



Policy Goals

Status

1. **Setting Clear Expectations for Teachers**

Clear expectations exist for what students should learn and what teachers are supposed to do. Yet teachers' official duties do not explicitly include any non-teaching tasks related to instructional improvement that occur outside the classroom.

Established
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2. **Attracting the Best into Teaching**

Additional policies to motivate the best candidates to apply and enroll in Teacher Certification Centers could be beneficial.

Emerging
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3. **Preparing Teachers with Useful Training and Experience**

Although Teacher Certification Programs have been restructured and include internships and one year of classroom experience prior to becoming a certified teacher, they may not be sufficiently effective in providing prospective teachers with the necessary skills to succeed.

Emerging
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4. **Matching Teachers' Skills with Students' Needs**

Official systems are in place to identify critical shortage subjects, though they should be strengthened to address teacher shortages in those subjects and to motivate effective teachers to teach in hard-to-staff schools.

Latent
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5. **Leading Teachers with Strong Principals**

Despite improvements in training, principals are still not expected to monitor teacher performance or to support teachers in improving their instructional practice.

Latent
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6. **Monitoring Teaching and Learning**

Teachers are trained to assess student achievement, and systems are in place to assess student learning, but these systems do not appear to be informing teaching at the classroom level.

Established
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7. **Supporting Teachers to Improve Instruction**

Although a coaching system is being developed, teachers are not assigned to receive in-service teacher training based on perceived needs and teachers are not required to engage in professional development activities.

Latent
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8. **Motivating Teachers to Perform**

Promotion opportunities are partially linked to teacher performance, but mechanisms to hold teachers accountable could be strengthened. Teacher compensation is not linked to performance.

Latent
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Overview of SABER–Teachers

Interest is increasing across the globe over how to attract, retain, develop, and motivate great teachers. Student achievement has been found to correlate with economic and social progress (Hanushek & Woessmann 2007, 2009; Pritchett & Viarengo 2009; Campante & Glaeser 2009), and teachers are key. Recent studies have shown that teacher quality is the main school-based predictor of student achievement, and that several consecutive years of outstanding teaching can offset the learning deficits of disadvantaged students (Hanushek & Rivkin 2010; Rivkin et al. 2005; Nye et al. 2004; Rockoff 2004; Park & Hannum 2001; Sanders & Rivers 1996). However, achieving the right teacher policies to ensure that every classroom has a motivated, supported, and competent teacher remains a challenge. Evidence on the impacts of many teacher policies remains insufficient and scattered, and the impact of many reforms depends on specific design features. In addition, teacher policies can have very different impacts, depending on the context and other education policies in place.

A tool, SABER–Teachers, aims to help fill this gap by collecting, analyzing, synthesizing, and disseminating comprehensive information on teacher policies in primary- and secondary-education systems around the world. SABER–Teachers is a core component of SABER (Systems Approach for Better Education Results), an initiative launched by the Human Development Network of the World Bank. SABER collects information about different education systems' policies, analyzes it to identify common challenges and promising solutions, and makes the results widely available to help inform countries' decisions on where and how to invest to improve education quality.

SABER–Teachers collects data on 10 core teacher policy areas to offer a comprehensive, descriptive overview of the teacher policies that are in place in each participating education system (Box 1). Data are collected in each participating education system by a specialized consultant using a questionnaire that ensures comparability of information across different systems. Data collection focuses on the rules and regulations governing teacher-management systems. This information is compiled in a comparative database where interested stakeholders can access detailed information that describes how different education systems manage their teacher force. The database also

includes copies of supporting documents. It is available at the SABER–Teacher website.

Box 1. Teacher policy areas for data collection

1. Requirements to enter and remain in teaching
2. Initial teacher education
3. Recruitment and employment
4. Teachers' workload and autonomy
5. Professional development
6. Compensation (salary and non-salary benefits)
7. Retirement rules and benefits
8. Monitoring and evaluation of teacher quality
9. Teacher representation and voice
10. School leadership

To offer informed policy guidance, SABER–Teachers analyzes the information collected to assess the extent to which the teacher policies of an education system are aligned with policies shown by research evidence to have a positive effect on student achievement. SABER–Teachers analyzes the teacher policy data collected to assess each education system's progress in achieving eight teacher policy goals: 1. setting clear expectations for teachers; 2. attracting the best into teaching; 3. preparing teachers with useful training and experience; 4. matching teachers' skills with students' needs; 5. leading teachers with strong principals; 6. monitoring teaching and learning; 7. supporting teachers to improve instruction; and 8. motivating teachers to perform (Figure 1).



The eight teacher policy goals are functions that all high-performing education systems fulfill to a certain extent to ensure that every classroom has a motivated, supported, and competent teacher. These goals were

identified through a review of evidence in research studies on teacher policies, and through analysis of policies of top-performing and rapidly improving education systems. Three criteria were used to identify the teacher policy goals. Specifically, they had to be (i) linked to student performance through empirical evidence; (ii) labeled a priority for resource allocation; and (iii) actionable, that is, open to improvement through government actions. The eight teacher policy goals exclude other objectives that countries might want to pursue to increase the effectiveness of their teachers, but have lacked, to date, sufficient empirical evidence for making specific policy recommendations. **By classifying countries according to their performance on each of the eight teacher policy goals, SABER–Teachers can help diagnose the key challenges that countries face in ensuring they have effective teachers.** For each policy goal, the SABER–Teachers team identified policy levers (actions that governments can take to reach these goals) and indicators (measures of the extent to which governments are making effective use of these policy levers). Using these policy levers and indicators, SABER–Teachers classifies education systems’ performance on each of the eight teacher policy goals using a four-category scale (latent, emerging, established, and advanced). The ratings describe the extent to which a given education system has in place teacher policies that are known to be related to improved student outcomes (Annex 1). The main objective of this assessment is to identify the strengths and weaknesses of the teacher policies of an education system, and to pinpoint possible areas for improvement. For a more detailed report on the eight teacher policy goals, policy levers and indicators, as well as the evidence base supporting them, see Vegas et al. (2012). **The main focus of SABER–Teachers is on policy design, rather than policy implementation.** SABER–Teachers analyzes the teacher policies formally adopted by education systems. However, policies on the ground, that is, as they are actually implemented, may differ quite substantially from policies as originally designed. In fact, they often do differ, due to such factors as the political economy of the reform process; lack of capacity of organizations in charge to implement the policies; or the interaction between these policies and specific contextual factors. Since SABER–Teachers collects limited data on policy implementation, the assessment of teacher policies presented in this report needs to be complemented with detailed information that describes the actual configuration of teacher policies on the ground.

