Human Resource Management in the Education Sector

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The following document on the Human Resources Management in the Education Sector was prepared by El Mostafa Hdiggui, a consultant employed by UNESCO’s Division of Educational Policies and Strategies as a contribution to its Programme entitled “Management of Education systems”. In preparing the study, the author drew extensively not only from his own experience, including that in his native Morocco, but from that of other experts working on analogous problems in other countries.

The Programme on “Management of Education Systems” was created and has been coordinated by Mohamed Radi, Chief of Section for “Support to national education strategies” which is part of UNESCO’s Division of Educational Policies and Strategies. Its purpose is to assist national senior decision-makers to become familiar with the most recent thinking on questions in which they are closely involved in their day-to-day work. Gwang-Chol Chang, Programme Specialist in this Section, has collaborated closely in the preparation of the paper. Francis L. Higginson translated the initial French text into English and made substantial contributions for the editing of the present document. He was assisted by Raphaëlle Martinez, UNESCO Consultant, in this task.

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Reform at the State level

Development and governance

The decline of the financial health of many developing countries traces to persistent socio-economic problems that have resulted in massive efforts to modernize public sector management mechanisms. The common thread linking all current national reform strategies is the emphasis placed on the operation of the public service since it is expected to translate into both cost reduction as well as improved service to the people for whom it was created. A review of relevant documentation suggests that there are five common preoccupations at the national level:

- the need to simplify bureaucratic procedures;
- results-based resource allocation replacing the traditional preoccupation with "means;
- strengthening the interface between management and the individuals and groups it is intended to serve;
- an entirely new public service; and
- the increased use of computer-based information management systems.

This same material suggests that there are a number of common principles that define good government. They are as follows:

- the use of performance measures in determining the extent of (internal) efficiency and (external) effectiveness (or productivity) in public sector programmes;
- budgetary transparency and the rule of law;
- the need for operational flexibility and the capacity to recognize, analyze, and adapt planning and management procedures so that they better reflect changing societal needs and anticipate situations before they become problems.

Efficient, modern and needs-driven management in the civil service

Several countries suffering from diminished resource levels have embarked on budget reforms aimed at replacing the present system of input management with one that gives pride of place to results.

They all derive from the following basic principles:

- development bank loans granted only to countries with recognized national development priorities and related programmes;
- multi-year programme budgeting;
- flexible resource allocation to maximize a more demand-driven budgeting process;
- management with an emphasis on accountability;
- the use of mutually agreed-upon performance measures to evaluate programme efficiency and effectiveness;
- greater flexibility in the monitoring of both obligated expenditures and final disbursements;
- development of an integrated information management system.
With this in mind, it is clear that improving human resource management is the overarching preoccupation of senior civil servants the world over. Improving public service efficiency will, however, require an entirely new look at how current management practices impact on how civil servants interpret and carry out their responsibilities.

Various innovations have been introduced in respect to staff mobility and job rotation, pre- and in-service training, performance reports, and HRM information storage and retrieval systems.

Decentralization lies at the heart of most reform efforts. It promotes change at the grass roots level through increased cooperation among officers working in the various services concerned in order to advance the general welfare of all.

Computer-based management, employed across a broad spectrum of the public service, is considered to be one of the main features of modern management. Information management projects typically aim at improving management efficiency, the removal of artificial barriers separating individual departments, and the forging of a new type of relation between those working in the public sector and the citizen at large.

Education and governance
The warp and woof of all educational reform has always been, on the one hand, the rational use of resources and, on the other, cost control. However, in the absence of sound governance and of the updating of the civil service, past efforts have borne little fruit.

Resource limitations have contributed to the wide-spread and growing move to results-based management. The Dakar “Framework for Action” designed to achieve the goals of Education for all, mentions the following:

- establishment of sound systems of governance;
- improvement of the status of teachers;
- improvement of information management and communications technologies; and
- systematic monitoring of progress.

Numerous education projects today include components to improve management, training and information management.

Human Resource Management in the Public Service

Goals and structure
The role of the Civil Service is to ensure that rules and regulations are strictly followed at both the State and local levels. The expansion of the administrative infrastructure reflects the need for more staff to handle ever-increasing responsibilities. Most civil services, however decentralized they may be in terms of sub-sectoral assignments, are centrally controlled in order to ensure even-handedness in respect to both job status and human resource management. It sometimes happens that quasi-governmental or consultative bodies may be called upon to furnish expert advice on one or another civil service-related matter.

Principles and structure of the Civil Service
The Public Service Commission is created and works according to a legal framework that defines the rights and obligations of all civil servants as well as the organization and functioning of the public service.
It is typically based on four fundamental concepts:

- Equal access to employment in the public service
- Job security
- Independence from political interference
- Absence of personal gain derived from a given staff assignment.

Civil servants have a number of professional obligations including respect for hierarchy as well as discretion and judgment in handling information that may not be in the public domain.

**Employment and Career**
The Public Service Commission draws up rules, which govern both recruitment as well as career-related matters (recruitment, promotion, assignment, disciplinary matters, cessation of functions). These general rules may be complemented by particular statutes relating to a particular sector or sub-sector.

**Job ratings and classifications**
Civil servants are normally classified hierarchically, according to job type and graded in a manner that determines the salary level and emoluments of each.

**Human Resource Management (HRM) in the Education Sector**

**HRM Purpose and structure**
Ministry level responsibilities tend to be based on administrative and financial concerns, regardless of the extent to which management is decentralized.

District or provincial-level responsibilities, on the other hand, may, at the operational level, cover pre- and in-service training as well as the training and monitoring of the Inspectorate. Problems often arise, however, when assigned tasks are not accompanied by corresponding responsibilities, especially when it comes to administrative questions with financial implications. They occur with the greatest frequency when centralized management imperatives clash with local needs in respect to the raising of financial obligations and/or liquidation. It is clear that adopting a service-oriented approach to management will require Education Ministries to rethink how responsibilities are determined and assigned at each level. Progress is being made in some quarters.

Other players are present and are important contributors to changes. They include the planners who determine the nature and extent of human resource requirements; the budget office; the legal affairs office which is responsible for the drafting of relevant legislation; and extra-ministerial bodies which, for one reason or another, are implicated in sectoral human resource management.

**Personnel Management**
For many reasons, personnel management in the education sector is typically as cumbersome as it is complex. Among them, there are the sheer numbers of people involved at every level; the variety of staff and grade levels, increasingly aggravated by the increasing need to recruit temporary and auxiliary staff to meet the “Education For All” imperative; the various subject matter specializations of teachers each of which is remunerated at different level, a fact not reflected in sector budget tables; and of course the legions of those implicated in resource management.
Teachers make up the largest number of those employed in the education sector. In addition to their teaching responsibilities, teachers typically have administrative functions as well. Among the non-teaching staff, there are the inspectorate, district education officers with carrying degrees of autonomy, and inter-ministerial staff who have no specific ties to the Education Ministry, e.g.: architects, engineers, computer specialists, and the like.

**Grading of posts**
Salary levels are normally set on the basis of profession, level of responsibility, and steps based on years of service. In Morocco, for example, staff are divided up as follows:
- Teachers assigned to four sub-groups
- The inspectorate which includes school inspectors and curriculum advisors
- District education officers
- Counsellors/advisors
- Administrative staff

**Recruitment**
Education Sector staff follow Public Service Commission procedures applicable to all civil servants which require that would-be employees enter into an open competition to fill a vacant post. There are three types of recruitment: open; internal (open either to existing staff members with the requisite academic credentials or a certain minimum age and number years of service); and fixed, short-term contracts to attract staff to deal with present short-falls.

**Pre-service training**
Specialized institutions operating at the national, regional or local level typically furnish basic pre-service training. Public Service legislation normally establishes admissions criteria nature, length of the programme of studies, and certification requirements. Government staff training institutions are frequently affiliated to universities.

**Assignment and rotation in job postings**

**First assignment**
Practices differ depending on whether the officer concerned is a newcomer, changing assignment, or being promoted. Whether new or reassigned, however, all staff are obliged to accept the posting assigned to them. While it does not always work that way, assignments normally reflect an effort to match staff vacancies with personal wishes and the professional talents of each individual identified during the training process.

**Staff rotation**
Reassignments to improve the quality of a given service are comparatively rare in the Education Sector and generally only occur in the context of an extensive staffing overhaul.

**Promotions**
Whether in the form of a higher grade or a within-grade step, promotions are regarded as the right of all civil servants inasmuch as they increase staff motivation and improve job performance. Step increases are normally granted annually and, predictably, translate into a salary increase. Step increases are accorded following a review of the officer’s performance report and discussions between his/her professional superior and the relevant administrative service. Promotion on the other hand takes into account length of service and the individual’s
skills in relation to defects expended responsibilities in relation to those set forth in the job description.

Retirement
The retirement age in the Education Sector is determined by the Public Service Commission. In Morocco, for example, the retirement age is 60 with the exception of university professors who must reach the age of 65 in order to qualify for retirement benefits. Recently, the retirement age has been extended, a tendency triggered by the difficulties faced by national pension or provident funds to meet the growingumber of those seeking early retirement (or compelled to do so).

Administrative Services
Regardless of their level of intervention, personnel administration is typically centralized and thus and part and parcel of the overall structure of the Ministry. Such services can be expected to include the Bureau of the Budget, the Comptroller, as well as staff administration.

Civil Service Salaries
Irrespective of the Ministry, salaries are calculated on the basic of a point system for each grade and step. Individual salaries include the base salary as well as special allocations for individual fields of specialization and they reflect whatever deductions for pension and health coverage that may apply.

Teacher salaries account for some 80% of total Education Sector staff costs. Controlling their costs is a constant preoccupation of all Education Ministries and a source of real concern to most if not all developing countries.

Calculating Education Sector human resource needs

Forecasting
Maximizing staff use requires a thorough understanding of the options open in respect to staff deployment, of projected requirements expressed quantitatively and qualitatively, and of what either is currently or will become available. In the Education Sector, various forecasting tools are available to the planner including simulation models. The forecasting of staff requirements in developing countries is complicated by weak data bases; the multiplicity of teaching categories; the lack of viable measures to determine non-teaching staff needs; the general absence of career planning data; inequitable geographical staff distribution; and annual budgeting methods.

Training
Maximizing teacher competency is the starting point for any education reform. The concept, generally accepted today, covers not only pre-service training but regular in-service training for all teachers throughout the entire span of their careers. Unfortunately, few are the countries that attach due importance to staff retraining needs. Teacher training thus needs to be re-examined in the contact of constantly changing needs, both respect to basic and life skills and to future employment imperatives.

Performance reports
Classic grading systems are the common instruments used in quantifying what is hard to quantify, namely teacher behaviours. While they are normally regularly carried out, they may be used on an ad hoc basis for teachers who are candidates for promotion. More emphasis
tends to be placed on length of service than on job effectiveness. Indeed it is rare for a school inspector to assign a teacher a grade that is lower than the preceding year. Performance report procedures are, however, changing as importance is increasingly attached to student achievement. Merit, fairness, transparency and dialogue play an increasingly large role in determining performance report outcomes.

