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المجلس الأعلى للتربية والتكوين والبحث العلمي
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Conseil Supérieur de l'Education, de la Formation et de la Recherche Scientifique



Report

on non formal education

Summary

February

2017



Definition of concept and presentation of subject context, references and dimensions

a. Concept definition

In line with the definition adopted in our Morocco, the concept of «non-formal education», as used in the present report, refers to educational programs that target children and youths, boys and girls, aged between 8 and 15 years, who never attended school or have dropped out of the education system before completing compulsory school. The aim of these programs is to provide the children with remedial schooling and reintegrate them into the established formal education or vocational training system.

b. Context and references

The present report lies within the scope of the Council's 2016-2017 action plan and comes further to a voluntary investigation by the Council on the issue of non-formal education (NFE).

The aim of this report is to propose solutions that would allow the reintegration of non-formal education target categories into the formal schooling system within an appropriate timeframe. It further seeks to guarantee access to formal education for all Moroccan children, and in so doing put an end to the very existence of these programs, which stand witness to the education system's failure to generalize schooling, the moment their prescribed deadlines lapse.

In 2009, the Higher Council for Education delivered an opinion statement titled "Assessment of Current State and Prospects of Non-Formal Education and the Fight against Illiteracy". Yet, eight years down the road, non-formal education programs continue to fall short of fulfilling the mission they were set out to accomplish. In an endeavor to capitalize on the Council's previous efforts, this report uses this opinion statement as a point of reference, particularly in terms of the identification of beneficiaries, hosting facilities, supervision, financing, monitoring and evaluation.

In addressing this problem, a twofold approach has been adopted :

- The adoption of remedial measures and solutions to re-integrate non-formal education target categories into the formal school system within the set time frames;
- The strengthening of a quality formal education, readily accessible to all Moroccan children in a spirit of equity and equality and in accordance with the provisions of the Constitution, the guidelines of the Strategic Vision of the Reform 2015 - 2030 and the international conventions and treaties ratified by Morocco.

In this regard, the Council pursues the following key objectives :

1. To bring to light the nonstandard nature of non-formal education programs of which the persistent existence stands witness to the dysfunctions accumulated over decades by the formal education system;
2. To take stock of the state of non-formal learning and its existing programs, highlighting the problems inherent to this type of education and its negative impacts on formal schooling;
3. To present proposals and recommendations for redressing this situation, along with a detailed and realistic schedule for their implementation;
4. To emphasize the transitional role of non-formal education programs in meeting the objectives of generalized quality education. This system must in no way evolve into an instrument operating in parallel to the school and must cease to exist once the learners have been reintegrated into the formal education system.

The key thrusts of the Strategic Vision of Reform 2015-2030 emphasize the urgency of this objective as one of the priorities set in the early phases of the reform implementation.

c. Key dimensions of the subject

- **The rights-related dimension :** the Constitution clearly affirms the right of all to education and training, with due respect for equal opportunities in access and quality;
- **The pedagogical dimension** of which the aim is to provide a suitable

educational and pedagogical offer, guaranteeing a quality based education for a category that social, economic and geographical conditions have prevented from accessing or remaining in the school. The aim of this drive is to enable the targeted beneficiaries to reintegrate formal schooling or vocational training;

- **The social dimension :** this dimension refers to the improvement of social indicators, to social development and cohesion, the aim being to enable all citizens to enjoy, on equal footing, the opportunities and fruits of development;
- **The political dimension :** refers to the fact that education is at the heart of the project of a democratic society of which the foundations are laid down by the constitution and to which all citizens are invited to make a responsible contribution;
- **The human and value dimension** which is manifest in furthering the appropriation of values of citizenship, civism, equality and respect of human rights, and in striking a balance between rights and obligations;
- **The development dimension** considers that the generalized introduction of quality education is one of the fundamentals of the vision of society pursued by our country, in view of the important part played by education, training and the development of the human capital in achieving the goals of sustainable development;
- **The economic dimension** is rooted in the principle that investing the financial resources necessary towards the full generalization of education and a better retention rate is more efficient from an economic point of view than to bear the costs of schemes to combat phenomena such as academic failure and dropping out, as well as educational programs that run in tandem with formal education.