In the last five years, there have been several important policy reforms to the education system in Morocco, which is regulated by the Ministry of National Education and Vocational Training, the Ministry of Public Service, and the Ministry of Economy and Finance. The education system consists of five levels: preprimary, primary, lower secondary, upper secondary, and tertiary (UNESCO Institute for Statistics 2014). The pre-primary level is for children under six years of age. Primary school begins at age six and extends through the age of eleven, from grades 1 through 6. Secondary school begins at age twelve and is divided into two cycles: lower secondary for grades 7 to 9 and upper secondary for grades 10 through 12.

This report presents results of the application of SABER–Teachers in Morocco. It describes Morocco’s performance for each of the eight teacher policy goals, alongside comparative information from education systems that have consistently scored high results in international student achievement tests and have participated in SABER–Teachers. Additional information on Morocco’s teacher policies and those of other countries can be found on the SABER–Teachers website.

Economic Context

Morocco has the eighth largest GDP in the Middle East and North African region (World Bank 2014). Its economy grew from 2.4 percent in 2014 to 4.4 percent in 2015 as a result of the liberalization of petroleum prices (gasoline and diesel) and of other fiscal consolidation efforts that were made after 2013. Furthermore, in 2015, its fiscal deficit decreased from 7.2 percent in 2012 to 4.3 percent and its external current account has improved significantly (World Bank 2016a). Morocco's main exports include agriculture, phosphates, and tourism. Sales of fish and seafood are also growing industries.

Morocco's per capita income growth in recent years has helped to eliminate extreme poverty and to significantly reduce overall poverty. In fact, the country's poverty rate declined from 8.9 percent in 2007 to 4.2 percent in 2014. Nevertheless, nearly 19 percent of the rural population still live in poverty or in vulnerable conditions (World Bank 2016b). Income disparities by geographical origin and socioeconomic background persist, and the youth unemployment rate is among the highest in the region, reaching as high as 38.8 percent among urban youths in June 2016 (World Bank 2016c).

Education Context

The Ministry of National Education and Vocational Training is responsible for designing and overseeing the implementation of education policies nationwide for primary and secondary education and partially for preschool education. Unlike the other levels of education, preschool targeting children aged 4-6 years old is not compulsory in Morocco. Primary education consists of six years of schooling and is compulsory for children aged 6-12 years old. Secondary education is composed of three years of lower-middle school and three years of high school including one year of common core and two years of curriculum in the humanities or sciences. Overall, nine years of education are compulsory.

In 2000, Morocco approved the National Education and Training Charter, which outlines the requirements for the teaching profession, including teachers' rights and duties, their working conditions, and their relationship to the school environment. In addition to the charter, Morocco also approved the 2009-2012 Emergency Program, which made reducing social and geographical disparities a priority of the education system (Ministry of

National Education and Vocational Training 2014). Despite this, a recent assessment conducted by the Superior Council found that these efforts have not been successful enough in improving the quality of teaching and student learning, especially the efforts related to professional development programs (Superior Council for Education, Training, and Scientific Research 2015). In the context of Morocco's new decentralization reforms, the ministry recently approved the Education Reform Strategic Vision 2015-2030, which will be realized through a portfolio of 16 integrated projects. Among them, project 8 titled "Reform teaching and training profession and promote professional career management" emphasizes the importance of supervision, high-quality in-service teacher training, and strong pre-service teacher education programs.

In the past three decades, public spending on education has increased, and enrollment rates at all education levels have expanded (IMF 2015; Ministry of National Education and Vocational Training 2014). For example, in 1994, the primary education net enrollment rate was nearly 60.3 percent compared with 98 percent in 2014. Similarly, preprimary and lower secondary net enrollment rates rose from 49 percent and 30.2 percent in 2003 to 53.8 percent and 62.6 percent respectively in 2014 (World Bank 2016c). In spite of this progress, challenges remain in terms of increasing access to preprimary and secondary education, and quality is still low at all levels. According to the National Program for Student Learning Assessment (PNEA) from 2008, Moroccan fourth-graders attained only a 34 percent level of proficiency in Math. Similarly, in Arabic and French, students scored, on average, only 27 percent and 35 percent (PNEA 2009). These results are consistent with those of international learning assessments in which Morocco has performed poorly compared to other countries, including its regional neighbors. Approximately 74 percent of Moroccan fourth-graders scored within the lower Math level of the 2011 Trends in the Mathematics and Science Study (TIMSS), and 84 percent scored within the lower level in Science, while in Turkey fewer than 25 percent of students fell in the lower level in both subjects (IAE 2012). According to the 2007 TIMSS results, average student learning has decreased over time in Morocco. In addition, there are still significant disparities among students in learning outcomes by socioeconomic status and geographic origin (TIMSS 2011). For instance, according to the PNEA, sixth grade students from the Casablanca region have a level of proficiency of 50 percent compared with those from

the Souss-Massa-Draa region who have only a 38 percent proficiency (PNEA 2009).

Goal 1: Setting clear expectations for teachers

Established ●●●○

Setting clear expectations for student and teacher performance is important to guide teachers' daily work and align necessary resources to make sure that teachers can constantly improve instructional practice. In addition, clear expectations can help ensure coherence among different key aspects of the teaching profession, such as initial teacher education, professional development, and teacher appraisal.

SABER–Teachers considers two policy levers that school systems can use to reach this goal: (1) clear expectations for what students should know and be able to do and how teachers can help students reach these goals; and (2) useful guidance on how teachers can use their time to improve instruction at the school level.

(1) In Morocco, there are expectations for what students are expected to learn and for what teachers are supposed to do. The National Center for Examinations and Evaluations as well the National Curriculum Department within the Ministry of National Education and Vocational Training are responsible for setting education goals and controlling the national curriculum.

The tasks that teachers are expected to carry out are officially stipulated and determined by the Ministry of National Education and Vocational Training. Regulations, supported by formal instructions, require teachers to carry out tasks directly related to classroom teaching, including the grading of assessments. The regulations do not require teachers to participate in many activities outside their classroom, including standing in for absent teachers or adapting a curriculum to pupils with special needs. Nevertheless, mentoring and coaching activities by experienced teachers to other teachers are included in the 8th integrated project of the Ministerial portfolio. Evidence from the top performing systems around the world has revealed that many tasks outside of the classroom, such as providing and receiving teacher support, actually make teachers more effective inside the classroom.

