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## **Morocco country policy study**

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Acronym	Title
ANLCI	National Agency against Illiteracy ( <i>Agence Nationale de Lutte contre l'Illettrisme</i> ), France
AREF	Regional Education and Training Academy ( <i>Académie Régionale de l'Education et de la Formation</i> )
BAJ	Social Priorities Programme (in Arabic)
CNEF	National Education and Training Charter ( <i>Charte Nationale de l'Education et de la Formation</i> )
COSEF	Special Committee on Education and Training ( <i>Commission Spéciale Education Formation</i> )
CSF	Special Training Contracts ( <i>Contrats Spéciaux de Formation</i> )
Dhs	Dirhams (Moroccan currency): 1 euro is worth around 10 Dhs
DLCA	Illiteracy Directorate ( <i>Direction de Lutte contre l'Analphabétisme</i> ), SE, Morocco
NFE	Non-formal education
UNFPA	United Nations Population Fund
LAMP	Literacy Assessment and Monitoring Programme
MENJ	Ministry of Education and Youth ( <i>Ministère de l'Education Nationale et de la Jeunesse</i> )
NFE-MIS	Non formal Education – Monitoring Information System
OFPPT	Office for Vocational Training and Job Promotion ( <i>Office de la Formation Professionnelle et de la Promotion du Travail</i> )
NGO	Non-governmental organization
RGPH	General Population and Housing Census ( <i>Recensement Général de la Population et de l'Habitat</i> )
SE	Secretariat of State for Literacy and Non-Formal Education ( <i>Secrétariat d'Etat chargé de l'Alphabétisation et de l'Education Non Formelle</i> )
SEFP	Secretariat of State for Vocational Training ( <i>Secrétariat d'Etat à la Formation Professionnelle</i> ).

# 1. How are non-formal education, literacy and illiteracy defined in Morocco (by different actors) and how have these definitions evolved in recent decades? How is literacy assessed for surveys/censuses and how is literacy performance evaluated?

## 1.1. Definitions of concepts in the Moroccan context

Up to now, the definitions of non-formal education and literacy have been closely linked with government practices regarding access to basic education.

→ **Non-formal education (NFE):** This concept refers to basic education provision for children not attending school or school dropouts, under the age of 16 who, despite being of compulsory school age, find themselves outside the formal education system. Even though there were a variety of educational practices in the non-formal sector in Morocco in the past, the use of this concept is relatively recent in the Moroccan context. It dates back to 1997, when an administrative department was created in the Ministry of Education to set up organized educational provision for the needs of children and young people under the age of 16 not attending school. The youth population targeted by NFE programmes is structured into three groups:

- Children aged 9 to 11: the aim of NFE programmes is to foster their integration into the formal education system.

- Children over the age of 11 who have dropped out of school: the aim of the programmes is to upgrade the children's education, with a view to integrating them into vocational training (initial training or apprenticeship).

- Children over the age of 11 who have never been to school or who have not been made literate despite receiving schooling. In this case, NFE programmes are aimed at educating children and making them literate to prepare them for working life.

→ **Literacy promotion:** This concept refers to promoting literacy in the adult population (aged 16 years and over). Literacy promotion refers to the full range of basic education services for illiterate adults. The use of this concept dates back to the late 1950s, when mass adult literacy campaigns were set up in the wake of political independence. Since then the meaning of this concept has evolved greatly as the underlining rationale of literacy programmes has evolved, although it is still associated with adult access to basic education. Starting in the 1990s, there has been a move away from the 'conventional' form of literacy promotion (involving teaching basic reading, writing and numeracy skills by means of a monolithic education programme implemented in accordance with a purely scholastic rationale), towards a functional form of literacy. In current literacy programmes, special attention is paid to the 15 -45 age group.

→ **Illiteracy:** This concept is defined in opposition to the literacy concept. For many years, illiteracy referred to a situation where a person had no command of basic reading and writing skills at all (the ability to write their name, and to read and write a phrase). Nowadays, illiteracy is defined in opposition to the concept of functional literacy. Functional literacy refers to the possession of a set of core skills deemed necessary for an individual to operate in society. These skills include: oral expression, writing, reading, numeracy and civic and religious education. Anyone who does not master all these functional skills is considered to be illiterate.

From an institutional standpoint, since 2002, non-formal education and literacy as defined above have come under the jurisdiction of the Secretariat of State for Literacy and Non-Formal Education (SE).

However, a number of very recent elements characterizing the provision of educational services outside the formal education system are signalling an evolution in these definitions towards a broader-based approach. Two examples illustrate this trend:

(i) The effective establishment of adult education centres for literate adults outside school who wish to acquire knowledge in a wide variety of fields (law, management, sociology, philosophy, and so on). These centres are set up by the Secretariat of State for Youth (*Secrétariat d'Etat à la Jeunesse*).

(ii) The effective launch of a generalist educational television channel with a dual objective. Firstly, it is designed to contribute to the general implementation of basic education by means of **literacy and post-literacy programmes** for sectors of the population that are excluded from the formal education system (illiterate adults and children not attending school or who have dropped out of school). Secondly, it is designed to back up formal

education by means of programmes targeted at school pupils. In principle, this educational television will also make it possible to reach populations living in enclaved areas (rural areas).

The concepts used for non-formal education and literacy below are those defined in the Moroccan context.

## **1.2. Literacy assessment**

In household censuses and surveys, literacy assessment is of the **declarative type**. Under this kind of data collection system, the questionnaire is completed by a single household member (usually the head of household). This respondent answers on behalf of all household members. The questionnaire includes two questions on literacy assessment:

- The first question relates to the respondent's ability to read and write a phrase. It is this question that is used to calculate the illiteracy rate.

- The second question relates to the respondent's level of education.

The latest population and housing census, conducted in September 2004 (the results of which will not be disseminated until October 2005), included a third question relating to literacy assessment. It concerned the number of languages used in daily life.

The illiteracy rate is the principal illiteracy assessment indicator, determined in accordance with household censuses and surveys. The illiteracy rate is calculated on the basis of the proportion of the population **over the age of 10** that answered 'no' to the first question (ability to read and write a phrase).

Conscious of the limitations inherent in this type of declarative evaluation and anxious to have pertinent literacy assessment indicators, Morocco decided to participate in the pilot phase of the Literacy Assessment and Monitoring Programme (LAMP) launched by the UNESCO Institute for Statistics. The programme, involving five countries (El Salvador, Kenya, Mongolia, Niger and Morocco), is currently in the pilot phase. It is based on the principle of direct evaluation and covers the adult population aged 15 and over. The programme is designed to ascertain the breakdown of literacy rates in the adult population. In the case of Morocco, this programme will focus on the breakdown of low literacy rates and is expected to provide pertinent indicators for public service measures in one of the State's priority areas, namely access to basic education.

## **1.3 Performance evaluation of literacy and non-formal education**

In general, the performance of literacy and non-formal education can be evaluated internally and/or externally. Internal performance evaluation assesses the knowledge acquired by the beneficiaries of literacy programmes. External performance evaluation endeavours to assess the degree to which literacy skills are used and their impact on improving both the individual's situation (in professional, social and other terms) and the community situation.

Up to now, the evaluation of literacy performance in the Moroccan context has been solely internal evaluation. The knowledge acquired by the beneficiaries of literacy and non-formal education programmes is evaluated three times: at the start of the programme, using a placement test in order to set up groups of homogeneous levels; during the programme, in order to adjust the training and, lastly, at the end of the programme, in order to evaluate the skills acquired.

To our knowledge, no systematic work has been undertaken on external performance evaluation. However, the LAMP programme - and this is one of its major strengths - will bridge this gap. Indeed, by correlating the results of the direct skill assessment, to be carried out under the LAMP programme, on the basis of a large body of sociodemographic data, either ad hoc or drawn from other surveys, it will be possible to sketch out answers to the questions raised by external evaluation (degree to which literacy skills are used and the impact of these skills on individual situations, etc.).

**2. Which elements testify to improvements (or other changes) in literacy and non-formal education dispensed in Morocco before and after 1990? How can these changes be situated in relation to changes in literacy acquisition? Give a brief overview of the structures and trends in non-formal education, literacy and illiteracy in Morocco. Which groups remain excluded?**

## 2.1. Elements of change in literacy and non-formal education dispensed in Morocco before and after 1990

A comparison of Morocco's situation with respect to literacy and non-formal education before and after 1990 reveals a very marked change. This is apparent at a number of levels: policy, supply and demand.

