues. Assistance aims to build the CSSF's capacity to lobby for funding from the private sector, expand partnerships with local partner NGOs, and develop more transparent financial systems.

◆ CSSF's highly successful **"scholarships for success" program** which allows rural girls to access middle school is funded entirely by the Moroccan private sector and managed locally by smaller partner NGOs. As a result of increased professionalism and transparent systems, the CSSF was able to expand from 7 to 15 girls' homes managed by local partner NGOs. The number of girls' benefiting from the program has quadrupled from 112 to over 400. Due to the significant public and private contributions to this civil society program, the CSSF successfully obtained **Global Development Alliance** funds from USAID for the period covering 2002-2005.

**(2) Banque Marocaine du Commerce Exterieur (BMCE) Foundation:**

The vehicle for this new rural educational initiative is the BMCE Bank Foundation, which the bank's founder established shortly after assuming leadership of the bank in 1995. The

foundation began to plan in earnest for its new initiative, Medersat.com, designed to integrate education into sustainable, humane rural development.

- ◆ **Medersat.com Project.** Medersat.com is the name chosen by BMCE Bank Foundation for its network of rural community schools. In 2000 and funded by the foundation, 55 rural communities now host professionally trained teachers drawn from the surrounding region who instruct students in their mother tongue, whether it is Arabic or the indigenous Amazigh language spoken in many parts of Morocco, as well as French. Through the BMCE Bank Foundation, Medersat.com has succeeded in mobilizing a wide variety of partners and collaborators around a common agenda. For expertise in matters of pedagogy, adult literacy and teacher training, for example, the foundation has relied on Morocco's National Education Ministry and the Rene Descartes Paris V University. It turned to the United Nations Development Programme for model programs and for technical and financial support for sustainable environmental management and income generating activities. Moroccan water and power agencies are donating services to connect rural communities with safe drinking water and reliable sources of electricity. And telecommunications firms are partnering with the foundation to help bridge the "digital wadi" that prevents rural communities from participation in the global knowledge society made possible by the Internet. The Laureus Sport for Good Foundation has contributed $100,000 to integrate physical education and sport in the curricula of the Medersat.com network, with a pilot project in the Marrakech region. Medersat.com was launched in the 2000-2001 academic year with the construction of 16 schools. Now in its fourth year of operation, the project has accumulated an impressive list of accomplishments. To date, $15 million has been committed by the foundation and its partners and 55 rural community schools have been built throughout Morocco. More than 5,400 primary students and 1,100 preschoolers have been enrolled in these community schools, which have also provided literacy training to 5,000 adults.

## (3) Helen Keller International:

To date, Helen Keller International has provided literacy training to 20,000 women in the south of Morocco, benefiting the local economy through hiring and training of unemployed college graduates as teachers and incorporating business skills into the literacy lessons.

- ◆ Increasing Women's Literacy (on-going). With MEPI funds from the United States Government, Helen Keller International will expand its geographic reach to other under-served areas of Morocco.

## (4) The Near East Foundation (NEF):

The Near East Foundation in Morocco has worked in partnership with 41 villages in Ouarzazate, Zagora, and Oujda Provinces. Through such programs, NEF/Morocco was able to reach over 20,000 people of the country's poorest people, improving village socioeconomic conditions through organized participation of community members, especially rural women, in building community institutions.

- ◆ **US State Department's Middle East Partnership Initiative (MEPI).** The project works with the education of women and girls in the remote villages of the Atlas Mountains. The non-formal program also encourages children to return to formal education. The Near East Foundation is assisting primary school reform in 27

Ouarzazate villages by continuing to establish parent-teacher associations (PTAs) and community education advisory committees.

**(5) Catholic Relief Services (CRS):**

Catholic Relief Services has helped the poor and disadvantaged in Morocco since the country gained independence in 1956 and has served as an example of interfaith collaboration between peoples of Christian, Judaic and Islamic faiths. The agency meets basic needs, promotes civil society and ensures equitable participation in community development.   CRS seeks to promote the realization and expression of solidarity through its work with local and international partners. CRS continues to support a variety of projects implemented by local partner Association Marocaine de Solidarité et de Développement (AMSED). Created in 1993, AMSED provides assistance to the Moroccan non-governmental sector.

◆ Women's Adult Literacy Program - Because of the challenges that women face, CRS/Morocco's activities place a special emphasis on women, working to increase their voice in the decision-making process in project activities. The literacy program focuses on women's empowerment, education and literacy training, and income generating activities.

**(6) iEARN-Morocco:**

It is a registered NGO and is working with a network of schools throughout the country. Project work is in Arabic, French and English. iEARN-Morocco undertakes teacher training workshops and facilitates exchanges of students and teachers.   iEARN projects both enhance learning and address issues of global importance. iEARN currently links 400,000 participants in over 95 countries in 29 languages through a unique project- based learning network. iEARN is designed for use by those with only basic skills and equipment, anywhere in the world.   The Moroccan International Education and Resource Network is an affiliate of iEARN.   The iEARN homepage may be found at http://www.iearn.org/.

◆ The **BRIDGE project** is a   three-week physical exchange of students and teachers to the United States. During the exchange, participants will stay with teachers and students with whom they have worked during the academic year.   Exchanges will also have the opportunity to learn about educational practices and the use of technology in US classrooms. The exchange will provide a foundation for ongoing and increased collaboration between students and teachers within the iEARN network.

**(7) SchoolNet Africa (SNA):**

It is now an established non-governmental organization headquartered in Johannesburg, South Africa. SchoolNet Africa (SNA) was officially launched on 12 November 2001.   SchoolNet Africa's mission is to support national SchoolNets throughout Africa by mobilizing resources, building effective partnerships and knowledge in promoting education through sustainable use of ICTs in African schools.   SchoolNet Africa functions as a network of networks. Its primary network is with schoolnet practitioners, education policymakers, teachers and learners through national schoolnet organizations and groups.   Morocco is one of 31 countries where SchoolNet Africa is located.

**(8) Alliance de Travail dans la Formation et l'Action pour L'Enfance (ATFALE):**

Since 1986, ATFALE has been involved in the improvement of preschool education and the promotion of innovative realistic, low cost and reproducible practices through action research interventions.    It has trained hundreds of trainers of trainers and educators of all existing types of preschool institutions (koranic preschools institutions and kindergartens) and, it has produced and still produces low cost educational guides and tools.   To attain its objectives, ATFALE has developed action-research projects paying special attention to the effective involvement of all partners, with an emphasis on poor neighborhoods and rural areas.   All these activities were made possible thanks to the continuing support of   the Bernard Van Leer Foundation (an international foundation dedicated to support action-research projects in favor of disadvantaged children all over
the word).    ATFALE started as an action-research group formed by university teachers
from the "Faculté des Sciences de l'Education" of Rabat.   Since 1996, the necessity to develop and diversify the activities to increase public awareness about the importance of the issue of preschooling and children's education has led members of the group into setting up an on-government organization.

**(9) Books Without Boundaries (BWB):**

It is a collaborative project between SchoolWorld Internet Education Foundation and Flat Stanley Project. Books Without Boundaries is a project designed to encourage schools and interested international businesses and organizations to assist schools and facilities in disadvantaged countries through contributions of educational books and materials.   A number of members are from these disadvantaged countries.   There are three ways to participate in Project BWB: 1) Design books in the classroom. 2) Collect and send new and second-hand books. 3) Care Packages - Collect and send school supplies.
**http://www.schoolworld.asn.au/bwb/**

- ◆ **Project Morocco:** Benali Mourad is BWB's coordinator in Morocco. Benali is a school teacher in the city of Oujda and will be concentrating on distributing books and materials to rural schools in need of assistance. While, as in other countries, most cities' in Morocco have the benefits of advanced technology, many rural schools are suffering through lack of books and stationary for their students, with many families too poor to provide these simple necessities for their children. Lower grade schools are in need of classroom produced books, picture books and stationary for their young students and higher grade schools (4th grade upwards) require books covering all main subject areas with emphasis on English dictionaries and written language. They also need stationary supplies. BWB is working to reduce these problems within a limited geographical location in Morocco.

These activities are representative of non-governmental resources but much more is happening. Each delegation works with dozens of associations within its provincial boundaries to assist the variety of programs under its responsibility. These range from labor unions to small, private associations that target specific populations such as orphans or the handicapped.   In some cases the relationship is one where the delegation assists with resources while in other cases, it is the association that provides the resources. Since the resources are mostly in-kind rather than cash, it is difficult to estimate the total level of commitment and contribution by such associations to the development of education. In other cases, the association is well intentioned but has no resources with which to assist schools.

# Chapter 3 BEIP TRAINING ACTIVITIES

## 3.1 Framework of Training Activities

### 3.1.1 Characteristics of BEIP Training

The training activities of BEIP have the following characteristics.

**(1) A Cascading Model of Training.**

BEIP applies a cascading model of training in order to quickly and efficiently expand the group of participants in different levels.
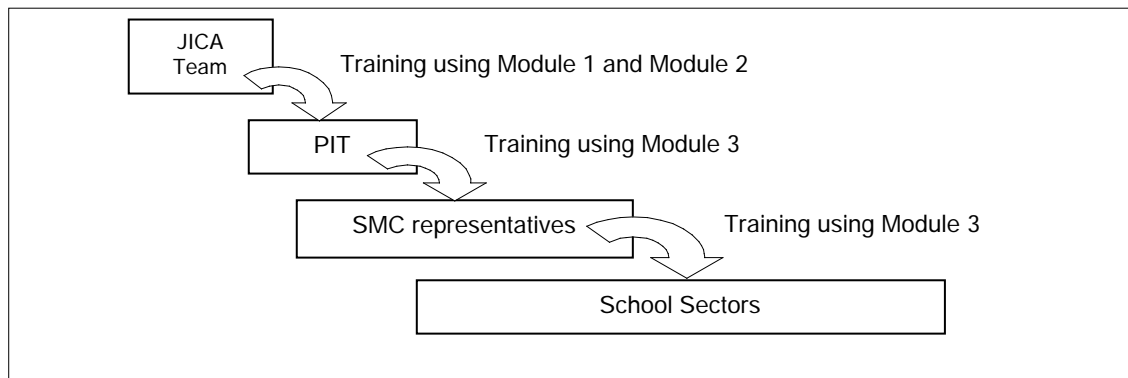


**Figure 3-1: Conceptual Image of a Cascading Model of Training**

**(2) Occasions to Promote Team Building among Participants**

All training activities are designed to promote team building among the participants with different backgrounds. In order to do so, it was carefully examined to have good mix of participants. Within the sessions, group works were used as much as possible to let the participants to have chances to share and respect different views.
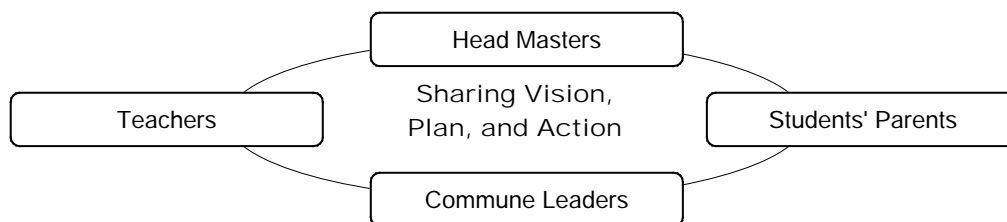


**Figure 3-2: Conceptual Image of Team Building**

### 3.1.2 Micro-planning Manual Development

**(1) Module 1 for Trainers' Training - Micro-planning at School Level**

Micro-planning manual for trainers' training was developed as "Local Level Stakeholder Training: The School Quality Improvement Cycle, Module 1." This Module1 was used in the first Trainers' Training held in Fes during 15-17 of October 2003.

**(2) Module 2 for Trainers' Training - Consolidation of School Level Plans**

Additional components for the provincial level planning exercise were developed as "Module 2". This was to learn how to consolidate school plans into one consolidated action plan at the higher levels of planning. Module 2 training was given in the first day of "Trainer's Training 2 for PIT and Research Assistants" that was held in Meknes during 19-21 of December 2003.

**(3) Module 3 for School Level Training - Micro-planning at School Level**

Based on Module 1, Module 3 was developed as a teaching material for "Training for Education Planning for School Principals and SMC members". Module 3 is a more easy-to-use version of Module 1 for targeted use at the school level training.

### 3.1.3 Training Activities for Micro-planning Exercise

A series of extensive training for micro-planning were provided to various levels and groups of personnel involved in the Program. Table 3-1 summarizes key information of all training programs given as part of micro-planning exercise, including the mix of trainees, subjects, trainers, and used materials.

**Table 3-1: Training for Micro-planning**

| Training | Trainee (main target) | Subject | Location & Duration | Time | Trainer |
|---|---|---|---|---|---|
| Trainers' Training 1 for PIT and Research Assistants | PIT members, Research Assistants, and representatives from AREF | Understanding of the Program and their role as the organization to implement the pilot activities. Learning ideas and skills of Micro-planning based upon "Local Level Stakeholder Training: The School Quality Improvement Cycle, Module 1". | Fes 3 days | 15-17 October, 2003 | JICA Study Team<br><br>*Material: Module 1* |
| Orientation: Establishment of SMC | Pilot school principals, Teacher representative, Parents representative, and commune council representative. | Establish SMC. Understanding of the Program and their role in the Program. Announcement of upcoming training activities for schools. | Each commune 1 day | 26 October - 21 November, 2003 | PIT members and Research Assistants |
| Training for Education Planning for School Principals and SMC members | School principals and SMC representatives | Learning ideas and skills of Micro-planning based upon "Local Level Stakeholder Training: The School Quality Improvement Cycle, Module 3". Develop "draft of preliminary education improvement plan" for respective schools as "hands-on" exercise of planning | Each province 3 days | 27 November - 6 December, 2003 | PIT members and Research Assistants<br><br>*Material: Module 3* |

### 3.1.4 Training Activities for Activity Proposals and Implementation

BEIP provided a series of trainings for preparation of pilot-activities at the school level and inter-school levels, including implementation guidelines and proposal writings. Table 3-2 summarizes key information of all the training programs that were given as part of the pre-pilot preparation including the mix of trainees, subjects, trainers, and used materials.

**Table 3-2 Training for Pilot Activity Preparation**

| Training | | Trainee (main target) | Subject | Location & Duration | Time | Trainer |
|---|---|---|---|---|---|---|
| Trainers' Training 2 | Part1- Day 1 for PIT and Research Assistants | PIT representatives, Research Assistants, and representatives from AREF | How to consolidate school level plans to the higher level of planning | Meknes 1 day hosted by AREF/ Meknes | 19 of December, 2003 | JICA Study Team  *Material: Module 2* |
| | Part2 - Day 2 and 3 for PIT, Research Assistants + Representatives of SMC | PIT representatives, Research Assistants, and representatives from AREF, School principals and one member of SMC | Designing Inter-school activities. Facilitation and management of the pilot activities Drawing up budget, monitoring, and proposal preparation | Meknes 2 days hosted by AREF/ Meknes | 20-21 of December, 2003 | JICA Study Team  *Material: Implementation Guideline* |
| Workshops to prepare proposal of pilot activities (school level) | | SMC members and their treasurers | Drawing up budget, monitoring, and proposal preparation | Each school 1 day | Late December - January 2004 | School principals, PIT and Research Assistants  *Material: Implementation Guideline* |

### (1) Trainers' Training 2 in Meknes:

"Trainers' Training 2" had two parts. Part 1 was only for PIT representatives, Research Assistants, and representatives from the regions. For the Part 2, target trainees were expanded to include the school principals and the representatives from SMCs.

*Part 1 (Day 1)*
In Part 1 of Training 2, attendees learned how to consolidate school level plans to the higher level of planning using the actual school plans submitted by the target schools.

*Part 2 (Day 2-3)*
In Part 2 of Training 2, all headmasters of the target schools, one representative from each SMC, and one commune representative from each target commune will join. The following days will be the sessions to form inter-school groups, to learn pilot activity proposal writing, to understand facilitation and management of the pilot activities, and to confirm roles of PITs and Research Assistants in the pilot activities. The sessions will cover both inter-school activities and school sector activities.

**(2) Workshops to Prepare Proposals of Pilot Activities (Provincial and School Level):**

Development of proposals for the pilot activities by the provinces and SMCs started with the exercise in above listed Trainers' Training 2 for proposal development. After Trainers' Training 2, every school head master were requested to mobilize the SMC and organize proposal development workshops in each school. PITs and research assistants assisted respective school sectors to develop activity proposals. PIT will be in charge of preparing proposals for inter-school activities with close coordination with all SMCs concerned. It was emphasized that the proposals had to be consistent with the vision, gap analysis, and priorities given in their own micro-plans.

**(3) Proposal Assessment**

After all these trainings, PITs and SMCs prepared their own proposals with a period of one month. Activity proposals were reviewed jointly by AREF, coordinators of PITs, research assistants and the JICA Study Team. Officially, however, province had the primary authority to approve the proposals.

**3.2 Training Materials**

**3.2.1 Modules for Micro-planning**

Micro-planning is a bottom-up approach where school-level stakeholders prepare action plans for improving the quality of education. These plans are then passed to commune-level educational personnel so they may be consolidated into a commune-level plans that not only cover a one-year action plan but also a three-year strategic plan. These, in turn, are passed to the province for further consolidation. Thus, the target beneficiaries that are to receive training are school committee and school management staff and provincial-level education personnel along with CFI counterparts identified to participate in this activity. Notice that no commune-level training is being contemplated. This is because there is no educational organizational structure created at the commune-level, a limitation that needed to be addressed when training took place.

There are three target training requirements that have led to the creation of three micro-planning training modules. First, the 18 counterparts from the four provinces and two Regional Academies were trained as trainers using Module 1. Each provincial group of four then conducted training of school-level personnel for each school sector within the pilot communes, a total of 11 communes and a total of 33 school sectors resulting in approximately 132 school-level people receiving training using Module 2. Each school sector was represented by four people – director of the parents' association, a teachers' representative, the school principal, and a member from the commune council. Since there is no educational structure at the commune level, it was felt that a commune council member should be represented in the training in order to provide some linkage between schools and provincial level educators.

Module 3 was created from Module 1, which contained many of the learning outcomes found in Module 1. In addition, a trainer's manual was created to provide suggestion to trainers on how to deliver Module 3 training effectively. Finally, Module 2 was created to be used with the provincial counterparts. This module provided training on how to consolidate school-level plans into commune-level plans and then into provincial-level plans. Ideally, this module

should be used with commune-level educators, but as indicated, no commune-level organizational structure exists; therefore, plan consolidation at the commune-level was conducted by provincial counterparts.

Each module was developed using a learning-by-doing approach. Modules were divided into specific lessons, each lesson defined by a performance objective. The performance objective stated what behaviors trainees needed to perform to demonstrate their contextual understanding of the skills and knowledge covered in the lesson. The term contextual understanding simply means that trainees were able to decide when and how to use specific knowledge and skills appropriately to solve a problem related to micro-planning. Each lesson provided some background information so that trainees would understand the purpose of the lesson. Then, each lesson contained one or two activities that were to be completed by individuals, small groups, or the large group as a whole. The manual provided to each trainee was designed as a workbook, so that trainees could record all information and results of activities.

Several instructional methodologies were implemented in accordance with sound active-learning approaches. These included question-and answers, voting, minimal instructions, brainstorming, role-playing, small group problem solving, consensus building, presentation to large groups, group discussion, and several others. The combination of these active learning approaches formed a basis for increasing not only the amount of knowledge and skills learned, but the quality of learning was higher order, meaning that trainees could apply learning to creative problem solving (contextual understanding).

Whereas Module 1 was translated into French, Modules 2 and 3 were translated into Arabic. Modules 1 and 2 were delivered by members of the JICA team, while Module 3 was delivered by trainers; therefore, simultaneous translation was required for Modules 1 and 2. Some criticism was made of the French translation because of use of incorrect terminology. Since trainers were responsible for the Arabic translation of Module 3, the quality of translation was much better.

**(1) Module 1: Developing a School Plan (Training of Trainers)**

The concept underlying micro-planning is that schools are empowered to improve the quality of learning, that an annual cycle can be viewed as the mechanism for reviewing, planning and implementing specific activities that increase learning incrementally until the school reaches the standards it has set for quality. Thus, Module 1 begins with an introduction of the Quality Improvement Cycle. In order to understand quality improvement, stakeholders must first understand what learning is. The concept of learning is introduced at the very beginning so that all stakeholders understand that any decision related to education must take into account how learning is improved by the decision made.

A second important concept is that of setting a common vision in terms of measurable outcomes. This requires that the school and the community it serves first establish a common vision and then develop specific measurable standards that can serve as targets so that all stakeholders use the same language pertaining to what they want their schools to achieve. This sets the stage for measuring where schools are today interpreted by using the same measures as were used for the vision. This way the schools may calculate a gap between where they are and where they want to be. The gap analysis then sets the stage for developing

plans or roadmaps for reducing and then eliminating these gaps. This forms the basis for developing school level plans.

Module 1 provides a specific form for preparing a school action plan. This was done to ensure that all schools use the same format, making it much easier to consolidate plans. The format is generic in that it requires statements of goals and objectives, target outcomes to be achieved in three years and one year; specific actions needed to achieve the goals; financial and other resources to complete the actions.

The next part of Module 1 involves implementation of these plans. Mobilizing resources and monitoring implementation are key elements of this phase of the quality improvement cycle. Another form is introduced here. This is a form concerning how school management can monitor plan implementation. The final phase of training deals with evaluating the success of the year's activities. A final form was created to evaluate the success of the plan, and this form was adopted from one used by Regional Academies to evaluate their plans.

The final lesson in Module 1 provides a format for individuals to prepare their own professional development plan. Given that only two days of training was allotted for Module 1 there was no time to cover this lesson.

### Table 3-3: Contents of Module 1

| Lesson # | Performance Outcome |
|---|---|
| 1 | Develop a group definition for learning, active learning, and competency-based learning so that a consensus of participants agree |
| 2 | Complete a table that compares the Moroccan education system before 1999 and what it may look like after 2005 |
| 3 | Identify the steps of the quality improvement cycle and create definitions for each step |
| 4 | Prepare a written common vision for a school group that reflects what a rural community might want their schools to be |
| 5 | Identify indicators that can be used to measure the vision statement, establish a minimum standard and identify when the standard will be achieved |
| 6 | Identify indicators and classify them in accordance with acceptable categories used by educators |
| 7 | Conduct a gap analysis between a common vision and the real situation today |
| 8 | Identify ranking of priorities from highest to lowest based on results from the gap analysis |
| 9 | Prepare a three-year, strategic plan, and one-year annual plan using the form in the previous unit |
| 10 | Determine the actual cost to implement the action plan for year one and determine where funds may be acquired |
| 11 | Identify key resources in your community and determine a procedure to mobilize them to assist in plan implementation |
| 12 | Using the four goals established in your education improvement plan on page 19, assign a leader and determine a monitoring schedule |
| 13 | Answer key questions about how evaluation is conducted and is integrated into renewing the cycle, copying notes onto the evaluation form provided |
| 14 | Identify three behaviors that will lead to becoming a better school planner and prepare an action plan for achieving professional development objectives |

## (2) Module 3: Developing a School Plan

Module 3 was developed as a simplified version of Module 1 and taught by trainers who received training under Module 1. Given the time constraints experienced in delivering Module 1, an additional day of training was provided so that Module 3 was covered in a three-day training period.

A Trainers' Manual was prepared to accompany Module 3. This manual was designed to reinforce the training received by trainers. There are three main parts to the manual. The first part addresses issues in planning of training, how to organize the room, what materials are needed, a suggested agenda, and other issues.

The second part provides specific suggestions for implementing each lesson. Essentially, this is a review of what was covered in Module 1 but sets down in writing key elements of that training. Thus, it offers a visual means of reinforcing the active learning of the actual training, and was designed to increase the confidence of the trainers.

The third part covers what to do after the training. Since the outcome of this training was for each school sector to prepare an action plan, this part of the manual reminds trainers to ask for training plans from each school. The appendix of the manual contains a set of blank forms that can be produced if necessary. Trainers were also provided floppy disks so that trainers are able to update training as changes are introduced by the government.

### Table 3-4: Contents of Module 3

| Lesson # | Performance Outcome |
| --- | --- |
| 1 | Discuss the important issues related to schooling and write answers to questions that represent a group consensus |
| 2 | Prepare two written common vision statements for your school sector that reflects the community in which the school sector is based |
| 3 | Identify indicators that can be used to measure the vision statement, establish a minimum standard and identify when the standard will be achieved |
| 4 | Use school-level data to measure our indicators showing our current situation |
| 5 | Conduct a gap analysis between a minimum performance standards and the real situation today |
| 6 | Prepare a year or annual plan that contains target outcomes for one year and three years |
| 7 | Determine the actual cost to implement the annual plan for year one and determine where funds may be acquired |
| 8 | Identify key resources in your community and determine a procedure to mobilize them to assist in plan implementation |
| 9 | Using the four goals established in your education improvement plan on pages 15-16, determine a monitoring plan |
| 10 | Answer key questions about how evaluation is conducted and is integrated into renewing the cycle, copying notes onto the evaluation form provided |

## (3) Module 2: Consolidation of School Plans

Two weeks after the completion of Module 3, provincial counterparts were to receive an action plan for each school sector. These plans formed the basis of training in Module 2; therefore, all provincial trainers were to bring plans to the training session scheduled for December 18 and 19, 2003.

**Table 3-5: Contents of Module 2**

| Lesson # | Performance Outcome |
|---|---|
| 1 | Using an organization chart, identify the relationships among the different levels of organization |
| 2 | Using a new checklist, list all sources of data important to you and where data may be acquired |
| 3 | Using annual plans, gap analysis, and monitoring plans provided to you by each school sector, consolidate the gap analysis |
| 4 | Using data sources in addition to school-level data, determine special needs of the commune and then prepare an annual plan for each commune |
| 5 | Identify the key issues that relate to the money-side of planning and list them for future consideration |

## 3.2.2   Modules for Program Implementation

### (1) Program Implementation Guideline I: How to Write Proposal

*Program Implementation Guideline I: How to Write Proposal* is the first guideline of two parts prepared for the use of all the concerned parties of BEIP implementation. It was first developed in English and translated in Arabic, and utilized during the Training for Pilot Activity Implementation held in December 2004.

*Objectives of Guidebook*
This guideline was developed aiming at providing all the necessary information to prepare for BEIP pilot activities before the implementation so that PITs and SMCs were able to develop activity proposals using this guideline after they receive the training. Since the target readers range from AREF to school personnel including parents or community members, attention was paid to make it as comprehensive as possible and at the same time easy-to-read.

*Contents of Guidebook*
This 70 pages' guideline consists of four parts: Introduction; 1. Implementation Structure; 2. Pilot Activities and Steps; and 3. How to Write Activity Proposals. The following describes the main contents discussed in each chapter.

***Introduction:*** the background of this program and objectives of conducting BEIP pilot program is described. It explains that while individual schools and PD intend to improve the situation by conducting activities, BEIP program as a whole is an experiment to develop a model of bottom-up planning and school improvement.

***1. Implementation Structure:*** This chapter discusses overall BEIP schedule and BEIP implementation organization. Different levels of organizations (AREF, PIT, CEC, SMC, and Research Assistant) are involved in implementation of BEIP pilot activities, and therefore, function and responsibilities of each party are described in chronological order in this chapter.

***2. Pilot Activities and Steps:*** This chapter describes the definition of school-based activities and inter-school activities as well as general rules in determining activities. Which activities to implement are to be determined through the process of bottom-up planning based on the

needs of individual schools or communes, however, some suggestions on activities are illustrated in the guideline. The model activities are shown for the purpose of:

- Showing which areas the JICA Study Team recognizes as a problem;
- Explaining the regulations to be followed in conducting construction/renovation activities;
- Showing the model steps to be followed to ensure that the activities would be conducted more effectively (in training activities, for example, some steps are necessary such as needs analysis, monitoring by inspectors, evaluation of training impacts, and supplementary training to make sure changed are made in the real classroom); and
- Providing some hints to design creative activities by showing various examples of activities from different countries and projects.

These model activities were developed based on the situation analysis and observation of educational needs conducted by the JICA Study Team during the field survey, taking into consideration of the existing system, regulations, and customs.

As model activities, the following areas are discussed.

School-based activities
    1) Raising Education Awareness of Parents and Community
    2) Improving School/Classroom Environment
    3) Improving Teaching-Learning Process in the Classroom
Inter-school activities
    1) Professional Development of Teachers
    2) Strengthening capacity of school management of school headmasters
    3) Raising awareness of the commune on education

*3. How to Write Activity Proposals:* The last chapter is the step-by-step instruction on how to prepare activity proposals. In order to complete activity proposals, the following steps were discussed:

**Step 1: Determine what activities to implement**

Schools had developed school improvement plans based on the problem analysis and these will be translated to activity proposals. For inter-school activities, PIT with coordination of the newly established CEC will develop plans and activity proposals.

There are some regulations in determining activities, one of which is regarding construction activities. The guideline divides the category of construction activities into two; one that the BEIP study team can fund; and the other that BEIP can not fund. In order to have variety of activities at school level, BEIP has set up a regulation that **large-scale construction and construction of a new structure (except for pit latrine) is to be prohibited**, due to the time constraints of completing the works by August 2004 (works last maximum for four months).

The guideline also clarifies regarding what items can be funded and what cannot be funded by BEIP. For example, **BEIP does not fund aquisition or rental of property, any salary nor any allowance** for the stakeholders of the pilot activity implementation such as teachers and members of SMC.

**Step 2: Determine activity steps and implementation schedule of each activity**

Each activity is to be further divided into activity steps and be scheduled. **Schools and PITs are free to schedule these activities during the period from April 2004 to June 2005, taking into consideration of the relevant timing and duration for each activity**.

It is important to let stakeholder consider all the steps necessary to complete a certain activity from the first step to the last, for their capacity building of planning. It is often neglected or forgotten to include monitoring and evaluation activity which is critical especially from sustainability point of view. Therefore the guideline stresses to **include Monitoring and Evaluation activitiy** not only for construction-related but other activities as well.

**Step 3: Determine who will take what responsibilities in implementing each activity**

**Step 4: Determine how much each activity step costs**

There are some regulations in JICA funding.

**Total budget for construction does not exceed 50 % of JICA fund.**
The total costs of construction at school level should not exceed 50 % of total budget.

**JICA can not fund any purchases/activities done during the break (between the two terms.**
To observe the contract with JICA, the guideline advises the stakeholders of the pilot implementation not to spend during the break. However the voluntary spending paid by the stakeholders or community during this period is respected.

**The amount left during Term 1 cannot be carried over to Term 2 and should be returned to JICA.**
The amount left at the end of term 1 can not be carried over to term 2. Therefore the guideline emphasises to prepare a realistic and feasible budget spending schedule, based on which the activity budget should be prepared and actually spent.

**Promoting community mobilization**
The team intends to promote community participation and mobilization in education. The guideline therefore stresses that without any contribution from community, any kind of pilot activity are not approved. There are 2 colums in the activity budget form both of which should be fulfilled: 1 column for the amout requested to JICA and the other for contribution from the community, school, and other sources.

**Budget ceiling for school-based activities and inter-school activities**

The guideline describes the formula of determining budget ceiling for each school and province as described below. Schools and provinces are to prepare a series of proposals, considering this budget ceiling; the total budget of the activity proposals should be within this amount.

*Budget Ceiling for School*
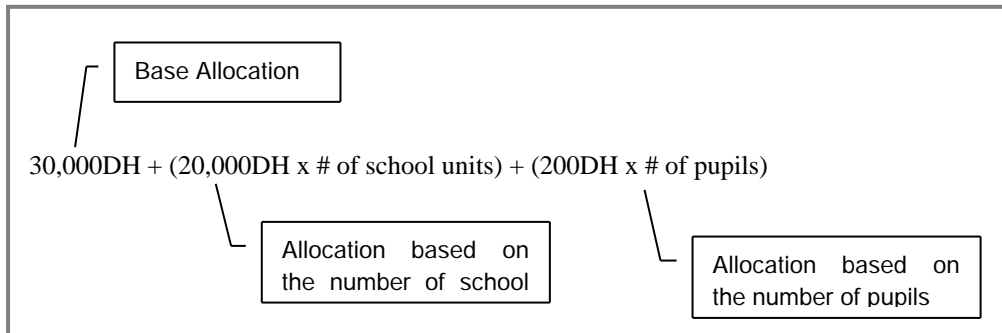


*Budget Ceiling for (province-level) inter-school activities*
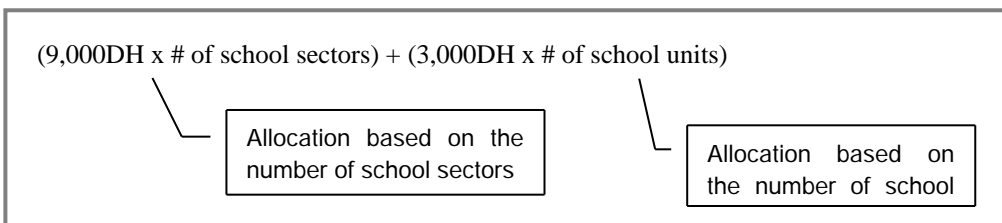


**Step 5: Fill in activity proposal forms**

Activity proposals formats are attached in the guideline. A headmaster is a responsible person for overall pilot activity implementation at each school. On the other hand, a treasurer is a responsible person specifically in financial management of all the activities conducted by a certain school. Therefore the guideline requires that **both a headmaster and a treasurer should sign on the budget summary form** as an evidence of approval.

*Features of Guidebook*

This guideline is used as a handbook in preparing pilot implementation. Therefore, attention was paid to include comprehensive information for all the parties concerned, and at the same time to allow readers to find the necessary information easily. Some information is repeated in different sections so that readers do not have to read all the parts in the guideline but select only necessary sections for them. Another feature is that the information is presented in chronological order so that readers can proceed in accordance with the guideline. Some examples of how to fill in necessary forms are also included in the guideline. The information in the examples was carefully examined to provide readers with a realistic picture that can be used as a reference.

**(2) Program Implementation Guideline II: Financial Management and Reporting**

The workshop for financial management and reporting was held just after the BEIP commencement seminar that was conducted in late April 2004. It targeted headmasters and treasurers of the schools; the treasurers are appointed by the schools. The workshop aimed at basic understanding of how to operate and manage funds received from BEIP JICA, that is, how to operate the day-to-day financial activities during the pilot period, as well as how to prepare financial report, which is to be submitted to BEIP. *Program Implementation Guideline II: Financial Guideline and Reporting* is a main reference to be used during the workshop.

Following items are included in this guideline:

*Financial Management Structure of BEIP Pilot Implementation*
The financial management structure regarding i) Disbursement, ii) Accounting, iii) Auditing, and iv) Reporting among major actors (AREF, PITs, CECs, SMCs and BEIP) is to be explained, using a figure. This structure is prepared respecting as much as possible the current financial system in Morocco, while promoting and proposing the further decentralized structure, as suggested in the Charter. At the same time, the importance of financial accountability is also emphasized, incorporating external and internal auditing system.

*What's Transparency?*
Under the current system, personnel except for MOF-related agency do not have chance to touch the public money; people are generally not used to operate and manage public money. This section is therefore inserted in order for them to have a notion of transparency as well as accountability; people participating in the pilot implementation are expected to operate financial issues respecting this.

*Lists of ideas on how to promote financial transparency and accountability*
Making most of the past similar experience in other countries, this section develops some ideas on how to promote financial transparency and accountability, which can be applicable and acceptable in Moroccan context.

*Financial-related event*
This section explains major financial matter-related events, overviewing the whole pilot period; i) disbursement, ii) book opening and closing, iii) financial report submission are to be explained, using a figure of the pilot implementation period.

*Roles of major actors in financial management*
This section specifies what each of major actors within the BEIP pilot implementation structure (AREF, PIT, CEC, and schools) actually has to do in terms of financial management.

*To manage actual day-to-day financial operations: accounting*
A treasurer at both school and inter-school level is to be responsible for the accounting of the projects conducted, preparing accounting books as well as receipt books. Although it is advisable to appoint a person as a treasurer who has similar experience, it may not be possible in Moroccan context. It is therefore critical for BEIP to provide the to-be treasurers with sufficient information and practices on how to make day-to-day financial operation, and how to prepare documents necessary for accumulating financial report.

*To prepare financial and activity reports*
The last section shows how to accumulate financial and activity reports, which are to be submitted 3 times: in September 2004, December 2004 and June 2005. This will be explained by showing a figure which explains visually how to compile both financial and activity reports. This is summarized for both inter-school activity and school-based activity.

## 3.3    Review of Program Performance

What follows is the review of training activities of BEIP. In short, the participants were highly motivated at the end. On the other hand, "top-down" perception was quite prevailing among the school level participants in the early stage. Many of them had difficult time to set their own visions instead of goals given by MEN, AREFs, or PDs. This "top-down" mind set was the first thing to change. PITs did very good work on changing views and raising awareness of the participants.

### 3.3.1 Report for Micro-planning Training

**(1) Trainers' Training 1 on Micro-planning for PIT and Research Assistants (October 15 to 17, 2003 at Fes)**

Trainers' Training 1 on Micro-planning for PIT and Research Assistants was the first set of trainers' training for PIT representatives, Research Assistants, and representatives from the regions. It was held at Fes, hosted by AREF of Fes-Boulmane. This training was conducted mainly for PIT members and Research Assistants, but also MEN and AREF representatives participated as observers. Trainers from JICA Study Team used English as an instruction language, and simultaneous translators translated it into French. It had the following three objectives:

(a)    to make participants understand the conceptual framework of the Program and the roles as trainers and facilitators for the provinces and schools throughout the Program.
(b)    to make participants learn ideas and skills of micro-planning as trainers and facilitators based on "Module 1: Local Level Stakeholder Training: The School Quality Improvement Cycle (in French)".
(c)    to get feedbacks on Module 1 and training approaches from the participants in the process of this trainers' training. Based on these feedbacks, Module 3 was prepared for the use at the school level micro-planning training in the provinces.

**Table 3-6: Number of Participants for Trainers' Training 1**

|  | Boulmane | Errachidia | Khenifra | Sefrou | AREF Meknes-Tafilalet | AREF Fes-Boulmane | MEN Central |
|---|---|---|---|---|---|---|---|
| PIT members | 4 | 4 | 4 | 4 |  |  |  |
| Research Assistants | 3 | 2 | 2 | 2 |  |  |  |
| **Total** | **7** | **6** | **6** | **6** | **2** | **2** | **4** |

*Outputs of the Training:*
The training included different kinds of activities:
    Explanation and presentation by the trainers
    Group work by participants

Role playing by participants
Brainstorming among participants

Originally it was planned to practice the activities based on the actual data brought by the participants from PD, but, in practice, it was not possible to use the actual data, because some of the necessary data were not readily available in the training. Therefore, some of the activity sheets were filled up with the participants' experiences and hypothesis.