(2) Guidance on how teachers use their time could be more focused on tasks related specifically to instructional improvement. In Morocco, teachers are considered to be public officials and, therefore, are expected to work 40 hours per week. However, they also have a special status under the Civil Service Law. Therefore, primary teachers are expected to teach for at least 30 hours per week, and secondary teachers are expected to teach for at least 18 or 24 hours per week, depending on their status. The remaining amount of their time should be devoted to non-teaching activities such as lesson planning and homework revision.

Global experience suggests that defining working time as the total number of hours spent at school rather than just the number of hours spent actually teaching may be more conducive to learning because it recognizes that teachers normally need to devote some time to non-teaching tasks such as lesson planning, grading students' work, learning support, and professional development as well as administrative and educational tasks outside of the classroom such as collaborating on school plans and participating in school evaluations.

The world's most successful education systems, such as those in Ontario, Finland, Japan, South Korea, and Singapore, devote considerable time at the school level to activities that are related to instructional improvement. These include collaboration among teachers to analyze instructional practice, mentoring, and professional development (Darling, Hammond, & Rothman 2011; Darling & Hammond 2010; Levin 2008). In addition, these systems tend to expect teachers to spend less time on actual contact with students and more on teacher collaboration, on-site professional development, and research on the effectiveness of various teaching strategies. In Japan, for example, teachers devote about 40 percent of their working time to these types of activities, while in Ontario they currently devote 30 percent (Darling, Hammond, & Rothman 2011). Although Moroccan regulations take into account the amount of time that teachers are expected to devote to non-teaching tasks, activities related to instructional improvement are not clearly specified in the policies, and most are not officially required as part of teachers' basic responsibilities (Figure 2).

Figure 2. Teachers' official tasks related to school improvement

	Morocco	UAE	Tunisia	Turkey	Singapore
Mentor peers	✓	✓	✓	✓	✓
Collaborate on school plan		✓	✓	✓	✓
Design the curriculum			✓		✓
Participate in school evaluation			✓		✓

Source: SABER–Teachers data

Goal 2: Attracting the best into teaching

Emerging ●●○○

The structure and characteristics of a career in teaching can help determine whether talented individuals opt to become teachers. Talented people may be more inclined to take such a career path if entry requirements are on par with those of well-regarded professions, compensation and working conditions are adequate, and attractive career opportunities are in place for them to develop as professionals.

SABER–Teachers considers four policy levers that school systems can use to reach this goal: (1) requirements to enter the teaching profession; (2) competitive pay; (3) appealing working conditions; and (4) attractive career opportunities.

(1) In Morocco, the requirements for entering the teaching profession are stringent for both primary and secondary school teachers. Most high-performing education systems require that incoming teachers have at least a minimum amount of practical professional experience or that they pass an examination in addition to their teacher-training program. Those two conditions are met in Morocco. After graduating from a three-year bachelor's program in any academic subject or in education through the *Filière Universitaire d'Education*, teaching candidates must pass a written test and an interview to enter into a Teacher Certification Center, where they remain for one year to learn pedagogical methods. Afterwards, they are required to participate in a selection process in order to be hired by the state as probationary officials and must then intern as teachers in a school for one year. Once they have acquired this minimum amount of professional experience, teacher candidates must pass a final practical assessment to

obtain the Certificate in Pedagogical Competencies, which is the professional degree required for tenure and full teaching responsibilities.

Many high-performing education systems offer two types of teaching training tracks: consecutive programs and concurrent programs. In Morocco, training is provided through both concurrent and consecutive programs. Concurrent programs teach subject knowledge and pedagogic skills simultaneously. Consecutive programs include a first phase of one or several years of knowledge acquisition in a particular subject followed by a phase for the acquisition of professional skills and knowledge before a candidate receives the Certificate in Pedagogical Competencies. In addition, there are requirements within the Moroccan system for the amount of time that education programs, which are delivered by the Teachers Training Centers, must spend preparing teachers in several areas--including pedagogy, teaching methods, classroom planning and management, research methods, use of information and communication technologies (ICTs), evaluation, legislation, school life, and languages, math, and science.

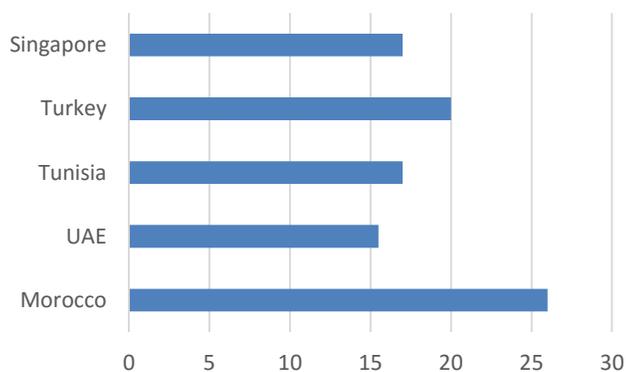
(2) Teachers' pay may be attractive compared with that of other public officials. However, in Morocco teachers' pay does not vary according to performance. Although pay increases can be granted for years of experience and education attainment, there are no incentives for teachers to participate in professional development activities or to work in hard-to-staff schools. According to the Human Resources Directorate within the Ministry of National Education and Vocational Training, on average, teachers attain the highest pay after 25 years of tenure.

(3) Working conditions must be appealing enough to attract talented individuals to the teaching profession. Working conditions play an important role in encouraging people to become teachers. Talented candidates who have opportunities in other professions may be discouraged from choosing to become teachers if working conditions are poor. In Morocco, national standards exist for infrastructure, hygiene, and sanitation, which are set and monitored by the Ministry of National Education and Vocational Training. Progress has been made in terms of improving school infrastructure as a result of the Emergency Plan. However, many schools still do not comply with those standards and wide disparities remain, especially in rural areas. When the Emergency Plan ended in 2012, only 55

percent of primary schools had access to drinking water and 36 percent to latrines (CSEFRS 2014).

