

# **On the complementarity between performance management and evaluation in education system: Case of Morocco**

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## **Abstract**

Educational systems around the world that are adopting the New Public Management principles, are gradually switching from policy formulation and statism based management models towards results-oriented deconcentrated models adopting the subsidiarity principle. In these settings, evaluation systems directly impact performance management systems at all levels but not always in the best way.

Nearly all developed countries have implemented standard-based evaluation systems that promote complementarity with performance management systems. This could not be possible without difficulties and constraints. Those with the best results in international tests have given evaluators an active role in the performance management system. For developing countries, like Morocco, additional constraints must be considered to make the integration happen but will yield relatively greater benefits.

After a characterization of both performance management and evaluation in educational systems, we put in this work, an emphasis on the complementarity between the two concepts and discuss hurdles and difficulties to achieve their integration.

We highlight developing countries specificities in adopting performance management and evaluation approaches and discuss solutions for overcoming hurdles and challenges.

We use the Moroccan educational system as a case study to give insights about possibilities, constraints and benefits associated with this complementarity.

## **Keywords**

Performance Management, Evaluation, Educational system, developing countries, Morocco.

## **Introduction**

Scholars agree that performance concept remains contested and constantly evolving. They highlighted its ambiguous character, especially in the context of public and/or social sectors (Sorinel, C. *et al.*, 2012; Sluis *et al.*, 2015; Reiter, R., 2018). While there is no unique definition to this concept in the literature (Langfield-Smith, 1997), there are various ways performance can be defined, however it can be hardly done without the link to corporate. Performance can be defined as the potential for future successful implementation of actions in order to reach the objectives and targets set by the management, not necessarily one that has achieved the objective (Michel J. Lebas., 1995).

Performance Management (PM) in essence derived from management field. It creates the context for performance. It is a process that translates the mission, aims and values of an organization into individual objectives (Forrester, 2011). It includes activities such as: defining the strategy, implementation of the strategy, evaluation, measure of the performance, taking decisions based on the results of the evaluation and ensuring that results are achieved. Performance measurement appears as a secondary process of performance management. Nonetheless, it is an essential part because it allows by measuring to transform complex reality into simplified numerical concepts that can be easily communicated and acted upon (Bititci, 1997).

Evaluation is also a contested term. There are several definitions in the literature that vary according to study's field and disciplines. it could go from a simple performance assessment to a study that requires scientific approaches

consuming in terms of resources and means (Reeve & Peerbhoy, 2007). But, the most known definition remains “*A systematic process of determining the subject's merit, worth and significance, using criteria governed by a set of standards*” (Del Tufo, 2002). It can assist an organization to assess any aim to help in decision-making or to ascertain the degree of achievement or value in regard to the aim and objectives and results of any such action that has been completed. It provides evidence-based information that is credible, reliable, and useful for decision-making. In addition to that, evaluation is a learning and action-oriented management tool and organizational process for improving current activities and future planning, programming, decision-making or identifying of future change (Del Tufo, 2002). Evaluation research (or program evaluation) which is a young discipline that has grown massively in recent years, relies on scientific methods and applies many of the same methods that social researchers. It capitalizes on existing theory and empirical generalizations but differs from the social sciences in its goals and audience. (DuBois, 2013).

Historically, both evaluation and performance management have suffered, for a long time, from a false dichotomy. Performance management has been all the time viewed as totally separate and even the opposite of evaluation research and practice. The separation has been perpetuated by both academics and practitioners who view the activities as serving different clients and/or potential users. Performance management has typically been viewed as designed primarily to serve accountability purposes and evaluation studies are designed to serve the learning and decision-making needs.

Recent studies emphasized the frequent tendency in developed countries, particularly Anglo Saxons, to overhaul the performance management systems across the world before they take effect. This, for two principal reasons. First, for the limitations registered by PM practitioners in terms of effectiveness, results achievement and quality of service provided but also in terms of knowledge development within the organization and in terms of decision-making impact Benhabib & Berrado, (2019). Second, given the emergence of the evidence-based management movement and the trend of scholars and practitioners in building and integrating cumulative and conclusive scientific knowledge in PM (Schleicher, *et als.*, 2018).

On the other hand, scholars emphasized the problem of program evaluation findings that do not automatically feedback into a receptive and responsive decision-making process. In fact, evaluation reports often produce a body of knowledge that appears too late and is too long to be useful as a management tool (Moynihan & Beazley, 2016).