Along with an introduction, the report spans two sections. One is dedicated to the state of non-formal education programs in Morocco, and the second one presents the proposals and recommendations targeted at ensuring a higher efficiency of these programs. The report closes with the final conclusions and recommendations.

Part One : Assessment of current situation

a. Generalization of schooling in Morocco: an «uphill battle» —

Since the launch of the National Charter of Education and Training, the generalization of education in Morocco has been the subject of numerous reports and studies that have highlighted the issue and its impacts and called for its resolution. These reports include:

- «50 Years of Human Development and Perspectives to 2025», 2006;
- The report of the Higher Council of Education on «Current State and Perspectives of the Education System», 2008;
- The analytical report of the Higher Council of Education, Training and Scientific Research on «Implementation of the National Charter for Education and Training 2000-2013: Achievements, Failings and Challenges», 2014.

While a clear improvement in the generalization of education in Morocco has been observed since the implementation of the Charter, the educational system nevertheless continues to experience difficulties in retaining learners within the school system. This is a clear indication of the difficulties encountered by the school to ensure a universal and effective access to formal education for all.

b. Dropping out of school : a long-standing dysfunction of formal education

As internationally defined, drop-out refers to the phenomenon of schooling interruption of schooling and permanent abandonment of school before obtaining a certificate and without being qualified through formal education or training.

Many motives exit for dropping out of school. These range from the precariousness of the learner's social and economic situation to factors that are inherent to the educational system and schooling environment themselves.

The cost of school drop-out is high. To give but an example, the drop-out associated shortfall rose to 10% of the overall operating budget of the

national education department in 2011. To this cost is added the funding of the Second Chance program which amounted in 2012 to more than 51 million dirhams. The cost of dropping out of primary and junior high education reached more than 2 billion and 461 million dirhams in 2011, against 2 billion and 448 million dirhams in 2009.

In the same vein, the Strategic Vision of Reform 2015-2030 highlighted the obstacles hindering equity in access to education and the generalization and quality of education at pre-school level, of which the non-generalization limits the application of the principles of equity and equal opportunity. Similar difficulties affect primary and high school education which have the highest dropout and grade repetition rates. The persistence of school, vocational and academic training wastage is thus considered by the Vision as one of the most revealing symptoms of the inefficiency of the education system's internal rate of return.

c. The emergence and development of non-formal education programs reflect the limits of schooling generalization endeavors and the persistence of school drop-out

Non-formal education programs have been implemented in Morocco since 1997 as an alternative solution for about two million out-of-school children during the 1997-1998 school year. These programs were seen as a clear indicator of the inability of the Moroccan formal school apparatus to meet the challenge of generalizing schooling and retaining learners at least until the end of the compulsory schooling phase.

Over the same year, the Directorate of Non-Formal Education was set up within the organizational chart of the Ministry of National Education in order to design and implement non-formal education programs that primarily target out-of-school children aged between 8 and 15, including the children of immigrants residing in Morocco who share the same profile as other categories targeted by these programs. As part of its mandate, the Directorate of Non-Formal Education also pursues the development and implementation of strategies and programs to effectively combat school wastage.

d. Achievements, failings and challenges

In terms of achievements, observations point to an increase in the number of beneficiaries of remedial and second-chance school programs and the number of children reintegrated into the formal education and training cycles from 1670 in 1998/1999 (a 5% rate) to almost 10440 in 2014/2015 (a 34% rate).

Mention should also be made of progression in the number of role-players on the ground, particularly non-formal education associations and program facilitators, although this increase hides a clear drop in the supervision rate per number of beneficiaries, which decreased from 2% in 1998-1999 to 1.6% in 2015-2016. It also fails to give an indication of the competence level of facilitators in charge of carrying out an educational mission as delicate as non-formal education.