Student-teacher ratios are another indicator that can be used to compare Morocco's teacher working conditions with those in high-performing international education systems, where the maximum number of students per teacher is typically 30 in primary schools and 20 in secondary schools. The student-teacher ratio in Moroccan primary schools is 27.5:1. However, there are inequities across the education system by geographic location and socioeconomic status. In 2013, the student-teacher ratio in urban primary schools was 30.9:1 and in rural primary schools it was 25.3:1. At the lower secondary level, the student-teacher ratio was 26.4:1 in urban areas and 25:1 in rural areas. At the upper secondary level, the ratio was 21.2:1 in urban areas and 18.9:1 in rural areas (CSEFRS 2014).

Figure 3. Student-teacher ratio, primary school



Source: SABER–Teachers data and UNESCO Statistics

(4) Opportunities for career advancement must be appealing. Most education systems around the world give teachers the opportunity to be “vertically” promoted to principal positions at some point in their careers, while most high-performing education systems also offer teachers the chance to be “horizontally” promoted to academic leadership positions. Taking an academic job can allow teachers to grow professionally while remaining closely involved with instruction without taking a managerial position (OECD 2012; Darling-Hammond 2010).

Given that, in Morocco, teachers are public servants, potential teachers might find these career advancement opportunities appealing given the stability associated with tenure. While teachers in Morocco have the option

of applying to school administration posts (such as that of school principal), they cannot apply for academic leadership positions as these do not officially exist. The Moroccan teaching career ladder is composed of several job categories. Within each of these categories are different levels within which teachers can be promoted. Thus, teachers can be promoted either to a higher level within the same category or from a given category up to a more advanced one. School principals have specific levels in their job classification and may be promoted within those levels.

Goal 3: Preparing teachers with useful training and experience

Emerging ●●○○

Equipping teachers with the skills they need to succeed in the classroom is crucial. Teachers need subject matter and pedagogic knowledge, as well as classroom-management skills and lots of teaching practice to be successful in the classroom. In addition, preparation helps put all teachers on an equal footing, giving them a common framework to improve their practice.

SABER–Teachers considers two policy levers that school systems can use to reach this goal: (1) minimum standards for pre-service training programs; and (2) required classroom experience for all teachers.

(1) There are minimum standards for entering pre-service teacher training programs in Morocco. Virtually all high-performing countries require that teachers have an educational level equivalent to a bachelor's degree (the level specified as ISCED 5A by the Standard International Classification of Education¹), and some, such as Finland, also require a research-based master's degree (OECD 2011). In Morocco, the minimum level of education required for teacher trainees to enter Teacher Certification Centers for both primary and secondary school levels is ISCED 6. These bachelor's programs can be in any field of expertise, including education. The candidates who are selected to enroll in Teacher Certification Centers are then provided with professional training programs to develop general practical and technical skills and afterwards must complete a one-year internship. At each stage, the teacher candidates must sit a standardized assessment.

¹ International Standard Classification of Education, 2011 version.

(2) Practical classroom experience is required for all teachers in Morocco. Practical experience is an important factor in determining teaching quality. The more teachers test their pedagogical theories, subject matter knowledge, and classroom management skills, the better prepared they will be for their job. Most high-performing systems require their teacher entrants to have a considerable amount of classroom experience before becoming independent teachers, and some of these systems provide mentoring and support during their first and even second year on the job (Darling-Hammond 2010; Ingersoll 2007). In Morocco, the second year of training in Teacher Certification Centers consists of a year-long internship, during which teachers acquire practical classroom experience.

In Morocco, the curriculum of the Teacher Certification Centers includes some practical work during the year dedicated to professional training. The trainees complete a one-year probationary period that, if successful, leads to tenure and the right to be considered a teacher and an established public official.

Priority Measures 2015-2018, which have been approved by the Ministry of and are coherent with the Strategic Vision 2030, aim to progressively introduce mentoring and coaching to support new teachers entering the profession. This should help to increase teacher effectiveness in Morocco. In the world’s high-performing systems, programs aimed at facilitating the transition of new teachers into both primary and secondary schools usually last longer than seven months and are designed to make teachers more effective in the classroom.

Figure 4. Required classroom experience, primary school teachers

	Morocco	UAE	Tunisia	Turkey	Singapore
3 months or less					
12 months or less		✓	✓	✓	
12-24 months	✓				✓
More than 24 months					

Source: SABER–Teachers data

Goal 4: Matching teachers’ skills with students’ needs

Latent●○○○

Avoiding teacher shortages in any given grade, education level or subject, and ensuring that teachers work in schools where their skills are most needed, is important for equity and efficiency. Furthermore, it can help guarantee that all students in a school system have an equal opportunity to learn. Without purposeful allocation systems, it is likely that teachers will gravitate towards schools that serve better-off students or that are located in more desirable areas, deepening inequalities in the system.

SABER–Teachers considers two policy levers that school systems can use to reach this goal: (1) incentives for teachers to work in hard-to-staff schools; and (2) incentives for teachers to work in critical shortage areas.

(1) There are no mechanisms in place to address teacher shortages in hard-to-staff schools. Many countries face challenges in attracting good teachers to work in hard-to-staff schools, such as those in disadvantaged areas or those that serve underprivileged populations. As a result, these countries often put in place a specific set of incentives, such as monetary bonuses or opportunities for promotion, to attract teachers to those areas. In Morocco, there are not enough incentives for teachers to apply to work in hard-to-staff schools. There is supposed to be an allowance paid to teachers on a scale related to the extent of the problems in the areas where they teach. However, this allowance has yet to be implemented given the difficulty of determining adequate criteria for an allowance and an appropriate targeting system. As a result, less experienced teachers are often assigned to these areas, which can adversely affect their motivation. Figure 5 highlights some examples of incentives that could be offered to attract teachers to work in hard-to-staff schools.

(2) The Government of Morocco has identified some subjects where there are critical shortages of teachers, but its policies do not systematically address these shortages. Many education systems suffer from critical shortage subjects where there are too few teachers to meet student needs. Some of these systems offer incentives aimed at encouraging teachers to teach these subjects such as monetary bonuses and subsidized education or scholarships in those subject areas. In

Morocco, French, Arabic, Mathematics, Philosophy, and English have been identified as critical shortage subjects, but no incentives are in place to encourage qualified candidates to choose and teach those subjects.

