



Program Information Document (PID)

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BASIC INFORMATION

A. Basic Program Data

Country Morocco	Project ID P167619	Parent Project ID (if any)	Program Name Morocco Education Support Program
Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 15-Nov-2018	Estimated Board Date 14-Feb-2019	Does this operation have an IPF component? No
Financing Instrument Program-for-Results Financing	Borrower(s) Minister of Economy and Finance	Implementing Agency Ministry of Education	Practice Area (Lead) Education

Proposed Program Development Objective(s)

To support the Government of Morocco in strengthening the foundations and the environment for learning in pre-primary and basic education.

COST & FINANCING

SUMMARY (USD Millions)

Government program Cost	300.00
Total Operation Cost	300.00
Total Program Cost	300.00
Total Financing	300.00
Financing Gap	0.00

FINANCING (USD Millions)

Total World Bank Group Financing	300.00
World Bank Lending	300.00



B. Introduction and Context

Country Context

Despite major economic and social leap forward during the last 15 years, Morocco remains confronted with substantial human and social challenges. While many countries in the region have witnessed stagnating economic growth, and are currently under substantial political and economic turmoil, Morocco has been able to achieve respectable per-capita income growth and preserve political stability. With annual per capita GDP growth averaging 3.3 percent over 2000-2016, headcount poverty fell from 15.3 percent in 2001 to 4.8 percent in 2014, extreme poverty was eradicated, and shared prosperity increased. Major sectoral strategies and infrastructure projects, supported mainly by large public investment, have supported the fast track modernization of the Moroccan economy. This in turn allowed for significant improvement in many social indicators. However, Morocco's social and human development outcomes are still below expectations. The social well-being of the population improved with a steep decline in the fertility rate, an increase in average life expectancy, and large expansion in access to education, as well as greater access by the poor to basic public services and decent housing, gradual urbanization and significant public infrastructure and water, electricity and transport. Despite these achievements, a large swath of youth and of women has remained unemployed or inactive, and some groups and regions still have limited access to services and economic opportunities.

Suboptimal social outcomes illustrate deficiencies in the delivery chain for essential public services including education. The current growth model shows signs of weaknesses as it is confronted with a series of sustainability issues. Growth is largely driven by Agriculture production and remains highly variable from year-to-year. While largely pro-poor, growth has not been pro-job, and the economy is not creating enough jobs to meet the needs of the labor force. The job creation deficit is in excess of 150,000/ year. The contribution of Human Capital to wealth per capita remains low at 41% in 2014, compared to Tunisia (55%), Lebanon (65%) and Jordan (55%). This reflects both the accumulated deficit in terms of quantity as well as the poor quality of human capital outcomes. Women account for only about a fifth of total human capital in Morocco. If gender parity in human capital wealth were achieved, levels of human capital wealth in Morocco could increase by more than a third. (The Changing Wealth of Nations, World Bank, 2018)

Building and protecting the human capital of every Moroccans has become an imperative to promote economic and social inclusion and preserve peace and stability.

Sectoral (or multi-sectoral) and Institutional Context of the Program

Access to education at all levels has progressed steadily over the past twenty years in Morocco, but country's basic literacy indicators remain relatively low. The country almost achieved universal primary education and made significant progress in promoting gender equality. In 2016, the index of gender parity reached 91 and 81 percent, respectively, for primary and secondary school. This remarkable expansion in coverage is mostly the result of massive and consistent public investments in education since 2000. Between 2001 and 2015, the government allocated, on average, about 30.4 percent of its total budget-or 6.4 percent of GDP to education and training with pick in 2011 at 37.2 percent (7.7 percent of GDP). The enormous efforts made by the government to improve access to education continue to be undermined by high levels of school early drop-outs. The Higher Council for Education (CSEFRS) estimates that, between 2000 and 2012, about 3 million young Moroccans left the school before completing a full cycle of basic education (lower secondary) and that two thirds of them did not have access to any form of alternative education or training.



