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Report No: PAD3157

PROGRAM APPRAISAL DOCUMENT  
ON A  
PROPOSED LOAN  
IN THE AMOUNT OF EURO 446 MILLION  
(US\$500 MILLION EQUIVALENT)  
TO THE  
KINGDOM OF MOROCCO  
FOR A  
EDUCATION SUPPORT PROGRAM

May 30, 2019

Education Global Practice  
Middle East and North Africa Region

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## CURRENCY EQUIVALENTS

Exchange Rate Effective  
(as of April 30, 2019)

Currency Unit = Moroccan Dirham (MAD)

MAD 9.89 = US\$1

EUR 0.89 = US\$1

## FISCAL YEAR

January 1 - December 31

Regional Vice President: Ferid Belhaj

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Country Director: Marie Francoise Marie-Nelly

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## ABBREVIATIONS AND ACRONYMS

AAER	<i>Associations pour le succès des écoles</i> (Associations of Support to the School of Success)
DAA	<i>Document administrative d'adoption</i> (Administrative document of adoption)
AREF	<i>Académies régionales de l'éducation et de la formation</i> (Regional Academies for Education and Training)
CA	<i>Conseil d'administration</i> (Board of Directors)
CCT	Conditional Cash Transfer
CEM	Country Economic Memorandum
CGES	<i>Conseils de gestion des établissements scolaires</i> (Board of Management of School Establishments)
CIDA	Canadian International Development Agency
CLE	Education Licence
CNEF	<i>Charte nationale de l'éducation et de la formation</i> (National Education and Training Charter)
CNIPE	<i>Centre National des innovations pédagogiques et de l'expérimentation</i> (National Center for Pedagogical Innovations and Experimentation)
COFOG	Classification of the Functions of Government
CPF	Country Partnership Framework
CRMEF	<i>Centres régionaux des métiers de l'éducation et de la formation</i> (Regional Centers in charge of Teacher Training)
CSEFRS	<i>Conseil Supérieur de l'Enseignement, de la Formation et de la Recherche Scientifique</i> (Higher Education Council)
DAGBP	<i>Direction des affaires générales, du budget et du patrimoine</i> (Budget Directorate)
DB	<i>Direction du Budget</i> (Budget Directorate, Ministry of Finance)
DC	<i>Direction des Curricula</i> (Directorate for Curriculum)
DCPESP	<i>Direction de la coopération et de la promotion de l'enseignement scolaire privé</i> (Directorate in charge of cooperation and promotion of private education)
DEPP	<i>Direction des Entreprises Publiques et de la Privatisation</i> (Directorate for public enterprises and privatization)
DLI	Disbursement-Linked Indicators
DLR	Disbursement-Linked Results
DP	<i>Direction Provinciale de l'éducation</i> (Provincial Directorate for Education)
DSI	<i>Direction du Système d'Information</i> (Directorate for Information Systems)
DVS	<i>Direction de la Vie Scolaire</i> (Directorate for School Environment)
ECD	Early Childhood Development
ECE	Early Childhood Education
e-GP	e-Government Procurement
ESSA	Environmental and Social Systems Assessment
ESV	Education Sector Vision
EU	European Union
FAs	Framework Agreements
FEC	Communal Equipment Fund
FM	Financial Management
FSA	Fiduciary Systemz Assessment
GDP	Gross Domestic Product
GID	<i>Gestion Intégrée de la Dépense</i> (Integrated Expenditure Management System)
GOM	Government of Morocco
GRS	Grievance Redress Service
HCI	Human Capital Index
HR	Human Resources
INPPL	<i>Instance Nationale Centrale de Probité, de la Prévention et de la lutte contre la Corruption</i> (National

	Anti-Corruption Agency)
IDA	International Development Association
IFC	International Finance Corporation
IGAA	<i>Inspection Générale des Affaires Administratives</i> (General Inspectorate of the MoE)
IGF	<i>Inspection Générale des Finances</i> (General Inspectorate of Finance)
IMF	International Monetary Fund
INDH	<i>Initiative Nationale pour le Développement Humain</i> (National Initiative for Human Development)
IPF	Investment Project Financing
ISA	International Standards on Auditing
LAYS	Learning Adjusted Years of Schooling
LOLF	<i>Loi Organique relative aux Lois de Finances</i> (Organic Law on the Finance laws)
MandE	Monitoring and Evaluation
MAD	Moroccan Dirham
MASSAR	Morocco Education Management Information System
MENA	Middle East and North Africa Region
MOE	<i>Ministère de l'Éducation, de la formation professionnelle, de l'enseignement supérieur et de la recherche scientifique</i> (Ministry of Education)
MOF	Ministry of Economy and Finance
MOP	Program Operations Manual
MOU	Memorandum of Understanding
MTEF	Medium-Term Expenditure Framework
NGO	Non-Governmental Organization
ONCB	Open National Competitive Bidding
OP/BP	Operational Procedures/Bank Procedures
OPRC	Operations Procurement Review Committee
PAP	Program Action Plan
PDO	Program Development Objective (s)
PdP	<i>Projet de Performance</i> (Performance Plan)
PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PforR	Program for Results
PIRLS	Progress in International Reading Literacy Study
PNEA	<i>Programme National d'Évaluation des Acquis des Élèves</i> (National Learning Assessment Program)
PPD	Public Procurement Decree
PUEN	<i>Plan d'urgence de l'éducation nationale</i> (National Education Emergency Plan)
RA	Results Area
RDU	Regional Delivery Units
SABER	Systems Approach for Better Education Results
SAI	Supreme Audit Institute
SCD	Systematic Country Diagnostic
SDI	Service Delivery Indicators
SIP	School Improvement Plan
SOE	State-owned Enterprise
SSC	Strategic Steering Committee
STEP	Systematic Tracking and Exchanges in Procurement
TA	Technical Assistance
TBP	Triennial Budget Program
TGR	Treasury General of the Kingdom
TIMSS	Trends in International Mathematics and Science Study
TOR	Terms of Reference

TPD	Teacher Professional Development
UCFC	<i>Unité Centrale de Formation des Cadres</i> (Central Unit for Professionals Training)
VA	Verification Agency



## BASIC INFORMATION

Is this a regionally tagged project?

No

Financing Instrument

Program-for-Results Financing

Bank/IFC Collaboration

No

Does this operation have an IPF component?

No

## Proposed Program Development Objective(s)

To establish an enabling environment for quality Early Childhood Education service delivery, support improved teaching practices in primary and secondary education, and strengthen management capacity and accountability along the education service delivery chain in the Program Areas.