*Evaluation of the Training:*
The most of the participants from the PDs had experiences in trainings related to educational planning before. This made it easier for them to exploit this training to enhance their knowledge and practical skills. However, in the case of Research Assistants who do not have a working background in education, the framework of the Program and technical terms used during the training were sometimes too difficult to understand. In response to this, an additional orientation session for the Research Assistants was organized at night during the training. Consequently, the Research Assistants' understanding of the Program was much improved.

The participants pointed out the following problems on the training:

  a) The quality of French translation of Module 1 was not consistent. (Some educational terms in the English text were not translated to the appropriate French terms.)
  b) The participants preferred to discuss in Arabic, and they also preferred simultaneous translation during the training to be from English to Arabic, not from English to French.
  c) Time for hands-on activities was too limited.
  d) Detailed information on the forthcoming educational reform and decentralization was not fully shared among the participants.

Module 1 was translated from English to French without participation of the MEN counterparts due to time constraints. The JICA Study Team decided (1) to involve MEN counterparts (including AREF and PDs) in the translation process in order to avoid the same translation problem in the future; and (2) to prepare Arabic training materials for training at the school level. Actually the translation of Module 3 from English to Arabic was voluntarily conducted by PIT, and MEN counterpart staff agreed to check the quality of translation in the future modules.

The shortage of time for hands-on activities was due to the fact that the amount of the contents of Module 1 was too extensive for 3-day training, even for qualified trainers. As a result, most of the time had to be allocated to the presentation by the trainers or for the discussion among the participants rather than for hands-on activities. In addition, some concepts were quite new to some participants. In these cases, the longer explanation was needed. Among the participants, there was little common understanding of detailed information about the up-coming educational reform and decentralization. These factors were underestimated in the design of the training program, and thus resulted in longer discussion than we expected.

The JICA Study Team fully examined all of these issues related to the Module 1 design. By virtue of this experience with the first proto-type Module 1, the JICA Study Team was able to design the new shortened Module 3 as an easier-to-use training package.

**(2) Orientation Meeting for Establishment of SMC (between late October and mid-November, 2003)**

Soon after Trainers' Training No. 1 on Micro-planning, PITs and Research Assistants, in collaboration with other concerned personnel, were asked to facilitate establishment and mobilization of the SMCs and give them first-hand orientation about the overview and schedule of forthcoming training activities for planning and the pilot implementations for the schools.

*Contents of Orientation Meetings:*
At the orientation meetings, the following things were explained:

> Overview of the Program
> Establishment of SMC (nominate members)
> Information on "Training for Education Planning for School Principals and SMC members" which was planned to be held between late November and early December, 2003
> Need for the school to prepare a set of data required for this training session.

*Outputs:*
As outputs of the orientation meetings, SMC was established in each school sector, and the following materials were submitted to the JICA Study Team.

> Participants list
> Record of the meeting
> Preliminary list of SMC Members

All provinces have successfully held the orientation meetings for each school sector as required by the JICA Study Team, and every PIT made good starts to motivate school level stakeholders including the parents and commune representatives.

**(3) Training on Education Planning for School Principals and SMC members (between late November and early December, 2003)**

Three-day Training for Education Planning for School Principals and SMC members was held in each province between late November and early December 2003. Concerned people both from the respective province and schools gathered in provincial centers to attend training activities, and it was a good opportunity to exchange and understand different views among participants.

"Module 3: Local Level Stakeholder Training: The School Quality Improvement Cycle (in Arabic)", which is a shortened and improved version of Module 1, was used as a training material. The JICA Study Team also prepared a model program (time allocation for different units and activities) to conduct training using Module 3.

JICA Study Team visited all four provinces to observe these training sessions, and was deeply impressed with how PITs skillfully copied the way of training from JICA Team's Main Trainer, and were very quick to improve their training right after getting the comments from the JICA Study Team. During the training activities, SMC members were able to develop a

draft of preliminary education improvement plan for each school sector as a hands-on exercise of micro-planning.

SMCs were requested to finalize their preliminary school plans after the training by having discussions with the all other concerned people at the school level who could not attend the training. All school sectors successfully submitted their finalized school plans to respective PITs before 15 December 2003. School plans were required for the next Training on Consolidating School-level Plans to the Higher Level of Planning for PIT and Research Assistants scheduled on December 19th, 2003.

**(4) Training on Consolidating School-level Plans to the Higher Level of Planning (December 19th, 2003 at Meknes)**

Training on Consolidating School-level Plans to the Higher Level of Planning for PIT and Research Assistants was conducted on December 19th, 2003, as the Part 1 (the First Day) of Trainers' Training 2 in Meknes, which was hosted by AREF of Meknes-Tafilalet.

**Table 3-7: Number of Participants for Trainers' Training 2, Consolidating Plans**

|  | Boulmane | Errachidia | Khenifra | Sefrou | AREF Meknes-Tafilalet | AREF Fes-Boulmane | MEN Central |
|---|---|---|---|---|---|---|---|
| PIT members | 4 | 4 | 4 | 4 |  |  |  |
| Research Assistants | 3 | 2 | 3 | 2 |  |  |  |
| **Total** | **7** | **6** | **6** | **6** | **1** | **1** | **4** |

*Contents of Training:*
The participants (mainly PIT and Research Assistants) learned how to consolidate school-level plans to the higher level of planning using the actual school plans submitted by the target school sectors. "Module 2: Consolidation of School-Level Plans (in French)" was used as a training material. Although the module was written in French, this time simultaneous translation was from English to Arabic so that the participants could understand better.

*Outputs:*
During the training activities, PIT successfully developed a draft of a preliminary education improvement plan for target communes as a hands-on exercise of commune-level planning. PITs were requested to finalize these preliminary commune-level plans after the training, by having discussions with all other concerned people who could not attend the training. These commune-level plans were submitted to the JICA Study Team along with the proposals for pilot inter-schools activities.

*Observation of the Training:*
After a series of training and meetings, most of participants (PIT representatives, Research Assistants, AREF and MEN representatives, and JICA Study Team) became to know each other well and became familiar to the subject, so this relaxed atmosphere during the training sessions has contributed to the smooth and efficient learning by the participants.

**(5) Overall Observation of Training for Micro-planning**

Outputs of training included the following:

- 18 provincial educational personnel trained as trainers
- 132 school-level stakeholders trained to prepare school action plans
- 33 school action plans prepared by school-level stakeholders
- 11 commune 3-year plans prepared by provincial-level educators
- 3 training modules prepared – one in French and two in Arabic

Evaluation of training for Module 1 was conducted through questionnaires. Responses indicated that trainees felt there was too much information to be covered in such a short period of time. There was criticism of the quality of the translation as well as the lag time in simultaneous interpretation. Trainees would have preferred to have materials translated into Arabic. Those that attended as the JICA Team's research assistants found the information too difficult to understand. Trainees felt they would have liked to have received training materials prior to training so they could have been reviewed. By contrast, trainees appreciated the use of active-learning methodologies as well as the relevancy of the content.

A true measure of learning could be observed as those trained using Module 1, trained school level personnel using Module 3. We are pleased to report that trainers did an excellent job in providing training to school personnel. Materials were translated into Arabic, the manual shortened, and more time given to conduct the training. Trainers used the same methodologies as were used in their training. Overall, the use of Module 3 was judged to be highly effective. Since the training was to result in each school sector producing an annual plan, the measure of success of the training was judged on the basis of the quality of those plans.

Provincial-level trainers were to receive school sector plans prior to Module 2 training and were to bring those plans to their training session on consolidation of these plans into commune-level plans.

### 3.3.2 Report for Program Implementation Training

**(1) Program and Objectives of the Training**

Training for Program Implementation was jointly conducted by AREF-Meknes-Tafilalet and BEIP National Program Office on December 20 and 21, 2003. The training was held at Institute des Techniciens Specialises en Horticulture - Meknes. The participants of this training were: AREF Team, PITs, Research Assistants, and Representatives of SMCs as shown in Table 3-9. In addition, one representative each who is in charge of school facility in the PD joined the training.

## Table 3-8: Number of Participants

| | Boulmane | Errachidia | Khenifra | Sefrou | AREF Meknes-Tafilalet | AREF Fes-Boulmane | MEN Central |
|---|---|---|---|---|---|---|---|
| PIT members | 4 | 4 | 4 | 4 | | | |
| Research Assistants | 3 | 2 | 3 | 2 | | | |
| SMC — Headmaster | 8 | 8 | 9 | 8 | | | |
| SMC — Community member* | 8 | 7 | 10 | 9 | | | |
| **Total** | **23** | **21** | **26** | **23** | **1** | **1** | **4** |

* They were either commune representatives or PTA members.

The objectives of this training were two-fold: 1) to provide opportunities to understand the needs of a commune level organization and to rethink educational needs at the commune level; and 2) to provide the participants with the necessary information to initiate pilot activities, mainly on how to prepare activity proposals based on their educational plans. During the two days' training, the emphasis was placed on creating working environment where participants work collaboratively with the leadership of PIT.

The main contents of the training discussed during this training were as follows:

> a) *Who and How will BEIP pilot activities be managed?*
> - BEIP organization structure and responsibilities of each party
> - Establishing Commune Education Committee as an implementation agency of inter-school activities and building basic consensus on educational needs of the commune.

> b) *What kind of activities can be conducted?*
> - Examples of inter-school activities and school-based activities
> - Rules and regulations of activities
> - How to develop activities (Linking objectives and means)
> - Model activities
>   Inter-school activities:    In-service teacher training
>                               Headmasters' regular meetings
>                               Raising awareness of the community
>   School-based activities: Community participation
>                               Facility improvement
>                               Teacher' training

> c) *How much will be spent for the pilot activities?*
> - BEIP fund allocation
> - Requirements of non-BEIP contribution

> d) *How to fill in activity proposals?*
> - Detail designing of implementation structure, schedule, activity costs
> - Activity proposal forms

> e) *What should be done next?*
> - AREF:    Activity proposal review
>                Preparation of plan for taking over BEIP activities after 2005

- PIT and Schools:   Development of Activity proposals
                               Opening postal checking account

**(2) Outputs of the Training**

It was expected that at the end of the two-days' training, participants would gain sufficient understanding on how to prepare activity proposals. Therefore, sufficient time for exercise and group discussion was spent to make sure that representatives of SMC are confident enough to initiate discussion for their own school after they go back to school.

One of the first day's outputs was the exercise of planning inter-school activities. Participants were divided into groups by commune and each group discussed their own problems, objectives of activities (why they conduct these activities), target (how much they want to achieve by conducting these activities), and description of activities (what they do). In designing "target", participants understood the importance of reviewing outputs and practiced to plan what indicators can be used to measure the impacts, and how to set reasonable figures.

The second day's output was the exercise of planning school-based activities and elaborating these ideas into activity proposal forms. Participants were again divided into groups and designed activities. Using the activities as an example, they then practiced to translate the detail information into activity proposals.

**(3) Observation**

Throughout the two days' training, the participants were actively involved in the program and sufficient interaction was observed among participants. They seemed to have ample creative ideas for designing pilot activities and increasing community participation. However, participants who made remarks during the plenary session were mostly limited to the members of PIT and that showed there were some gaps in the levels of understanding between PIT members and representatives of schools, and between school personnel and community members among school representatives. Apparently the most confusing part was to set up "Target" to state how much to be improved. It seemed that participants have had enough practice of linking objectives and means, but not much practices of quantifying the changes

In addition to the questions and comments regarding training contents, some requests were raised from the floor. One was requesting the further involvement of MEN and AREF in program implementation. Participants would like to see more clear responsibilities carried out by MEN and AREF. The other was requesting to MEN to issue a letter to officially approve SMC to raise funds as an association. BEIP JICA Study Team noted these points. For the first request, the team would make efforts to better coordinate concerned parties and support two AREFs to take over BEIP pilot activities after 2005. For the second request, BEIP JICA Study Team provided instruction on how to set up SMC as an association officially to open post checking account and what kinds of documents need to be prepared. These documents will be a proof to show SMC is an association, and therefore, it is considered that an official letter would not be required.

### 3.3.3   Observations on Micro-planning Review Workshops

**(1) Objectives and Outputs of the Workshops**

In May and June 2005, Micro-planning Review Workshops were conducted in each of four pilot provinces as major components of post-pilot activities.   The Workshops were designed in order for SMC members to:

1. identify achievements, difficulties and lessons learned from their pilot activity implementation processes, and
2. revise their school plans to prepare the one for the forthcoming school year, considering achievements, difficulties and lessons learned from the pilot activities.

Major Outputs expected from the Workshops are:

1. School Plan for the next school year 2005/2006 (with understanding that BEIP fund will not be available for 2005/2006)
2. Recommendation for ameliorating Pilot Activity Implementation Manual

Table 3-9 indicates the date and venue of the workshop held at the four target provinces. From each school sector, 3-5 persons (including director, teachers, representatives from PTAs and communes) were invited for the workshop.

**Table 3-9: Micro-planning Review Workshops**

| Province | Date | Time | Venue | No. of Participants |
|---|---|---|---|---|
| Sefrou | (Fri) 20 May 2005 | 8:30-18 :30 | College Ain Chifa | 39 from 8 school sectors |
| Khenifra | (Wed) 1 June 2005 | 8:30-19 :00 | CFI, Khenifra | 29 from 9 school sectors |
| Boulemane | (Thu) 2 June 2005 | 8:30-18 :00 | CFI, Missour | 29 from 9 school sectors[31] |
| Errachidia | (Sat) 4 June 2005 | 9:00-19 :30 | CFI, Errachidia | 32 from 8 school sectors |

**(2) General Observations**

*Operational Issues*
  · *Good preparation for the workshop observed:* The participants (members of SMCs) have prepared well, summarizing their outputs and impacts from pilot activities in a tangible way (quantitative information), based on which they had discussion during the workshop.
  · *Recommended to hold another workshop to review micro-planning processes:* One day is not enough to discuss achievements, difficulties and gap analysis to identify activities necessary for the next year. There is therefore a need to set another workshop to revise micro-planning processes before preparing plans for the next year, even just for one day.

*Tangible Impacts of Pilot Activity Implementation*
  · Major indicators, such as enrolment and the number of dropout, have been ameliorated considerably, according to the quantitative figures each SMC prepared.

*Sustainability of Pilot Activities*
  · As teachers tend to move from one school to another, there is an urgent need of

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[31] In Boulmane, there were originally 8 school sectors, which are now divided into 9 school sectors.

establishing an institution either within school sector or within a province, to retain the expertise of micro-planning. (This issue is specifically applied to Errachidia, where there are many satellite schools in rural areas.)

## (3) Observations by Province

*Sefrou*
(a) Main Activities and Outputs in the Workshop (group work by school sector)
    Activity 1: Identification of achievements, difficulties, and lessons learned during the pilot activity implementation
    Activity 2: Preparation of draft school plan 2005/2006
(b) Observations
*Operational Issues*
- *Active participation by the participants in pilot activity implementation:* Although there might have been many difficulties, the members of SMC have been found to participate in this pilot activity implementation positively and voluntarily; The workshop has been very active, with lots of questions and opinions been raised, and they seem to have a strong intension to continue this process on their own, even after the BEIP is over
- *Need to focus more on effects of activities rather than activities themselves during the program:* As the participants have spent a lot of time for discussing difficulties encountered and the solutions, they have not had time for analyzing relevance of the activities to achieving objectives they set, as well as evaluating outputs/achievements (to what extent these activities achieved the objectives they set).
- *Difficulties in distinguishing between objectives and actions:* The participants spent some time to prepare school plan for the next year in group discussion during the last one hour. They seemed to have difficulty in distinguishing between objectives and activities. They have taken this activity as listing up possible activities without much considering the achievements they have had. It is therefore recommended to hold another micro-planning workshop to review its processes, even if it is one day workshop instead of 3 days, to confirm the understanding of the whole process of 'planning – implementation – evaluation - planning' of micro-planning.

*Khenifra*
(a) Main Activities and Outputs in the Workshop (group work by school sector)
    Activity 1: Review of micro-planning method
    Activity 2: Identification of achievements, difficulties, and lessons learned
    Activity 3: Preparation of draft school plans 2005/2006
(b) Observations
*Operational Issues*
- *Micro-planning was reviewed during the Workshop:* Although it is not indicated in the guideline BEIP team prepared, the program voluntarily allocates some time for reviewing the processes of micro-planning, with the presentation materials being prepared and distributed to all the participants, which might have helped the participants to remember and to confirm the whole processes of micro-planning.
- *Importance to train community people for enhanced school management:* The participants included not only teachers but also those representatives from community and parents. However it has been observed that most of them have been quiet during the group discussion while the teachers are discussing actively. This suggests that it is important to train community people so that they can discuss with the teachers on

education, children and schools and to have efficient school management.
- *Teacher should learn how to facilitate community people:* At the same time, teachers of SMC members should learn how to facilitate community people to make the most of community's inputs. If opinion of community people is adopted and they know their opinion is adopted, they are more encouraged to further participate in the activities. SMC as a whole then can share activities each other, and keep community people feel involved in their activities.
- *Difficulties in distinguishing between objectives and actions:* When preparing annual plan for the next year, the participants tend to identify just activities, not much referring to the objectives they set the previous year; The activities identified for the next year seems not to be much associated to the objectives set in the previous year.

*Sustainability Issues*
- *Importance to deal with conflict:* PIT has emphasized the importance of conflict management, which might imply that there are conflicts between school and community people as well as parents. PIT also suggests that teachers and community people should be cooperative and flexible to make activities successful.
- *Importance to listen more to the voices of pupils to prepare more relevant school plans:* As a recommendation from the participants, it is better to have more opportunity to listen to pupils in identifying activities to prepare more relevant school plans.

*Boulmane*
(a) Main Activities and Outputs in the Workshop (group work by school sector)
    Activity 1: Review of school plans 2004/2005
    Activity 2: Suggestions to modify Micro-planning Implementation Manuals
    Activity 3: Planning of the core parts (common vision, gap analysis, and annual school
            plan) of draft school plans 2005/2006
(b) Observations
*Operational Issues*
- *Participants include different stakeholders:* Participants are school principals of all 8 school sectors, school teachers, PTA and commune representatives, including 2 females. Majority are middle-aged men.

*Sustainability Issues*
- *Enthusiasm and pride among the participants of BEIP pilot activity:* Most of presentation on the review of the school plan 2004/2005 indicates some level of success and enthusiasm of the persons involved in BEIP, and they are proud of their achievements in BEIP.
- *High demand and corresponding impacts of multimedia rooms:* All school sectors created a multimedia room, which attracts not only students' interests, but also parents' and community's interests in the school. Many schools reported that the multimedia reports decreased the student dropout, and increased parents' and community's support to and trust in the school.
- *High level of commitment among commune observed:* Many school also reported that the commune expressed their commitment to improve school infrastructure, but actual contribution from the commune tends to come late due to bureaucratic procedure.
- *Procured equipments are well maintained:* In 7 school sectors visited in Boulmane, most schools keep records of how they utilized the computers, books, and equipment,

which they bought through BEIP. So they will surely continue to utilize the equipment and teaching materials bought in BEIP for the next school year.

- *High incidence of utilization of multimedia equipment:* Some schools (especially Sector School (S/S) Enjil Ait Lahcen and S/S Gaa Jaber) demonstrated their high level of mastery of the computer in their multi-media presentation in the workshop and a photo presentation CD-ROM they have produced.

*Preparation of New School Plan 2005/2006*

- *Logical continuation of school plan preparation observed:* Planning of the school plan 2005/2006 is based on what they have achieved in 2004/2005 through the gap analysis, so the continuation of pursuing the same objectives from the previous plan was observed.
- *The contents of the school plans tend to be uniform among schools in this province:* all schools bought computers and books, and conducted similar in-school INSET training.

*Errachidia*

(a) Main Activities and Outputs in the Workshop (group work by school sector)
    Activity 1: Review of School Plans 2004/2005
    Activity 2: Problem Tree and Objective Tree Analysis
    Activity 3: Planning of the activities for School Plans 2005/2006

(b) Observations

*Operational Issues*

- *No participants from community:* Participants are mainly young teachers and a few (3) school principals, without anyone from the commune and PTA.
- *Tendency to prepare activity plans without reference to the results:* The level of understanding of micro-planning process among the participants is excellent, which indicates the high potential of these young teachers, if they are guided and trained well. But there is a tendency to plan activities without using the results of the objective tree analysis, so it was pointed out after their presentation.
- *Different school plans based on different situation:* The contents of the school plans tend to be varied among the schools, reflecting the different situation of each school.
- *Need to invent a mechanism to encourage community participation:* Research assistants reported the problems of some school principals who could not work with the commune and are not democratic in decision-making in the SMCs, but since there are no participants from the commune and parents, these claims could not be verified. PD said due to the busy harvest season, the commune and PTA representatives could not come to the workshop. But the location of the workshop (in Errachidia town, far from Imilchil and Bouazmou) might have affected the participation of the commune and PTA representatives, so it will be better to organize this kind of workshop in Imilchil or in Bouazmou in future.

*Sustainability Issues*

- *Half of participants do not know micro-planning:* About a half of participants said they did not attend the previous micro-planning workshop, so the program of this workshop was altered to include introduction of micro-planning (from problem tree and objective tree analysis to activity planning) to new participants. Most of participants are in the 20s and there are 7 female teachers.
- *Importance to establish an institution to share micro-planning experiences among schools or provinces:* It is therefore recommended that each province establish an

institution to exchange micro-planning experiences among their schools and other provinces.

- *Difficulty in encouraging young teachers to develop their school and to be familiar with local community and customs:* Imilchil and Bouazmou are remote areas in the province, and about 70% of teachers in the areas are between 20 to 24 years old, according to the Baseline Survey. This indicates that in these areas, many young, inexperienced teachers are working in very difficult natural and socio-cultural environment, because new graduates of CFI have to work a few (3-4) years in rural schools after graduation from CFI. They are usually waiting for a day to be transferred to the urban school, so there seems to be little attachment towards the village they are working now. This becomes disincentives for teachers to learn the local language and become familiar with the local community and customs. Simply put, without stability of teachers in this area, it is very difficult to develop the school continuously.
- *Inactive inspectors in implementing INSET:* Many schools pointed out that INSET training by inspectors is almost non-existent for there years, because inspectors did not visit their schools for the past few years. Teachers' INSET club is the solution proposed in BEIP by the PD. When the satellite schools planned to conduct in-school INSET training, they invited outside resource persons such as inspectors, but they did not come, which severely hindered the motivation of teachers in satellite schools.
- *Difficulty in communication between teachers and community members:* Some schools in Errachidia identifies difficulties in communicating their community people than those in other target provinces, due to the different background in culture, ethnic groups, etc.; some female teachers had experience to be aggressed by community people. There were also some communities, which tried to interfere BEIP school-based activities. And teachers wanted to know how to communicate smoothly with people from neighboring communities.

*Preparation of New School Plans 2005/2006*
- *The frequent transfer of teachers in this area seems to prevent effective continuation of the school activities:* Most of participants criticized that the school plan 2004/2005 was planned in a too short time and without proper information, so the activities were not well planned. As a result, they tended to plan the new school plan from the scratch, without any reference to what they have achieved in the previous school plan. So there seems to be little continuity between the previous school plan and the new school plan.
- *Not much reference to achievements realized in preparing the new school plans:* Some new school plans seem to repeat the similar activities without learning from the previous experiences and achievements, which is puzzling for the participants were talking as if there are almost no BEIP achievements in their school. This may be due to the PD's facilitators focusing only on problems, and not on achievements. But it is difficult to judge whether there are some achievement in their schools during BEIP.
- *Emphasis on INSET, pre-schooling and multimedia rooms:* Since many participants are from the satellite schools, many new school plans emphasized the INSET training of multi-grade teaching, establishment of a pre-school to prevent dropout during early years of the primary school, improving teachers' housing, improving school-community relationship through educational awareness campaigns, etc. Many schools also expressed their hope to establish a multimedia room in their mother school, but they have to wait for electricity to come to the school area (hopefully in 2006).

# Chapter 4  OBSERVATIONS FROM MONITORING

In Chapter 4, detailed observation of BEIP activities are described in four selected aspects, namely "Community Involvement", "Facilities and Equipment Improvement", "In-service Teacher Training", and "BEIP Financial Management". These are the major aspects that highlight illustrative cases of how organized communication and activities were grown in SMCs.   As already concluded in Chapter 2, organized communication and activities are the essential ingredients in order to make school and local people work as a team.   Once a team is in place, it starts generating more local supports and higher teachers' motivation.

Section 4.1 describes "Community Involvement" that is the aspect almost all BEIP activities are designed to encourage.   One major key factor is to have active students' parents in SMC. They could be very powerful links between schools.   School headmaster's and teachers' skills in communication are also found to be the major factors.   Awareness raising activity also proved its effectiveness during the pilot period.   It is demonstrated that the level of SMC's communication with communities became significantly higher where they have implemented an awareness raising activity.   This is a vital part to make a good teamwork to improve school.   See section 4.1 for more in detail about this aspect.

"Facilities and Equipment Improvement" are visible and understandable to everyone and successfully drew attentions of the local people.   Condition of school facility is alarmingly low in rural areas.   Physically poor conditions of the school often make the local people to think it is not worth sending their children to school.   For example, one broken window frame can make a classroom unbearably cold for small children during winter.   School playgrounds are often not flat and full of small stones.   Therefore, the outcomes of activities for "Facilities and Equipment Improvement" are clear to everyone.   At the same time, construction works involve many technical things that many SMC members are not so familiar with.   In short, they need more help of experts in construction.   Commune is the most probable and accessible source of those help.   See section 4.2 for farther illustration.

As summarized in section 4.3, "In-service Teacher Training" was found to be very practical and effective by participated teachers.   There are some newly introduced key components including "encouragement of school-based training", "promotion of group work", and introduction of "model lesson presentation."   Given the effectiveness of school-based training, the issue is how to integrate this into the formal educational training system. "Connecting school-based activities with performance evaluation criteria", "strengthening a partnership with CFI in INSET activities", "establishment of a formal but flexible framework of school-based training with budget provision and bottom-up planning" are some of major recommendations.

Section 4.4, "BEIP Financial Management" is all about our experiences of applying a school-based fund management system.   Good financial management guideline and training for operational skills are indispensable to build confidence in SMCs among all the participants. In practice, there have been full of trial and errors.   In short, it is most important for SMCs to keep informing all the participants and let them be convinced that transparency and accountability in financial management is in place.   This is one of the most important basis for building a team with mutual trust.

## 4.1 Community Involvement

### 4.1.1 Purpose of Community Involvement

With a particular emphasis on "bottom-up" approach, BEIP aims to seek a mechanism at the school level of Morocco's education system to respond to the various needs of rural primary schools, particularly satellite schools, which have been suffering from serious problems, as summarized in the section 1.1. To find effective and workable ways of mobilizing and utilizing local resources for rural schools is one of keys to establish such mechanism. For that purpose, involvement of many different stakeholders in school management is essential. Involvement of parents and community people, who are the stakeholders closest to schools, is considered the primacy. Thus, BEIP aims to involve as many parents and community people as possible in various phases of the Program.

### 4.1.2 Relationship between Schools and Communities in Pre-pilot Situation

### (1) Weak Relationship between Schools and Communities

In contrast to the intention of facilitating community involvement, in the pre-pilot situation, we found that there was an extremely low level of interaction and communication between schools and parents/local community people in rural areas. According to hearings from school staff, delegation staff, parents and research assistants, many teachers had few opportunities to talk with parents, after they met each other when a first-grade pupil entered a school. Few parents' associations were active. Some teachers had opportunities to talk with parents at a café. However, they discussed about neither education, nor their schools. BEIP Baseline Survey also confirmed this situation with the results that 62.5% of the parents, who responded to the questionnaire, rarely or never had meeting with teachers to discuss how to help the school, and that 75% rarely or never attended school events.

*Reasons for Communities*
Both the school side and the community side had various reasons for such weak relationship. As to the reasons for parents and community people, their living condition is a primary factor. A high incidence of poverty in the rural areas kept their interests away from education. Parents were busy working, and needed their children as workforce (domestic work, raising livestock, etc). Private cost for primary education (registration fee, purchasing textbooks, etc.[32]) also burdened poor households. In order to participate parent association's activity, each parent was required to pay annual membership fee (5-10DH) and expected to make some contribution in kind, in labor, and sometimes in cash to their association, for the purpose of repairing school facilities and purchasing firewood.

In relation to "school" itself, poor school facilities and basic infrastructure gave a bad image to the local people, which discouraged them to build a close relationship with schools. Many of them said "a shabby school cannot provide anything good". In addition, some communities view schools as alien or even hostile to themselves and not a part of their communities. Some of them viewed schools as part of the bureaucratic system such as tax offices.

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[32] This is also explained in Option 1 in the section 2.2.2.

They also had complaints about teachers' behavior. They said some teachers were "overbearing, exclusive, incapable of speaking Berber, living in the urban areas far away from the school, and frequently absent from school". Furthermore, traditionally only men met teachers to discuss. A rural traditional custom did not allow women to meet teachers at school. Some parents felt ashamed of their illiteracy were also hesitant to meet teachers. These tendencies of how they see or feel about schools were also confirmed by Focus Group Interview (FGI) in the Baseline Survey.

*Reasons for Schools*
For school staff, the main reason of their weak relationship with communities was that parents did not have interests in education and school primarily due to a high incidence of poverty in the areas. They did not pay much attention that their own behavior could have been as one of causes to discourage parents and community people to build better relationship with them.

## (2) Potential to Build Better Relationship between Schools and Communities

In spite of a historically weak relationship between schools and communities, we also had found few but good examples of potentials that gave us some key ideas of how BEIP Pilot activities should be designed in order to foster their relationship.

*Good Cases of Collaboration*
Some parents have experienced collaboration with school staff, such as conducting events of school cleaning, awarding a prize of the best performance to students, and collecting a small amount of donation from parents for school facility improvement. This is partly because a few but better off parents activated parent associations and made donation to their schools. In the FGI, some parents demonstrated their readiness to contribute to school for their children, if they are well informed.   We should inform parents better.

*Some Parents Have Interests in Education*
Another example of the potentials is indicated by the fact that some parents have interests in giving education to their children. According to the result of the Baseline Survey, 40% of the parents, who responded to the questionnaire, sometimes made children aware of the importance of education. In the FGI, some parents stated they were making their children work only during the weekends or the vacations. A satellite school in Boulmane responded to such parents' needs. Parents requested the school to start the school hour earlier and finish it earlier to send their children back to home, and the school followed the parents' request. This implies that parents intend to keep sending their children to school, instead of stopping it for the work. It also suggests that schools can listen to parents, respond to them, and change themselves.   Some parents are ready to send their children to school when school management is adjusted not to conflict with their everyday needs.

*Solid Relationship due to Teachers' Sense of Belonging to Community*
There are some cases of a solid relationship between parents and teachers. Some community people often chatted with teachers at café. In those cases, teachers are well known to parents and community people, are recognized to have sense of community, and are not recognized as alien to the communities or a cause of their complaints. This can be explained by teachers' better awareness and behavior that could have links with the facts that they are originally from the same community, can speak Berber, are living in parents' community, and regularly attend a school, being open and modest in the community. Some teachers even belong to local associations to improve well-being of rural population.

These good cases suggest that facilitating teachers' awareness and behavior is a key to build a better relationship between schools and communities. Intervention for community involvement should place an emphasis on a change in awareness and behavior of school staff, from exclusivity to openness, in order to mobilize local resources by ensuring many stakeholders' participation.   Most difficult questions might be how to facilitate a teacher's sense of belonging to the rural community.   We cannot always expect to have teachers who have family ties and the like with the places they work.

### 4.1.3   Pilot Activity Design to Intervene Community Involvement

In order to pursue community involvement by tapping the full potentials, with a particular emphasis on a change in school staff's awareness and behavior, BEIP adopted the following four interventions in the design of BEIP pilot activities.
       Involving president of parent associations and a commune representative in SMC
       Encouraging implementation of an awareness raising activity
       Garnering contribution from communities and communes
       Involving all the satellite schools in at least one activity

These interventions will be conducted with the following aims.
       Facilitating school staff's sense of belonging to local communities through participation into the BEIP activities
       Facilitating communities' sense of ownership of their schools through participation into the BEIP activities
       Building trust between schools and local communities

**(1) Involving President of Parent Associations and a Commune Representative in SMC**

The first intervention is instructing SMCs to involve the president of the parent association, and a commune representative as their members. The formal establishment of SMC including these two stakeholders was to be launched in 2005/2006 school year, as stipulated by the Decree in the Charter. BEIP decided to require all the targeted schools to establish a SMC at each school for 2004/2005 school year, one year ahead of national enactment, following the requirements stated in the Decree, as well as including the president of the parent association, and a commune representative.

Involving these two existing local leaderships allowed SMCs to capitalize on local resources from the communities and the commune. Presidents of their parent associations were also expected to serve as mediator between schools and parents and the other community people, and to facilitate interactions and communications between schools and communities, particularly if teachers are not well known to the communities. Through them, it is expected to make parents and community people aware of the severe condition and problems of their children's school, and motivate them to make some contribution to their schools.

**(2) Encouraging Implementation of an Awareness Raising Activity**

BEIP suggested SMC members to include educational awareness raising activities in their pilot activities in addition to teaching/learning-related activities and facility rehabilitation-related activities. This was expected to provide an opportunity to schools to be open to their

neighboring communities, and enable school staff to take the first step into building a good relationship with their communities.

BEIP training introduced two types of awareness raising activities: one is an activity in which the school side (teachers and SMC members) tries to go and talk to parents and community people; and the other is an activity in which school staff make efforts to invite parents and community people to their schools to make them aware of the actual situation of the schools.

**(3) Garnering Contribution from Communities and Communes**

As for the third intervention, BEIP set the rule that every activity must have some local contributions. SMCs should garner contribution from parents, local communities or the commune, in any forms (labor, materials, or money), per activity, to receive the BEIP fund. As found in the FGI, some parents demonstrated their willingness of making contribution to their school. Some parent associations had already conducted similar activities (repairing school facilities and purchasing firewood). Thus, this rule was not too ambitious. This aimed to provide school staff with an opportunity to experience resource mobilization and utilization, and share the results with stakeholders. Eventually, it was expected to foster parents' and community people' interest in education and sense of ownership of their school. This was off course a big challenge for SMCs and BEIP to tackle with poverty and indifference to the education. The level of local contribution can be considered as one of the important factors, which would shape the future BEIP model.

**(4) Involving All the Satellite Schools in at least One Activity**

Finally, in response to disadvantages of satellite schools in comparison with their mother schools, BEIP set a condition that SMCs should select at least one activity, in which all the school units can participate. This aimed at benefiting all the BEIP satellite schools through the pilot activities. It also expected to raise awareness and interest of parents and community people of those satellites.

**4.1.4   Results & Effectiveness of Community Involvement Interventions**

Under the above four interventions, SMCs have completed their pilot activities by the middle of June 2005. Overall, the following positive results have been recognized and shared among the SMCs during the whole pilot period[33].
  Many schools recognized an increase in communication with parents and local community people.
  Many schools garnered contribution from local communities, more than expected.
  Many schools noted parents' higher interests in their schools, than their expectations.

At the initial stage of their pilot activities, only SMC members, such as Headmaster, Treasurer and a few members, were engaged in implementation of activities. However, the progress of their pilot activities attracted parents' and community people's attention, and created a chance of interaction between schools and communities. In line with the progress, each intervention also worked well for improving the relationship between them, and

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[33] The findings were collected from interviews with school staff, delegation personnel, parents, and research assistants.

contributed to the favorable results. The following part summarizes the effectiveness of the four interventions and their impacts with regard to community involvement.

**(1) Effectiveness of Involving President of Parent Association in SMC**

In many schools, involving president of parents' association in SMC was effective in mobilization of parents and community people. Their participation in a series of the BEIP training helped elicit their motivation and commitment, and create their responsibility and sense of ownership of the program. As a result, most presidents encouraged parents and community people to make some contribution to their pilot activities, and served as a mediator between schools and communities. For instance, some presidents intervened the headmasters' "top-down" way of decision-making, and called a SMC meeting for consensual decision-making. Another president solved a conflict between the school and the community over the boundary for building an enclosure.

It's interesting to note that presidents of the parent associations who are not a teacher have created a higher level of **mobilization of parents**. In Commune Ouled Mkoudou in Sefrou, in two school sectors, the two presidents of the parent associations were not teachers, and were recognized better at communicating with the other parents, and more successful in encouraging those parents to participate in their activities, compared with the other two schools. This experience suggests that if president of the parent association is a teacher, non-teacher representative can be additionally selected. In many cases, teachers might have a difficulty in communicating with community residents. There must be a program to provide them with some training of improving their communication with parents and community people.

Once president mobilizes parents well, their contribution could be unexpectedly large, as illustrated in the box below.

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*Active parent association playing a key role in bridging the communities and their school: Satellite School Ait Hammou of S/S El Kouf, Commune Ait Sebaa Larjouf, Sefrou*

In conducting an activity of a fence construction in its satellite school of Ait Hammou, Headmaster of S/S El Kouf found that constructing it only with steel bars, as planned, was not secure enough to guard their students, because of a gap between bars, from where anyone can enter. With the support from parents association at the school, Headmaster and teachers in the school called a meeting with Douar representatives (village leaders) and community members, and discuss about the necessity of bricks and stones to fill the gap. As a result, the parents and community people contributed tons of cements and bricks to this activity, as well as their labor. Furthermore, an owner of the land was willing to provide the school with water from his own water tank. This is an example of a parent association of Satellite School Ait Hammou playing a significant role in bridging their communities and school. This also indicates that at a level of satellite schools, once parents are mobilized well, schools can capitalize on such parent association and communities.

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**(2) Effectiveness of Implementing an Awareness Raising Activity**

Awareness raising activity also proved its effectiveness during the pilot period. It is demonstrated that the level of SMC's communication with communities became significantly higher where they have implemented an awareness raising activity. In all the targeted areas, compared with the schools that had no plan of awareness raising activities, the schools that

conducted such activities were reported to start to build a good relationship with parents and community people.

SMCs conducted this type of activity in a variety of approaches, from education awareness campaigns to student competitions, with a different scale. Regardless of the approaches and scales, a common factor is that SMCs invited parents and community people to their schools (sometimes to their satellite schools) **at an early stage of their pilot activities**, which is considered a key to improvement in their relationship with the communities. This had a positive impact on subsequent developments in communication between schools and communities. It also facilitated parents and community people to participate in the other activities and make a significant contribution more than expected. They were successful in reducing the psychological distance to their communities.

PIT also held an inter-commune sensitization campaign, which greatly contributed to mobilization of the communities and communes.