Many scholars being interested by this issue demonstrated conceptually or empirically, that complementarity between the two approaches brings a great value, and the consistency and the alignment bring evidence on a stable set of goals. They confirmed, however, that the connection between both devices is not natural, brings tensions and requires a mixture of continuity and design (Kroll & Moynihan, 2017, Nielsen & Ejler, 2008).

In this paper, we study the issue of the possible complementarity between performance management and evaluation in education systems with a focus on the situation in developing countries. We consider the case of Morocco as a developing country to provide more insights about the challenges encountered with this association.

The rest of this paper is organized as follows, in Section 1 we discuss the characterization of both performance management and evaluation in educational systems. Section 2 discusses the complementarity between performance management and Evaluation in Education System and put a focus on the different forms that this complementarity takes. Section 3 highlight specificities of developing countries in adopting performance management and evaluation approaches and discuss solutions for overcoming hurdles and challenges. Section 4 presents Morocco as a case study to give insights about possibilities, constraints and benefits associated with this complementarity in developing countries Education System. Finally, section 5 provides some concluding remarks and discusses some potential extensions of this research.

## **1. Performance Management and evaluation in education systems.**

### **a. Performance Management in education system.**

Performance management was initially introduced in democratic and developed countries as both a necessity and a rational course of action which allowed normalisation across the public and private sectors and which was aligned with current thinking about employee accountability and remuneration in business. In education systems, Performance Management put the focus on improving school performance by establishing clear benchmarks, collecting and publishing data on student progress towards these benchmarks, and rewarding or sanctioning schools or sometimes individual teachers on their progress.

Performance management have experienced a significant growth and primacy with the introduction of the New public management (NPM) in the 90s. Tolofari, (2005) recognized that the New Public Management theory and practice has

been applied much more in education than in any other area in the public sector with significant changes and paradigm shift. From the governance perspective, the Performance concept is undergoing a fundamental mutation in educational systems around the world. The idea of public services education within countries is facing a radical change through processes of modernisation instilled by New Public Management (NPM) concepts. This is more than restructuring with new types of work and cultures. The main features are the switch in emphasis from policy formulation to management and institutional design, from process controls to output controls, from integration to differentiation; from statism to subsidiarity. Scholars highlighted the new governance mode which is the performativity: *“a new mode of state regulation which makes it possible to govern in an “advanced liberal” way. It requires individual practitioners to organize themselves as a response to targets, indicators, and evaluations. To set aside personal beliefs and commitments and live an existence of calculation* (Stephen Ball, 2003).

In most countries, education systems structures moved gradually from a centralized model to a decentralized one, integrating gradually new governance models based on school’s autonomy. These models were crafted and shaped in a specific way regarding the “tradition” of each country (Gunter, *et al.*, 2017). In general, school’s autonomy varied across countries. We can be witnessing for a weak level, where only powers over budget, personnel, planning and competition for pupils are transferred to local authorities, to a large margin of school autonomy where principals and teachers are more accountable and a higher emphasis is putting on quality of learning, efficiency and effectiveness (Kowalczyk, 2014).

**b. Evaluation in education system.**

Scholars have given definitions of educational evaluation. But the well-known definition was given by Ralph Tyler who perceives evaluation as *‘the process of determining to what extent the educational objectives are actually being realized’*. A joint committee on standards for evaluation, comprised of seventeen members presenting twelve organizations associated with educational evaluation, published their definition of evaluation as *‘the systematic investigation of the worth or merit of some object’*. Stanford Evaluation Consortium group critiqued, however, the judgmental definition of evaluation and proposed another description of evaluation as *‘systematic examination of events occurring in and consequent of a contemporary program. An examination conducted to assist in improving this program and other programs having the same general purpose’* (Nevo, 1983).

In the definition of evaluation functions, scholars suggested two principal distinct functions "formative evaluation" and "summative evaluation". Globally, in its formative function evaluation is proactive and is used for the improvement and development of an ongoing activity (or program, person, product, etc.). In its summative function evaluation is retroactive and is used for accountability, certification, or selection (Nevo, 1983).

**c. Major paradigm shifts in evaluation in education system.**

Scholars have always associated the evolution of evaluation in education systems with the educational reforms main stages. In fact, evaluation has been directly impacted by curricular reforms which moved toward expressing outcomes in terms of skills and away from defining curricular content only as subject material to be taught (UNESCO, 2017b). This shift represents a greater pull for skills, as the focus moves from fact acquisition to what students are able to do with their learning. We use Nevo’s framework to distinguish major paradigm shifts of evaluation in education system (Nevo,1983).