Disadvantaged groups, particularly girls and populations residing in rural and remote areas are still facing important inequality of opportunities in access to education. Inequality in opportunities starts early. The recent regional study on Early Childhood Development found that children in Morocco face very unequal chances to develop, with Urban/rural differences and differences by wealth being particularly acute. In 2013, there was 34 percentage points difference in enrolment rates of the 4-5 years old children (pre-school) between rural and urban areas. Inequality of access to primary education has been dramatically reduced thanks to the government massive investments including the flagship Conditional Cash Transfer (CCT) program Tayssir. However, the gap reappears again at the lower secondary level with more than forty points difference in Net Enrolment Rate (NER) in rural areas compared with the NER in urban areas (81.8 vs 39.1 percent in 2013). This huge gap is explained by massive drop-outs at the end of primary education or during the lower education cycle and due to both supply and demand factors. 63.6% of students complete the basic education cycle (23% without repeating). A panel survey by the *Observatoire National de Développement Humain* (ONDH) in 2012 found that the main reasons mentioned for school drop-outs are that the *child doesn't like the school* (31.9 percent) or the household being *far from school* (13.6 percent). Girls are the most affected particularly with the school distance as lack of affordable public transportation and longer walking routes also tend to pose security issues for girls. School infrastructure, particularly in rural areas, remains an issue at the primary and lower secondary levels.

Morocco's educational achievement remain low, evidencing substantial equity and efficiency challenges. The overall quality of education outcomes is below standards. Results from the 2008 National Learning Assessment Program (PNEA) reveal a picture of an average student not reaching any of the country's benchmarks in math, science, and basic languages at any of the key cycles of basic education. Also, Morocco participations to Trends in International Mathematics and Science Study (TIMSS) since 2003 consistently show a country trailing its regional neighbors and scoring very low by international standards. In 2011, 92% of Grade 4 students in Morocco did not reach the TIMSS-PIRLS (Progress in International Reading Literacy) *low* international benchmark levels in all three subjects (reading, math, and science), meaning that they have not acquired what is internationally considered as basic knowledge in these subjects. The results of the 2015 TIMSS and 2016 PIRLS surveys show that Morocco made relative progress in terms of student learning outcomes but the country is still far below the international average. Out of approximately 50 participating countries, Morocco systematically ranks among the bottom three countries in all subjects. The results of the large-scale national standardized assessment (*Programme national devaluation des acquis* - PNEA) published in 2016 show that 10th grade students in upper secondary school have not acquired basic knowledge as intended in the primary and lower secondary school national curricula. Poor learning outcomes are due to a number of factors including gaps in the curriculum and pedagogy with sufficient emphasis on acquiring reading skills in early grades of primary education as shown by the 2012 analysis undertaken by RTI for USAID. There has been a continuous concern, since the massive recruitments of fresh university graduates in the 2000's, about the qualification of many teachers in terms of subject matter, pedagogy, practice and work ethics. This situation has been aggravated by politically and socially motivated recruitments of unemployed graduates in a context of heightened social demands in the wake of the Arab Spring.

Education remains a top priority in Morocco. Education policies have been guided since 1999 by the National Education and Training Charter (CNEF) which set ambitious goals particularly in terms of increasing access to education at all levels. In 2008, due to delays in implementation and unmet objectives, the government launched the National Education Emergency Plan (PUEN) which laid out a comprehensive policy framework in order to significantly improve education outcomes and allocated substantial resources. In 2012, King Mohammed VI stated in his throne speech a sense of urgency to reform the education system in order to respond to youth



aspirations and the country's development needs. Following his instruction, the CSEFRS completed a comprehensive assessment of the education sector performance since 2000. A wide consultation (both national and regional) with stakeholders involved about one thousand participants including teachers, parent's associations, local authorities, private sector and NGOs between 2013 and 2014. Based on the sector performance assessment and stakeholders' consultation, the CSEFRS developed and adopted a strategic vision of the education reform for 2015-2030 (ESV15-30): *Pour une école de l'équité, de la qualité et de la promotion*. The ESV15-30 objectives have been translated by the Ministry of National Education and Vocational Training MENFP in a Portfolio of 16 integrated projects.

