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*Education for All by 2015: will we make it?*

## **Morocco and Mauritania country case studies**

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## **Introduction**

The sixth edition of the Education for All Global Monitoring Report, for 2008, is of a general character and reviews action taken to achieve the EFA goals, drawing on the results of analyses of national education and training policies. Country case studies describing the reforms and strategies implemented, progress made and difficulties encountered will provide input for the global report.

This document, containing the case studies for two Maghreb countries, Morocco and Mauritania, is part of this effort. It has been prepared by Mr Hddigui El Mostafa, a UNESCO consultant specializing in the planning, administration and evaluation of education and training systems and programmes.

Following this introduction and a brief presentation of the international context, which are common to both countries, the document falls into two parts, each dealing with one country and following the same format in four sections: (i) the framework of action for development reforms, governance in the public sector and in the education and training system, the place of EFA in educational development plans, and the role played by education and training system partners; (ii) equity-oriented educational supply and demand policies and strategies; (iii) strategies for improving the quality of learning conditions, content, assessment systems, teacher training and school governance; (iv) critical analysis of reform implementation.

This document was prepared in three complementary phases:

- a phase of analysing the UNESCO specifications, provisionally planning the document structure and identifying documentation sources;
- a phase of collecting and analysing documents and drafting a preliminary version of the report;
- a phase of supplementary research, chiefly concerning issues relating to the implementation and impact of the actions undertaken and taking the form of documentary analysis and discussion with certain key actors in the education and training sector, and preparation of the final version of the document.

## **The international context**

The beginning of the third millennium has seen a powerful reaffirmation of the international community's commitment to bringing about a society that can live at peace and in liberty, free of fear and want. It has also been characterized by a keener awareness among international organizations and governments of the issues involved in sustainable development, poverty reduction, governance and the development of education.

Summits, forums, policy declarations and action plans and programmes of international and/or regional scope have been initiated by United Nations organizations. These include:

- the Millennium Summit, culminating in the eight Millennium Development Goals (MDGs), covering the following areas: (i) reducing extreme poverty and hunger; (ii) universal primary education; (iii) gender equality and the empowerment of women; (iv) improving maternal and infant health and combating HIV/AIDS, malaria and other diseases; (v) environmental sustainability; (vi) a global partnership for development;

- the Dakar World Education Forum, which led to the adoption of six Education for All (EFA) goals and a framework for action committing international organizations, governments and civil society actors to work together to ensure quality education for all;
- the World Summit for Children, which led to the adoption of a policy declaration and plan of action for the survival, development and protection of children;
- the World Summit on Sustainable Development, whose policy declaration is a call to: (i) eradicate poverty; (ii) change consumption and production patterns; (iii) protect and manage the natural resource base for economic and social development.

A succession of themed decades has been launched in the early years of the twenty-first century, one of the main objectives being to ensure the continuity of major development programmes by keeping the international community steadily engaged and consistently monitoring the actions taken. The following examples may be cited:

- the International Decade for a Culture of Peace and Non-violence for the Children of the World (2001-2010);
- the United Nations Literacy Decade (2003-2012);
- the Decade to Roll Back Malaria in Developing Countries, Particularly in Africa (2001-2010);
- the United Nations Decade of Education for Sustainable Development (2005-2014).

Meanwhile, democratic governance is essential for the realization of development goals, and accordingly forms an integral part of the programmes and projects implemented. New approaches to planning (strategic, sectoral) and administration based on decentralization and devolution and on results-based management are being used internationally, regionally and nationally. They serve to promote participation, accountability, a culture of evaluation and the rule of law.

## **Part One: Morocco case study**

### **Section 1: The framework for action**

#### **1-1 Development reforms and governance**

##### **1-1-1 Reforming the development plan**

In Morocco, the beginning of the third millennium has been a time of far-reaching political, economic and social reforms. The democratic transition that began in 1998 has been consolidated by the strengthening of institutions, the rule of law and standards of administrative ethics and transparency. The main priorities of the 2000-2004 economic and social development plan are to achieve:

- reform of the institutional framework and governance by: (i) modernizing the State; (ii) strengthening human rights; (iii) developing governance tools;
- human development by implementing programmes to: (i) develop human resources; (ii) strengthen community-level social policies with a focus on reducing disparities, combating poverty and achieving integrated rural development; (iii) protect the family, women and children;
- economic growth and employment by pursuing: (i) improved competitiveness and measures to upgrade businesses and the economy generally; (ii) the implementation of new employment policies; (iii) improved performance in production sectors; (iv) financial sector reform;
- national and regional development by: (i) completing various development schemes; (ii) improving infrastructure; (iii) developing information and communication technology industries.

##### **1-1-2 The national human development initiative**

The year 2005 marked a turning point in Morocco's development, with the launch of the national human development initiative (INDH). This aims to make good the deficit that still exists in this area, since in 2003 the country's human development index (HDI) stood at 0.631, or 10% below the developing country average. Its main goal is to reduce inequalities by tackling the poverty, exclusion and deprivation that affect disadvantaged groups in the population. The fact is that, despite the progress recorded by the end of the 2000-2004 development plan, with a more marked rise in the country's HDI for rural areas (+1.40% as against +0.80% in the cities) and women (+0.89% against +0.46% for men), disparities remain, as some indicators for 2004 reveal:

- the employment rate is 2.8 times higher for men than for women;
- the relative poverty rate is 14.2% nationally but 22% in rural areas;
- the illiteracy rate is higher among women (aged 15 and over) than among men (54.7% as against 30.8%);
- the maternal mortality rate is 267 women per 100,000 births in rural areas, as against 187 in urban areas.

Morocco's national human development initiative is a new and dynamic development approach based on:

- a broader perspective taking in the economic, social and cultural dimensions;
- forms of governance that place emphasis on decentralization, deconcentration, localization, targeting, contractualization and performance;
- the creation of synergies between sectoral programmes;
- participation and partnership.

Covering the 2006-2010 period, the initiative comprises four programmes:

- the programme to combat rural poverty, covering 360 communes;
- the programme to combat urban deprivation, targeting 250 communes;
- the programme to combat deprivation, covering all provinces;
- the cross-cutting improved governance programme, covering the whole country.

### **1-1-3 Public sector governance**

Efforts to modernize the civil service and improve public sector management are at the heart of the economic and social reforms undertaken by Morocco. The strategies put in place aim to make public services more efficient and better matched to the needs of citizens and communities. They are built around the values of democracy, social justice, transparency and ethics. Action programmes cover not just organization and structures, but also operating and management methods. They are targeted at the following priority areas of action:

- refocusing of the State's interventions on its core missions while simplifying procedures, slimming down administrative structures and sharing out responsibilities clearly among the different territorial levels (national, regional and local);
- further decentralization and deconcentration and the promotion of community-level management so that citizens' needs are better met;
- results-based public sector management based on strong cost control, enhanced planning and budgeting processes (multi-year programme budget), rationalization of resource use and better performance in terms of efficiency and effectiveness;
- development of participatory approaches and stronger partnerships;
- improvements to information and communication systems and the development of e-government;
- stronger follow-up and evaluation mechanisms for State action;
- development of human resources and managerial capacity-building in the civil service nationally, regionally and locally.

## 1-2 Governance in the education and training system (ETS)

### 1-2-1 The national education and training charter (CNEF)

In Morocco, the beginning of the twenty-first century has also seen the adoption and implementation of the national education and training charter (CNEF), which is bringing far-reaching reforms right across the sector, affecting not only educational organization, structures and content, but also administration, management and operations.

The product of a broad national consensus, the national charter provides a real reference framework for the development of the education and training system (ETS). It sets out the foundations and aims of that system, the rights and duties of individuals and communities, a set of goals and a precise timetable for future developments, along with a range of measures for achieving them. It has ushered in a decade of education and training (2000-2009) and unleashed a real dynamic of change, mobilizing all the active forces of the nation around the issue of education.

The CNEF is built around three fundamental goals:

- provision of universal fundamental schooling for all children aged 6 to 15 and basic education for all;
- higher-quality teaching, training and ETS performance;
- improved governance in a more closely knit ETS.

The CNEF is structured around six areas of renewal and 19 levers of change, as shown below:

<b>Areas of renewal</b>	<b>Levers of change</b>
1. extending education and anchoring it in the economic environment	1. universalization of quality education 2. literacy training and non-formal education 3. anchoring of the ETS in its economic environment
2. restructuring educational organization	4. reorganization of stages in education and training 5. examinations and assessment 6. educational and occupational counselling
3. improving education and training quality	7. curriculum review 8. school work rhythms and timetables 9. better language teaching 10. use of information and communication technologies 11. encouragement of excellence, innovation and scientific research 12. promotion of sports and extracurricular activities
4. human resources	13. motivation of staff 14. better social and material conditions for learners
5. ETS governance	15. decentralization and devolution

	16. better governance and evaluation 17. diversification of building and equipment standards and methods
6. financing and partnership	18. encouragement of the private sector 19. mobilization of financing and rationalization of resource use

### 1-2-2 The authorities responsible for ETS organization

Both public- and private-sector education and training services are organized at the national level by three ministerial departments whose task it is to design and oversee the implementation of policies on: (i) school and higher education; (ii) literacy and non-formal education; (iii) vocational training. Besides the administration itself, there are intra- and interministerial consultation, coordination and assessment bodies.

Public-sector establishments, reporting to ministerial education and training departments, are responsible for managing the development of each of the three subsectors. These are the universities, the regional education and training academies (AREFs) in the case of the formal education, literacy training and non-formal education subsectors, and the office for vocational training and the promotion of employment and work (OFPPET). Operations on the ground are conducted by provincial administrations and/or individual establishments.

### 1-2-3 Organization of the education system

The organization of the education system laid down by the CNEF and applied since 2000 includes:

- two years of pre-school education for children aged 4 to 6;
- six years of primary education, open to children from the age of 6, at the end of which a primary education certificate (CEP) is awarded;
- three years of lower secondary (*collège*) education for children who hold the CEP, culminating in the lower secondary education diploma (BEC);
- upper (*qualifiant*) secondary education, consisting of:
  - (i) a vocational training option, which lasts 1 to 2 years depending on the specialization and prepares students for the vocational qualification diploma (DQP); this is open to holders of the lower secondary education diploma and to young working people who do not hold this diploma once they have taken a course that brings them up to the starting level for this training course;
  - (ii) a technological and vocational option leading to the technical and vocational baccalaureate (BETP). Structured into two stages (a common-core stage lasting one year and a two-year baccalaureate course), this option is for holders of the lower secondary education diploma;
  - (iii) a general option, also open to holders of this diploma, structured into two stages rather like the technological and vocational option and culminating in the general baccalaureate (BEG);

- higher education, which follows the system of first degree, master's and doctorate. The academic year is divided into semesters, and there are three stages: (i) a first stage lasting five semesters (first degree), with a common-core syllabus followed by two options, the first leading to the vocational university studies diploma (DEUP) and the second to the core university studies diploma (DEUF); (ii) a second stage (master's) of five semesters, open to holders of the DEUF; (iii) a third stage or course of doctoral studies lasting 4 to 5 years after the master's, with a higher studies diploma (DESA) being awarded at the end of the first year.