At policy level, this change takes the form of a resolute political commitment expressed on many occasions in Royal Speeches, which has been translated into a political priority in the action programmes of the various governments. The result of this political will has been institutional change. In the mid-1990s, the Department of Literacy was raised to the rank of a Directorate of the Ministry of Employment and Social Affairs. The Department of Non-Formal Education was set up in 1997 as a Directorate of the Ministry of Education. In 2002, these two departments were merged to form the Secretariat of State for Literacy and Non-Formal Education (SE). Another consequence of this policy has also been to mobilize the various actors (ministerial departments, civil society, etc.).

On the supply side, this change has resulted in: (i) significantly more diversification in programmes and the number of people they cater for<sup>1</sup>; (ii) the entry into action of a number of operators (NGOs, enterprises) and a structuring of the provision of traditional operators (Ministry of Education and public operators); (iii) significantly improved coordination between the actors, thanks to the activities of the newly-created Secretariat of State.

On the demand side, literacy and non-formal education programmes are still based on the principle of voluntary participation of the beneficiaries. The large and continuous increase in the number of beneficiaries registered throughout the 1990s testifies to the emergence of a real demand.

## 2.2. How can these changes be situated in relation to changes in literacy acquisition?

## 2.3. Present a brief overview of the structures and trends in non-formal education, literacy and illiteracy in Morocco. Which groups remain excluded?

In this paragraph<sup>2</sup>, we start by describing the illiteracy situation (population aged 10 and over) and go on to describe the situation relating to non-formal education (children under the age of 16 not attending school).

### 2.3.1 Illiterate population: Structure and change

The illiteracy rate is the key indicator for assessing illiteracy. The illiteracy rate is calculated on the basis of the population aged 10 and over. Officially, nearly 11 million Moroccans aged 10 and over are illiterate (Statistics Directorate [*Direction de la Statistique*], 1998/1999). The data from various household censuses and surveys show a marked downward trend in the proportion of illiterate people in the total population (55% in 1994, compared with 87% in 1960). However, this decline in proportion should be put into perspective, taking into account the growth in the size of this population. During the same period, the size of the illiterate population almost doubled, from over 6 million people in 1960 to nearly 11 million in 1998.

Table 1: Trend in the proportion and size of the illiterate population

Census	1960	1994	1998/1999
Illiteracy rate (age 10 and over)	87%	55%	48.3%
Illiterate population (in thousands)	6,560	10,623	10,560

Source: 'Alphabétisation au Maroc, Bilan d'enquête et d'analyse, Rapport d'évaluation' (DLCA, Rabat, 1994) and RGPH (Statistics Directorate, Rabat, 1994), Survey on household living standards 1998/99 (Statistics Directorate, Rabat, 1998).

<sup>1</sup> With regard to adult literacy, the monolithic programme previously implemented by the Ministry of Social Affairs, in partnership with the Ministry of Education (MEN), has been replaced by four different programmes: (i) general campaign (MEN); (ii) public operators (other ministerial departments); (iii) civil society (NGOs) and (iv) enterprises.

With respect to literacy for the under-sixteens, NFE programmes are structured by categories of beneficiary: educational integration programme; programme for child workers; programme of integration into vocational training.

<sup>2</sup> The ideas discussed in this paragraph are based on the paper 'La population de bas niveaux à l'écrit au Maroc' presented by M. Bougroum, A. Lô Gueye and P. Werquin to the international colloquium on the assessment of low levels of literacy, held by ANLCI, Lyon, November 2003.

Data from standard of living surveys conducted in 1990/1991 and 1998/99 reveal wide disparities in terms of area of residence and sex. These disparities in favour of men and urban areas are cumulative. As a result, rural women are the population category most affected by illiteracy (see table 2).

Table 2: Illiteracy rate by sex and area of residence

Sex	Area of residence and date					
	Urban		Rural		Combined	
	1990/91	1998/99	1990/91	1998/99	1990/91	1998/99
Male	23.5	<b>21</b>	54.7	49.9	39.5	33.8
Female	48.6	45.5	87.2	<b>83</b>	68.3	61.9
Total	36.7	33.7	71.8	66.9	54.7	48.3

Sources: Surveys on household living standards 1990/91 and 1998/99, Statistics Directorate, Rabat.

There are also significant differences between age groups. The illiteracy rate increases with age (see table 2b). It is 25.3% for the 10-14 age group, compared with 49.5% for the 25-44 age group and 69% for the 45-59 age group. In addition, more than 57% of the illiterate population is concentrated in the 25-59 age bracket.

Table 2b: Illiteracy rate by age group

Age group	Illiteracy rate in 1998 (%)	Share of the total illiterate population (%)
10-14 years	25.3	7.9
15-24 years	35.7	20.1
25-44 years	49.5	36.8
45-59 years	69.0	18.1
60 years and over	89.6	17.1
Total	48.3	100

Sources: Surveys on household living standards 1990/91 and 1998/99, Statistics Directorate (drawn from the document 'Stratégie d'alphabétisation et d'éducation non formelle', p. 73, SE, Rabat 2004)

Data from the survey on household living standards (1998/99) reveal disparities associated with the socioeconomic conditions of the household (see tables 3 and 4 below). The scale of illiteracy varies considerably according to the level of education of the head of household and to the average annual expenditure per person. The illiteracy rate is 61.7% among people where the head of household has no education, compared with only 11% among those where the head of household has a university level of education. Similarly, the illiteracy rate is 67.4% among those in the lowest category of average annual expenditure per person (less than 3,404 Dirhams, i.e. 340 euros), compared with only 30% among those in the highest category of average annual expenditure per person (more than 10,329 Dirhams (Dhs), i.e. about 1,000 euros).

Table 3: Illiteracy rate according to the level of education of the head of household

	Urban	Rural	Combined
No education	46.3	74	60.7
Koranic school	33.7	60	46.9
Basic education	22.2	48.3	30.4
Secondary education	11.3	33.9	13.1
Higher education	11.1	30.4	11.0
Total	33.7	66.9	48.3

Table 4: Illiteracy rate according to the category of average annual expenditure per person

	Urban	Rural	Combined
Less than 3,404 Dhs	48.7	72.6	67.4
3,404-4,912 Dhs	43.4	68.0	57.6
4,912-6,805 Dhs	37.0	63.8	48.7
6,805-10,329 Dhs	32.7	61.1	41.9
More than 10,329 Dhs	25.0	58.7	30.0
Total	33.7	66.9	48.3

Source: Standard of living survey 1998/1999, Statistics Directorate, Rabat

The scale of illiteracy is also evident in the employment market. A total of 54.3% of the employed labour force over the age of 15 is illiterate (Statistics Directorate, 1998/1999). There are major disparities according to occupational status and to employment sector (see tables 5 and 6). The illiteracy rate varies from 37.7% in the 'employers' category to 63.8% in the 'self-employed workers' category. Similarly, illiteracy is present in varying proportions in all employment sectors. The illiteracy rate is 14.1% in the public employment sector and 75.6% in farm employment.

Table 5: Illiteracy rate of the employed labour force according to occupational status

	Urban	Rural	Combined
Employee	34.8	70.5	44.6
Self-employed worker	43	73.6	<b>63.8</b>
Employer	31.8	56.5	<b>37.7</b>
Other	37.5	71	54.6
Total	37.3	72.5	54.3

Source: Standard of living survey 1998/1999, Statistics Directorate, Rabat

Table 6: Illiteracy rate of the employed labour force according to employment sector

	Urban	Rural	Combined
Public sector	12.1	31.1	<b>14.1</b>
Private firms	32.3	55.2	38.7
Farms	64.4	76.3	<b>75.6</b>
Other	43.8	75.7	55.8
Total	37.3	72.5	54.3

### 2.3.2. The unenrolled juvenile population: Structure and change

Non-formal education (NFE), which was initiated by the Ministry of Education in 1997, forms part of the policy for the general implementation of basic education and for fighting illiteracy at source.