## Organizations

Borrower : Kingdom of Morocco

Implementing Agency : Ministry of Education  
Minister of Economy and Finance

## COST & FINANCING

### SUMMARY (USD Millions)

Government program Cost	1,150.00
Total Operation Cost	500.00
Total Program Cost	500.00
Total Financing	500.00
Financing Gap	0.00

### Financing (USD Millions)

International Bank for Reconstruction and Development (IBRD)	500.00
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### Expected Disbursements (USD Millions)

Fiscal Year	2019	2020	2021	2022	2023	2024	2025
Absolute	0.00	97.00	102.00	68.00	104.00	103.00	26.00
Cumulative	0.00	97.00	199.00	267.00	371.00	474.00	500.00

### INSTITUTIONAL DATA

#### Practice Area (Lead)

Education

#### Contributing Practice Areas

Governance

#### Climate Change and Disaster Screening

Yes

#### Private Capital Mobilized

No

#### Gender Tag

Does the program plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes



## SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Substantial
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Low
8. Stakeholders	● Substantial
9. Other	
10. Overall	● Substantial

## COMPLIANCE

### Policy

Does the program depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the program require any waivers of Bank policies?

☐ Yes ☒ No

### Safeguard Policies Triggered

Safeguard Policies	Yes	No
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

### Legal Covenants



#### Sections and Description

##### Schedule 2, I.A.1

(b) The Borrower shall not later than three (3) months after the Effective Date, establish and thereafter maintain, during the period of implementation of the Program, a Strategic Steering Committee within MOE, to be responsible for overall oversight of the Program as set forth in the Program Operations Manual.

#### Sections and Description

##### Schedule 2, I.A.1

(c) The Borrower shall not later than three (3) months after the Effective Date, establish and thereafter maintain, at all times during Program implementation, a Technical Committee in MOE, responsible for overall Program implementation and coordination, in accordance with the provisions of the Agreement and as set forth in the Program Operations Manual.

#### Sections and Description

##### Schedule 2, 1.A.2

The Borrower shall not later than three (3) months after the Effective Date, maintain, prepare and adopt the Program Operations Manual, in form and substance acceptable to the Bank ("Program Operations Manual" or "POM"), containing detailed: (i) administrative, and monitoring and evaluation procedures; (ii) environmental and social management systems and complaints and grievance redress mechanism; (iii) Program Action Plan; (iv) required results and arrangements for verification of achievement of the DLRs (including the Verification Protocol); and (v) coordination and oversight arrangements for the Program. To this end, the Borrower shall carry out the Program in accordance with the Program Operations Manual.

#### Conditions

##### Type

Disbursement

##### Description

For any DLI/DLR under Category (1) through Category (7), until and unless the Borrower has furnished evidence satisfactory to the Bank that said DLR has been achieved as referred to in Schedule 2 to this Agreement and the additional supporting documentation set forth in the Disbursement and Financial Information Letter.

##### Type

Disbursement

##### Description

Withdrawal Conditions:

1. Notwithstanding the provisions of Part A of this Section, no withdrawal shall



be made:

(a) on the basis of DLRs achieved prior to the Signature Date, except that withdrawals up to an aggregate amount not to exceed Euro 22,300,000 may be made on the basis of DLRs achieved prior to this date but on or after September 1, 2018 or/and(b) for any DLI/DLR under Category (1) through Category (7), until and unless the Borrower has furnished evidence satisfactory to the Bank that said DLR has been achieved as referred to in Schedule 2 to this Agreement and the additional supporting documentation set forth in the Disbursement and Financial Information Letter.

2. Notwithstanding the provisions of Part B.1(b) of this Section, the Borrower may withdraw an amount not to exceed Euro 111,500,000 as an advance; provided, however, that if the DLRs in the opinion of the Bank, are not achieved (or only partially achieved) by the Closing Date, the Borrower shall refund such advance to the Bank promptly upon notice thereof by the Bank. Except as otherwise agreed with the Borrower, the Bank shall cancel the amount so refunded. Any further withdrawals requested as an advance under any Category shall be permitted only on such terms and conditions as the Bank shall specify by notice to the Borrower.

## TASK TEAM

### Bank Staff

Name	Role	Specialization	Unit
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Houcine Gabi	Social Specialist(ADM Responsible)		GSU05
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<b>Extended Team</b>		
<b>Name</b>	<b>Title</b>	<b>Organization</b>
		<b>Location</b>



KINGDOM OF MOROCCO  
MOROCCO EDUCATION SUPPORT PROGRAM-FOR-RESULTS

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KINGDOM OF MOROCCO  
Morocco Education Support Program-for-Results

## I. STRATEGIC CONTEXT

### A. Country Context

**1. After two decades of notable progress in reducing poverty and boosting shared prosperity, Morocco is at a crossroad in its development path.** Morocco has made significant social and economic progress since 2000, thanks to political stability, large public investments and political, institutional, and sector reforms. Accelerated economic growth led to the eradication of extreme poverty, a sharp decline in the national poverty rate,<sup>1</sup> increased life expectancy, greater access to basic public services (including universal access to primary education), and significant public infrastructure development. Despite these achievements, heightened aspirations by Moroccans, especially youth, remain unmet. Economic growth has slowed in recent years, job creation remains insufficient resulting in a large inactive population, and the labor force participation rate is low. Pockets of poverty remain across the country and territorial disparities reflect deep social and economic inequalities. Morocco's development risks slowing down, unless it can overcome structural impediments to growth and boost job creation through private-sector-led growth and accelerated productivity and competitiveness gains.

**2. For Morocco to propel toward a trajectory of faster growth and improved opportunities for all, achieving stronger human capital outcomes will be key.** Human capital in Morocco is estimated to contribute 41 percent to wealth per capita, a level substantially lower than in countries with a similar level of development.<sup>2</sup> Indeed, weak human capital outcomes are hindering productivity— with a Human Capital Index (HCI)<sup>3</sup> of 0.5, Moroccans born today will only reach fifty percent of their productivity potential. Large inequalities in early childhood outcomes, including a high level of stunting in rural areas, and low learning outcomes contribute to hampered human capital accumulation. For most women and youth, weaknesses in human capital formation are compounded by the existing limitations on returns to human capital in the labor market. Youth unemployment is high, averaging 22 percent for men and 27 percent for women, and, while women tend to score better on the HCI, their economic participation remains severely constrained.<sup>4</sup> Morocco's future social and economic trajectory is therefore conditioned on its ability to accelerate progress in human capital accumulation and distribution.

### B. Sectoral (or Multi-Sectoral) and Institutional Context

**3. The story of education in Morocco over the last two decades is that of a rapid expansion resulting in dramatic improvements in access to education for most children.**<sup>5</sup> In the early 2000s, Morocco's education outcomes were lower than in most developing countries: the adjusted net enrollment rate<sup>6</sup> was 76 percent in

<sup>1</sup> With an average economic growth rate of 4.2 percent during the period 2007-2015, poverty has reduced significantly (from 15.3 percent in 2001 to 4.8 percent in 2014). Life expectancy increased from 68.7 to 75.8 between 2010 and 2016.

<sup>2</sup> Lange, Glenn-Marie, Quentin Wodon, and Kevin Carey. 2018. *The Changing Wealth of Nations 2018: Building a Sustainable Future*. World Bank, Washington, DC.