The ETS also includes a traditional education subsector that gives more room to religious education and training programmes. It is structured into education levels running from pre-school (Koranic school) to higher, via primary school and lower and upper secondary education.

In parallel with the formal education and training subsystems described above, there are other non-formal subsectors and programmes, namely:

- traditional and reformed Koranic schools (msid, Koutab);
- non-formal education programmes (school entry programmes, job and social placements and rural programme);
- literacy programmes (general programme, public-sector programme, civil society programme and companies programme).

#### **1-2-4 The process and the management tools used**

##### **Policies and strategies: formulation and operationalization**

The CNEF, which has provided a reference framework for the development of the education and training sector since 2000, was drawn up on the basis of sectoral studies that analysed the different components of the ETS. The proposed areas of renewal and levers of change were laid out in a strategic framework document describing potential developments in the education and training system over the long term.

The operationalization tools, specified in an annex to the strategic framework document, are:

- a medium-term national/regional education and training development plan (PNDEF/PRDEF), which sets out goals, products and activities, and the resources to be mobilized to attain them;
- a forward-looking education and training charter (CPEF), which details regional development plans at the regional and provincial (departmental) level for a period of three years, introducing the geographical dimension of the different projects;
- a public education and training expenditure programme (PDPE), in the form of a rolling three-year budget for CPEF project costs;
- an annual education and training charter (CAEF), which prepares the way for the start of the new academic year in education and training establishments;
- the annual programme budget, which is the basis for the share-out of budget allocations to the regional academies under the terms of the finance law, and for the agreements drawn up between these and the ministry they report to.

## **Monitoring, assessment and oversight**

The monitoring, assessment and oversight system operates on the basis of periodic reviews in the form of supervision and oversight meetings, reports and missions. It relies on coordination and steering bodies at the national, regional and local levels. Its verification sources are data from the statistical information system (annual censuses, surveys) and the resource management system.

Implementation of the CNEF has been accompanied by measures to strengthen monitoring and evaluation mechanisms. Good governance tools, especially results-based management and performance evaluation tools, are essential components of the administrative modernization programme and have been progressively introduced into the ETS management system. Transparency and accountability are among the new instruments for change in the national charter. The main measures implemented concern both the institutional framework and processes, including:

- the creation in 2002 of a central government agency for literacy and non-formal education (SEAENF);
- the establishment of an interministerial education and training reform follow-up commission (CISREF);
- the creation of an interministerial committee for literacy and non-formal education (CIAENF);
- the improvement of community-level monitoring and steering functions by: (i) creating boards of governors for AREFs and school management committees; (ii) reorganizing the network of central, regional, provincial and local inspectors, improving the methods they use to monitor and evaluate educational establishments and personnel and literacy and non-formal education programmes, and strengthening their powers and resources;
- the adoption of the contractualization approach and development of tools to evaluate the performance of the programme contracts linking AREFs to their overseeing ministries;
- the organization of national, regional and local forums, leading to a review of reform programmes;
- the obligation laid down by the CNEF for ministries and AREFs to give an account of the situation and development prospects of the ETS by submitting an annual report to parliament and the regional council and keeping the wider public informed by publishing a summary of these reports;
- the enhancement of oversight and advisory functions by creating a post of inspector general of administration responsible for functions of internal inspection and audit, management and evaluation of ETS performance;
- the institutionalization of evaluations by an authority external to the departments running the ETS, namely the special education and training committee (COSEF), which has published interim evaluation reports and the findings of opinion polls on the achievements of the reform.

The non-governmental sector, from private-sector teaching and training establishments to civil society partnerships, is subject to the same rules of oversight as the public sector, including spot checks on teaching, administration and management practices. NGOs in receipt of State

subsidies are also subject to management and performance audits by consultancies commissioned by the education and training sector authority.

### **1-2-5 The involvement of ETS partners**

ETS partners are numerous and diverse, and they participate actively in the development of this sector. They are involved in the different phases of planning, implementation, monitoring and evaluation at the national, regional and local levels.

#### **Local and international NGOs**

Partnerships between the departments in charge of the ETS and NGOs are governed by agreements setting out the commitments of each party, the organs they will work through and the methods to be used to implement, monitor and evaluate projects. Central and local administrations are required as far as possible to supply NGOs with data on request and to keep them periodically informed at the meetings of the joint commissions created under these partnership agreements.

Meanwhile, representatives of NGOs, civil society organizations and the teaching profession participate in the work of government bodies with guidance, policy-making and operational responsibilities. They are involved in monitoring and evaluation systems, calling decision-makers to account on policy and management issues and putting forward proposals for improving the sector. The following are some examples:

- the higher council for education;
- the national commission for literacy and non-formal education;
- the boards of governors of regional academies;
- school management committees;
- joint administrative commissions, dealing mainly with issues of human resources management,
- the social dialogue mechanism, which is a forum for discussing civil service management issues and reaching agreed solutions;
- the forums for evaluating the achievements of ETS reform.

#### **Technical and financial partnerships**

Morocco is a middle-income country that does not benefit from the fast-track development initiative. Nonetheless, it receives strong support in implementing its development programmes through its multilateral and bilateral international cooperation policy. Contributions from its technical and financial partners (TFPs) are diversified and complementary. The ETS is one of the priority sectors, benefiting from external financing and from international technical support. The main programmes and projects now under way in the field of education and training are as follows:

- the programme to support the reform of the Moroccan education system (PARSEM),
- the Middle East Development Association (MEDA) education project;
- the Advancing Learning and Employability for a Better Future (ALEF) project;

- the project to strengthen education decentralization/deconcentration capabilities in Morocco (PROCADEM);
- The Alpha Maroc project;
- the Literacy Assessment and Monitoring Programme (LAMP).

Implementation, monitoring and evaluation methods differ depending on the type of financing. Generally speaking, there are three management formulas:

- where programmes are financed by loans, management and follow-up are integrated into the programme of action and budget of the beneficiary department, with activities being shared out among divisions by area of competence and one acting as lead agency to ensure coordination (the planning division);
- where donations are concerned, there are two variants: (i) parallel management within the department by a project management unit, created outside of the ministry's organizational structure and headed by a project leader reporting directly to the general secretariat; (ii) management that is external to the department, being carried out directly by the donor in close coordination with the cooperation office of the education and training ministry.

Irrespective of the management procedure adopted, however, monitoring and evaluation procedures are virtually the same (periodic meetings and reviews, oversight and evaluation reporting missions based on sets of performance indicators).

### **1-3 The place of EFA in the national charter and in ETS development plans**

The six EFA goals and the procedures for monitoring and evaluating progress towards them are an integral part of the ETS development plans. Programmes of action are organized around three main components covering all 19 CNEF levers and corresponding to the EFA goals. These are: (i) universalization of basic schooling and quality basic education for all; (ii) higher-quality ETS education and performance; (iii) improved ETS governance. Monitoring and assessment are carried out by a national committee chaired by the secretary general in his capacity as national EFA coordinator. It is composed of representatives from the departments concerned, NGOs and TFPs.

The table below links the EFA goals to the goals of the national charter and the ETS development plans.

<b>EFA goals</b>	<b>CNEF goals and ETS development plans</b>
1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children	1. Universal enrolment in the first year of pre-school by 2004, focusing State efforts on disadvantaged areas.

<p>2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to a complete free and compulsory primary education of good quality</p>	<p>2. (a) Universal access to the first year of primary education for all 6-year-olds by 2002; (b) universal schooling for children aged 6 to 11; (c) ensuring that 90% of a given cohort of students enrolled in the first year of primary go through to the end of primary school without repeating a year (first cohort between 2000 and 2005).</p>
<p>3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes</p>	<p>3. (a) Developing non-formal education programmes to eradicate illiteracy among 9- to 16-year-olds who have never entered school or have dropped out before completing the primary stage; (b) developing the apprenticeship system to increase the number of people with occupational qualifications entering the labour market from 20% to 50% by 2010.</p>
<p>4. Achieving a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults</p>	<p>4. Reducing the illiteracy rate to less than 20% by 2010 and virtually eradicating it by 2015, giving priority to people in work, mothers and young people of working age.</p>
<p>5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality</p>	<p>5. Reducing disparities of gender and background, putting specific programmes in place to support girls.</p>
<p>6. Improving all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills</p>	<p>6. Improving the quality of education and training in pursuit of excellence, revising curricula to increase their relevance, adapting school work rhythms and improving language teaching and ICT use, sports and physical education and extracurricular activities.</p>

## Section 2: Policies to promote equity

### 2-1 The main obstacles to school access and retention

The diagnostic analyses used to determine ETS reform strategies in 2000 revealed some of the barriers that were preventing children from entering and remaining at school. Some derived from internal problems with the organization and operation of education and training services, others from exogenous factors relating to the economic and social environment. The general problems identified were:

- a lack of school intake capacity in rural areas, since: (i) no more than 50% of douars are served by a school, and where schools do exist they do not cover all educational

requirements, so that children have to travel away from home to attend school; (ii) less than 30% of rural communes have a lower secondary school (*collège*); (iii) a lack of vocational training provision and literacy programmes; (iv) 80% of schools are wholly lacking in basic amenities (water, electricity);

- the weakness of programmes to stimulate demand for education and training and provide social support for pupils from low-income families (awareness and enrolment campaigns, school meals and boarding facilities, free textbooks);
- difficulties with geographical accessibility (lack of basic infrastructure and transport) and factors such as families' material situation, parental education levels and child labour.

These factors affect boys differently from girls, and access differently from retention. The table below, drawn from the study on the determinants of enrolment rates in the rural areas, shows the factors with a significant impact.