Figure 5. Incentives for teachers to teach in hard-to-staff schools

	Morocco	UAE	Tunisia	Turkey
Promotion				✓
Higher basic salary in hard-to-staff schools				
Monetary bonus		✓	✓	
Subsidized education				
Housing support				

Source: SABER–Teachers data

Goal 5: Leading teachers with strong principals

Latent ●○○○

The quality of school heads is an important predictor of student learning. Capable principals can act as instructional leaders, providing direction and support for improving instructional practice at the school level. In addition, capable principals can help attract and retain competent teachers.

SABER–Teachers considers two policy levers that school systems can use to reach this goal: (1) education-system investment in developing qualified school leaders; and (2) decision-making authority for school principals to support and improve instructional practice.

(1) In Morocco, training programs support the professional development of principals. Evidence from high-performing education systems suggests that principals can develop leadership skills through supported work experience or specific training courses. High-performing systems such as those in Japan, South Korea, Shanghai, and Singapore require those applying for principal positions to participate in specific coursework or a specialized internship or mentoring program aimed at helping them to develop essential leadership skills (OECD 2012; Darling-Hammond 2010).

Following a recent reform in Morocco, an applicant for a school principal position must have at least three years of professional teaching experience. In addition, applicants are required to complete specific coursework through a Teacher Certification Center, known as the Centre Regional des Metiers de l’Education et de la Formation (CRMEF), pass a written exam, and complete a supervised internship.

The relevant legislation states that assessing principals’ performance is the responsibility of the subnational education authorities. However, the government could introduce mechanisms such as financial bonuses to reward good performance by principals.

(2) Principals in Morocco are required to monitor the administrative regularity of their teachers but not their teaching performance. They have no formal obligation to provide support and guidance to teachers on how to improve their instructional practice, which is the role of inspectors. Principals should be able to structure their time to focus on improving instruction in their schools (OECD 2012; Barber & Mourshed 2007). High-performing education systems, such as those in Finland, Ontario, and Singapore, think of their principals as instructional leaders. Principals are expected to be knowledgeable in teaching and curriculum matters as well as to provide guidance and support to teachers. They evaluate teachers, provide feedback, assess the school’s needs for professional development, and direct instructional resources to where they are most needed (Darling-Hammond & Rothman 2011).

In Morocco, principals are expected to manage the distribution of teachers’ time during school hours, respond to requests from local, sub-national, and national educational authorities, represent the school at meetings or in the community, maintain student discipline, discipline teachers for absenteeism, and monitor the school’s health, sanitation, and safety. Research suggests that many of the tasks related to teacher performance and curriculum that are associated with high student performance are not the responsibility of principals in Morocco, despite the fact that they are required to have teaching experience themselves.

Figure 6. Ways to develop principals' leadership skills

	Morocco	UAE	Tunisia	Turkey	Singapore
Courses or other training requirements	✓	✓	✓	✓	✓
Mentoring or internship program	✓	✓			✓

Source: SABER–Teachers data

Goal 6: Monitoring teaching and learning

Established ●●●○

Assessing how well teachers are teaching and whether students are learning is essential for devising strategies for improving teaching and learning. First, identifying low-performing teachers and students is critical if education systems are to provide struggling classrooms with adequate support to improve. Second, teacher and student evaluations can also help identify good practices, which can be shared across the system to improve school performance.

SABER–Teachers considers three policy levers that school systems can use to reach this goal: (1) availability of data on student achievement to inform teaching and policy; (2) adequate systems to monitor teacher performance; and (3) multiple mechanisms to evaluate teacher performance.

(1) In Morocco, systems are in place to assess student learning, though the results are not effectively used to inform teaching. All high-performing education systems ensure that enough student data are available to inform teaching and policy, but they do so in very different ways. Regardless of the specific mechanism that they choose to use, high-performing countries ensure that it fulfills three main functions: (1) it regularly collects relevant and complete data on student achievement; (2) it gives public authorities access to these data so that they can use the information to inform their policy-making; and (3) it feeds these data and the analysis of these data back to the school level, so teachers can use them to improve their instructional practice.

In Morocco, the results of national exams (the Programme National d'Evaluation des Acquis and the Early Grade Reading Assessment and Early Grade

Mathematics Assessment) and international exams (Trends in International Mathematics and Science Study and Progress in International Reading Literacy Study) have been used to some extent to inform education strategy and guide the national decision-making process, particularly to improve the school curriculum, teacher training, resource allocation, and evaluation activities.

Teachers whose students are taking part in national or international evaluations may benefit from the opportunity to attend conferences and workshops to prepare for the exams as well as to score those evaluations.

Although assessment systems are in place, it is not clear whether the policy decisions being made by the government based on these test results are having a positive impact on student achievement across the country (World Bank 2015). For example, local public education officials do not use the evaluation results to set student learning objectives or to develop school plans. Given that only a sample of students are assessed, it is difficult to use the results to inform specific practices at the school and teacher levels, to draft school plans, or to develop skills enhancement plans for individual teachers. A closer monitoring of students' achievement in each school and a better use of student examinations could be useful for informing teaching practices, particularly as the relevant regulation provides detailed guidelines on how to evaluate students in their class activities and as evaluation methods are taught in the pre-service teacher training programs. Tools exist to help teachers with their evaluation activities in class, such as the standards and framework of the school curriculum, which describes what can be expected of students at each educational level and provides suggested exam questions.

However, these tools are not being used often enough, and the evaluation criteria and rubrics that teachers are expected to use to assess students' work are not explicit enough. If such criteria were made more explicit, this would help teachers to carry out systematic assessments of students' work against clear standards for the grade level while also ensuring that students and their families understand those criteria.

In Morocco, current classroom evaluations are often summative and normative and are mainly used to select which students will pass from one educational level to the next. Thus, these evaluations are used

administratively to regulate the flow of students through the grade levels rather than as a resource to improve instruction and schools' education policies.

(2) A system is in place to evaluate teacher performance in Morocco, but results are not used to improve teaching practices in the classroom. Teacher evaluations are conducted by inspectors theoretically every year but in practice, partly due to a lack of inspectors, they are carried out every three years. This timeframe, on average, corresponds to the period between each promotion, with the administrative and educational appraisal of teachers being the main criterion for promotion. In order to change job categories, teachers must undergo both an inspection and a professional examination that respectively account for 30 percent and 70 percent of the teacher evaluation. The inspection involves the inspector visiting the classroom and observing the teacher's skills as well as an interview with the teacher. These inspections are mainly used to verify teachers' compliance with official instructions.