**Table 1: Major paradigm shifts of evaluation in education system**

| <b>Dimensions</b>            | <b>Classical Approach</b>  | <b>Major paradigm shift</b>   |
|------------------------------|--|---|
| <b>Evaluation definition</b> | <i>‘the process of determining to what extent the educational objectives are actually being realized’</i> (Tyler, 1950, p. 69).  | <i>‘the systematic investigation of the worth or merit of some object’</i> (Joint Committee, 1981, p. 12, cited by Nevo, 1995, p. 10) |
| <b>Evaluation functions</b>  | Student’s assessment conducted by means of tests and examination. Evaluation of teachers was more of professional than administrative nature (Stake, Robert E, 1967) . | Two principal standards-based functions: "formative evaluation" and "summative evaluation". (Nevo, 1983).                             |

|   |   |   |
|---|---|---|
| <b>Evaluation objects</b>   | Evaluation was limited to students and teachers.  | The object to evaluate may concern also educational projects or programs, curricular materials, or educational institutions   |
| <b>Kinds of information should be collected regarding each object</b>                   | No information collected unless students' scores.   | A wide range of information can be collected by evaluation regarding the evaluated object and the evaluation model adopted. For example, for CIPP Model (ANH, V. T. K., 2018). Evaluation focus on four groups of variables: (a) the goals of the object; (b) its strategies and plans; (c) its process of implementation; and (d) its outcomes and impacts.  |
| <b>Criteria that should be used to judge the merit and worth of an evaluated object</b> | No criteria but implicit goals and intuitive norms  | The following criteria are considered in judging the merit or worth of an educational object: (a) responding to identified needs of actual and potential clients; (b) achieving national goals, ideals, or social values; (c) meeting agreed-upon standards and norms; (d) outdoing alternative objects; and (e) achieving stated goals of the object   |
| <b>Who should be served by an evaluation</b>  | Administration, Teachers, parents, and students   | Evaluation should serve the information needs of all stakeholders (Administration, Teachers, parents, and students, community, partners .etc.)  |
| <b>The process of doing an evaluation</b>   | Teachers evaluation was based on casual observations, implicit goals, intuitive norms, and subjective judgement (Stake, Robert E, 1967) | Regardless of its method of inquiry, an evaluation process should include the following three activities: (a) focusing the evaluation problem; (b) collecting and analyzing empirical data; and (c) communicating findings to evaluation audience   |
| <b>Methods of inquiry should be used in evaluation</b>                                  | No method   | Being a complex task, evaluation needs to mobilize many alternative methods of inquiry from the behavioral sciences and related fields of study and utilize them according to the nature of a specific evaluation problem   |
| <b>Who should do evaluation</b>   | - Teacher for students<br>- Professional authority for teachers   | Evaluation could be conducted by individuals or teams possessing (a) extensive competencies in research methodology and other data analysis techniques; (b) understanding of the social context and the unique substance of the evaluation object; (c) the ability to maintain correct human relations and to interact with individuals and groups involved in the evaluation; and (d) a conceptual framework to integrate the above-mentioned capabilities |
| <b>Standards that should evaluation be judged?</b>                                      | No Standards  | The Committee on Standards for Educational Evaluation suggested 30 standards, which are divided into four major groups: utility standards, feasibility standards, propriety standards, and accuracy standards (Nevo, 1983).   |

## **2. Toward the complementarity between evaluation and performance management in education system.**

Education sector across the world, represent the public sector which was the most exposed to overhaul the performance management systems before they take effect. Some scholars have critiqued the phenomenal budget that has been spent on setting up and maintaining performance management in education. They have qualified the performance

management results in the contribution to ‘improvement’, ‘efficiency’ and ‘excellence’ and have called for a fundamental reshaping of the vision for education (Mpungose, 2018; Forrester, 2011).

Moreover, many scholars have noticed that countries who have succeeded in their educational systems to establish the complementarity between performance management and evaluation approaches have assigned an active role to evaluators in performance management system and have shown the best results in PISA tests (worldbank,2010). Others, concluded that these states in committing deep transformations of their education policies according to diverse modalities and degrees, become "Evaluative States" Kowalczyk, (2014).

Given this situation, we are witnessing an increasing pressure on countries to adopt both performance management and evaluations approaches and to ensure *accountability* in education systems based on learning outcomes. In fact, since 2015, there is an agreement among international agencies (UNESCO, World Bank, UNICEF and the UNDP), governments and civil society organizations to “*develop comprehensive national monitoring and evaluation systems in order to generate sound evidence for policy formulation and the management of education systems as well as to ensure accountability*” (Verger, 2017).