**Teaching staff rotation**
Re-assignment tends to be constrained by financial considerations and the corollary of the reduction of posts. As a consequence, Education Ministries are frequently forced to re-think the entire question of staff rotation in order to make better use of existing staff and accordingly turning to greater district-level rotation and a revision of the criteria used in making relevant staff decisions to allow for greater participation. With the changing criteria, more teachers are able to become school inspectors, head teachers or principles, administrators at one level or another, or seconded to a national or international specialized agency.

**Labour relations**
Labour relations are enjoying greater prominence in the gamut of HRM concerns. Senior officials are increasingly sensitive to the need to promote improved relations between management and line officers and to be more attentive to career concerns, salaries, and job benefits questions. The working climate within a school is acknowledged to be closely linked to staff morale, which is why more attention is being paid today to participatory decision making, transparent planning, and the training of senior district level staff in modern management methods.
INTRODUCTION

The place of human resource management (HRM) figures prominently in any civil service administration and nowhere more so than in the education sector. Between the rapid increase in staff and the plethora of new rules and regulations, the complexity of HRM has grown enormously. New approaches and an increase in specialization are inescapable if the task is to be done satisfactorily.

Evolving from the notion that staff are generally interchangeable to a the view that trained individuals represent resources for the solution of sector challenges and must be managed accordingly, HRM today is making extensive use of concepts and instruments developed within and for the private sector.

Following the massive recruitment of national staff that took place during the years immediately preceding independence (the early 1960’s), developing countries, seriously cash-strapped at the time, made enormous efforts to maximize the cost-effectiveness of sector personnel, by far the biggest line item in the Education Ministry budget.

To the extent that education ministry officials are compelled to pay more attention to HRM, they need to be better acquainted with policy and reform matters, with the HRM variables that impact on them, and with HRM methodologies. The present document, prepared with that in mind, targets senior ministry officials. It is divided into three parts, each of which deals with a specific aspect of HRM.

The first part, an overview, deals with state-level reform of the type currently being introduced in many developing countries. It contains two chapters, the first of which describes the main characteristics – governance, policy and results-based management – of the conceptual framework on which most reforms are constructed. The second chapter outlines the growing influence, on national decisions, of the international community of professional educators and highlights some of the innovations already in place in some countries.

The second part acquaints the reader with the goals, structure and by-laws typical of most civil services including staff recruitment and career provisions. Like the preceding chapter, Part 2 also has two chapters. The first explores the concept of public service as well as the rights and responsibilities of civil servants. The notion of career is examined, from recruitment to retirement. The second of the two chapters explains the nature and purpose of the chain of command, which establishes and sets limits to responsibilities at each grade level.

The third and final part focuses upon how HRM is applied to the unique conditions of education sector personnel, both at the national and provincial levels. Special attention is devoted to teachers whose number and special functions have necessitated the creation of a special status relating to each stage of their careers. Staff development is examined with an eye to the methodological limitations of HRM in certain applications. Forecasting, training, staff assessment, job rotation, interpersonal relations and working conditions are among the topics discussed.
The document includes a number of annexes that contain specific exercises drawn from the Moroccan experience and that are designed to highlight a number of practical considerations. Other subjects include:

- the goals, general organization and hierarchy in typical HRM units;
- an analysis of relevant legislation and statues;
- administrative procedures governing recruitment, rotation, promotion and so forth; and
- HRM seen from the perspective of pre- and in-service training, performance reports and working conditions.
Part I: TRENDS IN EDUCATION: REFORM AT THE TOP

Chapter 1: The move to modernize

1.1 Development and administration strategies

Socio-economic disparities, both within and between countries, increased as a consequence of globalization and structural adjustment measures introduced in the early 1980’s. Widespread poverty and the miserable living conditions afflicting the vast majority of people living in the developing countries profoundly influenced the programmes of the multi-lateral development agencies which responded by looking for new ways to strengthen cooperative networking.

Championed by UNDP in the mid 1960’s, the concept of human development, together with the indices for measuring it, reinforced the global understanding of massive social inequities. The Millennium Development Objectives (see Annex 2) and the UN planning framework together provide targets for national and international development efforts to combat poverty.

The World Bank and the International Monetary Fund launched a joint initiative aimed at debt relief for the majority of poor and indebted developing countries. The result was a detailed strategy to combat poverty that helped countries to realign their policies with a view to giving greater emphasis to poverty alleviation and to the conversion of foreign debt into capital for development assistance.

The World Bank’s 2000-2001 Development Report focuses specifically on the problem of poverty. In it, an accusing finger is pointed at shortcomings in governance and management as the major factors responsible for the under-performance of development efforts. The negative aspects of globalization have further aggravated the already poor financial picture in many countries by reinforcing poverty trends and excluding not only individuals, but entire communities and indeed even whole countries from the development mainstream, they have levered international assistance in support of national reform efforts.

The common thread of these reform efforts has been a concern for equity and social justice as measured by the degree to which countries accept their responsibility to care for, educate, protect and respect the rights of their citizens, to guarantee the basic values of individual freedom and social justice, and to fight corruption and promote democracy.

Modernizing governance is expected to improve the efficiency of the public service in the sense that costs can be reduced and individuals will be better served. Following are the main characteristics of public service reform:

- a refocusing of State responsibilities to better reflect the overarching mission referred to above;
- greater structural and procedural flexibility;
- results-based management to replace the previous emphasis placed on means;
- introduction of a culture of accountability;
- people-based management; and
- computer-based administration.
1.2 Refocusing State priorities

In a time of globalization and market-driven economics, the State’s putative role of economic regulator is increasingly being challenged. Today, it is gradually disengaging itself from this function in order to join others in the global market place and reap the benefits accordingly. National policies have tended to fall into one of two groups: the minimalist role in which the State provides no more to its citizens than the bare minimum to those who are too poor to participate in the market economy; and the more expansive role in which the state serves as both promoter and partner in national socio-economic change.

Irrespective of national particulars, however, the profound change visible in the management of development programmes owes a substantial debt to the role of the private sector. Bureaucracy and a wooden approach to management, opaque goals, the hoarding of information, and cronyism are more and more practices of the past.

The principles of sound governance which shape and guide national policy are characterized by:
- departmental efficiency and effectiveness as measured by regular monitoring;
- transparency and adherence to the rule of law; and
- flexibility and the capacity to adapt to the exigencies of new challenges.

Good governance goes hand-in-glove with:
- planning and programming which reflect national priorities and needs;
- new approaches to budgeting by programme and objective with special emphasis placed on the use of performance measures and accountability;
- devolution and sharing of responsibilities between national, district and local officers;
- greater administrative flexibility with an emphasis placed on user-friendliness, performance monitoring, and the creation of special advisory bodies that draw inspiration from the private sector;
- simplification of bureaucratic procedures and the reduction in the number of specialized services to be replaced by a single desk devoted exclusively to giving satisfaction to the consumer.

1.3 Management by results

Improving the performance of the public service is linked, in the first instance, to ensuring a better control of public expenditure which, as previously mentioned, is constrained by resource short-falls.
Plate 1: The Legal Foundations of France’s Financial Regulations

Improved State-level management in the service of all
The so-called “organic” law relating to State finance, effective on 1 August 2001, had a profound effect on France’s central management structure. It provided the basis for the creation of a more democratic, more productive management system. Developed in stages, it only became fully operational in January 2006. As from that time, the State budget is broken down into 34 line missions, 133 programmes and some 580 targeted initiatives. Prior to that time, it fell to individual Ministries to make line determinations in relation to objects of expenditure.

Increased democracy at the State level
The new structure of the State budget, more readily accessible to the general public, better reflects public opinion on subjects of concern like education, employment, security, housing and the like. It also helps state officials to obtain a better understanding of the effectiveness of their work and taxpayers to see how their taxes are used.

Increased effectiveness in the Public Service
In charge of each programme is an officer who is appointed by the line Ministry concerned. He/she enjoys considerably greater authority than in the past in the management of the resources earmarked for the achievement of the objectives voted by the Parliament. He/she depends on a decentralized network of officers, each of whom also benefits from a high degree of autonomy as a means of maximizing the impact of the funds entrusted to him/her. Such freedom is granted on the understanding that, for each programme objective, clear performance measures will be used to determine the extent of goal achievement. Each officer is expected to make specific reference to them in the preparation of the mandatory periodic reports.

Source: Excerpts from the new budget framework for reforming the State, French Ministry of Economics, Finance and Industry.

Concretely, the following principles come into play:
- globalization of development funds based on national priorities and the requirements of the related programmes;
- multi-annual programming and budgeting;
- fungible credits - i.e. greater flexibility in their use;
- management accountability;
- programme evaluation based on measures of efficiency and effectiveness along with previously negotiated and agree-upon success criteria
- greater flexibility in expenditure control;
- development of an integrated information management system.

1.4 Changes in the Public Service

Working through an infrastructure created for the purpose, a country’s Public Service furnishes basic services to its citizens. It is tasked with operationalizing policy. And yet in the judgment
of multi-lateral aid agencies, most public services still suffer from over-blown, bureaucratic administrations.

Faced with the challenges inherent in the struggle to fight poverty, demographic shifts, massive retirement in the public sector, and the emergence of new individual needs, a growing number of countries have launched public service reform initiatives. The purpose of these reforms is to lighten administrative structures and increase efficiency by means of:

- more dynamic HRM;
- closing the gap between administrative structures and the consumer; and
- making better use of information and communications technologies.

The improvement of public service efficiency requires a reappraisal of how:

- management can be improved by recruiting the requisite competencies, regular in-service training, and the reassignment of staff;
- the appeal of a public service career can be strengthened through better conditions of service, inter-personal relations, and remuneration;
- a culture of efficiency and high quality work can be introduced and assessed.

The reforms currently being undertaken by countries are ushering in new approaches to HRM as regards staff recruitment, career planning, and salaries. The purpose of these measures is to respond to the imperative of better cost control and maximizing staff utilization for optimal service. Innovations are being introduced in staff rotation, pre- and in-service training, job assessment and staff promotion, and HRM information management.

Narrowing the gap separating administration and the citizen at large is part of the picture as well. By increasing participatory decision-making, functional democracy at the local level will be reinforced.

Decentralization is one of the keys to reform to the extent that it promotes grass roots involvement in programme implementation through greater participation among the different services involved in the process.

Another is computer-based administration which contributes to cost reduction, to the simplification of administrative procedures, and to synergy within and between the many services of the Public Service. Together, they lie at the heart of any State-level reform.
Chapter 2: Reform in education and training systems including strategies to improve management

2.1 Education and Development

The period of the early 1990’s was marked by a surge of interest in education throughout the developing world. The policy of structural adjustment had, by that time, already given rise to disastrous budget cuts to social programmes, a drying up of consumer economics, and a general decline in learning conditions.

The Jomtien (Thailand) World Education Conference marked a major turning point. It gave impetus to a new level of commitment, both at the national and multi-lateral levels, to a world-wide reform of education systems with an eye to raising the qualitative level of education for all. This initiative was expected to expand horizons, increase equity and the equality of opportunity, and give due attention to achievement.

International commitment was renewed at the World Education held in Dakar (Senegal) in the year 2000. Six objectives were adopted at the close of the meeting together with a “Framework for Action” the purpose of which was to furnish a reference point for setting goals and monitoring the activities undertaken to achieve them.