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*Active SMC members of satellite representatives playing a key role in fostering a relationship with parents of their satellites through awareness campaigns:*
*S/S Gaa Jaber, Commune Sidi Boutayeb, Boulmane*

SMC of S/S Gaa Jaber includes a representative from each satellite school, who serves as liaison and coordination agent between mother school and his/her satellite, and represents the satellite's interest. This allowed all the satellite schools to hold a sensitization campaign, and fostered good relationship with their communities at each school unit. Furthermore, as all the parents and community people concerned with S/S Gaa Jaber were invited to the sensitization campaign, and were well informed about the program. This also helped strengthened their sense of ownership, leading each parent of this school sector to donate 5DH to their pilot activities.

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Furthermore, there was a positive side effect of this activity. Mother School of S/S Taghit, in Sefrou, restarted its literacy program for illiterate women. They implemented a 200-hour literacy program promoted by MEN. MEN provided a set of materials, while DP funded an arrangement of a teacher. Although there used to be the same program in the school, it failed to attract people's attention and raise their interest. Thanks to the improved school condition, such as rehabilitated classrooms, coupled with teachers' voluntary work for it, the program now benefits forty women in age from 18 to 45. Through this program, SMC members were successful in inviting women, who traditionally avoided to meet teachers, and increasing communication with community members, and have been advocating the importance of education, with a particular attention to women who are yet to have their child.

**(3) Results of Garnering Contribution from Communities and Communes**

It was a big challenge for SMCs to garner contribution from parents, local communities or the commune, in any ways (labor, materials, or money). However, until the end of the pilot period, almost all the schools recorded various types of local contribution in their financial reports, and cleared this requirement. The list below summarizes their record of local contribution and classifies them by source of contribution (commune, parents/local community, or school staff)[34].

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[34] These lists covered only Term 1. In Term 2, most schools recorded local contribution in their last financial reports.

# Table 4-1: Local Contribution by School

Province of Khenifra:

| Commune | School Sector | Contrition from commune | Contribution from Parent/Community member | Contribution from teacher/Headmaster |
|---|---|---|---|---|
| Sidi H'cine | Ait Bouhou | Providing transportaion means Providing Mother School with drinkable water (one pipe) Providing transportaion means to monitor works | Loading & unloading lorry : 4 persons/2 hours Purchase and loading : 4 prsons/6 hours Purchase and loading school bags : 5 prsons/4 hours Purchase and loading : 5 prsons/6 hours Fixing latrine doors : 2 persons/9 hours | |
| | Ait Khouya | Providing transportaion means | Cash contibution: 750 Dh (50 Dh/15 persons) Land donation: 200 m_ Labor : 3 persons/15 hours | |
| Sidi Yahya Ou Saad | Sidi Yahya Ousaad | Transportation of construction materials to satellites ( lorry + driver+ gasoline) estimated cost : 2000 Dh | Preparing lunch : 1000 Dh 90 Training manuals (Provided by Agricultural Association AGRINAS) 200 books and stories for children for satelite school (Provided by Agricultural Association AGRINAS) 2 persons + car: transportation of purchases and book from khenifra + lunch Labor : 30 persons ( 8 hours everyday during 11 days: 2640 hours) | |
| | Ait Hnini | Transportation means | Transport wood for heating to the school :120 persons/ 480 hours Providing wood of heating : Almost 100 Kg 1 cupboard with 2 doors Wood : 0,5 m r 20 cm r 20 cm Making two window frames : 3 persons/6hours Renting a room for preschool teaching : 250 Dh/month Paying preschool teacher : 500 dh/month | 6 Kg of Meat : 330 Dh (Teachers) Vegetables and fruits : 370 Dh (Teachers) |
| | Moulay Yacoub | Transportation of equipments to satellites (Lorry + Gasoil + driver : 22 Trips) | Loading and unloading lorry : 6 persons/ 12 hours Cash : 700 Dh Sand and stones: 23 loads Labor : 30 persons /180 hours (construction and renovation) Labor : 25 persons /150 hours (fencing) Labor : 37 persons /222 hours (loading and loading lorry) Labor : 40 persons /240 hours (loading and loading lorry) | |
| Tounfite | Ait Lahri | Providing lorry for transportaion of equipments Providing tent+lorry+laborers | Labor : 1 preparing classroom and providing electricity : 8 Hours of work Labor : 4 persons/8hours (unloading lorry) 1 person to purchase equipments : one day | Providing breakfast (activity members) |
| | Ast-gharghour | | Reducing prices (bookshop) Construction of water reservoir ( 8 m_) Wood for heating 7 cars for transportation Distribution os school materials : 2 persons/ 8 hours | Photo camera (teachers) |
| | Tounfite I | Transportation means of sand (lorry) | 8 school bags ( offred by Amal Association Midelt) 4 persons to distribute school bags (estimated working hours: 24) Preparing theater room : 48 Hours | Tea & cookies : 3 Kg (Headmaster) Training presentation : 1 person/ 4 hours |
| | Tounfite II | | Labor contribution: 3 persons for preparation of classrooms (4 hours) 13 persons for digging up for latrines (101 hours) Cash: 100Dh for payment for workers | |

# Province of Errachidia

| Commune | School Sector | Contrition from commune | Contribution from Parent/Community member | Contribution from teacher/Headmaster |
|---|---|---|---|---|
| Bouazmou | Agdale | Transportaion of Materials: 750 Dh | Transportation of wood : 1500 Dh<br>Labor: 2 persons/ 8 hours (renovating the kitchen) | Transportation : 150 Dh (treasurer)<br>Transportation : 200 Dh (Headmaster)<br>Transportation (money withdrawal) : 50 Dh (treasurer)<br>Transportation (money withdrawal): 50 Dh (Headmaster)<br>Preperation of documents and estimation : 250 Dh (Delegation)<br>Printing an copying : 20 Dh (SMC)<br>Animation materials : 165 Dh (Administration)<br>Preperatition of estimations : 50 Dh (SMC) |
| | Ait Ali Ouikou | works technical control : 200 Dh<br>Legalisation of papers : 140 Dh<br>Monitoring and technical control : 1000 Dh<br>Allowances for monitoring and control : 400 Dh | Purchasing 2 taps : 50 Dh (PTA)<br>Connecting school with local water network : 3 persons/16 Hours | Total transportation expenses for 4 persons : 160 Dh (SMC)<br>Meeting venue expenses : 100 Dh (Headmaster)<br>Preparing technical study : 2000 DH (Delegation)<br>Estimations' preparation expenses : 250 Dh ( Delegation)<br>Making contact with contractor : 100 Dh (SMC)<br>Transportation expenses: 200 Dh (Headmaster)<br>Preparing technical study : 3000 DH (Delegation)<br>Transportation expenses : 100 Dh (SMC)<br>Administarion expenses (contact sheet + stamps) :15 Dh<br>Monitoring expenses : 800 Dh<br>Tea break for 15 persons : 140 Dh (SMC)<br>Preparing technical study and Estimations' expenses : 2250 Dh ( Delegation)<br>Meeting venue expenses : 100 Dh (Teachers)<br>Transportation expenses : 85 Dh (SMC)<br>Administarion expenses:25 Dh (SMC) |
| | Almghou | providing transport expenses of 500 dh | Cash: lunch meal, amount in 354 dh<br>Building material, 350 dh<br>Building material cost and labour, 1653, 75 dh<br>Tilling cost: 1890 dh<br>PA: contributes with 100 dh (Tea)<br>PA: monitoring and maintenance, 200 dh<br>PA: transporting purchased items, 100 dh<br>PA: rent a lorry to transport sand, 250 dh<br>PA: monitoring and control, 300 dh | Headmaster: transport of SMC members<br>Headmaster: monitoring and preparing reports: 960 dh<br>SMC: providing meeting room expenses, amount 100 dh<br>Headmaster: animation fees, amount 280 dh<br>Headmaster and Inspector contributes for monitoring and control:100 dh<br>SMC: print, photocopy Orders<br>SMC: Transport + meeting expenses, 165 dh<br>SMC: contributes with educational material, 1400 dh<br>SMC contributes with tea, 100 dh<br>SMC contributes with evaluation session expenses, 75 dh_<br>SMC: classroom expenses + tea expenses, amount 1000 dh<br>SMC: photocopy the contract and transport, 65 h<br>Delegation: prepare necessary items, technician transport<br>Delegation: monitoring and control |
| | Assif Meloul | Technical control : 300 Dh<br>Transportation expenses : 500 Dh | Purchase of 2 water taps : 50 Dh<br>2 rooms for preschooling : 15000 Dh<br>Allowances for 2 preschooling teachers : 2560 Dh | Monitoring : 200 Dh (Headmaster)<br>Transportation expenses : 110 Dh (SMC)<br>Conducting awareness campaign : 300 Dh (SMC)<br>Meeting venue expenses : 50 Dh (SMC)<br>Organizing tarining workshop for 2 preschooling teachers : 900 Dh (PIT) |
| Imilchil | Ait Abdi | Transportation (gasoil) : 1000 Dh<br>Transportation of equipments (gasoil) : 2625 Dh | Unloading lorry and carrying equipments to the school canteen : 5 pupils /5 h<br>Carrying materials to the school : 5 persons/5 h<br>Transporting food to distant satellites : 3 persons/16 h<br>Transportation of school books : 4 persons/ 4 h<br>Renovating teacher accomodation : 10 persons/ 8 days<br>Renovating teacher accomodation :12 persons/ 9 days<br>Transportation of didactic materials : 3 persons/ 3 h<br>Preperation 6 decoration of meeting venue : 60 Dh<br>Decoration of meeting venue : 2 persons/ 1 day<br>Transporting goods : 4 persons/ 40 min | Preperation of documents : 2400 Dh (Delegation)<br>Evaluation : 55 Dh (Delegation)<br>Technical study : 2000 Dh (Delegation)<br>Transportation for technician : 800 Dh (Delegation)<br>Preperating + charges copybook : 150 Dh (Delegation)<br>Printing and copying : 135 Dh (SMC)<br>Preparing request sheets : 250 Dh (SMC)<br>Meeting expenses : 50 Dh<br>Tea break : 220 Dh (SMC)<br>Transportaion to delegation to prepare estimations : 140 Dh (SMC)<br>Papers + pencils : 15 Dh (SMC)<br>Legalization : 25 Dh (SMC)<br>Transportation for headmaster (SMC)<br>Meeting stationary (pens and papers) : 20 Dh (SMC)<br>Allowances for organization meeting team : 200 Dh (SMC)<br>Communication expenses : 100 Dh (SMC) |
| | Amir Mouley Abd Allah | Transportaion of materials : 1300 Dh<br>Transportation and legalization : 200 Dh<br>Monitoring allowance : 800 Dh<br>Providing Tap + iron pipe : 300 Dh | Labor : 10 persons/120 hours<br>Files cupboard: 970 Dh<br>Meeting venue : 50 Dh<br>Training organization expenses : 420 Dh<br>Construction : 20 persons/170 hours<br>Animator's allowance : 120 Dh<br>Transporting pupils to Tizlit lake : 100 Dh<br>Breaking wood : 1 person/32 Hours<br>Labor : 20 persons/160 hours<br>Labor : 20persons/160 hours<br>Cash contribution : 1000 Dh (Commune + Community)<br>Cash contribution : 100 Dh<br>Cash contribution : 100 Dh<br>Labor : 40 persons/360 Dh (construction of teachers latrines) | Decoration : 300 Dh (Teachers)<br>Transporation for research : 400 Dh (Headmaster)<br>Transportation to the editing house: 2000 Dh (Headmaster)<br>Publishing 2000 Copies : 16000 Dh (Headmaster)<br>Transportation of books : 300 Dh (Headmaster)<br>Stationery : 137 Dh, suppliers correspondence expenses : 10 Dh, tea break : 750 Dh (SMC)<br>Breaking wood : 200 Dh (SMC)<br>Searching for a loom : 100 Dh (SMC)<br>Typing out a contract : 5 Dh (SMC)<br>Transporting loom : 500 Dh (SMC)<br>Pipe (7,5 m) : 60 Dh (SMC)<br>Transportation for 6 persons : 60 Dh (SMC)<br>Expenses of activity leader : 140 Dh (SMC)<br>Making study + charges copybook : 1500 Dh (SMC)<br>Making contract with contractor : 50 Dh (SMC)<br>Transporting books to Errachidia and Imilchil : 300 Dh (Delegation)<br>Techinical study : 2000 Dh (Delgation)<br>Charge fees : 1500 Dh (Delgation)<br>Signing work order : 150 Dh (Delgation) |
| | Oudeddi | | Labour to transport wood for heating<br>Labour to transport food to SU<br>Labour to transport educational material to SU | SMC contributes with 200 dh for tea part<br>SMC members contibutes with 100 dh for transport<br>SMC members: transport to activity location, 250 dh |
| | Tilmi | | walls | Cash 1217.50 (SMC) |

## Province of Sefrou[35]

| Commune | School Sector | Contribution from commune | Contribution from Parent/Community member | Contribution from teacher/Headmaster |
|---|---|---|---|---|
| Ait Sebaa Lajrouf | Ain Jerrah | | | |
| | Ait Sebaa | | | |
| | El Koudia | | Labor contribution for construction activities. Providing food, contribution of a land owner with water (provide the school with water from his own tank | |
| | El Kouf | | contribution of a land owner with water (provide the school with water from his own tank) | (teachers) 50 DH each to purchase the school stationery for students |
| Azzaba | Azzaba | Technician to draw plan for a roof. Commune to provide cement and bricks to complete enclosure for the mother school | 5 persons labor contribution to purchase school bags and manuals + to sort books according to grades + to distribute to pupils in the mother and satellite schools. 2 persons labor contribution to purchase manuals | (Headmaster + Treasurer) monitor works and purchase equipment |
| Ouled Mkoudou | Dar Hakkoun | | Providing sand, water, stones, cement (10 bags), beds (2) and pillars. Helping in works. Labor contribution of Association of Navy People unloading and organizing works. 10 boxes of painting material. Labor contribution for organization & cleaning | (Delegation)4 Tables 2 charis 20 kilo of Paint material & 3 blackbaords (19256 dh) |
| | Ouled Mkoudou | | labor (4 Hours/ digging). cash contribution : 1750 Dh | cash contribution/headmaster purchase of classroom material (In: 66 dhs) |
| | Taghit | | Transporting construction material to the school and helping the workers and transporting water from the river to the school. Contribution of a landowner with a piece of land. Water pool and bringing water from the river. Transport of stones by personal tractor. Labour to build the classroom". Wood contribution. Land contribution | controling and helping the workers and ensuring the follow up. transporting some construction material (the treasurer). (teachers) 50 DH each, they took in charge of electricity intallation (school gardian) cleaning, digging and helping the workers. (teachers) Labor contribution to connect electricity and water". (teaching staff) 79 dh to transport wood. (Teaching staff) labor contribution (not identified)" |

## Province of Boulmane

| Commune | School Sector | Contribution from commune | Contribution from Parent/Community member | Contribution from teacher/Headmaster |
|---|---|---|---|---|
| Enjil | Tarik Ibn Ziad | Rehabilitation of a multimedia class room, provided water for play ground construction+rehabilitation of all the class rooms | Reparation of a class room's windows and doors. Lunch for SMC members, tea break for all the participants. printing paper, man power | Reparing of a class room's windows and doors. (teachers of the school Achlouj) 50DH each (800dh in the total) for renovation of the multimedia class |
| | Enjil Ait Lahcen | Transporting ciment & iron. Engineering plans for the canteen. Rehabilitation of all the classrooms + 3 fences | Material transportation, contribution with eletricity material for multimedia class room, man power | |
| Rmila | Tagour | Commune members' support: Transportation of multimedia media material (computers, books, etc) with his own vehicle, another commune member transported construction material(sand, stones, etc) with his truck | 130DH to complete the purchase of the library books. ransportation of school bags, sand for construction | |
| | Allal El Fassi | | 20/25dh each (total contribution was 1500DH) | |
| Sidi Boutayeb | Gaa Jaber | Contributed to the rehabilitation of the multimedia class (painting, window glasses, doors) | school uniforms, food (sugar, tea, chicken, bread, couscous) | transport |
| | El Mouatamid Ibn Abbad | Providing steel door + window wood, concrete. Rehabilitation of the multimedia class (painting, window glasses, doors) | Tea, sugar, food. Decoration of the school entry (the window curtains and table cloth) | contributing curtains and table cloth for the multimedia class, transport |
| | Ouled Boukhalfa | Rehabilitation of the multimedia class | tea, cakes, lunch, Transportation of the participants in campaigns (witht their own car). TV table, curtains | sewing the tables cloths for the multimedia class |
| | Sidi Boutayeb | Rehabilitation of the theaters' house | transportation, tea break, lunch, man power, fertilizers | transport |

*Contribution from Commune:*
Contribution from the communes is primarily characterized as follows:

Providing means to transport construction materials (truck, lorry, driver, gas)

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[35] During the pilot period, S/S Ain Jerrah did not record any contribution from Commune Ait Sebaa Lajrouf, nor from its neighboring communities. However, after the pilot period, the Commune started financing for fence construction. In addition, the neighboring communities also intended to support construction of a multi-media room in its mother school.

Dispatching a technician to draw up a plan/monitoring
Providing fund to a part of BEIP rehabilitation activity
Arranging for a connection of schools with water network

In many cases, supports from the communes were most helpful in construction related activities. The communes that made a contribution to all the schools within the respective communes included Sidi Yahya Ousaad and Sidi Hcine in Khenifra, Bouazmou in Errachidia, Azzaba in Sefrou, and Sidi Boutayeb in Boulmane.

It is also true that the communes may not always be able to support schools. There were two communes that made no contribution to any schools, namely Ait Sebaa and Ouled Mkoudou in Sefrou. Although they once had a plan to make some contribution when SMCs were making their proposals, it was not materialized due to problems in their budgeting process. However, a member of Commune Ouled Mkoudou voluntarily made a contribution to multi-media room construction in S/S Dar Hakkoun. As for Commune Ait Sebaa Lajrouf, S/S Ain Jerrah held its school festival at the end of the school year, and invited Commune members to it. It brought about rapprochement with the Commune, and the Commune started financing for fence construction to prevent cars from going across their school yard.

In case of Commune Enjil, they made some contribution, such as financing rehabilitation of multi-media classrooms. However, they stopped before it was completed. Therefore, the school could not install personal computers purchased with BEIP fund, and the six grade students could not benefit from the multi-media environment.

There was no official contribution from Commune Rmila in Boulmane. However, commune members voluntarily made a contribution, such as offering their own vehicle or truck to transport multimedia media materials (computers and books) and construction material (sand and stones).

*Benefits and Constraints regarding Commune Support*
At the phase of planning, PIT and staff from the construction division of each PD were anticipated to take a role in supporting a technical part of BEIP's construction/rehabilitation activities, including drawing a plan, checking costs, placing an order, and monitoring the progress. Instead, many communes took this role and offered dispatching their technicians to each school unit to draw a plan and monitor the progress. Some communes also provided their fund (commune equipment fund: FEC) as they promised in making SMCs' proposals. Within the decentralization framework, schools need a support from the closer point than PD.

However, at the implementation phase of the activities, there was the delay in deliberation of fund disbursement within commune councils. As a result, the schools faced a difficulty in completing construction/rehabilitation. Some communes, such as Enjil, also failed to execute final disbursement. In view of this, it should be noted that there are some risks of instability of support from the commune due to their administrative constraints within the present settings.

*Contribution from Headmaster/Teachers:*
Characteristics of contribution from headmaster/teachers are summarized as follows:

Paying their own transportation expense
Contributing tea and food at the meeting
Paying administration expenses beyond the BEIP budget

Labor contribution for construction/rehabilitation of facilities

All the schools in Errachidia recorded a great deal of contribution from teachers/headmasters, more than contribution from parents/community people. This indicates their increasing sense of ownership of their activities, not just requesting and waiting for someone's assistance. (In other provinces, teachers/headmasters made contribution as well. However, contribution from school staff was not regarded as local contribution. Such contribution may not have been recorded as local contribution in their financial reports as in a case of Errachidia.)

*Contribution from Parents/Local Communities:*
There was a record of local contribution at almost all the schools. Those contributions varied from labor contribution to land donation.

> Labor contribution for construction/rehabilitation (carrying, unloading materials, digging, etc.)
> Material contribution for construction/rehabilitation (sand, cement, etc.)
> Offering transportation of materials with their personal cars/trucks
> Material contribution of equipment (books, school bags, curtains, etc.)
> Cash contribution more than expected (both in forms of individual and collective donation) for purchasing materials, paying to construction workers, paying transportation cost to participants, and paying allowance to animators
> Land donation
> Water tank

SMC members were reported to have made their great efforts to gain local contribution, and were successful in achieving a satisfactory level of contribution. Apart from it, there were two schools in Sefrou that were not successful in garnering local contribution. They were S/S Ait Sebaa and S/S Ain Jerrah. According to the research assistant, initially, headmaster of S/S Ait Sebaa in Sefrou was reluctant to be open to the communities. However, after the pilot period, their multi-media room was open up to the public. As for S/S Ain Jerrah, their neighboring communities have a long cultural history of being very exclusive to outsiders including school staff, and appeared to refuse firmly to build a relationship with them in the pilot period. However, after the pilot period, their neighboring communities were reported to intend to support construction of a multi-media room in their mother school. A gradual, but positive change in the relationship between school and community has been observed.

**(4) Effectiveness of Involving All the Satellite Schools in at least One Activity**

In contrast with the other three, an impact from this intervention is considered limited. In fact, most SMCs selected at least one activity to involve all their satellite schools. However, selecting one activity for a satellite school was not effective enough to attract parents' attention, maintain their motivation, and tackle the problem of marginalization of satellite schools. With some exceptions, predominantly, the beneficiaries of pilot activities were concentrated in mother schools.

For example, in some school sectors, only their mother schools benefited from supply of equipment and rehabilitation of facilities, while their satellite schools were involved only in an awareness campaign activity (for instance, S/S Allal El Fassi in Boulmane, etc). In another case, more than 90 per cent of their activities were concentrated in their mother schools (for instance, S/S Ait Hnini in Khenifra, etc). In most cases, computers purchased in pilot activities were placed in mother schools because only mother schools can ensure security

control for computers, such as keeping a locking system and guard. On one hand these schools obtained contribution from parents and community people of their mother schools. On the other hand, they could not encourage parents and community people of satellite schools. Although educational awareness campaign attracted parents' and community people' attention at a satellite school level, the limited number of activities benefiting satellite schools were not good enough for them to maintain their interest in their schools.

The main reasons why satellite schools are marginalized are identified as follows:
- Some satellite schools are located very far from mother schools (difficult to get close support from mother schools)
- Some satellite schools are located "in the middle of nowhere" - geographically remote from any communities (there is no community to work with)
- Severe school condition, such as poor facility condition and multi-grade classes, for less experienced teachers

Nevertheless, some exceptional cases need to be highlighted. There were some school sectors, which implemented many activities specific to their satellite schools, and many activities to benefit all the school units as a school sector. This is demonstrated by the case of S/S Ist Gharghour in Khenifra, as explained in the box below. In case of S/S Taghit in Sefrou, they allocated their budget equally among all the school units (their mother school was also counted as one of school unit), and each school unit was responsible for implementation of their own activities. As a result, parents and local community people at any school unit were reported to show their high interest and motivation to support schools' activities, regardless of liveliness of their parent associations.

Based on hearings from SMC members, PIT members and research assistants, one significant factor of good involvement of satellite schools in the activities was whether headmasters were very much aware of and concerned with their satellite schools. Once their headmaster agreed to allocate some portion of their budget to satellite schools, even in a small satellite school, they could build mutually complementary ties with their neighboring communities. The following case illustrated such good practice.

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*A satellite school building mutually complementary ties with local communities:*
*Satellite School Taghouchte of S/S Ist Gharghour, Commune Tounfite, Khenifra*

When Satellite School Taghouchte of S/S Ist Gharghour implemented the activity of "supply of potable water (by purchase of a manual water pump), community residents offered the provision of a water tower. Thus, both schools and communities benefited from a water supply activity, through mutually beneficial cooperation. Furthermore, the residents contributed their labor force to construction of water tower. Parents of the school were actually in charge of purchasing materials for the construction, and responsible for this activity for the whole period of the construction. This is a good practice that one small activity culminated in the mutually complementary ties between a school and communities, even at a satellite school, once community residents and parents are well involved in a school management activity.

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### 4.1.5   Further Challenges

*Successful in increasing levels of communication, resource mobilization, and transparency*
As identified above, the three out of four interventions worked well and to have a favorable impact.   Involvement of satellite schools was effective but only in the limited cases.   SMCs proved their capability and were successful in increasing a level of communication with community people and a level of openness to the outside. SMCs were also successful in mobilizing resources from parents, communities, and as well as the communes. They

garnered not only their direct contribution of cash, labor and materials, but also their indirect contribution (not recorded in the financial reports), such as resolving a conflict between the school and their neighbors over the boundary in constructing the school's fence, and permitting the school to connect their pipes to the community's water network.

One of the major factors contributed to this success lies in SMCs' efforts to make their procedure of financial management transparent. Their effort to stress transparency gained trust from parents and community people. In contrast, a small number of SMCs were hesitant to disclose their financial information to anyone. They had to face distrust from some community people. To make everything transparent fully is also essential in facilitating real participation of various kinds of stakeholders.

*Interventions are workable where parents have at least a little motivation*
Initially, in view of the situation of poverty of rural communities, isolation and exclusion of schools from the communities, the BEIP anticipated to face more difficulty in community involvement in the pilot activities. However, parents generally demonstrated their growing interest in their schools in line with the advance of their pilot activities. The fact is that there are many frustrated parents, who have been unsatisfied with their schools that have been not active in communicating with them, and have failed to build a relationship. In such case, the BEIP approach of involving the communities and parents in school management should be effective in drawing their attention and stimulating their interest. On the other hand, BEIP model did not work in cases where schools were yet to be open to the communities (S/S Ait Sebaa in Sefrou); communities have refused to build a relationship with the schools (S/S Ain Jerrah in Sefrou, S/S Tilmi in Errachidia).

*Challenge 1: Too Much Reliance on Personal Characteristics to Be Overcome*
Aside from the success, two challenges for the BEIP have been identified in the process of promoting community involvement. The first challenge is that whether to the level of community involvement/satellite involvement depends very much on the personality of headmasters. Some headmasters seldom visit their satellite schools. Some are not interested in opening up their schools to the outside world. Some are used to make a "top-down" decision without any consultation with the other SMC members.

In order to respond to this, new types of management trainings, such as improvement in communication and implementation of consensual decision-making, are to be required for SMC members. Headmaster and SMC members are used to the existing system of "top-down" decision-making, done by the Delegation and by Headmaster. Thus, creating a framework of SMC and conducting micro-planning training might not be explicit enough to establish the bottom-up approach in the current system.

At the same time, training for management, such as consensus building within a SMC, and its follow-up need to be added to a series of the BEIP trainings. MEN is yet to clearly define SMC's organization procedures and regulations. The program can provide the BEIP SMCs with an opportunity to discuss what kind of organization procedures, regulations and management rules, and adopt the agreed ones at their schools. Furthermore, it is important to foster horizontal ties among SMCs within a commune or at a circle level, in order to exchange information and their views, as well as to intervene to prevent dictatorship of headmaster.

*Challenge 2: Keeping Parents' and Community People's Motivation after BEIP*
The second challenge is how to sustain motivation of the local community. In case a satellite school is successful in community involvement, the communities' motivation is easily disappearing due to the limited number of activities specific to the satellite. This also implies that once all the activities have been completed even at a mother school, the relationship between schools and communities might return to the pre-pilot situation. S/S Tounfite II in Khenifra already completed all their activities earlier than the other schools. SMC members continued to call a meeting and discussed about conducting the evaluation of pilot activities. However, the frequency of communication and interaction between SMC members and the other people than SMC members is reported to have been reduced. In order to respond to this, it is necessary to promote activities, in which parents and community people visit schools at a regular basis, such as open school.

## 4.2   Pilot Activities for Facilities and Equipment Improvement

### 4.2.1   Outline of Activities

**(1) Objective of the Pilot Activity for Facilities and Equipment Improvement**

The aim of improving facilities and equipment at the school level is to improve the quality of initial primary education through physical improvements. When improving facilities, community mobilization in the maintenance of school facilities shall be promoted through encouraging local residents and other concerned parties to offer voluntary labor and materials, and sustainable security, higher literacy rates and fewer dropouts shall be realized while educating the said parties. In the event of pilot activity implementation, monitoring and evaluation shall be carried out in order to measure and manage progress and reflect experience and lessons in project improvement.

**(2) Important Points in the Pilot Activity Proposal**

In consideration of the budget and time of the pilot activities, it was decided that construction of large-scale facilities, construction of access roads, and installation of water supply facilities, that requires the digging of new water sources and entail a lot of uncertain elements, were inappropriate for the pilot activity. Accordingly, such components were omitted from the proposal.

Concerning the construction-related activities in the pilot activity proposal, the observation period following completion was taken into account. It was originally intended to complete works in each school sector by the end of August 2004 so that observation could be started to coincide with the new school term in September. This was subsequently postponed to the end of September due to delay in the distribution of funds. Further, conditions in each case were examined and, especially concerning the schools that were slow to receive funding, it was decided to put back the deadline for construction project completion until the middle to the end of October.

The proposals that were submitted by each school sector indicated the general framework of construction activities together with the targets for construction and improvement; however, the detailed contents of facilities improvement were unclear in many cases. However, since fairly many regional elementary schools in Morocco do not possess the minimum level of facilities designated as standard by MEN, emphasis was placed on the process of realizing the greatest number of facility improvements at the minimum cost by installing the lacking facilities according to the school needs rather than using limited budget for satisfying certain technical criteria.

**(3) Objectives and Targets of Facilities Improvement in Each School Sector in the
Proposal**

In the target areas, construction of elementary school facilities has been carried out since the 1940s. However, facilities improvements following initial construction have been unable to satisfy basic needs especially those in satellite schools.   Current conditions are inadequate in terms of the basic requirements of electricity and toilets, as well as classrooms and maintenance, and the needs for facilities improvement are growing. Many of the current

deficiencies in school facilities that require improvements and repairs arise from the following causes:

- ◆ failure to build the necessary facilities from the start due to lack of funds,
- ◆ failure of electricity facilities to supply power due to the burden of maintenance cost,
- ◆ stove accidents and so on caused by rain leaks and destroyed roofs in the harsh natural conditions,
- ◆ destruction of school perimeter fences due to land disputes with local communities, and
- ◆ human factors such as vandalism of school windows and so on.

Furthermore, many schools that install multimedia classrooms and libraries, etc. are reinforcing door and key security measures in order to prevent theft. In terms of equipment, schools are giving priority to purchasing computers and AV equipment, etc. to let students become more accustomed to increasingly important information equipment.

### (4) Monitoring of Pilot Activity Implementation

Monitoring of facilities and equipment-related pilot activities was carried out two different points of times, that is once during July 22 - August 1, 2004, representing the midpoint of the period for facilities improvement activities, and once more during October 1 - October 11, 2004, targeting the original completion date of the end of September.

For the first monitoring, we visited 11 communes in four target PDs of the 2 regions and the target elementary schools including all 31 mother schools and 2 autonomous schools, and 20 out of 91 satellite schools.

For the second monitoring, we visited 28 mother schools, all 2 autonomous schools, and 46 out of 90 satellite schools in the 33 school sectors (34 school sectors because of increasing of one school sector at the time of second monitoring).

Working with the PIT and Research Assistants (RA), we confirmed the state of progress of construction and equipment-related pilot activities and identified problems. At the same time, we ascertained the level of mobilization of technicians and people in each province and commune, gave advice on past technical and human problems and future plans concerning supervision, and confirmed the validity of plans.

### 4.2.2 Outline of the Monitoring Findings

### (1) Progress

*1) General*
At the time of the first monitoring visits, except for 2 or 3 schools, construction-related activities had not yet started in Sefrou and Errachidia Provinces. This was because the school sectors had not yet received funds due to delays in the post office cash transfer system. Another factor was that the timing of activities overlapped with examinations, the farming season and the summer holidays. However, community-initiated preparations such as procurement of materials and contracting of workers, etc. had already begun at a fairly large number of schools. Many of the construction activities are small-scale, however, in almost all the school sectors, construction work starts from the mother school and then moves outward

to the satellite schools. Since construction activities were not implemented simultaneously at the mother schools and satellite schools, schedules were deviated from and it was forecast that some construction works would not be completed by the end of September. At the time of the first monitoring visits, there was a large disparity in the rate of completion of construction works, ranging from 0% in some schools to 95% in others. On the whole, the average completion rate was less than 30%.

In the first monitoring, construction-related works had only just started in almost all the school sectors. Accordingly, it was possible to see fairly large progress in the second visits. Even so, the number of schools where the works were totally finished was few. Many schools have divided the construction works into the part based on the BEIP budget and the part based on the non-BEIP budget from the communities, etc. (for example, building structures and finishing parts), however, whereas the parts based on the BEIP budget were finished, the parts based on the non-BEIP budget were still awaiting budget execution in many cases. Almost all construction works in each school sector were completed with facilities in a usable condition. Painting and other finishing works will be implemented as soon as budgets become available and are not necessarily considered as factors for completion.

Some schools are planning to install solar systems, however, no schools had completed installation at the time of the second monitoring. Solar systems are regarded as equipment, which is subject to price disparities depending on power generating capacity. Some schools were in the process of collecting estimates, while others were planning to purchase equipment at a later date together with multimedia equipment. Once this equipment is ordered, it doesn't take long to install, so delays should not pose any major problems.

*2) Situation in each Province*
In Sefrou Province, the start of construction work was delayed because final exams took place at the end of June.  Since construction works are conditional on payment in advance, the biggest cause of delay has been the late receipt of funds.   At the time of the first visit on July 22, construction activities had only started at one satellite school (S/S El Koudia), and the impact of these initial delays was felt until the end. Concerns over schedule management were raised at the time of the first monitoring.

In Boulmane Province, Sidi Boutayeb and Enjil Communes received funds one month before the first visit, and construction works on average were approximately 50% completed by the time of the visit. Since the construction works in this province included relatively large-scale items such as construction and renovation of multimedia classrooms, etc., the works were being promptly implemented with a view to realizing completion by the end of September. Delegation and Commune Technician were implementing spot supervision and technical advisory processes were being implemented relatively appropriately. A large portion of non-BEIP funds are raised from FEC, however, small communes such as Rmila rely on voluntary activities by people because they cannot afford the cost.

In Khenifra Province, at the time of the first visit, Sidi Hcine Commune had only just received its funds and construction-related works had not yet been started, however, the two autonomous schools in Tounfite had already begun and had reached a fairly advanced level in spite of the relatively large amount of works.   In some school sectors, shortages of funds for finishing works were augmented through PTA contributions. The number of activities in this province is high, however, on the whole good progress was being made. At a number of

schools, it was planned to install toilet doors and other fittings under commune budgets. However, the schools were still waiting for the said budgets to be executed.

In Errachidia Province, due to delay in the cash transfer from Rabat Central Post Office, the two school sectors of Ait Abdi and Tilmi were still waiting to receive their funds at the time of the first monitoring.　As for construction activities managed by PD, contracts were already concluded in all the school sectors. However, construction activities had not yet been started at this time.　Many of the activities such as toilet construction and water supply line installation are intended to address basic needs.　The commune supply the laborers engaged in the construction work, and their efforts are semi-voluntary because they work for wages lower than for ordinary laborers.

There was good understanding regarding the financial control structure for the pilot activity in PDs.　Monitoring and support for the construction-related projects, on the other hand, were considered insufficient.　It should be remembered that construction is not the final objective but simply one of the methods employed within the overall project.　Moreover, another factor was the fact that the special training was not carried out regarding schedule control and quality control by technical aspect.　Progress of construction works was smoother in the Provinces where financial management was more competent such as Khenifra and Boulmane. This might be linked to the degree of willingness to tackle the pilot activities.

## (2) Implementation Methods

Concerning the method of construction works implementation, many schools employ workers according to each job classification, while the Commune Technician carry out supervision. In cases of relatively large-scale facilities construction, orders are placed with local contractors.　When works are ordered out to general contractors, estimates are obtained from around three general contractors and the cheapest one is selected.　In the monitoring, unit rates displayed some disparity due to differences in community mobilization and other measures by each school.

Almost all the construction works are small-scale and many of them were started from July to August.　Almost all of the works could have been completed in one or two weeks.　In practice, the implementation was time-consuming since the schools were implementing such activities for the first time.

Contracts with workers were completed promptly, however, implementation was delayed especially at many of the satellite schools.　At some very remote satellite schools with difficult access conditions, transportation of materials was delayed.　At the satellite schools in the pilot areas, one of the reasons for schedule delays was the difficulty in transporting equipment and material supplies over inaccessible mountain roads.　As a result, works could not be completed by the end of September at many satellite schools.

Community mobilization is practiced in some way or other at almost all the schools. Communities are mobilized to transport materials, supply sand and stone, etc., provide labor at cheap rates, and so on.　Generally speaking, the schools are working hard to reduce costs through community mobilization.　Moreover, in some cases PTA contributions are collected in order to make up for funding shortfalls.

## (3) Technical Problems

Design for major structure is carried out based on standard drawings belonging to PD. Concerning construction of small-scale new facilities and fences, etc., Commune Technician prepares drawings in almost all cases.   Drawings are ordered out to specialists in some cases of relatively large-scale construction works.   Moreover, in simple renovation work, drawings are not prepared.

Works supervision in the construction stage is often consigned to contractors or workers.   In terms of quality, since works methods are selected based on experience, levels are mostly equivalent to the quality of existing facilities.   Involvement of Commune Technician in the supervision stage is reflected in quality at the time of completion.

In order to have better results in technical terms, a fairly high degree of guidance is required. However, in this project, although technical factors are important, priority was given to initiatives of SMCs, securing community mobilization, and the contents of activities utilizing the completed facilities.

## (4) Funding Plan

Cooperation by non-BEIP funds is obtained from FEC in almost all school sectors. Community cooperation mainly takes the form of cooperation in transportation work, supply of construction materials such as stone and sand, etc., and provision of voluntary labor for painting work and so on. Funds are raised from the PTA in only a few cases. There are many schools where PTA annual dues are not even collected.

The original estimates frequently adopt standardized rates, however, since work conditions differ according to the natural conditions at each school, it is necessary to reflect this in the contents of estimates.   There are some cases where construction activities have not advanced according to plan due to budget deficits.   These situations have been handled by making minor plan revisions such as reducing the scale of facilities, lowering the height of fences or raising funds through autonomous efforts, etc.   There were a number of schools that have changed plans.   For example, plans to install toilets were revised to water supply plans at two satellite schools of S/S Ait Khouya in Khenifra Province, while other schools carried out their own construction using FEC.   In these cases, the BEIP budget was used for purchasing equipment to put in the built facilities.