Despite this agreement, it is important to mention that this global shift toward a learning-outcomes-based accountability and the complementarity between performance management and evaluation approaches has not necessarily lead to policy convergence internationally. The complementarity issue is approached differently by each one and many difficulties are pointed out in practice.

The World Bank propose a complementarity between performance management and evaluation in education through its financing system. It actively disseminates these different forms of post-bureaucratic accountability through its numerous knowledge products particularly through the Systems Approach for Better Education Results (SABER) and Performance-Based Budgeting (PBB) system. For the World Bank, “*improved performance and measurable outcomes depend on a careful balance between three policy instruments that influence the behavior of local actors: (1) greater autonomy at the local level; (2) enforcing relationships of accountability; and (3) effective assessment systems*” (World Bank, 2011, p.33). The ministry of education in Morocco was been early adopter of SABER and PBB system (Morgan, 2019).

UNESCO was before skeptic about assumptions concerning the New Public Management (NPM) concepts and benefits of market mechanisms in education, that promote market forms of accountability, as advocated by the World Bank and like-minded organizations. This position has gradually lost its expression and UNESCO accepted gradually NPM as a valid reform since it began adopting the principle of equity and the diversification of public services. Thus, through the Education 2030 Framework, UNESCO promotes accountability systems that are at least partially based on the measurement of learning outcomes. The Sustainable Development Goal number 4 (SDG-4), which is the SDG that focuses on education, places important emphasis on the improvement of learning outcomes. Out of the seven targets included in SDG-4, five focus on learning outcomes and the achievement of skills (literacy, numeracy, global citizenship, culture of peace, etc.). This shift from school access to learning is likely the most significant change that can be observed between the EFA agenda and the SDGs/Education 2030 agenda. (Verger, 2017; Gunter, *et al.*, 2017). The OECD Education Policy Committee has taken since 2009 an interest in the complementarity issue and led a comprehensive international review of evaluation and assessment policies. It proposed standards-based assessment frameworks for improving school outcomes. the goal was to provide analysis and policy advice to countries on how evaluation and assessment arrangements can be embedded within a consistent framework that can bring about real gains in performance across the school system. Moreover, OECD’s division of education mainly advocates for performance management and learning-based forms of accountability through the Program for International Student Assessment (PISA). It exercises a tremendous impact on educational policy and systems around the world. By measuring and ranking students and education systems in diverse cultures and countries, PISA has, by now, established a new mode of ‘global education governance’ (Deng & Gopinathan, 2015). More and more instruments, such as national large-scale assessments and test- based accountabilities are being disseminated widely and enacted in countries (Verger, *et al.*, 2019).

Actually, the complementarity between evaluation and performance management in education systems is valid for the majority of the OCDE’s and middle-income countries which implemented a Standards-Based Assessment and evaluation system (SBA) (Verger, 2017). Moreover, national large-scale assessments (NLSAs), which usually rely on the external evaluation of students’ learning through standardized tests, became more recently, an intrinsic component

of Test-Based Accountability systems (TBA), and a governance instrument that has spread fastest in education systems (Verger, *et al.*, 2019).

### **3. Performance management in Education Systems for developing countries**

Many scholars demonstrated positive effect of PM approach in education system reform particularly when they explored the impact of Performance Targets approach (Lowe & Wilson, 2017). Most of them concluded, however, that these improvements are not firmly established and impose additional conditions (Pollitt, 2000). In this regard, several studies that do systematically look for the effects have mixed outcomes and generally highlighted hurdles to the effectiveness of such approaches in education systems. These hurdles are related to equity and complexity issues specially for developing countries when implemented locally. (Eppel & Rhodes, 2017). We use a literature review to understand developing countries specificities and the proposed solutions for overcoming hurdles and challenges related to Education Systems PM implementation.

#### **a. Specificities of developing countries in application of PM in Education Systems**

The main specific characteristics of developing countries is that the education is, at the same time, a great opportunity but also a great challenge. It is a great opportunity regarding the relationship demonstrated that the educational quality has larger returns in developing countries economic development than in developed ones (Hanushek & Wößmann, 2007). It is a great challenge, given the growing pressure that developing countries are enduring because of globalization, in one hand, to overcome the increasing gap with developed countries to enhance quality of education and governance. And in the other hand, to meet the requirements from society and national organization, related to universal education, equity in access to education and employment. This requires a significant investment which can represent an important part of the GDP (Mbiti, 2016).