These occasions served to re-emphasize the primacy of education’s place in the development process. In its inter-active configuration, individuals are able to improve not only their own living conditions but those of their community as well and to contribute to the protection of their environment. Those objectives concern education in the so-called Millennium Development Objectives and, for that reason as well as in the Human Development Index indicators, they stand out prominently.

2.2 Education and governance

All educational reforms proceed from the assumption that efforts will be made to make the most rational use of scarce resources possible and that costs will be closely controlled. However, in the absence of a policy of good governance and the modernization of the public service past efforts have failed to bear the expected fruit.

The Dakar Framework for Action, crafted to address those problems, contains the following main thrusts:

- establishing good governance;
- improvement of the status and working conditions of teachers;
- development of information and communications technologies; and
- systematic monitoring of the results obtained.

The principal actions by means of which the strategy is being operationalized are:

- the development of sector analysis and programming;
- clarification of the different functions of all staff implicated;
- greater decentralization as a means of increasing grass roots participation;
- increasing managerial competency; and
- transparency and accountability.
These various actions have, in the framework of national programmes, benefited from on-going technical support provided by UNESCO, the U.N. Agency tasked with the responsibility for coordinating global “Education for All” efforts. Today, many countries have taken measures to improve the management of their education and training programmes.

In Senegal, the Ten Year Education and Training Programme (1998-2008) includes activities to strengthen financial management and has produced manuals on approved procedures. It is improving HRM through the introduction of career options, in-service training, more dialogue between stakeholders, improved coordination between services, and better use of information and communications technologies.

In Niger, the Ten Year Development Plan is focusing on the improvement of planning and programming, better management of human, financial and capital resources HRM, greater decentralization, regular in-service training, and strengthened coordinating mechanisms.

In Morocco, the National Education and Training Charter, the principal reference point for the development of education for the decade 2000-2009, notes that no fewer than 4 of the 19 programmes are devoted to the question of governance. The main thrusts of the programmes are as follows:

- decentralization: creation of regional education and training academies set up as public institutions tasked with the local and regional development of education and training; strengthening of provincial offices given overall responsibility for the carrying out of regional programmes; creation of local supervisory bureaux; and the creation of advisory councils to oversee the work of individual schools and training centers.

- Strengthening of governance by: - harmonizing the different education and training policies and programmes throughout the Sector; - making better use of Sector resources by eliminating duplication and giving greater importance to the sharing of Sector resources and administrative structures; - regular monitoring of student and programme achievement and/or performance; annual reporting to national and regional authorities and to the public at large.

- Diversifying building types and construction norms as well as classroom hardware, ensuring the appropriateness of the school building and hardware to the training activities for which it was provided, and providing regular maintenance thereof; and

- Revision of criteria and procedures relating to staff assessment, promotion, and working conditions as a means of leveraging greater motivation among teaching and administrative staff as well as broad support for the reforms in general.
Part II: HRM WITHIN THE PUBLIC SECTOR

Chapter 3: The Public Service: purpose, structure, and legislation

3.1 Purpose and structure

There are, in reality, two Public Services (PS), the first being financed and run by the State and employing staff who work either at the Ministry of district/provincial level; and the second being a local authority which typically is financed and overseen by some provincial authority. In both cases, the overarching purpose of the PS is to ensure that staff employed in the Public Sector understand its rules and regulations, adhere to them, and are in turn protected by them. The development of administration to handle the increased numbers of public sector staff together with the imperatives of modern management have given rise to an expanded PS role which covers statutory oversight, exercising leadership in defining and promoting HRM, increasingly the appeal of working in the PS, and coordinating social dialog.

The tasks of the PS, initiated and directed by a directorate (often a centralized one), are guided by two general functions, namely monitoring adherence to PS rules and regulations and HRM imperatives. Consultative bodies, often composed of PS staff themselves, contribute to the definition of PS policy. In Morocco, there are two bodies, both of which work under the ministry responsible for PS modernization and HRM. Their responsibilities include:

- drafting or modifying the general statutes governing the PS;
- harmonizing the text of PS legislation with individual statutes;
- ensuring respect and adherence to PS rules and regulations; and
- overseeing the recruitment process as well as promotion and nominations to senior positions and to inter-ministerial coordination positions.

3.2 The legal foundations of the Public Service

A general statute defines the PS as regards the rights and obligations of public servants as well as the structure and methods of work. The following principles come into play:

- equality of access to public sector employment;
- right to career options;
- political independence; and
- absence of personal motive or gain from PS employment.
Plate 2: Public Service Structure in Morocco and in France

Morocco
Dahir No. 1-58-008 of 4 Chaabane 1377 (24 February 1958) concerning the Public Service.

Chapter I: General principles and legal status of public servants
Chapter II: Structure of the Public Service Staff rights and obligations
Chapter II: Employment and career prospects
Chapter III: Disciplinary matters
Chapter IV: Retirement
Chapter V: Miscellaneous and/or temporary provisions

France
Law No. 84-16 of 11 January 1984, revised on 3 August 2005, concerning the Public Service.
Chapter I: General considerations
Chapter II: Consultative bodies
Chapter III: Employment
Chapter IV: Career provisions
Chapter V: Positions
Chapter VI: Performance assessment, promotion, re-assignment and re-classification
Chapter VII: Salaries and remuneration
Chapter VIII: Discipline
Chapter IX: Cessation of service
Chapter X: Temporary and permanent provisions.

While the statutes of the two countries are essentially the same, changes in detail occur from one country to another.
Chapter 4: Employment and career

PS regulations contain, *inter alia*, the rules governing access to public sector employment as well the factors that determine one’s career therein. The basic regulations applying to all of the PS are complemented by others that are framed in a way that reflects the specificity of employment conditions in individual Ministries.

PS employment is based on the principle of career and the officer is governed by a matrix of statutory administrative regulations. It is possible for a given administration to employ, exceptionally and in very small numbers, personnel on a purely contractual basis. Such persons naturally have no grade or career-related status within the PS.

Following are a few examples drawn from selected PS regulations that clarify the recruitment and career issues.

4.1 Job application requirements

Recruitment in the Public Service is built on the principle of equality of opportunity. The process will reflect 1) the country or group of countries concerned - e.g. Europe; 2) respect for and application of civil rights; 3) military service obligations (where they exist); and 4) requisite physical aptitude for the assignment in question. Particular national statutes may have requirements relating to age, university degree, and length of service.

4.2 Recruitment

The recruitment process, in application of the law, typically involves an open competition, exceptions being made for special posts. There are normally two types of competition:

- external competition which is open to all holding a certain type of degree or certification, depending on the requirements of the job; and
- external competition which is restricted to those already employed in the Public Service and having a specified length of service.

4.3 Grading of posts

Providing the needed structure to the career system, grading involves:

- classifying and rank ordering posts; and
- grouping staff according to a particular statute – e.g. teachers, school inspectors, and the like; and
- assigning a grade within a specialization which reflects a hierarchy of remuneration.

4.4 Promotion

Promotion within a grade or to a higher grade typically is accompanied by a salary increase. A within-grade promotion involves a promotion to a higher step and is normally a continuous process based on length of service and professional competency. The second is or may be continuous but is based on a simple decision or selection following either a test, review or competition.
4.5 Staff rotation and professional mobility

Staff rotation may occur either within a specific service (through promotion) or geographically as a result of a re-assignment. Geographical mobility is linked to a system of rotation where post vacancies occur. It is normally voluntary but may be carried out in response to staffing needs. For staff found not to be suitable for the job assigned to them, the job description is either modified to reflect the actual competency of the incumbent or he/she is assigned a new grade which better reflects the reality of the situation.

4.6 Categories of staff

The typical Public Service statute defines staff based on the following categories:
- full- or part-time employment in which the incumbent carries out the responsibilities assigned to him/her and which correspond to the grade;
- a position in which the incumbent has been seconded from another service to an administration, public office or provincial body with mandatory retirement regulations, and in which all rights within the seconding administration are retained;
- a position in which the incumbent is seconded to a public office or national or provincial body which is not constrained by retirement regulations or to an international organization in which case he/she no longer benefits from the right to promotion within the seconding administration;
- availability refers to an officer who, for reasons of sickness, study leave, or personal convenience, ceases work for a given period during which he/she no longer benefits from promotion and retirement provisions; and
- a position in which the incumbent is called up for military duty of one sort or another but maintains, throughout the period of absence, all the PS rights and privileges but does not receive a salary.

4.7 Disciplinary measures

Depending on the severity of the situation, disciplinary measures are applied on an ascending scale of four:
- a verbal or written warning that goes on file;
- removal from the promotions list, loss of a within-grade step, temporary (15 days) removal from the position;
- down-grading and temporary suspension (4 months); and
- permanent removal from office with loss of all rights.

4.8 Termination

Termination refers to the definitive cessation of professional activities. It normally occurs when the officer concerned has attained the mandatory retirement age though it includes as well those cases when a requested resignation has been accepted by the administration concerned or, of course, when a given individual has been dismissed for professional shortcomings.

4.9 Number of Public Service staff

Public Service staff numbers increased enormously in the developing countries following their independence as a consequence of the nationalization of PS posts and the need to respond to
rising expectations. That trend slowed considerably as a result of structural adjustment measures.

Table 1: Number of PS employees in Morocco and France

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>% of women</td>
<td>% of women</td>
</tr>
<tr>
<td>A E.T</td>
<td>249 854 (29,5)</td>
<td>1 007639 (57,6)</td>
</tr>
<tr>
<td>B E.T</td>
<td>176236 (36,9)</td>
<td>350605 (62,8)</td>
</tr>
<tr>
<td>C E.T</td>
<td>110246 (26,5)</td>
<td>618161 (50,5)</td>
</tr>
<tr>
<td>Unknown number of E.T</td>
<td>–</td>
<td>10809 (56,2)</td>
</tr>
<tr>
<td>Total E.T</td>
<td>537166 (31,3)</td>
<td>1 987224 (56,3)</td>
</tr>
</tbody>
</table>

Note: A. Executive Officer  
B. Manager  
C. Desk Officer  
Sources: for France: INSEE; for Morocco, the Ministry for Modernizing the Public Sector

The scarcity of resources, the efforts to reduce very considerable expenditure on salaries (over 80% of recurrent costs), and the rising numbers of those, responding to incentive measures to seek early retirement, have occasioned a stagnation and even real decline in the number of public sector employees. In Morocco, thanks to incentive measures, the number of PS employees has been cut by 38,763 which represents a reduction of 7.59%.

The slimming down of the PS, a result of the reduction of the size of the Government in response to the effects of globalisation, is common throughout the developed countries as well since they too are looking for ways to reduce recurrent staff costs. If officers who have opted for early retirement are not replaced, the result is a net saving.

Three conclusions can be drawn from Table 1 above:

- Gender equality in access to PS positions is far from having been achieved in Morocco;
- The proportion of senior staff in France is 50.7% contrasting with 46.5% for Morocco; and
- The number of those employed in the PS as a percentage of the total active population is roughly 7.9% in France whereas it is only 5.1% in Morocco.
Chapter 5: HRM in the Ministries of Education

5.1 The goals of HRM

Staff administration is traditionally tasked with overseeing the application of existing rules and regulations, clarifying and giving effect to management decisions, and maintaining up-to-date staff records. HRM, in addition to those already heavy responsibilities, has an expanded mandate that includes:

- forecasting employment requirements, elaborating individual career options, and performance monitoring with a view to promotion;
- planning in-service training programmes;
- improving working conditions; and
- information management through improved communications systems.