Family characteristics	School access		School retention	
	Boy	Girl	Boy	Girl
Farmer father	0	-	+	0
Father full primary education	+	+	+	0
Father present/absent	0	0	+	+++
Literate mother	0	+++	0	+
Presence child < 6	0	--	0	--
Presence TV	++	++	0	0
Presence female adult	0	+	0	++
Water near home	0	+	0	+
Family gathers firewood	0	-	0	0
Domestic activities	-	--	0	0
Paid activities	0	---	0	0
<b>School facilities</b>				
Canteen	+	++	++	+
Well-equipped school	0	+	0	0
School offering full course	++	+	0	0
non-mixed class	0	0	0	0
woman teacher	0	0	0	0
awareness campaign	0	+++	0	++
single-/multiple-grade class	0	0	0	0
school near home	+	+++	0	0
lower secondary school near home	++	++	0	0

0: no effect; +: positive effect; -: negative effect (the number of +/- indicates the strength of the effect).

## **2-2 Policies and strategies to promote school access and retention**

The policies and strategies adopted and implemented are based on the following principles:

- diversification and complementarity of access opportunities and types of education (formal and non-formal);
- localization and targeting of priority areas and population groups;
- mobilization, participation and accountability of all actors nationally, regionally and locally in relation to schools and education.

The priority areas of action concern the two complementary aspects of education and training supply and demand. The main objectives are to extend and upgrade the network of education and training establishments, provide learners with social support, develop non-formal education for disadvantaged groups, and engage in advocacy and mobilization in pursuit of education for all.

### **2-2-1 Harmonizing education and citizenship-building services**

The efforts being made to upgrade, extend and reorganize the network of education and training establishments and thereby facilitate school access are based on a geographical and differentiated approach, with priority being given to disadvantaged areas and groups, particularly rural areas and girls, when infrastructure is allocated. The following activities are involved:

- development of pre-school education pilot classes, integrated into primary schools, and assistance for communities in developing a supply of such education;
- creation of new primary schools in places that lack them and expansion of those that do exist to complete their structure;
- construction of the amenities that are lacking, particularly latrines for girls, and connection to electricity grids (solar panels where there is no grid) and drinking water (or digging of well);
- repair and restoration of classrooms and outbuildings;
- establishment of mobile vocational training units;
- creation of a functional system allowing full schooling to be provided locally up to the end of the primary stage in small satellite schools serving douars with few inhabitants;
- creation of small lower secondary units in the central primary schools of school districts;
- organizing a system to provide basic education and training to nomadic populations, adapted to their living conditions (mobile units, classes under canvas, itinerant teacher);

### **2-2-2 Social support for learners**

The support strategy is built around priority areas of action with emphasis on rural areas and poor urban districts, with precedence given to disadvantaged groups and especially girls. It consists in:

- developing the network of school canteens in rural areas and establishing a compensation programme to encourage girls' enrolment in the form of food aid for parents who enrol their daughters and keep them at school;
- expanding the intake capacity of boarding facilities for girls and boys at secondary level in the rural areas and increasing the number of beds for girls by creating small hostels for girls entering lower secondary school (Dar Attaliba);
- awarding boarding grants to pupils who are forced to travel away from their commune of residence to pursue their secondary studies, with priority for the disabled and the establishment of a system of support for girls' enrolment whereby families living near the school are paid to provide them with lodging;
- organizing school transport, using formulas tailored to local circumstances and the priorities of regional academies;
- opening integration classes for slightly to moderately disabled students and providing access facilities for them;
- providing students from low-income families in the countryside and outlying urban areas with school textbooks and supplies.

### **2-2-3 Developing non-formal education**

Despite all efforts to extend the formal education system, many population groups remain outside school, or leave it before reaching a level that would preserve them from the fate of illiteracy which affects more than four adults in ten. As part of an enlarged vision of education, Morocco has adopted a policy of diversification and complementarity in learning methods, developing a variety of literacy and non-formal education programmes. The CNEF identified the development of this sub-sector as an essential tool for achieving quality education and training for all.

#### **Literacy programmes**

There are four literacy programmes, differing in terms of the populations targeted and the operators running them in collaboration with the SEAENF, which is in overall charge:

- the general programme, operated in schools by the regional academies and open to all population categories, especially pupils' parents, mothers and girls;
- the public sector programme, run by government departments and agencies for the benefit of their employees and the populations directly affected by their activities;
- the civil society programme, run by NGOs on the basis of a partnership agreement and targeting people of all kinds, but especially marginalized groups (women in the home, working-age unemployed);
- company programmes, run by training establishments for company employees under special training contracts.

## **Non-formal education programmes**

Introduced in the late 1990s, these programmes have the twofold objective of contributing to literacy (for which they focus on children and young people who are not in school, in an effort to cut off illiteracy at source) and of promoting social inclusion. There are five of them:

- the school integration programme, open to children aged 9 to 11 who have never entered school or have dropped out;
- the vocational integration programme, aimed at young people old enough to enter vocational training once they have completed the programme;
- the social integration programme, targeting children in difficult situations (street children, working children, juvenile delinquents);
- the rural programme, addressing situations specific to this environment and targeting girls in particular;
- the remedial and anti-drop-out programme, for pupils who have failed academically.

Other types of non-formal education employing other learning channels have recently been introduced to supplement the above programmes, namely:

- the creation of an educational television channel given over exclusively to education and training programmes;
- the creation of open universities offering evening classes in different areas of knowledge (literature, philosophy, history, communication, etc.).

### **2-2-4 Social mobilization and partnership**

Setting out from the principle that EFA is a matter of universal concern, the CNEF called for a social mobilization strategy involving all the active forces of the nation. Action in this field includes communication, information, awareness-raising and partnership activities at the national, regional and local level.

In terms of communication, the ETS has become more open and transparent, keeping public opinion informed periodically of its achievements, problems and development outlook by holding forums and debates and issuing public reports. Plans are in place for communication and awareness-raising activities dealing with the importance of education, especially for girls and women, using both modern and traditional information channels. Enrolment campaigns and open days are being held at schools and training establishments.

Hundreds of partnership agreements link ETS services to different actors in society at every territorial level, in the public, semi-public and private sectors. The role of NGOs has been considerably strengthened and their field of research has broadened and diversified. They act within the framework of ETS development strategies, concentrating on disadvantaged groups and on the following tasks: (i) upgrading education and training establishments; (ii) social and educational support for learners; (iii) literacy training (civil society programme) and non-formal education (social integration programme); (iv) education advocacy.

### **Section 3: Education and training quality strategies**

Education and training quality is one of the three essential components of ETS development policies and strategies, the others being governance and the extension of educational services to disadvantaged groups. The CNEF gives pride of place to education quality, devoting five of its 19 levers of change to the issue.

Numerous factors determine education and training quality. A study carried out in Morocco in the late 1990s on the determinants of academic achievement and progress in education highlighted elements of educational policy relating to: (i) learning conditions in terms of the infrastructure, equipment and textbooks with which establishments are endowed; (ii) the methods used to organize education services and group students; (iii) the methods and content of teacher training programmes and their incentive and oversight structures.

The education quality improvement strategies implemented in Morocco have these as their main thrusts. The CNEF gives priority in this area to curriculum review, adaptation of school work rhythms, language teaching, ICT use, encouragement of excellence and the promotion of sports and cultural activities. Teacher training and motivation and school management methods are just as crucial in a quality strategy and are likewise among the levers of change in the ETS reform.

#### **3-1 Strategies centred on learning conditions**

##### **3-1-1 The physical environment and equipment**

###### **Infrastructure**

There is a restoration and upgrading programme in place to improve buildings at education and training establishments. This programme, which includes construction, repair and maintenance activities, is being implemented in collaboration with ETS partners, particularly:

- regional and local communities and the local equipment fund (FEC), which lent the funds for the first education and training establishment upgrading programme;
- the national potable water office (ONEP) and the national electricity office (ONE).

The focus has been on the rural areas and outlying urban areas, and the main measures taken include: (i) repairing classrooms; (ii) connecting establishments to the water mains (or digging wells) and the electricity grid (fitting of solar panels where this is not available); (iii) constructing latrines, fencing, sick bays, libraries and laboratories in establishments that lack them.

###### **School equipment and textbooks**

Where equipment and teaching material are concerned, the strategy is based on a differentiated approach, with priority for disadvantaged areas in the distribution of resources, and includes the following:

- equipment and teaching material standards that take account of changes in teaching methods and current imbalances;
- decentralization of responsibilities for equipment procurement and distribution;
- strengthened equipment replacement programmes;

- introduction by the educational technology centre (CNTE) of programmes to provide training in the maintenance and use of teaching material.

ETS reform has been accompanied by major efforts to produce and distribute new school textbooks and teacher guides in both the formal and non-formal sectors, in both of which new curricula have been introduced. Innovations have included changes in the way textbooks are prepared and published and measures have been taken to equip disadvantaged regions and groups. These include:

- diversifying the sources and content of textbooks, rather than having just a single book for all students at the same level as was the norm in the past, thus giving establishments the choice of which textbook to use;
- liberalizing textbook publishing on the basis of specifications drawn up by the education and training authority, thus opening up new avenues for creativity and competition and enhancing quality;
- stepping up mechanisms for monitoring the textbook market and prices (national, regional and local multisectoral commissions);
- increasing the budgetary allocations set aside for the provision of textbooks to schools in rural areas and poor urban areas;
- giving school cooperatives a greater role in buying textbooks at advantageous prices;
- encouraging ETS partners (local communities, NGOs, banks, public and private enterprises) to play an active part in the provision of school textbooks in disadvantaged areas.

### **Using information and communication technologies (ICTs)**

Moves to provide education and training establishments with computer equipment accelerated when the reform was implemented, as recommended by the CNEF (lever 10). An ambitious project to ensure widespread information technology use in teaching (GENIE) has been put in place. Its three main thrusts are educational equipment, training and content. In relation to the first of these, the GENIE project aims to equip:

- all school establishments (primary, lower secondary and upper secondary schools) with an average of eight PCs and set up multimedia rooms with 8 to 15 networked micro-computers and a printer, plus the necessary training material;
- rural satellite schools (13,000 small primary education units attached to the central schools in school districts) either with mobile units (five PCs plus printer) or with permanent units (two PCs plus printers), in collaboration with local communities;
- regional academies with training laboratories containing 20 PCs, a printer and training material.

### **3-1-2 Organizing education and training services**

School work rhythms are another lever of ETS reform. They have been reviewed with the aim of making school life more flexible and responsive to regional and local peculiarities. The main changes are:

- reform of the length and organization of the school year, which now lasts 34 weeks with a total of 1,000 to 1,200 hours of teaching a year, divided into two semesters with a period in between that is used by teams of teachers to assess results;
- introduction of “school fairs” in the form of an open day just before the beginning of the school year to provide parents and other ETS partners with information on the internal rules of the school and its plans for the year;
- transfer to regional academies of the responsibility for adapting working hours and holidays to the intake capacity of establishments and local economic and social conditions on the basis of the proposals made by school management committees (CGEs); the latter will also have decision-making powers when it comes to the composition of classes in accordance with the school zoning map (single, double and multi-grade classes) and the organization of the running of the school according to the formulas laid down (normal, functional and rotation).

