

**PROJECT INFORMATION DOCUMENT (PID)
APPRAISAL STAGE**

Report No.: AB1111

Project Name / Nom du projet	Basic Education Reform Support Program / Programme d'appui à la réforme du système éducatif marocain
Region / Région	Middle East and North Africa / Moyen-Orient et Afrique du Nord
Sector / Secteur	General education sector (75%); Central government administration (25%)
Project ID / Code du projet	P043412
Borrower / Emprunteur	Kingdom of Morocco / Royaume du Maroc
Implementing Agency / Agence d'exécution	Département de l'Éducation Nationale, DEN (Department of National Education)
Environment Category	<input type="checkbox"/> A <input checked="" type="checkbox"/> B <input type="checkbox"/> C <input type="checkbox"/> FI <input type="checkbox"/> TBD (to be determined)
Safeguard Classification	<input type="checkbox"/> S ₁ <input checked="" type="checkbox"/> S ₂ <input type="checkbox"/> S ₃ <input type="checkbox"/> S _F <input type="checkbox"/> TBD (to be determined)
Date PID Prepared	January 25, 2005
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a. Country and Sector Background / Contexte sectoriel du pays

Morocco's education system has shown remarkable progress despite adverse economic conditions. The country underwent a period of economic stagnation in the late 1990s and the early 2000s as a result of extreme drought that negatively affected a predominantly agricultural economy (with average GDP growth rates of 2.5 percent during the 1990s). Despite these challenges, education has been extended to almost all children at the primary level.¹ The national net enrollment rate for primary education increased from 52.4 percent (1990-1991) to 92.0 percent (2003-2004). Net enrollment in middle school has increased from 17.5 percent to 32.0 percent, and in upper secondary education from 6.1 percent to 14.9 percent over the same period.

The future development of the Moroccan formal education system, however, faces many new challenges. Internal inefficiency is high, as evidenced by high dropout and repetition rates (see Annex 1). Gender and geographical disparities remain important at all education levels. There is also rapidly growing demand for middle school, as a consequence of successful increases in access to primary education. Budget allocation to the education sector is already substantial at 6.6 percent of GDP, limiting the financial margin to expand the system. In this context, the education authorities need to simultaneously manage a complex education system and meet increasingly diverse demands while they implement a large-scale education reform.

¹ Formal education consists of three levels of instruction: basic, upper secondary and higher. Basic education includes two sections: primary (grades 1-6) and middle (grades 7-9).

b. Objectives / Objectifs du projet

The principal objective of PARSEM is to support Government efforts to provide basic education of improving quality to all children ages six to fourteen in a financially sustainable manner. To meet this objective, PARSEM contributes to the establishment of practices, mechanisms, and approaches that will improve the education system on an ongoing basis.

c. Rationale for Bank Involvement / Argumentaire en faveur d'une intervention de la Banque

There are three principal reasons for Bank involvement to support education reform in Morocco. First, the Bank has substantial experience with large-scale education reform programs. The Bank can identify best practices in other countries with similar development challenges that can inform the reform process in Morocco. Second, as a major development partner, the Bank can help strengthen the link between education reform, macro-economic stability, and the development of other sectors, such as agriculture, health, water, infrastructure, legal, and social protection. Third, the Bank has provided continuous support to the Moroccan education sector since the 1960s. Many years of collaboration between the Government and the Bank have built commitment and trust. For these reasons, the Government of Morocco (GoM) requested the Bank to provide technical and financial support for their education reform, in the specific area of basic education.

Moreover, Bank support for decentralization and education sector reform is clearly spelled out in the Country Assistance Strategy (CAS). Strong emphasis is placed on social sector reform, and education is indicated as one of the pillars of social development. There is a strong link between illiteracy and poverty, and the availability of quality education will be critical for decreasing the poverty rate in Morocco. Higher primary education attainment levels are positively correlated with less poverty and improved living standards for the poor, particularly for women. The CAS also emphasizes the importance of community development and decentralization to reach the population in extreme poverty, mostly living in rural and peri-urban areas. Finally, the CAS states that the Bank will support the implementation of the National Education and Training Charter.

d. Description / Description du projet

PARSEM adopts a Sector-wide Approach (SWAp) to be implemented as a Sector Investment Loan (SIL). The PARSEM operation supports the implementation of the education sector five-year Strategic Framework described above. It provides financing for those budget lines of the Education Ministry and Education regional offices (*academies nationale d'éducation et de formation* – AREF) that fund specific components of the Framework.