5.2 HRM structures

At the top (Ministry level)

In the past, the unit responsible for staff administration has typically been part of and depended upon a directorate responsible for administration and finance. Today, it has evolved into an independent central service with regional (provincial and district-level) bodies attached to it. Its functions are more or less extensive depending on the extent of HRM evolution.

In France, there is a directorate responsible for HRM which:

- defines and operationalizes recruitment policy and oversees career questions;
- drafts statutory and salary-related legislation;
- organizes and monitors in-service staff training; and
- promotes inter-ministerial dialog

In Morocco, the role of HRM is determined and overseen by a human resource senior staff training directorate whose responsibilities include:

- integrating staff management questions;
- coordinating and monitoring pre- and in-service training programmes;
- maximizing human resource use;
- improving working conditions and promoting social welfare; and
- developing an HRM information management system.

In Senegal, there is an HRM directorate as well whose responsibilities include:

- preparing management-related decisions, and monitoring and recording the outcome;
- coordinating recruitment and posting of teaching and non-teaching staff;
- elaborating a system for forecasting staffing needs; and
- monitoring administrative and job-related staff questions.

Irrespective of the specifics, the basic functions of HRM tend to be shared between several directorates. There are specific bodies that work along with the HRM directorate for specific purposes like staff needs forecasting, achievement monitoring, and training.
Table 2: Basic HRM structures in three countries

<table>
<thead>
<tr>
<th>Senegal Department of Human resources</th>
<th>Morocco Department of Human Resources and Training</th>
<th>France Department of Human resources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Division of Career and Administrative Matters</td>
<td>Division of Primary School Staff Administration</td>
<td>University teaching staff Service including a section to handle credentials and legal questions</td>
</tr>
<tr>
<td>Division of Employment Needs Forecasting</td>
<td>Division of Secondary School and Normal School Administration</td>
<td>Pre-University Staff Service with a special section to handle forecasting and career planning</td>
</tr>
<tr>
<td>Division of Social Welfare and Professional relations</td>
<td>Division of Human resource Development and Re-assignment</td>
<td>Service for non-teaching staff - including administrators, skilled and unskilled technicians, social and public health workers, and library/museum staff – responsible as well for recruitment and career planning and management</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Senior Staff Division</td>
</tr>
</tbody>
</table>

From an analysis of the function of HRM in each of these three countries, the following conclusions can be drawn:

- the field of action of a given HRM administrative entity varies from one in which all education and training-related tasks are subsumed into a single administrative authority to one where each specialization has its own administrative structure;
- assignments may reflect the nature of the assignment – e.g. recruitment – or the level of formal education concerned – e.g. primary, secondary, etc.
- the management of post-secondary teaching staff is often assigned to a special administrative unit or taken under the wing of an entity charged with the administration of other categories of staff.

Decentralized administration

There are, generally speaking, three types of decentralized administration corresponding to the point of entry – provincial, district-level, and village level. The Ministry typically has staff posted at each field level. This situation contrasts with certain Departments that may have no representation at all. This situation actually constitutes an impediment to the expanded transfer of technical staff working at the Ministerial level.

The HRM structures are replicated throughout the various provincial administrative, inspection, and training institutions but the functions they carry out relate, generally speaking, to programme execution. Decentralizing tasks without also decentralizing the attendant
responsibilities is the direct cause of many of the difficulties encountered in trying to improve management since all decision-making must pass through the Office of Expenditure Control.

If user-driven administration is to take hold, it will require Ministries to make a greater effort to share out more of the responsibilities to those working at the field level. The transfer of skilled personnel accompanied by training in HRM methods is slowly gaining traction in some countries. This initiative takes one of two forms: the former, a sharing of a certain technical category of staff and the latter, specific managerial functions.

5.3 Other HRM participants

In spite of the creation or strengthening of HRM offices, the number of bodies claiming technical competence is as numerous as they are varied. Those attached to the Ministry include the:

- Planning which establish human resource needs;
- Bureau of the Budget which oversees the financial implications of the staffing structure;
- Legal Affairs which prepares draft legislation relating to HRM questions; and
- Consultative Bodies

There are two working independently of the Education Ministry, namely the Ministry of Finance and the Public Service Commission.
Chapter 6: Staff Administration

The administration of staff in the education Sector is a cumbersome and complex undertaking owing to a number of factors that are worth mentioning here:

- the sheer numbers of staff;
- the broad range of grades and specializations aggravated by the tendency to make use of increasingly large numbers of auxiliary or temporary contract staff to satisfy the “education for all” imperative;
- teacher specialization (by subject area) which is not reflected in the general management structure; and
- the number of people claiming competence and/or a right of oversight.

6.1 Number of employees

Ministries of Education, who are major consumers of the human resources they themselves have trained, are major PS employers. In fact, by themselves, they employ more than half the total number of PS employees. It should be noted that women occupy a proportionately larger place in the Education Sector’s work force then elsewhere in the PS.

Teachers, the bulk of whose time is spent teaching, are nevertheless also assigned a number of administrative and technical tasks. They account for the largest part of the staffing structure of Education Ministries. Among non-teaching teaching staff, the following categories are the most common:

- the inspectorate;
- Ministry-level administrative and technical support staff; and
- various inter-Ministerial specialists (engineers, architects, computer specialists, etc.).

<table>
<thead>
<tr>
<th>Plate 3: Examples of Sector staff breakdown in Morocco and France in 2003</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Morocco</strong></td>
</tr>
<tr>
<td>Total PS staff employed by the State:</td>
</tr>
<tr>
<td>Number of staff employed by the Ministry of Education:</td>
</tr>
<tr>
<td>Percentage of women:</td>
</tr>
<tr>
<td>Number of teachers:</td>
</tr>
<tr>
<td>Percentage of total State employees:</td>
</tr>
<tr>
<td>Percentage of total Sector staff:</td>
</tr>
<tr>
<td><strong>France</strong></td>
</tr>
<tr>
<td>Total PS staff employed by the State:</td>
</tr>
<tr>
<td>Number of staff employed by the Ministry of Education:</td>
</tr>
<tr>
<td>Percentage of women:</td>
</tr>
<tr>
<td>Number of teachers:</td>
</tr>
<tr>
<td>Percentage of total State employees:</td>
</tr>
<tr>
<td>Percentage of total Sector staff:</td>
</tr>
</tbody>
</table>

Sources: Morocco: High commission for Planning and Ministry of Education
France: INSEE, the Ministry of Education, and the Public Service Commission

Personnel statistics are collected annually and employees are broken down by type, grade level, Sector, gender, and even age. While these figures are used by national planners, they do
not play a role in HRM units which typically have their own data sources regarded as more reliable and more informative on the issues they seek to address. Special HRM units break staff down by:

- age, gender, marital state, and number of children
- Sector of employment, position, grade, step, assignment, length of service overall and in the grade and step of each staff member.
- Nature of assignment (responsibilities, secondment, availability, sick leave, study leave)

**Table 3: Survey of permanent non-teaching staff working in primary and secondary education in Morocco for scholastic year 2003-04**

<table>
<thead>
<tr>
<th>Administrative service</th>
<th>Numbers</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central service</td>
<td>2,574</td>
<td>4.9</td>
</tr>
<tr>
<td>Decentralised services</td>
<td>12,864</td>
<td>24.9</td>
</tr>
<tr>
<td>Schools and training institutions</td>
<td>36,301</td>
<td>70.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>51,739</strong></td>
<td><strong>100</strong></td>
</tr>
<tr>
<td><strong>% of women</strong></td>
<td></td>
<td><strong>39.7</strong></td>
</tr>
</tbody>
</table>

*Source: Sector of Statistics, Ministry of Education, Morocco, 2004*

The total number of primary and secondary teachers for the above period was 225,555. The teacher: non-teacher ratio was approximately 4.36:1. This figure will vary from country to country depending on individual country needs for non-teaching staff.

**6.2 Job classification**

Job classification is typically based on job type, level of responsibility, grade, step or scale that, together, provide the means of establishing criteria for determining a base salary. In Morocco, staff working within the Ministry of Education fall into the following categories:

- teachers who, themselves, fall into one of four groups;
- teacher support staff, e.g. District Education Officers and the Inspectorate which includes has two types;
- Sector staff and budgetary control administration
- Planners including counselling services, curriculum advisors and school inspectors; and
- administrative, teaching and social support staff.

There are either two or three grades depending on the hierarchy of each service. There are two grades for teachers with an advanced degree as well as for the different types of inspector (classroom, school, planning and counselling).
### Table 4: Staff category, type (cadre), and grade of Moroccan Education Ministry staff

<table>
<thead>
<tr>
<th>Staff category</th>
<th>Type</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers</td>
<td>Primary</td>
<td>3rd, 2nd, 1st</td>
</tr>
<tr>
<td></td>
<td>Lower Secondary</td>
<td>3rd, 2nd, 1st</td>
</tr>
<tr>
<td></td>
<td>Upper Secondary</td>
<td>2nd 1st, senior</td>
</tr>
<tr>
<td></td>
<td>University professor</td>
<td>1st, senior</td>
</tr>
<tr>
<td>Support Staff and inspectorate</td>
<td>Primary school inspectorate</td>
<td>1st, senior</td>
</tr>
<tr>
<td></td>
<td>Secondary school</td>
<td>1st, senior</td>
</tr>
<tr>
<td>Planners and vocational guidance counselors</td>
<td>Vocational Guidance Counselor</td>
<td>2nd, 1st, senior</td>
</tr>
<tr>
<td></td>
<td>Vocational Guidance Counselor</td>
<td>1st, senior</td>
</tr>
<tr>
<td></td>
<td>Senior Counselor</td>
<td>2nd, 1st, senior</td>
</tr>
<tr>
<td></td>
<td>Specialist in Educational Planning</td>
<td>1st, senior</td>
</tr>
<tr>
<td></td>
<td>Senior Specialist in Educational Planning</td>
<td>1st, senior</td>
</tr>
<tr>
<td>Senior managers, Staff and budget Administration</td>
<td>Administrative Officer</td>
<td>2nd, 1st, senior</td>
</tr>
<tr>
<td></td>
<td>Senior Administrative Officer</td>
<td>1st, senior</td>
</tr>
<tr>
<td>Admin and teacher Support staff</td>
<td>Assistant Admin Officer</td>
<td>3rd, 2nd, 1st</td>
</tr>
<tr>
<td></td>
<td>Pedagogical Advisor</td>
<td>3rd, 2nd, 1st</td>
</tr>
<tr>
<td></td>
<td>Social Services Officer</td>
<td>3rd, 2nd, 1st</td>
</tr>
</tbody>
</table>

The above table shows that there are four grades, going from 3rd to Senior Officer, that are divided up into steps ranging from a total of 8 to 13 and in a scale of size, from 1 to nearly 4 with 230 points going to the bottom step of the 3rd grade to 930 in the 13th step of the grade of Senior Officer.