Efforts are made to negotiate contracts with workers and contractors.   Estimates at first incorporate standard materials prices and labor rates, etc.   Budget adjustments sometimes arise in some schools since they are not always detailed estimates in accordance with the contents of plans.   Contribution of labor and community funds is used to make up shortfalls. There were cases of budget adjustments between construction items, as well as addition, removal and revision of works contents in some school sectors.   However, on the whole, planned works are generally executed within the original budget frameworks.

## (5) Maintenance

Generally speaking, annual maintenance budgets are not set for school facilities.   There are major disparities in maintenance conditions, which depend on how maintenance is managed in each school.   In case a school has a good support from the community, school building

tends to be well maintained.  In general, however, maintenance level does not reach minimum standard.

In BEIP activities, repairs on classrooms and teacher accommodations have been carried out in many schools.  In most cases, repair work consists of painting of interior and exterior walls, repairing of window and door fittings, installation of window grills, repair of ceilings and floors, and mending of rain leaks in roofs.

These activities are supposed to be implemented within the scope of regular maintenance. However, maintenance budgets tend to be inadequate or inappropriately distributed.  In the pilot activities, a lot of funds for repairs have been raised from FEC.  It is, however, desirable to establish annual budgets for minimum maintenance according to the real needs of each school.

## (6) Problems in Construction

*Site boundary problems:*
Some schools experienced problems concerning school boundaries when constructing walls, however, almost all of these have been resolved in discussions with the local people. Works were delayed in some cases because of the time spent on these negotiations.  S/S Aachloug was newly created as a school sector through detaching two satellite schools from S/S Tarik Ibn Ziad in Commune Enjil in Boulmane.   It is planning to construct a fence (based 100% on the commune budget).  However, because facilities of the Ministry of Health are located next to the school and the site boundary is unclear, construction of the wall had not yet started at the time of the monitoring.

*Water supply problems*
Rural schools draw water from commune water supply facilities in many cases.   Thus, water supply is often performed under commune budgets.  Some schools even utilize the water supply of local commune people.   It is desirable that Commune-wide maintenance activities are maintained in the future.  Taking the case of school N'ouanine, which is the mother school of S/S Tilmi Akka in Commune Imilchil in Errachidia, it is scheduled to install water supply facilities and open them to use by commune people as well.   The water source has not yet been reached and water supply has yet to be secured since the length of the service pipe envisaged in the original estimate was inappropriate.  Efforts are currently being made to secure a separate budget in order to extend the service pipe to the water source.

# Table 4-2: Contents and Progress of Facility and Equipment Activity

| Region | Province | Commune | School Sector (SS) | Number of School Unit | Facility (School Unit) |  |  |  |  |  |  |  | Equipment (School Unit) |  |  |  |  | Progress (%) |  |  | Comment |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | August | October | December |  |
| Meknes-Tfirlelt | Khenifra | Sidi Hcine | Ait Bouhou | 5 |  | 5 | 4 | 1 |  | 1 |  |  |  |  |  | 4 |  | 0 | 80 | 98 | doors & windows are delaying |
|  |  |  | Ait Khouya | 4 |  | 4 | 1 |  |  | 2 |  |  |  |  |  | 2 |  | 0 | 95 | 98 |  |
|  |  | Sidi Yahya Ousaad | Sidi Yahya Ousaad | 5 | 3 | 5 | 3 | 2 |  |  |  | 2 | 1 | 1 | 1 | 2 |  | 60 | 100 | 98 | solar system hes not purchased yet |
|  |  |  | Ait Hnini | 4 |  | 2 | 3 | 1 |  | 1 |  |  |  |  |  |  |  | 15 | 98 | 100 |  |
|  |  |  | Moulay Yacoub | 6 |  | 6 | 6 | 4 |  |  |  |  |  | 1 |  |  |  | 0 | 70 | 100 |  |
|  |  | Tounfite | Ait Lahri | 4 |  | 4 | 2 |  |  |  | 2 |  |  |  |  |  |  | 80 | 98 | 98 | electricity connection by ONE has't completed yet |
|  |  |  | Ist Gharghour | 5 | 2 | 1 | 2 | 1 |  | 1 | 1 |  |  |  |  | 1 |  | 80 | 98 | 100 |  |
|  |  |  | Tounfite I | 1 |  | 1 | 1 |  | 1 | 1 |  |  |  | 1 |  |  |  | 80 | 98 | 100 |  |
|  |  |  | Tounfite II | 1 |  | 1 | 1 | 1 | 1 |  |  | 1 |  | 1 |  |  | 1 | 80 | 100 | 100 |  |
|  |  | Khenifra Total |  | 35 | 5 | 29 | 23 | 10 | 2 | 6 | 3 | 3 | 1 | 4 | 1 | 9 | 1 | 43.9 | 93 | 99.1 |  |
|  | Errachidia | Bouazmou | Agdale | 2 |  | 2 |  | 1 |  |  |  | 1 |  |  |  |  |  | 70 | 95 | 95 | work by FEC has not yet |
|  |  |  | Ait Ali Oikou | 3 |  | 1 | 1 | 1 |  | 1 |  |  |  |  |  |  |  | 60 | 90 | 95 | work by FEC has not yet |
|  |  |  | Alemghou | 4 |  | 4 |  | 1 |  | 1 |  |  |  | 1 |  |  |  | 0 | 98 | 100 |  |
|  |  |  | Assif Melloul | 3 |  |  | 1 | 1 |  | 1 |  |  |  | 1 |  |  |  | 0 | 50 | 90 | water supply system has not yet completed |
|  |  | Imilchil | Ait Abdi | 5 | 1 | 3 |  |  |  |  |  |  |  |  |  |  |  | 0 | 90 | 100 | fence & class room renovation is delaying in S.S. Tilmi |
|  |  |  | Amir My Abdallah | 3 |  | 1 | 1 | 1 |  | 2 |  | 1 |  |  |  |  |  | 20 | 85 | 100 |  |
|  |  |  | Oudeddi | 4 |  | 1 |  | 1 |  |  |  |  |  |  |  |  |  | 0 | 100 | 100 |  |
|  |  |  | Tilmi | 3 |  | 2 | 1 | 1 |  | 2 |  |  |  |  |  |  |  | 0 | 80 | 90 |  |
|  |  | Errachidia Total |  | 27 | 1 | 14 | 4 | 7 | 0 | 7 | 0 | 2 | 0 | 2 | 0 | 0 | 0 | 18.8 | 86 | 96.3 |  |
|  | Meknes-Tfirlelt Total |  |  | 62 | 6 | 43 | 27 | 17 | 2 | 13 | 3 | 5 | 1 | 6 | 1 | 9 | 1 | 32.1 | 89.7 | 97.8 |  |
| Fes-Boulmane | Boulmane | Enjil | Tarik Ibn Ziad | 5 |  | 3 | 1 | 2 | 1 |  |  |  |  | 1 |  |  |  | 15 | 60 | 70 | fence has not yet |
|  |  |  | Aachloug | 2 | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  | 0 | 40 | 40 | work by FEC has not yet |
|  |  |  | Enjil Ait Lahcen | 8 | 1 |  |  | 2 | 1 |  |  |  | 1 | 1 | 1 |  |  | 10 | 80 | 85 | lack of transportation to satelite |
|  |  | Rmila | Taggour | 5 |  | 1 | 1 | 3 | 1 |  |  |  |  |  |  |  |  | 20 | 40 | 50 | absentism of SMC |
|  |  |  | Allal El Fassi | 4 |  | 1 | 1 | 3 |  |  |  |  |  |  |  |  |  | 30 | 70 | 100 | lack of budget |
|  |  | Sidi Boutayeb | Gaa Jaber | 6 | 1 |  |  |  |  |  |  |  |  |  |  |  |  | 70 | 90 | 98 | almost completed |
|  |  |  | El Mouatamid Ibn Abbad | 4 |  | 1 |  |  |  |  |  |  |  | 1 |  |  |  | 40 | 95 | 100 |  |
|  |  |  | Oulad Boukhalfa | 2 |  |  |  |  |  |  |  |  | 1 | 1 |  |  | 1 | 50 | 80 | 100 |  |
|  |  |  | Sidi Boutayeb | 3 |  | 1 |  |  |  | 1 |  |  |  | 1 |  |  |  | 50 | 80 | 100 |  |
|  |  | Boulmane Total |  | 39 | 3 | 7 | 3 | 11 | 3 | 1 | 0 | 0 | 2 | 5 | 1 | 0 | 1 | 31.7 | 70.6 | 82.6 |  |
|  | Sefrou | Ait Sebaa Lajrou | Centre Ain Jerrah | 3 |  | 2 | 1 | 3 |  |  |  |  |  | 1 |  |  |  | 0 | 40 | 80 | water connection of S.S. Elkouf is delaying. multimedia room has nit fixed yet |
|  |  |  | Centre Ait Sbaa | 4 |  | 2 | 4 | 2 | 1 |  |  |  |  | 1 |  |  |  | 0 | 70 | 95 |  |
|  |  |  | Centre Al Kouda | 2 |  | 1 | 2 | 2 |  | 2 |  |  | 1 | 1 |  |  |  | 10 | 70 | 80 |  |
|  |  |  | Centre Al Kouf | 3 |  | 2 | 2 | 2 | 1 | 2 |  |  |  | 1 |  |  |  | 0 | 50 | 95 |  |
|  |  | Azzaba | Centre Azzaba | 2 |  | 2 | 2 |  |  |  |  |  | 1 | 1 |  |  |  | 0 | 90 | 100 |  |
|  |  | Ouled Mkoudou | Centre Dar Hakkoun | 4 |  | 1 | 2 | 2 |  | 3 |  |  |  | 1 |  |  |  | 0 | 75 | 85 | water connection is delaying. |
|  |  |  | Centre Ouled Mkoudou | 4 |  | 1 | 4 | 1 |  |  |  |  | 1 | 1 |  |  |  | 0 | 100 | 90 |  |
|  |  |  | Centre Taghit | 4 |  |  | 4 |  | 1 |  |  | 4 |  | 1 |  |  |  | 0 | 0 | 95 |  |
|  |  | Sefrou Total |  | 26 | 0 | 11 | 21 | 12 | 3 | 7 | 0 | 4 | 3 | 8 | 0 | 0 | 0 | 1.25 | 61.9 | 90 |  |
|  | Fes-Boulmane Total |  |  | 65 | 3 | 18 | 24 | 23 | 6 | 8 | 0 | 4 | 5 | 13 | 1 | 0 | 1 | 17.4 | 66.5 | 86.1 |  |
|  | Grand Total |  |  | 127 | 9 | 61 | 51 | 40 | 8 | 21 | 3 | 9 | 6 | 19 | 2 | 9 | 2 | 24.7 | 78.1 | 91.9 |  |

Note: 1. Number appears in the table is the number of school unit which implemented within one school sector.

2. Each progress percentage is estimated from the average of completion percentage of all construction related activities in one school sector.

3. Solar systems are not installed yet in most of school units as of December. This is not counted in the completion percentage. Once this equipment is order, it doesn't take long to install.

4. School sectors where planned to procure multi-media equipment, they always procured to mother schools.

**4.2.3 Lessons Learned through Monitoring the Implementation of Pilot Activities**

**(1) Items concerning assignment of workers and advancement of works**

◆ Each school sector plans numerous construction activities ranging from mother schools to satellite schools, however, since works in a single school sector are contracted to the same contractor or work group, it takes time for all the works to be completed. In order to set the implementation method and appropriate period of activities, it is necessary to impose a certain degree of restrictions on implementation plans at the proposal stage, or have school sectors and PIT examine and present the works scheduled in advance.

◆ Quality of work generally tends to be inferior in cases where Commune Technician do not conduct technical follow-up during the construction period. School Headmasters manage general affairs in each school sector. However, they need to liaise with experienced persons and the Commune Technician.

◆ In many cases, materials are procured in advance and workers are hired to execute the work. This method is cheaper than contracting out to an operator. In particular, works can be implemented for even less cost by employing workers from the commune.

**(2) Problems arising from lack of clarity in detailed specifications of planned facilities**

In some cases, partial reinforcements have been made necessary by undulations in the site land, and as a result schools have been unable to execute works within the originally planned budgets. In such cases, the scale of works has been reduced to comply with the available funds; alternatively, material grades are lowered in order to cut costs.

◆ Works plans have undergone later revision in a number of cases; for example, plans to install toilets have been substituted with water supply plans in cases where schools do not have water supply.

◆ Some other schools originally intended to improve facilities using BEIP funds in the proposal stage, however, they later decided to let the communes improve facilities and instead used the original budget to purchase apparatus for multimedia classrooms, etc. This is because, whereas facilities improvement costs can be reduced by supplying materials and labor from communities, it is not possible to greatly reduce equipment prices through negotiations.

◆ Some schools over-budgeted and purchased too much stone and other materials, etc. In such cases, it is desirable that the said materials are used for maintenance, etc.

**(3) Community Participation**

In the monitoring, it was found that the communities were contributing more than originally expected. Construction works tend to be conspicuous in the communities. Although initial delays in the transfer of funds have temporarily reduced the morale of communities, a number of communities have contributed to their local schools mainly in terms of labor supply and materials provision, etc. In many areas where BEIP activities are taking place, collaboration between the communities and schools are initiated through construction activities. The following methods of community participation were observed in the pilot activity.

◆ Non-BEIP fund cooperation in almost all school sectors is paid for out of FEC. Funds are also raised from PTA. In particular, since work costs overshot budgets by

the time of completion in numerous cases, some school sectors resorted to the collection of PTA contributions as an emergency step.

◆ Community cooperation mainly comprises cooperation in transportation work, provision of construction materials such as sand and stone, and volunteering of labor for painting work and so on.

## (4) Budget Items

◆ Work areas paid for out of BEIP funds and those paid for out of commune funds are clearly distinguished. For example, finishing items such as window and door fittings, etc. are often paid for out of commune funds.

◆ At a number of schools, the commune executes facility improvements, while BEIP budget is used to purchase equipment.

◆ Due to expecting too much backup in terms of budgetary support and voluntary labor from the commune, construction rates are sometimes underestimated and there are construction activities where it is forecast time will be required for completion. Moreover, concerning the contribution of communes, there have been cases where funds were not furnished on time due to delays in local internal procedures. In such cases, it is necessary for the schools to liaise closely with the communes.

◆ In some cases, excess funds have arisen due to cost reductions realized by community mobilization and because of initial overestimating; whereas in other cases, budgets have proven insufficient due to unexpected cost increases. In order to prepare estimates more appropriately within certain ranges of error, it is necessary to prepare more detailed planning materials.

◆ In future, when monitoring cost balance with a view to realizing reduced costs, it will be desirable to incorporate the following items:

Concerning the proposal and implementation stages, clarify cost revisions in the implementation stage by unifying cost items and breakdown according to a set format. Cost items can be broken down as follows:

Direct cost
  a.     Materials cost
  b.     Transportation
  c.     Manpower (skilled labor, non-skilled labor)

Indirect cost
  a.     Expenses (management expenses, contractor overheads, etc.)
  b.     Temporary installation costs

Unless indirect costs are defined as a cost item, it is necessary to add them on to other items or to compensate by shaving the budget from elsewhere.

## (5) Technical Issues

◆ Concerning locally executed works in the regions, care is needed regarding quality control.   It is needed to take care to prevent mud from mixing in with sand used for concrete and to control materials in general.

◆ There have been cases of specification changes leading to higher costs. For example, costs have been increased by revision of wall materials to stone masonry for better strength.

- Some schools make use of rainwater by drawing it from roofs to water tanks. Other schools could do well to learn from this.
- Some of the prefabricated schools that were constructed 30-40 years ago have incurred damage to pillars and beams.   These are in need of reinforcement. Some schools are implementing this using the budget for pilot activities; however, other schools are unable to repair deteriorated concrete and are having to use such facilities as they are.
- Some school sectors manufacture their own concrete blocks and use these for wall construction works under their jurisdiction.   On the whole, however, existing methods and experience are applied and there are only few cases of innovations.

## (6) Problems concerning Student and Citizen Morals

- Some schools need to attach fine-mesh grills to windows in order to prevent breakage by students. Students sometimes tear concrete from buildings or smash windows by throwing stones.   Although such damage is more the result of boisterousness rather than malicious intent, it is necessary to improve morals.
- One school constructed toilets, however, they were not fenced and the water service pipe was removed by somebody.

## (7) Teacher Motivation

- There is a school where facilities that were constructed in 1958 have been maintained in good condition. The school does not have a special maintenance budget, however, the Headmaster applies his own artwork and ideas. At other schools, the teachers undertake the responsibility of repairing windows and so on. At such schools, maintenance that does not incur any cost can be anticipated.
- The results of construction activities that raise the level of attention directed towards schools and teachers should be compiled into reports for distribution to others. For example, "For Encouragement" certificates should be issued with respect to the reconstruction or effective utilization of abandoned facilities and school efforts in order to raise the motivation level of teachers.

## (8) Local Ripple Effects

- One school is currently renovating a deteriorated classroom that was constructed in 1942 into a multimedia classroom.   Since this facility built according to the traditional Moroccan style was designated as a historical structure, it could not be demolished even though it had become deteriorated to a hazardous degree. Renovation work is being carried out under BEIP funding while retaining the traditional style.   This building is attracting attention as a structure from the era of French colonial rule, and it is hoped to restore the front garden to its original form and then open it to people of the communes.
- One school incorporated a small theater into renovation of its canteen. Another school has renovated classrooms to also serve as a drama hall. It is hoped these facilities can be opened to the local people.
- Some schools are establishing kindergartens in mother schools in an effort to raise primary school enrollment rates. These facilities, which are managed by the Associations and communes, are effective for stimulating interest in school among preschool children.

**(9) Funding for Autonomous Operation**

- Some schools utilize olive orchards as a source of income. The BEIP undertook the construction of fences to help establish the orchards in these cases. Schools raise funds through selling olives and sheepskins, etc. They should also consider assigning fulltime caretakers.
- In cases where old facilities and classrooms are renovated into multimedia classrooms and libraries, maintenance budgets should be secured through opening them to the public and collecting fees for use.

**(10) Role of PD**

- Generally speaking, PD supplies desks and chairs (MEN standard items) to the schools, and also replaces old deteriorated furniture. In the pilot activity too, some schools ordered new furniture in line with classroom improvements to PD. Since manufacturing costs can be reduced when furniture is made and delivered in large quantities, it is desirable for PD to handle orders based on unified standards.
- In line with the provision of equipment to multimedia classrooms, it will be necessary to examine the assignment of fulltime provincial staff responsible for computer-related maintenance in the school sectors.

**(11) Items Relating to AREF (external audit)**

When constructing facilities and purchasing equipment, the finished outputs of plans remain in confirmable and visible form. In external audits, completed items are checked against the original plans and quantity statements to make sure that the specified materials and quantities have been installed to the planned level of accuracy.

| Planning → Estimate → Correction | → | Budget | → | Implementation | → Audit |
| --- | --- | --- | --- | --- | --- |
| by school | | by BEIP | | by work group/contractor | |
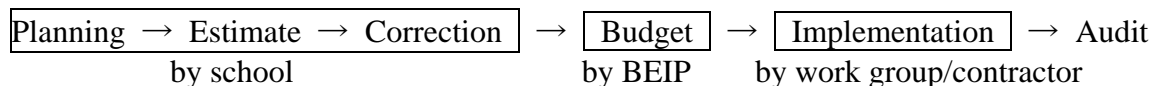
Since items in the above flow are linked, conformance and discrepancies are audited.

### 4.2.4 Current Issues

- School facilities in Morocco are mainly made from concrete blocks, reinforced concrete and mortar, etc. Therefore, there is little chance of schools collecting and making use of readily available natural materials such as sun-dried bricks and red earth blocks, etc. However, it is necessary to investigate the optimum construction techniques and improvement methods in terms of the materials, cost and durability. Moreover, when constructing and improving facilities, efforts need to be made to reduce construction costs while retaining the same quality.
- The pilot activities have provided an opportunity for greater communication between schools and communities in forms of community contributions, voluntary labor by people and hiring of laborers at cheap rates. Moreover, BEIP activities are providing an opportunity to promote horizontal links in schools. In future it will be necessary for communities and school officials to explore the systems of social support for the maintenance of school facilities.

- It is also necessary to give moral education to students so that they will learn to look after their school buildings and facilities. Moreover, it is desirable to implement health and sanitary education to compliment the installation of water supply facilities.
- From the viewpoint of sustainability, it is necessary to build more teacher accommodations in order to secure teachers. It is also necessary to establish methods for securing maintenance costs.
- It is necessary to incorporate various ideas in order to create environments where students want to learn. In order to improve girls' enrolment rates and performance levels, it is essential to incorporate measures in school design and install separate toilets for boys and girls. Classroom interiors need to be livened up with posters and scrolls, etc.
- Prior to implementation, it is necessary for Headmasters, commune technicians, and experienced persons to discuss the optimum implementation periods.
- Project contents are not always understood and shared by all related persons on the school and community levels. Due to difficult access to satellite schools and insufficient operation and business management capacity among Headmasters, there were cases where sufficient communications were not maintained between the teachers of mother schools and satellite schools. It is necessary to resolve this imbalance between mother schools and satellite schools.

### 4.2.5 Recommendations

### (1) Short-term support measures

- The pilot activities have provided an opportunity for greater communication between schools and communities in forms of community contributions, voluntary labor by people and hiring of laborers at cheap rates. BEIP activities provided an opportunity to promote horizontal links in schools. Since infrastructure needs are high and school officials tend to be interested in infrastructure development, capacity building aimed at building and strengthening relations between schools and communities shall be implemented to raise the possibility of autonomous activities. Moreover, through maintaining daily communications with communities, school and community relations concerning issues such as boundary lines and so on shall be routinely clarified.
- Opening of multimedia classrooms and drama halls to the communities shall be promoted under certain conditions. By making these facilities accessible to people, closer relationships shall be built with the communities.
- Concerning facilities construction, Technician from the Provinces and Commune shall be actively utilized. Spot backup for monitoring systems based on research assistants shall be provided through technicians and other engineering supporters.
- A lot of construction activities can be carried out in the scope of ordinary maintenance. In future, links shall be strengthened with communities. Communal Equipment Fund could be secured as maintenance budgets, and utilization plans shall be prepared. Also, teachers and school officials shall be encouraged to be more aware of maintenance through imparting maintenance and repair techniques so they can perform minor repairs by themselves. Repair materials stocks shall be accumulated through community participation.
- The natural conditions, etc. of each school shall be reflected in details from the contents of proposal estimates. By doing this, risk of budget shortfalls occurring as a result of discrepancies between actual conditions and original plans shall be mitigated.

◆ Expert know-how shall be obtained from experienced persons in order to improve schedule control, materials control and quality. Moreover, during construction processes, written records shall be retained concerning schedule control, progress control and materials control, etc. Through preparing unified data and conducting capacity building from planning through to supervision, improvement shall be aimed for in terms of schedule control, materials control and quality.

◆ School facilities improvement committees shall be established in order to bolster the role of PD. By ordering and purchasing equipment and furniture, etc, en masse, such committees could help reduce costs. Moreover, in line with the provision of equipment to multimedia classrooms, it will be necessary to examine the assignment of fulltime provincial staff responsible for computer-related maintenance in the school sectors.

## (2) Long-term Support Measures

◆ Many schools are confronted with various complicated problems. In many satellite schools, there are no human resources to take the initiative in making improvements. It is necessary to build human networks between schools and communities by cooperating between mother schools and satellite schools, etc. Priority assignment of personnel to satellite schools as well as introduction of the satellite school Headmaster system should also be considered.

◆ Innovative ideas are needed in order to bring forth local support. It is important to build an organizational framework or system, by drawing on support from local communities, that can help both mother schools and their satellite schools, in terms of maintenance and quality control of facilities, as well as strengthening the autonomous operating capacity of satellite schools.

◆ Concerning relatively costly facilities improvements, it is desirable to set up school facilities improvement committees on PD level in particular and to secure the fair distribution of funds to schools in each school sector from the total viewpoint. In the future, school improvement models shall be prepared and implementation schedules compiled in a manner that incorporates Technician. Problems identified in the daily running of schools shall be reported to the school facilities improvement meetings. It is necessary for improvement committees to compile schedules upon considering balance throughout overall Delegation and between each school sector.

◆ It is necessary to explore new sources of self-funding and raise funds to cover maintenance costs. For example, by cultivating olive orchards, schools can raise funds through selling olives and sheepskins, etc. Assignment of fulltime caretakers for this purpose shall be examined through the Commune.

◆ In order to satisfy as many needs of improving facilities as possible at the lowest cost, rather than solely relying on experience, advice from experts should be introduced with a view to devising simple new methods aimed at improving technology. An effective measure is for schools to manufacture their own standard materials for use in constructing and repairing fences, etc. Also, in water supply plans, consideration should be given to using rainwater.

## (3) Other Support Measures in Hardware Terms

Construction of prefabricated school buildings, which were adopted as a means of disseminating primary schools from the 1950s, was concentrated into a certain period under limited investment. Improvements suitable for each school's needs have not been implemented since then. This is the result of both budgets in Morocco and the nature of

assistance from other agencies.  It is important to establish sustainable system for maintenance.



Prov. Boulmane
Enjil Ikhataran
Reinforcement of structure for prefabricated classroom

Prov. Khenifra
Moulay Yacoub
Construction of retaining wall and fence

Prov. Khenifra
Sidi Yahya Ou Saad
Construction of fence and entrance covered way

## 4.3　In-service Teacher Training（INSET）Activities

### 4.3.1 Background of INSET Program and Guidelines of Implementation

Guidelines of the INSET program have been drawn up through discussions with PIT members and based on the actual state of INSET activities in the relevant provinces. Thus, PIT and targeted schools conduct INSET activities in accordance with the guidelines below.

### (1) Relationship between Provincial Level Training and School-based Training

Although PD has experience in planning and implementing of training teachers, the results of the training have not been evaluated. In other words, there is no system for checking to see whether the knowledge and techniques transmitted to the teachers during training are being utilized in the classroom, and no mechanism for providing feedback on the training results to ensure that future training programs meet better the teachers' needs. To some extent this was unavoidable, given the top-down training format in which the PD merely conveys the information passed down from the central government to the teachers.

Given this situation, it has been recommended that the "plan-do-check" BEIP program cycle be adopted when training teachers, with an emphasis on the "check" step, and that the training results be evaluated at the "site" (in the classroom or school). As shown in Figure 4-1, the implementation cycle for teacher training at the provincial level (delivered by PIT), or "training planning-training implementation-monitoring and evaluation of training results," is linked to the implementation cycle for school-based training (lesson presentation), or "lesson planning-lesson presentation-evaluation sessions."
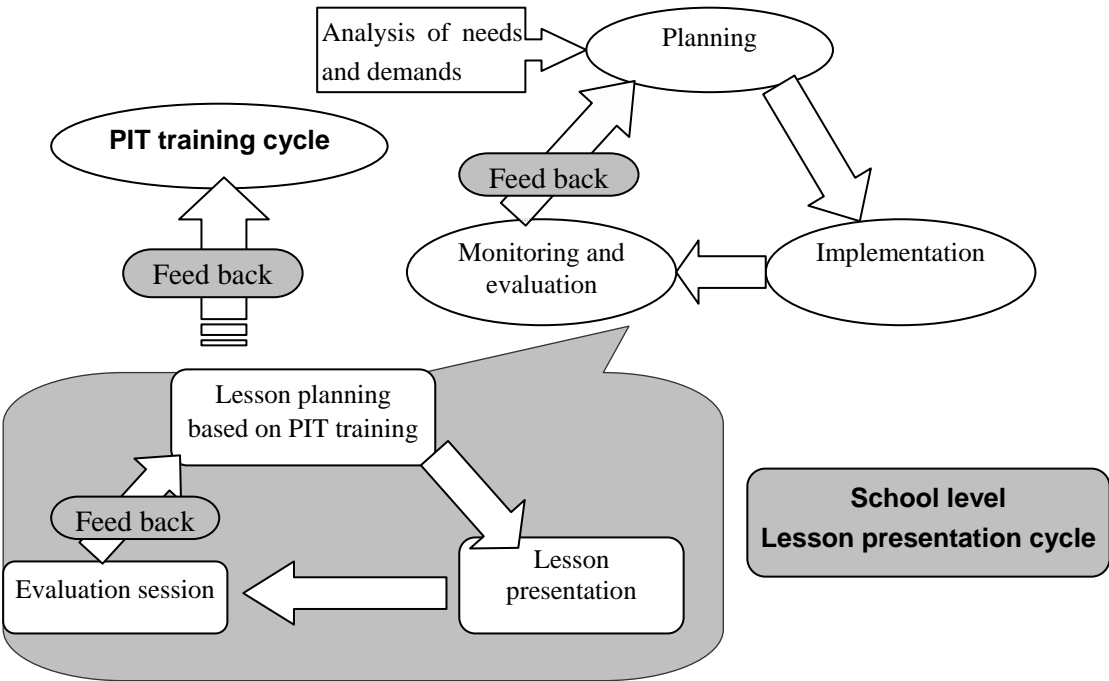


**Figure 4-1 Relationship between Training at Provincial Level and School-based Training**

The following results are anticipated from presenting lessons linked to the teacher training at the provincial level.

◆ The knowledge and experience gained in the PIT training are used in the classroom and well assimilated into teaching practice.
◆ Training content is supplemented and reinforced by observers (training instructors, headmasters and teachers with considerable experience).
◆ Training results can be ascertained by instructing trainers (PIT members and training instructors) observe lessons, clarifying necessary points to improve plans for future training covering the same subject.

Schools interested in lesson presentations on PIT training themes are recruited. Then PIT members and training instructors participate in the presentations as observers. An evaluation session is held after the lessons, with the three results described above in mind.

**(2) Encouraging School-based Training**

In training implemented by the PD, it runs up high transportation costs and food costs for the participants (teachers and headmasters gathering in provincial capital or commune central village) and teachers are absent from their schools for a long time. In addition, the training themes do not necessarily reflect the problems that individual teachers and schools face. It has thus become important to help professional growth of teachers at the school level at a lower cost to better meet teachers' needs.

In Morocco, the one-to-one guidance that school inspectors and headmasters provide to teachers is a major step in upgrading teachers' skills in the classroom.  The following are three major activities for school-based training. However, they are neither regularly nor actively implemented.

◆ Issues on pedagogy and educational practice are discussed in staff meetings.
◆ Model lessons are presented.
◆ School inspectors hold meetings on education-related issues with teachers.

The frequency with which the first activity is employed differs considerably depending on the school (i.e., the school headmaster), from 2 until 15 times a year. The second activity is barely done, with the exception of Boulmane province. The third activity also depends on the school inspector, with a maximum rate of 1-2 times per year at each school. Some school inspectors never used this method.

Both one-to-one guidance and group training are currently highly dependent on the school headmasters' and supervising school inspectors' motivation and skill. These activities are not carried out by the teachers' initiative, and represent a passive training style.

In the interest of shifting from passive teacher training to a more teacher-centered style of training and revitalizing school-based training, a simplified outline for school-based training plan has been set out, including the following aspects.

◆ Teachers take the initiative to plan training activities at the school level.
◆ Teachers select the most important theme to them, e.g., how to manage a multi-graded class or how to use computers in the classroom.

◆ Emphasis is placed on teaching practice in the classroom (process for putting theory into practice)
◆ Training is done on a regular basis to make it habitual.
◆ It is essential to present training results by such means as lesson presentations and preparation of reports.

During the BEIP implementation period, there are external input and stimulation, and school-based training in new formats could be started and continued. During this period, the teachers become accustomed to school-based training and gain an understanding of its merits and interest. Thus a foundation for school-based training is created and teachers can meet together on their own initiative to exchange their opinions and experiences even after BEIP is completed.

**(3) Promoting Group Work**

In Morocco, there is no tradition of group work among teachers. The baseline survey results indicated that more than 30% of teachers never discussed educational or pedagogical issues with their colleagues, suggesting that communication between teachers before group work is insufficient. In addition to physical issues preventing better communication—the lack of a place in the school such as a teachers' room at which teachers could gather, teachers' immediate departure for home after classes are over, distance between the mother school and the satellite schools—the major factor involved is the lack of any tradition of working together as a group.

Planning and carrying out various activities at a level of individual school sector are expected to encourage communication between teachers during the BEIP period. Also, multi-use classrooms and multi-media classrooms will be set up at many mother schools, and physical locations will be secured. INSET programs will encourage the activities listed below to promote interaction with the other schools, in addition to interaction with the other teachers at the same school sector.

◆ Presentation of INSET results at the provincial level
◆ Exchange of school-based training results with other schools in such forms as report and video
◆ Participation of other schools' headmasters and teachers in school-based training activities such as lesson presentations and seminars

Promoting activities that makes these results public will arouse the sense of honor, which is very important to Moroccans and stimulates competition among schools. This will encourage teachers to work as a school rather than as individuals, and thus revitalize group work.

**4.3.2   INSET Activities in Targeted Provinces**

**(1) Errachidia**

INSET activities in Errachidia province are characterized by PIT's call for the formation of "Teacher Clubs" at schools as part of PIT's group training. In other words, clubs are formed at PIT's behest, and not at the school's initiative. PIT thought that school-based training was the most efficient form of training since target schools in the province are located in remote

areas, and encouraged the schools to form Teacher Clubs. Meanwhile, PIT set up an Educational Resource Center in Imilchil with funds from BEIP and the PD.

*PIT Input*
1) Training
Prior to the training, PIT held a workshop to analyze the training needs of teachers and settle training themes (see Table 4-3). As the table indicates, the attendance rate is low although the training sessions were done in consideration of teachers' preferences. Here are why: the ministerial decree 221[36] required that training be done in weekends, causing among teachers unpopularity of the training (1 and 3); the training coincided with a nationwide teacher strike (2); satellite school teacher had no means of transportation; and information was not disseminated to satellite schools. A few teachers did not take part in the training because they were simply "not interested".

**Table 4-3: PIT Training in Errachidia**

| Theme | Date | Place | Number of participants (target commune) | % of attendance * |
|---|---|---|---|---|
| 1- Multi-graded class management | Oct.23.2004 | Imilchil | 25 (Bouazmou) | 46% |
| | Oct.24.2004 | Imilchil | 40 (Imilchil) | 95% |
| 2- Competency-based Approach | Ap.25.2005 | Imilchil | 29 (Bouazmou) | 53% |
| | Ap.26.2005 | Imilchil | 34 (Imilchil) | 81% |
| 3- Communication in classroom | May.8.2005 | Imilchil | 32 (Imilchil) | 76% |
| | May.9.2005 | Imilchil | 30 (Bouazmou) | 55% |

* % of attendance : participants presented／targets for the training（teachers in BEIP schools）X 100

2) Support to the Teacher Clubs' activities
To support the Teacher Clubs' activities, PIT set up in Imilchil an Educational Resource Center equipped with self-study materials for teachers such as computers, books and resources, and simple lodging facilities. PIT also provided all schools with a common research topic and encouraged joint research activities at the school level.

3) Partnership with CFI
As part of support to the activities of the Teacher Clubs, CFI keeps its library and multi-media room open to teachers. CFI has also incorporated in its pre-service training curriculum the concept of group work, which is at the heart of BEIP's INSET activities.

4) Disseminating Teacher Clubs to other schools
Errachidia province regards school-based training centered in Teacher Clubs as a model of an INSET activity. To secure needed funds from AREF to disseminate Teacher Clubs, the PIT coordinator who also serves as CFI director has submitted a report and a proposal to the National Teacher Training Cell, the decision making body of the MEN. In addition, to make the Teacher Clubs sustainable, the province thinks that it is essential to institutionalize the Clubs and their activities through MEN/AREF, and intends to keep working on MEN/AREF.

*School-based training*
BEIP schools set up Teacher Clubs and established their activity plans. Each Club has an office consisting of coordinator, secretary, treasurer and advisor. Teachers manage each Club

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[36] In light of the "National Charter" (Levier 13-136), ministerial decree 221 was issued in August 2004 (the similar decree had already been enacted in 2003) stating that "teacher training will not be carried out during school hours" and "school vacations set during the half-term (consecutive 6-9 days) are to be used for training and extracurricular activities."

on their own. The main activities of a Club are lesson presentations and research presentations. The contents of the activities are implementation of the concept of INSET activities in BEIP in such ways as the following:

1) Carrying out lesson presentations after grasping the contents of PIT training（S/S Amir Moulay Abd ALLAH、S/S Oudeddi, etc.）；
2) Research presentations to study PIT training themes in detail（S/S Alemghou、S/S Ait Abdi, etc.）；
3) Implementing the contents of research presentations in lesson presentations (S/S Assif Melloul, S/S Tilmi, etc.）．

On the other hand, the frequency of Club activities varies widely depending on the school. Two schools established Club activity plans but did not put them into practice.
The coordinators of the Teacher Clubs of four schools in Bouazmou commune got together and planned six joint seminars, but have not implemented them either. The reason is "low motivation of teachers", according to the teachers themselves.

As in PIT training, the major problem in implementing Club activities is the participation of satellite school teachers. It is difficult to carry out training for all the teachers at once due to lack of means of transportation and communication and different schedules among different school units. The teachers came up with the following solutions:

◆ Decide the time of the training in consideration of *Souk* (market) days and season and carry out the training when transportation is available.
◆ Carry out all-inclusive training at the end and at the beginning of a school year.

With regard to the low motivation of teachers, which is the other major issue, many teachers suggested that the best solution would be to have all teachers take part in deciding training themes and plans and then implement training that suits their needs and requests. In addition, the presence of outsiders such as inspectors helps boost the teachers' motivation to participate in training. However, it is not easy to invite outsiders since many schools are located in remote areas. Another issue pointed out by the teachers is a lack of books and resources for self-training. The setting up of a resource center mentioned above may help solve the issue.

Throughout the implementation of school-based training proposed by BEIP, the teachers had the following favorable comments.
(On group work) "Promoted exchange of opinions, experiences and knowledge among the teachers, and strengthened a sense of unity"; and "Sharing research topics among the teachers reduced the work load of each teacher and helped [the teachers] deliver good research presentations."
(On lesson presentations) "Implementation of goal-oriented lesson presentations clarified what to improve in lessons"; and "[Lesson presentations] bridged a gap between theory and practice." Many others stated that they understood the need for self-training. As in PIT, quite a few teachers requested the institutionalization of school-based training by Teacher Club.

**(2) Khenifra**

In Khenifra province, two levels of INSET training, i.e., PIT and school-based training, have been planned. The PIT training introduces and adopts Japan's school-based training to establish a connection between training at both levels. Schools in Khenifra province took the initiative in formulating school-based training, and implemented indeed unique activities.