NFE programmes target young people aged 9 to 15 who have dropped out of school or never been enrolled. This population is subdivided into categories according to age, area of residence (urban, periurban and rural) and social, economic and cultural conditions.

NFE programmes are estimated to target a total population of 1.5 to 2 million children (SE, 2004b). This figure is calculated by subtracting from the total number of children in the 9-15 age bracket, the number of children in the same age bracket attending school.

The implementation goal was to gradually expand NFE programmes to reach 100,000 beneficiaries when the programmes come up to full speed in the year 2007.

Table 7: Trend in the target population by age bracket and sex

	N.S <sup>3</sup> 9-15 years		N.S 9-11 years		N.S 12-15 years		% 9-11 years	% 12-15 years
	Total	of whom girls	Total	of whom girls	Total	of whom girls		
1997-1998	1,794,729	1,052,544	518,699	336,323	1,276,030	716,221	28.9	71.1
1998-1999	1,727,881	1,017,542	488,364	308,515	1,239,517	709,027	28.3	71.7
1999-2000	1,583,134	929,124	423,467	265,005	1,159,667	664,119	26.7	73.3
2000-2001	1,464,143	855,445	348,772	217,430	1,115,371	638,015	23.8	76.2
2001-2002	1,292,700	755,705	253,417	162,600	1,039,283	593,105	19.6	80.4
2003-2004	883,605	538,694	281,779	186,725	601,826	351,969	31.9	68.1

Source: Directorate for Non-Formal Education, SE, Rabat, 2004 and Directorate for Strategy, Statistics and Planning (*Direction de la Stratégie, de la Statistique et de la Planification*), MEN, 2004.

We are seeing a steady decline in the size of the target population (the number of children aged 9-15 who have dropped out of school). The main reason is that young people who exceed the age limit (15 years) exit the statistical category targeted by non-formal education and enter the category targeted by adult literacy programmes. Furthermore, the structure of the target population is being dominated increasingly by the 12-15 age group. This group represents almost 70% of the target population. This is due to a combination of two factors. The first is the significantly higher enrolment ratio in the first year of basic education; which explains the drop in the proportion of nine to eleven-year-olds in the target population. The second factor is the low school retention rate in the two cycles of compulsory education (primary and lower secondary), which explains the rise in the proportion of children aged 12-15 in the target population for non-formal education programmes.

In addition, this category of school-age children who are not in school is situated chiefly in rural areas (79.1% in 2003-2004). Girls form the majority in this group (61% in 2003-2004). This is the logical consequence of the disparities working against women and rural-dwellers in terms of enrolment.

<sup>3</sup> N.S: These are children who have never been to school or who have dropped out of school before the end of compulsory schooling.

### **3. What are the long-term objectives and commitments defined by the Government at central and other levels? How do they target the formal and non-formal education sectors and what relative priority do they give to these sectors? To what extent are the policies for literacy and non-formal education integrated into (a) EFA plans or sectoral education strategies and (b) poverty-reduction strategies.**

#### **3.1. Long-term objectives and commitments**

In view of internal malfunctions in the education system (poor internal performance, a failure to implement basic education on a general basis), coupled with external malfunctions (graduate unemployment), in the late 1990s the public authorities launched a public debate on education and teaching. This debate culminated in the drafting of a National Education and Training Charter (CNEF)<sup>4</sup>, adopted by national consensus in 2000. The CNEF explains the long-term objectives of the education policy to integrate both the formal sector and the non-formal sector. These are subdivided into quantitative and qualitative objectives. The period 2001-2010 has been declared the decade of education.

For the formal sector, the CNEF sets out two principal objectives:

→ To make compulsory schooling effective (age 6 to 15): the emphasis is placed on mobilizing the necessary resources to reduce existing disparities which work against girls and rural dwellers.

→ To restructure the formal system in order to improve its quality and the match between the country's social and economic needs. This restructuring also extends to the institutional aspect (decentralization by setting up Regional Education and Training Academies (AREF)), as well as to the educational aspect (curricular reform, introduction of the Amazigh language and its variants, as well as foreign languages, and so on).

For the non-formal sector, the CNEF has set three specific quantitative objectives for NFE and adult literacy:

→ By the year 2010, to extend NFE programmes to all children aged 8 to 15 who are not enrolled or who have dropped out of school.

→ To reduce the illiteracy rate of the total population to less than 20%, and that of the working population to less than 10%, by the year 2010.

→ To eradicate illiteracy by the year 2015.

From a qualitative standpoint, the CNEF plans to introduce procedures to guarantee the quality of literacy and non-formal education programmes (monitoring, control and evaluation). It also plans to set in place post-literacy programmes (educational television, etc.) to ensure the sustainability of the knowledge acquired.

The goals for both the formal and non-formal sectors are ambitious. Achieving them calls for human and material resources beyond what the State can mobilize. The CNEF is therefore relying on the contribution of other actors (other ministerial departments, private sector and civil society).

#### **3.2. How do these objectives target the formal and non-formal education sectors and what relative priority do they accord these sectors?**

The education policy, as defined in the CNEF, is based on the hypothesis of complementarity between the formal and non-formal sectors. This corresponds to the complementarity that exists between action on flows and action on the stock.

The formal sector, represented by the Ministry of Education (general implementation of basic education and restructuring), is able to impact at source on the flows that swell the stock of illiterate people. The objective of implementing quality basic education on a general basis is presumed to result automatically in a significant drop in, or even the total eradication of, illiteracy among the juvenile population. Eventually this would lead to a drop in the stock of the total illiterate population. Similarly, improving internal and external performance, which is the expected

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<sup>4</sup> The CNEF draft was prepared by the Special Committee on Education and Training (COSEF), set up by the late King Hassan II. All the socioeconomic actors are represented on the Committee (trade unions, employers, political parties, competent ministries and civil society).

result of institutional and educational reform in the education system, could reinstate the role of schools and so contribute to the emergence of demand for literacy services.

The non-formal sector of the education system, which provides literacy services (for the over-15s) and non-formal education (for the under-15s), impacts on the stock of people who have not had access to basic education.

Accordingly, the CNEF considers the two sectors of the education system (formal and non-formal) to be complementary, each being essential to achieving national policy objectives for education and training. So, by declaring literacy and non-formal education as a social obligation of the State, the CNEF gives the non-formal system the same level of priority as the formal system. However, this statement of principle wherein the two systems are considered a priority has not been translated fully into practice. The human and financial resources allocated to the non-formal system are in no way equal to those allocated to the formal system. Most of the human and material resources allocated to the education policy still go to the formal sector.

### **3.3. Integration of policies for literacy and non-formal education**

#### **a) EFA plans or sectoral education strategies:**

The National Education and Training Charter (CNEF) provides the framework of reference for the national education policy. Non-formal education and literacy are presented in the Charter as means to access basic education for people excluded from the formal education system. The CNEF defines non-formal education and literacy as a social obligation of the public authorities.

In the EFA plan, literacy and non-formal education constitute two of the four levers for achieving the plan's objectives<sup>5</sup> (MENJ, 2002). The national EFA plan, drawn up by a national committee appointed by the national EFA forum, devotes the fourth of five chapters to non-formal education and the fifth to literacy.

In accordance with the general framework outlined in the CNEF, NFE and literacy form part of the action plan of two ministerial departments responsible for education: the Department of Education (*Département de l'Éducation Nationale*) and the Department of Vocational Training (*Département de Formation Professionnelle*).

The brief of the Department of Education is to ensure widespread access to basic education for all citizens. Its strategy relies on two complementary levers of action: (i) the development of formal education and (ii) the development of non-formal education and literacy programmes ('Le Maroc de l'Éducation', 2004).

Based on its dual economic and social function, which is to equip workers with suitable training to facilitate their occupational integration and to meet the needs of firms, the Department of Vocational Training includes non-formal education and literacy in its integration programmes for socially vulnerable groups. Specific programmes that include NFE/literacy and vocational preparation are being set up for prisoners, partially-sighted people, unenrolled children and school dropouts, young people in difficult situations, and others (SEFP, 2004).

#### **b. Poverty-alleviation strategies**

Poverty alleviation has become one of the public authorities' stated priorities, in particular since the early 1990s. The strategy adopted for poverty alleviation consists of restructuring public service measures and opening up the field of operation to other actors (NGOs, private sector). From a qualitative standpoint, the State has diversified its areas of intervention, its means for action and its sources of financing. Poverty alleviation initiatives aim to satisfy basic needs, including access to basic education.