The actions to be supported by PARSEM are organized into three components.

Component One: Generalize basic education [estimated cost: US\$ 95.87 million]: This component's objective is to ensure that basic education is available to most school-age children by 2008. Its overall strategy is to increase the provision of schooling in a cost-effective manner by using new construction norms. It also funds provisions of social services (boarding facilities,

school transport, etc) for under-served students by promoting partnerships with local stakeholders. Demand will also be strengthened through the promotion of pre-school education.

Component Two: Improve the quality of education [estimated cost: US\$ 42.53 million]:

The objective of this component is to improve student learning and reduce dropout and repetition rates. The principal strategy implemented through this component is to establish the capacity necessary to ensure ongoing improvements in the quality of education: systematic assessment of student achievement, cost-effective in-service teacher training and teacher support services, setting and using quality standards to promote and monitor school efforts to improve quality, and the development of a regularly programmed research agenda for the development of quality enhancement innovations.

Component Three: Build institutional capacity [estimated cost: US\$ 12.16 million]:

This component supports the sector’s decentralization process at the central, regional, provincial, and local levels through capacity building. It also introduces two innovations. First, it will help implement the government-wide public administration reform within the education sector, through program budgeting and personnel deployment based on standard job descriptions. Second, it improves key systems (procurement, financial management, environment, and social protection) for greater accountability, transparency, efficiency, and performance.

The following table summarizes PARSEM’s three components and 13 sub-components.

Table 1: Project Components and Sub-Components

Component	Sub-Component
1: Generalize basic education	1.1 : Promote pre-primary education through partnership 1.2 : Achieve full primary education enrollment (grades 1-6) 1.3 : Increase equitable access to middle school (grades 7-9) 1.4 : Mobilize partnerships towards the expansion of basic education
2: Improve the quality of education	2.1 : Improve evaluation systems 2.2 : Improve support services for teachers 2.3 : Promote the quality of education at the school level 2.4 : Promote research to improve the quality of education
3: Build institutional capacity	3.1 : Support implementation of public administration reform in the education sector 3.2 : Reinforce human resource management 3.3 : Reinforce finance and administrative management capacity 3.4 : Improve communication and partnership with education stakeholders 3.5 : Reinforce change management in the education sector

e. Financing / Plan de finance

Source:	(\$m.)
BORROWER	70.55
INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT	80.00
Total	150.55

f. Implementation / Modalités d'exécution du projet

The DEN is ultimately accountable for meeting the objectives set out in the Strategic Framework, providing oversight, monitoring and evaluation, and technical support to the AREFs. Directorates in the DEN are responsible for their respective areas of expertise for program implementation. The Directorate of Strategy, Statistics and Planning (DSSP) serves as an overall coordinator for the Strategic Framework, and thus of PARSEM. In line with their general responsibilities, the AREFs will take charge of implementing most of the activities described in the Strategic Framework, such as construction, equipment, and partnership agreements. The DEN, through its relevant directorates, is responsible for implementing most of the institutional capacity building activities of the Strategic Framework.

A Program Operations Manual (POM) will guide implementation. The POM describes guidelines and procedures to successfully carry out Annual Work Plans (AWP). It defines procurement, financial management, and monitoring and evaluation mechanisms. This document also includes action plans for improving procurement and financial management capacity within the education sector. The document will be disseminated to the DEN directorates as well as to AREFs before program implementation. Its contents will be regularly revised as institutional capacity improves and program implementation progresses.

g. Sustainability / Pérennité du projet

The Government's program is ambitious, and requires significant financial, human and institutional resources to succeed. The government has adopted a number of strategies and measures to ensure program sustainability.

In terms of financial sustainability, the DEN and the Ministry of Finance and Privatization (MFP) will establish an annual financing plan for the implementation of the Strategic Framework. This financing plan ensures that sufficient resources are allocated to implement programmed activities and to cover their recurrent cost implications. Budget allocation and execution will be closely monitored through the review process described above.

Furthermore, the Government's program includes a number of measures that will improve the allocative efficiency within the sector, which are reviewed in greater detail in Annex 9 (e.g., maintaining student-teacher ratios in primary levels, increasing the number of hours taught per teacher at middle and upper secondary levels, and using existing infrastructure to meet the increasing demand for middle school education in urban areas). According to the Government's education sector financing strategy, these savings will be re-allocated toward recurrent non-salary budget categories that finance education quality actions and inputs, such as school operations, teacher support services, and teacher training.