*PIT input*
1) Training
During the mid-term holiday in November 2004, PIT teacher training session was held simultaneously in the three target communes. The themes were "Competency-based Approach" and "Introduction of Japan's School-based Training Activities".

**Table 4-4: PIT Training in Khenifra**

| Date | Place | Number of participants (target) | % of attendance |
|------|-------|-------------------------------|-----------------|
| Nov.19-21. 2004 | MS* Tounfite I | 40 | 55% |
| | MS Sidi Yahya Ou Saad | 48 | 87% |
| | Sidi Hcine | 21 | 67% |

*MS : Mother school

Teachers' attendance rates were quite low (see Table 4-4), because the training was done during the half-term holiday in accordance with the ministerial decree 221. Many teachers expressed their displeasure, saying that it was extraordinary to provide training during a vacation.

2) Follow-up on training
To disseminate the Japanese-style school-based training whose main feature is lesson presentations, PIT members and inspectors actively participate in BEIP schools' lesson presentations and preparations for them. In addition, PIT distributes videos on Japan's school-based training to non-BEIP schools. One of the non-BEIP schools carries out school-based training such as lesson presentations.

*School-based training*
Six schools planned to provide school-based training in some form as part of BEIP activities and each school carried out unique activities in light of the aforementioned guidelines:

◆ Development of computer-based teaching aids and distribution of such tools to other schools in cooperation with local support organization (S/S Sidi Yahya Ou Saad)
◆ Joint implementation of evaluation for measures for achievement-based supplementary lessons for pupils (S/S Ait Hnini)
◆ Implementation of seminars utilizing local volunteer instructors(S/S Tounfite I)
◆ Preparation and implementation of lesson presentations involving inspectors (S/S Ait Lahri)
◆ Establishment of a small scale workshop to create teaching aids needed in satellite schools upon discussion with satellite school teachers(S/S Moulay Yacoub)
◆ Implementation of lesson presentations for the purpose of comparing the application of the competency-based approach (a new theory learned in PIT training) with the conventional objective-based approach (S/S Ait Bouhou)

All six schools implemented lesson presentations. These presentations included experimental lessons such as Tamazighte language lessons and lessons using computers, and they were open to inspectors and headmasters of other schools, both BEIP and non-BEIP. As a result, S/S Sidi Yahya Ou Saad has been recognized as a model school in computer education; and S/S Tounfite I, as a model school in Tamazighte language education. In addition, in Khenifra province, teachers, not headmasters, often took the initiative in school-based training and chose themes and types of activities based on the existing resources of the schools and the needs of the teachers. As stated in the above, some schools were introducing outside resources

and improving training activities. The factors above, i.e. 'pride of being local model schools', 'teachers' initiatives', 'effective utilization of school resources', and 'search and introduction of outside resources', are all important in sustainable implementation of school-based training.

**(3) Boulmane**

There are no plans for training at the school level in Boulmane province. However, this province has a tradition of holding model lesson presentations in schools, and BEIP schools have tried to adapt essentials extracted from the Japanese-style lesson presentation to their traditional model lessons.

*PIT input*
1)  Training
Teacher training was held in the middle of June 2004 and at the beginning of June 2005 during a period legally stipulated as working hours for teachers, but the schools finished almost all of their yearly programs and chose a time for the training when classes were not in session. Moreover a shift system was adopted whereby the teachers at the target school were divided into two groups, with one group attending the training while the other group stayed in the school. Unlike in other provinces, the training was held in the provincial capital, i.e., Missour, so that teachers from rural areas were able to enjoy a trip to the city.

**Table 4-5: PIT Training in Boulmane**

| Date | Place | Number of participants (target commune) | % of attendance |
|---|---|---|---|
| June. 2004 | Missour | 65 | 100% |
| June. 2005 | Missour | 72 | 90% |

Note: 50% of teachers of the targeted schools took part in the training in June 2004, the others in June 2005

As a result, the attendance rate was very high. Although the first training was given in a lecture format to ensure that many subjects could be covered in a short period of time, the exchange of opinions between teachers was quite lively. During the second training, more emphasis was put on teaching practice in view of the results of the first training evaluation.

2)  Introduction of Japan's school-based training activities
PIT has introduced Japan's school-based training system, which focuses on lesson presentation to all of the BEIP schools. The emphasis was on the following elements: 'lessons proposed not model', 'group work', 'introduction of external observers' and 'exchange of specific and concrete ideas for lesson improvement'. PIT also encouraged the schools to add these elements to the conventional model lesson.

3)  Dissemination of the Japanese-style lesson presentations to non-BEIP schools
PIT has distributed the above-mentioned video to seven non-BEIP schools, one of which actually implemented Japanese-style lesson presentations.

*School-based training and use of multi-media classrooms*
1)  Lesson presentations
Six schools organized lesson presentations one after the other. The following are notable characteristics of lesson presentations in Boulmane province: many outside observers took

part in them; and the schools had a healthy competition against one another to improve themselves in lesson presentations.

A wide range of people, such as headmasters and teachers from not just the BEIP schools but also non-BEIP primary and junior secondary schools, CFI director, CFI instructors, CFI students (teachers), inspectors of primary and secondary education, PIT members, and PTA representatives, participated in lesson presentations. During the evaluation session, these participants exchanged experiences and knowledge for one purpose: to improve the lesson, not only the presented lesson but also his/her own lessons. In addition, by having headmasters and teachers observe lesson presentations of the other schools, schools were motivated to compete with the others in making their own lesson presentations better than those of the others. As a result, the quality of lesson presentations - both the quality of the lesson in itself and the quality of the implementation - improved each time.

Here are some of the accomplishments of lesson presentations: teachers have come to focus on lesson presentations by a school as a whole, rather than model lessons by individual teachers; teachers shared ideas on improving lessons not just with those of their own schools but other schools as well.

2) Use of the multi-media classroom
All the target schools have multi-media classrooms equipped with computers, audio equipment and library, and plan to use the multi-media rooms in lessons, extracurricular activities and teacher training.

The multi-media room has had the following ripple effects on teachers, pupils and parents.
◆ Pupils spend longer hours in school and have closer interaction with teachers.
◆ Fewer pupils are absent from school.
◆ More pupils study on their own using educational software and dictionaries in the school libraries.
◆ Most parents are pleased that their children stay in school after regular classes, and they themselves come to the multi-media room.
◆ Teachers take a high degree of interest in computers. They have computer classes among themselves and formulate teaching aids and supplementary materials for their lessons.

Here are issues to be solved for sustainable use of the multi-media room:
◆ Teachers have inadequate knowledge on computers and are unable to make the most of the multi-media room.
◆ A few knowledgeable teachers shoulder a disproportionate burden on extracurricular classes in the multi-media room and training for other teachers.
◆ There is no plan to buy consumables and maintain the multi-media room in a sustainable fashion.
◆ Pupils and teachers at satellite schools far from mother schools can hardly use the multi-media room. As a result, the gap has widened between the mother schools and the satellites.

Schools are aware of the above issues and in search of solutions either on their own or in cooperation with PD.

**(4) Sefrou**

*PIT training*
The training focused on classroom practices, so that for each topic, a volunteer teacher presented a model lesson followed by an evaluation discussion. Then participants actually prepared lesson plans with group work, which was something new for the teachers in this province. Most participants gave high marks to this group work. A number of young teachers in particular stated that they had received many pieces of advice from more experienced colleagues that helped them improve their lessons.

Almost all of the training was given on weekdays (school days), guaranteeing high attendance among the teachers. However, school was closed during this period, drawing criticism from the PTA that was not informed of the training beforehand. In addition, unexpected spillover effects were reported such as the participation of headmasters from Non-BEIP schools in the training.

**Table 4-6: PIT Training in Sefrou**

|   | Date | Place | Number of participants (target communes) | % of attendance |
|---|------|-------|------------------------------------------|-----------------|
| 1 | 29. Oct. 04 | MS Ouled Mkoudou | 73 (Ouled Mkoudou/ Azzaba) | 97% |
|   | 30. Oct. 04 | MS Elkoudia | 86 (Ait Sebaa) | 92% |
| 2 | 1,2. Dec. 04 | MS Azzaba | 71 (Ouled Mkoudou/ Azzaba) | 95% |
|   | 3,4.Dec. 04 | MS Ait Sebaa | 80 (Ait Sebaa) | 86% |
| 3 | 16.Dec. 04 | MS Ouled Mkoudou | 70 (Ouled Mkoudou/ Azzaba) | 93% |
|   | 18.Dec. 04 | MS Elkoudia | 83 (Ait Sebaa) | 89% |
| 4 | 17,18Jan.05 | Sefrou (CDP)* | 14 | 88% |
|   | 4,5.Feb.05 | Sefrou (CFI)* | 12 | 75% |

* Training for the head masters and the treasurers of SMC (Project formation / Computer)

*School-based training and use of multi-media classrooms*
1)    Computer training
All BEIP schools in Sefrou province are equipped with the multi-media room with computers. Thus teachers are 'enthusiastic' about computers. While taking into consideration the resources they have, all the schools carry out computer training in such ways as follows:

◆  Teachers knowledgeable about computers teach others on a voluntary basis.
◆  Schools look for affordable computer instructors and have them carry out computer training and maintenance.
◆  Schools carry out computer training in cooperation with a middle school nearby.
◆  Schools have a contract with a training center so that their teachers can receive computer training in groups.
◆  Schools carry out computer training by unit, or have joint training with units nearby.

Except one school sector, all teachers are taking part in the computer training above, regardless of whether a unit is equipped with computers. Teachers are taking such a high degree of interest that computer training is carried out in weekends or after school and some teachers plan to learn computers during the summer vacation on their own.

2) Use of the multi-media classroom

Pupils in all schools will start using the multi-media room in the 2005-2006 school year. Schools plan to use the multi-media room in different fashions including the following: using computers in lessons; having computer lessons; and using computers in extracurricular activities. S/S Taghit that has already started using computers said: "Pupils used to have trouble understanding natural phenomena and materials even with words and pictures. Now they grasp them instantly as they now have access to moving images with captions". All the satellites of this sector have also set up the multi-media room in cooperation with teachers and communities. In addition, most sectors are installing computers in satellite schools or promoting the use of computers at mother schools by satellite teachers.

Except for one school sector, all schools plan to open the multi-media room to their graduates and communities, and generate funds for consumables and maintenance by charging them for training and use of copy machines.

### 4.3.3 Accomplishments and Issues of INSET Activities

### (1)    Findings and Accomplishments

*From theory to practice in the classroom*

Instead of presentations on theory that were the norm in conventional group training, PIT training emphasized practical training that can be implemented in the classroom such as formulation of teaching plans through group work of teachers and implementation of lesson presentations. There have been efforts at the school level to put new theory into practice such as lesson presentations using the knowledge that teachers acquired in the PIT training. New pedagogical approaches and educational programs led to more implementation in the classroom as training instructors emphasized practical applications in the classroom and teachers tried to apply what they learned in the training as well.

*Linking PIT training with school-based training*

There have been many instances in which the themes of PIT training were taken up in school-based training as lesson presentations, research presentations, and study sessions among teachers. Schools took the initiative in absorbing, supplementing and disseminating the contents of PIT training. Training instructors (inspectors and CFI instructors) took part in some lesson presentations, checking how the contents they taught are applied - or not applied -in the classroom. However, this phase did not reach the stage of Figure 4-1 in which feedback from lesson presentations is applied in formulating plans for the next PIT training.

*Activating school-based training led by teachers*

As stated in the section (2) in 4.3.1, in Morocco, there was hardly any teacher-led school-based training, and teachers were not accustomed to doing things together. In many BEIP schools, teachers set training themes and planned and implemented training to suit their own needs. Through the training, they proved the following: schools are capable of carrying out unique training sessions utilizing their own people and materials; and there are teachers in many schools who can transfer their techniques and knowledge to other teachers, such as those who study new pedagogy, those who are talented in music and painting, and those who have computer skills.

*Teachers' views on group work*
Group work was introduced in many aspects of PIT training and school-based training. Some were critical of it, saying that it is unsuitable to the Moroccan mentality and that it takes too much time to form a consensus. However, most teachers gave high marks to goal-oriented exchange of opinions, knowledge and experiences. Specifically, they listed the following as accomplishments of group work: helping one another; expanding one's horizons; diversifying teaching materials and aids; higher efficiency through division of labor; and pleasure of working together.

*Effectiveness of the lesson improvement cycle*
Many schools carried out the lesson improvement cycle through lesson presentations shown in Figure 4-1. As the cycle's differences from the conventional 'lesson model' presentation, the following received high marks from teachers: it has a clear goal of improving lessons; contents of an evaluation session are applied in the next lesson presentation; and participation of outsiders. All the teachers who carried out lesson presentations unanimously appreciated that they received advice on matters they themselves did not notice, and were motivated to improve themselves for the next lesson. Other participants also gave high marks to discussions in evaluation sessions, stating that they were quite productive because they were not just criticism but plenty of constructive debates on improving lessons.

*Introduction of outside resources into school-based training*
In addition to using schools' own resources wisely, there are examples of school-based training at virtually no cost by utilizing local resources, especially human ones. This shows that there are human resources who can contribute to school-based training activities and provide teaching materials for pupils if one looks for them carefully around schools. Moreover, by looking for human resources in their own communities, teachers help achieve stronger ties between schools and communities, which is the major goal of BEIP.

*Invigorating interaction among sectors*
PIT training and making school-based training public invigorated interaction and information exchange among sectors. Consequently, the results of school-based training were shared with other schools. In addition, schools came to compete with one another to improve themselves and teachers worked together to put forward the best lesson presentations they could. Thus training made schools come closer together. Interaction among sectors is no longer limited to BEIP schools. Non-BEIP schools take part in lesson presentations as well.

*Motivating teachers*
Teachers listed the following as factors that encourage them to take part in training:

◆ Setting training themes that meet their own needs and requests.
◆ Setting of training plans by teachers themselves incorporating their collective opinions and engagement to such plans.
◆ Presence of computers and books that boost a desire to learn.
◆ Participation of an inspector responsible for teachers' own school (in consideration of performance evaluation by the inspector).
◆ Presence of outsiders such as participants of lesson presentations and outside instructors.

In addition, teachers who took part in workshops by BEIP are obviously more motivated than the others.

**(2) Issues and Countermeasures**

*Training period*
The ministerial decree 221 previously mentioned is a major obstacle to the implementation of PIT training and school-based training. PIT training is implemented as described in the section 4.3.2, with legal compliance in Khenifra and Errachidia. As a result, attendance rates in both provinces were extremely low, particularly in Khenifra, where training was given during school holidays. With regard to school-based training, some schools carried out lesson presentations on weekends while others carried out them on weekdays at the discretion of PD during the pilot activity period. Given the teachers' reactions to this time and their mindset, it seems unrealistic to implement training during the school holidays in strict adherence to the decree.

*Training consistent with teachers' needs*
In line with BEIP's bottom-up style of formulating planned, PIT training was also planned to meet teachers' demands. However, PD and PIT staff tends to choose topics and formats that they can handle, and the training did not fully reflect the teachers' requests. Depending on the training subject and in order to diversify training formats (such as animation techniques and skills in using AV equipment), external resource persons should be brought in and provincial instructors should be trained to better meet the teachers' needs.

This time, the training theme for all the teachers was the same. However, teachers will have different needs. Thus it might be more effective and efficient to choose training subjects by target rather than providing training en masse, such as offering training on multi-graded class management for satellite school teachers (and school headmasters) alone.

*Motivation of teachers*
Not only in INSET activities but also in all BEIP activities, the number of teachers who took part in activities with enthusiasm was limited, and a small fraction of teachers bore a disproportionate burden for the activities. A major issue is how to go about inspiring indifferent teachers to take part in activities so that they are sustainable. With regard to school-based training, the factor in "Motivating teachers" in the section (1) is likely to boost the morale of teachers. Performance evaluation is particularly important as it directly affects transfer of teachers. To a certain extent, it may be possible to require teachers to actively take part in school-based training and community-oriented activities by adding as criteria in performance evaluation the extent of participation of a school as a whole in such activities. Moreover, participation in lesson presentations of PD staff members and inspectors who are responsible for a particular school helps raise the motivation of teachers.

*Support to satellite school teachers*
The INSET activities this time brought several benefits to satellite school teachers such as implementation of lesson presentations at satellite schools and active participation of satellite school teachers in training at mother schools. However, for satellite teachers who live far way from mother schools and have no means of transportation and information transmission, it was hard to take part in PIT training and school-based training in groups. Many young teachers who just graduated from CFI take up posts in such distant satellite schools. They tend to be isolated as the support from headmasters and inspectors does not necessarily reach them. In short, under the current system, the teachers who need the most support are the least likely to receive it. Possible measures to strengthen support include the following: establishment of a resource center with lodging facilities in a central commune as in Errachidia; and training especially for satellite school teachers or teachers responsible for multi-graded classes.

However, a more fundamental measure may be assignment of teachers with their career paths in mind as stated in 4.3.4.

*Continuous implementation of school-based training after the end of the program*
During the BEIP period, many schools carried out unique school-based training activities because of inputs from the program and "guidance" of PIT. Both PD and the schools gave high marks to school-based training activities, but they still regarded the activities as just one-time "pilot activities" and not something that they are to implement on their own on a sustainable basis. Schools needed so much energy on activities other than training such as infrastructure development and did not spend much time in training before the school year was out. Accordingly, they have to use the 2005/06 school year to firmly establish training activities as part of their regular functions. For that purpose, support and monitoring by PIT (PD) are a minimum requirement. Specific activities of such monitoring may include the following: requirement for each school to submit an annual training implementation plan to PD at the start of a new school year; and having inspectors and PIT members take part in lesson presentations or other activities.

In the presentations on results of INSET activities in the target provinces in May and June 2005, representatives of teachers formulated the 2005/06 annual school-based training plans in consideration of available internal and external resources. Many of the plans based on the analysis of the schools' needs and resources seemed quite feasible if teachers were motivated. To boost the morale of teachers and disseminate and firmly establish training activities, continuation of small inputs from outside sources such as PD and the project is highly desirable.

### 4.3.4   Recommendations for Future INSET Activities

### (1) Linking Performance Evaluation with School-based Training

Usually, a teacher in Morocco starts his/her career in a very remote satellite school upon graduation from CFI and keeps gaining experience with the aim of eventually working in a city. Where and when, and under what conditions to transfer depends on the number of his years at a particular post/sector and the evaluation by an inspector. Thus many young teachers who get transferred in one to two years are assigned to remote satellite schools, and mother schools have many mid-career teachers who have had long experience in the respective sectors, i.e., have gained points. School-based training system linked to evaluation by inspectors, which is the most important factor for teachers and where and how they are assigned, would be highly worth recommending.

*Introduction of new-teacher on-the-job training and the tutor system*
For one year after graduation from CFI, as a "new teacher training period", new teachers should be assigned to a satellite school with good access to a mother school where they can visit on a regular basis. During the period, mid-career teachers in the mother school are to serve as tutors to these new teachers and help them solve problems and conduct lessons. Teachers who serve tutors gain extra points in performance evaluation. After the training period, new teachers are to be assigned to remote satellite schools. However, they should face fewer problems than their predecessors assigned to remote area immediately after graduation because they will have already conducted lessons in multi-graded classes during the training period and built relationships with tutors at mother schools.

*Incorporating inspectors into school-based training*
Inspectors rarely function as resource persons. To teachers, they are often evaluators. Thus teachers do their best when inspectors participate in school-based training. The problem is that inspectors are not motivated and it is currently very difficult to mobilize them without allowance. As the inspector system itself is under review at this point, it may be possible on a top-down basis to require inspectors to support school-based training in connection with the framework of institutionalization of school-based training described in the last section. In addition, it will be obviously necessary to carry out training for inspectors so that they will function as resource persons to school-based training.

*Connecting school-based activities with performance evaluation criteria*
As stated in the section (2) in 4.3.3, it may be possible to create a system to evaluate school-based activities such as extracurricular activities, school-based training, and community-oriented activities, and connect such system to performance evaluation of headmasters and teachers. Currently, inspectors are possible evaluators, but it may also be possible to have SMC evaluate activities. It is also realistic to evaluate school-based training activities with quantity and quality of its outputs such as lesson presentations and reports. Implementation of school-based training evaluation by CFI instructors described below is well worth looking into.

**(2) Strengthening a Partnership with CFI in INSET Activities**

As the number of new teachers is decreasing and CFI's very survival is at stake, CFI is reviewing its own role. AREF also seems to be seriously considering conversion of CFI into an INSET center. CFI is already implementing training for new headmasters, expanding its work from just academic education so far to cover more practical education. Below are possibilities of INSET activities based on a partnership with CFI.

*Theme-based implementation groups within CFI*
The role of CFI so far was to teach theory during teacher pre-service training. Thus CFI did not know much about how theory was implemented in the classroom. Neither is CFI particularly knowledgeable about the multi-graded class and practical topics in rural areas such as education where the language of education and the language of daily life are different from each other. Accordingly, CFI should form research groups that take up more practical issues for teachers such as the following: implementation of the competency-based approach in lessons; development of teaching materials or aids with the use of computers; and lessons in the multi-graded class. Such groups should include inspectors who know the educational scene at first hand and motivated teachers to diversity perspectives on research.

*Introduction of good practices*
In addition to the above research, groups are to collect good practices in line with their own research themes and put them together into reports, videos and collection of teaching materials. Such outputs are to be used in INSET training described below as well as pre-service training at CFI and school-based training.

*INSET group training*
As an accomplishment of the research and introduction of good practices, theme-based training materials are to be formulated, and INSET group training is to be held with CFI staff members (and with inspectors if needed). The location of the training can be CFI, a commune, or a school. Inspectors and teachers who take part in the research groups will serve to create a

system to receive feedback from implementation of training results in the classroom so that training is more in line with teachers' needs.

*Follow-up activities on new teachers*
A survey is to be done on CFI graduates, i.e., new teachers, to analyze problems they face and their training needs. Such survey is already implemented in Errachidia. Teachers with one to two years of experience are to be required to undergo training during school holydays. The entire training program should be organized in such a way that teachers can choose one training course that meets their own needs.

*Advice on school-based training and evaluation on outputs*
As the organization in charge of INSET, CFI is to provide advice on implementation of school-based training. CFI is also to evaluate outputs of school-based training such as reports and developed teaching materials, and add high-quality products among them to the collected good practices so that they can be used in training.

## (3) Toward Institutionalization of School-based Training

BEIP's INSET activities emphasized the introduction and implementation of school-based training. School-based training is exactly "training in a place closest to the teachers' place" recommended in the Charter. Moreover, BEIP has proven that school-based training is affordable and enables teachers to take the lead in planning and implementing training. To firmly establish school-based training, the following institutional measures are to be implemented on an experimental basis.

*Budget distribution to school-based training*
This time, in Errachidia and Boulmane provinces, many schools carried out school-based training although they had no budget for that at the school level. In other words, it is possible to implement school-based training even without budgetary support from the outside. However, if AREF's INSET activity budget is provided to PD, it may be possible to provide part of the budgetary support to schools as a school-based training budget, although not necessarily every year. The school-based training budget is to be used for purchasing books for self-training, inviting outside lecturers, and formulating reports. For that purpose, formulation of an annual school-based training plan and submission of it to PD below is a prerequisite.

*Formulation of an annual school-based training plan and submission of it to PD*
In consideration of the schedules of each unit and available resources, schools are to formulate a training plan by all teachers at the start of a school year. PD is to approve the plan and order inspectors to monitor training activities. In turn, inspectors are to formulate monitoring plans.

*Exemption of the ministerial decree*
The ministerial decree mentioned above is an obstacle to regular implementation of school-based training activity. For a limited number of days on an experimental basis, PD is to provide an exemption from the decree for activities that are to be carried out in line with the training plans submitted to PD, as in implementation in BEIP.

*Requirement for making public the results of school-based training*
Schools are to make public the results of school-based training because the above measures are to be taken. Means of making results public include the following: lesson presentations,

research presentations, reports, and introduction of developed teaching materials and aids. The target audience is outsiders such as other schools, inspectors, CFI stakeholders, and SMC members. These products constitute an evaluation criterion of schools in school-based training.

*Model school system*
Schools that have released training results that can be disseminated to other schools or those that are doing something experimental are to be designated as model schools in particular fields and receive a training budget in the following school year. For instance, in Khenifra, S/S Sidi Yahya Ou Saad can be a model school in computer education, and S/S Tounfite I can be one in Tamazighte language education. Model schools make more sense if PD and AREF staff members are to take part in lesson (research) presentations in those schools to increase demonstration effects to and a desire to compete at other schools.

## 4.4   BEIP Financial Management

### 4.4.1   BEIP Financial Structure

BEIP study team has intended to adopt decentralized financial structure within the BEIP pilot activity implementation framework right from the beginning in line with Moroccan Decentralization Policy.   Decentralized financial control is believed to be an important piece of the whole framework in order to make an education improvement planning a model of 'bottom-up' approach.   This means that BEIP does not directly manage program funds for pilot activity implementation; the funds should be managed by pilot activity implementation bodies, which are PITs at provincial level and SMCs at school level.   MEN and BEIP then play a role of supervising and supporting the financial operations conducted by the bodies, through monitoring activities, providing appropriate supports, and examining financial reports.

### (1) Principles of the Structure of BEIP Pilot activity Financial Management

Four principles in establishing the BEIP financial structure are presented below (see also Figure 4-2).

*Principle 1: Enhancing the capacity in financial management among the stakeholders*

Financial management skills are among the key capacity in successfully implementing education decentralization policy. During the pilot activity implementation period, PITs and SMC, pilot activity implementation bodies, are expected to be responsible for all the financial operations, which NPO formed by MEN and BEIP supports.   MEN and BEIP have agreed that all the participating PITs and SMCs open either a postal or a bank account. They directly receive program funds remitted from NPO (two downward arrows in the left part side of the figure) based on the approved budget plan. Once they receive the funds, PITs and SMCs are in return expected to manage by themselves the funds during the pilot activity implementation period, and to produce financial reports; During the pilot activity implementation period, a president and a treasurer of each PIT and SMC are



**Figure 4-2: BEIP Financial Management Framework**

responsible for the management of the whole pilot activities and for keeping accounting books respectively.   Each PIT and SMC is requested to submit financial reports three times during the pilot activity period; SMCs submit them to PITs, and PITs submit their own reports as well as those of SMCs to NPO (upward arrows).

*Principle 2: Improving the feeling of ownership among the major stakeholders*

BEIP has tried to device a mechanism, which can ensure sustained feeling of ownership among the participants. One of the mechanisms to achieve this objective is that NPO remits

146

the program funds directly to PITs and SMCs, key pilot activity implementing bodies. Although they bear lots of responsibility in dealing with the program funds, in return, they are expected to continue to retain high level of ownership in implementing the pilot activities.

*Principle 3: Promoting transparency and accountability in financial management*
1) Double Auditing System:
To promote financial transparency and accountability, double auditing system is adopted; Before reaching NPO, all the financial reports prepared by PITs and SMCs are to be examined twice; first examination is conducted within each implementing body by an appointed internal auditor, and second examination is executed by an external auditor (AREF Team, a horizontal leftward arrows in Figure 4-2) in collaboration with PITs. If some mistakes are found, AREF Team has a right to return the reports and ask to correct them. These processes, although it takes time and lots of human efforts, contribute to enhancing financial transparency and better implementation environment.

2) Posting Accounting Book at Public Space:
During the workshop in April, SMCs and PITs agreed to post the account books prepared at a public space as it can give strong incentive among members to enhance transparency and accountability[37].

*Principle 4: Issuance of Convention by MEN to enhance feeling of security and assurance among all the participants in implementing BEIP pilot activities*
MEN has agreed to issue a Convention between DP[38] and PIT, as well as between DP and each SMC, which recognizes all the BEIP pilot activities as activities under the administration of MEN; this suggests that if any accidents happen during implementing BEIP activities, the damage would be covered by MEN. This arrangement has resulted in ameliorating the trust among all the stakeholders, and in improving the feeling of ownership among them.


**(2) Actual Flow of Financial Operations of BEIP Pilot Activity Implementation**

Figure 4-3 summarizes the actual flow of operation within the BEIP pilot activity implementation framework. As the figure explains, most operations are to be conducted by actual pilot activity implementation bodies (PITs and SMCs).

NPO is to disburse program funds directly to the accounts of al the PITs and SMCs three times: in June 2004, September 2004 and March 2005 separately (1).  Once receiving the funds, each PIT and SMC withdraws the funds (2), and start purchasing items based on its activity budget plan (3).  An appointed treasurer of each PIT and SMC keeps accounting books (4), and prepare financial reports three times: in September 2004, December 2004 and June 2005 (6), which are to be submitted to NPO (8) as instructed at the financial management seminar in April 2004.

Along this flow, the other two lines can be found in the figure on the right hand side of the figure, which is the flow of auditing. As explained in the previous section, an appointed internal auditor within each PIT and SMC is responsible for checking the accounting books, which his/her treasurer keeps, regularly or at least before submitting the financial reports (5). AREF Team has a role of examining all the reports submitted by the PITs and SMCs as an external auditor, before the reports reach NPO (7).

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[37] This has been actually conducted by most SMCs and PITs.

[38] DP is a delegation of MEN at provincial level.
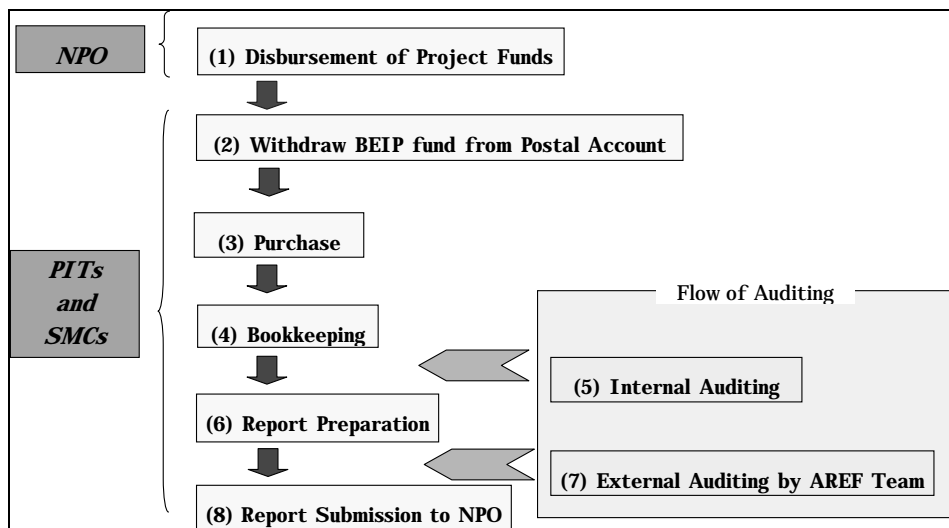
**Figure 4-3: Flow of Actual BEIP Financial Management**

### 4.4.2   Processes of Opening Account and Disbursement

**(1) Formulation of Decentralized Financial Framework:**

BEIP has discussed with MEN in finalizing the structure of fund flow explained above. Although MEN intends to promote financial decentralization in education sector, and regards BEIP as a strong tool to develop a model of 'bottom-up' approach, MEN was first reluctant to approve this direct fund flow from NPO to the PITs and SMCs.  For, it has never been conducted so far to remit funds directly to schools through their own accounts, and in addition as school personnel have never conducted any financial operations such as use of cheques, cash withdrawal and book keeping. MEN has therefore had a serious concern that school personnel might fail to conduct fund management appropriately by themselves, and/or they might conduct some malpractices.

MEN has however become convinced that this direct funding is one of the steps towards educational decentralization, which will contribute to financial capacity building among education-related personnel at all levels, and that BEIP and MEN have devised a financial framework which can avoid malpractices as much as possible, and provide a training aiming at instructing all the people concerned in financial management, targeting especially presidents and treasurers of all the PITs and SMCs[39].

BEIP originally intended to remit all the pilot funds to the PIT of each target province, and the PITs were to be then responsible for remitting them to the SMCs, for BEIP study team has perceived that this structure would promote financial capacity building among provincial education personnel as a supervising body.   MEN however objected to this idea suggesting that under the current law, PITs cannot receive any money, which is supposed to be used by other agents than PITs themselves.

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[39] A two-day workshop was held in April 2004 to ameliorate financial management skills for presidents and treasurers of PITs and SMCs.

Therefore as a compromising idea, BEIP and MEN have agreed that it is BEIP who remits all the program funds to each PIT and SMC, instead of PITs' remitting the funds to the SMCs. However the principle that after receiving the funds PITs and SMCs conduct fund management by themselves has been kept, respecting the BEIP objective of developing a model of 'bottom-up' approach.

## (2) Selection of Account Type:

As for the selection of account type (either bank account or postal account), MEN and BEIP have decided to recommend the PITs and SMCs to open a postal checking account instead of a bank account, considering their strong and weak points as shown below in Table 4-7. However the final selection of type of account depends on PIT/SMCs' consideration on local situation.

### Table 4-7: Strong and Weak Points of Postal and Bank Account

|  | *Strong points* | *Weak points* |
|---|---|---|
| **Postal account** | ■ Easy access; all the villages, large or small, have a post office.<br>■ It takes theoretically one month to open an account and receive a cheque book.<br>■ There is an electronic money transaction available from central post office; therefore the fund can be theoretically remitted to a certain post office in one day. | ■ It might take time to open an account at actual transaction.<br>■ The amount of reserve might be small: to draw large amount of money people might have to go several times to the post office. |
| **Bank Account** | ■ It is easy to open an account.<br>■ Even in local areas, there is enough reserve, therefore once fund is remitted, it can be withdrawn at one time. | ■ Difficult access; There are banks only in relatively big towns. |

## (3) Opening Postal Account and Disbursement

It has been found during the study that schools in general are prohibited to hold their own account under the current law, and that bodies who have an association status such as PTAs can open its own account.

In order for SMCs to have their own account and to conduct financial operations for pilot activity implementation following BEIP principles, MEN and BEIP have agreed that MEN gives each PIT and SMC 'quasi-association status' to open an account, and to conduct pilot activity implementation, under the condition that this measure can be applied only within the BEIP pilot activity implementation framework[40]. MEN has allowed PD to prepare a letter to be submitted to post offices, which permits each PIT and SMC to have a 'quasi-association status' and to open a postal checking account as an association, skipping the long actual procedure to be a 'real' association,

Along with this letter, the BEIP has distributed a series of documents necessary to open postal checking account at the previous seminar (December 2003, see Box Article at the end of the section).

PITs and SMCs were then asked to fill in the documents distributed and submit them to their local post or bank offices by the end of March 2004, in order to open their account by the end

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[40] This has also contributed to shortening the time to gain a status of 'association'; it takes a complicated and long procedure to gain this status.

of April 2004, so that BEIP can remit the program funds to them in May-June 2004 and pilot activity can start from early May 2004.

PITs and SMCs, except for some, opened their post or bank accounts under the name of 'Association PIT' and 'Association SMC' respectively. BEIP then made the contract with PITs and SMCs under these names.

Consequently BEIP actually conducted 1st disbursement from May to August 2004 due to the problems of fund transaction. The second disbursement was conducted in August-September 2004, and the last disbursement in early March 2005.


### 4.4.3 Problems encountered during the implementation processes

During the pilot activity implementation processes, several problems have been identified as follows.

**(1) Issues on Account Operations:**

*It has taken time to actually open an account*
After the submission of documents necessary, it takes theoretically one month or less to open an account (either post or bank) and to receive a cheque book. However due to several reasons, it has actually taken much more time than that for many PITs and SMCs, which has delayed implementation of some activities of pilot activities.

1) Internal Reasons: Communication Breakdown at Central and Local Offices
One of the reasons is internal communication breakdown between central and local offices; it has actually taken months just to allocate account number and to deliver cheque books.

2) Regional Differences in Postal Regulations
Another major reason of the delay in opening an account is due to the regional differences in regulations in opening postal accounts. According to the central post office in Rabat[41], the same regulation is said to be applied in opening a postal account of an association body; once certain sets of forms/documents are submitted, an account should be open within a week. However there seems to be a slight difference in regulation from province to province; in one province there is no problem in opening an account, however in another province, there is a problem and an account can not be opened. Due to this problem, some PITs and SMCs have given up postal account and opened a bank account, in order not to delay pilot activities.

*Problem of Fund Remittance*
Although NPO remitted the program fund to each PIT and SMC, and that the remittance record was identified, the fund could not actually reach local offices; this is thought to be largely the problem of internal procedure of central and local offices.

This problem is more serious in summer; the second disbursement was scheduled in August and September 2004, which is vacation season in Morocco; in Morocco many employees take vacations during these months, and some of our transactional operations have actually been delayed due to their absence. It can be therefore said that disbursement should avoid this period of time to conduct appropriate funds remittance.

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[41] BEIP study team interviewed the central post office in November 2003.

*Limited Reserve at Local Post Office*
Although being good physical access for the pilot activity implementers (there is at least one post office in every rural area), it was said that post offices especially in rural areas have limited reserve in cash. It can therefore happen that the signers of postal account have to visit their post office several times to withdraw the funds remitted necessary to conduct certain activities, which might take several days or weeks. In practice, however, we have not found such problem. For the size of funds is still small enough to fit within the reserve of the post offices, and in many cases, cheque book is used for payment.

## (2) Contract Issues

*Some SMCs refused to sign the contract of BEIP pilot activity.*
There has been some difficulty in agreeing and exchanging contracts between BEIP and pilot activity implementation bodies (PITs and SMCs), due largely to the following reason:

The parties to the contract (pilot activity implementation bodies: PITs and SMCs) were reluctant to sign because of the name under which they exchange contract: 'Association PIT' and 'Association SMC' respectively.

As explained earlier, PITs and SMCs can not legally open their own account under their proper names, therefore MEN and BEIP have decided to let them open an account under the status of 'quasi-association', sticking to the importance of developing a model of 'bottom-up' approach. Therefore the PITs and SMCs actually opened their account under the name starting with 'association'; 'Association PIT' and 'Association SMC' respectively.

Correspondingly, they are expected to exchange the contract with BEIP under the name 'Association PIT' and 'Association SMC' in the contract, instead of 'PIT' and 'SMC' respectively.

The major issue is that under the names 'Association PIT' and 'Association SMC', instead of 'PIT' and 'SMC' respectively, activities conducted by the PITs and SMCs in implementing the BEIP pilot activities might not be regarded as part of school activities, but regarded as activities outside school activities. It suggests that if some accidents occurred during the activities, they would be the responsibility of pilot activity implementing bodies (members of either SMCs or PITs), and not of MEN; individual PIT and SMC members, under the status of 'quasi association', have to bear much risk when conducting BEIP pilot activities under the current law.

This situation would discourage incentives and ownership among the participants in implementing BEIP pilot activity. That is a major reason why they refused to sing the contract.