The Human Resources Directorate at the Ministry of National Education and Vocational Training assigns each teacher an individual identification number that can be used to track the results of their evaluations throughout their careers. However, this information is currently not used for educational monitoring or to improve teachers' performance in the classroom.

(3) The inspectors' classroom observations factor into teacher evaluations in Morocco, but it is not clear which other criteria are used during the inspections to evaluate teachers (Figure 7). Most high-performing systems collect multiple kinds of data and use a variety of criteria to assess teacher performance, including class observations. Morocco currently lacks the kind of comprehensive framework for conducting teacher evaluations that combines student results, teachers' portfolios, monitoring of their performance, and feedback from students and parents. International experience and research suggest that none of these approaches taken separately can produce a balanced and objective evaluation of teacher performance. Research has shown that evaluations tend to be more effective when they combine multiple methods and sources of information, such as students' academic achievement, classroom observations, and students' survey responses. Also, students' results in local evaluations could be compared with the average results from standardized

national student assessments to assess the performance of their teachers.

Many top-performing education systems define explicit criteria for assessing teacher performance. Figure 7 highlights some of these.

Figure 7. Criteria to evaluate teacher performance

	Morocco	UAE	Tunisia	Turkey	Singapore
Subject matter knowledge	✓	✓	✓	✓	✓
Teaching methods	✓	✓	✓	✓	✓
Student assessment methods	✓	✓	✓	✓	✓
Students' academic achievement		✓		✓	

Source: SABER–Teachers data

Policy Implementation

We analyzed monitoring data on teaching and learning in Morocco with the goal of establishing whether the country's policy intention differs from how the policy is being implemented. We found that the policy intention differs substantially from policy implementation in two key ways:

1. *Degree to which teachers are trained to assess student achievement:* Although Moroccan teachers are theoretically trained to evaluate the achievement of their students, in practice they continue to rely on summative assessments. As a result, they have no practical training in formative assessment approaches. Furthermore, as teachers are not required to engage in professional development activities, they often receive no formal training in student assessment methods during the rest of their career.
2. *Degree to which student assessment findings are disseminated to teachers and/or used to provide guidance to underperforming teachers and schools:* While the results of some international and national assessments are distributed at the institutional and regional level, it is unclear if and how this information is made available to teachers. Furthermore, as students' grades are not locally analyzed and processed, the relevant information is not taken into account when regulating local schools, and it is unclear how this information is used to support underperforming schools or teachers.

Goal 7: Supporting teachers to improve instruction

Latent ●○○○

Support systems are necessary to help improve instruction at the school level. To constantly improve instructional practice, teachers and schools need to be able to analyze specific challenges they face in classroom teaching; have access to information on best practices to address these challenges; and receive specific external support tailored to their needs.

SABER–Teachers considers three policy levers that school systems can use to reach this goal: (1) availability of opportunities for teacher professional development; (2) teacher professional-development activities that are collaborative and focused on instructional improvement; and (3) the assignment of teacher professional development based on perceived needs.

(1) Teachers in Morocco are not required to participate in professional development activities even when they are available. In many countries, participation in professional development is a prerequisite for teachers to stay in the profession as well as to qualify for promotions. In addition, to advance up the career ladder, teachers in most high-performing countries are required to have participated in a number of professional development seminars or workshops depending on their rank. In Morocco, regular professional development for teachers is neither planned nor required. Furthermore, when in-service training is offered, teachers do not have to meet the costs of these activities and even receive a *per diem* allowance if they do participate in them.

(2) Professional development for teachers in Morocco includes activities that have been found by research to be associated with instructional improvement, such as participation in teacher or school networks (Figure 8). Research suggests that effective professional development for teachers is collaborative and provides opportunities for in-school analysis of instructional practices. As mentioned earlier, high-performing education systems, such as those in Japan and Ontario, devote as much as 30 percent of school time to professional development and instructional improvement activities. These activities include visiting other schools, carrying out individual or collaborative research, and participating in teacher or school networks. Additionally, as part of the Priority Measures

Program 2015-2018, the Moroccan education system will begin implementing coaching and mentoring by more experienced teachers to help novice teachers to improve their performance. Conducting research is also a beneficial form of professional development for teachers, but this does not currently happen in Morocco.

(3) In Morocco, teachers are not selected to participate in professional development activities based on their individual needs. International evidence has shown that selecting teachers to participate in professional development based on evaluations of their individual performance is one way to improve instructional practice as professional development activities can then be targeted to the needs of specific teachers. However, in Morocco, professional development has been systematically developed on the basis of national strategic objectives. Therefore, in-service training programs are not sufficiently differentiated to meet the many different professional needs of teachers. These programs currently are not designed to take into account the needs of schools and teachers at the local level or of student achievement and the observations made by inspectors during inspection visits.

Figure 8. Formally recognized types of professional development

	Morocco	UAE	Tunisia	Turkey	Singapore
Observation visits		✓	✓	✓	✓
Teacher networks	✓		✓	✓	✓
School networks	✓		✓		✓
Research			✓	✓	✓
Mentoring/coaching	✓	✓	✓	✓	✓

Source: SABER–Teachers data

Goal 8: Motivating teachers to perform

Latent ●○○○

Adequate mechanisms to motivate teachers are a way for school systems to signal their seriousness in achieving education goals; to make the teaching career attractive to competent individuals; and to reward good performance while ensuring accountability.

SABER–Teachers considers three policy levers that school systems can use to reach this goal: (1) linking career opportunities to teacher performance; (2) establishing mechanisms to hold teachers accountable; and (3) tying teacher compensation to performance.

(1) In Morocco, teachers' career opportunities are not strongly linked to their performance. Although teacher evaluations are in place and promotions are dependent on the results of these appraisals, there are no detailed criteria for judging teacher performance and student achievement is not currently taken into account. Furthermore, teachers' career advancement is usually based on their seniority rather than their professional performance, and there is no performance bonus.

(2) Mechanisms to hold teachers accountable could be stronger. Evidence from other countries has shown that requiring teachers to meet national quality standards in their profession can improve instruction in classrooms. In Morocco, teachers must undergo an inspection visit and a professional examination in order to be promoted. Official mechanisms exist to address cases of misconduct, child abuse, and absenteeism.

(3) Teacher compensation is not linked to performance. Teachers' performance reviews in Morocco have no direct salary implications, nor do high-performing teachers receive any monetary bonuses for their good performance. Monetary rewards can be effective tools for improving teacher performance provided that a valid and widely accepted system of performance evaluation is in place.