Finally, in line with the Government's finance sustainability strategy, the Government has divided PARSEM into two phases. Over the first three years, the DEN will establish the mechanisms and systems to conduct better sector operations, while beginning to expand capacity at the sector. For the subsequent two years, these approaches will be operationalized and generalized. This operation supports the first phase of PARSEM.

In terms of institutional sustainability, the Strategic Framework aims to consolidate the transfer of responsibilities towards the AREFs, ensuring the deployment of appropriate staff and the allocation of needed resources. Furthermore, AREF and central staff will be provided with training as well as technical and material resources. Finally, the DEN aims to develop new mechanisms (e.g., teacher support services, information systems, financial and human resource management) that take advantage of the new decentralized structure of the sector.

h. Lessons Learned from Past Operations in the Country & Sector / Enseignements tires des operations antérieures au pays et dans le secteur

PARSEM builds on the experiences and lessons learned from previous sector operations. The following key lessons were raised in Implementation Completion Reports (ICR) of other basic education projects: i) decentralization can accelerate implementation; ii) community contributions should be promoted; iii) a balanced approach between school construction and quality of education is important; and iv) executing agencies capacity should be evaluated prior to the beginning of the project.

In response to these lessons, the following measures were incorporated in the program design. First, PARSEM supports Government initiatives to decentralize education sector responsibilities to regional, provincial, and local levels, thus improving implementation capacity. Second, the program encourages local stakeholders to become more involved in the provision of school services so as to increase access to quality education (e.g., school-based projects and partnership agreements). Third, the program strikes a balance between access and quality of education. Fourth, as part of the project preparation process, the Bank conducted assessments on the implementation capacity of the DEN and AREFs. These assessments indicated that the AREFs have the capacity to monitor and implement program activities.

i. Safeguard Policies / Directives en matière de protection des populations vulnérables et des ressources naturelles

In order to comply with the Bank's Operational Safeguards Policy relative to Environmental Assessment (OP 4.01), an Environmental and Social Assessment (ESA) was conducted for PARSEM during the preparatory phase of the program. This assessment addressed environmental as well as social safeguards concerns mainly related to the construction of new schools. An Environmental and Social Safeguards Framework (ESSF) was prepared during this assessment process. This details the mitigating as well as monitoring measures that need to be carried out during project implementation. It also lists ways to improve capacity of the implementing agency(ies). This document also takes into consideration the current institutional and regulatory framework in Morocco as applicable and necessary in a Sector-Wide Approach (SWAp) operation.

The findings of the ESA are the following: (i) existing construction and functional standards, as well as construction monitoring norms do not fully guarantee the safety, health, and well-being of students, teachers, and personnel at schools; (ii) there is a lack of adequate resources for school maintenance; (iii) the practice of sole-source contracts with architects does not guarantee cost-effectiveness of school construction programs; and (iv) there is a sector-wide issue of arrears related to payment of land acquired for construction of schools.

Although existing land acquisition procedures in Morocco are, in general, consistent with the corresponding Bank policy, the issue of arrears in payment of compensation is of concern. The Involuntary Resettlement policy (OP4.12) was triggered because of the concern stemming from delayed payment of compensation for land acquisition although this issue is not specific to the education sector. An on-going Bank adjustment operation, the Asset Management Reform Loan (AMRL, 4700-MOR), is currently assisting the Government of Morocco to alleviate this problem. Measures have been agreed with the Ministry of Education to minimize shortcomings related to compensation payments. The ESSF includes activities that will help improve the capacity for monitoring the progress achieved in this regard.

Both environmental and social safeguard mitigating and monitoring measures as defined in the ESSF have been included in the Program Operations Manual (POM), which will be available to all implementing agencies before effectiveness. This manual will constitute a central depository of norms and guidelines for the implementation of the government’s program and for reporting on program progress. For example, this manual will define mechanisms for monitoring the application of construction norms and functional standards and payment of land acquired for school construction.