In the non-formal sector, decentralized management of literacy and non-formal education programmes leaves great scope for local initiative in the organization of education services, provided the normal progression and total hours of the curriculum are respected.

## **3-2 Strategies centred on learning content and assessments**

### **3-2-1 Review of school curricula**

Curriculum review is at the centre of strategies to improve education and training quality. Anchoring the ETS in its socio-economic environment requires a rethink of content and curricula to make them more relevant and responsive to the needs of society and to nurture citizens who are useful to themselves, their families, their communities, their country and humanity. The levers of change chapter of the CNEF provides for curricula to be revised, updated and adapted to changes in society and modern knowledge. It introduces major innovations in the following areas:

- the introduction of new skills-based approaches to education;
- the setting aside of 15% of total classroom time for regional curricula and 15% for local curricula, to take account of specific local features;
- the creation of a standing curriculum committee (CPP) responsible for approving curricula, ensuring their consistency, arranging for missions to validate textbooks and teaching aids and performing an educational oversight function.

Achievements in this area include:

- the preparation and implementation of new curricula for the three stages of school education;
- the introduction of new foreign languages and information technology into lower secondary schools and of philosophy into upper secondary schools;

- the introduction of Amazigh (Berber) language teaching in primary school, particularly in regions where this language is spoken, of a first foreign language in the second year of primary school, and a second language of choice;
- the formation of teams in regional academies to prepare regional and local curricula, and the experimental introduction of these;
- enrichment of the educational dimension of curricula by introducing and/or redesigning environmental, family and health education curricula;
- institutionalization of the standing curriculum committee, which has succeeded in finalizing and firmly establishing the pedagogic organization of upper secondary teaching by offering a common-core syllabus (traditional education, arts and social sciences, and science and technology);
- the creation of the Mohamed VI Academy for the Arabic language and the Berber language Institute (Institut de l'Amazigh).

### **3-2-2 Examination and assessment**

The assessments and examinations used to measure the relevance of education and training systems and certify the theoretical and practical knowledge of those passing through them have been profoundly altered in accordance with the recommendations of the national education and training charter, which are based on three fundamental approaches:

- combining two complementary assessment methods, namely continuous assessment and standardized examinations;
- strengthening the standardized component of examinations for the different stages of education;
- carrying out certification at the end of each stage on the basis of the weighted results of the standardized examinations and continuous assessment.

In addition to the baccalaureate, two certificates have been reintroduced:

- the primary education certificate (CEP) at the end of the primary stage, giving access to lower secondary school (*collège*) education on the basis of the results obtained: (i) in the continuous assessment carried out in class; (ii) in an examination standardized at the individual school level, covering the first term syllabus; (iii) in an examination standardized at the provincial level, covering all sixth year primary school syllabuses;
- the lower secondary education diploma (BEC), holders of which can pass on to upper secondary education or vocational training following three types of test: (i) continuous assessment in class; (ii) examination standardized at school level; (iii) external examination standardized at regional level.

The examination for the baccalaureate, which is a national diploma providing access to universities, has been profoundly altered and now involves a combination of continuous assessment and standardized examinations. It is taken over the two years of the baccalaureate cycle and comprises: (i) a regional examination standardized under the auspices of the AREFs, at the end of the first year of the baccalaureate cycle (second year of upper secondary education);

- (ii) a standardized national examination at the end of the final year of upper secondary education, this being the joint responsibility of the national examination centre (CNE), which prepares the tests and monitors and evaluates examination conditions, and the AREFs, which arrange the actual tests;
- (iii) continuous assessment tests during the final year.

The spread of continuous assessment and the introduction of standardized examinations have created a new dynamic, resulting in greater standardization of tests and of examination sitting and marking procedures and thus making examinations more credible, objective and fair.

Where international evaluation is concerned, Morocco has participated in numerous projects, including:

- TIMS, grade 8 in 2003 and 1999, and grade 4 in 2003;
- PIRLS in 2001, grade 4 (students aged 9);
- MLA, fourth and eighth year of basic education.

Morocco's participation in international assessments has resulted in the development of capabilities in this area, both nationally and regionally, and in a growing awareness of the importance of external evaluation and international comparisons. The results of these studies have shown how much ground needs to be made up by Moroccan students in comparison with those in other countries of a similar income level, and have highlighted the disparities in academic achievement by background and sex.

Given its position in the country ranking, though, Morocco, like other developing countries, has not done enough to communicate the results of these efforts. It has not used them to raise awareness among teaching and teacher training staff and motivate them to redouble their efforts, or to produce specific remedial strategies.

Participation in international external evaluation of academic achievement has not had any significant impact on students' results, educational level or progress, and nor has the examination review, although it has led to a greater interest in the validity and reliability of examinations, and to better organization.

The recent creation of an examination centre (CNE), which is in overall charge of all school examinations, competitive professional examinations and all internal and external evaluation activities, represents a new stage in the development of a culture of evaluation. Its mission is to harmonize and standardize the rules for preparing, administering and marking tests, to create test-item banks and to conduct analyses of results so that they can be systematically exploited.

### **3-3 School governance**

#### **3-3-1 Strengthening local management**

Decentralization and devolution of services are at the heart of the reform in the education and training system recommended by the national education and training charter. Measures to achieve more effective local management that is as responsive as possible to citizens' and communities' needs include:

- creating regional education and training academies (AREFs), which are public institutions with independent decision-making and management powers and with wide authority to develop education and training at the regional level;

- establishing school management committees (CGEs) to provide for collective, participatory management;
- devolving human resources management to the regional academy level;
- reforming budget planning on the basis of contractualization and performance evaluation;
- revising selection procedures for those running educational establishments so that precedence is given to competitiveness, transparency and competence;
- introducing planning at the individual school level, with plans being developed on a participatory basis in collaboration with the school's partners and qualifying (experimentally) for special financing after approval by the school management committee and regional academy.

The effects of decentralized, devolved management on education and training quality are not yet visible. Nonetheless, this new method of educational management, although of recent date, has created a dynamic of transparency, participation and mobilization, encouraging initiative and efforts to find appropriate solutions for local education problems. Its positive effects can be seen in improvements to learning conditions thanks to multifaceted support from NGOs and other regional and local partners of the education and training system, largely focusing on disadvantaged areas and groups.

The impact of decentralized, devolved management of the education and training system is overshadowed by the shortcomings which still affect this form of management:

- the slow pace at which powers are being transferred from central administrations to the AREFs;
- the concentration of powers within regional academies, which delegate little decision-making responsibility to provincial administrations and individual schools;
- the overcautiousness of local communities when it comes to participating actively in ETS reform, even though they are viewed as key partners in the quality improvement process;
- the unsatisfactory functioning of school management committees (CGEs), which have proved rather difficult to establish;
- the inadequacy of planning and management capabilities at the regional and local level.

### **3-3-2 Improving teacher training and management**

Teachers are at the heart of any ETS reform and the main starting point for any new initiative to improve the quality of education and training performance. Consequently, their training and the quality of their work, their motivation and engagement, are decisive factors. The CNEF has an entire section given over to human resources, and recommends the following for teachers: (i) higher-quality training, and restructuring of the institutions responsible for this; (ii) review of their statutory framework; (iii) improvements in their material and social status and working conditions; (iv) review of recruitment, assessment and promotion methods.

### **Initial teacher training**

This is provided by three types of establishments:

- primary school teacher training centres (for primary teachers under their new special status);
- regional teacher training centres (CPR), which train lower secondary school teachers;
- the higher teacher training colleges, which train upper secondary school teachers.

In each case, the training culminates after two years (the first being spent on theory and the second on practice) in the award of a teaching certificate, holders of which can apply for teaching posts.

The CNEF includes plans to reorganize these training establishments with a view to integrating them into a regional training institute attached to the university and charged with developing and carrying out the initial and in-service training of all ETS personnel.

### **In-service training**

Professionalization of the teaching profession entails ongoing lifelong training with a view to developing the skills needed to adapt to changes in the work performed. It is for this reason that the CNEF provided for the systematization of continuing and further education for ETS personnel by setting aside 30 hours a year for short training sessions to improve professional skills, plus proficiency training every three years.

Alongside the personal attendance model of continuing education, which predominates, other measures have been put in place to diversify the channels through which the content of this training can be disseminated, particularly:

- the interactive TV project, conducted in collaboration with the UNESCO Office in Rabat as the implementing agency, which offers training modules to teachers in certain provinces, using premises fitted out and equipped for this purpose;
- experimental distance education, carried out by producing training packages and distributing them to teachers in isolated locations; this is part of the SN/BAJ project (social priorities programme – education), in collaboration with the French development assistance agency;
- the national project for the widespread use of ICTs in education, which includes a large teacher training component in this area.

This teacher training system is very well established and almost all teachers now working have passed through it, thereby equipping themselves with theoretical knowledge and practical teaching expertise that qualify them to discharge their functions with greater or lesser effectiveness. This network of training establishments has helped to enrich educational research and improve teaching and learning methods.

Nonetheless, this system is still marred by numerous failings:

- initial training is focused on disciplinary aspects and does not generally deal with teaching situations in difficult areas;

- an imbalance between theoretical and practical learning, as training makes little provision for work placements;
- the breach that currently exists between initial and in-service training;
- the pressures on teachers' working time and the lack of replacement personnel, which limits the take-up of in-service training programmes.

Today, midway through the decade, professional in-service training, which is such a powerful lever for change and innovation, has only a small place in the programmes of the ministry and the AREFs, despite the priority given to it by the CNEF. The 2005 launch of the academic programme for in-service training (PAFC) and the increased funding made available at that time opened up new prospects for the development of educational and administrative management capabilities in the ETS.

### **Recruitment and posting of teachers**

Concerning teacher recruitment, the CNEF makes very progressive recommendations, going so far as to propose a renewable fixed-term contract (CDI) and decentralization of recruitment down to the level of the AREFs, provincial administrations, and even individual schools themselves.

At present, however, budget items are managed centrally and devolved personnel management is limited to measures that do not require a ministerial order. The AREFs and their administrations recruit supply (temporary) teachers to cope with the pressure of demand on the basis of data derived from the school zoning map and a general table of resources and needs approved by the human resources department. These teachers are progressively integrated into the public-sector employment system in accordance with the procedures laid down by mutual agreement with the social partners.