<sup>3</sup> The Human Capital Index measures the amount of human capital that the average child born in 2018 is expected to achieve and reflects information from five education and health indicators: probability of survival to age five, expected years of schooling, harmonized test scores as a measure of quality of learning, adult survival rate, and proportion of children who are not stunted.

<sup>4</sup> The female labor force participation (as a percentage of total labor force participation) is 27 percent in Morocco. Source: The World Bank, World Development Indicators (2018). Labor Force Participation Rate (percent of female population ages 15-64). Retrieved from <https://data.worldbank.org/indicator/SL.TLF.ACTI.FE.ZS>

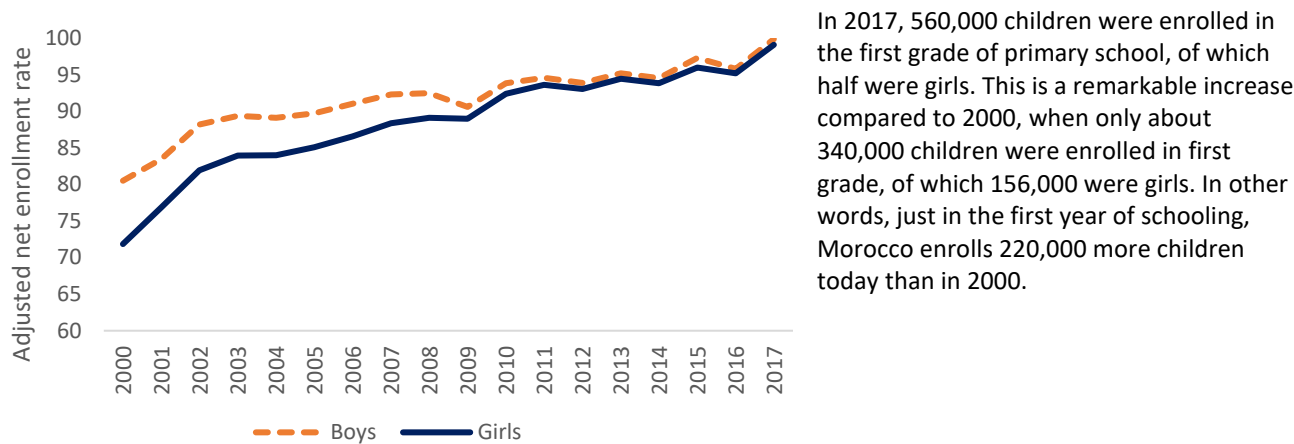
<sup>5</sup> This section is based in the Statistical Yearbooks published by the Ministry of Education. (MOE)

<sup>6</sup> The adjusted net enrolment rate is the number of students of the official primary school age group who are enrolled in primary or secondary education, as a percentage of the corresponding population.

primary education, gender inequalities were pervasive (the gender parity index was 0.85 and 0.77 in primary and secondary education, respectively), 1.2 million primary-school-aged children were out of school, and only 30 percent of women were considered literate. In less than 20 years, the country has achieved remarkable progress in reaching universal access for girls and boys (see Figure 1). Thousands of schools were built, millions of textbooks and other learning materials were distributed, and a considerable number of teachers were trained and hired.

**4. This remarkable expansion was achieved thanks to strong and consistent political commitment, backed by large public investments, since 2000.** Over the last twenty years, continuous political commitment to education has been provided at the highest level of the state. King Mohammed VI reaffirms regularly the urgency to reform the education system so that it can respond to youth aspirations and the country’s development needs. A series of strategic documents has guided the development of the sector, the most recent one being the 2015–2030 Education Sector Vision, developed with all relevant stakeholders.<sup>7</sup> Commitment to education translated into substantial public funding for the sector. Between 2001 and 2015, the Government of Morocco (GOM) allocated, on average, about 30.4 percent of its total budget—6.4 percent of Gross Domestic Product (GDP) — to education and training. Today, the Moroccan education system operates with an annual budget of MAD 50.3<sup>8</sup> billion (US\$5 billion) a year, about 25 percent of total public expenditure and 5 percent of GDP.

**Figure 1. Adjusted Net Primary Enrollment Rate in Morocco’s Primary Schools, by Gender**



Source: World Bank Human Capital Index Data 2018: Morocco Country Brief and Data.

**5. However, the transformation of the education system remains incomplete: gender and location-based inequalities are substantial and learning outcomes are stubbornly low.** Inequality of opportunity starts early: in 2017, 50 percent of the 4-5-year old attended preprimary education and there was a 24-percentage point difference between rural and urban areas (36 vs. 60 percent). Only 26.4 percent of rural girls and 44.6 percent of rural boys attended preprimary education. Inequality in access to primary education has reduced as a result of the government’s massive investments. However, a gap reappears again at the lower secondary level with a 38-

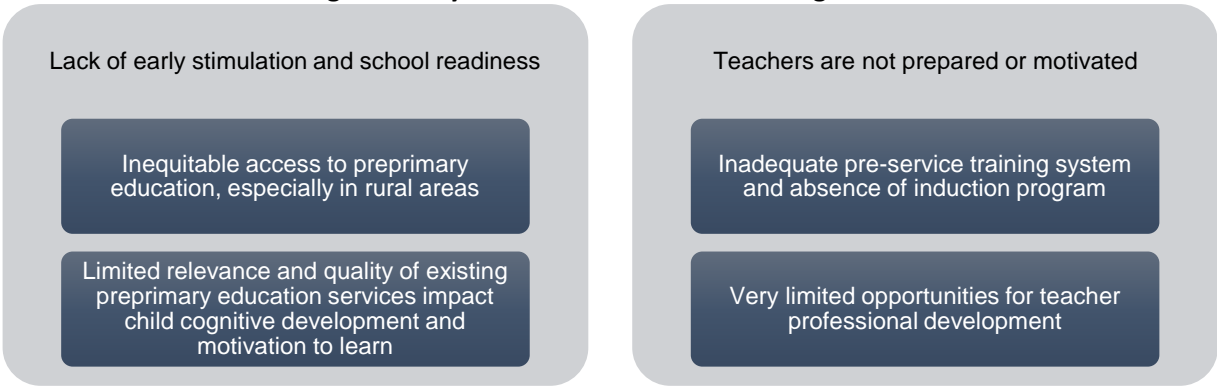
<sup>7</sup> The National Education and Training Charter (CNEF) was adopted in 1999 and set ambitious goals particularly in terms of increasing access to education at all levels. In 2008, a National Education Emergency Plan (PUEN) was launched to accelerate progress. A strategic Vision for the sector was developed and adopted in 2015 (ESV15-30) which introduced a significant shift toward enhanced quality, and that prioritized improved learning outcomes.