### Table 5: Spread of steps and indices by grade (Morocco)

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number of steps</th>
<th>Min/max points (indices)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior officer</td>
<td>08</td>
<td>704/930</td>
</tr>
<tr>
<td>First</td>
<td>11</td>
<td>336/704</td>
</tr>
<tr>
<td>Second</td>
<td>11</td>
<td>275/564</td>
</tr>
<tr>
<td>Third</td>
<td>10</td>
<td>235/438</td>
</tr>
</tbody>
</table>

In Senegal, there are 8 grades of teachers, going from assistant primary school teacher to university professors with advanced degrees, each classified on the basis of a certain number of indices, beginning with 646 for a beginning primary school teacher to 3802 for a senior university professor, a spread of 1:6.

### 6.3 Recruitment

Recruitment in the Education Sector follows the same rules as those applied throughout the Public Service namely that applicants must enter an open competition for the post in question.
Confirmation of employment is given to the winners following verification that the applicant holds the requisite professional certification.

Recruitment through competition can take one of three forms:

- Open competition used primarily to recruit new staff;
- Internal promotion for staff with the requisite certification, or with the length of service and/or special qualifications for the post; and
- Hiring of staff with short, fixed term contracts as a means of offsetting teacher shortages.

Plate 4: Education volunteers in Senegal

Senegal is facing a serious challenge to meet the “Education for All” goals. Despite devoting fully 33% of its annual State budget to education and having made exemplary efforts to cut expenditure by increasing the student: teacher ratio, making use of double school shifts, and moving to multi-class teaching, it is still resource-challenged. For this reason, the Ministry of Education has set up a programme to recruit volunteers to serve as teachers who can maintain the quality expected without burdening the Ministry budget. The main characteristics of this programme are as follows:

- To avoid the recruitment of under- or unqualified teachers, require volunteers to have either a secondary leaving certificate or participate in a 4-month training programme.
- Ensure the best possible candidates by means of an entirely transparent selection process;
- Set salary levels at 3 times less than those of accredited and active teachers;
- Raise staff motivation levels by providing regular support visits; and
- Offer the possibility of a career in teaching with a permanent contract.

This strategy has contributed to reducing the student: teacher ratio, to increasing enrollment rates, and to raising the success rates of primary school leavers. But there have been penalties as well: this two-tiered system has contributed to increased frustration and demotivation among the non-accredited teachers and generally de-valued the teaching profession.

Competition for a staff post usually goes through three stages before confirmation of appointment:

- advertising the vacancy including the job description, the terms and other particulars of the competition;
- drawing up a short list of candidates showing the greatest promise for the assignment; and
- organizing a pre-service staff training session for those who have been selected.

Confirmation of the appointment is given at the end of the pre-service staff training session, flowing a positive evaluation of the candidate’s aptitude and verification of his/her academic credentials.

6.4 Pre-service training

Staff training colleges, be they national, regional or district level institutions, prepare future Education Ministry employees for the assignments they will be taking on. Operating under established statutory regulations, they determine entry requirements, the length of the programme of study as well as the certification criteria. They may be administratively attached to the Ministry or to a university. In Morocco, there are three types of teacher training colleges (TTC’s):
This network is undergoing a change at the present time in order to transfer the administration of all TTC’s to universities, a system already adopted inter alia by France. In future, all teachers, irrespective of the level they teach, will undergo a two-year pre-service training programme.

There are also two other types of training colleges, one for future inspectors and one for planners, which are will probably remain attached to the Ministry of Education. Like the TTC’s, these schools also have two-year programmes, with the first devoted to theory and the second, to the practical applications of what they have learned.

6.5 Initial posting and re-assignment

First posting
TTC leavers, whether recent graduates or those who are candidates for a higher-level position, are required to accept the posting to which they are assigned. Assignments are given on the basis of post vacancies following staff re-assignments as well as on the candidate’s grade point average and relative standing in relation to others sitting the same certification examination. They may be made either with immediate effect or following a group transfer to a district-level administration which, owing to its better understanding of local needs, has been tasked with the responsibility of assigning them to those schools in greatest need.

Re-assignment
With the exception of medical or family reasons (e.g. separation of spouses), staff re-assignment is rare in Moroccan education circles and when it occurs, it is usually part of a sector-wide administrative shuffle. Requests for a new posting are examined as an individual right and not simply as a personal desire for change. The process is, however, a lengthy one that, because several administrative services are implicated, is cumbersome as well. In Morocco, some 70,000 are re-assigned annually. Positive responses to requests for a new posting are fewer and fewer, the rate today being a mere 6% of those who apply. The reason is simple enough: the vast majority of candidates for re-assignment seek an urban posting where the situation is already saturated.

6.6 Promotion

Whether by step or grade, the possibility of promotion is one of a civil servant’s fundamental rights. Guaranteed under the statutes of the Public Service, it is considered as a major motivator and builder of staff morale that contributes directly to the quantitative and qualitative improvement of a civil servant’s work. An on-going process, promotion typically occurs once a year (in the case of a step increase) and involves the staff administration services at their various levels of intervention. Promotion of both kinds also implies a salary increase.

Promotion in the form of a step increase
Following a favourable review by his/her hierarchical superiors (they are required to share their written assessment with the candidate), the name of the candidate for a step increase is placed on a list. In Morocco, step increases are accorded at set intervals ranging from 1 to 5½
years. The time it takes to move from Step 1 to Step 10 in the so-called “fast cycle” is 21 years and in the slow cycle, 29 years.

**Promotion by grade**

Grade promotion involves much the same evaluation procedure and may be based on length of service and a favourable performance report or, alternatively, on successfully sitting a professional aptitude examination. In Morocco, the criteria are as follows:

- at least 10 years length of service in the present grade to be considered for a competency-based promotion;
- at least 6 years in the present grade to be allowed to sit an examination-based promotion;
- a quota of 22% of the total number of candidates for promotion in a given year with the numbers being split equally between the two preceding categories of staff.

There are typically two equally-weighted grades given to a candidate for promotion, one from his immediate supervisor (Head teacher or Principal) and one from the school inspector. Some countries like France attach more importance to the Inspector’s grade than to that of the administrator.

### 6.7 Retirement

Retirement age is set in accordance with the relevant statute of the Public Service which, in the case of Morocco, is 60 with the exception of upper secondary school teachers and university professors who must reach the age of 65 in order to qualify for retirement benefits. Because of the number of teachers seeking early retirement are placing an enormous financial burden on the Pension fund, the current tendency is to encourage staff to delay retirement.

Early retirement may be granted in the following cases:

- after 15 years active service in the case of women and 21 years in the case of men and with the approval of the administrative concerned;
- after 30 years of active service without the approval of the administrative service.

Irrespective of the number of years served, retirement benefits are also granted in cases of work-related invalidity and to the surviving spouse of a civil servant who died before the statutory retirement age. It goes without saying that those who, for reasons of incompetence or dereliction of duty, have been dismissed, leave the Public service with few if any retirement benefits.

### 6.8 Administration of a service, school or other body of Public Service staff who are institutionally or programmatically connected

Irrespective of the structure of a given institutional or programme administration, all share a number of discrete tasks:

- communication of basic programme and budget information to all staff concerned;
- drawing up and sending out budgeting guidelines with, as necessary, follow-up information sessions;
- data collection, analysis and inputting
- operationalizing the activity accompanied by decisions on attendant staff implications; and
- resolving outstanding staff implications.
This last step, a critical one, is normally assigned to the Department of Human Resources (or Bureau of Personnel) but to the extent that it has budgetary implications, the Ministry of Finance (Expenditure Control) will also be involved. The following table illustrates how the main points of intervention interact.

### Table 6: Principal responsibilities of a programme administration

<table>
<thead>
<tr>
<th>Situations</th>
<th>R</th>
<th>T</th>
<th>A</th>
<th>E</th>
<th>AG</th>
<th>C</th>
<th>RT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reception and analysis of programme and staff files</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Establish administrative guidelines</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Submit line item files and proposed monitoring procedures for visa</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>establish list of line items with budgetary</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>obtain visa for quota of grade promotions</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>create computerized data base for all the above</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>submission of all matters, individual and collective, to Expenditure Control (Ministry of Finance)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>up-date data base</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>inform individuals concerned after Expenditure Control visa</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>forward all files of recent retirees to the Pension Fund</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

From the above table, it will be seen that staff-related administrative decisions are standardized – recruitment (R), post assignment (T), promotion by grade (AGC) or step (AE) and retirement (RT). A visa from the equivalent of the budget or expenditure control office will be necessary for all decisions having financial implications.

### 6.9 Salaries and emoluments

Education Ministry staff salaries, like those of all other civil servants, are calculated on the basis of a system of points assigned to each grade and step. The monetary value of each point is normally common throughout the entire Public Service system. It is intended to reflect national economic realities like the level of national development (GNP per capita income), the cost of living, salaries of comparable specialists working elsewhere and the like. A salary is normally made up of the base salary (which is post referenced), a family and/or housing allowance (which have nothing to do with the post), and special assignment allowances minus whatever is withheld as a contribution to the Pension Fund or to pay income taxes.

A number of factors make it possible to compare the base pay of, say, a Moroccan civil servant with that of a counterpart in other countries. Among them are the difference between beginning and end-of career salaries and the average salary: per capita GNP ratio. What emerges is that the salary: GNP ratio is relatively low in higher income countries and low in poorer countries.
Chapter 7: Human Resource Development in the Education Sector

7.1 Management by objectives

To optimize staff deployment, a systemic balance must be achieved. Key to realizing it is a thorough knowledge of the quantitative and qualitative aspects of the human resource pool, of short- and medium-term staffing requirements, and of the supply and demand for needed skills on the open job market. Balancing available human resources with institutional goals requires constant internal and external adjustments by means of:

- internal promotion
- voluntary or mandatory re-assignment
- reduction of the number of career staff through early retirement schemes based on incentive measures and making use of short- or fixed-term contract staff.

In the Education Sector, there are a number of tools - simulation models being the most powerful - that make possible the forecasting of teaching and non-teaching staffing requirements. As a contribution to the EFA programme, UNESCO has contributed to national capacity-building in the development and use of models that simulate educational policies and strategies.

Management by objectives in the case of Education Sector staff is a complex matter in the developing countries. Among the many obstacles are:

- the notoriously unreliable data base;
- the plethora of constantly-changing education options and teaching specializations;
- the lack of specificity in the job descriptions/responsibilities of non-teaching staff;
- the few real career or even promotion and re-assignment possibilities;
- serious regional imbalances with some districts having far too few while others are super-saturated; and
- annual budgeting, a practice that renders management by objectives an all but impossible undertaking.

There is not a country that is not struggling to overcome these problems. The large number of staff employed by the Education Sector are responsible for its being in the vanguard of these efforts. The following deserve mention here:

- decentralization of management responsibilities and staff;
- preparation of programming and budgeting guidelines and manuals for all professional staff;
- strengthening of programme planning, management and monitoring skills at all levels;
- upgrading HRM skills with particular reference to management by objectives; and
- the introduction of new budgeting methods such as zero-based budgeting and performance-based assessment.

7.2 Teacher education

Upgrading the quality of teaching is the point of entry for any sector renewal strategy. It presupposes that, because no pre-service teacher training programme, however good it may be, will be sufficient by itself to prepare teachers for their entire career, continuous upgrading will be necessary. In-service training, however, while arguably a powerful tool to raise competency levels and keep teachers abreast of new trends in education, occupies at best a modest place in Education Ministry programmes.
Pre-service training typically targets the learning of the various subject matters and generally neglects the pedagogical and practical aspects of teaching. To the extent that it fails to incorporate the specificity of difficult urban and rural contexts, it may indeed be completely cut off from field realities. Unrelated to in-service training possibilities, it is not part and parcel of a global vision of teacher preparation and support.