Relationship to CAS/CPF

The proposed Program is closely aligned with the upcoming Country Partnership Framework (2019-2022). More specifically, the proposed operation will contribute to improving Early Childhood Education outcomes especially in rural areas, and will support improvements in the quality, equity, and governance of education, particularly through supporting the acquisition of basic skills in early grades and more effective teacher policies; consolidating and improving the efficiency of subsidy programs targeting rural and disadvantaged areas; and improving the governance of the education system by building the capacity of the regional academies and providing support to school-based management mechanisms. In line with the CPF Governance Foundation, the Program will leverage cross-cutting governance reforms, such as, performance budgeting reform, the corporate governance reforms of agencies and State Owned Enterprises (SOEs) or decentralization reforms.

Rationale for Bank Engagement and Choice of Financing Instrument

Together with the European Union and the *Agence française de développement (AFD)*, the Bank is one of the key Development Partners (DPs) supporting the education sector in Morocco. The proposed Program will focus on the implementation of specific reforms initiated under the PUEN and supported by the Education DPL series (P117838 and P120541). The Bank has also, over the past years, provided analytical work and technical assistance to the Ministry of Education (MoE), including a Service Delivery Indicator (SDI) survey in education and a benchmarking (SABER) of School Autonomy and Accountability, Student Assessment, and Teachers policies.

It is proposed that Bank's support to the Program would come through a results-based financing (RBF).

This choice has been primarily guided by the lessons learnt from past sector support and the intended objectives of this operation. The Bank has traditionally supported the education sector in Morocco through series of Investment Projects and Development Policy Loans but with limited efficiency. Alternatively, result based financing (RBF) models globally have proven to be more powerful instruments in achieving results in education using a variety of modalities such as performance-based contracting, performance-based incentives and payment for results models. The Program for Results (PfR) instrument was found to be the most appropriate given the fact that the proposed Program will support a process aiming to improve the effectiveness and efficiency of the overall MoE's program, rather than a limited number of specific activities or investments. The PfR will focus on implementation of the reform agenda and not only the adoption of the reform itself. It will be aligned with the use of Program-Based budgeting which the MoE is pioneering in the country.

C. Program Development Objective(s) (PDO) and PDO Level Results Indicators



Program Development Objective(s)

To support the Government of Morocco in strengthening the foundations and the environment for learning in pre-primary and basic education.

PDO Level Results Indicators

The key expected results for the proposed operation are:

- Early Childhood Education
 - o Percentage of preschool classrooms (under the oversight of the MOE) assessed and meeting the quality standards approved by the Government
 - o Number of children enrolled in preschools in rural areas (disaggregated by type of providers)
 - o Gender parity index in public preschool in rural areas
- Teachers
 - o Number of teachers receiving in-service training
 - o Number of teachers and principals receiving individualized and face-to face support by experienced peers through the coaching system
- Management
 - o Number of AREFs with signed performance contracts (DLI)
 - o Percentage of school projects assessed with results reported in school-cards produced via MASSAR

The proposed performance indicators are provided on an indicative basis and will be refined during Program preparation once activities have been well defined and a financing instrument agreed upon with the government.

D. Program Description

The proposed PDO is expected to be achieved through a mix of institutional reforms, incentive mechanisms and specific interventions aiming at: (a) improving school readiness, (b) improving teaching and learning,; and (c) enhancing system capacity and incentives to manage for results..

The proposed Program for Results is anchored in the ESV 2015-2030 and will support the Ministry of Education's Performance Plan (PdP) through its two main programs, namely program 1: Steering, Governance and Leadership strengthening and program 2: Compulsory education ensuring equity and quality.

The proposed Operation is expected to provide support to the government program with a specific focus on the following key results areas:

1. Ensuring that more children have access to quality Early Childhood Education (ECE) so that they enter into primary education better prepared.
2. Ensuring that teachers adopt attitudes, behaviors and teaching practices that allow primary students to develop their potential
3. Strengthening management capacity and accountability along the service delivery chain.