In assessing the situation, many scholars noted that considerable progress in increasing enrollment has indeed been made in developing countries, as the second Millennium Development Goal is often interpreted, but they highlighted that the education deficits in quality are larger than previously thought. In fact, in the PISA survey, disparities in secondary education between developing countries and OECD countries are even larger when one considers not only access but also learning achievements (Hanushek & Wößmann, 2007).

In SDGs/Education 2030 agenda, developing countries led a development-effective educational strategy which focus not only on sending more children to schools but also on maintaining or enhancing the quality of schooling. Scholars pointed out however that the poor quality of education remains endemic because of underlying problems like teacher qualifications and attendance particularly in rural schools or some supply-side concerns such as overcrowded classrooms, lack of pre-schools, lack of teaching material, and poor infrastructure. They concluded that the quality of education improvement will not be possible just with providing more resources, but it requires major changes in institutions toward the application of accountability and performance management approaches (Hanushek & Wößmann, 2007; Verger, 2017). Even though, some scholars have noted the irrelevance of the choice. Tolofari, S. (2005) noted the “ugly face of NPM” and emphasized major differences in NPM implementation between developed countries and the developing ones. The first adopted deliberately the NPM in search of excellence, the latter adopted it under the funders pressure. In fact, most of them are suffering from ‘unsustainable’ financial problems. Brinkerhoff, (2015) concluded that external pressure to adopt NPM combined to socio-economic hurdles may lead complex situations in reforming public sectors. Thus, will lead country decision makers to adopt a visible trapping of reforms—for example, civil service restructuring, computerized budgeting, and competitive procurement—without implementing them to achieve their intended function. This attitude is well known by scholars as “Empty mimicry” that represent a real key risk (threat) to reforms. Lahjouji & El Menzhi, (2018) highlighted the numerous reforms that Morocco led in the public sector, while the new reforms are drowning in the oldest. They pointed out that timid reforms are almost worse than no reform (Polidano, 2001).

Many scholars interested by education in developing countries recognize that context matters for reforms particularly for performance management implementation. In fact, successful reforms will depend on understanding the existing constraints. Efforts must be rolled out based on what is feasible in education, economic, or social reform. How reforms are designed, introduced, approved, and implemented within a specific country also determine their success. Furthermore, equity matters, specifically, in terms of resources distribution and the reduction of achievement gaps between students; some scholars claimed fundamentally the NPM universality as a movement designed to promote the career interests of an elite group of 'new managerialists'. They emphasized the equity costs with growth and a focus

on 'bottom line ethics' (Hood, 1991). Others noticed that accountability policies are likely to have mixed effects or no significant effects. Others indicated that equity does not occupy a central place in accountability reforms. Consequently, accountability reforms do not bring additional educational resources to key areas such as “per-pupil expenditures, class size, and qualified teachers”, which can contribute to educational equity (Verger, 2017).

### **b. Potential solutions for overcoming hurdles and challenges related to Education Systems PM implementation in developing countries**

Some scholars, who have studied successful developing countries experiences in reforming education system by adopting NPM and getting advantage of funders assistance, observed that states cannot avoid global pressures to change in specific directions, but they can twist and transform these pressures to fit national purposes and opportunities (Verger, 2017; Hanushek & Wößmann, 2007). International organizations like the World Bank and OECD promote an accountability-based approach, including market and social forms of accountability, and confirm its best adaptability in the context of developing countries (Verger, 2017).

In the same vein, scholars interested by the quality of student learning in developing countries and its relationship with policy design, noted that drivers of change consist not only on supply-side capability interventions but also through policies that influence behaviors and preferences and empower teachers, households, and students. Bottom-up and top-down participatory based on community management interventions is also recommended as an effective driver of change to improve student performance and learning in developing countries.

Other scholars proposed that developing countries must enhance their governance quality interests in contrast to their quantitative approaches or the “Empty mimicry”. It has been also recommended the adoption of Problem \_Driven Iterative Adaptation (PDIA) approach. It is an approach to public sector reform that engages country teams of reformers in pursuing an iterative process of problem identification and testing of solutions, supported by external facilitators. The PDIA approach has been adopted by the World Bank and other funders as the core strategy for their public sector management programs, applied across the project cycle, from political economy diagnostics to reform design and implementation (Derick & Jennifer, 2015; Matt, 2017).

Regarding equity matters, Hood, (1991), with his analysis, countered those which claimed the contradiction between 'equity' and 'efficiency' in NPM's values. He proposed that countries must have a strong enough political commitment to program 'equity' into a target-setting and performance indication process which do not conflict with 'efficiency' concept. In fact, most developing countries, with the support of international organizations, have already introduced new dimensions in their educational strategic plans which deal with equity issues.