Increasingly, poverty alleviation initiatives are being conducted in partnership with other civil society actors (Mohamed V Foundation, NGOs, etc.). Funding comes from mobilizing public resources, collecting funds from civil society and international cooperation funding. The main poverty alleviation programmes (Social Priorities Programme (BAJ), microcredit, etc.) rely on the introduction of income-generating activities. In most cases, these programmes include literacy and non-formal education activities.

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<sup>5</sup> The other two are the development of pre-school education and of formal education.

#### **4. How are literacy and non-formal education managed in Morocco – in other words, how is policy management distributed between the different ministries and other non-governmental actors? What is the interaction between the Government and civil society? Is foreign aid important to Morocco's efforts to raise the literacy level and, if so, how?**

##### **4.1. Management of literacy and non-formal education**

The growing political importance being accorded to literacy and non-formal education has been translated into a steady growth in supervisory institutions. The management of literacy and non-formal education has improved considerably since the early 1990s.

The creation of the Secretariat of State for Literacy and Non-Formal Education in 2002 and the implementation of a decentralized education policy (by setting up Regional Education and Training Academies) made it possible to build an institutional framework for managing literacy and non-formal education, which covers both the central level and the local level (regional, provincial) in a complementary manner. The political authorities are involved in this institutional framework at the highest level, both nationally (Prime Minister, ministers) and locally (Wali and Governor).

There are two aspects to the management of literacy and non-formal education:

- Programme coordination, management and monitoring.
- Programme implementation.

##### **→ Programme coordination, management and monitoring:**

At central level, the Secretariat of State for Literacy and Non-Formal Education (SE) is responsible for coordinating all service providers (public, private and NGOs). This national coordination mechanism will be reinforced and structured by the creation of two committees. The first is the Ministerial Committee for Literacy and Non-Formal Education (*Commission Ministérielle de l'Alphabétisation et de l'Education Non Formelle*). Chaired by the Prime Minister, it includes the competent ministers (MENJ and SE) and the ministers responsible for departments involved in literacy and non-formal education (Justice; *Habous* [Islamic endowments] and Islamic Affairs; Finance; the Interior; Employment; Agriculture and Fisheries; Craft Industry; National Defence, etc.). The second committee, called the National Committee for Developing and Monitoring Literacy and Non-Formal Education Programmes (*Commission Nationale de l'Elaboration et de Suivi des Programmes d'Alphabétisation et d'Education Non Formelle*) is chaired by the Secretary of State for Literacy and Education. The SE is in charge of programme management and monitoring and adopts a policy based on a decentralized and 'deconcentrated' approach [where decision-making powers are transferred to representatives of the central authorities operating at local level]. The SE plays a guidance, supervision and support role for service providers, providing monitoring and evaluation. A control and external evaluation system has also been set up by recruiting specialized consultancy firms. The latter are essentially responsible for monitoring and evaluating the activities of NGOs receiving a financial grant from the SE.

At local level, programme coordination, monitoring and management are carried out by a number of actors that are involved at a local level (the province) and/or at an intermediary level (the region). At the provincial level, each MENJ delegation has a service responsible for managing and monitoring literacy and non-formal education programmes. The Provincial Committee for Literacy and Non-Formal Education (*Commission Provinciale d'Alphabétisation et d'Education Non Formelle*) is responsible for coordination with other local actors (external relations services of the various ministries, NGOs, etc.). This provincial committee is chaired by the Wali or Governor. At an intermediary level, that of the region, the SE is responsible for internal coordination. Each Regional Education and Training Academy (AREF), as the decentralized body of the Department of Education, ensures coordination between the various provincial delegations that come under its jurisdiction. Apart from this internal coordination role, the AREFs are responsible for the financial management of programmes under the terms of the provisions on decentralization.

##### **→ Implementation of literacy and non-formal education programmes:**

Several operators are involved in implementing literacy and non-formal education programmes. For the moment we confine ourselves to listing them under two categories: literacy programmes and non-formal education programmes. Their respective roles are explained in the descriptions of the various programmes (see following section).

a) Provincial delegations of the Ministry of Education, and Regional Education and Training Academies (AREF): As effective representatives of the SE at the regional and provincial level, these entities are in charge of all phases of implementation of literacy and non-formal education programmes. They are responsible essentially for:

- Drawing up the annual forecast chart, which outlines the number of beneficiaries (enrolments, monitoring educational wastage, etc.) in the provinces and regions.
- Mobilizing logistical resources and supporting all partners: partnership, mobilization of schools, training of service providers, monitoring and evaluation, etc.
- Financial implementation of programmes: paying course expenses and holidays for educators, paying budgetary contributions to partner NGOs, etc.

b) Non-governmental organizations (associations): In most cases, NGOs act as programme implementers. Their task is to: (i) mobilize and enrol beneficiaries; (ii) recruit trainers; (iii) set up classrooms, either independently or with the aid of the Ministry of Education delegations; (iv) take charge of supervision and management; (v) monitor and evaluate educational, financial and organizational outcomes.

The network of civic and voluntary associations involved in literacy and education is far from homogenous. It contains variously structured local NGOs whose activities depend entirely on financial support from the Secretariat of State. It also contains more structured regional or national NGOs that are able to mobilize various sources of finance. Lastly, it contains well structured international NGOs with major financial and political resources that endow them with a qualitative and quantitative structuring role. Similarly, NGOs differ in their degree of specialization in literacy and non-formal education. Some NGOs work almost entirely in the field of literacy or non-formal education. For others, they form only one aspect of their activity which integrated to varying degrees with other aspects (income-generating activity, etc.).

c) Literacy and basic education cooperatives: Cooperatives are a new actor in the literacy and non-formal education arena. Such cooperatives are usually created by young graduates in search of employment. The public authorities have encouraged the creation of such cooperatives with a dual objective: firstly, they are a means of resolving graduate unemployment and, secondly, they contribute to the emergence of an economic market for literacy and basic education services.

d) International organizations (UNICEF, UNESCO, ILO, etc.), via tripartite partnerships with the Government and national NGOs: They provide logistical and technical support for literacy and non-formal education programmes. Such programmes may be targeted at specific categories (girls living in rural areas; child workers, etc.).

e) Public operators: These include several ministerial departments that integrate a literacy and non-formal education component into the services they provide to their target groups (Agriculture and Fisheries; Craft Industry; Maritime Fishing; Justice; Youth and Sport; National Defence, etc.).

g) Enterprises (private, semi-public or public): These enterprises set up literacy programmes for their staff and/or for certain categories of the population.

h) Training institutions (private or public): These operators essentially implement literacy programmes in the workplace (in private firms), funded by the Office for Vocational Training and Job Promotion (OFPPPT), under the Special Training Contracts (CSF) scheme. Under this system firms are reimbursed 80% of training costs, up to a maximum of Dhs 2000 per person.

## **4.2. Financing literacy and non-formal education**

Funding for literacy and non-formal education programmes comes from a number of different sources:

a) The general State budget: These are funds allocated to the SE. Through the SE, the public authorities subsidize the activities of NGOs under partnership agreements. The grant covers part of the cost of the NGO's action programme (paying trainers' salaries, etc.)<sup>6</sup>. The administration of these grants is decentralized to the AREFs at regional level. Furthermore, the SE also pays part of the costs for trainers mobilized by public operators, in the form of expenses for courses and holidays. The SE also pays the costs for publishing literacy textbooks and distributing them free of charge to all programme beneficiaries. Every ministerial department operating in the field of literacy and non-formal education is responsible for paying the operating costs of these programmes (trainers' salaries, etc.).