<sup>8</sup> Finance Law 2019.

point difference in the net enrollment rate in rural compared to urban areas (37 vs. 75 percent in 2017). The Government’s efforts to improve access to education are hampered by major retention issues, with 2.28 million children dropping out from primary and lower-secondary schools between 2008 and 2017<sup>9</sup>. A panel survey by the Observatoire National de Développement Humain (ONDH)<sup>10</sup> in 2012 found that the main reasons mentioned for school dropouts are “*child does not like the school* (31.9 percent) followed by “*the household is far from school*” (13.6 percent). Moreover, results of recent international and national student learning assessments show that Morocco ranks very low (TIMSS 2015, PIRLS 2016) and suggest that an average student does not reach the country’s benchmarks in mathematics, science, or basic languages at any of the key cycles of education (PNEA 2008, 2016; SDI 2016). Learning assessments also reveal some gender-based differences. In TIMSS 2015, the average score for fourth grade science students is 10 points higher for girls compared to boys. The gap reduces to 7 point difference in favor of girls in grade eight. PIRLS 2016 results show that girls in the fourth grade scored 372 points in reading skills, while boys are almost 30 points behind at 344 points.

**6. For the education system to be able to produce stronger learning outcomes, it needs to overcome two key challenges: a lack of readiness to learn and a lack of preparedness to teach.** Only a few Moroccan children are exposed to early stimulation and early learning, thus most are not prepared to learn when they enter primary school. Access to preprimary education is limited and the quality of existing preprimary services is inconsistent, with multiple providers, lack of coordination and supervision across various pedagogical models, and unequal standards of quality. The teaching and learning process is also undermined by poor teacher preparation and lack of professional development support. Teachers enter the profession without adequate practical training and receive insufficient support. In the absence of prepared learners and equipped and motivated teachers, the Moroccan education system currently lacks the most fundamental ingredients of learning.

**Figure 2. Key Determinants of the Learning Crisis in Morocco**



**7. Despite the Government’s willingness to reform and considerable public investments, implementation challenges hamper progress.** While the education sector benefits from high-level commitment and substantial public funding, learning outcomes remain weaker than expected. Various factors explain this disconnect, including limited incentives for reforms, lack of continuity in implementing education reforms, weak coordination and cooperation among key stakeholders, lack of prioritization and weak capacity for implementation. The implementation gap can partly be traced back to challenges in coordination and cooperation among key stakeholders at the central and subnational levels. Coordination is challenged by the mismatch between the high level of responsibilities devolved to subnational entities and their low capacity in terms of administrative and financial management.

<sup>9</sup> Based on the Education Statistics (2019-2017 Indicateurs de l’éducation). Those enrolled in vocational and technical education tracks are not included.

<sup>10</sup> Enquête panel des ménages 2012 – Rapport des premiers résultats – ONDH 2014.

**8. Rapid and sustainable progress will be possible only if the education system undergoes a deep transformation of its governance principles, to foster accountability along the service delivery chain and promotes a culture of learning and adaptability in the implementation of education reforms.** The organizational structure of the Ministry of Education (MOE) was designed around the logistics of expanding access—a structure which has become unfit to support today’s goals of improved quality and enhanced learning. For the past twenty years, the Moroccan education system has been structured to meet the logistical needs required to expand enrollment and achieve universal access to primary education, which it did successfully. However, it has shown little effectiveness in promoting student learning. To improve student learning, the education system needs to shift its focus from the logistics to the quality of service delivery, through the promotion of experimental, adaptive, evidence-based, and locally tailored approaches. Improving learning in Morocco requires not only resources, but most importantly a deep shift in how the education system operates. Systems that have successfully undergone such transformation combine measures to strengthen the capability, autonomy, and accountability of those managing the various processes involved in delivering learning, redefining the way stakeholders interact with each other, and giving more prominence to key actors in the learning process—namely, teachers.

### **C. Relationship to the CAS/CPF and Rationale for Use of Instrument**

**9. The proposed Program is closely aligned with the World Bank Group (WBG) strategic goals of ending extreme poverty and boosting shared prosperity in a sustainable manner, as well as the WBG Country Partnership Framework for Morocco (CPF, 2019-2024, Report No. 131039-MA).** The overall objective of the new CPF is to support Morocco in promoting social cohesion by improving the conditions for job creation and reducing social and territorial disparities. Building on the GOM’s program, the CPF pursues three strategic focus areas: (i) Promoting Job Creation by the Private Sector; (ii) Transforming and Protecting Human Capital; and (iii) Promoting Inclusive and Resilient Territorial Development. In line with the findings of the SCD (World Bank, 2018)<sup>11</sup>, Governance and Citizen Engagement form a foundation of the CPF. The proposed Program directly supports the second pillar of the CPF and will contribute to achieve both its objective 4 on improving early childhood development (ECD) outcomes and objective 5 on improving the quality and effectiveness of the education system. It also directly contributes to the WBG enlarged Middle East and North Africa (MENA) Strategy, which places a greater focus on harnessing human capital including through enhanced education outcomes for all. The Program is expected to contribute to the achievement of World Bank Group’s strategic goals of ending extreme poverty and boosting shared prosperity in a sustainable manner by improving the access to and quality of services that enhance socio-economic wellbeing and human development.

**10. The proposed Program would use Program-for-Results (PforR) financing.** The World Bank has traditionally supported the education sector in Morocco through investment project financing (IPF) and development policy loans. However, these instruments did not fully address the large implementation gap and weak capacity, two factors that strongly hinder sector performance, especially at local level.<sup>12</sup> Based on the following considerations, the PforR instrument is considered an appropriate lending instrument to support the necessary transformation of the education system.

- **Supporting the implementation of a holistic Government Program.** The PforR provides strong incentives to reach concrete results by establishing clear links between PforR disbursements and delivery of agreed-upon results. The proposed Program will focus on *implementation* of the education reform agenda and not only on the *adoption* of the reform itself. The proposed Program will support a process aiming at improving the effectiveness and efficiency of the MOE’s overall program, rather than a limited number of specific policies or

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<sup>11</sup> World Bank. 2018. Morocco - Systematic Country Diagnostic (English). Washington, D.C.

<sup>12</sup> See Morocco Second Education Development Policy Loan Implementation and Completion Results (P120541).

investments.

- **Creating momentum and supporting consensus and alignment among stakeholders.** The PforR instrument is particularly suitable for supporting a large national program in which alignment across different implementing agencies, such as central administrations, regional academies, provincial directorates and schools, is essential. The PforR will be used to generate momentum around key interventions that have been identified as “pain points” or major bottlenecks to improve results. Disbursement-linked indicators (DLI) will be a critical tool for shifting the policy dialogue toward results.
- **Morocco’s experience with PforRs.** This choice of instrument builds upon the GOM’s interest in managing for results and the positive experience the GOM has already gained in successfully using results-based financing in several sectors: for example, the National Initiative for Human Development (INDH2) (P116201), the Health Sector Support PforR (P148017), the Urban Transport PforR (P149653), the Strengthening Agri-Food Value Chains PforR (P158346), the Casablanca Municipal Support PforR (P149995), and the Integrated Disaster Risk Management and Resilience PforR (P144539).
- **Using country systems and procedures.** The PforR instrument enables the GOM to use its own systems with the purpose to reduce transaction costs, while at the same time leveraging and strengthening public financial management, social and environmental systems management, and procurement management. The use of the PforR instrument also supports and aligns with the use of 3-year program-based budgeting the MOE is pioneering in the country.
- **Institutionalization of measurement in education:** The use of the PforR instrument is also an opportunity to leverage the MOE’s investments in data systems, such as the national education management information system (EMIS), and to strengthen and institutionalize the already emerging culture of measurement of results.