*Issuance of Convention by MEN*
As MEN and BEIP regard this situation as a serious issue, MEN has agreed to issue a 'Convention', which recognizes that all the activities to implement BEIP pilot activities by the pilot activity implementation bodies (PITs and SMCs) are included within BEIP activities, therefore within the framework of MEN, even if they are named 'Association PIT' or 'Association SMC'.

The convention has consequently contributed to minimizing the burden and risks of the individual members of pilot activity implementers, and to enhancing their incentives and ownership in participating in BEIP pilot activity implementation.

### 4.4.4 General Observations on Financial Operations

What follows summarizes some observations on financial management and operations during the BEIP pilot activity period.

**(1) Actual Financial Operations by SMCs and PITs**

Both SMCs and PITs have tried to make appropriate payment and to keep accounting books seriously; for example, when paying to individuals, they asked each individual to submit identification card. They copied it and asked each to sign on it, to ameliorate transparency of financial operations.

Payment by cheque might have also contributed to enhance transparency of book keeping instead of using cash; especially because they have to pay some commissions every time when withdrawing cash from either post office or bank branch.

Posting of account books at a public space, which was agreed by all the SMCs and PITs to be conducted as a strong tool to ameliorate transparency and accountability, was actually conducted by most of them. This must have contributed to increasing incentive among treasurers of both SMCs and PITs to keep books correctly and honestly.

**(2) Financial Report Preparation by SMCs and PITs**

Both SMCs and PITs in general have been involved in report preparation honestly and seriously. The delay in disbursement either from NPO or Commune (Commune Development Funds) was one of the causes of late submission of financial report. However, in general SMCs and PITs speeded up their activity schedule in order to prepare and submit their reports to NPO.

Another reason of late arrival of financial reports to NPO is unorganized coordination between PITs and AREFs due; AREFs seemed not to be ready to examine the reports submitted to them, and it was necessary for them to ask supports from PITs.

**(3) Commitment of AREF Team**

NPO (MEN and BEIP) has intended to involve AREF in the BEIP pilot activity framework as much as possible, considering that AREF will play a key and further important role in the future under the further decentralized education structure in Morocco. Consequently, the role of AREF Team was defined to be examiner of financial reports prepared by each PIT and SMC as external auditor. This incorporation of the auditing system into the BEIP pilot financial framework has contributed to serious financial operations by the SMCs and PITs, judging from their daily monetary operations and report preparation.

However, although each AREF has appointed personnel specifically for BEIP activity, who are supposed to work as external auditor, it has been difficult to mobilize AREF team effectively to work within BEIP pilot framework. It can be said that this is partly because of geographical location and shortage in communication with NPO, PITs and SMCs; AREF teams have been away from the actual places where pilot activities are taking place by PITs and SMCs. These reasons might have reduced the incentive and ownership among AREF team members towards participating in the pilot framework. Or it might have been because the operational structure within AREF was not mature enough to participate effectively in the activities.

Following box article is taken from a handout 'Tasks to be done', which was distributed in French to the participants at BEIP Financial Management Seminar (December 2004) to explain them how to open a postal account by each SMC.

## BOX article: Procedure to open a Postal Checking Account

**Opening a Postal Checking Account**

It is critical for the schools to have a postal checking account to receive the JICA fund and to manage fund systematically.

Each SMC is to open an account as an association (legal person) under the aegis of Ministère de l'Education Nationale (MEN); to be an association is a condition necessary for each SMC to open an account.

**(1) Identification of the Name of Your SMC (CGE)**

You (each SMC) are requested to have a name as a 'legal person', under the name of which you are identified as an association. This name is to be used as an account holder's name.

The Account holder's name (as well as name of the association) is to be **"CGE/ + name of the school"**. For example if your school name is UMANO, the name of the account as well as the name of your association is going to be **"CGE/UMANO"**.

The following explains the procedures to open a postal checking account.

**(2) Procedure to Open an Account**

There are 2 major steps:

    **Step 1**: To prepare all the forms/documents necessary (the detail is explained below)

    **Step 2**: To submit them to the post office near your school (which is most convenient for your school)

In about a month, you can open an account under the name explained above, and will receive a 'check book'.

Following are documents necessary to open an account:

**A document of 'Legal Status' of the association**

You are to prepare a document of 'Legal Status' of the association. Please use the attached form to prepare this document.

After you complete the document, please put **a revenue stamp of 20 DH**.

**Note**

It is necessary to have the signatures by both the president of the association and your Delegation (PIT) at the bottom of the form. Therefore please bring the form to PIT of your delegation after you complete this form, asking for the stamp and signature by the Delegation.

**Minute of Meeting (M/M)**

Each SMC should hold a meeting and discuss about the policy and actions to be done by this association. You are then to prepare a minute of meeting. The minute of meeting should include the following information:

    i) Date and time of the meeting

    ii) Venue of the meeting

    iii) Objective of the meeting

    iv) Names of the accredited persons

After you prepare this, please attach on it **a revenue stamp of 20 DH**.

**List of members**

Please prepare a list of all the members of SMC, following the form attached.

After you prepare this, please attach **a revenue stamp of 20 Dh** on it.

**Request to open a postal checking account in the name of the legal person**

Please fill in the light green form, which is distributed at the training.

Some helps to fill in the form

**1st page**
   - 'Raison sociale': Le nom de l'association
   - You do not have to fill in 'No. de la Patente', 'Forme juridique', 'No. du registre de commerce'.
   - 'Demande déposée par': the name of the president
 **2nd page**
   - 'Procurations': Write the names of up to 4 persons accréditées selected among the association.
 **3rd page**
   - Signature by the president of the association

**List of 'persons accréditées' (president, treasurer, etc.)**
There are 2 forms: the white one 'Ch. 25 CHEQUES POSTAUX' and the pink one 'CH25 BIS CHEQUES POSTAUX'. Please prepare both of the forms by filling the same information.
Regarding the appointment of the persons accréditées, please read the column below.

**Postal Money Order (Mandat de Versement)**
You are to fill in the orange form 'Mandat de versement'. This is to pay a commission of **25 DH** for opening a postal checking account.

Some helps to fill in the form;
   'Somme en lettre': Vingt-cinq dirham
   'C/C Postal no.': 94 – 00
   M.: Chef de cheque postaux Rabat
   'Destinataire': Chef de cheque postaux Rabat
   'Expediteur': Nom de l'association

**Please note that JICA cannot fund this 25 DH.**

**A letter of Authorization by Ministry**
After filling in the necessary information, ask the delegation to put a stamp and signature on it.

**Important remarks**
Each SMC has to open one account by <u>**March 31, 2004.**</u> As it takes about 1 month to open the account, please prepare all the forms necessary considering the time it takes.
Please inform the account information to your research assistant, as soon as you open the account.
At some post offices in rural areas, even if the money is remitted to your account, you can only withdraw small amount such as 1,000 DH a day, because of the shortage of reserve of the office. Please be aware of this situation. It is therefore an option to open an account in a relatively big town, where there are more reserves.

<u>**Regarding the 'Persons Accréditées'**</u>
'Persons accréditées' are the persons who can withdraw money from the account and/or who can pay by check for some purchase with their signatures. Without their signatures no money can be withdrawn and any purchases cannot be conducted.
You are requested to appoint at least 2 persons and up to 4 persons (including the president and the treasurer of the association) as the 'persons accréditées'. It can be said that the more persons accréditées there are, the easier it is to avoid misconducts such as illegal or criminal actions.
Therefore BEIP study team strongly recommends that each SMC (association) appoints as many 'persons accréditées' as possible (up to 4 persons) to ascertain the transparency and accountability of financial management of pilot implementation.
Please appoint the appropriate number of the people considering both the smooth operation of payment/withdrawing operation and the maintenance of transparency and accountability of financial management.

# Chapter 5  IMPACT STUDY

## 5.1 Objectives and Framework of Impact Study

### 5.1.1 Objectives

The JICA BEIP program addressed two different areas in the Education Sector:

1)  Institutional Capacity Building in planning and in implementing pilot projects at the provincial and school levels and
2)  School Improvement for Quality Learning.

The Institutional Capacity Building aspect was targeted to be strengthened through all the program activities, including the pilot project activities.  The School Improvement for Quality Learning aspect was intended to operate mainly through pilot project implementation at the school and at interschool levels.

The main objectives of the Impact Study were to observe the changes made through the Program, to analyze the impact of the Program both at the institutional level and at the classroom level, and to obtain the lessons and recommendations for the Program.  The study set out to collect a set of quantitative and qualitative data on Primary Education, before, during and after the pilot project implementation.  The BEIP pilot projects were carried out for one year starting from July 2004 (to June 2005) and the Impact Study was implemented at different stages in the pilot project implementation.

### 5.1.2 Framework of Impact Study

The Study consists of three surveys: the Baseline Survey (Pre-Pilot Survey), Mid-term Survey and Post Pilot Survey as shown in Figure 5-1.  Since the pilot project period is one year, a full scale survey of quantitative and qualitative data collection is carried out only in the Baseline Survey and Post Pilot Survey.  The Mid-term Survey concerns itself only with qualitative data and will be on a smaller scale.
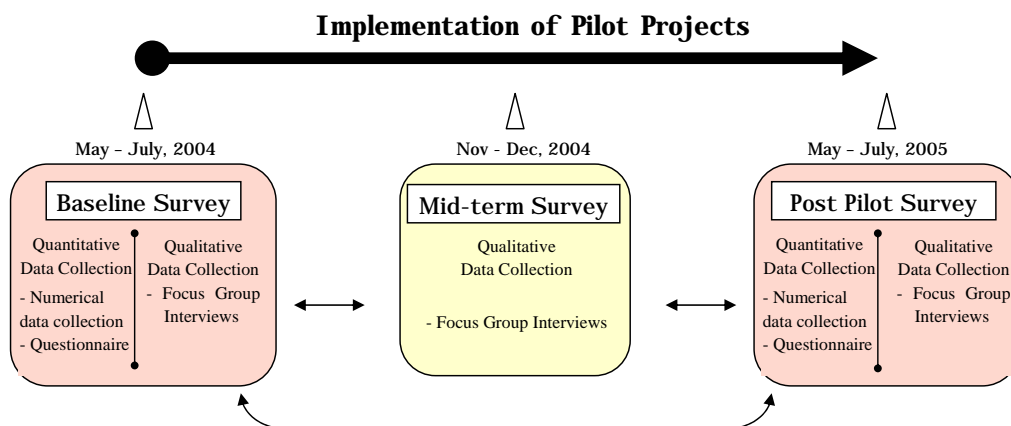


**Figure 5-1: Framework of Impact Study**

The Baseline Survey was conducted in the period May to July 2004.   The Mid-term Survey was conducted from November to December 2004, when the Pilot Projects were at their half

way stage. Finally, the Post Pilot Evaluation Survey was conducted in April 2005, to map the impacts of the Program and the Pilot Projects qualitatively and quantitatively.

### 5.1.3 Methodology of the Impact Study

The study assesses in what way and to what extent there have been changes during the program (together with their possible causal factors), through a comparative analysis of the three surveys to be conducted at different stages of the program. The Study adopts a 'with-without' analysis, by setting a control group in non-pilot communes, as well as a periodical analysis. To construct the conceptual framework for the surveys, firstly the model and indicators are developed, based on the objectives and inputs of the Program and the pilot projects. Then, the most appropriate instruments for each indicator are chosen.

The survey instruments used in the study are: (1) numerical data collection, including results from the Ministry's achievement tests, and questionnaire surveys (quantitative data collection) and (2) Focus Group Interviews (qualitative data collection). The collected data are analyzed in narrative as well as statistical analysis.

### (1) Model and Organization of Evaluation Indicators

In order to measure the Impact of the Program, a Model for the Program was constructed. The model illustrates the complex relationships in the education system and the anticipated phenomena related to the objectives and inputs of the Program and the Pilot Projects, as shown in Figure 5-2. Although a general education system is extremely complex and can look at a wide range of social factors, the Model here is limited and considers only related factors in connection with the Institutional Capacity Building and the Pilot Project Activities. This makes the model as simple as the one in Figure 5-2 to make the surveys feasible.

The activities of the pilot projects mainly fall into three categories: (1) teaching-learning process, (2) education awareness, and (3) improving school/classroom environment. The Model is developed based on these activities and is used to develop the conceptual framework for the surveys. The Process in the Model adopted categories used for the Pilot Project Activities in order to be able to follow more clearly the qualitative interaction derived from the program and the pilot projects.

Based on the Model in Figure 5-2, the indicators are divided into a further four categories to clarify the course of the interventions and the reactions in the Provincial Delegations and schools. These four categories are:

- **Input** Indicators: key resources that are used by the education system to deliver education. eg. people, facilities, equipment, instructional materials, and revenue
- **Process** Indicators: qualitative interactions that explain how inputs are used to deliver education. eg. teaching-learning process, use of teaching aids, principal-teacher relationship etc.
- **Output** Indicators: the intended use and results of the financial resources that are provided by JICA. eg. textbooks purchased, teachers trained, etc.
- **Outcome** Indicators: changes/effects that are derived from the mix of inputs and processes. eg. increase in girl enrolment rate, lower absence rate, etc.

The indicators in each category are distilled, considering the nature of the pilot projects and the objectives of the target groups. This train of thought is developed into the Indicator Chart in Table 5-1. These indicators are planned to be utilized throughout the Impact Study.

Then, the most suitable instruments for each indicator are chosen to achieve measurable change.

## Input

**Government/ Educational Organization**
- Human Resource
- Facilities
- Equipment and Furniture
- Materials

**Community**
- Human resource
- Material and Finance

**JICA/Donors**
- Training on Planning, Implementation, Finance and M&E
- Finance
- Human Resource

## Process

**Improving Teaching-learning Process**
- Teaching skills
- Teaching – learning interaction

**Raising Education Awareness**
- Personnel interaction
- Organizational interaction

**Improving School / Classroom Environment**
- Usage of facilities / equipment etc.
- Maintenance of facilities /equipment

**Organizational Capacity Building**
- School management
- Communication
- Management of Provincial Delegation

## Output

**Teaching-learning Process Improved**
- Purchase of instructional material
- Teachers' training
- Development of teacher training system

**Education Awareness Raised**
- School approach to parents
- Parents approach to school

**School / Classroom Environment Improved**
- Construction/ renovation of facilities
- Procurement/ installation of school furniture/ Equipment

**Organizational Capacity Built**
- Training on school management of Head Teachers
- Creation of organization
- Production of materials

## Outcome

**Pupils' performance increased**
- Achievement
- Absence
- Dropout
- Repetition
- Enrolment
- Attitude/behavior change

**Professional Personnel's performance changed**
- knowledge
- Attitude
- Behavior

**Parents/ Community Participation increased**
- Knowledge
- Attitude
- Behavior

**Organization changed**
- System
- Operation

**Figure 5-2: Model of the Program and Pilot Project**

159

# Table 5-1: Indicator Chart

| Inputs | Processes | Outputs | Outcomes |
|---|---|---|---|
| **School:**<br>**Human resource**<br>1. Pupil<br>2. Teacher<br>3. Head teacher<br>4. Teachers hired by Commune<br>**Facilities:**<br>5. Classrooms<br>6. Libraries<br>7. Teacher houses<br>8. Latrines<br>9. Safe water supply<br>**Equipment and furniture:**<br>10. Solar panel/electricity<br>11. Duplicating machines<br>12. Typewriters/Computer<br>13. Desks/chairs<br>14. Teacher desks/tables/chairs<br>**Materials:**<br>15. Textbooks<br>16. Teacher guides<br>17. Science supplies<br>18. Curriculum outline/plan<br>19. Curriculum syllabus<br>20. School Plan<br><br>**Educational organization:**<br>**Human resources**<br>21. Provincial Delegation Personnel<br>22. Communal Education Committee<br>**Materials and Finance**<br>23. Provincial Plan<br>24. Financial support<br><br>**Community:**<br>**Human Resource**<br>25. Volunteers<br>**Materials and Finance**<br>26. Local in-kind donation | **Improving teaching-learning process:**<br>**Teaching skill**<br>27. Use of instructional materials<br>28. Use of continuous assessment<br>29. Use of lesson plan<br><br>**Teaching-learning interaction**<br>30. Teacher-teacher interaction<br>31. Teacher-pupil interaction<br>32. Pupil-pupil interaction<br><br>**Raising Education Awareness:**<br>**Personal interaction**<br>33. Teacher-parent interaction<br>34. Parents' support<br>35. Parent-parent interaction<br>**Organizational interaction**<br>36. School-SMC interaction<br>37. Commune's support<br><br>**Improving School/classroom environment:**<br>**Usage of facilities**<br>38. Usage of facilities<br>**Maintenance of facilities**<br>39. Maintenance of facilities<br><br>**Organizational Capacity Building:**<br>**School management**<br>40. School Plan Usage<br>41. Transparency of finances<br>**Communication**<br>42. Communication links: commune-Province<br>43. Communication links: school-Province<br>**Delegation management**<br>44. Provincial Plan Usage<br>45. Transparency of finances | **Teaching-learning process improved:**<br>**Instructional Materials**<br>46. Textbooks<br>47. Teacher guides<br>48. Material from training<br>**Training**<br>49. Teachers<br>**Training system**<br>50. Training team<br><br>**Education Awareness Raised:**<br>**School approach to parents**<br>51. House to house visit by teachers and SMC<br>52. Awareness campaign<br>53. Pupils' visit to nearby communities<br>54. Pupils' newspaper<br>55. Income generation activity<br>**Parents approach to school**<br>56. Parent-teacher meeting<br>57. Program for learning at home<br>58. Involving Commune in School Curriculum<br>59. Utilization of school resources by community<br><br>**School/classroom environment improved:**<br>**Construction/renovation of facilities**<br>60. Classrooms<br>61. Teacher houses<br>62. Libraries<br>63. Latrines<br>64. Safe water supply<br>97. Multimedia/multi purpose<br>98. Sports facilities<br>99. Canteen 100. Fence<br>101. Teachers room<br><br>**Procurement of school furniture /Equipment**<br>65. Solar panel/electricity<br>66. Duplicating machines<br>67. Typewriters<br>68. Computers<br>69. Filing cabinets<br>70. Desks purchased<br>71. Desks repaired<br>72. Tables/chairs<br><br>**Organizational Capacity Built:**<br>**Training on Management**<br>73. SMC members<br>74. Head Master<br>75. Provincial Delegation Personnel<br>**Organization**<br>76. SMC<br>77. CEC<br>**Materials**<br>78. Plans | **Pupils' performance increased:**<br>79. Achievement<br>80. Absence<br>81. Dropout<br>82. Repetition<br>*83.* Enrollment<br>84. Attitude/behavior change<br><br>**Professional personnel performance:**<br>**Knowledge**<br>85. Subject Knowledge<br>86. Pedagogical knowledge<br>**Attitude**<br>87. Motivation<br>88. Satisfaction<br>**Behavior**<br>89. Preparation for the class<br>90. Personal interactions<br><br>**Parents/Community Participation:**<br>**Knowledge**<br>91. Knowledge on school<br>**Attitude**<br>92. Motivation<br>93. Satisfaction<br>**Behavior**<br>94. Parents' Support to Education<br><br>**Organizational performance:**<br>**System**<br>95. Decision-making<br>**Operation**<br>96. Efficiency |

Note: 97 to 101 were added according to the activities carried out.

**(2)    Quantitative Data Collection**

**Basic Data Collection**
Basic data on education in the target area, including the exam results, were collected from relevant delegations and headmasters to understand the general situation of schools.   The data on school units were generally not collected by delegations and were only available through the efforts of the headmasters.   Data were collected in connection with Educational Statistics and School Infrastructure/Facilities.

**Self Evaluation Questionnaire**
Self-Evaluation Questionnaire Surveys (SES) were conducted in order to collect the data on qualitative change at two different points of time: Baseline and Post-pilot survey.   This survey targets head masters, teachers, and pupils.   The advantages of this instrument in general are that the qualitative changes effected by the intervention will be processed into the scaled data, which may provide information to understand the changes more easily, and that a larger number of beneficiaries' impressions and opinions is collected and reflected in the analysis.   On the other hand, survey data cannot describe situation-specific conditions of each case.   The survey results should be supplement with the descriptive information obtained through the FGI and monitoring reports.

**(3)    Qualitative Data Collection**

**Focus Group Interviews**
As an element of the Impact Study, the study team has incorporated Focus Group Interviews (FGI).   This approach and supporting instruments are aimed at evaluating changes in (1) the quality of education as well as (2) organizational capacity among the different targets.

A purpose of FGI is to capture the dynamics and the process of social changes, such as changes of attitude towards education among target stakeholders and how and to what extent this has been improved or worsened.   The changes in education-related indicators alone are not sufficient to assess the quality of changes.

The principal topics for questions were set for four different groups of interviewees: 1) Provincial Delegation personnel and 2) teachers, 3) Male Parents and Community and 4) Female Parents and Community as follows:

    1) Provincial Delegation personnel
        - Bottom-up Planning
        - Implementation of Inter-school Activities
        - Monitoring and Evaluation
    2) Teachers
        - Pupils' Behavioral Change
        - Communication and Awareness in School
        - Transparency/Financial Management
    3) Male Parents and Community
        - Pupils' Behavioral Change
        - Communication and Awareness in School
        - Transparency/Financial Management
    4) Female Parents and Community
        - Women's Participation in the Project's Activities
        - Men's Behavioral Change

-     Pupils' Behavioral Change
-     Communication and Awareness in School

## (4)   Sampling

The quantitative data collection targets the pilot schools and the non-pilot schools as a control group for comparison.   The control group was chosen by the Delegations, in accordance with the criteria below.

1. Similar socio-economic conditions to the target communes,
2. Avoidance of communes, which benefit from MEDA projects,
3. Access (1): communes neighboring to the pilot project communes,
4. Access (2): easy to access physically, and
5. Communes that have 2 school sectors.

Sampling for the Questionnaire surveys was decided systematically.   The Headmasters and teachers from all of the targeted schools were included.   All the pupils from the 5th and 6th grades were included considering their ability to respond to the questionnaire.

The following table shows a summary of the Survey with the instruments, together with the approximate sample size planned for the Surveys.

## Table 5-2: Summary of the Surveys

| Type of data | Instruments | Targets | Sampling and Sample Size (both experimental and control group) |
|---|---|---|---|
| Quantitative Data | Numerical Data collection | - Headmasters<br>- Delegations | All the school sectors and units of PSS and CG |
| | Questionnaire (self-evaluation) | - Head Masters | All the Head Masters:<br>-     all the pilot school sectors<br>-     all the non-pilot school sectors of the selected control communes |
| | | - Pupils | All the pupils of 5$^{th}$ & 6$^{th}$ Grade<br>-     3000 pupils of PSS<br>-     1000 pupils of CG |
| | | - Teachers | All the teachers<br>-     530 teachers of PSS<br>-     170 teachers of CG |
| | Achievement Testing | - Pupils | All the pupils of 6$^{th}$ grade in the relevant provinces |
| Qualitative Data | Focus Group Interview (Case Study) | - D.P. members | - All the PDs of the Pilot Provinces |
| | | - Teachers<br>-   Male   Parents   and Community<br>-   Female   Parents   and Community | - Take 2 school sectors chosen by delegations from PSS in each Pilot Province: total 8 school sectors<br>- 8 people were invited to attend FGI in each target group. |

## 5.2    Results of Data Analysis

### 5.2.1 Educational Data

### (1) Educational Attainment and Enrollment

Regarding school enrolment rates and educational attainment, official education statistic data has limitations and are not suitable for consistent analytical use.   Among these, the most serious constraint is the unreliability of sub-national breakdown of population data that is estimated based upon demographic structure in 1994.   The second best way is to look at available data set at the national level with cross-sectional profiles of urban-rural breakdown as shown in the following figures.   The characteristics of BEIP target areas are presumably close to the ones of rural average.
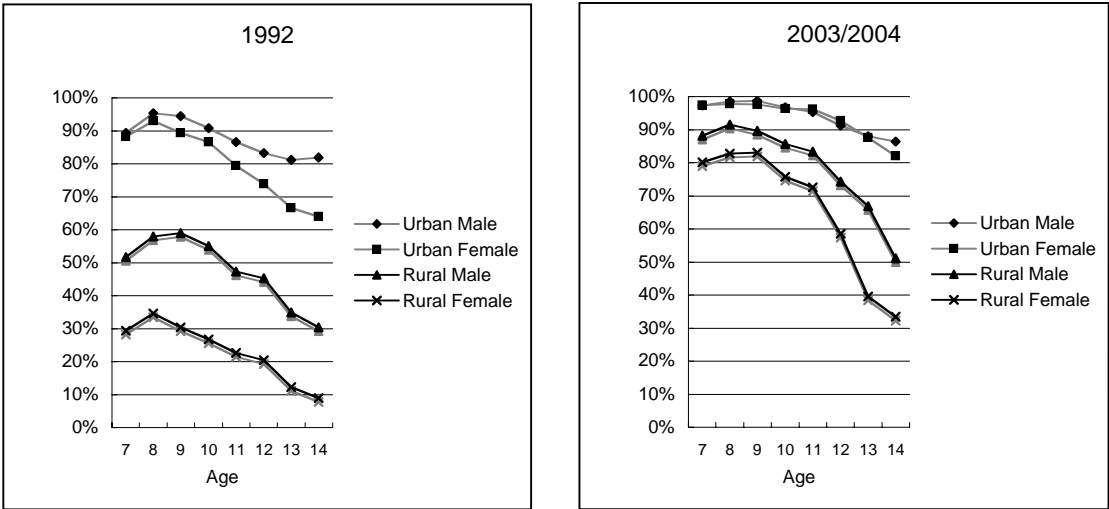


**Figure 5-3: Current Enrollment for Ages 7-14 in Morocco in 1992 and 2003/2004**
Source: Educational Attainment and Enrollment Database estimated by Development Research Group in World Bank using Demographic and Health Survey (DHS) in 1993 and in 2003/2004.
Note: These figures show the proportion of children of each age who are currently enrolled in school (the numbers are derived not from official records but from answers to a question such as: 'is this child still in school?').
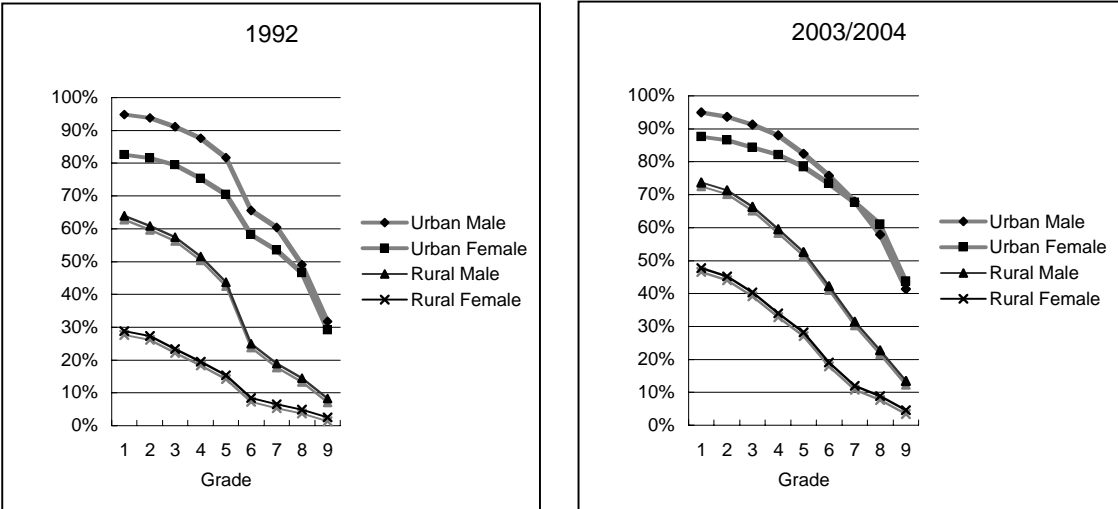


**Figure 5-4: Educational Attainment for Ages 15-19 in Morocco in 1992 and 2003/2004**
Source: Ibid

It is clear that access to primary schools in rural area, especially at the entry point of school, had been remarkably improved during the last 10 years.  Enrolment ratio of 7-year old children in rural area was only 50% for boys and 30% for girls in 1992.  Ten years later, it jumped up to the levels of 90% for boys and 80% for girls.  One of the major promoting factors for this improved access is opening of many satellite schools in rural areas.

At the same time, however, there are many children who cannot complete primary education. Only 56 % of the children (currently aged 15 to 19) have completed grade 6, 34 points lower than the national target level of 90%.   This is primarily attributable to persistently high levels of dropouts and repetitions in rural primary schools.   In rural area, only 30% of the children have completed grade 6 in contrast to 75% of them in urban area in 2003/2004.

Rural poverty is the largest factor for this.  At the same time, very rapid increase of the satellite schools outpaced the establishment of supporting system for them.  A basic education system itself is ineffective in rural areas for many reasons, such as insufficient basic infrastructure, weak relationships between schools and local communities, and inadequate capacity in school management at provincial and school levels.

## (2) Dropout Rate

For dropout rates, a complete set of data for BEIP pilot schools and the control group schools is available as shown below.

**Table 5-3: Dropout Rates in Surveyed Schools of Impact Study (%)**

| | | Dropout Rate 2003/2004 | | | Dropout Rate 2004/2005 | | | Change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| Type | Category | Total | Boy | Girl | Total | Boy | Girl | Total | Boy | Girl |
| Autonomous school | Control | 0.78 | 0.76 | 0.79 | 0.57 | 0.56 | 0.58 | -0.21 | -0.21 | -0.21 |
| | Pilot (with BEIP) | 2.28 | 1.94 | 2.63 | 1.04 | 0.62 | 1.49 | -1.24 | -1.32 | -1.15 |
| Mother school | Control | 3.22 | 2.12 | 4.60 | 4.80 | 3.06 | 7.08 | 1.58 | 0.95 | 2.48 |
| | Pilot (with BEIP) | 4.04 | 3.22 | 5.07 | 2.58 | 2.31 | 2.92 | -1.46 | -0.91 | -2.15 |
| Satellite school | Control | 5.51 | 5.37 | 5.73 | 3.67 | 3.26 | 4.26 | -1.84 | -2.11 | -1.47 |
| | Pilot (with BEIP) | 6.14 | 4.53 | 8.40 | 3.23 | 2.35 | 4.51 | -2.91 | -2.18 | -3.89 |

There are some general patterns in these dropout rates including the followings.

- Satellite schools have higher Dropout Rates than either Mother schools or Autonomous schools that are mostly located in larger village or town centers
- Dropout rates of girls are higher than the ones of boys.
- Pilot schools, with BEIP experiences, recorded larger margins of reduction of dropout rates for all types of schools in comparison with control group that had no BEIP experiences.
- Margins of reduction of dropout rates were largest in cases of satellite schools, most notably for girls.

Reduction of dropouts in rural areas, especially for girls, is always identified as one of the top priority issues to improve quality of education.   BEIP is proved to be effective for this.

Dropout data by province are as shown in the table below.
There are some general patterns in these dropout rates including the followings.

- The remote area has higher Dropout Rates than the urban area.

- Among the control and pilot groups of schools, all types of schools in Errachidia and satellite schools in Khenifra show quite high dropout rates for girls.
- In cases of Boulmane and Sefrou, the average levels of dropouts in rural areas in the provinces are higher than the ones for control groups and pilot groups. The situation of surveyed schools is better than the average of the rural schools.
- In cases of Errachidia, the average levels of dropouts in rural areas in the provinces are much lower than the ones for control groups and pilot groups. The situation of surveyed schools is worse than the average of the rural schools in the province.
- In cases of Khenifra, there are mixed pictures. The levels of dropouts in Autonomous and Mother schools of control groups and pilot groups are much lower that the average levels of dropouts in rural areas in the provinces. Satellite schools, on the other hand, have the dropout rates as high as the average of rural areas. The gaps between Mother schools and Satellite schools are larger than the other provinces.

As a comparison between 2003/2004 and 2004/2005, in general, the dropout rates decreased. The data shows that, in Errachidia and Khenifra, the rates dropped significantly more in the pilot communes than in non-BEIP control communes, especially the ones for girls in Satellite schools.

In cases of the pilot schools in Boulmane and Sefrou, the changes are not clear. In these provinces, the dropout rates in the pilot communes were already lower than the average levels of rural areas in the respective provinces. It means that the margins for improvement had already been limited for them.

## Table 5-4: Dropout Rates of Primary Schools by Province (%)

| | | 2003/2004 | | | 2004/2005 | | | Change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Total | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls |
| Boulmane | Total | 5.1 | 3.8 | 6.8 | 5.1 | 3.9 | 6.8 | 0.0 | 0.1 | 0.0 |
| | Urban | 1.3 | 1.2 | 1.4 | 1.3 | 1.2 | 1.4 | 0.0 | 0.0 | 0.0 |
| | Rural | 6.7 | 4.8 | 9.3 | 6.7 | 4.8 | 9.3 | 0.0 | 0.0 | 0.0 |
| | Control Group | 1.6 | 0.0 | 3.4 | 2.5 | 2.3 | 2.8 | 0.9 | 2.3 | -0.7 |
| | Mother school | 0.7 | 0.0 | 1.7 | 0.7 | 1.2 | 0.0 | 0.0 | 1.2 | -1.7 |
| | Satellite school | 2.0 | 0.0 | 4.0 | 3.3 | 2.8 | 3.8 | 1.2 | 2.8 | -0.2 |
| | Average of Pilot Group | 2.8 | 2.0 | 3.7 | 3.9 | 2.7 | 5.4 | 1.1 | 0.6 | 1.7 |
| | Mother school | 2.2 | 1.5 | 3.2 | 3.7 | 3.2 | 4.3 | 1.5 | 1.7 | 1.2 |
| | Satellite school | 3.4 | 2.7 | 4.3 | 4.1 | 2.1 | 6.5 | 0.7 | -0.6 | 2.3 |
| Errachidia | Total | 2.0 | 2.0 | 3.0 | 1.2 | 1.1 | 1.4 | -0.8 | -0.9 | -1.6 |
| | Urban | 0.6 | 1.0 | 0.2 | 0.4 | 0.4 | 0.3 | -0.2 | -0.6 | 0.1 |
| | Rural | 3.4 | 3.0 | 4.0 | 1.6 | 1.3 | 1.8 | -1.8 | -1.7 | -2.2 |
| | Control Group | 8.4 | 6.8 | 11.9 | 7.9 | 5.7 | 12.2 | -0.6 | -1.1 | 0.3 |
| | Mother school | 9.1 | 5.2 | 16.1 | 8.4 | 4.9 | 14.9 | -0.7 | -0.3 | -1.2 |
| | Satellite school | 7.9 | 7.9 | 7.9 | 7.4 | 6.2 | 10.0 | -0.5 | -1.6 | 2.1 |
| | Average of Pilot Group | 10.0 | 7.4 | 15.3 | 2.7 | 2.5 | 3.1 | -7.3 | -4.9 | -12.1 |
| | Mother school | 9.9 | 8.4 | 12.7 | 4.4 | 4.2 | 4.9 | -5.4 | -4.2 | -7.9 |
| | Satellite school | 10.1 | 6.4 | 17.6 | 1.2 | 1.1 | 1.6 | -8.8 | -5.3 | -16.1 |
| Khenifra | Total | 3.7 | 3.3 | 4.3 | 3.2 | - | - | -0.5 | - | - |
| | Urban | 0.8 | 0.9 | 0.8 | - | - | - | - | - | - |
| | Rural | 7.9 | 6.4 | 10.0 | - | - | - | - | - | - |
| | Control Group | 3.1 | 3.1 | 3.1 | 2.3 | 1.6 | 3.1 | -0.8 | -1.5 | 0.0 |
| | Autonomous school | 0.8 | 0.8 | 0.8 | 0.6 | 0.6 | 0.6 | -0.2 | -0.2 | -0.2 |
| | Mother school | 0.7 | 0.6 | 0.7 | 5.1 | 2.1 | 8.7 | 4.5 | 1.4 | 8.0 |
| | Satellite school | 7.7 | 7.3 | 8.4 | 3.2 | 2.7 | 3.8 | -4.6 | -4.6 | -4.6 |
| | Average of Pilot Group | 5.4 | 4.2 | 6.8 | 2.0 | 1.4 | 2.8 | -3.4 | -2.8 | -4.0 |
| | Autonomous school | 2.3 | 1.9 | 2.6 | 1.0 | 0.6 | 1.5 | -1.2 | -1.3 | -1.1 |
| | Mother school | 4.9 | 3.5 | 6.4 | 2.6 | 1.9 | 3.6 | -2.2 | -1.7 | -2.8 |
| | Satellite school | 8.4 | 6.4 | 11.3 | 2.3 | 1.6 | 3.2 | -6.2 | -4.8 | -8.0 |
| Sefrou | Total | 3.0 | 2.0 | 3.0 | 2.0 | - | - | -1.0 | - | - |
| | Urban | 1.0 | 1.0 | 1.0 | - | - | - | - | - | - |
| | Rural | 5.0 | 4.0 | 6.0 | - | - | - | - | - | - |
| | Control Group | 1.7 | 2.3 | 1.0 | 0.5 | 0.6 | 0.4 | -1.2 | -1.7 | -0.7 |
| | Mother school | 0.0 | 0.0 | 0.0 | 1.3 | 1.9 | 0.8 | 1.3 | 1.9 | 0.8 |
| | Satellite school | 2.8 | 3.4 | 1.9 | 0.0 | 0.0 | 0.0 | -2.8 | -3.4 | -1.9 |
| | Average of Pilot Group | 3.0 | 2.0 | 4.1 | 2.5 | 2.4 | 2.6 | -0.5 | 0.3 | -1.5 |
| | Mother school | 2.0 | 1.1 | 3.0 | 0.8 | 0.8 | 0.9 | -1.2 | -0.3 | -2.2 |
| | Satellite school | 4.1 | 3.1 | 5.5 | 4.5 | 4.1 | 5.0 | 0.3 | 1.0 | -0.5 |

Source: For provincial "Total", "Urban", and "Rural", official data of respective Delegations of Boulmane, Errachidia, Khenifra and, Sefrou. For "Control Group" and "Pilot Group", data of Baseline Survey (May 2004) and Impact Survey (April 2005) of BEIP,

## (3) Exam Result and Final Result

There are two different stages of final academic evaluation for 6th grade pupils at the end of school year. The first stage is the final exam. Pupils are evaluated by the scores they get in the exam. The second stage is "the final results" on the basis of the total evaluation together with continuous evaluation other than the scores of the final exam. At the final results stage, many pupils who once failed to pass the exam are re-evaluated and approved to finish primary education. Those who failed at the "final result" are the one who cannot graduate elementary school. The number and proportion of pupils who failed the final exam and final result are summarized in the tables below.