Figure 9. Incentives for good performance

	Morocco	UAE	Tunisia	Turkey	Singapore
Individual monetary bonus			✓	✓	
School-level bonus					

Source: SABER–Teachers data

Policy and Implementation Options

This SABER country report has offered a snapshot of Morocco's key teacher policies and how they compare with those of top global performers in education. This section suggests some policy options to further improve Morocco's teacher policy framework.

Goal 1: Setting clear expectations for teachers

In Morocco, other than teacher performance criteria related to student achievement, expectations in terms of what students should learn and what teachers should do are clear. However, teachers often report not knowing about these standards or about the curriculum. Also, while the official work time for teachers recognizes both teaching and non-teaching time, teachers' official duties do not clearly define the non-teaching tasks that need to be carried in school that are related to instructional improvement. Therefore, policy recommendations include:

- Recognizing that teachers need to devote a significant proportion of their time to non-teaching tasks related to instructional support that are and beneficial for student learning, such as mentoring, learning support, adapting the curriculum to student needs, school planning, and participating in impact analyses of teaching on school performance.
- Setting expectations for what percentage of teachers' working time should be dedicated to these necessary non-teaching activities and ensuring that all teachers adequately understand the standards and the curriculum.
- Defining school and teacher performance criteria that include student achievement and professional commitment.

Goal 2: Attracting the best into teaching

Although there are stringent entry requirements in place and teacher salaries are competitive compared to those of other public officials, the teaching profession still does not attract the most qualified candidates. In fact, there are more positions available than qualified applicants. This may be because teachers are not sufficiently valued in Moroccan society (UNICEF 2014; Ministry of National Education and Vocational Training 2014) or it might also be due, in part, to the disconnect between the characteristics of most university graduates and the necessary qualifications for entering Teacher Certification Centers. Therefore, we recommend widening of the pool of candidates to enter the Teacher Certification Centers, improving working conditions, and enhancing the social image of the teaching profession as follows:

- Strengthening the multidisciplinary skills and versatility of potential primary school teachers before they enroll in a Teacher Certification Center and, in conjunction with the Centers, developing university courses that prepare students for the teaching profession.
- Offering scholarships to top-performing high school graduates who decide to enter teacher education programs and agree to remain in the profession for a minimum number of years after graduating.
- Increasing preparedness for classroom situations through teacher education programs.
- Opening a new competitive selection process for adults working in other sectors who are interested in entering the teaching profession.
- Ensuring that entrance requirements for pre-service teacher training programs are carefully enforced.
- Improving professional development programs in the Teacher Certification Centers and enhancing quality standards.
- Ensuring that schools comply with national standards for infrastructure, hygiene, and sanitation and providing adequate housing for teachers who teach in remote areas.
- Conducting research to understand why graduates of secondary and tertiary education are not interested in pursuing a career in teaching.
- Conducting effective communications campaigns to increase the prestige of the

teaching profession and attract more qualified candidates.

Goal 3: Preparing teachers with useful training and experience

Current teacher certification programs could be improved to ensure that they produce high-quality teachers. In addition to introducing incentives for the best students to enroll in the Teacher Certification Centers, options include:

- Restructuring teacher training programs to align their curricula to future pedagogical needs, with sessions on content and subject-specific knowledge.
- Enhancing training quality by focusing on practices that have been proven to be effective in promoting student learning, increasing teachers' knowledge of curriculum development, and providing training on how student evaluations can make instruction more effective.
- Strengthening the requirements for teachers to demonstrate motivation and professional commitment as well as the ethical requirements of the profession.
- Making probationary periods (internships) more effective and providing probationary teachers with adequate supervision and proper guidance.
- Conducting research to analyze the content provided and skills developed in Teacher Certification Centers to identify ways in which they can be improved.

Goal 4: Matching teachers' skills with students' needs

Official systems are in place to identify critical shortage subjects, but filling the shortfall of teachers in hard-to-staff schools and in critical shortage subjects remains a challenge. Policy options include:

- Providing teachers with significant incentives to work in hard-to-staff schools, such as promotion, higher salaries, scholarships for education, or housing support.
- Providing significant incentives to attract and retain the most qualified professionals in the teaching profession.
- Providing teachers with incentives to teach critical shortage subjects.

- Providing scholarships for students enrolled in teacher certification programs or in education-related university studies who are studying critical shortage subjects such as French, mathematics, philosophy, and English. The scholarship would be contingent on the students committing themselves to the teaching profession for a minimum number of years.
- Opening up the selection process to professionals from other sectors who have the required qualifications and are willing to retrain to enter the teaching profession.

Goal 5: Leading teachers with strong principals

Morocco has formal selection and hiring processes and a training curriculum for school principals, and their roles are clearly defined in the official regulations. However, principals at the primary and secondary levels are not expected to monitor teacher performance or to help teachers to improve their instructional practice. We recommend the following options:

- Setting clear expectations for primary school principals to ensure that they monitor teacher performance and provide teachers with educational support, guidance, and the necessary tools to improve instruction.
- Reinforcing the advisory role of inspectors to oversee content-specific knowledge and pedagogical methodology.
- Ensuring that student achievement and teacher performance are factored into school performance reviews and individual promotion criteria and that such factors carry significant weight in the teacher evaluation process.
- Providing school principals with rewards such as monetary bonuses for the good educational performance of the students in their schools. Conducting a needs assessment to understand the specific needs and issues that principals face in their work in order to enhance their role in the academic achievement of their students.
- Increasing principals' accountability and autonomy through meaningful school development plans aimed at enhancing the quality of student achievement.