The development of educational, methodological and pedagogical tools and means, as well as the diversification of hosting facilities, are also worthy of mention: public schools (55%), associations (13%), homes (8%), mosques (4%), child protection centers (3%), youth centers (2%), communal facilities (0.7%) and various other premises (11%). The volume of annual financing also increased substantially from 2.5 million dirhams in 2001 to nearly 56.85 million dirhams in 2016. A large portion of this funding originates from international cooperation.

This said, difficulties and challenges persist. These include:

- The lack of statistical accuracy, particularly with regard to the number of beneficiaries which reached almost 650 000 (in the 6 to 15 years age bracket) according to the findings of the General Population and Housing Census carried out in 2014 (High Commission for Planning). Of these, 59% are girls, 75% are children from rural areas and 17% are working children. The Ministry of National Education and Vocational Training estimates that in fact at most 700 000 pupils in the 8-15 age group who are out of school;
- Low demand and limited attractiveness of the programs;
- The generally low level of learning achievements of the programs'

beneficiaries, as well as the poor rate of their integration in formal education and vocational training. This rate does not go beyond 35% although it has considerably evolved since 1998-2008 when it stood at 10%;

- Often inadequate workspaces and poorly trained and non-permanent human resources;
- The use of inadequate curricula and assessment tools;
- The vulnerability of linkages between non-formal education, formal schooling and vocational training and the lack of clarity with regard to the criteria set and the existing measures;
- The adoption of disparate management approaches and practices of which the most salient features are a lack of sustainability, the multiplicity of role-players and stakeholders, the lack of coordination between the central, regional and local management levels;
- The unsustainability of funding sources which hinders the overall and effective meeting of targets and expected results. By way of illustration, the annual unit cost per non-formal education beneficiary does not exceed 1000 dirhams, a small amount that hardly covers the needs in this form of education and remains far below the amounts spent in pre-school education (3375 dirhams), primary (7552 dirhams), secondary (8469 dirhams) and qualifying colleges (12317 dirhams).

As a result of the above, these programs' internal and external rate of return continues to be low and they have over time evolved into a parallel educational system.

Part two : Towards a new impetus for the achievement of non-formal education objectives by 2025

- Given that the full enforcement of the right to education and training continues to be a major challenge that the Moroccan school is called upon to meet with no further delay;

- In line with the provisions of the Constitution which established the State's obligation to guarantee the citizens' right to education and training, in harmony with the international conventions and agreements ratified by Morocco;
- In accordance with the main levers of change advocated by the Strategic Vision of Reform 2015-2030 of which the three fundamental pillars consist in anchoring equity in schooling, quality for all and individual and social fulfillment;
- Considering that education and training are the State's responsibility in the first place and then that of families, especially during the first years of a child's life, which calls for giving due attention to the large swathes of children and young people, girls and boys, who find themselves outside the school system, by resorting to one-time remedial programs to ensure their reintegration of the school system or their qualification for professional integration;

The Council strongly reiterates that the natural learning and training environment is the formal school. In this regard, emphasis is laid on the importance of tackling non-formal education programs as:

- Exceptional and one-time programs that are limited in duration;
- Tools aimed at remedying the dysfunctions that the formal school has accumulated over the years, namely school non enrolment, wastage and drop-out. The target is to effectively engage the desired remedial process in order to ensure that all children between the ages of 8 and 15 who are outside the school system have a place in formal schooling and training establishments.

To this end, the Council proposes the following levers of action :

Lever 1 : Integrating non-formal education programs within the core functions of the formal school through effective governance

- To place the responsibility of these programs' implementation at the heart of the missions of formal schools during the remedial and integration phase by adopting an effective governance of non-formal education programs, tailored to their transitional nature and based on coordination between the different stakeholders and the cohesion of the objectives.

Other bases should be partnership in financing and implementation, grass-root management, the establishment of clear and recognized pathways of integration with formal education and a clearer definition of linkages with vocational training.

In other words, this governance must integrate the requirements of non-formal education at the heart of every establishment's project.