Since the exam is standardized only in the level of province, the results cannot be compared across the provinces. The patterns of exam results vary a lot in different provinces. Even within a same province the results fluctuate very much in different years. For example, in Errachidia, this year the proportion of the people who failed the final exam was more than 5

166

times as large as the previous year's result.   It is said that this year's exam was difficult and affected the result.

As shown in the following tables, the pilot group did not improve its academic performance regarding either the exam result or the final result, except Boulmane.   The pilot schools did not do any better than the control (non-BEIP) schools either.   There is no measurable positive impact of BEIP in terms of the final results.

The dropout rates, as shown in the previous section, have been reduced more in the pilot group compared to the rest of the Province.   This implies that there are more pupils who did not have a good academic performance, but at least did not give up to come to school.   At the national level, dropout rates are in a decreasing trend as well.   In rural Morocco, basic education is still largely in the stage of improving access, such as increasing enrollment and reducing dropouts.

**Table 5-5: Number and Proportion of Pupils who Failed the Final Exam (2004 and 2005)**

| Exam Result | | 2004 | | | 2005 | | | Change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Total | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls |
| Boulmane | Total | 1,687 | 1,043 | 644 | 1,592 | 1,030 | 562 | -95 | -13 | -82 |
| | (%) | 51.9% | 32.1% | 19.8% | 57.6% | 37.3% | 20.3% | 5.7% | 5.2% | 0.5% |
| | Control (non-BEIP) | 32 | 17 | 15 | 14 | 11 | 3 | -18 | -6 | -12 |
| | (%) | 41.0% | 21.8% | 19.2% | 50.0% | 39.3% | 10.7% | 9.0% | 17.5% | -8.5% |
| | BEIP Pilot | 182 | 108 | 74 | 174 | 109 | 65 | -8 | 1 | -9 |
| | (%) | 51.3% | 30.4% | 20.8% | 52.4% | 32.8% | 19.6% | 1.1% | 2.4% | -1.2% |
| Errachidia | Total | 1,777 | 1,096 | 681 | 10,805 | 6,066 | 4,739 | 9,028 | 4,970 | 4,058 |
| | (%) | 13.1% | 8.1% | 5.0% | 77.6% | 43.6% | 34.0% | 64.5% | 35.5% | 29.0% |
| | Control (non-BEIP) | 8 | 6 | 2 | 68 | 55 | 13 | 60 | 49 | 11 |
| | (%) | 12.7% | 9.5% | 3.2% | 100.0% | 80.9% | 19.1% | 87.3% | 71.4% | 15.9% |
| | BEIP Pilot | 25 | 20 | 5 | 151 | 118 | 33 | 126 | 98 | 28 |
| | (%) | 17.0% | 13.6% | 3.4% | 84.8% | 66.3% | 18.5% | 67.8% | 52.7% | 15.1% |
| Khenifra | Total | 455 | 309 | 146 | 3,014 | 1,887 | 1,127 | 2,559 | 1,578 | 981 |
| | (%) | 5.0% | 3.4% | 1.6% | 33.0% | 20.7% | 12.3% | 28.0% | 17.3% | 10.7% |
| | Control (non-BEIP) | 16 | 11 | 5 | 85 | 47 | 38 | 69 | 36 | 33 |
| | (%) | 6.6% | 4.5% | 2.1% | 36.0% | 19.9% | 16.1% | 29.4% | 15.4% | 14.0% |
| | BEIP Pilot | 20 | 18 | 2 | 244 | 145 | 99 | 224 | 127 | 97 |
| | (%) | 5.4% | 4.9% | 0.5% | 55.7% | 33.1% | 22.6% | 50.3% | 28.2% | 22.1% |
| Sefrou | Total | 2,022 | 1,286 | 736 | 2,623 | 1,710 | 913 | 601 | 424 | 177 |
| | (%) | 40.5% | 25.8% | 14.7% | 52.4% | 34.1% | 18.2% | 11.9% | 8.3% | 3.5% |
| | Control (non-BEIP) | 40 | 27 | 13 | 9 | 7 | 2 | -31 | -20 | -11 |
| | (%) | 41.2% | 27.8% | 13.4% | 9.3% | 7.2% | 2.1% | -31.9% | -20.6% | -11.3% |
| | BEIP Pilot | 210 | 128 | 82 | 305 | 196 | 109 | 95 | 68 | 27 |
| | (%) | 43.5% | 26.5% | 17.0% | 60.2% | 38.7% | 21.5% | 16.7% | 12.2% | 4.5% |

Note: (%) is based on a denominator comprising the total number of pupils.
Source: Delegations of Sefrou, Errachidia, Khenifra and Boulmane

**Table 5-6: Number and Proportion of Pupils who Failed the Final Result (2004 and 2005)**

| Final Result | | 2003/2004 | | | 2004/2005 | | | Change | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Total | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls |
| Boulmane | Total | 842 | 548 | 294 | 945 | 603 | 342 | 103 | 55 | 48 |
| | (%) | 25.9% | 16.9% | 9.0% | 34.2% | 21.8% | 12.4% | 8.3% | 4.9% | 3.4% |
| | Control (non-BEIP) | 16 | 8 | 8 | 6 | 4 | 2 | -10 | -4 | -6 |
| | (%) | 20.5% | 10.3% | 10.3% | 21.4% | 14.3% | 7.1% | 0.9% | 4.0% | -3.2% |
| | BEIP Pilot | 83 | 49 | 34 | 78 | 46 | 32 | -5 | -3 | -2 |
| | (%) | 23.4% | 13.8% | 9.6% | 23.5% | 13.9% | 9.6% | 0.1% | 0.1% | 0.0% |
| Errachidia | Total | 5,996 | 3,601 | 2,395 | 6,111 | 3,486 | 2,625 | 115 | -115 | 230 |
| | (%) | 44.2% | 26.5% | 17.6% | 43.9% | 25.0% | 18.8% | -0.3% | -1.5% | 1.2% |
| | Control (non-BEIP) | 29 | 25 | 4 | 37 | 29 | 8 | 8 | 4 | 4 |
| | (%) | 46.0% | 39.7% | 6.3% | 54.4% | 42.6% | 11.8% | 8.4% | 2.9% | 5.5% |
| | BEIP Pilot | 72 | 54 | 18 | 95 | 73 | 22 | 23 | 19 | 4 |
| | (%) | 49.0% | 36.7% | 12.2% | 53.4% | 41.0% | 12.4% | 4.4% | 4.3% | 0.2% |
| Khenifra | Total | 1,012 | 688 | 324 | 1,197 | 801 | 396 | 185 | 113 | 72 |
| | (%) | 11.1% | 7.5% | 3.6% | 13.1% | 8.8% | 4.3% | 2.0% | 1.3% | 0.7% |
| | Control (non-BEIP) | 45 | 28 | 17 | 43 | 29 | 14 | -2 | 1 | -3 |
| | (%) | 18.5% | 11.5% | 7.0% | 18.2% | 12.3% | 5.9% | -0.3% | 0.8% | -1.1% |
| | BEIP Pilot | 69 | 54 | 15 | 122 | 72 | 50 | 53 | 18 | 35 |
| | (%) | 18.7% | 14.6% | 4.1% | 27.9% | 16.4% | 11.4% | 9.2% | 1.8% | 7.3% |
| Sefrou | Total | 724 | 515 | 209 | 966 | 682 | 284 | 242 | 167 | 75 |
| | (%) | 14.5% | 10.3% | 4.2% | 19.3% | 13.6% | 5.7% | 4.8% | 3.3% | 1.5% |
| | Control (non-BEIP) | 18 | 13 | 5 | 9 | 7 | 2 | -9 | -6 | -3 |
| | (%) | 18.6% | 13.4% | 5.2% | 9.3% | 7.2% | 2.1% | -9.3% | -6.2% | -3.1% |
| | BEIP Pilot | 76 | 47 | 29 | 108 | 71 | 37 | 32 | 24 | 8 |
| | (%) | 15.7% | 9.7% | 6.0% | 21.3% | 14.0% | 7.3% | 5.6% | 4.3% | 1.3% |

Note: (%) is based on a denominator comprising the total number of pupils.
Source: Delegations of Sefrou, Errachidia, Khenifra and Boulmane

### 5.2.2 Questionnaire Survey

**(1) Comparative Analysis between control and pilot schools: Changes between May 2004 and April 2005**

**1) Overview about the change**
The following data show the average of responses to the questions in the survey regarding the changes that occurred over the course of the preceding year, comparing the pilot schools to the control schools. In their responses to questions regarding changes, respondents were asked to use the following scale:

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

In general, the pilot schools show higher levels of scores as shown in the figure below. In particular, the ratings from headmasters and teachers are both much higher in the pilot schools than the control schools respectively. However, the average level of ratings from teachers falls in a negative range of evaluation even in the pilot schools (a score of 3.000 means 'no change'). In many cases, headmasters must have more positive attitudes than teachers because of their responsibilities as leaders of SMCs should follow the leaders' change. Therefore, it is natural for the headmasters' rating to be higher than the teachers'. On the other hand, the ratings of pupils are generally all positive and do not show much difference between the pilot and control schools except in the case of Sefrou.
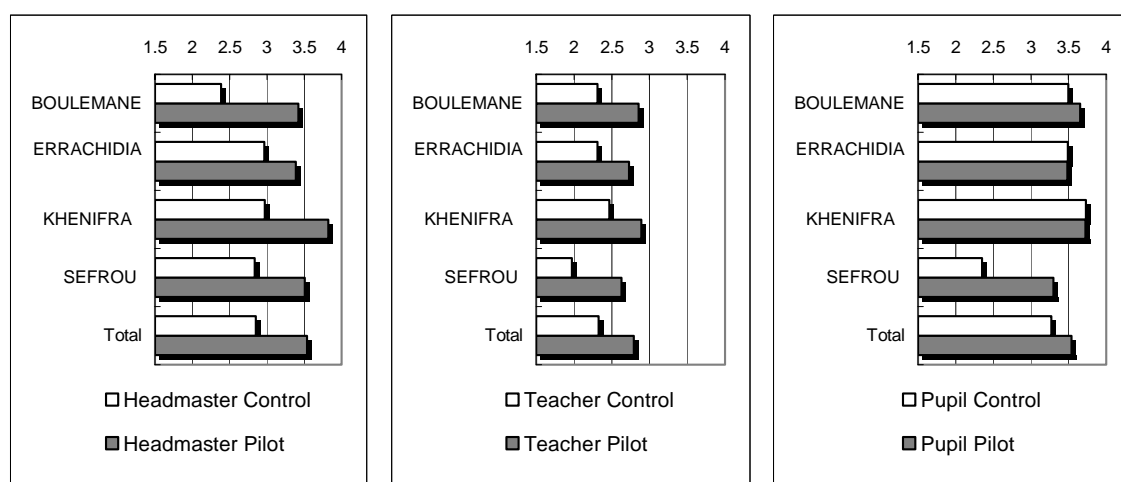
**Figure 5-5: Summary of the Average Rating of all the Questions about the Changes**

**Table 5-7: Summary of the Average Rating of all the Questions about the Changes**

|  |  | Headmasters | | | | Teachers | | | | Pupils | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  |  | Control | | Pilot | P-C | Control | | Pilot | P-C | Control | | Pilot | P-C |
| Boulmane | Average | 2.386 | < | 3.425 | 1.039 | 2.310 | < | 2.855 | 0.545 | 3.547 | < | 3.678 | 0.130 |
|  | Mother |  |  |  |  | 2.350 | < | 2.907 | 0.557 | 3.663 | < | 3.864 | 0.202 |
|  | Satellite |  |  |  |  | 2.301 | < | 2.839 | 0.538 | 3.522 | < | 3.598 | 0.076 |
| Errachidia | Average | 2.965 | < | 3.384 | 0.419 | 2.310 | < | 2.730 | 0.420 | 3.574 | > | 3.545 | -0.029 |
|  | Mother |  |  |  |  | 2.018 | < | 2.755 | 0.737 | 3.455 | < | 3.709 | 0.255 |
|  | Satellite |  |  |  |  | 2.407 | < | 2.719 | 0.312 | 3.614 | > | 3.457 | -0.157 |
| Khenifra | Average | 2.972 | < | 3.821 | 0.849 | 2.465 | < | 2.888 | 0.424 | 3.810 | > | 3.776 | -0.034 |
|  | Autonomous |  |  |  |  | 2.480 | < | 2.935 | 0.455 | 3.901 | < | 4.017 | 0.116 |
|  | Mother |  |  |  |  | 2.489 | < | 3.205 | 0.716 | 3.690 | < | 3.906 | 0.216 |
|  | Satellite |  |  |  |  | 2.455 | < | 2.796 | 0.341 | 3.854 | > | 3.713 | -0.141 |
| Sefrou | Average | 2.833 | < | 3.507 | 0.673 | 1.972 | < | 2.631 | 0.659 | 2.432 | < | 3.310 | 0.878 |
|  | Mother |  |  |  |  | 2.045 | < | 2.739 | 0.693 | 2.386 | < | 3.250 | 0.864 |
|  | Satellite |  |  |  |  | 1.935 | < | 2.583 | 0.648 | 2.464 | < | 3.338 | 0.874 |
|  | Total | 2.849 | < | 3.539 | 0.690 | 2.323 | < | 2.791 | 0.468 | 3.510 | < | 3.593 | 0.083 |

Source: JICA Study Team

## 2) Headmasters' response about the change

The headmasters of the BEIP pilot schools noticed greater positive change in all aspects compared to those of the control schools.

As shown in Table 2-1-1, the levels of improvement of "Teachers' motivation", "Parents' support", "Community support", "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 5-8: Rating of Improvement by School Headmasters**

|  | 1 to 5 rating of degree of improvement comparing 2003/4 and 2004/5 by headmaster | | | |
|---|---|---|---|---|
| Category | 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 |

Another important change recognized by the headmasters is the **"Change in School Environment"**.  In the three provinces other than Errachidia, the difference in the ratings is the largest between the pilot schools and the control schools in this aspect.  This variation between Errachidia and the other provinces may have some connection with the fact that two pilot communes in Errachidia are famous to be far deep inside the Atlas mountains.  Natural environment is really harsh, especially during cold winter.  Renovation activities of BEIP might have not been significant enough to change their perceptions.

On the other hand, the headmasters' in Errachidia rated much higher in improvement of "Interaction between school and provincial delegation" than the other provinces.  The pilot communes in Errachidia are geographically remote and more than 200km away from the provincial capital.  A sense of isolation is quite common among the teachers who are assigned to these communes.  In the process of the pilot activities, the Provincial Delegation in Errachidia had kept closer communication with the pilot communes.  This constant communication with PD gave stronger feelings that the headmasters are better supported than before.  The following figure and table show the changes observed by the headmasters.



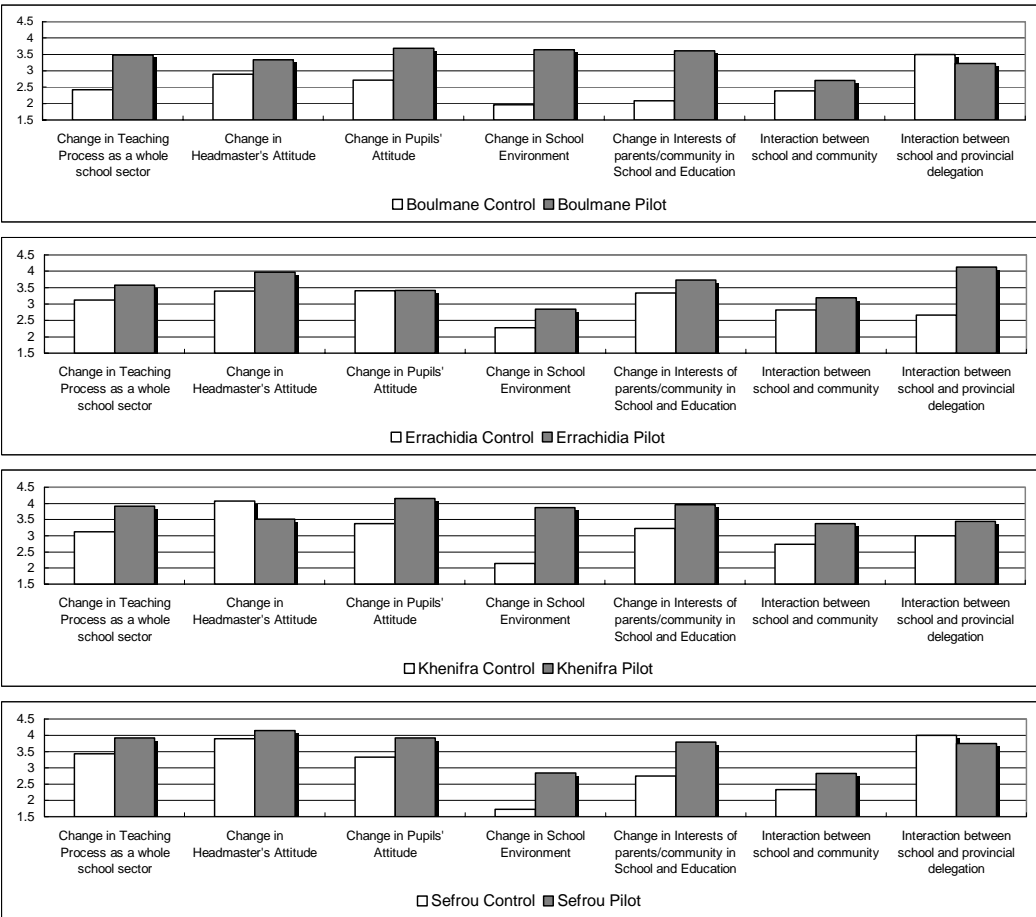**Figure 5-6: Summary Table of Questions about the Changes: Headmasters**

**Table 5-9: Summary Table of Questions about the Changes: Headmasters**

| | | Teaching Process as a whole school sector | Change in Headmaster's Attitude | Change in Pupils' Performance | Change in School Environment | Change in Interests of community/parents in School and Education | Interaction between school and community | Interaction between school and provincial delegation |
|---|---|---|---|---|---|---|---|---|
| Boulmane | C | 2.429 | 2.900 | **2.722** | **1.962** | 2.083 | 2.389 | 3.500 |
| | P | 3.484 | 3.333 | 3.691 | 3.641 | 3.611 | 2.704 | 3.222 |
| | P-C | 1.056 | 0.433 | **0.969** | **1.679** | 1.528 | 0.315 | -0.278 |
| | T Value \|t\| | 1.899 | 0.692 | **2.391** | **4.156** | 2.223 | 0.664 | 0.284 |
| | P(>\|t\|) | 0.090 | 0.507 | **0.041** | **0.003** | 0.533 | 0.524 | 0.783 |
| Errachidia | C | 3.119 | 3.400 | 3.407 | 2.282 | 3.333 | 2.815 | 2.667 |
| | P | 3.571 | 3.975 | 3.417 | 2.846 | 3.729 | 3.194 | 4.125 |
| | P-C | 0.452 | 0.575 | 0.009 | 0.564 | 0.396 | 0.380 | 1.458 |
| | T Value \|t\| | 0.962 | 1.336 | 0.022 | 1.062 | 0.961 | 0.761 | 1.902 |
| | P(>\|t\|) | 0.361 | 0.214 | 0.983 | 0.316 | 0.362 | 0.466 | 0.090 |
| Khenifra | C | **3.129** | 4.080 | 3.378 | **2.138** | 3.233 | 2.733 | 3.000 |
| | P | **3.913** | 3.511 | 4.160 | **3.872** | 3.963 | 3.383 | 3.444 |
| | P-C | **0.784** | -0.569 | 0.783 | **1.733** | 0.730 | 0.650 | 0.444 |
| | T Value \|t\| | **2.242** | 1.617 | 2.032 | **4.424** | 1.900 | 1.384 | 0.790 |
| | P(>\|t\|) | **0.032** | 0.132 | 0.065 | **0.0008** | 0.082 | 0.191 | 0.445 |
| Sefrou | C | 3.429 | 3.900 | 3.333 | **1.731** | **2.750** | 2.333 | 4.000 |
| | P | 3.920 | 4.150 | 3.917 | 2.846 | 3.792 | 2.833 | 3.750 |
| | P-C | 0.491 | 0.250 | 0.583 | 1.115 | 1.042 | 0.500 | -0.250 |
| | T Value \|t\| | 0.997 | 0.542 | 1.451 | 3.023 | 2.840 | 0.863 | 0.327 |
| | P(>\|t\|) | 0.348 | 0.602 | 0.185 | **0.017** | **0.022** | 0.413 | 0.752 |

Note: If t test result is significant at 5%, it is shown in bold letters. Source: JICA Study Team

## 3) Teachers' response about the changes

Many of the teacher ratings in the pilot schools were less than 3.000, suggesting a slight worsening since the preceding year. However, in comparison with the control schools, the responses from the pilot schools are more positive. The ratings for the pilot schools are higher than the control schools in all categories in all area, with the only exception of "Change in Interaction between School and Delegation" in Khenifra.

The most notable scores that are significantly higher in the pilot schools than the control schools are "Change in School Environment" and "Change in Interaction between School and Community: Education Awareness".

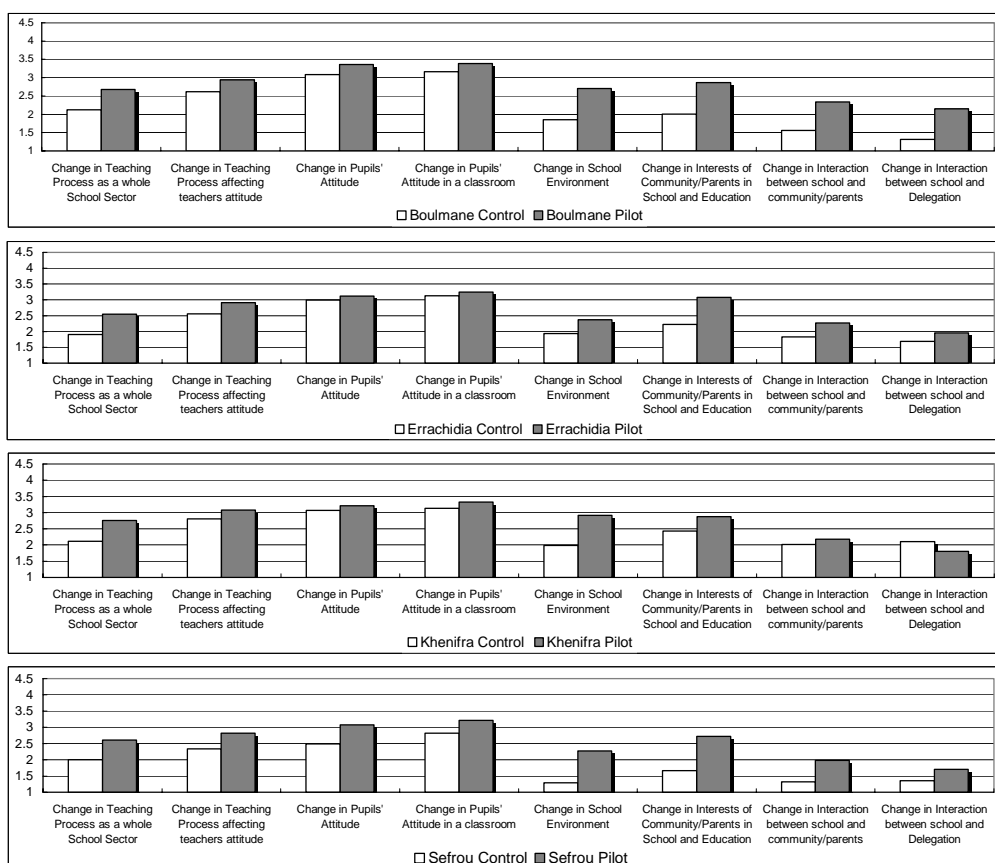The figure and table below show the changes identified by the teachers.

**Figure 5-7: Summary Table of Questions about the Changes: Teachers**
**Table 5-10: Summary Table of Questions about the Changes: Teachers**

| | | Change in Teaching Process as a whole School Sector | Change in Teaching Process affecting teachers attitude | Change in Pupils' Performance | Change in Pupils' Attitude in a classroom | Change in School Environment | Change in Interests of community/ parents in School and Education | Change in Interaction between school and community/parents | Change in Interaction between school and Delegation |
|---|---|---|---|---|---|---|---|---|---|
| **Boulmane** | Control | 2.126 | 2.619 | 3.086 | 3.165 | 1.851 | **2.003** | **1.552** | **1.318** |
| | P | 2.675 | 2.943 | 3.357 | 3.386 | **2.709** | **2.864** | **2.339** | **2.150** |
| | P-C | 0.550 | 0.323 | 0.271 | 0.222 | **0.858** | **0.862** | **0.787** | **0.832** |
| | T Value \|t\| | 2.365 | 1.524 | 1.322 | 0.992 | **3.351** | **2.792** | **3.665** | **3.018** |
| | P(>\|t\|) | 0.2220 | 0.134 | 0.193 | 0.326 | **0.002** | **0.008** | **0.001** | **0.004** |
| **Errachidia** | C | **1.900** | 2.556 | 2.996 | 3.129 | **1.931** | **2.228** | **1.829** | 1.686 |
| | P | **2.543** | 2.915 | 3.114 | 3.248 | **2.369** | **3.073** | **2.263** | 1.951 |
| | P-C | **0.644** | 0.359 | 0.118 | 0.119 | **0.438** | **0.845** | **0.434** | 0.265 |
| | T Value \|t\| | **3.982** | 2.005 | 0.801 | 0.580 | **2.419** | **3.824** | **2.219** | 1.253 |
| | P(>\|t\|) | **0.0003** | 0.052 | 0.428 | 0.565 | **0.021** | **0.001** | **0.033** | 0.218 |
| **Khenifra** | C | **2.116** | 2.801 | 3.074 | 3.127 | **1.980** | **2.428** | 2.012 | 2.103 |
| | P | **2.753** | 3.079 | 3.207 | 3.320 | **2.917** | **2.873** | 2.174 | 1.803 |
| | P-C | **0.637** | 0.278 | 0.133 | 0.193 | **0.937** | **0.445** | 0.162 | -0.300 |
| | T Value \|t\| | **3.597** | 1.712 | 0.674 | 1.037 | **4.807** | **2.068** | 0.905 | 1.367 |
| | P(>\|t\|) | **0.0007** | 0.093 | 0.504 | 0.305 | **<0.001** | **0.044** | 0.370 | 0.178 |
| **Sefrou** | C | **2.005** | **2.332** | **2.483** | 2.825 | **1.290** | **1.666** | **1.325** | 1.350 |
| | P | **2.604** | **2.819** | **3.075** | 3.219 | **2.271** | **2.720** | **1.982** | 1.710 |
| | P-C | **0.599** | **0.486** | **0.592** | 0.394 | **0.980** | **1.054** | **0.657** | 0.360 |
| | T Value \|t\| | **2.428** | **2.299** | **2.720** | 1.900 | **4.202** | **3.412** | **2.971** | 1.686 |
| | P(>\|t\|) | **0.022** | **0.029** | **0.011** | 0.067 | **<0.001** | **0.002** | **0.006** | 0.102 |

Note: If t test result is significant at 5%, it is shown in bold letters. Source: JICA Study Team

Teachers also noticed improvements in pupils' motivation. This is particularly clear in the schools suffered problems of dropout.   As shown in Table 2-1-2, ratings of pupils' attitude were all rated higher in BEIP-schools than in non-BEIP schools.

**Table 5-11 Rating of Changes of Pupils' Attitude by School Teachers**

| TYPE | Category | 1 to 5 rating of degree of improvement comparing 2003/4 and 2004/5 by teahcers | | | | | | |
|------|----------|----------|------------|---------|------------|----------------------|-------------------------|------------------------|
| | | Enrolment | Attendance | Dropout | Repetition | Discipline/ Attitude | Academic Achievement | Overall Performance |
| Mother School | Non-BEIP | 2.7 | 3.1 | 2.6 | 3.2 | 3.1 | 3.3 | 3.3 |
| | BEIP | 3.7 | 3.6 | 3.4 | 3.2 | 3.5 | 3.5 | 3.6 |
| Satellite School | Non-BEIP | 3.2 | 3.4 | 2.9 | 2.7 | 3.1 | 3.2 | 3.2 |
| | BEIP | 3.5 | 3.5 | 3.0 | 3.0 | 3.4 | 3.4 | 3.5 |

Source: BEIP Impact Survey, see Chapter 5 for details.
Note: Out of 172 samples, 50 school units with 0% dropout in 2003/4 are excluded.
A scale of rating: *ibid.*

## 4) Pupils' response about the change

Across all the categories, the difference between BEIP pilot schools and the control schools was only modest, except Sefrou.   The pilot schools in Sefrou showed strong improvements as compared with the control schools in all aspects – especially in respect of "Change in School Environment" and "Change in Parents' Support".   The figure and table below record the changes identified by pupils.
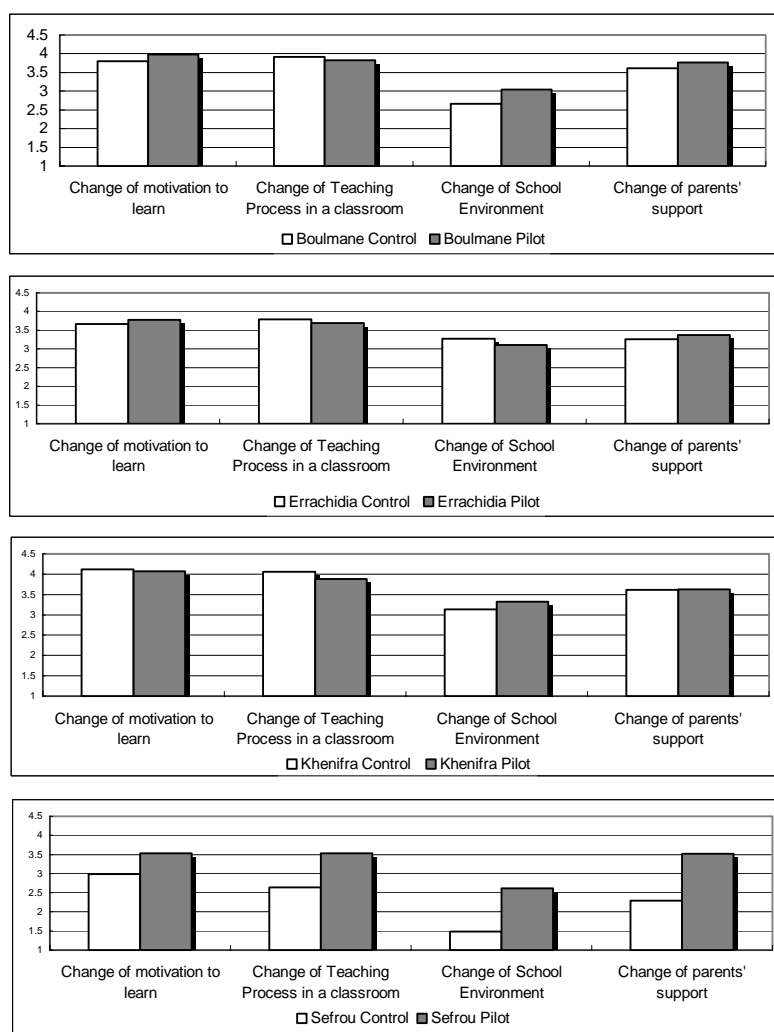
**Figure 5-8: Summary Table of Questions about the Changes: Pupils**

**Table 5-12: Summary Table of Questions about the Changes: Pupils**

| | | Change in motivation to learn | Change in Teaching Process in a classroom | Change in School Environment | Change in parents' support |
|---|---|---|---|---|---|
| Boulmane | Control | 3.802 | 3.912 | 2.660 | 3.611 |
| | Pilot | 3.982 | 3.831 | 3.038 | 3.759 |
| | P-C | 0.180 | -0.081 | 0.378 | 0.148 |
| | T Value \|t\| | 1.311 | 0.587 | 1.751 | 0.763 |
| | P(>\|t\|) | 0.198 | 0.561 | 0.088 | 0.450 |
| Errachidia | Control | 3.662 | 3.784 | 3.267 | 3.260 |
| | Pilot | 3.775 | 3.689 | 3.107 | 3.373 |
| | P-C | 0.112 | -0.095 | -0.161 | 0.113 |
| | T Value \|t\| | 0.907 | 0.453 | 0.880 | 0.588 |
| | P(>\|t\|) | 0.371 | 0.654 | 0.385 | 0.560 |
| Khenifra | Control | 4.116 | 4.057 | 3.132 | 3.614 |
| | Pilot | 4.066 | 3.877 | 3.319 | 3.624 |
| | P-C | -0.050 | -0.179 | 0.187 | 0.009 |
| | T Value \|t\| | 0.595 | 1.480 | 1.027 | 0.059 |
| | P(>\|t\|) | 0.555 | 0.146 | 0.310 | 0.953 |
| Sefrou | Control | 2.985 | **2.639** | **1.485** | **2.288** |
| | Pilot | 3.532 | **3.537** | **2.613** | **3.519** |
| | P-C | 0.547 | **0.898** | **1.128** | **1.232** |
| | T Value \|t\| | 1.905 | **3.316** | **4.143** | **4.786** |
| | P(>\|t\|) | 0.067 | **0.003** | **0.0003** | **<0.0001** |

Note: If t test result is significant at 5%, it is shown in bold letters.   Source: JICA Study Team

## (2) Analysis of Indicators

### 1) Process Indicators

In the model, the assumption is that a 'process indicator' is the interaction to deliver education. The change in the process induced by the BEIP activities will then affect the output/outcomes of projects.

### General

The ratings for the process indicators are as shown in the figure below.
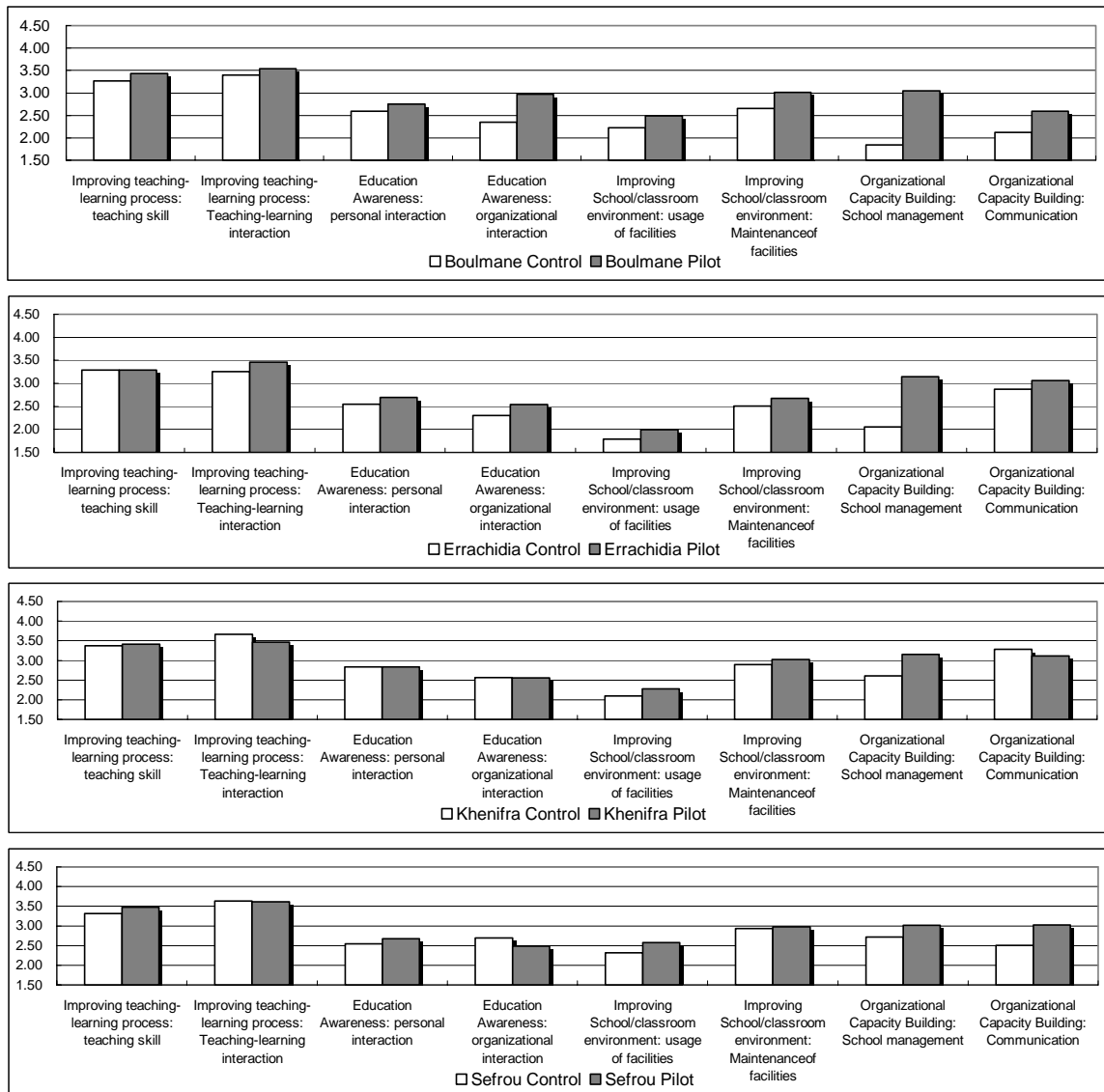


**Figure 5-9: Comparison of Process Indicators between Control and Pilot Group**

The most notable difference between the pilot schools and the control groups is in respect of "Organizational Capacity Building: School Management". In three provinces except Sefrou, the pilot schools showed higher rates over the control schools. The differences are statistically significant.