## II. PROGRAM DESCRIPTION

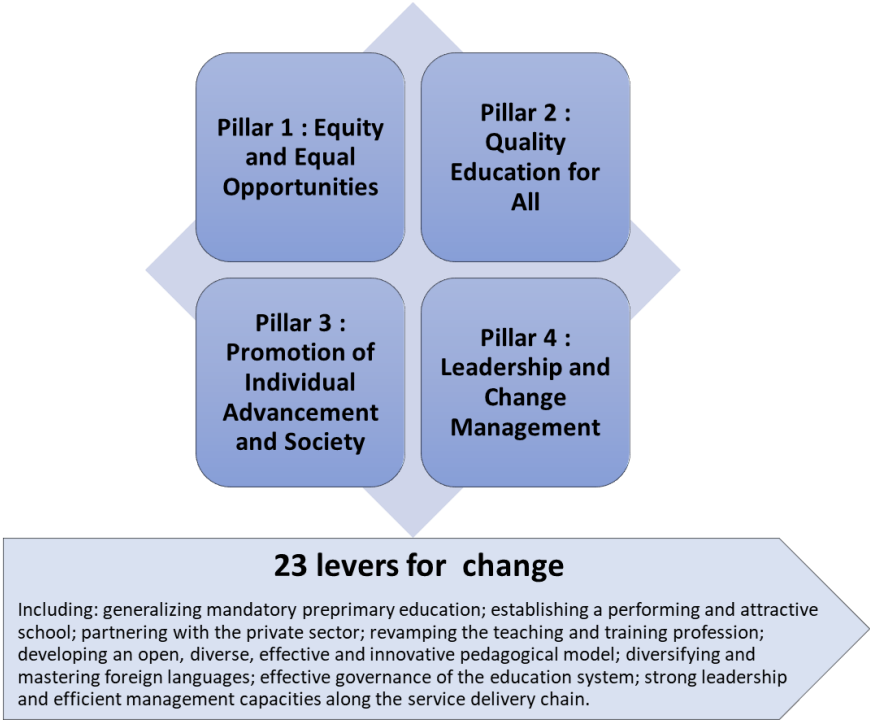
### A. Government Program

**11. The Government program is guided by the 2015-2030 Education Vision.** The Education Strategic Vision 2015-2030 : *Pour une école de l’équité, de la qualité et de la promotion* (ESV15-30) was developed by the *Conseil Supérieur de l’Enseignement, de la Formation et de la Recherche Scientifique* (CSEFRS) following a comprehensive assessment of the education sector performance since 2000 and national consultations. The Vision builds the foundations to create a “new Moroccan school” with a threefold purpose. First, it aims at shifting from a logic of linear knowledge transfer and memorization to a new logic promoting learning, critical thinking, language abilities and skills development. Second, the reform aims at improving internal and external performance of the education system. Finally, it aims at creating an enabling environment for the school to accomplish its missions of socialization, transmission of universal values, teaching, learning, research and innovation, and ensuring the school-to-work transition. The ESV15-30 is built around four pillars and includes 23 levers for change (as described in Figure 3).

**12. The principles of the Vision are further operationalized in a draft Education Act, under review by Parliament.** The draft Education Act provides general education reform principles and guidelines for the next 10 years. Its ambition is to improve the organization and performance of the education sector by setting clear commitments, expected results, responsibilities and timeframes. Among the main provisions, the draft Act envisages extending the compulsory education cycle to englobe pre-primary education and enroll all children age 4-15. It will also institute changes aiming at renovating the pedagogical model and curricula. This includes provisions to reform evaluation systems, including the relevance of school examinations and the introduction of formative assessments, and to strengthen the role of evaluation institutions. The proposed Act envisages the establishment of a strategic framework for contracting private sector providers in order to ensure that they

contribute adequately to the development of the education and training system. Finally, it will confirm the process of decentralization of the education system by fully implementing the principle of subsidiarity at the level of AREF and Provincial Directorate (DP).

Figure 3. Key Pillars of the ESV15-30



Source: CSEFRS

**13. The government program is formalized through a three-year program-based budget.** The MOE pioneered the use of three-year budgeting in 2018, through the Performance Plan (*Projet de Performance*, PdP) 2019–2021. The PdP includes five programs (P1-5) which correspond to the essence of the ESV15-30. Each program has objectives, indicators, and targets focusing on effectiveness, efficiency, and quality of public policies and services.

**14. The PdP projects a stable, though modest, increase in government education spending over the Program implementation period.** Overall government spending is set to increase in real terms from US\$5.08 billion in 2019 to US\$5.19 billion in 2023.<sup>13</sup> Increased government education spending is largely driven by increases in government revenues that arise from economic growth. The overall government budget as a percentage of national income and the proportion devoted to education are assumed to remain the same throughout the projection period. Given these assumptions, the share of national income allocated to government spending on education stays relatively constant.

<sup>13</sup> The 2019 PdP projects expenditure over the period 2019–2021. Expenditure over 2023 have been assumed to remain constant in real terms from 2021 to 2023, a conservative assumption given recent trends.

**Table 1. Government program over 2019-2023 (US\$ million)**

	2018 (executed)	2019	2020	2021	2022	2023	Total 2019-2023
P1 Steering, Governance and Leadership Strengthening	4,245	4,282	4,324	4,231	4,231	4,231	21,299
P2 Compulsory Education Ensuring Equity and Quality	390	578	635	698	698	698	3,307
P3 Upper-Secondary and Post-secondary Education for Individual and Collective Advancement	201	179	197	216	216	216	1,024
P4 Non-Formal Education	7	12	13	14	14	14	67
P5 Literacy	25	38	38	38	38	38	190
Tayssir (Conditional Cash Transfer)	125	230	230	230	230	230	1,150
<b>TOTAL</b>	<b>4,994</b>	<b>5,319</b>	<b>5,437</b>	<b>5,427</b>	<b>5,427</b>	<b>5,427</b>	<b>27,037</b>