The aims of the geographical mobility strategies put in place for teachers are the following:

- stronger powers for the AREFs over the organization of personnel movements within the academy's territory;
- reduction of disparities and imbalances between and within academies, and rationalization of teacher use by: (i) stabilizing flows and settling new recruits in difficult areas for a period of four years (work contract in the region); (ii) using primary teachers to teach in lower secondary schools; (iii) having teachers make up their regulation number of working hours in a second school; (iv) allocating supplementary teaching hours to schools.

### **Motivating teachers**

The CNEF includes measures to encourage and motivate teachers, to ensure they are fully committed to the reform. The main achievements in this area are:

- review of the terms of service for national education personnel;
- the introduction of competitive examinations for internal promotion;
- improvements to the benefit scheme for education and training personnel, with the costs being met by a foundation created for this purpose (Fondation Mohammed VI).

In addition to these material incentive measures, professional support has been provided in the form of local local-level educational and administrative guidance.

For all the efforts made by the State to energize teachers' involvement since the reform began, the professional climate has not improved but is still marred by tensions with social partners and repeated strikes.

## **Section 4: Critical analysis of reform implementation**

### **4-1 A favourable environment for ETS reform**

The implementation of ETS reform has benefited from a favourable environment of State modernization and the development of tools for good governance. This framework for action has contributed to the emergence of new education sector management approaches, by fostering the development of education and training programme planning, implementation and monitoring capabilities. It has made it possible to introduce results-based management and programme contracts.

It is still too soon to evaluate the impact of these management tools and mechanisms in improving the ETS, since they are still at the experimentation and validation stage. The positive effects of these changes can already be seen, however, in the more fluid movement of indicators for supply and demand, results, performance and effectiveness, and the introduction and strengthening of internal control mechanisms.

Almost all the levers of change in the CNEF have now been implemented, some more rapidly than others. The actions taken include:

- expansion of the education and training supply and stimulation of demand with a view to ensuring universal basic education for children aged 4 to 15, increasing the number of people with occupational qualifications and reducing disparities in terms of background and gender;
- the development of four non-formal education programmes for children and young people who have never entered school or have dropped out;
- the development of three adult literacy programmes;
- improvements to education and training quality.

### **4-2 Progress in figures**

In the formal education sector, two disadvantaged population target groups, namely girls and rural children, have benefited the most from efforts to expand the ETS and from mobilization and social support initiatives. Progress with school access and retention for nomadic populations, the disabled and other target groups has been marginal. The school statistics do not record information on all the vulnerable groups covered by specific strategies.

Between 1999-2000 and 2003-2004, overall supply and demand indicators in the school education sector moved as follows:

- the operating budget increased by 28.6% (salaries account for 88.6%);
- conversely, the investment budget fell by 8.8% after 2000;

- regular public spending on primary education per pupil as a proportion of per capita GDP exceeded 20.2%;
- public spending on primary education fell from 39.8% to 39% of all public education sector spending;
- 100% of primary school teachers were qualified to teach at that level;
- the pupil/teacher ratio stabilized at around 28 at the primary level;
- pupil numbers rose across the board by 9% in primary schools, 14% in lower secondary schools and 23% in upper secondary schools, totalling 3.874 million, 1.134 million and 574,000 pupils, respectively;
- in rural areas, numbers rose by 14% in primary schools, 34% in lower secondary schools and 42% in upper secondary schools, totalling 1.988 million, 224,000 and 38,000 pupils, respectively;
- the numbers receiving meals at primary school canteens increased by 19.2% (20.2% for girls) and the numbers receiving grants by 50.4% at the lower secondary level and 33.4% at the upper secondary level;
- the rate of enrolment at pre-school establishments fell from 69.5% to 57.7% and the intake of 6-year-olds in the first year of primary school increased overall by 25.6 percentage points to 89.6%, with a rise of 27 percentage points in rural areas and for girls in rural areas to 85.2% and 82.2%, respectively;
- the school enrolment rate for children aged 6 to 14 inclusive, who are subject to compulsory education (primary and lower secondary), reached 83%, rising in the two specific age groups corresponding to each stage of education (6-11 for primary and 12-14 for lower secondary) from 79% to 92.6% for the first group, and from 58% to 66.3% for the second;
- average repetition and drop-out rates stabilized at around 13.2% and 6.6% at the primary level and 17.5% and 13.8% at the lower secondary level;
- the rate of retention up to the sixth year of primary school reached 73.7%;
- the coefficient of effectiveness in primary education rose from 62.4% to 68.3% between 1996 and 2004;
- in terms of gender equity, the parity index in primary education stood at 92% for the net intake rate in the first year of primary school and 91% for the net enrolment rate.

In the non-formal sector, the figures for the period from 1999 to 2003 give the following picture:

- the total number of beneficiaries of literacy programmes rose from 233,600 to 450,300, representing a growth rate of 92.7% and giving a cumulative total of 1.622 million;

- the proportions enrolled in the different literacy programmes in 2003-2004 were 50.6% in the general programme, 15% in the public sector programme, 34% in the NGO programme and 0.4% in the companies programme;
- the number of beneficiaries of non-formal education programmes targeting children and young people who had never attended school or had dropped out fell from 34,900 to 23,800, with a cumulative total of 313,400 over the period.

### **4-3 Main difficulties in implementing the reform**

The difficulties attending the introduction of the reform and delaying the launch of certain initiatives are chiefly as follows:

- the ambiguous status of the CNEF (it was unclear whether it was a law or a guidance document, and whether it was binding or indicative in nature) at the time the reform was launched, resulting in a period of uncertainty about the use that should be made of this reference document, and hence delays in ranking priorities and planning measures;
- the fragmentation of the education and training sector between a number of departments, which limited the scope for synergy and integration;
- the inadequacy of coordination mechanisms, despite the creation of the CISREF, which has mainly played an information-sharing, advice and guidance role, without exercising any great influence over the implementation of sectoral measures;
- the failure to communicate the goals of the reform strongly enough at the time it was launched, so that ETS actors and partners were not fully committed to it;
- the discrepancy between the financial resources mobilized, particularly for investment, and the requirements of the reform, resulting in deteriorating learning conditions and overcrowded classes (over 40 and as many as 45 pupils per class);
- the delay in implementing in-service professional education programmes to familiarize staff with the innovations introduced by the reform.

The opinion polls conducted by COSEF in 2003 confirm the reported implementation difficulties. The ETS actors and partners surveyed had great expectations of the reform, but observed that the pace of change had been fairly slow. They thought that:

- teaching methods and curriculum content did not yet match needs;
- working conditions for learners and teachers were not improving;
- the capabilities of those in charge of the reforms were inadequate and they had not been sufficiently familiarized with the changes planned;
- local communities were not very involved in the development of education and training, even though the CNEF treated them as key partners.

The reform follow-up reports published by COSEF in 2003 and 2004 triggered a dynamic of self-assessment by departments and the introduction of corrective measures, with the twofold aim of

speeding up the pace of reform and improving the participation of the different actors. The main actions were:

- strengthening of the communication system by organizing annual forums on the results and problems of reform implementation, nationally, regionally and locally;
- the strengthening of local management by creating and energizing school management committees (CGE);
- the introduction of in-service training programmes by the AREFs;
- the strengthening of partnerships with NGOs and local communities.

## **Part Two: Mauritania Case study**

### **Section 1: The framework for action**

#### **1-1 Reforms and development**

Mauritania's development plans up to the year 2015 focus on the fight against poverty and are directed towards achieving the Millennium Development Goals (MDGs). They are consistent with the Poverty Reduction Strategic Papers (PRSP) approach. The strategies underpinning development policies are structured around four major lines of emphasis: (i) faster growth; (ii) the embedding of development activities in the economic life of the poor; (iii) the development of human resources; and (iv) institutional development and good governance.

The United Nations Development Assistance Framework (UNDAF), which is the framework programme for United Nations system support, has determined four key strategy areas for the period 2003-2008, namely:

- promotion of governance and human rights through: (i) decentralization and modernization of public management; (ii) development of development programme planning and management capacities; (iii) strengthening of democracy and human rights and promotion of civil society participation;
- improved health of the population, particularly women and young people, by combating maternal and infant mortality, and improved living conditions (potable water, sanitation, nutrition, HIV/AIDS prevention);
- development of human resources through education and training, by strengthening and improving pre-school, primary and secondary education, the non-formal education sector and vocational training;
- poverty reduction through: (i) improved access to development infrastructure and the means of production; (ii) improved food security and natural resource management and environmental protection.

#### **1-2 Public sector governance**

The goals of good governance in Mauritania are: (i) to redefine the functions of the State with a view to streamlining structures and improving public management; (ii) to promote transparency, equity and efficiency in the public services; (iii) to strengthen follow-up and monitoring mechanisms; (iv) to control public expenditure; (v) to improve access to information; (vi) to build capacity for development policy formulation and implementation. The good governance action plan provides for a set of measures relating to public administration, devolution and decentralization, the economic sphere and the environment. These measures include, for each key area:

- modernization of public administration: (i) overall coordination and harmonization of ministerial functions and structures; (ii) rationalization of working procedures and methods for the improvement of public services; (iii) optimal use of resources deployed;
- devolution and decentralization: capacity-building of local government for development management and improvement of its institutional and organizational framework;
- in the economic sphere: (i) review of budget programming procedures with a view to the establishment of results-based management; (ii) enhanced transparency of public

procurement and anti-corruption measures; (iii) strengthening of evaluation and monitoring mechanisms;

- incorporation of the environmental dimension in all development programmes and establishment of a policy for the protection of natural resources;
- in the human rights field, the main aims are to ensure the rule of law by improving the institutional and legal framework, facilitating access to rights and introducing mechanisms for the protection of disadvantaged groups (women, children, etc).

The work of planning, monitoring and evaluating the good governance programme is performed by means of institutional machinery made up of four bodies: (i) an interministerial supervisory committee, under the authority of the Prime Minister; (ii) a technical monitoring and implementation committee composed of representatives of the members of the interministerial committee; (iii) a coordination committee set up by the Ministry of Economic and Development Affairs; (iv) specialized sectoral committees responsible for aspects within the sphere of competence of the department concerned.

### **1-3 Governance in the education and training system**

Education forms an integral part of the PRSP approach and is given high priority as a key sector for combating poverty. Governance of the education and training system (ETS), an essential factor in its development, is at the heart of public sector modernization reform. It is based on key management policies in this sector, which are geared to:

- institutional capacity-building for planning, programming, monitoring and evaluation at national, regional and local levels;
- restructuring of the central administration and clarification of the responsibilities of the central and regional services with a view to enhanced devolution and decentralization;
- improved management of human, financial and material resources based on more rational use of the means deployed and performance evaluation.