## **4. Case of Morocco:**

Morocco is a lower-middle-income country in North Africa with a population of about 34 million that in the past sixteen years benefited from political stability, which allows to carry out major economic and institutional reforms. These reforms have resulted in significant improvement in economic performance, poverty reduction and deep social changes. Morocco is on a fast-track modernization process driven by major sectoral strategies and infrastructure projects such as agriculture, mining, energy and industry. This modernization has been supported by a significant increase of public investment and a stable level of private sector activity. Thanks to its geographic situation and strengthened infrastructure, Morocco has positioned itself as an economic and financial hub between Europe and the African continent (World Bank, 2018).

Recent economic analysis, drawing on experiences of countries that have achieved a successful economic takeoff in the past half century like Spain and South Korea, concluded that Morocco could seize the opportunities of its demographic transition, urbanization and improved learning levels to deepen its structural reforms and rebalance its growth model by scaling up its productivity gains and improving the population's rate of employment and well-being. In fact, Morocco can accelerate its pace of economic emergence, by investing in institutional, human and social capital—what is also known as intangible capital. These three trends open a unique window of opportunity in Morocco's history (World Bank, 2018). Thus, we can observe that education constitute a great opportunity to accelerate Moroccan pace of inclusive and sustainable development but also a great challenge.

### **c. Main characteristics of the Moroccan education system and its performance issues.**

Being aware of these challenges, Morocco has placed the improvement of education at the heart of its main national priorities and is making a significant investment in the education sector, equivalent to nearly one third of public spending. In fact, Morocco made notable progress in achieving the Millennium Development Goals (MDGs) particularly to meet the challenge of the widespread access to the primary education and to improve the school enrolment rate in the secondary education, though relatively low learning outcomes and early dropouts continue to remain serious challenges specially for disadvantaged groups like girls in rural areas and children with specific needs. Several studies have related these hurdles to the quality of education and governance (Noah, *et al.*, 2016; El Hayani, 2017; Llorent-bedmar, 2014; Furceri, *et al.*, 2013). In the following, we stop on some analyses without claiming to be exhaustive, but we try to raise some relevant elements of the Moroccan education system analysis in connection with the performance issue.

- On the one hand, youth unemployment in Morocco is among the highest in the MENA region (28.80%), despite the favorable context about the dynamics of the labor market. Several studies related between the youth unemployment and performance Education System specially the score of Moroccan students at international tests which is among the lowest in the MENA region. Dropout rates are still high, (72%) of all students leave the education system without any qualification (IMF,2016).
- On the other hand, public spending on education in Morocco is high compared to other countries and accounts for a substantial share of the budget (about 5.9 % of GDP and 21.3 % of total government spending) (IMF,2016).
- Furthermore, a large inefficiency of Moroccan education public spending can be noted. The analysis of the main determinants of the efficiency gap, revealed principally the recommendation to strengthen teachers training and Education System governance by the reference to NPM principals (Autonomy, Accountability, and performance management) (IMF,2016).
- Finally, according to World Bank (2018) trends to perpetuate social inequalities and determinism are identified, prompting the creation of a veritable “educational divide” between parallel educational worlds delimited by the financial capacity of households. Thus, Moroccan government has taken steps to address persistent problems with inequality in Morocco that impact negatively educational outcomes.

### **d. Legal framework for performance management and evaluation in the Moroccan public sector**

Morocco undertook, since the 80s, a structural adjustment program to maintain the macroeconomic stability. This stability came along with an accentuation of the liberal character of the economy and an opening trade regime, followed by a progressive disengagement of the state for the benefit of the private operators. In the political and social levels, important dynamic is also observed by the increased participation of civil society in the management of the public affairs and the woman’s socioeconomic integration. In this context, Morocco joined to NPM movement since its emergence and undertook, since 2002, a set of structural reforms with that aim in mind. Thus, was an evidence of morocco awareness about the administration ineffectiveness. The principal reforms launched are summarized below:

- A “Good Management Pact” provided in 1998: For the modernization of the administration with three fundamental principles (Raising of moral standards; Rationalization and Communication);
- The Economic and Social Development Plan (PDES) (2000-2004);
- The Budget Act for 2003 with plans to modernize the departments.
- The Reform Support Program for Public Administration (PARAP) launched in 2003 with the assistance of African Development Bank, the World Bank and the European Union.
- The Local Governance Project (PGLM) (2007 - 2012) with the assistance of Canadian government.
- The Constitutional Bylaw on Budget Acts (LOLF) n° 130-30, promulgated in 2015 (LOLF, 2015).
- The Decree No. 2-17-618 on the National Charter of Administrative deconcentration (adopted in December 2018).
- The Decree No. 2-17-265 setting out the procedures for receiving comments and proposals from users, monitoring and handling their complaints remains crucial in the planned revision of the relationship with users (Adoption in June 2017).
- The Law 55.19 on simplification of procedures and administrative formalities (Adoption in February 2020).