Goal 6: Monitoring teaching and learning

Systems are in place in Morocco to assess student learning, but those evaluations are mainly normative and focus on selecting students to pass from one grade level to next. It is not clear that these evaluation systems inform or modify teaching at the classroom level, and teachers seem to be inadequately trained to use those evaluations as a way to accommodate students with learning disabilities. To ensure student assessments are used to improve educational quality, the following options are suggested:

- Factoring student achievement into teacher evaluations in accordance with student learning standards and the school curriculum, with a weighting system that adjusts for local features, and disseminating handbooks and evaluation criteria for assessing student work to guide this process.
- Motivating teachers to engage in training and to organize their classroom activities to maximize their students' success.
- Incorporating student learning standards and curriculum into teacher evaluations and motivating teachers to continue learning. Providing explicit criteria for teachers to use in evaluating their students' work.
- Enabling and requiring teachers to use classroom assessments to give feedback to their students and to use this information to improve their pedagogical practices, both in the classroom and school-wide.
- Ensuring that teacher evaluations accurately capture teaching quality and that they take into account learning outcomes. This might mean using a range of different ways to evaluate teachers, including classroom observations, student feedback surveys, parent feedback surveys, and student results as measured by exams and national standardized assessments.
- Ensuring that the purpose, criteria, and uses of student assessments are explicitly specified and that available data on school performance at the local and national level are widely disseminated across schools and teachers so they can be used to continuously improve the system.
- Strengthening the capacities of the Regional Center for Evaluation and Examination to analyze the results of large-scale national and

international assessments and to formulate policy recommendations at the school level so that this information can be used by teachers to adjust and improve their classroom teaching.

- Providing the Teacher Certification Centers with feedback on the teaching performance of their graduates, for instance, by carrying out a systemic evaluation of new teachers after two or three years of tenure, so that the Teacher Certification Centers can use this information to improve their training courses.
- Strengthening the capacity of the Inspectors Unit by recruiting an adequate number of inspectors to fill existing gaps and providing them with relevant training on evaluation and teaching best practices.

Goal 7: Supporting teachers to improve instruction

Research suggests that effective teacher professional development is collaborative and provides teachers with the opportunity to continuously analyze their instructional practices instead of just attending one-time workshops or conferences. Including subject knowledge and content knowledge in in-service teacher training has also been associated with improved student learning outcomes. Given that teacher professional development is not required in Morocco and teachers are not assigned positions based on actual needs within the schools, we recommend:

- Conducting a needs assessment in every school and implementing in-service teacher training courses in each province that are based on these assessments and on students' academic results and that use many different methods (coaching, working in networks to analyze practices, class observations and visits, critical analysis of work flow, and tutorials).
- Providing primary and secondary school teachers with strong incentives to participate in continuous professional development activities, such as joint analysis of practices and pooling of resources and skills.
- Assigning professional development based on each teacher's actual needs with priority given to those teachers whose needs have been identified during their evaluations. Requiring teachers to participate in professional development activities in order to progress in their careers.

- Including subject and content knowledge components aligned with student learning standards and school curriculum in in-service teacher training courses. Monitoring the supply and demand for particular professional development activities at the provincial and regional levels to inform future policymaking. Conducting regular local assessments of the impact that teacher professional development and coaching activities have on student achievement so that the content and methods used in the classroom can be adjusted accordingly.
- Revising the training and official duties of inspectors to require them to give advice to teachers rather than simply verifying their compliance with administrative instructions.
- Developing high quality educational guidance and relevant coaching activities along with an accountability system for coaches.

Goal 8: Motivating teachers to perform

Mechanisms for holding teachers accountable could be stronger. At present, the results of teachers' evaluations are taken into account in assessing their suitability for promotion but there are no financial incentives for teachers to perform well. We recommend the following actions:

- Rewarding high-performing teachers with desirable financial bonuses or non-monetary incentives such as teaching awards, bonuses based on student achievement, or symbolic recognition.
- Increasing the frequency of teacher performance reviews and facilitating their access to professional development and guidance systems in accordance with their needs.
- Developing a culture of achievement within schools focused on student learning.
- Improving the media image of teachers and raising awareness among the population about the significance of the teaching profession.
- Raising the criteria and standards for passing teacher examinations and inspections, while taking into account the academic achievement of their students, teachers' participation in professional development activities and collaborative work, their contribution to any improvements in school performance, their

delivery of academic support and school activities, and their level of absenteeism.

- Specifically defining expectations of teacher performance as well as the relevant indicators for measuring it and also clarifying the teacher performance expectations of each school in terms of performance in light of their specific situations. This could be done for instance when designing school development plans or provincial directorate plans.

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Annex 1. SABER–Teachers Ratings

The SABER–Teachers team has identified several policy levers (actions that governments can take) and indicators (measurements of the extent to which governments are making effective use of these policy levers) for each of the eight policy goals referenced in this country report. For example, for Teacher Policy Goal 1–Setting Clear Expectations for Teachers–the SABER–Teachers team has identified the following policy levers and indicators:

Annex Table 1. Setting Clear Expectations for Teachers

Policy Levers	Indicators
A. Are there clear expectations for teachers?	1. Are there standards for what students must know and be able to do? 2. Are the tasks that teachers are expected to carry out officially stipulated?
B. Is there useful guidance on the use of teachers' working time?	1. Do teachers' official tasks include tasks related to instructional improvement? 2. Does the statutory definition of working time for primary school teachers recognize non-teaching hours? 3. What is the share of working time allocated to teaching for primary school teachers?

For each goal in the country report, we define the goal in the first paragraph of the country report and identify the levers in the second paragraph. The remaining paragraphs provide details about the indicators that measure each of the levers.

Using the policy levers and indicators, SABER–Teachers classifies how education systems perform on each of the eight teacher policy goals, using a four-category scale (latent, emerging, established, and advanced) The ratings describe the extent to which a given education system has in place teacher policies that are known to be associated with improved student outcomes.

This four-tiered rating system represents a continuum, ranging from systems with more comprehensive, developed policies that are oriented toward learning to systems with no policies at all (or, in some cases, policies that are detrimental from the perspective of encouraging learning). SABER–Teacher ratings can be defined in the following manner:

- **Advanced**—Systems are rated as being “advanced” on a particular policy goal when they have multiple policies conducive to learning in place under each of the policy levers used to define that policy goal.

- **Established**—“Established” systems have at least one policy or law in place that uses those policy levers.
- **Emerging**—“Emerging” systems may have some appropriate policies in place that are consistent with the policy goal.
- **Latent**—“Latent” systems have none or very few appropriate policies in place that are consistent with the policy goal.

Please see Vegas et al. (2012), “What Matters Most for Teacher Policies? A Framework for Building a More Effective Teaching Profession” for more details about these definitions and a detailed review of the policy levers and indicators used by SABER–Teachers.

The Systems Approach for Better Education Results (SABER) initiative collects data on the policies and institutions of education systems around the world and benchmarks them against practices associated with student learning. SABER aims to give all parties with a stake in educational results—from students, administrators, teachers, and parents to policymakers and business people—an accessible, detailed, objective snapshot of how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of teacher policies.

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