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<sup>6</sup> For literacy (adults over the age of 15), the NGO grant is allocated on the basis of the number of beneficiaries, at a rate of Dhs 250 (about 25 euros) per beneficiary, for 200 hours of training. For NFE (children aged 15 and under), the NGO grant is allocated on the basis of the number of educators (or classes). The grant enables the NGO to pay each educator, who is in charge of a class of 25 to 30 children, a salary of Dhs 2000 (around 200 euros) per month for three years (duration of the training cycle).

b) The Fund for Continuing Training (*Fonds de Formation Continue*). This fund finances the in-service literacy programme (in private firms). The scheme is run by the OFPPT.

c) External finance in the form of donations or loans under schemes for bilateral cooperation (France, Belgium, Canada, USA, etc.), multilateral cooperation (World Bank, UNESCO, UNICEF, UNDEP, etc.) or decentralized cooperation (contributions from international NGOs).

d) Funds collected from the public by national NGOs (Mohamed V Foundation), corporate philanthropy from a number of private foundations (BMCE Bank Foundation, etc.) and from public and private firms (the National Drinking Water Board [ONEP], etc.).

*Table 8: Evolution and structure of the budget of the Secretariat of State for Literacy and Non-Formal Education (in millions Dhs)<sup>7</sup>*

Item	2003	2004	2005
Operating costs (salaries)	6.8	6.8	6.8
Equipment and miscellaneous expenditure	22.85	23.2	22.7
Investment	98.0	88.2	98.0
Total	127.65	118.2	127.5

Source: Secretariat of State for Literacy and Non-Formal Education, Rabat, 2005.

### 4.3. What interaction exists between the Government and civil society?

The emergence of civil society, through exponential growth in the network of civic and voluntary associations, is one of the main changes that have taken place in Moroccan society over the past two decades, particularly the 1990s. In the social field, the associational network is now a key essential actor in public service measures. The public authorities are aware that in areas such as access to basic education, and health and local development in general, the contribution of civil society is crucial. On the one hand, civil society involvement can step in to make up the shortfall in resources which the State is able to mobilize and, on the other hand, it acts as a guarantee for the effectiveness and sustainability of public service measures.

There are two types of relationship between governments and civil society (associations) in the area of literacy and non-formal education:

i) Relationship of supervision and logistical and educational support: This type of relationship concerns NGOs receiving a financial grant from the State. In this case, relations are defined by a standard agreement signed by the two parties. The NGO commits to a specific implementation programme by ensuring the following tasks: mobilization and enrolment of beneficiaries; recruitment of trainers; setting up the programme (classrooms, timetables, etc.) and educational assessment. In exchange, the State undertakes to provide financial support in line with progress in project implementation, together with educational support (training of educators, design and definition of curricula, provision of teaching aids and educational inspection). The State has a right to oversee programme implementation (control, monitoring and evaluation). The relations between the NGO and the State take place at local level via the Provincial Delegations of the MENJ and AREFs, and at central level via the SE. The quality of these relations varies widely, since the two actors involved (NGO and State) face internal organizational problems which, more often than not, have a negative impact on their relationship. In some cases, the structural sub-management of one or both actors prevents the establishment of a relationship that meets the standards required in the partnership agreement. In other cases, the multiplicity of actors (delegation, AREF, central Administration, public operators and Ministry of Finance) complicates the establishment of programmes in the field. The administrative procedures and agreements defining the nature of relations between local, regional and national administrations and the nature of relations between NGOs and administrations have not yet been consolidated. In many cases, programme establishment and performance suffer as a result of the opposing behavioural rationales of the various actors and the unfamiliarity of some actors with administrative workings and procedures.

For the sake of harmonization and effectiveness, since June 2003, this type of relationship between the public authorities and NGOs has been governed by a prime ministerial circular. The aim of the circular is to harmonize

<sup>7</sup> These budgetary resources are earmarked in the general State budget. The 'Investment' item represents funding allocated to literacy and non-formal education programmes. The share of this investment budget earmarked for NFE programmes varies in the region of Dhs 20 million per year.

procedures for granting State subsidies and to make NGOs more accountable by pushing them to be more professional.

ii) Relationship of guidance and technical support: This type of relationship essentially concerns NGOs that have not received a State subsidy to set up their action programmes. In the main they are large national or international NGOs that set up vast local development programmes conducted independently from the SE. If the SE is involved, its role is to support and/or set up a literacy and non-formal education strand within these local development programmes.

#### **4.4. Is foreign aid important to efforts to raise the literacy level in Morocco and, if so, how?**

The contribution of foreign aid can be assessed at two interrelated levels: the technical level and the financial level.

At the technical level, foreign aid makes an undeniable contribution. International organizations (UNESCO, UNICEF, ILO, World Bank) and bilateral cooperation have made a major contribution to improving the curricula of literacy and non-formal education programmes and to extending their scope to include vulnerable categories of the population (girls living in rural areas, servant girls, child workers, etc.). Their action has therefore helped to raise awareness of the complexity of the illiteracy situation and of the need to set up proper resources and strategies. Foreign technical aid has also contributed (and continues to contribute) to the improvement of programme management tools. Three current projects aptly illustrate the contribution of foreign aid to the improvement of programme management tools. They are the NFE-MIS project for introducing programme management indicators, conducted with UNESCO-Paris; the Alpha-Maroc project, set up with the World Bank<sup>8</sup> and the LAMP programme for assessing adult literacy, set up with UIS-UNESCO.

With respect to the contribution of foreign aid at the financial level, Morocco has received funding within the bilateral and multilateral cooperation framework earmarked for the literacy and non-formal education policy. Morocco has also contracted several loans from funding agencies (Islamic Development Bank; World Bank). The volume of this foreign financial aid varies over time. For this year, for example, foreign aid for NFE programmes is estimated at around Dhs 6 million, in addition to the Dhs 20 million earmarked in the budget of the Secretariat of State.

An accurate and exhaustive inventory of the volume and structure of financial resources mobilized for literacy and non-formal education programmes could yield pertinent indicators<sup>9</sup>. However, the diversity of sources, administrators and programmes places this task outside the scope of this study.

### **5. Give a brief description of particularly innovative programmes, campaigns and policies implemented in Morocco, describing both successes and failures. To what extent are these activities sustainable?**

During the 1990s, public service measures for literacy and non-formal education changed significantly in both qualitative and quantitative terms. Programme provision has diversified greatly and the pace of programme implementation has increased considerably since the early 1990s.

Below we briefly outline the current configuration of provision by literacy and non-formal education programmes, before going on to present innovative programmes.

#### **5.1. Current configuration of provision by literacy and non-formal education programmes**

##### **5.1.1. Provision by literacy programmes**

At present four programmes are being carried out:

a) General programme: This programme has been in existence for many years. It is conducted in primary schools and mobilizes the staff of Department of Education delegations (primary school teachers, school heads, primary school inspectors). The total share of this programme is tending to decline.

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<sup>8</sup> The amount of this loan is Dhs 6.7 million.

<sup>9</sup> A pertinent indicator would be to compare the portion earmarked for administrative costs (at national, regional and local levels) in the different budget headings.

b) Public operators' programme: This is a long-standing programme. It involves literacy schemes which certain ministerial departments (Ministry of Agriculture, etc.) and public organizations (National Mutual Aid [*Entraide Nationale*], etc.) include for the benefit of groups targeted by their main activities. Literacy activities are conducted in Agricultural Extension Centres (Ministry of Agriculture), youth centres (Department of Youth), women's centres (National Mutual Aid) and Fishermen's Training Centres (Ministry of Maritime Fishing). The quality, coordination, and standardization of practices have been improved considerably thanks to the Secretariat of State (SE). In a public operators' programme, each ministerial department is responsible for programme supervision and logistics. The SE steps in with educational support (provision of teaching aids, evaluation, etc.) and financial support (defraying part of the costs of courses and holidays).

c) Civil society programme: This programme was set up only in 1998. The programme is carried out by NGOs under partnership agreements with the SE. In terms of the scope of activities, this programme is far from the most important.

d) In-service literacy programme for employees: This is a relatively recent programme. It involves literacy measures for male and female workers in the workplace. Private and public training institutions are responsible for actually implementing these measures, thanks to funding from the 'Special Training Contracts' (CSF) programme.

*Table 9: Trend in the numbers enrolled in adult literacy programmes*

<b>Operator or Programme</b>	<b>1998-1999</b>	<b>1999-2000</b>	<b>2000-2001</b>	<b>2001-2002</b>	<b>2003-2004</b>	<b>2004-2005<sup>10</sup></b>
General campaign (MEN)	89,500	81,370	90,000	62,000	227,644	126,386
Public operators	69,000	66,180	95,000	105,000	67,431	76,833
Civil society	21,000	83,500	120,000	217,000	153,218	259,742
Enterprises	1,500	2,600	5,000	6,000	2,042	2,652
Total	181,000	233,650	310,000	390,000	450,335	465,613

Source: Illiteracy Directorate, SE, Rabat.