On-going education in the developing countries is a work in progress since neither the means nor the ends have been clarified in any operational way. In the absence of a clear conceptual framework for the teaching profession or any clear notion of a career, the absence of any linkage between pre- and in-service training programmes complicates the task of defining both content and delivery systems and of programming them in a manner that reaches teachers throughout their careers. Moreover, funds earmarked for in-service training are, generally speaking, inadequate. Finally, scheduling times when teachers can attend in-service training sessions and finding temporary replacements are also obstacles that have yet to be overcome in most countries.

On-going in-service training must be re-examined in the context of a global vision taking into account the twin dimensions of skill-building, namely pre- and in-service training. The interdependent functions of each must be clarified in light of the desired overall skill profile of the practicing teacher and of the expectations of the Education Ministry. In so doing, it will be seen that three broad principles come to light:

- the merging of teacher competencies which include both the substantive and pedagogical aspects as well as the social implications of teaching;
- the need to clarify teacher skill profiles in the light of curriculum demands as well as socio-economic or geographical classroom realities; and
- the need for flexibility in targeted teaching profiles to facilitate future re-training to prepare teachers for new, entirely different challenges.

Pre-service training typically provides teachers with the basic skills that will qualify them to enter the teaching profession along with the knowledge of how to update them as and when necessary. Reforms currently underway include efforts to find a better balance between the theoretical and the practical by:

1) organizing alternating in-service training programmes;
2) taking into account different contextual conditions; and
3) designing and integrating pre-service training programmes in a way that reflects their place on a training continuum of staff development.

In-service training, on the other hand, is tasked with:

1) completing and/or updating a teacher’s general culture;
2) reinforcing the skills acquired in pre-service training;
3) providing information on curriculum modifications and teaching innovations; and
4) furnishing individualized instruction to teachers with specific needs.

In-service training reforms can be summarized as follows:

- the development of national and even regional training programmes following a needs assessment;
- certification and accreditation of in-service training modules;
- scheduling teacher classroom responsibilities to allow them, annually, to attend a specific number of in-service training sessions (30 hours/year in the case of Morocco).
Recognizing that in-service training is an integral part of a teacher’s and must be treated as such.

Evidence of the growing interest in staff development on the part of senior Education Ministry staff can be found in the increase in resource levels available for training, the restructuring of training institutions and programmes, and the creation of new coordination mechanisms.

7.3 Performance reports

Performance reports are an essential part of any programme of management by results. The output and efficiency of an administration depend, to a great extent, on the performance of the staff tasked with carrying out the activities that are designed to achieve the institutional objectives. Going well beyond the random inspection that typically results in a sanction of some sort, periodic performance reporting, the sole purpose of which is to increase staff performance, focuses on gaining a better understanding of staff competency, aptitude, and motivation in order to take timely corrective measures to overcome any systemic dysfunctions that come to light in the process. It rationalizes the decision-making process by targeting the quantitative and qualitative aspects of a given task. Both transparent and participatory, it presupposes a staff member’s commitment to maximizing his/her understanding of the requirements of the assignment and to working to achieve them.

Various types of evaluation are used in the PS, the most common of which is a grading scale which takes the form of a table with various headings covering the areas implicated by his/her assignment, as well as the aptitude and work attitude of the interested party. The score received in this exercise is taken into account in any decision relating to a grade or step promotion.

Where teachers are concerned, a grade is also given for teaching effectiveness. When staff are candidates for promotion in a given year, the performance report is targeted and precisely timed. It tends to attach more importance to length of service than to merit, particularly as regards classroom teaching, since it is rare for a previous performance report score to be lowered in light of the findings of the one in preparation. Indeed, since more than 90% of the staff who have undergone such an evaluation pass to a higher level, it is clear that the exercise does not differentiate between staff and is thus essentially one of pure form.

Staff assessment is currently undergoing changes in countries that are introducing results-based management. In Morocco, a new system is currently being introduced based on the principles of merit, equity, transparency and dialog. Not only the objectives of the exercise but the content and procedures are spelled out:

- the main objective of staff evaluation is, by means of an annual stock-taking, to improve the general understanding of the relation between staff performance and institutional goals;
- since it covers all staff, senior staff are required to conduct the exercise annually and to prepare a report on the overall picture of the Sector’s human resource performance;
- various performance measures are used including output, organizational skills, extent of technical competency, research skills and creativity;
- the introduction of face-to-face meetings with the interested party, at appropriate moments in the evaluation process;
- breaking down the evaluation process into three inter-related parts, namely:
1) **pre-evaluation** which undertakes to clarify those tasks which can be identified and quantified along with relevant performance measures;

2) the **actual evaluation** in which staff performance is assessed with a view to illuminating any shortfall in relation to the objectives followed by a discussion with the staff member concerned; and

3) the **post-evaluation** phase in which decisions are taken about any pending personnel matter (e.g. promotion, request for study leave etc.) as well as identifying any corrective measures that may be necessary.

To ensure this system is successfully introduced, certain prior conditions must be satisfied:
- manuals must be prepared in which assigned responsibilities, activities, reporting procedures and related performance measures are made explicit;
- the development programmes entrusted to each service, together with the performance measures, must be described; and
- senior support staff trained in management and staff evaluation methods must be in place.

These conditions are far from having been met even in the central administrative services let alone in those at the provincial and district levels and in schools. Yet without them, introducing performance-based management will be still further delayed.

<table>
<thead>
<tr>
<th>Heading</th>
<th>Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work criteria</td>
<td>- application of administrative and technical guidelines</td>
</tr>
<tr>
<td></td>
<td>- work quality</td>
</tr>
<tr>
<td></td>
<td>- meets deadlines</td>
</tr>
<tr>
<td></td>
<td>- problem-solving skills</td>
</tr>
<tr>
<td>Output</td>
<td>- productivity</td>
</tr>
<tr>
<td></td>
<td>- aptitude</td>
</tr>
<tr>
<td></td>
<td>- effectiveness</td>
</tr>
<tr>
<td></td>
<td>- consistency</td>
</tr>
<tr>
<td>Organization of work</td>
<td>- planning skills</td>
</tr>
<tr>
<td></td>
<td>- organization and coordination</td>
</tr>
<tr>
<td></td>
<td>- administrative and monitoring skills</td>
</tr>
<tr>
<td></td>
<td>- adaptability to change</td>
</tr>
<tr>
<td>Professionalism</td>
<td>- interpersonal communication skills</td>
</tr>
<tr>
<td></td>
<td>- Self motivation</td>
</tr>
<tr>
<td></td>
<td>- accepts responsibility</td>
</tr>
<tr>
<td></td>
<td>- professional commitment</td>
</tr>
<tr>
<td>Creativity</td>
<td>- analytical skills</td>
</tr>
<tr>
<td></td>
<td>- objectivity</td>
</tr>
<tr>
<td></td>
<td>- takes initiative</td>
</tr>
</tbody>
</table>

### 7.4 Teacher mobility

There are two types of staff mobility: geographical and professional. The first implies a change of posting whereas the second refers to career-related mobility. The latter can be vertical as in the case of a promotion or horizontal when a change of activity occurs within a
given assignment. Staff mobility is viewed as a means of reinforcing human resource utilization.

**Geographical mobility**
Geographical staff mobility involves the voluntary or compulsory movement of staff. The intention is to insure that no student is left without a teacher at the beginning of the school year. In practice, where the developing countries are concerned, this mobility to achieve this purpose has remained an essentially theoretical possibility. Centralization, criteria for re-posting (only one year’s service in a given posting), the annual cadence of re-assignment, re-assignments made or granted for exceptional reasons – these and similar factors have prevented the geographical mobility option from achieving the purpose for which it was conceived, Following are some of the unintended consequences of existing geographical mobility practices:

- either too many or not enough teachers by level, subject matter, or geographical posting;
- over-concentration of staff in urban areas in contrast to rural postings.
- Tendency of teachers to use rural postings as a waiting room pending re-assignment to an urban school position; and
- Aging of teachers posted in large urban centres, the de facto ultimate goal of staff mobility.

Budget constraints have led to the freezing and even reduction of posts and are forcing Education Ministries to revisit the question of teacher mobility in order to make better use of existing human resources. Common corrective measures include:

- partial decentralization of staff mobility decisions by leaving district-level re-posting matters to the provincial administrations concerned while retaining authority over inter-district staff mobility questions.
- revision of the criteria for re-assignment by adjusting the length of service of a given incumbent so that it better reflects the nature of the proposed administrative decision – intra-regional vs. inter-regional.
- all new recruits to be obliged to serve a minimum of four years in the region of their first posting and to accept such re-assignment as might be judged necessary in the interest of the Ministry.

**Professional mobility**
Various possibilities for advancement are available to teachers throughout their careers, be they in the form of promotion by grade or step, change of discipline or service, both within and outside the Ministry. Promotion by grade or step has been explained previously. Promotion as a consequence of a change of specialization is possible following appropriate study and certification.

Taking the case of Morocco, a lower secondary school teacher can qualify for a position as upper secondary teacher provided he/she satisfy the above conditions. It must be said, however, that the Ministry of Education has all but eliminated this possibility by removing the means of passing from one class of teacher to another. Notwithstanding, this type of mobility is one of the principal ways by which teacher shortages at one level can be offset through vertical or lateral transfers. At present, the Ministry is forced to correct shortfalls resulting from the rapidly expanding lower secondary school by using more highly trained (and thus more expensive) senior secondary teachers.
Changing disciplines or teaching levels can take several forms among which are the following:

- joining the inspectorate, a move highly coveted by teachers that requires academic preparation and sitting a competitive examination;
- direct appointment (in the case of primary school teachers) as Head Teacher/Principal or Director of a Teacher Training College or via a prior administrative position, both avenues depending on the preparation and review process described earlier;
- appointment to a central service or provincial administration or technical body (e.g. curriculum advisor); and
- secondment to a national or international body.

7.5 Work-place relations

Those responsible for the management of human resources have a responsibility to establish and maintain a work-place environment that is conducive to achieving institutional goals. Concretely, that entails recognizing and handling staff claims the nature of which is expanded from salaries and working conditions to include promotion and career questions.

In an effort to assume their responsibilities more effectively, Education Ministries are adopting a more pro-active stance by involving teacher union representatives in the identification of potential areas of conflict and areas of compromise, taking into account budgetary and policy-linked constraints. The unions themselves are evolving to the extent that they too are participating in human resource development programmes. And commissions are being created in which management and labour are equally represented. They meet regularly to review cases not only of pending disciplinary action but of appointment, promotion, secondment and resignation.

7.6 Working conditions

Planning work and overseeing working conditions are two major concerns of human resource managers. Staff motivation and work output correlate closely to how time is managed, to the workplace environment and to the quality and timeliness of administrative, instructional and personal support.