## B. PforR Program Scope

### *Rationale for choice of results areas*

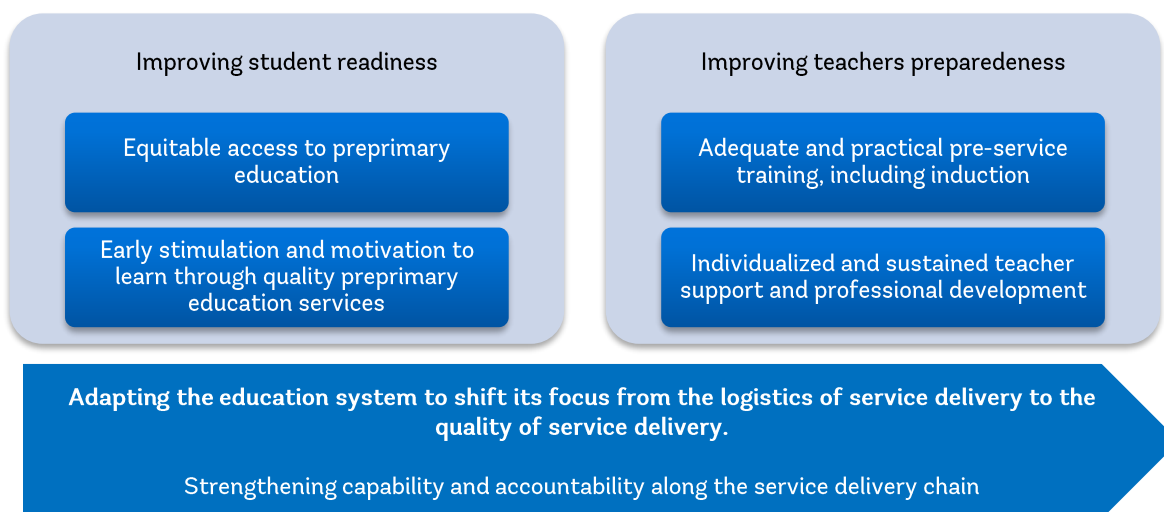
**15. The overall ESV15-30 is technically sound.** First, it is based on a comprehensive assessment using national and international evidence and reflects regional and national consultations with more than a hundred thousand stakeholders including teachers, parent associations, local authorities, private sector and NGOs. Second, the ESV15-30 aligns well with the key principles of the World Development Report on Education (World Bank, 2018)<sup>14</sup> and the MENA flagship report<sup>15</sup> by placing learning at the center of the system with a focus on quality education for all. The Vision adequately considers the complexity of education reform by addressing both immediate and deeper causes of the learning crisis. It recognizes the importance of early learning for building foundational skills and of modernizing pedagogy and instructional practices to promote inquiry, creativity and innovation. It also recognizes the need for a strong leadership and efficient management capacity along the education service delivery chain. Finally, by calling for a wide social mobilization around the education reform, the ESV15-30 factors in the alignment of all stakeholders to remove technical and political barriers and make the whole systems work for learning.

**16. Building on the government program, the PforR supports three results areas addressing the key elements to transform the education system** (as described in Figure 4). While the ESV15-30 is robust and comprehensive, its operationalization is hampered by a substantial implementation gap, explained by various factors, including a lack of prioritization, weak coordination, and important capacity deficits at the subnational levels. The PforR will help the Government translate its vision into concrete outcomes by focusing on the key elements and realistic targets that will transform the education system, ensuring a robust monitoring and strong implementation support. The results areas (RA) of the Program are embedded within the government program themes pertaining to the quality of preprimary, primary and secondary education, as well as to the successful achievement of the decentralization process.

<sup>14</sup> World Bank. 2018. *World Development Report 2018: Learning to Realize Education's Promise*. Washington, DC: World Bank. Doi:10.1596/978-1-4648-1096-1.

<sup>15</sup> World Bank. 2019. *Expectations and Aspirations: A New Framework for Education in the Middle East and North Africa*. World Bank, Washington, DC. Doi: 10.1596/978-1-4648-1234-7.

**Figure 4. Key Elements to Support the Transformation of Morocco's Education System**



**17. Considering existing government priorities and partners' interventions,<sup>16</sup> the Program targets three RAs where the Bank value added is expected to be the strongest.**

- **RA 1 focuses on the establishment of an enabling environment for quality Early Childhood Education service delivery.** The recent launching of a program to universalize preprimary education for children age 4 and 5 by 2027 is a strong signal of the country's commitment to ensure equal access to preschool.<sup>17</sup> Mere access to ECE, however, is not a guarantee that children will develop the foundational skills needed to succeed in school. The current ECE landscape in Morocco is missing key features that support the delivery of quality ECE services, including the implementation of quality standards, a sufficient number of educators and staff with relevant ECE knowledge and skills and management capacity to ensure satisfactory implementation of this large-scale reform. The PforR will incentivize investments in the framework, systems, capacities and tools for quality preprimary education to ensure that efforts to expand are coupled with quality of provision and have a tangible and sustainable impact on learning.
- **RA 2 focuses on teacher training, both initial training and in-service training.** The ESV15-30 places a great emphasis on strengthening the teacher profession, as a starting point for quality improvement. In that respect, the MOE launched in September 2018 a revamping of teachers' pre-service modalities, and aspire to restructure in-service training, and the implementation of a new teacher professional development model, including through digital learning tools.
- **RA 3 focuses on strengthening the management capacity and accountability along the education service delivery chain.** While AREFs oversee a significant share of education spending (nearly 95 percent), recent

<sup>16</sup> Identification of the focus of interventions and RAs was carried out in consultation with a wide range of partners and stakeholders and aims to maximize synergies and complementarities to enhance donor coordination and aid effectiveness. More details are provided on various partners interventions in paragraph 101.

<sup>17</sup> With an estimated cost of US\$3.18 billion (MAD 30.2 billion) over ten years, the plan will require construction or rehabilitation of classrooms, upgrading of traditional preprimary schools, educator training, and the development and implementation of quality standards to allow for the enrollment of 700,000 additional children. The third phase of the National Initiative for Human Development (INDH), launched in September 2018, is expected to contribute financially and operationally to the universalization of preprimary education, especially in rural areas.

reports<sup>18</sup> pointed out that they have limited management capacity due to a lack of qualified accounting, financial management and procurement staff. This is impacting negatively on AREFs capacity to deliver results. The Program will focus on strengthening financial and human resources management capabilities through the introduction of performance contracts. At school level, the Program will establish the necessary conditions to support school principals not only to develop the school improvement plan in a participatory approach, but also to implement them.