The first three programmes are conducted in the Arabic language and the fourth is conducted either in Arabic or in the second language, French, as required. The curriculum of the first three programmes is relatively standard, at least structurally. The total course load of 200 hours is subdivided into three modules of 60, 80 and 60 hours respectively. The first two modules constitute a common core curriculum for all three programmes. The fourth module is geared to suit each beneficiary group.

### **5.1.2. Non-formal education provision**

Non-formal education programmes are relatively recent. They started in 1997 with the creation of the Directorate for Non-Formal Education in the Ministry of Education. An NFE cycle lasts three years. The aim of non-formal education programmes is not only to provide children with the means to acquire basic reading, writing and numeracy skills, but also, and more importantly, to open up prospects for integration (educational, occupational or social). Up to now, four programmes have been set up:

a) Educational integration programme: This programme is primarily and non-exclusively aimed at children aged 9-11<sup>11</sup>. The principal objective of this programme is the integration of child beneficiaries into the formal education system.

b) Programme of integration into vocational training: This programme primarily targets children who will reach the legal working age at the end of the NFE cycle. The objective of these programmes is to permit the beneficiary child to enter vocational training by means of an apprenticeship or, failing that, to benefit from vocational induction.

c) Social integration programme: This programme is aimed at children in difficult situations (street children, children in conflict with the law, child workers).

<sup>10</sup> Situation on 06/05/05.

<sup>11</sup>It is important to put into perspective the role of age as a structuring variable of the target population. The separation between programmes according to the age of the beneficiaries is far from cut and dried. For example, educational integration programmes are accessible to children over the age of 11.

d) Programme for children living in rural areas: The aim of this programme is to take into account the specific requirements of rural areas (difficulties in attending school, preponderance of farming activities, etc.).

In terms of forms of intervention, these programmes are carried out in accordance with two formulas:

a) Cycle provided within the framework of the partnership with NGOs: the terms of this partnership are set out in a standard agreement signed between the SE and each NGO. The NGO takes charge of the mobilization and enrolment of beneficiaries, the recruitment of educators and implementation of the programmes. In exchange, the SE undertakes to provide training for the educators and to pay the NGO a grant for paying its educators' salaries and to provide the NGOs with classrooms. This cycle is aimed at children aged 9 to 15.

b) Cycle provided by MENJ delegations: this cycle is aimed at children from the age of 9 to 11/12 in order to (re) integrate them into mainstream formal education. This cycle is carried out by mobilizing the human and material resources of the MENJ delegations (primary teachers, premises, etc.).

Table 10: Trend in the numbers enrolled in NFE programmes by sex

Year	Beneficiaries of NFE programmes				
	All enrolments	New enrolments	Girls	% girls	% new enrolments
1997/1998	34,550	34,550	21,993	63.70	100.00
1998/1999	35,855	16,642	24,998	69.70	46.40
1999/2000	34,859	20,062	24,207	69.40	57.60
2000/2001	29,676	15,976	19,016	64.10	53.80
2001/2002	42,136	26,212	24,980	59.30	62.20
2002/2003	26,229	14,889	16,899	64.40	56.80
2003/2004	23,822	13,194	15,447	64.80	55.40
	Total	141,525 <sup>12</sup>			

Source: Directorate for Non-Formal Education, SE, Rabat, 2004

Tables 7 and 10 reveal the great disparity between the size of the target population and the number of enrolments in NFE programmes. Annual enrolments barely exceed 3% of the total annual population. The total number of enrolments since NFE programmes were introduced in 1997/1998 is 141,525, i.e. around 16% of the estimated current target population. The scale of NFE programmes is still much too small to combat illiteracy at source. A large portion of the stock of children not attending school or school dropouts, once they reach the age of 15, will go on to swell the stock of illiterate adults.

With respect to teaching aids, three curricula have been developed (young rural girls aged 14-16, children in the craft industry, children to be integrated/reintegrated into schooling). Learning activity packs have been developed to accompany the curricula, as well as a guide to children's rights, and have been made available to educators. Further curricula are being developed.

A total of 254 teacher-trainers, 1,035 educators, 183 administrative supervisors and 44 association leaders have received training.

## 5.2. Innovative aspects of NFE and literacy programmes

Current practices for literacy and non-formal education present at least three innovative elements compared with the period up to the mid-1990s:

- The institutionalization of non-formal education provision by the creation in 1997 of the Directorate for Non-Formal Education within the Ministry of Education. By so doing, the State officially took responsibility for the issue of children who, for various reasons, find themselves outside the formal education system, despite being of school age.

- The institutionalization of the partnership principle: Literacy and non-formal education programmes are conducted under a partnership involving several actors: State, NGO, productive organizations, etc. A leading role is accorded to civil society (NGO) as the principal actor close to target groups. The role of the State is to: (i) design

<sup>12</sup> In total, 42 associations took part in these programmes by signing a partnership agreement with the SE.

NFE and literacy programmes; (ii) mobilize the actors needed to implement these programmes; (iii) assist these actors and coordinate their activities; (iv) monitor and evaluate the results.

- The diversification of curricula in line with the target groups. NFE programmes are geared to meet the educational needs of certain specific categories of young people. Adult literacy programmes are characterized by an adult education approach, unconnected with the organization of school time and centred on the principle of functional literacy.

c) The use of mass media (television) as a means for awareness-raising, literacy and post-literacy.

d) The adoption of a totally decentralized and 'deconcentrated' management policy, which has led to the widespread mobilization of local resources and operators.

The aim of involving NGOs as implementers of literacy and non-formal education programmes is to make up for the various shortcomings in mainstream programmes set up by public operators. The aim of involving firms and literacy cooperatives is, firstly, to reach people who are outside the scope of mainstream programmes (employees of firms and cooperative members) and, secondly, to lay the foundations for a market in commercial literacy and non-formal education services.

Several innovative initiatives have been piloted very recently (introduction of an educational TV channel; experiments with family literacy schemes by students and secondary-school pupils; setting up adult education centres and literary circles).

### **5.2.1. Involvement of NGOs: a few elements of evaluation**

The action of associations in the area of literacy and non-formal education was institutionalized in 1997 and 1998 respectively, by setting up a partnership scheme between the State and associations. For the public authorities, this partnership has the following objectives:

- To ensure a large-scale mobilization of associations and to create a local dynamic to counter early school leaving and illiteracy.

- To contribute to the professionalization of associations in the area of literacy and non-formal education and to help them to form a network.

- To link literacy and non-formal education programmes to local development programmes.

Up to now, there has been no impact study on the involvement of NGOs in literacy and non-formal education. In the absence of such a study, we confine ourselves to making a few remarks to gain a general idea of the impact of NGO involvement in the field of literacy and non-formal education<sup>13</sup>.

From a quantitative standpoint, we conclude from a number of indications that the involvement of NGOs has had an undeniably positive impact. NGOs have allowed the pace of programme implementation to be increased very considerably. At present, NGOs are the most important operators in terms of the number of beneficiaries. NGOs are responsible for more than 50% of the programmes<sup>14</sup>. Similarly, the implementation of partnership agreements with the SE has helped indirectly to professionalize the associational network. Compliance with the agreement's procedures manual induces many NGOs to formalize their working methods better. Furthermore, literacy is becoming a cross-cutting activity of NGOs, thanks to the SE's enormous awareness-raising effort.

However, the impact of these positive impacts has to be put into perspective. A number of factors limit the generalization and/or sustainability of these effects. There are three major weaknesses:

i) The heterogeneity of the associational network: NGOs constitute a highly heterogeneous statistical category. They differ in terms of their size; the scope of their geographical area of activity; their degree of specialization; the quantity and quality of their managers; their degree of structuring and their capacity to appropriate administrative procedures; the density of the networks (local, political, etc.) which they are able to mobilize in

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<sup>13</sup> These elements come from field observations, interviews with officials and discussions held during the first national convention on literacy (Rabat, March 2004).