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment (OP/BP/GP 4.01)	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Natural Habitats (OP/BP 4.04)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Pest Management (OP 4.09)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Cultural Property (OPN 11.03 , being revised as OP 4.11)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Involuntary Resettlement (OP/BP 4.12)	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Indigenous Peoples (OD 4.20 , being revised as OP 4.10)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Forests (OP/BP 4.36)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Safety of Dams (OP/BP 4.37)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Projects in Disputed Areas (OP/BP/GP 7.60)*	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Projects on International Waterways (OP/BP/GP 7.50)	<input type="checkbox"/>	<input checked="" type="checkbox"/>

* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties’ claims on the disputed areas

Directives susceptibles d'être appliquées au projet	Oui	Non
Evaluation environnementale (OP/BP/GP 4.01)	[X]	[]
Habitats naturels (OP/BP 4.04)	[]	[X]
Contrôle des organismes nuisibles (OP 4.09)	[]	[X]
Patrimoine culturel (OPN 11.03 , en cours de révision OP 4.11)	[]	[X]
Déplacement involontaire de populations (OP/BP 4.12)	[X]	[]
Population autochtones (OD 4.20 , en cours de révision OP 4.10)	[]	[X]
Régions forestières (OP/BP 4.36)	[]	[X]
Sécurité des barrages (OP/BP 4.37)	[]	[X]
Zones en litige (OP/BP/GP 7.60)*	[]	[X]
Voies navigables d'intérêt international (OP/BP/GP 7.50)	[]	[X]

j. List of Factual Technical Documents / Documents techniques consignés au dossier du projet

Program Implementation Plan:

The Project Implementation Plan (PIP) is located in the Project files.

Government Documents:

COSEF (2000). Regards sur le système d'éducation formation au Maroc. Rabat: COSEF.

DEN (2004). Document Cadre pour la Protection Environnemental et Sociale. Rabat: MENESFCRS.

DEN (2004). Programme d'Appui à la réforme du système éducatif marocain. Rabat: MENESFCRS.

Government of Morocco (2003). Rapport National Relatif aux Objectifs du Millénaire pour le Développement. Rabat: Government of Morocco.

MENJ (2004). Cadre Stratégique. Rabat: MENJ.

MENJ (2003). Statistiques Scolaires: Bilan de la rentrée scolaire 2002-2003. Rabat: MENJ

MENJ and CIDA (2003). Planification Stratégique. Rabat: MENJ.

World Bank Documents:

OPCS (2001). Key Performance Indicators for Managing and Achieving Results. (Unofficial document).

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OPCS (2004). Sector-Wide Approaches: Concept, Applications, and Implications. Washington D.C.: World Bank.

World Bank (1999). Changing Patterns of Illiteracy in Morocco: Assessment Methods Compared. LSMS Working Paper, Number 115. Washington, D.C: World Bank.

World Bank (2004). Country Brief: Middle East and North Africa Region—Morocco. Washington, D.C: World Bank.

World Bank (2004). Evaluation Préliminaire du Système de Gestion Financière des Agences d'Exécution du Programme, Mars – Avril 2004 (Maroc). Washington D.C.: World Bank.

World Bank (2004). Evaluation Préliminaire du Système de Passation de Marchés des Agences d'Exécution du Programme, Février – Avril 2004 (Maroc). Washington D.C.: World Bank.

World Bank (1994). Kingdom of Morocco: Poverty, Adjustment, and Growth. (2 volumes). Washington, D.C: World Bank.

World Bank (2003). Morocco: Economic monitoring—Fall Update. Washington, D.C: World Bank.

World Bank (2004). Morocco: Education Sector for the Spring Meetings (Unpublished document). Washington, DC: World Bank.

World Bank (2004). Morocco: Education Status Report (Unpublished document). Washington, D.C: World Bank.

World Bank (2004). Morocco: Poverty and Human Development Brief (Unpublished document).

World Bank (1995). Performance Indicators in Bank-Financed Education Operations. Second edition. Human Development Department.

World Bank (2004) La procédure d'agrément des entreprises de travaux, ingénieurs conseils ou bureaux d'études. Rabat: World Bank. (Unpublished document).

World Bank (1990). Reaching the Disadvantaged: Social Expenditure Priorities in the 1990s. Washington D.C: World Bank.

Other donor documents:

UNDP (2003). Human Development Indicators. Website:
http://www.undp.org/hdr2003/indicator/cty_f_MAR.html [2004/4/10]

UNESCO (2004). EFA Global Monitoring Report. Paris: UNESCO.

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