#### **1-3-1 ETS reform**

Mauritania has undertaken a comprehensive reform of its ETS aimed at unifying the system and improving its efficiency by putting in place quality education for all and by developing technical and vocational training tailored to the needs of the economy. A 10-year programme for the development of the education sector (PNDSE), covering the period 2001 to 2010, serves as a frame of reference for implementing and monitoring the reform. The key strategic areas of the PNDSE, geared to each type of education and training, focus on the improvement of: school access and pupil retention; quality of education and training; ETS management and operation.

The action areas targeted by the PNDSE are as follows:

- for the first key strategic area:
  - increased provision of pre-school and primary education, with priority given to the schooling of girls and the reduction of geographical disparities;
  - strengthening and adaptation of literacy programmes;

- development of lower secondary education, targeting disadvantaged areas and increased provision at upper secondary level, particularly in rural areas, to enable girls to continue their education;
  - development of traditional education and enhancement of the contribution of the mahadras (Koranic schools) to education and literacy training;
  - strengthening of vocational training structures;
  - development of a school-based community dynamic.
- with regard to the quality of education and training:
- improvement of the school environment;
  - improved and more relevant learning content;
  - improvement of school life;
  - strengthening of teachers' competencies;
  - development of functional literacy.
- for ETS governance:
- capacity-building for planning, programming and implementing ETS development programmes;
  - improved management of human, financial and material resources;
  - strengthening of follow-up, performance evaluation and monitoring mechanisms.

### **1-3-2 ETS organization**

#### **Institutional framework**

Primary, technical secondary and higher education and teacher training are under the responsibility of the Ministry of Education (MEN). Other ministerial departments oversee other parts of the ETS, including:

- the Ministry of the Civil Service, Labour, Youth and Sport, which is responsible for adult vocational training;
- the Office of the Secretary of State for the Status of Women, which is in charge of pre-school education;
- the Office of the Secretary of State for Literacy Training and Traditional Education.

## **Educational structures**

The education system is composed of:

- basic (primary) education, lasting six years, for children aged six years and over, leading to the certificate of primary education (CEP);
- secondary education, in two stages: lower secondary, leading, after four years, to the certificate of lower secondary education (BEPC), for pupils having completed the six grades of primary education selected on the basis of the competitive examination for admission to the first year of lower secondary education;
- upper secondary education, leading, after successful completion of three years of schooling, to the baccalaureate (secondary-school-leaving certificate). Pupils are selected after the BEPC, on the basis of counselling and according to intake capacity;
  - technical and vocational training (TVT), which comprises:
    - technical and vocational education, open, on the basis of a competitive examination, to pupils having completed the first and second stage of general or technical secondary education; it leads, after two or three years, to the technical school certificate (BEP), the vocational training certificate (BT) and the technical baccalaureate;
    - vocational training for adults with or without literacy skills, both employed and unemployed;
    - higher education for baccalaureate holders, leading after two or four years to national degrees or diplomas.

Non-formal education also exists, consisting of the mahadras system (traditional education) and the literacy training sub-sector.

### **1-3-3 The place of EFA goals in ETS development plans**

The PNDSE sets quantitative and qualitative goals on the basis of ETS development policy, in accordance with the aforementioned three key strategic areas. More specifically, it provides for:

- universal access to the first year of basic education by the year 2005;
- a significant improvement in retention rates up to the end of primary education, which should rise to 78% by the year 2010;
- implementation of specific measures in support of girls' education;
- reduction of disparities between regions;
- expansion of secondary education, with maintenance of a 50% transition rate from the end of primary education to the first year of secondary by the year 2010;
- support for local initiatives to develop pre-school education;
- strengthening of incentive measures to develop traditional education;

- development and diversification of technical and vocational training;
- improvement of the quality of education and training at all levels of the system through curriculum renewal, provision of educational tools, lowering of the pupil/teacher ratio and initial and in-service training;
- improved management and operation of the ETS through capacity-building for planning, management and evaluation, and the development of modern management tools.

The following table offers a parallel presentation of the goals of EFA and the PNDSE.

<b>EFA goals</b>	<b>PNDSE goals</b>
1. Develop and improve all aspects of childhood education and protection, particularly for vulnerable and disadvantaged children	- Support community initiatives for early childhood development and strengthen resource centres
2. Ensure that by 2015 all children, including girls, children in difficulty, and those belonging to ethnic minorities, have access to free, compulsory quality primary education and are able to complete it	<ul style="list-style-type: none"> <li>- universal access to the first year of basic education by 2005</li> <li>- improvement of retention rates up to the end of basic education to reach 78% by the year 2010</li> <li>- implement specific measures in support of girls' education</li> </ul>
3. Meet the educational needs of all young people and all adults by providing equitable access to suitable programmes designed to ensure the acquisition of knowledge and the necessary skills for everyday life	<ul style="list-style-type: none"> <li>- expand access to the first stage of secondary education, maintaining a 50% transition rate from the end of primary to the first year of secondary education</li> <li>- strengthen incentive measures to develop traditional education-develop and diversify technical and vocational training</li> </ul>
4. Improve adult literacy rates, particularly for women, by 50% by 2015 and ensure for all adults equitable access to basic and lifelong education programmes	<ul style="list-style-type: none"> <li>- diversify tools for the development of literacy training and mobilize all actors in efforts to combat illiteracy</li> <li>- strengthen the contribution of the mahadras system in literacy work</li> </ul>
5. Eliminate gender disparity in primary and secondary education by 2005 and establish gender equality in 2015, taking care in particular to provide girls with quality basic education and the same chances of success	- mplement specific measures in support of girls' education

6. Improve the quality of education in all its aspects with a concern for excellence in order to achieve recognized and quantifiable learning outcomes for all, particularly in regard to reading, writing and arithmetic and essential life skills	– improve the quality of education and training through curriculum renewal, the provision of educational tools, lowering of the pupil/teacher ratio and initial and in-service training
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#### **1-3-4 The tracking, evaluation and monitoring system**

The PNDSE is the frame of reference for ETS development and benefits from the support of development partners. It is implemented on the basis of yearly programming and sectoral plans. It is subject to continuous monitoring, with the involvement of development partners through supervisory missions, annual reviews and mid-term evaluations.

Two ministerial departments are responsible for PNDSE implementation, monitoring and evaluation tasks, namely:

- the MEN, in particular through the Department of Reform and Future Studies (DRP), which is in charge of: (i) elaborating PNDSE budget guidelines and annual action plans; (ii) following up with donors and preparing coordination meetings of the programme coordination committee; (iii) centralizing and coordinating quarterly PNDSE progress reports;
- the Ministry of Economic and Development Affairs (MAED), through the Department of Education and Training Projects (DPEF), which is responsible for: (i) financial and material management of the programme; (ii) provision of the necessary support for information, training and consultations with the bodies responsible for programme implementation; (iii) receiving and submitting to the management committee and to the programme coordination committee the results of studies and audits undertaken.

Regional and local monitoring and evaluation are ensured by the Regional Departments of Basic Education (DREF) and the Departmental Inspectorates of Basic Education (IDEF).

The General Inspectorates of Basic and Secondary Education monitor educational services, institutions and teachers. In schools, the establishment of management committees (CGE) contributes to better monitoring and management on a participatory basis. The PNDSE provides for a strengthening of local community-level tracking and monitoring mechanisms through action to improve the working conditions of inspectors.

Monitoring tools take the form of statistical yearbooks, semi-annual and annual reviews, and supervisory missions leading to programme progress reports. The PNDSE provides for the establishment of an education information and management system (SIGE), to meet the needs of all users both for management and for monitoring.

#### **1-3-5 Participation of sponsors and civil society**

Mauritania, which since 1999 has been eligible to benefit from the Highly Indebted Poor Countries (HIPC) Debt Initiative, receives strong support from technical and financial partners (TFPs). Development assistance pays for about a quarter of the total cost of the Poverty Reduction Strategy Papers (PRSP), drawn up on the basis of a participatory approach, with TFPs and civil

society associations. The following table provides an overview of the range of TFP support for the country's development efforts.

Fields	TFP (distribution)						
	UNFPA	WFP	UNDP	UNICEF	WHO	FAO	UNF
Reproductive health	X						
Population and development	X						
Multisectoral activities	X						
Support for rural development		X				X	
Support for basic education		X					
Mother and child food support		X					
Governance and human rights			X	X			
Sustainable development			X				
Poverty reduction			X	X		X	
Education/training				X			
Reduction of maternal and infant/youth mortality				X			
Capacity-building					X		
Support for priority programmes					X		
Support for policy and strategy development					X		
Partnership expansion					X		
Food security						X	
Environment						X	
Community nutrition						X	
Girls' education joint project							X

The education system, which is a priority sector of the PRSP, benefits from the EFA Fast-Track Initiative (FTI). It is one of the sectors with a medium-term budget framework, aimed at improving the effectiveness of action in this sector.

The TFPs contribute to the development of education by supporting PNDSE implementation. Their action focuses on the following key strategic areas:

- strengthening of pre-school and primary education, with emphasis on the enrolment of girls and improved quality;
- support for literacy development;

- support for the enrolment of girls in secondary education and universal access to population education, including HIV/AIDS prevention;
- support for Internet use and access to information;
- strengthening of integration and pre-occupational structures for young people;
- support for the modernization of educational administration.

Civil society is active in the field of governance and human rights. It is supported by international associations and TFPs, which seek to strengthen its role through the establishment of partnerships with the State. It participates in the preparation of UNDAF and has recently signed an agreement with the State to participate in the effort to combat illiteracy.

## **Section 2: Policies and strategies to promote equity**

The PNDSE, as the frame of reference for the development of the education and training sector, sets the following goals:

- development of pre-school education and early childhood protection;
- universal access to the first year of basic education by 2005;
- improvement in the retention rate up to the end of basic education, with 78% being attained by 2010;
- broader access to the first stage of secondary education, maintaining a 50% transition rate from basic education to this stage;
- intensification of efforts to combat illiteracy;
- implementation of specific measures in support of girls' education.

The PNDSE establishes quantitative indicators for three of the six aforementioned goals. It lays down for each sub-sector education and training development strategies designed to surmount the difficulties besetting the ETS before the reform was launched.