**18. Some fundamental aspects of the government program are not included under the PforR, but clear and robust mechanisms are in place to ensure that they are implemented in parallel.** The ESV15-30 considers the renovation of the pedagogical model as one of the most critical drivers for change in the education reform. The Government aims at reforming the curriculum along the principles of simplification, flexibility and adaptability, and intends to promote regular assessment of its implementation.<sup>19</sup> Furthermore, the MOE plans on establishing a permanent Commission for the Continuous Renewal and Adaptation of Curricula and Programs. The MOE is also working to improve assessment systems and tools, including a mechanism for formative assessment, and to improve the relevance and consistency of transition exams (from primary to lower secondary and from lower secondary to upper secondary) which are organized at the provincial and regional levels. Large-scale standardized national assessments have been organized intermittently (2008, 2016) but the National Authority for Evaluation (*Instance Nationale d'Évaluation* – INE) attached to the Higher Council for Education (*Conseil Supérieur de l'Enseignement, de la Formation et de la Recherche Scientifique* - CSEFRS) is expanding its efforts to organize such assessments every two years. In addition, Morocco regularly participates in international learning assessments (TIMSS 1999, 2003, 2007, 2011, 2015; PIRLS 2011, 2016; EGRA 2012; PISA 2018). Mainstreaming the use of Information and Communication Technologies (ICT) is a clear objective of the Government<sup>20</sup> and the ESV15-30 recommends to: (i) develop multimedia equipment, connectivity and digital resources, (ii) use ICT in the daily management of the education system, and (iii) strengthen the use of ICT in schools to improve teaching and learning. This vision is operationalized through a specific program to promote the use of ICTs in education “*Programme Genie*”. Finally, infrastructure development in rural and disadvantaged urban areas is supported under the third phase of the Government’s National Initiative for Human Development (INDH3) which will directly contribute to expanding preprimary education in the country.

**19. The Program supports a portion of the government program, with the ambition to support its shift away from resource-driven “logistics and accounting” to the results-driven “performance and accountability”, so that it promotes learning in the classroom.**<sup>21</sup> Improving learning outcomes in Morocco requires a deep and sustained effort to implement technically and politically sensitive reforms. While the urgency is clear, concrete and tangible impact on learning outcomes can only be achieved over the medium term. Therefore, the Program is designed around key milestones that are achievable during the Program duration and can effectively shift the system towards a learning trajectory. It is considered the first phase of a longer-term engagement of the Bank in the education sector as explained in the new Morocco CPF. This shift implies changes on three dimensions: capability, learning and behavior. This means enabling agents with strong implementing capacity, without imposing activities,

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<sup>18</sup> See the IMF 2016 Report on efficiency of public spending on education in Morocco; the Court of Account reports on the AREF; the 2017 Court of Account report on the 2016/2017 academic year; and the Court of Account report on the Emergency Education Program (2009-2012). The World Bank fiduciary assessment conducted during the preparation of the program also includes a recent diagnosis of the management capacity of the AREFs.

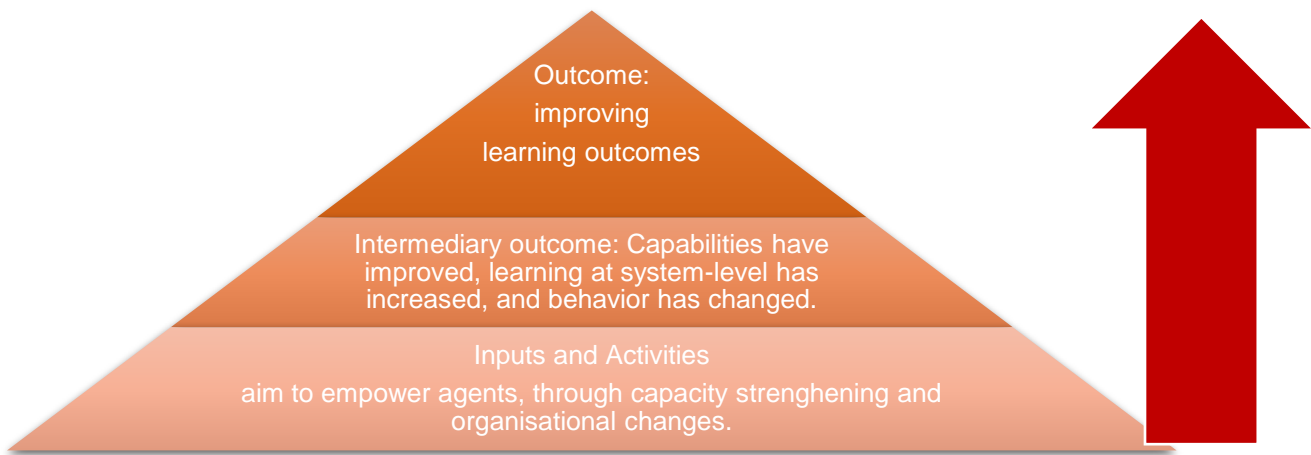
<sup>19</sup> With support from USAID, the MOE started instituting changes aiming at: (i) reducing the time allocated for subject teaching from 30 to 24 hours per week and use the remaining 6 hours for extra-curricular activities; (ii) revising the Arabic language curriculum and textbooks for grades 1-4 to put a stronger focus on reading skills; and (iii) developing, with support from the Japan International Cooperation Agency (JICA), new evaluation approaches using the errors method applied to the math subject in grades 5-6. Those changes have been piloted with promising results and are expected to be expanded in all Moroccan schools.

<sup>20</sup> As expressed in the national digital strategy launched in 2016 “*Plan Maroc Numérique 2020*”.

<sup>21</sup> This concept is developed extensively in Pritchett, Lant. 2013. *The Rebirth of Education: Schooling Ain't Learning*. Washington, D.C.: Brookings Institution Press. <http://www.jstor.org/stable/10.7864/j.ctt1gpccb8>.

and providing an efficient framework for accountability. It also means having a system with an intrinsic ability to learn and adjust so that it can continuously improve and course-correct. Therefore, strengthening capability, supporting learning at system-level and changing behaviors (not learning outcomes) is the key result aimed for under this Program. The Program hence focuses on systemic interventions and results are set at the level of intermediary outcomes, i.e. the level that will strengthen capabilities, enhance the capacity of the system to learn and change behaviors of actors. Each RA is prepared through the lens of that analytical framework (see Figure 5).

**Figure 5. Analytical Framework**



***Program Expenditure Framework***

**20. Elements that will be supported under the Program amount to US\$1,150 million (Table 2).** The Program Expenditure Framework encompasses spending related to a flagship conditional cash transfer program (Tayssir) implemented by the MOE in the poorest rural and urban areas to prevent children from dropping out of primary and lower-secondary school. Tayssir is a priority program for the GoM and is targeting an increasing number of children attending primary and secondary education. The program was recently enlarged to cover a total of 2.3 million beneficiaries in 2018-2019. Tayssir’s efficiency is likely to increase with the operationalization of a new social registry supported through a separate Bank-funded investment project, i.e. Identity and Targeting for Social Protection Project (P155198).<sup>22</sup> Getting — and keeping — boys and girls in school, particularly in underprivileged areas, contribute to sustaining and expanding the impact of the Program and support the higher-order objective of enabling the education system to improve learning outcomes for all children.

**Table 2. Program Expenditure Framework (US\$, million)**

	2019	2020	2021	2022	2023	Total
<b>PforR Program</b>						
Tayssir <sup>23</sup>	230	230	230	230	230	1,150
<b>Remainder of ESV15-30</b>	4,764	5,089	5,207	5,207	5,207	25,887

<sup>22</sup> The Tayssir program is currently targeted geographically at the Initiative Nationale pour le Développement Humain) (INDH) (National Initiative for Human Development) communities (403 communities nationwide). While this approach is preferable to no targeting at all, it involves errors of exclusion and inclusion (World Bank and ONDH 2015).