E. Initial Environmental and Social Screening

The program follows the Bank Policy on PforR. The task team will prepare an Environmental and Social Systems Assessment (ESSA), to ensure environmental and social sustainability, and promote informed decision-making relating to environmental and social impacts. The ESSA will assess existing E&S management systems, propose mitigation measures needed to ensure the objectives of the OP for PforR financing with respect to E&S are achieved, and include those in an ESSA action plan and the Program Action Plan.

The program intends to achieve its results through supporting a mix of institutional reforms, incentive mechanisms and specific interventions aiming at: (a) improving school readiness, (b) improving teaching and learning, and (c) enhancing system capacity and incentives to manage for results. No rehabilitation or construction of new infrastructure will be financed through the program, although some upgrading and renovation of existing unused classrooms with new equipment may be part of DL12. The activities supported by the Program are not expected to have significant negative environmental or social impacts. Potential risks will be mitigated by (i) systematically integrating specific provisions in tender documents and contracts; (ii) Incorporate social and environmental mitigation measures into the third-party contracts with the objective to reduce potential social conflict which may arise between the local community and the contracted third party, which may be related to religious, cultural or ethnic differences; and (iii) ensuring that the Preschool national framework advances best practices in the identification, development, and promotion of the implementation of evidence-based child development and teaching and learning practices that are culturally and linguistically responsive and lead to positive child outcomes across early childhood programs.

Environment

The interventions planned under the proposed Operation prior actions are not likely to have significant negative effects on the environment, forestry and other natural resources. By its nature, a PforR excludes funding of activities that involve major environmental and social risks (e.g., activities that are typically classified as Category A). Therefore, in compliance with the OP for PforR financing, the following activities will be excluded from the proposed Program: (i) Construction, deconstruction or rehabilitation of structures that could significantly present risks to human health or environment; (ii) Measures having a negative impact on forest cover in accordance with the principles of the 2007 National Forest Policy (NFP); (iii) Construction or rehabilitation of structures requiring significant movement of people or significant land acquisitions or major restrictions on access to and use of economic or natural resources or assets; (iv) Construction or rehabilitation of structures that could exacerbate existing land-use related social conflicts; and (v) Works that would irreversibly damage the cultural resources of archaeological and historical nature.

Social

The proposed Operation is expected to have a positive social impact as it aims at improving equal opportunities for Moroccan children to access quality education. The program will support the provision of adequate education



inputs, for populations in poor rural and suburban areas. Given their family and socio-economic background, poor children are often penalized early on in the education system and tend to drop-out from school before acquiring the foundational literacy and numeracy skills on which any further education or training needs to build. By focusing on pre-schooling and early grades learning, the Operation is expected to have positive benefits on poor children’s future opportunities. The operation will directly address rural girls drop-out at the lower secondary level and subsequent low enrolment (currently 50 percentage-points difference with boys in urban areas) through improved transportation and dormitory services, and a set of specific measures. This will also ensure better inclusion of rural young mothers who will be able to pursue their studies or engage in economic activities while their children will attend pre-school. Gender-sensitive consultations with stakeholders will be part of the program preparation and implementation to ensure vulnerable populations are included; they should also assess issues such as **accessibility of facilities**, and if curricula and teacher training are culturally and linguistically appropriate.

No specific mitigation measures for negative impacts regarding land acquisition should be required under the program, as new construction or rehabilitation of existing infrastructure/buildings will be excluded from financing.

Citizen engagement

The proposed operation will increase citizen engagement in monitoring and supporting education services to their children and communities through better parents and community representation in school councils; strengthened responsibilities of the school councils and the establishment of a school performance monitoring system using ICTs. Public consultations will be undertaken as part of the ESSA preparation process by the program, and the draft ESSA will be made publicly available and consulted prior to program appraisal, and updated and made publicly available taking into account comments received.

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