### **2-1 Dysfunctions in educational supply**

Diagnostic studies, conducted in advance of PNDSE preparation, highlighted the main obstacles linked to educational supply that are impeding the development of the education system. The following dysfunctions were identified:

- insufficient coverage by infant care structures (covering only 3.7% of pre-school age children between the ages of three and six);
- a low retention rate up to the end of basic (primary) education, barely reaching 53%;
- disparities in terms of access and retention at the level of basic education according to gender, rural and urban area and region;
- the existence of wide discrepancies in access to secondary education, between the two Arabic and bilingual options, and according to gender, area and region;

- a large proportion of basic and lower secondary education schools lacking full facilities;
- deterioration in learning conditions;
- an almost complete lack of school health structures and preventive care at school;
- scarcity of school meal services (canteens) and grants;
- in the non-formal sector, traditional education marked by a lack of organization and resources and an absence of any statistics about the user population;
- inadequacy of mass literacy campaigns and lack of an information system reporting regularly on the progression of the literacy rate;
- TVT supply that does not meet the needs of the labour market.

## **2-2 Educational supply and demand strategies**

The strategies put in place under the PNDSE are aimed essentially at: (i) expanding and improving supply; (ii) encouraging demand by making parents aware of the importance of schooling for their children; (iii) supporting children from low-income families or disadvantaged groups or areas. These strategies are set out below by type or stage of education and training.

### **2-2-1 Early childhood protection and education**

The development of early childhood education is based on:

- the development of community initiatives through multi-faceted support in respect of: (i) community infant care infrastructure; (ii) educational and pharmaceutical equipment; (iii) income-generating activities (IGAs) for women involved in community infant care centres; (iv) establishment of an infant early-learning programme in existing community structures.

Early childhood development is supported mainly by UNICEF which contributes to the promotion of an integrated approach in this area.

### **2-2-2 Extension of basic (primary) education**

Achievement of the goal of universal education and improved retention rates in basic education hinges on the implementation of the following strategies:

- emphasis on the compulsory nature of education through the promulgation of a regulatory text;
- increasing intake capacity to meet the pressing social demand for education;
- rehabilitation of classrooms in disrepair;
- improving material working conditions by connecting schools to drinking water and electricity grids and building sanitary installations, fences and offices for senior administrative staff;
- promotion of school-based community participation;

- strengthening of public support for the development of the private education sector.

### **2-2-3 Development of secondary education**

The improvement of educational supply is based on complementary strategies combining extension, rehabilitation and more rational use of existing capacity, and more specifically:

- expansion of intake capacity, in particular for the first stage of secondary education, through the building of new schools and the enlargement of those already existing;
- rehabilitation of schools through classroom repair and the addition of sanitary installations, fences and administrative offices;
- fitting out with furniture and computer connections;
- more rational use of school facilities through school zoning for a better match between supply and demand.

### **2-2-4 Greater equity in formal education**

Specific strategies in support of disadvantaged groups have been put in place, targeting girls and rural areas in particular. The aims are:

- to establish throughout the area schools offering a full course;
- to improve the enrolment of girls through the organization of awareness campaigns and remedial classes at school;
- to extend the school meal service network and to open community centres;
- to review the criteria for awarding grants for the benefit of vulnerable groups.

### **2-2-5 Technical and vocational training (TVT)**

TVT is being gradually developed through: (i) the development of new training methods (sandwich courses, apprenticeships) and their experimentation within the framework of pilot projects; (ii) strengthened staffing for technical teaching; (iii) identification and acquisition of priority equipment; (iv) increase in intake capacity. This development of supply fits into an overall strategy aimed at bringing TVT more closely into line with individual and corporate needs and covers institutional aspects as well as training quality and management.

### **2-2-6 Traditional education (Mahadras)**

Strengthening of this non-formal sub-sector entails: (i) establishment of a continuing education system, the structural adjustment of this system in order to tie it in more closely with the other sub-sectors of the ETS and the creation of bridges to the formal system; (ii) human, material and financial capacity-building in the Office of the Secretary of State for Literacy and Traditional Education (SEAE0); (iii) educational assistance and financial support for mahadras that meet certain qualification requirements.

### **2-2-7 Literacy training**

The strategy to combat illiteracy, a long-term strategy designed to supplement action taken to ensure universal access to education by the year 2005, consists in putting in place a flexible, lasting and functional process of adult literacy training and education. It hinges on an approach geared to the mobilization of stakeholders and the consolidation of existing capacity.

#### **The mobilization of all stakeholders**

Literacy development depends on the broad mobilization of all the nation's vital forces, through:

- the contribution of all public stakeholders, their mobilization and the pooling of their efforts as part of a unified strategy to reduce illiteracy, on the basis of goal-by-goal and sector-by-sector contracts with the SEAE0;
- the involvement of civil society, cooperatives and businesses in the implementation of literacy programmes, by establishing a closely-knit, efficient NGO network capable of participating effectively in the State effort by undertaking the following measures:
  - establishment of a funding mechanism for literacy programmes run by NGOs;
  - elaboration of a contractual framework between the SEAE0 and NGOs involved in literacy programmes;
  - upgrading of NGO competencies in the field of project planning and management;
    - representation of civil society in coordination bodies;
    - establishment of a partnership framework with companies for the implementation of literacy programmes for their staff and with labour unions with a view to membership awareness-building and mobilization.

#### **Consolidation of existing capacity**

The aim is the further development of SEAE0 capacity through direct action targeting poorly accessible regions and disadvantaged groups beyond the reach of the programmes of other providers. The actions to be taken to this end include: (i) establishing, in consultation with local and district officials, a map of priority action areas; (ii) identifying priority target groups in each case (non-formal education programmes for children who have not received or not completed schooling, literacy training for young women and unemployed or working adults); (iii) ensuring sponsorship of the majority of continuing literacy training centres by other stakeholders and establishing literacy resource and support centres (CRAAs); (iv) setting up lightweight mobile literacy units (tents plus teaching aids and equipment); (v) boosting the demand for literacy training through a system to motivate potential beneficiaries.

### **2-2-8 School health**

The national school health programme (PNSS), which contributes to the improvement of ETS performance and increases social equity, includes among its aims the improvement of school infrastructure and the health status of pupils and teachers through: (i) the building and rehabilitation of latrines in schools, and potable water supply; (ii) the provision of preventive care in schools through vaccination and the distribution of medicines.

### **2-3 Participation of TFPs and non-governmental actors**

TFPs play an active role in the development of educational supply and demand in respect of each of the components of the education and training system. Strategies and scheduled actions concern:

- promotion of an integrated approach to early childhood;
- support for the education of girls aged 6 to 11;
- support for improvement of the learning environment;
- support for school health;
- promotion of community participation;
- support for resource mobilization for a literacy programme;
- functional literacy and technical training;
- greater complementarity between mahadras and formal education;
- establishment of school meal services in Koranic schools;
- strengthening of advocacy and social mobilization;
- improvement of school infrastructure and school life;
- support for the establishment of hostels for girls or other forms of accommodation;
- strengthening of FTP care and integration structures for young people.

There are NGOs active on the ground, operating through development cooperatives. Some are involved in literacy programmes for members of cooperatives. However, their impact is limited as there is not yet any technical and financial support mechanism or partnership structure between NGO networks and the authorities in charge of education and training.

Parents' associations (APEs) are involved in efforts to improve educational conditions in schools. Social partners contribute, through their representatives and by way of social dialogue, to the resolution of conflicts relating in particular to human resource management and participate in education and training policy discussions.

**Table showing the main strategies and key areas of action**

Strategies	Area of action	Sub-sectors				
		Pre-school	Primary	Secondary	Voc.train.	Literacy
Increasing the supply of education and training	Information system development	x				x
	Building and enlargement of schools		x	x	x	
	Rehabilitation and upgrading of schools		x	x	x	
	More rational use of facilities		x			
	Ensuring full course capacity in schools (all levels in situ)		x			
	Establishment of lightweight structures					x
	Provision of equipment and teaching materials	x	x	x	x	x
	Support for private sector development	x	x			
Encouraging the demand for education and training	Awareness campaign (advocacy)	x	x	x	x	x
	Strengthening of the school meals network and boarding facilities		x	x		
	Revision of criteria for the award of grants		x	x		
	Mobilization of stakeholders	x	x	x	x	x
	Establishment of IGAs	x				x

Action to promote equity in access to and retention in formal education institutions is directed chiefly at girls and children of school-going age in rural areas. Such action forms part of the supply-oriented strategy, which targets rural areas through extension and upgrading of the school network. At the same time, such action is being taken in particular in response to the strategy to boost educational demand, which is based on awareness and support campaigns aimed at children from low-income families, in particular through a set of priority measures for such groups with regard to

school meals, grants and boarding, the provision of textbooks and school supplies and the organization of remedial courses. The non-formal sub-sector, which offers the prime means of combating inequalities in education by targeting vulnerable and marginalized groups, consists mainly of adult literacy programmes. The PNDSE is planning to enlarge this sub-sector and to diversify it by introducing non-formal education for children who have never attended school or have dropped out.

### **Section 3: Quality education**

Concerns as to the quality of education are at the heart of ETS reforms. Changes aimed at enhancing the quality of education and training range from curriculum revision to improved school management and include teacher training and motivation and overhauling examination and assessment systems.

Improving the quality of Mauritanian educational services is a priority focus of its reform. The PNSDE advocates a package of remedial measures on the basis of diagnostic analyses, together with changes calculated to adapt the education and training system to the actual needs of the population and to give it a truly pivotal role in poverty reduction efforts.

#### **3-1 Dysfunctions of the Mauritanian ETS**

A study carried out in 1998 by the National Institute of Education (IPN), with the support of the Institute of Educational Research (IREDU), highlighted the low efficiency of the ETS, noting: (i) an inadequate command of curriculum content (Arabic, French, mathematics), not exceeding 30% in basic education; (ii) a retention rate in basic education barely rising to 55%; (iii) high repeat and drop-out rates, increasing the unit training cost of a secondary school certificate holder, reckoned to be four times higher than normal (24 years of study instead of six). The shortcomings of the ETS that have led to this situation are both numerous and varied and they affect all the components of the system.

Pre-school education, a decisive stage in the school learning process, is almost non-existent. Community childcare centres, set up by women and used mainly as child-minding facilities are characterized by unsuitable premises, a lack of equipment and training for the women in charge of them and an absence of early learning programmes.

The formal school education and vocational training sector is marked by:

- inadequate distribution of curricula to teachers;
- short supply of textbooks and teachers' guides and a rather inegalitarian distribution;
- inappropriate initial teacher training and inefficient and irregular in-service training;
- lack of strict procedures for the posting of teachers and of measures to motivate them;
- a lack of regular monitoring of teachers for want of resources and professionalism in the Inspectorate;
- establishments not equipped to provide a complete course of schooling and deterioration of school facilities under the pressure of quantitative expansion;
- technical and vocational training beset by numerous shortcomings in terms of institutional framework, equipment, human resources and financing.