Most of the administrative reforms in Morocco followed the French pattern (Jongen, 2012). The LOLF is the best example. Promulgated in France since 2001, the LOLF is qualified as the catalyst of reforms (Inglebert, 2005). It is the first platform that proposed a new organization of public services based on accountability (Gunter, *et al.*, 2017, p 84). The LOLF is more than a "Financial constitution", it's based on three axes of reforms: " (1) The public performance management; (2) The financial rules and public finances transparency; (3) The parliamentary control over the public finances. In practice, it is translated as a new Performance-Based Budgeting (PBB) approach with the construction of a new accounting function and the implementation of new information systems (Lahjouji & El Menzhi.,2018).

Rochet C., (2008) noted that the LOLF is an appropriate institutional mechanism to create complementarity between the performance management and the evaluation systems. Indeed, the LOLF avoids depoliticizing public management as is the case in some OECD countries where "managerialism" did not bring the expected results which led them to adjust their approach by moving to a results-driven approach but with a revitalization of the tax consent power of Parliament. By getting Parliament to vote on the budget based on key public policy issues, it gives administrations a clear mandate to manage with a great deal of flexibility for managers. Rochet (2008) noted, however, that the challenge identified by Allen Schick (1999) was to conduct two strategies, one to modernize management and the other to evaluate results.

#### **e. Performance Management and evaluation in the Moroccan Education System**

The Ministry of Education was one of the first departments of Morocco to support this drive. the decentralization was being adopted since the 60s following the first territorial division of the kingdom (Dahir N° 1-59-351, 1959). But the major institutional, organizational and management reforms, relating to the NPM, has been undertaken in Morocco's Education System since 2002, in application of national educational and training charter (CNEF). The CNEF articles related to governance clearly show the orientation of Morocco towards the NPM (Lahjouji & El Menzhi.,2018).

Thus, the administrative reforms that Morocco led in Educational System to implement NPM principals concerns mainly the seven following dimensions: (1) The General Education Act (GEA) that constitute a legal framework guaranteeing the implementation of education reform in the time and the stakeholders involvement. The GEA considers evaluation and performance management approaches as guiding principles for the achievement of its overall goals (article 4) and acted the effective autonomy of schools and AREF (Académie Régionale de l'Education et de la Formation), within a contractual framework, with the institution of monitoring and assessment mechanisms and performance measurement at all levels. (2) The Master Plan for Deconcentration (SDS : Schema Directeur de Déconcentration) for the period 2019-2021 in application of the National Charter of Administrative Deconcentration (CNDA). (3) The CSEFRS, created in 2008, is an independent body responsible for the implementation of the strategic guidelines of the education system and the evaluation of public education policies. (4) Organization charts of the Ministry including particularly structures dedicated for strategic planning, financial management and management control, for evaluation, for private sector and for the information systems. (5) The law N 07-00 related to the establishment of the regional educational authorities of the education and training (AREF) as autonomous public institutions; (6) The law N 06-00 related to the educational private school status; The law N 01-00 related to the higher education organization as autonomous public institutions; (7) The decree N 2-02-376 carrying a particular status of public school. It's important to notice that the decree doesn't give autonomy to schools, but it principally emphasized the need for schools to be more open to its local community through the institution of school management boards (Llorent-bedmar, 2014);

Furthermore, the Ministry of Education was selected among the pilot departments for the implementation of the new LOLF since 2015. Thus, based on its strategic vision of reform (2015-2030), the ministry of education have developed a reform policy plan which is result-oriented (PAMT) assorted with medium-term of expenditure contract which is three-year programmatic budgeting (CDMT) since 2015.