As regards workload management, several options are available. While they are civil servants, teachers are not governed by the same rules that apply to their non-teaching colleagues. The weekly workload is variable since it depends on the particulars of the specific teaching situation. There are at least three different types:

- teachers who have no responsibility other than teaching the prescribed number of weekly hours for their level;
- teachers whose workload is calculated on the basis of the total number of hours spent at school both teaching and taking on various unspecified non-teaching activities; and
- teachers whose workload is calculated on the basis of the combined total number of classroom teaching hours and the organization of certain predetermined activities.

Like many developing countries, Morocco falls in the first category with different categories of teaching staff having assignment-specific workloads. The weekly workload of a senior secondary school head is 30 hours, that of the lower secondary teacher being 24, and of the
upper secondary teacher being 18. In reality, these figures vary enormously depending on the availability of teachers and classrooms:
- there are teachers who, when they are too numerous given standard student : teacher ratios, have lighter than normal workloads even as the opposite is true: some are overworked when there is a staff shortfall;
- there are cases where active teaching time schedules are in constant or periodic flux.

Education and training reforms are increasingly emphasizing:
- the role of the physical setting as well as instructional materials and teaching aids;
- strengthening local administrative and instructional support services;
- improving working conditions by improving housing, medical and health coverage, local transport and leisure time activities; and
- reformulating job descriptions.

7.7 **Steering the management of human resource development**

Within the Education Sector, HRM continues to suffer from the excessive centralization of decision-making, and the rigidity of bureaucratic structures. Management and communication skills are inadequate at every level. Data collection is uneven, arbitrary, and often redundant. A persistent dysfunction exists between the Ministry staff responsible for HRM and their counterparts in the Finance Ministry’s expenditure control unit. Teacher support staff, be they administrative or instructional, take a far greater interest in monitoring a teacher’s strict adherence to the rules than to contributing to the quality of classroom learning. Recent trends in HRM focus on decentralization, information management, and staff training. This document has tried to shed light on the ways by which changes in each of these three programme thrusts are being operationalized.
ANNEXES

Annex 1: Suggested practical exercises

**HRM goals and structure**

Following is a summary of HRM in three countries:

<table>
<thead>
<tr>
<th>Senegal</th>
<th>Morocco</th>
<th>France</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directorate of HR</td>
<td>Directorate of HR and Training</td>
<td>Directorate of HR</td>
</tr>
<tr>
<td>Div of career mgt. and adm.</td>
<td>Div. of primary school staff</td>
<td>- Div of higher ed teaching staff</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Unit for staff needs forecasting, regulations and general personnel questions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Recruitment and career mgt. unit</td>
</tr>
<tr>
<td>Div of management by objectives and staff competencies</td>
<td>Div of sec school and training college management</td>
<td>- Div of in-school teaching staff mgt.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Office of Management by Objectives and Legal Questions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Office of Career Planning</td>
</tr>
<tr>
<td>Division of Social Questions and Professional Relations</td>
<td>Division of HRD and Re-Posting</td>
<td>- Office of Technical Support Staff (Engineers, Technicians, Social Workers, Librarians, Museum Curators, etc.)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Directorate of Senior Staff</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Office of Senior Staff Management</td>
</tr>
</tbody>
</table>
In Morocco, the primary and secondary responsibilities of the MHR directorate are as follows:

<table>
<thead>
<tr>
<th>Primary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated management</td>
<td>- management of administrative questions</td>
</tr>
<tr>
<td>Supervision of HR development</td>
<td>- management of post questions</td>
</tr>
<tr>
<td>Supervision of HR employment</td>
<td>- pre-service training</td>
</tr>
<tr>
<td>Supervision of staff development and social</td>
<td>- in-service training</td>
</tr>
<tr>
<td>questions</td>
<td>- HR forecasting</td>
</tr>
<tr>
<td>MHR decentralization</td>
<td>- research</td>
</tr>
<tr>
<td>Promotion of HR information mgt.</td>
<td>- communication</td>
</tr>
</tbody>
</table>

In Morocco, the responsibilities and activities of the HRM directorate are spelled out by division and service. They include the following:

- HR requirements forecasting studies;
- Staff use studies;
- Operationalizing the foregoing;
- Overseeing staff movements; and
- Assigning TTC graduates to appropriate positions.

The HRM directorate works in close collaboration with its internal and external partners. They include four administrative units in the Education ministry as well as both the Finance Ministry and the Public Service.

*On the basis of the foregoing and drawing on the information supplied in this document, analyze the following:*

- the administrative and organizational structure of the HRM directorate in your own country;
- the principal tasks of each unit in the directorate;
- the areas of intervention of each of the internal and external partners; and
- the duties and obligations of each of the decentralized bodies responsible for HRM.
On the basis of this analysis, make recommendations on how your country’s HRM directorate could be improved as regards its goals, structure and activities.

Public Service regulations as they relate to Education Ministry staff

In Morocco, within the Education Ministry, where the classification is considerably detailed, staff are broken down into job type, level, and grade:

<table>
<thead>
<tr>
<th>Job type</th>
<th>Level</th>
<th>Grade</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>Primary</td>
<td>(3rd, 2nd, 1st)</td>
</tr>
<tr>
<td></td>
<td>Lower Secondary</td>
<td>(3rd, 2nd, 1st)</td>
</tr>
<tr>
<td></td>
<td>Teachers with a university</td>
<td>(2nd, 1st, senior off.)</td>
</tr>
<tr>
<td></td>
<td>degree</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td>Teaching support</td>
<td>Primary school inspectors</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td>and assessment</td>
<td>Secondary School Inspectors</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td>Guidance and planning</td>
<td>Guidance counseling</td>
<td>(2nd, 1st, senior off.)</td>
</tr>
<tr>
<td></td>
<td>Guidance inspector</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td></td>
<td>Planner</td>
<td>(2nd, 1st, senior off.)</td>
</tr>
<tr>
<td></td>
<td>Planning inspector</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td>Bureau of the Comptroller</td>
<td>Bursar</td>
<td>(2nd, 1st, senior off.)</td>
</tr>
<tr>
<td></td>
<td>Inspector of services</td>
<td>(1st, senior off.)</td>
</tr>
<tr>
<td>Administrative, teaching support,</td>
<td>Programme admin.</td>
<td>(3rd, 2nd, 1st)</td>
</tr>
<tr>
<td>and budget control</td>
<td>Teaching support</td>
<td>(3rd, 2nd, 1st)</td>
</tr>
<tr>
<td></td>
<td>Family and personal matters</td>
<td>(3rd, 2nd, 1st)</td>
</tr>
</tbody>
</table>

The regulations governing the particular status of Education Ministry staff define the characteristics of each category of staff and the means of acceding to the position. In Morocco, the responsibilities of primary school inspectors and the conditions that must be met in order to be promoted to this level can be summarized as follows:

**Job type:** Primary school Inspector

**Primary responsibilities:**
- support and backstop pre-primary and primary school head teachers and teaching staff;
- monitor the work of the above staff;
- draw up curricula; and
- promote innovations in teaching methods and techniques

**Scope of work:** all public and private pre-primary and primary schools

**Academic requirements:** hold a teaching certificate and an inspector’s diploma.

**Departmental assignment:** District (or provincial) Education Office

**Career:** promotion to the grade of senior school inspector

Education Ministry staff salaries are based on a system of index points attributed to each job type and level or grade. Following is the example of Senegal:
<table>
<thead>
<tr>
<th>Category</th>
<th>Teaching level</th>
<th>Min/max index points</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>higher university degree</td>
<td>1878/3082</td>
</tr>
<tr>
<td></td>
<td>accredited econdary.school.</td>
<td>1423/3463</td>
</tr>
<tr>
<td></td>
<td>secondary school</td>
<td>1423/3350</td>
</tr>
<tr>
<td></td>
<td>lower secondary</td>
<td>1423/2289</td>
</tr>
<tr>
<td>B</td>
<td>Pre-school</td>
<td>1283/2806</td>
</tr>
<tr>
<td></td>
<td>Primary school</td>
<td>982/2186</td>
</tr>
<tr>
<td></td>
<td>Technical and vocational</td>
<td>982/2186</td>
</tr>
<tr>
<td>C</td>
<td>Teaching assistant</td>
<td>646/1263</td>
</tr>
</tbody>
</table>

**On the basis of the information set forth in the preceding pages:**

- analyze and compare the Moroccan Public Service regulations with those of your own countries as regards: 1) structure and underlying principles; 2) rights and responsibilities of civil servants; 3) recruitment procedures; and 4) employment;
- tabulate and analyze the numbers of the different kinds of staff in your country staff;
- group, by category, level and grade, your country’s Education Ministry staff;
- for the specialization of your choice, prepare a note describing the specific functions and responsibilities; and
- draw up a matrix of the salary indices as used in your country and compare it to Morocco.

**Staff administration**

Following are the broad administrative guidelines governing the posting of staff vacancies, preparation of a short list of candidates, selection, assignment (and re-assignment), and promotion of teachers in Morocco as well as for their administrative counterparts.

**Preliminary stages in the recruitment of primary school teachers:**

1. based on an analysis of the goals and shortfalls nexus identified in the school map, the planners establish future teacher needs along with their training implications;
2. vacancies are advertised;
3. candidates send their files to the appropriate regional teacher training colleges (TTC’s);
4. following a review of all the files, the TTC makes a selection which it forwards to the Information Management directorate IMD;
5. the IMD being the repository of all secondary school leaving certificate data, it rank orders applicants on the basis of their grades and draws up the final list of “pre-selected” candidates
6. this list is e-mailed to the TTC’s concerned;
7. the TTC’s invite those appearing on the list to sit the selection examination;
8. the “pre-selected” sit the examination,
9. a special jury determines the list of those who passed;
10. those who successfully passed the exam are required to sign a statement committing them to 8 years of service in the Ministry staffing structure, 4 of which must be spent as a participant in the TTC recruitment process;
11. they commence their formal training in one of the Ministry training institutions; and
12. graduates are rank ordered after which, their names are sent to the various regional training colleges for assignment.
Stages involved in the promotion of teachers

1. the HR directorate establishes the list of those eligible for promotion based a) on a selection made by the directorate of the principal finance office and b) on the budgetary implications for the post in question and sends it to the relevant regional training college;
2. this college checks and confirms the list and calls upon the administrative superiors of the candidates to forward their comments and related grades.
3. analyze the foregoing and obtain comments from the school inspectors concerned;
4. establish a rank-ordered list of the candidates;
5. meeting of Staff Questions Commission to produce final list;
6. posting of list of recommended promotions and review of any pertinent outstanding claims (e.g. by the TTC’s);
7. posting of list of approved promotions and forwarding to the HR directorate;
8. forwarding to the Public Service commission for visa;
9. after obtaining Public service and Finance Ministry visas, the HR directorate publishes the decision on each individual case;
10. up-dating of HR directorate files
11. forwarding of published decisions to the relevant regional training colleges and of course to the candidates concerned.