**Main difference between Control and Pilot Group**

A comparison of the ratings for School Management in 2004 (before BEIP) and 2005 (after BEIP) is as shown in the figure below.   In the cases of the pilot schools, the changes are all positive.   BEIP is found to be effective to strengthen management capacity at the school level.
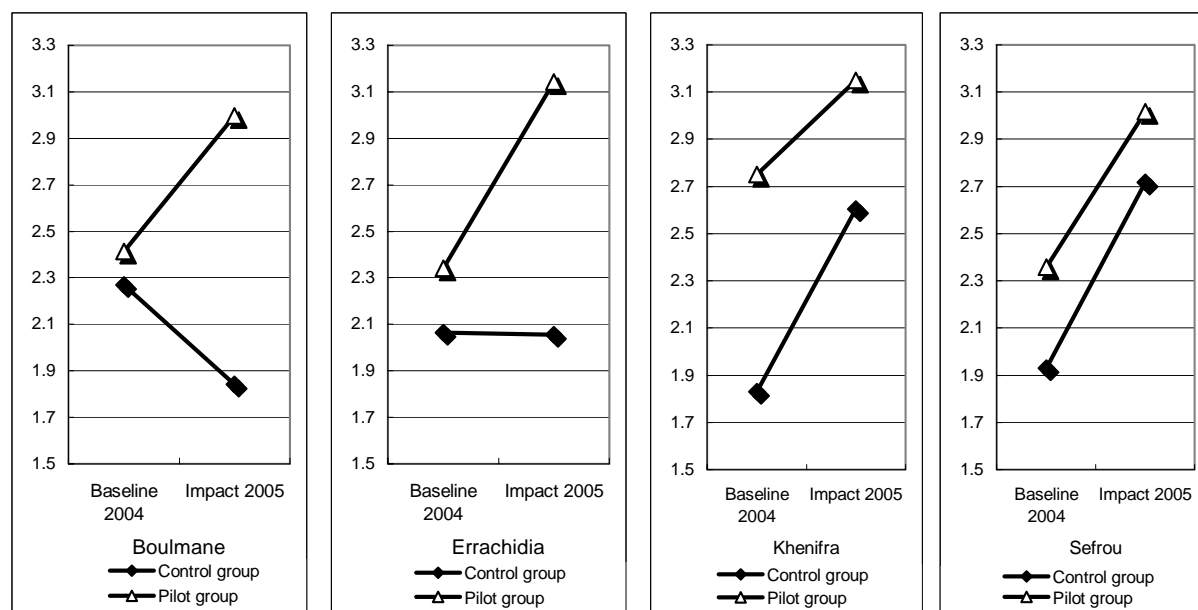


Note: Since the analysis is in time series, the school units which were not surveyed at either of Baseline or Post Pilot or both were taken out in this analysis: Ait Taleb Amer S/U in Khenifra, Taourirte S/U (CG) in Errachidia, Fas Ourible S/U in Boulmane, Ait Yacoub S/U in Boulmane, Ouled Slimane S/U in Boulmane.

**Figure 5-10: Comparison of School Management between Control and Pilot Group in 2004 and 2005**

### 5.2.3 Results of Focus Group Interviews

The Focus Group Interviews are intended to collect feedback that cannot be obtained through qualitative data collection.   Six school sectors were selected as samples for the Post Pilot survey.   The feedback obtained centered on the organizational capacity and changes that occurred in schools.

### (1) Change in Organizational Capacity Building

**1) Views of PIT: Organizational Capacity Building at the provincial level**

One of the BEIP Program's approach was 'learning by doing', incorporating a Bottom-up Approach.   Improvement of the Organizational Capacity of the delegations and SMCs was one of the major targets through the whole program period.

PIT members of relevant provinces expressed their high levels of satisfaction with respect to the running of the provincial education program that was planned within the framework of the cooperation with JICA-BEIP, even though they were not confident of the effectiveness of the BEIP approaches in the beginning.

In the following sections, the opinions of PIT members in the FGIs have been collated regarding relevant topics.

## a) Bottom-up approach's impact
The impacts of the Bottom-up approach are evaluated positively.

- The Bottom-up approach had multiple advantages, since it addresses the needs of schools more accurately and responds to the expectations of the different actors such as teachers, parents, communes and so on.

- This approach also led the schools to have autonomy in terms of management as well as great freedom in collaborating with local partners.   This was the source of ownership.

- This approach facilitated the schools to work with the community through the organized manner.

- Through the Bottom-up approach, the schools were improved even in the teaching-learning process.

## b) Technical issues of Bottom-up planning
Although positive impacts of the Bottom-up approach are recognized, there are still certain issues.

- The Bottom-up training for teachers and headmasters organized by the PITs of each delegation was considered to be important and interesting.   The issue is sustainability. Accordingly, the PIT role should be institutionalized within the delegations.

- The Bottom-up training empowered the schools to be more independent in view of budget and institution.   However, all of the PITs identified difficulties in finding operational budget for monitoring activities.

- During the training organized by the PITs, the PITs empowered the representatives of SMCs to carry out school-based training.   In practice, these school-based training activities were not always successful and the sustainability of the effects of training remains an issue.

- In some areas, awareness-raising activities had no impact on the local partners because of a lack of effective contribution by some SMC members.   Communication with the people outside the school is sometimes very difficult.

## c) Implementation of Interschool Activities (Interschool training)
Interschool activities were successfully implemented as a result of very high motivation of PIT members, rather than institutional capacity.

- The management of the budget for Interschool Activities was successfully implemented by PIT members through their personal efforts.

- PIT members were very keen to make the project activities successful.

## d) Monitoring and Evaluation
The system of financial management was effective and it functioned well.

- PIT members implemented the allocated budget strictly and analyzed deeply the reports that were submitted by schools. This financial management system leads to good results. It could be applied in other regions within the framework of the Provincial Education Plan extension.

**2) Organizational Capacity building at the school level**
At the school level, SMCs were set up at the beginning of the BEIP program, in accordance with the Education Charter of MEN, in order to carry out the BEIP activities at the school level.   In the process of planning and implementing the activities, the level of significance of the SMCs differed depending on the school, since the interpretation of the SMC's role and its sphere of responsibility differed in each school.

In the following sections, the opinions from the participants in the FGIs at the school level have been summarized on relevant topics.

**a) Teachers' view of SMC's responsibility and its authority**
Various opinions were reported regarding SMC's responsibility and its authority.  Many teachers thought that the SMC holds appropriate authority that allows all the partners to participate in school management and decision-making.   At the same time, the SMC functions as set out in the Education Charter were not clear enough to them and this approach was new.   Therefore the approach was adopted in the schools in a varied and individual manner.

- SMC is a first step towards the autonomous management of schools and played a great role in activating schools and implementing decentralization.   Everyone was participating in decision-making and took responsibilities.

- Some teachers who participated in training for activity planning confirmed that the training was useful, while others thought that the training was not sufficient to understand the role, function and responsibility of the SMC in order to carry out the activities.

- The community does not understand that responsibilities are transferred to the SMC as a result of a lack of efforts from partners, such as the commune and delegation, who could motivate the community and as a result of a lack of effective means to deliver messages.

- SMC did not play a full role in managing the activities. In practice, real management was organized informally "among the teachers".

- SMC did not have any organized structure to hold or conduct meetings.   An annual schedule of meetings and its agendas needs to be prepared for efficiency.

- The majority of teachers thought that the responsibility of the SMC should be enlarged to cover not only school management, but also to pedagogical programming (time table), and the choice of textbooks.

**b) Involvement of parents in SMC**
Parents and the community indirectly participate in the SMC.   The president of the PTA assists the SMC as the representative of the local population.   The relationship of the president of the PTA with the community members, as well as efforts made by the headmaster or/and teachers affects the expectations of parents/the community.

- Parents commented that they are not directly involved in SMC.   The degree of information obtained by parents or community members differs among them depending on their personal relationship with the SMC members. However, most of the parents were satisfied with the way that the activities were managed.

- Some schools deliver information via the PTA or pupils even regarding financial matters.

- Some parents are satisfied with the work of the SMC, in which the elected member of the douar regularly participates.   The elected member feeds back to the parents regarding all the planned activities and regarding the financial management.   This system allowed the participation of the parents/community and other supporters and produced good results.

- In the most of the schools, parents were well informed of financial management through financial reports being posted, through explanations given in meetings by the headmaster or teachers, or through information being passed on by the community representatives.

- In some schools, the PTA plays a great role in connecting the school and parents/the community, through regular meetings with the headmaster and teachers.   The PTA takes part in all the activities in the name of parents and the population of the douar.   In addition, teachers are part of the community and make efforts to obtain the community's trust.

- Parents who are involved in management thought that it was their duty while those who are not directly involved trusted their management.

**c) Satisfaction with the management of the project**
The teachers and parents/community were satisfied with the management of the project.   The most notable intention shown by the managing part was to respect the planned budget and save some money in order to be able to use the funds as a contingency for emergency use.

- In some schools, the teachers and parents/community completed their tasks and their achievements were of high quality despite the limited human resources that they had.

- In some schools, teachers thought that the financial management of the projects had good results; the SMC informed the parents and community about expenditure and achievements in order to guarantee transparency.

- Some teachers were satisfied with the fact that they were able to minimize the costs for activities.

**(2) Changes at the school level**

**1) Change in attitude and behavior of pupils and teachers**

**a) Teachers' views on impacts of BEIP activities on behavioral change**
The teachers noticed positive impacts of the implemented activities, although there were some comments that the impact of the activities remains limited and has not yet had the effect of changing the pupils' behavior to improve their academic achievements.

- In most of the schools, the teachers noticed that the pupils appreciate the school more than before as a result of the improvement of infrastructure (canteen, school enclosure, playground/room and multimedia) and equipment (computers, library and multimedia facility).

- Teachers stated that the education of the pupils was encouraged by the distribution of school stationery and new enrollments have been noted.   With the distribution of school uniforms and balloons, teachers noticed improvements in pupils' attendance, participation in interschool activities and sports activities.

- In some schools, teachers noticed the impact of water and toilets on the attendance of pupils. The enclosure of the school (school fence etc) also helped pupils to stay within school territory during the playtime.

- Teachers in some schools were satisfied with the behavioral change in pupils through and during the project implementation: pupils became more positive and collaborative than before, pupils were regularly asking teachers to use computer tools, and pupils were more interested in books in the library and willing to do research.

- Teachers in some schools noticed a considerable impact of multimedia on pupils' attitude towards learning using computers. This led pupils to come to school even in their free time. Another positive impact was on pupils' learning process, to do more group work and homework using computers and on behavioral change, such as their politeness and calmness.

- In other schools, teachers stated that there were no radical changes in the behavior of the pupils in terms of motivation to learn or doing homework. Their level of understanding had not changed and the level of communication with teachers remained limited. As a result, their achievements had not yet reached the desired level.

- Teachers noted that the way homework was carried out stayed almost the same. They thought that the effective participation of parents remained an inevitable requirement.

- Teachers themselves noticed that schools became more attractive and protected the space like an urban space. Some teachers were satisfied with the new facilities added to their dwellings to make their living conditions more satisfactory.

**b) Male parents'/community's views on impacts of BEIP activities on behavioral change**
Parents expressed their satisfaction with pupils' positive behavioral change. They also stated that schools became more attractive and motivated pupils because of better equipment.

- Parents confirmed that the image of the school had improved with the new equipment/facility (multimedia, computer, library, latrines, water supply, playground, enclosure, gates and so on) and with the distribution of school materials such as school bags. The school became more attractive while the better-equipped school impacted on the pupils' behavior and teachers' behavior.

- With the new facilities/equipment, the conditions for teachers improved and teachers were able to pay more attention to communicating with pupils.

- Girls were able to come to school more often as a result of the construction of toilets.

- Parents visited the school to contribute more to the improvements in the learning process.

**c) Female parents'/community's views on impacts of BEIP activities on behavioral change**
Female parents/community expressed their satisfaction with the behavioral change of pupils.

- Pupils were satisfied with the new image of school.

- Pupils informed their mothers of the school activities.

- Pupils were livelier, more willing to go to school, and felt more ready to do their homework.

- Pupils were content with the education process and the new developments occurring at the level of the school. They listened to and implemented the teachers' advice more and, thanks to computers, they understood the lessons better.

- As a result of establishing good relationships with teachers, some pupils developed great self confidence.

- Some female parents/community thought that the teachers needed to improve their communication with pupils and stop physical punishment.


**(3) Change in Education Awareness**

**1) Impacts on education awareness viewed by teachers**
Effort for Education Awareness received different reactions from teachers, depending on their environment.

- Teachers saw the change in the parents'/community's behavior since they visited school to see the new facilities and the image of the school changed with the new facilities. There was also participation by the parents/community in sports activities.

- In some schools, teachers witnessed how awareness actions conducted within the framework of the project encouraged members of the community to extend financial support to the project. However, there was another observation. Meetings at school or visits to pupils' houses did not give the desired good relationships between parents and teachers because parents were keen to avoid being asked for another financial contribution.

- In other schools, teachers explained the parents' absence during the awareness actions as a result of the specificity of the rural environment, the parents' professional preoccupations, the remoteness of schools, and their unawareness of the importance of school. Within the same school, some teachers felt that their social authority was getting weaker, and that they needed to appeal to authority agents to make parents visit school.

- Some teachers in some schools were unsatisfied with their relationship with the parents/community. Teachers interpreted the demands for quality and efficiency made by parents as a lack of respect from parents to teachers. Teachers blamed parents for not helping their children to do their homework.

- In other schools, teachers were satisfied with the parents/community's education awareness. As a result of awareness activities held at school and their visits to pupils' houses, teachers recognized the start of a relationship with the parents/community: parents now visited school to meet teachers or the headmaster. In addition to the change in parents'/community's interests in school, pupils were encouraged by their parents' presence at school.

The teachers encountered some difficulties in respect of carrying out education awareness activities, although they saw some positive impacts on the education awareness of parents/community.

- Teachers in many schools reported that it would be easier for them to contact the parents/community if they had training on how to improve communication techniques with the population.

- Some teachers thought that a preliminary study, regarding the attitudes and expectations of the population regarding the role of the school, should be conducted prior to the development of a strategy to communicate with the community.

- Some teachers saw that support from local associations was very important because they could contribute to raising the education awareness of the population.

**2) Impacts on education awareness viewed by male parents/community**

Attitudes of parents/community differed depending on the school. However, many parents expressed their own behavioral changes towards school, ranging from encouraging children to attend school by providing them with their school needs, getting them out of household work and allowing them to do their homework instead, to providing financial or effective contribution to the project activities.

- The majority of parents did not yet visit schools frequently to monitor the education of their children.

- In some schools, parents contributed to the activities financially within the scope of their limited resources, while other contributed labor.

- In some schools, parents were not involved with the activities and therefore were not present; they came to school only at the national celebrations.

Although many parents/community admitted their increased interest in education, they had different level of satisfaction and appreciation depending on the degree of the change in attitudes of the headmaster and teachers.

- In some schools, parents visited the school more frequently than before, however, they did not see much change in teachers' attitudes: the teachers still treated pupils in an inappropriate way, the quality of teaching was not improving and the quality of education for pupils remained the same.

- In some schools, parents rarely visited the school because it was difficult to communicate with female teachers who often argued against the parents.

- In some schools, the interaction between headmaster/teachers and parents was rare: parents never visited school, whilst nor did teachers visit pupils' houses, although headmaster and teachers had been working there for a long time.

- Female parents/community were disappointed by the fact that teachers did not understand the community and rejected the parents' interest in the education received by their children.

**3) Impacts on education awareness viewed by female parents/community**

Female parents/community noticed changes in men's behavior.

- Female parents/community saw that men bought the necessary school needs, helped their children do their homework, and (sometimes) got them out of fieldwork. However, they admitted that men rarely visited schools because they were very busy with agricultural activities.

- Some female parents/participants stated that the project revived the sense of responsibility within the local population of the countryside towards their children.

**4) Impacts on education awareness of commune**

Parents expressed their satisfaction with the project activities; however, parents in some schools noticed that the commune did not keep its commitment.

- In some schools, the commune promised to provide schools with drinking water; however it did not keep its promises and delayed the achievement of the planned goal.

**(4) Cultural barrier to participation of female parents/community in BEIP activities**

**1) Female parents/community's participation viewed by male parents/community**

Culturally, a woman must not communicate with a man who is a stranger to her family or clan, therefore women's contributions to schools are limited; teachers are strangers. In addition, men considered that schools are mainly a male domain.

- Some male parents/community confessed that they could not understand how female teachers argued against male parents and required them to take care of their children's education. They have perception that women always accept whatever men say.

- Male parents claimed that women had a lot of work at home and that they could not always free themselves to go to school to talk to teachers.

However, male parents/community stated changes in their attitudes towards female participation with the BEIP activities, although these were still limited to some areas. The openness of schools and the community certainly made male parents/community allow female parents/community temporarily to participate in school activities in some regions with strong encouragement by partners, the school and the delegation.

- In some areas, female parents/community were allowed to offer their labor to bring water, while in other areas men asked women to prepare tea and food for the workers on the building site at school.

- In some areas, male parents/community gave females an opportunity to participate; however they never gave an important role to female parents/community.

- In other areas, male parents/community encouraged female parents/community to participate in the project activities, to take a part in school life and to attend literacy courses.

**2) Female parents/community's participation viewed by female parents/community**

In some areas, female parents/community were not allowed to go to school nor leave the house except emergency, while in other areas female parents/community could visit school only when they were invited or when accompanying their children to school. In some rural areas, their environment and social traditions did not allow female participation; more time was required to change their behavior. Furthermore, the degree of information about the project which female parents/community could obtain varied depending on whether any activity was organized targeting female parents/community. Generally, women have little chance to go to schools, which prevented them from following the development of the project.

- Some female parents/community said that they were obliged to stay at home by their husbands, and were generally not allowed to take part in the activities where men were

participating. They saw that they have no rights compared to men, including the headmasters and teachers.

- Some female parents/community said that they were very busy with household tasks, and that they did not have enough time to go to school frequently.

- Some women stated that the issue of their children's education did not concern them (this being the duty of the fathers), and that they did not care about what happens at school.

- Some female parents/community were unsatisfied with the fact that they were excluded from the project. They expected to benefit from literacy courses, and were willing to accept some responsibilities in the project.

- In S/S Taghit, female parents/community started going to school regularly to attend the literacy courses given at school. Female parents/community stated that this was a real change in their lives: a new opening on the social and intellectual spheres. The experience brought radical changes into school life in S/S Taghit. They developed an idea about their participation, and the courses on reading and writing the Koran made them more aware of the importance of education.

- Female parents/community noticed the openness of schools, but could not see the changes in the headmaster's and teachers' behavior directly because of their limited access to information. However, they still appreciated the openness of the school for the efforts made by headmasters and teachers, sacrificing their time and financial means.

- In some schools, female parents/community did not know about the project at all, however, they saw the new changes at school from outside and getting their information from their children, husband and neighbors.

- Some others stated that they were not given the right to participate, and men did not always inform them of the changes that were taking place.

- Some female parents/community stated that illiteracy prevented them from discovering things by themselves.

## 5.3  Conclusions of Impact Analysis

### 5.3.1  Major Impacts of BEIP

### (1) Major Impacts of BEIP Program on Organizational Capacity Building

### 1) Impacts on capacity building at the delegation level

*Capacity of PIT is Firmly Built Up:*
The capacity of the PIT members is remarkably enhanced with regard to bottom-up planning, financial management (including the supervision and monitoring of school financial management), and implementation of activities. All the PIT members are satisfied and the headmasters and teachers recognized better relationships with the PITs in all the four provinces, with more frequent communication and support during the implementation phase. The bottom-up approach was thought particularly effective in absorbing and incorporating the real needs of schools as viewed by the stakeholders into the planning at the delegation level.

*PIT should become permanent structure:*

However, certain issues remain. These are technical difficulties in budgeting activities, sustainability and institutionalization of the PIT in delegations. The built capacity of PIT members is not accumulated institutionally, since the PIT is a temporarily-made team, created in order to carry out the BEIP activities. Although the PIT members recognize the effectiveness of the bottom-up approach in reflecting the reality of the schools, the sustainability of the budgets is not guaranteed by MEN.

*Project Management Capacity:*
Furthermore, budgeting for the planning of activities was done with the great difficulty, since nobody had any experience in the relevant series of actions: budgeting, implementing, financial accounting, financial management and ensuring financial transparency and accountability. It is necessary to introduce an effective training system such as BEIP Model for planning and budgeting to be institutionalized, as well as the PIT itself.

## 2) Impacts on Capacity building at the school level

*Motivation and leadership of headmasters and core teachers is indispensable:*
Various impacts were identified on capacity building at the school level. In particular they were found in connection with the implementation of activities, financial accounting, and financial management. During the implementation phase, it was noticed that in some schools the SMCs were effective with the support of participation from parents/the community, while in others they were more dependent upon the stronger motivation and leadership of headmasters and core teachers.

*Financial transparency and accountability:*
The results regarding budgeting and ensuring financial transparency and accountability differed depending on the SMCs. In any case, it is well understood that all the contributions made, including transportation fees etc paid by the SMC members, should be accounted for and reported to the parents/community.

*Need more skills in budget estimation:*
Some schools had difficulties to get local budget for the unexpected expenses especially for administrative matters. As a result, some SMCs tried to cut budget from other expenditure in order to allocate it for unplanned necessities.

On other occasions, SMC members such as headmasters and teachers spent their own money on transportation and so on to implement the activities, when there was no budget planned for that kind of expenditure or when the budget was transferred to other necessary actions. While contributions of teachers are quite important and must be encouraged, it will be too much burden for them to cover all unexpected expenses. It is important to be more careful to plan the budget to cover all necessary expenditure.

## (2) Major Impacts of BEIP activities on Quality of Education at the school level

## 1) Pupils are more interested in school
In all the provinces, a great improvement in pupils' interests in school was recognized. This impact is partly derived from the physical improvement of the school such as new library or playgrounds. It is also clear that pupils are more motivated by the improved human factors such as increase in the parents' interest in school or better learning experiences driven by higher motivation of the teachers and headmasters.

**2) Good motivation and communication skills of headmasters are essential**
In all the provinces, headmasters were more motivated with BEIP activities. Motivation of headmasters is found to be one of the keys for the successful implementation of the BEIP activities at the school level. On top of that, communication skills and openness of leaders (namely headmasters in the BEIP activities) is a key to the better management of the SMCs.

**3) Motivation of teachers is a key to improve quality of education**
As already mentioned, the level of change in teachers' motivation is found to be much higher in BEIP pilot schools than non-BEIP schools.

This higher level of motivation does not stand by itself. "Parents' support", "Community support", "Commune support", and "Delegation support" are all rated higher in BEIP schools than in non-BEIP schools. These higher supports are some of the factors to push up teachers' motivation, and thus more sense of ownership and commitment in BEIP schools. As shown in the figure, there is a tendency that teachers' motivation will improve more in school units where better supports from the local people became available.

Given this higher motivation and the local supports, dropout rates were reduced more in BEIP schools. As shown in the following figure, there is a tendency that dropout rates were reduced more in satellite schools that were managed by teachers with higher levels of improvement in their motivation.
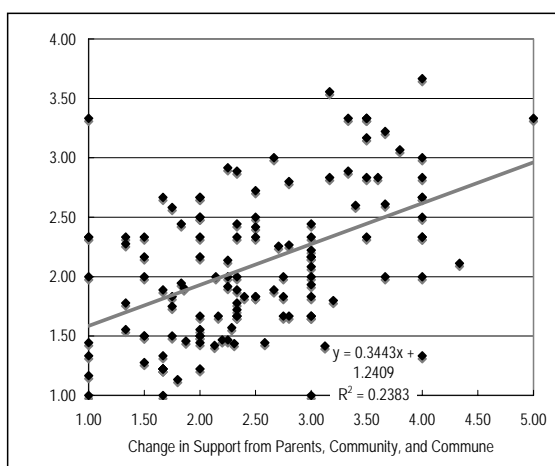


**Figure 5-11: Change in Motivation of Teachers and Local Support**
Source: Impact Survey Data of BEIP
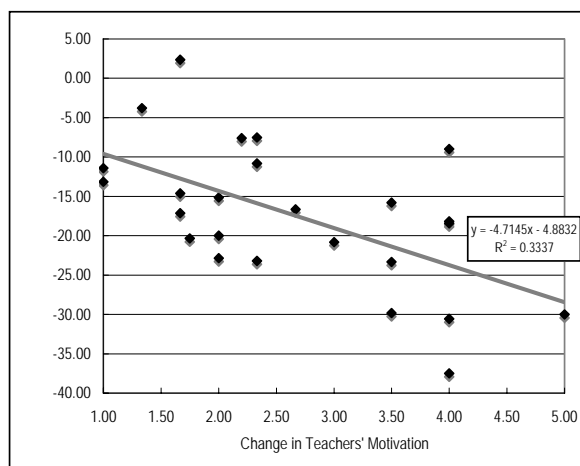
**Figure 5-12: Change in Dropout Rates and Motivation of Teachers**
Note: Samples are BEIP Satellite Schools with more than 10% of Drop Out Rates in 2004
Source: BEIP Impact Survey Data

**4) Pupils' performance is improved; however, improvement in their academic achievement is not yet attained**
In all the provinces, an improvement in pupils' performance, such as in attendance, enrolment, repetition and dropout, was reported. The pupils' academic achievement, however, was not yet impacted in terms of exam results l. The only province where the failure rate was decreased more in comparison with the control group was Boulmane. In general, the exam results for the pilot groups were not improved. Academic achievement is a high-level goal and cannot be improved in a short time such as one year experience of BEIP.

**5) Parents/community are more interested in education**

In all the provinces, the parents'/community's interest in education was increased. In other words, they became more aware of importance of education. However, there are many cases where awareness has not yet fully turned out to be more concrete support for the schools and pupils. This is mainly because of their economic situation that does not allow them to contribute to the schools, even if they would like to. Indeed, in the FGIs, the teachers mentioned that some parents started to be afraid of meeting teachers or SMC members for fear of being asked to contribute financially. In such cases, emphasis must be put on raising awareness rather than asking for contribution.

**6) Activities were more concentrated in mother schools than in satellite schools**

In all the provinces, a greater proportion of BEIP activities were carried out in mother schools than in satellite schools. The mother schools were prioritized in some cases because: the conditions even in mother schools did not reach the 'standard' school level (school to be attractive enough for teachers, pupils and parents/community to pay attention to school), more SMC members were based in mother schools.

It is also true that there are great difficulties in implementing activities satellite schools in terms of access to the road and/or seasonal constraints for weather and/or agricultural work considerations (some people are nomads). Given limited timeframe of BEIP, satellite schools might have been considered to be too far away to do something.

It is, however, important to make institutional settings to be more proactive to facilitate involvement of the satellite schools. They are the schools suffering problems of dropout and need all kinds of improvement. Many of them often do not meet the minimum conditions for a school unit. Accordingly, a special strategy should be created to target these schools.

## 5.4 Implementation of Impact Survey

### 5.4.1 Procedure

Implementation of the Impact Study was carried out by the Impact Study Team. This was formulated specifically for the surveys by the Senior Consultants in line with the study design as described in the previous sections. The Senior Consultants were responsible for planning and preparation, implementation, and reporting following data analysis, in collaboration with JICA BEIP Team members.

In each of the surveys, namely the Baseline Survey, Mid-term Survey and Post Pilot Survey, the following stages were included: (1) Organization of the Impact Study Team, (2) Preparation of Survey Instruments, (3) Coordination of field survey, (4) Training of surveyors, (5) Implementation of the survey and data collection, (6) Data entry, and (7) Data Analysis and reporting.

**(1) Organization of the Impact Study Team**

The structure of the Impact Study Team is shown in the Figure below.

Figure content (org chart):

MENJ and BEIP team
Supervision

Impact Study Team
- Senior Researcher (Coordination and Information) — Senior Researcher (FGI and Survey Quality Control)
- Data Entry Team | Questionnaire Survey Team | Focus Group Interview Team

Data Entry Team
2 Researchers
10 Assistants

Khenifra
Chef and Surveyors
- Sidi H'cine
- Sidi yahia ou Saad
- Tounfite
- Control Commune

Errachidia
Chef and Surveyors
- Imilchil
- Bouzmou
- Control Commune

Sefrou
Chef and Surveyors
- Ait Sebaa Lajerouf
- Azzaba
- Ouled Mekkoudou
- Control Commune

Boulmane
Chef and Surveyors
- Enjil
- Sidi Boulayeb
- Rmila
- Control Commune

1 Senior Researcher
3 Assistants
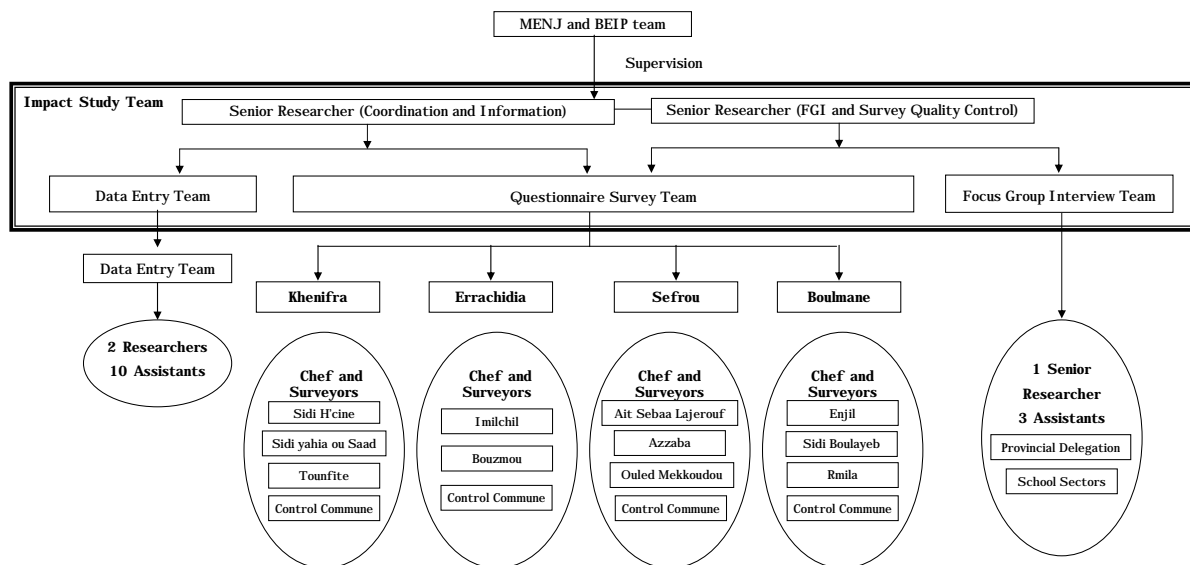- Provincial Delegation
- School Sectors

**Figure 5-13: Structure of the Impact Study Team**

In the field, questionnaire surveys were carried out by the 6 surveyors in the Baseline Survey and the Pilot Survey.   The surveyors and the assistants of the FGI were chosen so as to be able to communicate and explain matters in Berber, since most of the target communes are Berber speaking.   Two of the FGI assistants were female in order to be able to facilitate participation of the Female Parents FGIs.

## (2) Preparation of Survey Instruments

The questionnaires to headmasters, teachers, parents and pupils were drafted by the JICA BEIP team.   These questionnaires were elaborated upon following discussion among the relevant personnel in order to adjust them to the Moroccan social context, especially in a rural setting.   Then, they were field tested in a rural school nearby Rabat and finalized prior to the Baseline Survey.   During the field test, it was identified that the questionnaire was not a good instrument for targeting parents because: many parents were illiterate; even for those who were not illiterate, it was still difficult for them to understand and answer the questions without one to one assistance.   Instead of the questionnaire, the Focus Group Interview was adopted to extract the sample opinions of parents.

In the Focus Group Interview (FGI), the main subjects were set by the JICA BEIP team. Given these subjects, the senior consultants drafted the questions and field tested the process. During the field survey, it was confirmed that parents felt more comfortable in discussions when the group was exclusively for the parents, rather than mixed with the SMC members.   It was concluded to be necessary to have separate FGIs for delegation personnel, teachers, male parents/community and female parents/community.

## (3) Coordination of field survey

In the target area, a detailed schedule for the survey had to be carefully planned in close coordination with the delegation and headmasters.   This is because of the facts that distances between schools vary considerably in the target areas.   Many of them are not easily accessible. In addition, each school often has its own class schedule and individually-adjusted school calendar.

**(4) Training of surveyors**

Training for the surveyors was conducted prior to the Surveys. In the Baseline Surveys, the training was carried out twice; firstly to the core surveyors (provincial chiefs), FGI assistants and Information Researchers, then to the rest of the surveyors and assistants.

**(5) Implementation of the survey and data collection**

**1) Baseline Survey**
The baseline Survey took place in the period from 24 May to 5 June 2004. The survey had different mechanisms depending on the instruments and target groups. School data was collected from headmasters, and questionnaires to headmasters and teachers were read and answered by them themselves. By contrast, the questionnaires to pupils were read out and explained with examples or in the Berber language when it was necessary.

Regarding the school data collection, the results of the achievement exam were collected between September and November since the data entry of the exam results in some delegations was delayed.

**2) Mid-term Survey**
The Mid-term Survey was carried out by the Impact Study Focus Group Team, between November 22 and December 10, 2004, in collaboration with JICA BEIP Team members. The total number of Focus Group Interviews carried out was 1) 4 delegation FGIs, 2) 8 Teachers' FGIs, 3) 8 Male FGI's, and 4) women's FGIs.

**3) Post Pilot Survey**
The implementation of the survey took place in April 2005. There were difficulties in collecting some exam result data and scheduling the surveys. Since each delegation has limitations in terms of manpower and also as result of summer holiday time, there was a delay in finalizing the exam result data. In the questionnaire survey, it was necessary to change the schedule in the field due to the adjustment of the school calendar related to the religious holidays, community events, and strikes by the teachers and pupils in some areas. The percentage of uncollected and unanswered questionnaires among the targets was 6.4% for teachers, 4.6% for 5th Grade Pupils and 4.8% for 6th Grade Pupils in total.

When preparing the Post Pilot Survey, the survey instruments were reconsidered in detail based on the experiences obtained through the Baseline and Mid-term Surveys and certain changes were made in order to: 1) gather reliable data, 2) enable the measurement of change, and 3) increase effectiveness.

**(6) Data entry**

After the implementation in the field, the information technician team started to enter the data in the database at the individual and at the school levels, in accordance with the plans developed by the Senior Consultant and the Information Researchers. Certain errors were found in the data entry and preliminary analysis and these were verified with the original questionnaire each time.

The data analysis and reporting for each survey was initially done by the Senior Consultants with further analysis being carried out by BEIP team members based on the design and the model at each stage of the survey.

### 5.4.2 Actual Sampling

Due to the difficulties that occurred during the implementation of the surveys, there were a number of uncollected and unanswered questionnaires among the targets. The actual sampled numbers of respondents for the Baseline, Mid-term and Post Pilot Surveys are shown in the following table.

**Table 5-13: Summary of Actual Sampled Number of Respondents for the Surveys (questionnaire surveys)**

| Province | Category | Commune | Total No of School Sector | | Auto-nomous School | | Mother School | | Satellite School | | Total No of School Unit | | No of Headmasters | | No of Teachers | | No of Pupils | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | BL | PP | BL | PP | BL | PP | BL | PP | BL | PP | BL | PP | BL | PP | BL | PP |
| Khenifra | Pilot | 3 | 9 | 9 | 2 | 2 | 7 | 7 | 26 | 26 | 35 | 35 | 9 | 9 | 145 | 144 | 794 | 898 |
| | Control | 2 | 5 | 5 | 1 | 1 | 4 | 4 | 12 | 12 | 17 | 17 | 5 | 5 | 73 | 73 | 482 | 473 |
| | Total | 5 | 14 | 14 | 3 | 3 | 11 | 11 | 38 | 38 | 52 | 52 | 14 | 14 | 218 | 217 | 1,276 | 1,371 |
| Errachidia | Pilot | 2 | 8 | 8 | 0 | 0 | 8 | 8 | 19 | 19 | 27 | 27 | 8 | 8 | 79 | 78 | 322 | 355 |
| | Control | 1 | 3 | 3 | 0 | 0 | 3 | 3 | 8 | 8 | 11 | 11 | 3 | 3 | 34 | 36 | 140 | 146 |
| | Total | 3 | 11 | 11 | 0 | 0 | 11 | 11 | 27 | 27 | 38 | 38 | 11 | 11 | 113 | 114 | 462 | 501 |
| Boulmane | Pilot | 3 | 8 | 9 | 0 | 0 | 8 | 9 | 32 | 32 | 40 | 41 | 8 | 9 | 138 | 131 | 740 | 761 |
| | Control | 1 | 2 | 2 | 0 | 0 | 2 | 2 | 9 | 9 | 11 | 11 | 2 | 2 | 33 | 32 | 162 | 149 |
| | Total | 4 | 10 | 11 | 0 | 0 | 10 | 11 | 41 | 41 | 51 | 52 | 10 | 11 | 171 | 163 | 902 | 910 |
| Sefrou | Pilot | 3 | 8 | 8 | 0 | 0 | 8 | 8 | 18 | 18 | 26 | 26 | 8 | 8 | 152 | 154 | 1,025 | 989 |
| | Control | 1 | 2 | 2 | 0 | 0 | 2 | 2 | 4 | 4 | 6 | 6 | 2 | 2 | 26 | 28 | 205 | 200 |
| | Total | 4 | 10 | 10 | 0 | 0 | 10 | 10 | 22 | 22 | 32 | 32 | 10 | 10 | 178 | 182 | 1,230 | 1,189 |
| Total | Pilot | 11 | 33 | 34 | 2 | 2 | 31 | 32 | 95 | 95 | 128 | 129 | 33 | 34 | 514 | 507 | 2,881 | 3,003 |
| | Control | 5 | 12 | 12 | 1 | 1 | 11 | 11 | 33 | 33 | 45 | 45 | 12 | 12 | 166 | 169 | 989 | 968 |
| | Total | 16 | 45 | 46 | 3 | 3 | 42 | 43 | 128 | 128 | 173 | 174 | 45 | 46 | 680 | 676 | 3,870 | 3,971 |

*Khenifra Pilot Satellite School (Ait Taleb Amer) is no longer Pilot target at the Post Pilot Survey time. However, this statistics includes the school: 2 teachers were surveyed. Pupils were not surveyed because they do not have any pupils of 5th and 6th grade

**Table 5-14: Summary of Actual Sampled Number of Respondents for the Surveys (FGI)**

| Province | Commune | | | Participants of PIT delegation | | | Total No of School Sector | | | Total No of Teachers participants | | | Total No of Male Parents participants | | | Total No of Female Parents participants | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Base line | Mid term | Post Pilot | Base line | Mid term | Post Pilot | Base line | Mid term | Post Pilot | Base line | Mid term | Post Pilot | Base line | Mid term | Post Pilot | Base line | Mid term | Post Pilot |
| Khenifra | 2 | 2 | 2 | 4 | 3 | 3 | 2 | 2 | 2 | 7 | 7 | 8 | 34 | 17 | 18 | 0 | 27 | 15 |
| Errachidia | 2 | 2 | 0 | 3 | 3 | 0 | 2 | 2 | 0 | 12 | 15 | 0 | 17 | 17 | 0 | 0 | 12 | 0 |
| Boulmane | 2 | 2 | 2 | 2 | 3 | 2 | 2 | 2 | 2 | 13 | 18 | 10 | 14 | 25 | 14 | 0 | 18 | 32 |
| Sefrou | 2 | 2 | 2 | 2 | 3 | 2 | 2 | 2 | 2 | 16 | 26 | 10 | 17 | 23 | 15 | 0 | 28 | 36 |
| Total | 8 | 8 | 6 | 11 | 12 | 7 | 8 | 8 | 6 | 48 | 66 | 28 | 82 | 82 | 47 | 0 | 85 | 83 |