<sup>14</sup> The NGO share in the programmes could be even greater if the SE approved all the applications from NGOs wishing to set up partnership agreements on literacy.

support of their activities; the quality of their internal operations and their degree of financial autonomy from SE grants. With regard to these criteria of differentiation, the profiles of NGOs working in the field of literacy and non-formal education range in a continuum from those that enjoy a whole string of comparative advantages, to the opposite extreme, where NGOs enjoy very few advantages. The latter category can lead to heavy inertia that hinders the achievement of the anticipated objectives for NGO involvement in literacy and non-formal education. In some cases, the involvement of certain NGOs which, for various reasons, do not have the means to meet the commitments stipulated in the agreement, is likely to engender negative effects in terms of discrediting the action of voluntary and civic associations and a loss of credibility for public service measures in the field of literacy and of non-formal education.

ii) The multiplicity of actors and levels of action (local, regional, national) sometimes makes it difficult to implement programmes. Administrative procedures and legal provisions setting out the role of each actor have not yet been consolidated and have therefore not been assimilated by all the actors to the same level of detail. In many cases, disputes caused by the actors' diverging (or even conflicting) behavioural rationales lead to programme deadlock.

iii) The lack of a suitable operational information system makes it very hard to monitor, control and evaluate programmes. Apart from this lack of statistical transparency, the inadequacy of human and material resources mobilized (at both local and central levels) prevents the establishment of a programme management system. Up to now, the public authorities have invested most of their efforts in the phase of awareness-raising and mobilizing beneficiaries. Very few resources have been earmarked for evaluating the knowledge acquired and for setting up post-literacy programmes.

iv) The lack of resources to be mobilized for training NGO managers and executives in administrative and financial programme management. This lack of training makes it very difficult to achieve the key objective of the partnership system: to professionalize civil society action in the field of literacy and non-formal education.

### **5.2.2. Involvement of enterprises: a few elements of evaluation**

To meet the challenge of globalization, the opening up of the local market and fierce competition in the international market, Morocco has embarked on a process to modernize its economic base. This can only succeed if firms adopt a culture of upgrading their human resources and set up continuing training programmes to accompany technological development and the rapid development in production facilities.

Furthermore, the illiteracy rate of Morocco's pool of labour is estimated to be more than 50% of the employed labour force. This really jeopardizes the process of upgrading businesses and improving their competitiveness. In this context, it is essential for employees in firms to have functional literacy. This is the first obligatory phase in the process of upgrading human resources.

Since 1998, in-service literacy activities have become eligible for funding under the Special Training Contracts scheme, where firms are reimbursed up to 80% of their costs. In addition, the SE, in conjunction with the trade associations concerned, has developed and introduced literacy handbooks geared to the business context. The language of literacy is always the language of the firm; in other words, most in-service literacy programmes are conducted in the second language, French.

In spite of these efforts, the achievements of in-service literacy programmes are still very limited and mainly concern large companies. Three principal factors could explain this situation:

- A reluctance among employees and business managers to join these programmes. The short-term contingencies to which each of these actors is subject, prevents them from appreciating the usefulness of in-service literacy programmes in the short to medium term. Employers, who are anxious for immediate profits, are reluctant to embark on literacy programmes that could result in organizational adjustments and/or financial costs. In addition, employees who take a short-term approach, find it difficult to envisage entering literacy programmes that do not lead to an immediate extra gain and/or which involve spending extra time in the workplace. Neither blue-collar nor white-collar workers take a long-term view of literacy programmes as a means for improving the firm's competitiveness and so safeguarding their jobs.

- Difficulties linked with the logistical organization of literacy course: Lack of agreement on timetables (outside or inside working hours), lack of classrooms in the workplace, etc.

- Lack of targeted communication and awareness campaigns.

To remedy these shortcomings, the SE has adopted a series of incentive measures. Essentially, the organization of in-service literacy programmes for employees must involve the mobilization of associations and trade federations, which can play a vital role in mobilizing business managers and employees. The SE has also started to introduce educational approaches geared to the business context. Most of the contents of literacy handbooks only reflect what a worker is supposed to use in his or her job. This is a means for convincing all those concerned of the usefulness of such programmes.

### **5.2.3. Examples of good practice**

The examples of good practice described in this paragraph relate to initiatives conducted as part of the partnership between the Secretariat of State for Literacy and Non-Formal Education and NGOs. This is a natural choice, in view of the pivotal role played by NGOs in conducting public service measures in the field of literacy and non-formal education.

The choice of examples of good practice requires a definition (explicit or implicit) of what is meant by good practice. In our case, there were two criteria for defining good practice and, hence, for the choice of examples to present: the extent to which the programme has met the assigned objectives and the long-term sustainability of the programme's effects.

The following two examples were chosen to reflect the specific characteristics of the programmes (literacy and non-formal education) and the diversity of the associational network (international NGO/national NGO).

#### **A. Example of good practice in non-formal education: occupational integration**

By definition, and in view of the specific characteristics of the target group (children in difficulty and/or in a vulnerable situation) and of the multitude of actors involved (child beneficiaries, parents, employers, NGO, various administrations, trade associations, and so on), non-formal education programmes do not lend themselves to large-scale programmes simultaneously involving a large number of beneficiaries. NFE programmes call for an individual follow-up of beneficiaries. As a result, an NFE programme should be assessed much more in terms of its qualitative than its quantitative aspect.

The example which concerns us here is a successful non-formal education initiative in the occupational integration programme. It concerns a partnership initiative between the association 'Horizons Ouverts' (HO) and a business firm.

HO is a local association working in the field of non-formal education, by promoting access to basic education and occupational integration for children not in school. OH operates essentially in an urban environment along the main Rabat-Casablanca road. The association has become known thanks to a successful vocational training programme which it set up in the company MAC/Z for children not attending school<sup>15</sup>. This programme is unusual because of the strong complementarity between the two components (basic education and vocational training) and the consistency and quality of each of these two components. By adopting a quality rationale, OH has been able to make use of the resources of these different partners to successfully implement the two components of its programme.

Aided by the SE, OH has been able to implement the basic education component of its programme by linking it with its vocational training component. The activities of the first (basic education) component are spread out over three years and have been geared to suit the type of skills required for the second component (vocational training). The need to receive induction training in industrial design techniques, for example, led to a decision to integrate French language classes into basic education activities.

With the involvement of MAC/Z, OH has successfully set up a substantial vocational training component. MAC/Z, a company specialized in machining spare parts, agreed to house the basic education and vocational training programmes on its premises. The company mobilized its staff to mentor trainee children. The civic-minded attitude of MAC/Z has made it possible to exceed the programme's initial objective of providing the beneficiaries with vocational training. The vocational training component opened up to the child beneficiaries real prospects for occupational integration<sup>16</sup>.

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16. "Six of the nine beneficiary children (of legal working age or older) who comprised the first cohort to graduate from this vocational training course after receiving non-formal education through the OH association, were recruited by MAC/Z to replace retired workers."

<sup>15</sup> This programme was for the benefit of children living close to the area where the company is located, but with no direct links to the company.

In this example, the quality of both programme components acts as a factor to reinforce the children's involvement. Motivated by the quality of vocational training and the prospects which it opens up, the child beneficiaries get more involved in the activities of the basic education component, which are a prerequisite for making the most of the vocational training. Similarly, the operational nature of the activities in the basic education component motivates the children and makes it easier for them to follow the activities in the vocational training component.

One of the strengths of this programme is the configuration of the actors involved. This configuration is characterized by the presence and involvement of MAC/Z. In addition to securing the effective commitment of MAC/Z, in the guise of its manager (and owner), OH did some in-depth work with the children's families and was able to mobilize the other institutional actors (the Ministry, the local authority, national and international funding agencies). The success of this programme is attributed to the fact that OH encompassed its initiative within a quality rationale. The astute configuration of actors involved enabled OH to mobilize financial and logistical resources over and above the SE grant. The civic spirit of MAC/Z and its effective commitment to the programme certainly helped to reinforce the programme's credibility (efficacy and quality of the training). The programme has achieved its initial objectives, which were to equip the child beneficiaries with a worthwhile qualification and to help them to successfully achieve occupational integration.