Stages involved in the re-assignment of teacher administration staff

1. referring to the School Map, draw up and distribute list “A” of primary school head teacher vacancies;
2. receipt and study of requests for transfer by in-service head teachers based on posts appearing on list “A”;
3. drawing up, by the directorate of HRM, of a list “B” of potentially vacant primary head teacher posts should all the requests on list “A” be granted;
4. distribution of both lists, “A” and “B”, to the schools concerned;
5. reception and file check, by the regional training colleges, of candidates on both lists;
6. regional TTC’s verify merit scores of all candidates;
7. computer inputting of all data relating to the foregoing and forwarding to the HR directorate;
8. analysis of data base;
9. forwarding of decisions on head teacher transfers to the TTC directors who inform the interested parties;
10. preparing the text of the administrative decisions for forwarding to the Finance Ministry (Expenditure Control);
11. publishing of new head teacher staff vacancies; following the transfer of the former incumbents; and forwarding to the heads of the regional TTC’s
12. publishing and diffusion of new vacancies to stimulate interest on the part of qualified candidates

Based on the foregoing as well as on information presented elsewhere in the present document:

- analyze current practices in your country in respect to each of the preceding operations and compare them to the practices described in these pages;
• describe the operations for other categories of staff - e.g. recruitment, teacher transfers, retirement;
• describe the major problems in administrative occurring in your own country and make suggestions for improvement.

Development and guidance questions

Staff assessment
Staff assessment in the Education Sector is based on a grading and rank-ordering system. It is timed to target those who are under consideration for promotion in any given year.

The new approach to performance assessment is based on the principles of merit, equity, transparency and dialog. It focuses on job performance in relation to the institutional objectives. All staff are assessed annually. The process is typically divided into three phases: 1) pre-assessment which involves reviewing those areas which can be objectively verified and quantified and deciding on performance measures or indicators; 2) the assessment itself which involves taking the measure of the work done, determining whether there is a shortfall in terms of what is required for the job in question, and discussion of the results with the person being assessed; and 3) the post-evaluation phase in which decisions are made on the findings and the future career of the person assessed.

To facilitate the process involved in this final phase, evaluators often make use of an analytical grid which, if not exhaustive, has the merit of being precise and replicable: all staff are judged by the same yardstick. Following is an example of the component parts of the instrument:

<table>
<thead>
<tr>
<th>Key areas</th>
<th>Component parts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Work ethic</td>
<td>- knowledge of and respect for administrative, technical, and professional standards</td>
</tr>
<tr>
<td></td>
<td>- quality of work</td>
</tr>
<tr>
<td></td>
<td>- respect for deadlines</td>
</tr>
<tr>
<td>Output</td>
<td>- productivity</td>
</tr>
<tr>
<td></td>
<td>- proficiency</td>
</tr>
<tr>
<td></td>
<td>- work place efficiency</td>
</tr>
<tr>
<td></td>
<td>- consistency of effort</td>
</tr>
<tr>
<td>Organizational skills</td>
<td>- planning abilities</td>
</tr>
<tr>
<td></td>
<td>- organization and coordination of work</td>
</tr>
<tr>
<td></td>
<td>- administration and monitoring</td>
</tr>
<tr>
<td></td>
<td>- adaptability to change</td>
</tr>
<tr>
<td>Attitude to assignment</td>
<td>- interpersonal relations and communication</td>
</tr>
<tr>
<td></td>
<td>- self-sufficiency</td>
</tr>
<tr>
<td></td>
<td>- honours personal and admin. commitments</td>
</tr>
<tr>
<td></td>
<td>- professional standards of excellence</td>
</tr>
<tr>
<td>Research and creativeness</td>
<td>- capacity to analyze and synthesize</td>
</tr>
<tr>
<td></td>
<td>- objectivity</td>
</tr>
<tr>
<td></td>
<td>- takes personal initiative</td>
</tr>
</tbody>
</table>
analyze staff assessment procedures in your own country and propose measures to improve the practice;
organize a staff assessment exercise in your own service using the preceding evaluation instrument but with a grading system of your choice.

Geographical mobility of teaching staff

Past and even present practices in regard to staff movement have contributed very little to increasing overall HRM effectiveness. All the problems described in the preceding pages seem to persist: too many teachers at one level and not enough at another; or again, too many in the large urban centres and not enough in the rural areas.

A number of innovations in posting and re-assignment are slowly being introduced:
- analyze how secondary school teachers are utilized in your country with a view to highlighting the imbalances and their probable causes;
- suggest corrective measures to optimize staff use.

Steering HRM

Departments of HRM make us of a number of tools to guide the system one of which is an instrument checklist and the other, reporting. A battery of performance indicators is used to measure the performance of the managers of human resources. By way of example, following is a typical activity:

<table>
<thead>
<tr>
<th>Principal activity</th>
<th>Result</th>
<th>Indicators</th>
<th>Info source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Normalizing the admin situation of Ministry Staff</td>
<td>Data base is complete and up-to-date</td>
<td>- % of total staff</td>
<td>- action plan report</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- % approved by Min. Finance</td>
<td>- registry of EC visa process</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Expend. Control (EC)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- average delay responding to EC rejection</td>
<td></td>
</tr>
</tbody>
</table>

- describe the list of steering mechanisms used by the HRM directorate in your country and make proposals for improvement;
- using the above model as a general guide, draw up a list of performance measures to guide the HRM activity of your choice
Annex 2: MDGs’indicators

A framework of 8 goals, 18 targets and 48 indicators to measure progress towards the Millennium Development goals was adopted by a consensus of experts from the United Nations Secretariat and IMF, OECD and the World Bank. (Road Map towards the Implementation of the United Nations Millennium Declaration, A/56/326)

**Goal 1. Eradicate extreme poverty and hunger**
- **Target 1.** Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day
  - **Indicators**
    1. Proportion of population below $1 (1993 PPP) per day (World Bank)
    2. Poverty gap ratio [incidence x depth of poverty] (World Bank)
    3. Share of poorest quintile in national consumption (World Bank)

- **Target 2.** Halve, between 1990 and 2015, the proportion of people who suffer from hunger
  - **Indicators**
    4. Prevalence of underweight children under five years of age (UNICEF-WHO)
    5. Proportion of population below minimum level of dietary energy consumption (FAO)

**Goal 2. Achieve universal primary education**

**Target 3.** Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

- **Indicators**
  6. Net enrolment ratio in primary education (UNESCO)
  7. Proportion of pupils starting grade 1 who reach grade 5 (UNESCO)
  8. Literacy rate of 15-24 year-olds (UNESCO)

**Goal 3. Promote gender equality and empower women**

- **Target 4.** Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
  - **Indicators**
    9. Ratio of girls to boys in primary, secondary and tertiary education (UNESCO)
    10. Ratio of literate women to men, 15-24 years old (UNESCO)
    11. Share of women in wage employment in the non-agricultural sector (ILO)
    12. Proportion of seats held by women in national parliament (IPU)

**Goal 4. Reduce child mortality**

- **Target 5.** Reduce by two thirds, between 1990 and 2015, the under-five mortality rate
**Indicators**

13. Under-five mortality rate (UNICEF-WHO)
15. Proportion of 1 year-old children immunized against measles (UNICEF-WHO)

**Goal 5. Improve maternal health**

**Target 6.** Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio

- **Indicators**
  17. Proportion of births attended by skilled health personnel (UNICEF-WHO)

**Goal 6. Combat HIV/AIDS, malaria and other diseases**

- **Target 7.** Have halted by 2015 and begun to reverse the spread of HIV/AIDS

- **Indicators**
  18. HIV prevalence among pregnant women aged 15-24 years (UNAIDS-WHO-UNICEF)
  19. Condom use rate of the contraceptive prevalence rate (UN Population Division)
  19a. Condom use at last high-risk sex (UNICEF-WHO)
  19b. Percentage of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS (UNICEF-WHO)
  19c. Contraceptive prevalence rate (UN Population Division)
  20. Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years (UNICEF-UNAIDS-WHO)

**Target 8.** Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases

- **Indicators**
  21. Prevalence and death rates associated with malaria (WHO)
  22. Proportion of population in malaria-risk areas using effective malaria prevention and treatment measures (UNICEF-WHO)
  23. Prevalence and death rates associated with tuberculosis (WHO)
  24. Proportion of tuberculosis cases detected and cured under DOTS (internationally recommended TB control strategy) (WHO)

**Goal 7. Ensure environmental sustainability**

**Target 9.** Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources

- **Indicators**
  25. Proportion of land area covered by forest (FAO)
  26. Ratio of area protected to maintain biological diversity to surface area (UNEP-WCMC)
  27. Energy use (kg oil equivalent) per $1,000 GDP (PPP) (IEA, World Bank)
  28. Carbon dioxide emissions per capita (UNFCCC, UNSD) and consumption of ozone-depleting CFCs (ODP tons) (UNEP-Ozone Secretariat)
  29. Proportion of population using solid fuels (WHO)
**Target 10.** Halve, by 2015, the proportion of people without sustainable access to safe drinking water and sanitation

- **Indicators**
  30. Proportion of population with sustainable access to an improved water source, urban and rural (UNICEF-WHO)
  31. Proportion of population with access to improved sanitation, urban and rural (UNICEF-WHO)

- **Target 11.** By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

  - **Indicators**
    32. Proportion of households with access to secure tenure (UN-HABITAT)

**Goal 8. Develop a global partnership for development**

Indicators for targets 12-15 are given below in a combined list.

**Target 12.** Develop further an open, rule-based, predictable, non-discriminatory trading and financial system.
- Includes a commitment to good governance, development and poverty reduction - both nationally and internationally

**Target 13.** Address the special needs of the least developed countries.
- Includes: tariff and quota-free access for least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction

**Target 14.** Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly)

**Target 15.** Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term

*Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries (LLDCs) and small island developing States (SIDS)*

- **Indicators**

  **Official development assistance (ODA)**
  33. Net ODA, total and to LDCs, as percentage of OECD/Development Assistance Committee (DAC) donors’ gross national income (GNI) (OECD)
  34. Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation) (OECD)
  35. Proportion of bilateral ODA of OECD/DAC donors that is untied (OECD)
  36. ODA received in landlocked developing countries as a proportion of their GNIs (OECD)
  37. ODA received in small island developing States as proportion of their GNIs (OECD)
Market access
38. Proportion of total developed country imports (by value and excluding arms) from
developing countries and from LDCs, admitted free of duty (UNCTAD, WTO, WB)
39. Average tariffs imposed by developed countries on agricultural products and textiles and
clothing from developing countries (UNCTAD, WTO, WB)
40. Agricultural support estimate for OECD countries as percentage of their GDP (OECD)
41. Proportion of ODA provided to help build trade capacity (OECD, WTO)
Debt sustainability
42. Total number of countries that have reached their Heavily Indebted Poor Countries
Initiative (HIPC) decision points and number that have reached their HIPC completion points
(cumulative) (IMF - World Bank)
43. Debt relief committed under HIPC initiative (IMF-World Bank)
44. Debt service as a percentage of exports of goods and services (IMF-World Bank)

• **Target 16.** In cooperation with developing countries, develop and implement
  strategies for decent and productive work for youth

• *Indicators*
  45. Unemployment rate of young people aged 15-24 years, each sex and total (ILO)

• **Target 17.** In cooperation with pharmaceutical companies, provide access to
  affordable essential drugs in developing countries

*Indicators*
  46. Proportion of population with access to affordable essential drugs on a sustainable
  basis (WHO)

**Target 18.** In cooperation with the private sector, make available the benefits of new
  technologies, especially information and communications (responsibility of the ITU)

*Indicators*
  47. Telephone lines and cellular subscribers per 100 population (ITU)
  48. Personal computers in use per 100 population and Internet users per 100
  population (ITU)