Concerning educational evaluation, Morocco has all the necessary foundations to develop an effective evaluation system (Maghnouj, *et al.*, 2018). These foundations include : (1) the General Education Act (GEA), which calls (In article 4: Principles and Objectives underlying) for the development of an evaluation framework, reflecting a political awareness of its importance for the success of reforms ; (2) the creation or strengthening of structures for the evaluation, including the National Center for Evaluation, Examinations and Guidance (CNEEO) for pupils' evaluation, the National Evaluation Authority (INE) for the external evaluation of the system and the General Inspectorate for Educational Affairs (IGAP) for schools audits; (3) Morocco has introduced promising tools to support

evaluation like The National Student Assessment Program (PNEA), introduced in 2008, which provides for the first time national comparative data on student learning. the Pre-requisite Evaluation Program (PEP) is the first step towards the formative evaluation in the classroom; (4) The implementation of a national information system of education MASSAR with the introduction of a unique identifier for students in 2013 is the among principal accompanying measures that OECD division described it as a significant step forward the establishment of a modern education information system (Maghnouj, *et al.*, 2018). (5) Finally, the new School Project initiative, which calls on schools to develop a three-year school project based on performance review, is a positive step towards building school self-assessment capacity.

Moreover, Morocco participates in several international surveys TIMSS/PIRLS, PISA since 1995, which allows it to have reliable and scientifically established information on the quality of learning. These programs also provide trends over time. This is the strength of Morocco's evaluation system. However, the results remain insufficiently exploited in decision making and in performance management (Maghnouj, *et al.*, 2018). Moreover, since 2018, Morocco was among the first states outside OECD to achieve the OECD reviews of evaluation and assessment in Education to prepare implementation of the "standard-based assessments system". But it still faces major challenges and hurdles for its implementation (Maghnouj, *et al.*, 2018).

#### **f. Hurdles to the effectiveness of Moroccan Education performance management and evaluation systems**

Scholars in examining the Moroccan educational system reform undertaken since 2002, concluded that morocco demonstrated a great willingness to implement NPM principals in Education System and to develop the institutional basis of the performance management and evaluation but with minor results on the ground (El Hayani, 2017; Llorent-Bedmar, 2014).

Houdret & Harnisch, (2019) led a recent assessment of Moroccan deconcentration reforms discovers that the reform articulates important democratic principles and formally opens new spaces of action that may facilitate more efficient and participative governance. However, historical legacies of centralized control, few opportunities for participation, low institutional capacities and weak accountability, and unclear regulations within the reform, are still hindering effective decentralization. Such findings have been taken up by other scholars or organisms about Moroccan education system (Dervin & Zajda, 2015; Maghnouj, *et al.*, 2018). Although things did improve considerably in the last two years by giving sufficient room for maneuver to AREFs through the acceleration of the implementation of the master plan of the deconcentrating.

#### **g. Lessons learned about the case of Morocco**

On the whole, it can be observed that Morocco has succeeded in laying the necessary foundations for establishing respectively a performance management and an evaluation system which represent the essential key factors of success for education system reform particularly for quality of education and accountability. The legal, organizational, strategic, or administrative requirements are relatively verified or in the process of being finalized. the greatest challenge lies in the effective deployment and implementation of these systems in an integrated and coordinated way. Challenges lie in working at the individual or local level to prepare key actors to change and train them for the evaluation and performance exercises. Complementarity between performance management and evaluation systems can help Morocco to overcome these challenges by adopting a holistic approach to prepare and support actors for change.

### **5. General conclusion**

The complementarity between the evaluation system and the performance management system which is widely adopted in developed countries and some developing countries give visible results for the education systems effectiveness. In fact, The evaluation system that is learning management oriented and the performance management system that is measures and accountability oriented ensure through their integration : (1) at the strategic level, a capacity to design a coherent change project that links the strategic objectives to be achieved with the capacity of the organization to implement these objectives on an individual scale and in a performance logic; (2) At the operational level: a capacity to support stakeholders, and to monitor and manage activities in a continuous improvement process that calls for planning, self-assessment and participatory leadership.

Of course complementarity is not a magic solution to the aforementioned problems and obstacles and carries within it risks of failures or tensions. The recommended means of mitigating these risks are: (1) the preparation of actors through training and awareness raising; (2) the adoption of progressivity and the participatory and supportive approach; (3) the quality of the information system and the reliability of the decision-making process.

Morocco is among the first non-OECD countries to develop a conceptual standard-based-assessment and evaluation platform which basically links PM and evaluation approaches. This platform is to be extended to integrate all the strategic objectives of the educational policy in application of the LOLF.

The case study of Morocco revealed new evidence in research on relevance of the performance management and evaluation systems in developing countries education system.

Data-driven framework to support the integration of evaluation within performance management system applied to the case of Moroccan education system could be a fruitful pathway in perspective of this research.

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