The non-formal education sub-sector also has a number of deficiencies, which limit its effectiveness. Traditional education, provided in the mahadras, suffers from: (i) a lack of organization, follow-up and supervision and absence of an information system to keep it on track; (ii) inappropriate programmes and learning methods and lack of training.

### 3-2 Strategies to improve quality

The PNDSE has laid down a number of key areas of action to improve the quality and efficiency of the ETS, relating to learning conditions, curricula, teacher motivation and assessment.

#### PNDSE strategies and areas of action to improve quality

Strategies	Area of action	EP	EF	ES	FTP	EO	AL
Improvement of learning conditions	Upgrading schools		x	x			
	Strengthening of resource centres	x					x
	Distribution of textbooks and teaching materials	x	x	x	x	x	x
Curriculum revision and renewal	Application of new curricula in schools		x				
	Revision of curricula and their availability to teachers			x			
	Incorporation of specific modules (health, environment, civics)			x			
	Development of literacy programmes						x
Assessment of learning	Development of new training modules				x		
	Improvement of assessment practices		x	x			
	Establishment of a quality system				x		
	Establishment of a mahadras qualification system					x	
Teacher training and motivation	System for assessing learning outcomes						x
	Improvement of initial and in-service teacher training		x	x			
	Establishment of a training system	x					
	Establishment of a qualification system					x	

Development of in-service training	x	x	x	x	x	x
Upgrading of the teaching profession		x	x			

### 3-2-1 Strategies to improve learning conditions

#### Infrastructure

The teaching and learning environment is an important factor in the process of improving quality. Schools are more attractive and more stimulating when they are provided with spacious, well-lit rooms, outbuildings and the necessary equipment.

The PNDSE is accordingly taking steps to upgrade schools by: (i) building and equipping subject classrooms, laboratories and libraries; (ii) providing them with teaching materials and school textbooks; (iii) improving sanitation, hygiene and nutrition.

#### Educational resources for schools

The measures planned by the PNDSE in this area concern:

- improved facilities in resource centres for early childhood development;
- free distribution of school textbooks for classroom use under a policy to make textbooks available in schools and to lift restrictions on publishing;
- distribution of educational supplies to schools, in accordance with strict programming based on the opening of new schools;
- popularization of literacy guides.

### 3-2-2 Strategies focusing on content and assessment

#### Curriculum renewal

Curricula that are not periodically adjusted, updated and renewed soon become obsolete, owing to rapid developments in science and technology. The overhaul of curricula generally forms part of all reforms in education and training. The skill-based approach is currently used in curriculum building. ETS reform is no exception to this rule, since it goes hand in hand with the design and implementation of new curricula fostering the skill-based approach in basic and secondary education.

Specific modules relating to health, hygiene and citizenship are being introduced into curricula. The renewal of training programmes is also included in the reform of the TVT sector, where the development of new forms of training (sandwich courses, apprenticeships) is also planned. Adult literacy programmes are likewise being further developed. This process of curriculum renewal is backed by intense efforts to produce and make available materials for teachers so that they assume ownership of the new curricula.

### **Assessment of learning**

Classroom assessment practices are rare, for want of assessment tools and initial teacher training in this field. The skill-based approach used for curriculum development should contribute to improved learning assessment.

The PNDSE provides for regular ex post facto and ongoing classroom assessment. The first-year competitive examination in secondary education will become a skills assessment test and not just a means of monitoring knowledge. In secondary education, it is planned to organize periodic assessments and to introduce the systematic monitoring of educational achievement.

### **3-2-3 ETS governance**

#### **Improved management**

Increased decentralization and local management more closely attuned to the needs of users of education and training services are central factors in the process of quality improvement. The PNDSE accordingly gives priority to strengthening the Regional Departments of Basic Education (DREFs). Recommended measures include: (i) training of their staff and placing of adequate resources at their disposal; (ii) standardization of their activity; (iii) improved human, material and financial management; (iv) capacity-building for the planning and design of school zoning maps; (v) management training for directors of education and training institutions; (vi) establishment of and new momentum given to school management boards.

The PNDSE proposes to improve staff management, particularly for teaching staff, in order to remedy current imbalances and fill local gaps through better teacher distribution. It is planned to improve forward management in terms of needs linked to school population growth and replacements by: (i) developing recruitment planning on the basis of the school zoning map; (ii) developing a computer file containing data on teaching personnel to be periodically updated.

Improved posting of teachers will be underpinned by the introduction of posting management tools based on objective and fully transparent criteria. It is also planned to encourage the posting and establishment of teachers in sensitive areas by way of financial incentives.

#### **Teacher training and motivation**

One-year initial teacher training for basic education is provided by primary teacher training institutes (ENIs). The training is not very effective and falls short of the reform requirements. It is planned to introduce new methods of initial student teacher training, with greater emphasis on practical aspects of the teaching profession and improved training of teacher trainers (supervisory team and practice teachers). The practical aspects of initial secondary school teacher training, provided at the corresponding teacher training institute, will be strengthened through the integration of modules.

Where in-service training is concerned, there is no continuing programme that meets the needs of teachers. The improvement of initial and in-service training is at the heart of the reform as a key factor in the quality of education. The PNDSE proposes to strengthen in-service training by introducing an operational mechanism for this purpose and designing and implementing in-service training modules on the basis of an analysis of teachers' needs. Distance in-service training modules will also be developed and introduced.

The upgrading of the teaching profession, with a view to securing the full support of teachers for the reform, is provided for in the PNDSE, which is planning the introduction of an incentive

scheme for teachers working in difficult areas and the promotion of equity through the transparent application of posting and promotion criteria.

More personalized teacher supervision will be strengthened with a view to providing permanent support for teachers and systematically monitoring their teaching practice, particularly in rural areas.

#### Section 4: Critical analysis of the reform

##### 4-1 A centralized programmatic framework

TFPs have made a number of significant contributions to the 1999 ETS reform under the Heavily Indebted Poor Countries Initiative. In addition to financing, TFPs participate in the development of programmatic frameworks and reform coordination and steering mechanisms. The PNDSE, which is the benchmark for ETS development aims, sets out in detail goals, activities and their cost, and serves as a basis for monitoring and evaluating the achievements of the reform, thereby facilitating its implementation and decision-making for the necessary ongoing readjustments.

This efficient tool of centralized national programming does not, however, have an equivalent on the ground. It has no input from equally detailed regional and/or departmental plans necessary for the coordinated and programmed implementation of action on the ground. Furthermore, clearance procedures for externally-funded activities tend to slow down the programme delivery rate.

##### 4-2 Review of the outcome of activities and progress in figures

Analysis of the 2003-2004 implementation report shows mixed results, with 91 activities completed or ongoing out of 141 programmed. The following table shows the stage reached in each of the main areas of action.

Area/Activities	Completed	In progress	Not completed
<b>Educational, administrative and financial management</b>			
Establishment of an information system for educational management		X	
Establishment of school zoning		X	
Organization of DREN and IDEN training seminars on educational and administrative management		X	
Development of personnel management tools			X
Improvement of examination management			X
Strengthening of assessment unit			X
Validation of the procedural handbook for school project support funds	X		
Parent participation in the decision to grant teachers distant posting allowances	X		
Support mission for decentralization to regional and departmental structures	X		

Adoption of secondary school inspectorate statute			X
<b>Improvement of the quality and effectiveness of education</b>			
New country-wide primary school teacher training programmes	X		
Development of benchmarks for the training of inspectors	X		
Training modules for inspectors		X	
Universal provision of 2AF and 5AF (basic education) programmes	X		
Introduction of a training course for secondary school inspectors			X
Curriculum testing in 1AS and 2AS (lower secondary)		X	
Renewal of upper secondary science education			X
Upgrading of teachers' linguistic skills		X	
<b>Early childhood development</b>			
Production of training guides and modules		X	
Validation of national early childhood policy		X	
SECF capacity-building			X
IGA support fund			
Finalization of the rehabilitation/extension programme for resource centres		X	
<b>Promotion of school health</b>			
Development of a communication strategy	X		
Validation of school health policy		X	
<b>Widening of access to education</b>			
Development of the schools network		X	
Rehabilitation/extension of schools		X	
Establishment of the fund for the promotion of private education		X	
Development of SEAEO capacity		X	
Study on the building of bridges between formal and non-formal education		X	
Validation of procedural handbook for the literacy support fund	X		
Overhaul of literacy programmes			X
Establishment of functional literacy programme for 1000 women			X
<b>Improvement of TVT</b>			
Renewal of certain courses		X	

Finalization of the training plan for supervisory personnel		X	
Establishment of a graduate follow-up programme		X	

Advances in the promotion of access to education between 2000 and 2003 are reflected in the following indicators:

- the pre-school enrolment rate rose from 3.7% to 4.3%;
- enrolments in basic (primary) education increased overall by 9%, rising to 394,400 pupils;
- the gross literacy rate in 1AF exceeds 90%, and the gross enrolment rate rose from 86.4% to 91.7% ;
- the retention rates in primary education improved slightly, reaching 47.3%;
- the percentage of schools offering a full course has increased slightly, rising from 16.5% to 17.2%;
- the pupil/teacher ratio increased in basic education from 39 to 41, and decreased in secondary education from 29 to 28;
- the primary to secondary transition rate rose from 52.8% to 64%;
- secondary school enrolments increased by 9.5%, rising from 747,000 to 818,000;
- the attendance rate of girls increased from 14.4% to 49.1% in basic education, from 44% to 44.9% in lower secondary education, and from 41% to 43.8% in upper secondary education;
- disparities between regions became slightly less marked, the standard deviation in the gross enrolment rate in basic education decreasing from 18.44 to 18.35.

### **4-3 Main difficulties in implementing the reform**

As can be seen, a large number of activities have been launched but their implementation has been somewhat delayed. Some of them are still at the study and experimentation stage, with the result that the changes expected to accrue from the reform are taking time to materialize on the ground for the benefit of pupils. The main challenges to be met concern:

- the availability of bilingual teachers, given that the majority of the current 3,200 teachers are Arabic speakers; this has had a strong impact on implementation of the reform in favour of bilingualism (Arabic/French), aimed at unifying the system;
- absence of the information system (SIG), whose introduction has been delayed, is a major handicap in ETS monitoring and management;
- difficulties encountered in the establishment of decentralization and local management;

- the delay incurred in overhauling the assessment and examination system, which is a key element in the process of improving ETS quality and efficiency;
- shortcomings in information and communication on the subject of the reform;
- difficulties in developing the non-formal education sector and mobilizing the various actors and partners to this end, it being understood that this sub-system largely contributes to equity by targeting the most disadvantaged groups.

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