Lever 2 : Revamping the targeting objectives and approach

To formulate an action plan of which the objectives can be met by :

- Carrying out a global census of the children in need of remedial schooling and integration, especially those that are outside the school system, have disabilities or living in difficult circumstances, including the children of immigrants in Morocco ...;
- Continuing with remedial efforts in favor of all children outside the school system until 2025 at the latest, on the assumption that preparatory measures will be launched starting the 2017 -2018 school year;
- Institutionalizing a mechanism for vigilance, monitoring, accompaniment and support that would engage all the necessary initiatives to preserve formal school from drop-out and academic failure risks;
- Welcoming the targeted children within formal schools and subjecting them to their internal regulations, such approach being likely to facilitate their psychological and pedagogical integration.

Lever 3 : Adapting of pedagogical engineering and strengthening of supervision

- To ensure that non-formal education students benefit from the same pedagogical model laid out in the Reform's Strategic Vision, particularly with regard to the new linguistic engineering;
- To take advantage from the skills of primary and secondary school teachers, motivating them to supervise remedial programs with suitable material incentives and additional functional training;
- To develop training programs in favor of non-formal education program supervisors affiliated to associations in order to build their capacities and develop a network of competent supervisors to accomplish this mission.

Lever 4 : Developing an educational evaluation system in preparation for the validation of the achievements mandatory for reintegrating the formal school

- To develop a system of educational evaluation and examinations and set up a regular orientation and follow-up system in order to validate, in the long term, the achievements required for reintegrating the different levels of formal schooling.

Lever 5 : Strengthening institutional cooperation based on contracts for a more effective involvement

- To adopt a new approach to cooperation with non-formal education associations and bodies and clearly define their roles. This cooperation should extend to all the needs of NFE programs, be result-oriented and subject to periodic evaluation;
- To establish contract-based cooperation with the associations of students' parents and legal guardians in order to facilitate their involvement in NFE programs;

- To ensure the effective commitment of local and regional authorities (municipal councils, prefectural councils, local authorities) to support non-formal education efforts, by identifying the children concerned or organizing access to NFE facilities and programs for regions lacking such structures or landlocked ones.
- To establish a partnership model with private education and training institutions to promote their participation in the national non-formal education drive and the integration of students benefiting from this type of education in these institutions, in accordance with the principles of solidarity and corporate responsibility of the private sector;
- To establish a model of contractual partnership with the economic fabric and its professional and social representations. The aim is to involve enterprises in the training of young students from non-formal education programs geared at vocational training, by offering them field internships to prepare them for professional life.

Lever 6 : Increasing and diversifying funding sources

- To earmark adequate annual budgets for these programs and diversify funding sources in line with the orientations of the strategic vision, including by enhancing international cooperation to achieve the objectives set out in this report within the set timeframe (by 2025);
- To align, as much as possible, the annual cost of non-formal education per beneficiary to the standards in force in compulsory education, as well as ensure that the components of this expenditure are properly outlined to make possible an optimal assessment of results.

It should be noted that the funds to be mobilized must cover all costs inherent to the implementation of non-formal education programs within the set timeframes, namely remedial education and the reintegration of beneficiaries into mainstream schooling. These funds should not be used to extend the lifespan of these programs.

Lever 7 : Setting up a regular monitoring and assessment system of non-formal education programs and their results

- To set up an effective monitoring and assessment system during the temporary lifespan of non-formal education programs, supported by indicators that are consistent with formal education rules. However, these indicators must be adapted to the specificities and needs of these programs and to the monitoring requirements of targeted students in terms of training, evaluation and integration. They must also feature in the information system of the line ministry;
- To submit the annual report and results of these programs for assessment by the Higher Council for Education, Training and Scientific Research through its National Evaluation Authority, and record this assessment in an annual report that addresses the steps taken and the difficulties and dysfunctions encountered.

Final conclusions and recommendations

The Council emphasizes that non-formal education programs which are remedial programs :

- are the responsibility of the State and primarily of the ministerial departments in charge of education training and families;
- should be treated as a full-fledged component of the educational system until their remedial and reintegration missions are accomplished. As such, these programs cannot be relegated to the sidelines of formal education and must instead be treated as a top priority.

In order to achieve this, the Council considers that these programs should be treated as priority measures and projects throughout the first implementation phases of the education reform as set out in the strategic vision.





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