The programme conducted by OH shows that one of the prerequisites for the success of an NFE action is without any doubt the compatibility of the behavioural rationales of the actors involved, and particularly the rationale of the NGO and that of the employer sponsoring the vocational training. The coalition between OH and MAC/Z was the foundation which gave the programme its credibility and spirit. It defined a framework of reference within which each of the other actors (SE, local authorities, and others) was able to make an individual contribution. In other words, the coalition between OH and MAC/Z formed the starting point for a virtuous circle of coalitions between the actors.

This example raises the following question: What are the conditions for the general implementation of this type of programme? In the light of the secondary data available, it is not possible to speak merely of general implementation but rather of conditional multiplication. Indeed, this type of scheme can be set up successfully in instances where the relationship between the key actors (NGO and employer) is built on social relations of proximity. In other words, the more the actors involved in the programme are linked by virtuous relations of proximity<sup>17</sup>, necessary for building trust and credibility, the greater the chances of the programme succeeding. One of the tasks of the SE, as the actor in charge of coordination, is therefore to ensure that the behavioural rationales of the NGO and the firm converge towards the objective of programme quality.

## **B. Example of good practice in literacy: case of the Helen Keller International association**

Compared with NFE programmes, adult literacy programmes lend themselves more to large-scale programmes involving many beneficiaries. The example we describe relates to the international NGO, Helen Keller International (HKI).

For a number of years, HKI has been conducting large-scale programmes in seven Moroccan provinces. The latest programme for the Al Houaz province has just been launched and its literacy component is expected to reach 5,000 adults. The programmes set up by HKI present the following characteristics:

→ They are preceded by feasibility studies to ascertain the needs of the beneficiary groups, in terms of both training and local development.

→ The establishment of multipartite partnership agreements involving: the local associational network, the local authorities, the SE and its regional and local representations and other ministerial departments concerned (Health, Agriculture; National Mutual Aid). In most cases, the active involvement of the local associational network builds the capacity of these local NGOs by means of training sessions and the transfer of know-how.

→ The adoption of an integrated approach that takes into account the dual concern to secure the loyalty of the beneficiary population and to create the right conditions to ensure the sustainability of the knowledge they have acquired. To increase the female attendance rate, literacy programmes targeting women include pre-school education

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<sup>17</sup> Virtuous relations of proximity mean that actors form coalitions based on collective interests. However, in some cases, even though the actors are linked by relations of proximity, in fact they form coalitions based on private interests, with the consequence that it is difficult to establish the programme's credibility in the eyes of the other actors (principally the beneficiaries and their families).

activities for the children of women beneficiaries. Similarly, to ensure the use of the knowledge acquired and its sustainability, literacy initiatives are associated with programmes for developing income-generating activities.

→ The introduction of an operational system for monitoring and evaluating literacy programmes.

As an NGO, HKI is in a position to secure the involvement of other actors, in configurations that foster the emergence of synergy between them. This is due to two factors: firstly, HKI has significant capabilities to draw on foreign aid funding and, secondly, it has developed know-how in the design, implementation, monitoring and evaluation of local development projects. The high degree of professionalism with which HKI conducts its projects has enabled it to adopt a cumulative approach, in terms of both experience in the field and credibility in the eyes of the actors. All these factors enable HKI to build its capacity to expand and multiply its activities.

## **6. How do Morocco's policies and practices for non-formal education and literacy address language and gender issues?**

### **6.1. Language in Morocco's policies and practices for non-formal education and literacy**

#### **6.1.1. Linguistic landscape**

Even though Morocco's sole official language is Arabic, the linguistic landscape is fairly complex due to the great difference that exists between spoken and written languages.

##### Languages used in everyday life:

-The Moroccan Arabic dialect: This dialect is a mixture of Arabic, French and Spanish words. It is practised mainly in its oral form and is used hardly at all in broadcasting. Very recently we have witnessed the growth of a practice in certain advertising media (and a few newspapers) of a written phonetic rendering of the Moroccan dialect (using the Arabic alphabet).

-Berber (with its three geographical variants): Berber is used in certain regions. It is used very incidentally in broadcasting (radio, regional television news and a few cultural programmes) and in the written press (there are a few bilingual newspapers, in Arabic + Berber). In recent years, the public authorities have taken the political decision to introduce Berber as a language taught in primary school. This decision started to be implemented this year (2003-2004) on an experimental basis in a sample group of 300 schools.

##### Written languages: of which there are two:

- Classical (literary) Arabic: Classical Arabic, which is spoken and written by educated people, is the official language of Morocco. It is used in broadcasting and the written press. It is also used in the administration mainly in written form. It is practically never spoken in everyday life.

- French: This is the predominant language in the business world. It is spoken and written by some educated people. French is used in broadcasting and the written press, as well as in the administration (but not systematically, since some ministries have been completely 'Arabized'). The policy of Arabizing the public education system, instigated in the early 1980s, has led to a decline in the number of French-speakers in the general population. However, French is still used by a large majority of the social elite (with access to the private or foreign education system).

Therefore, for the communication needs of average Moroccans in their social and professional lives, they receive and express oral messages in Moroccan Arabic and/or Berber, and written messages in Classical Arabic and, for some people, also in French.

With regard to oral dialects (dialectal Arabic and Berber), the population can be divided into three categories:

- People who speak only dialectal Arabic (those from Arab-speaking areas).
- People who speak both dialects.
- People who speak only Berber (older people from Berber-speaking areas). This third category is a very small minority.

With regard to formal languages (Arabic and French), there are also several distinct categories. In decreasing order of importance, they are:

- People who write neither Arabic nor French.
- People who write Arabic and French
- People who write only Arabic.
- People who write only French.

Some people who write neither classical Arabic nor French have, by dint of experience, developed oral skills in one or both languages (through religious practices, the TV news, etc. - and/or through contacts at work).

### **6.1.2. Language in literacy and non-formal education programmes**

More often than not, in situations where the average citizen is required to use written language, the language used is Arabic (the administration, the education system, the workplace) or, to a lesser extent, French (certain administrations, a part of the education system, the workplace).

Apart from the fact that the Arabic language is predominant as a written medium in everyday life, it has two characteristics with major implications for the choice of the language of literacy and of non-formal education: the Arabic language is the only official language (dominant in the administration and the education system) and it is also the language of Islam, Morocco's national religion<sup>18</sup>.

This has led to the adoption of the Arabic language as the language of literacy in most programmes. However, in practice, two elements of flexibility are permitted:

i) In some Berber-speaking regions, the mother tongue (Tamazight) is sometimes used as a natural introduction to literacy in Arabic. This flexibility meets a concern to take into account the natural identity.

ii) Some firms have opted to teach literacy in the second language, French. This choice is dictated by the needs of certain firms where French is the dominant written language and for various areas of literacy (oral expression, numeracy, and so on).

## **6.2 Gender issues in literacy and non-formal education programmes**

The gender issue is omnipresent in literacy and NFE programmes. The target population for such programmes is mostly female. Inequality of access to basic education usually affects women the most, especially those living in rural areas. Among rural women, the illiteracy rate of the population aged 10 plus is 83%, compared with 21% among urban men. In rural areas, the enrolment rate of girls is much lower than that of boys.

Based on this finding and in line with the parity objectives of the National Education and Training Charter (CNEF), literacy and NFE programmes accord special importance to the gender issue. With regard to non-formal education, specific programmes targeting certain categories of girls (girls living in rural areas, servant girls, etc.) have been set up with the technical support of international organizations (UNICEF, UNESCO, etc.). Similarly, with regard to adult literacy, several initiatives targeted at women have been conducted. This includes the programme carried out in 2001, in partnership with UNFPA, which culminated in the development of an educational aid on reproductive health.

The importance accorded to the gender issue is also reflected in the structure of the beneficiaries of literacy and NFE programmes (enrolments). Girls represent more than 64% of enrolments in non-formal education programmes, reflecting the composition of the target population. Eighty percent of those enrolled in adult literacy programmes are women.

Furthermore, a process has been initiated to integrate the gender issue at organizational level. Several SE executives have participated in thematic seminars and training courses on the gender issue. However, this interest in the gender parity issue needs to be established as a long-term concern, by setting up a focal point devoted specially to this issue.

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<sup>18</sup> The need to read the Koran is one of the main reasons which beneficiaries give for participating in literacy programmes.

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