<sup>23</sup> Figures are based on the government commitment as reflected in the 2019 Budget Law and might be affected by the number of eligible children, which may vary slightly from one year to another.

**21. Alignment of the budget with Government priorities, classification, sustainability and predictability are assessed as adequate:**

- **Fiscal sustainability.** In 2013, in response to the external shocks facing the country, Morocco initiated a process of fiscal consolidation and revenue development that allowed it to shrink its fiscal deficit from 6.8 percent of GDP in 2012 to 3.6 percent in 2017. With progress in fiscal consolidation, the debt-to-GDP ratio stabilized at around 65 percent of GDP since 2016. Fiscal space is also eroded by the recurrent cost obligations associated with the infrastructure buildup. Over the medium term, economic performance is expected to improve enabled by sound fiscal and monetary policies, sector strategies better aligned with government's priorities, and an improved investment environment, all of which are aimed at supporting gradual competitiveness gains.
- **Program financial sustainability and funding predictability.** The 2019 Budget Law reflects the Government's commitment to increase social spending through stronger domestic revenue mobilization. It also plans to increase allocations of corporate and income tax revenues to the regions and increase transfers made to the interregional solidarity fund. Revenue measures to finance this additional spending include: (a) introducing a 2.5 percent solidarity tax on companies earning an annual net profit of over MAD 50 million; (b) privatizing certain government assets/SOEs; (c) increasing consumption taxes, particularly on tobacco; and (d) establishing improved governance systems for SOEs, including a multiannual policy for dividends and other contributions by SOEs to the general budget. The predictability of the Program Expenditure Framework is ensured by the existence of several tools: (1) the Three-year Program Budget (TPB) for 2019 – 2021, developed in the context of the Public Finance Act; (2) the annual performance project endorsed by the Parliament which describes the key programs, the associated budget and performance indicators; and (3) the annual performance report which summarizes the results achieved and the budget executed for a given year. Overall, as per the 2017 PEFA, the predictability of the GoM's expenditures is robust with the indicator on predictability rated A based on timely release of the budget appropriations to the budget holders.
- **Adherence of the budgeted program expenditure and execution to government priorities.** The activities contained in the Program Expenditure Framework are aligned with the priorities set by the Government. Moreover, the Program's budget structure is clear in terms of sources of funding, budgetary vehicles and categories of expenditures. The Program Expenditure Framework is grounded within the General Budget of the State (*Budget Général de l'Etat*). All expenses are programmed in line with the Classification of the Functions of Government (COFOG) and will be incurred between 2019 and 2023. Before 2018, TAYSSIR's execution was undermined by two challenges: (1) resources were insufficient to cover payment requirements (US\$52 million compared to US\$73 million); (2) delays in the availability of financial resources. Since the academic year 2018/2019, this issue has been resolved thanks to a strong political commitment to address TAYSSIR execution delays. Thus, the estimated financial resources are sufficient (US\$230 million) to cover the execution of the 2018/2019 budget. In addition, the resources were transferred to the MOE on time (January 2019) to facilitate budget execution. It is expected that this trend will be maintained throughout Program implementation period.
- **Efficiency of Program expenditures.** Despite the alignment between the Program Expenditure Framework and government priorities, implementation of this Program could be affected by delays in transferring funds. This risk is mitigated by the strong political backing of Tayssir whose coverage was extended in 2018. An element affecting the efficiency of spending under the Program Expenditure Framework is related to weaknesses in targeting the most vulnerable. Indeed, currently targeting mechanisms are based on geographical criteria, which result in inclusion and exclusion errors. The implementation of the Social Registry starting 2020 will greatly improve targeting of Tayssir, enhancing therefore the efficiency of spending.

- Effectiveness *of Program expenditures*. The Program's own fiduciary risk control mechanisms (see the Fiduciary Systems Assessment for more detail) serve as further driver of efficacy of expenditures under the Program. The following measures will contribute to ensure effectiveness of the Program activities: (i) the revision of TAYSSIR's manual of procedures in January 2019 to better define eligibility criteria, (ii) the upgrade of the information management system and the reconciliation of TAYSSIR's database with other systems such as RAMED,<sup>24</sup> for medical benefits, and MASSAR,<sup>25</sup> to monitor the students, and (iii) the implementation of the Social Registry.

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

**22.** The Program Development Objective (PDO) is to *establish an enabling environment for quality Early Childhood Education service delivery, support improved teaching practices in primary and secondary education, and strengthen management capacity and accountability along the education service delivery chain in the Program Areas.*

**23.** **An enabling environment for quality ECE service delivery in the Moroccan context is defined through the following elements:** (i) educators with relevant skills and qualifications to teach young children, (ii) a framework defining the quality standards and the tools available to measure the quality of preschool environment according to this framework, and (iii) adequate capacity to manage the expansion of ECE at central and local levels. These critical elements contribute to anchor quality standards and allow for continuous improvement of preschool service provision in the country and as such make the environment conducive to quality ECE.

**24.** **Improved teaching practices means that teachers' actions, strategies, attitudes and behaviors in the classroom with students are implemented in a way which increases student learning outcomes.** Teaching practices include, among others, classroom discussions, socio-emotional development, classroom culture, feedback and assessment. These elements can be measured with data collection and analysis tools such as TEACH.<sup>26</sup>

**25.** **Management capacity is defined** as the ability of various administrative levels (AREFs, Provincial Directorates and schools) to plan, implement and adjust work programs that facilitate the achievement of education results. Accountability is defined as the relationship between means, responsibilities and results, captured here through the implementation of performance contracts between different levels of the education administration.

**26.** The PDO indicators are:

- PDO 1: Number of classrooms for which data on quality of Early Childhood Education environment is collected and published by AREF
- PDO 2: Improved teacher practices in the classroom for all active teachers in primary and secondary education
- PDO 3: Implementation of performance contracts at AREF and Provincial Directorate level.

<sup>24</sup> Noncontributory health insurance, which benefitted about 8.5 million individuals.

<sup>25</sup> School management and information system for monitoring the students.

<sup>26</sup> TEACH is an open source classroom observation tool, developed by the World Bank, that provides insights into one of the less explored and more important aspects of a student's education: what goes on in the classroom. TEACH, which measures three key dimensions of teaching practices in the classroom - classroom culture, instruction and socio-emotional skills- is based on sound theoretical and empirical research and preliminary findings of the TEACH pilot show its ability to predict learning outcomes of students

## **Program RAs**

### ***RA 1: Establish an enabling environment for quality Early Childhood Education service delivery***

**27. The proposed Program will support the implementation of the recently launched initiative to universalize preprimary education, focusing on strengthening governance and quality.** The Program focuses exclusively on interventions aimed at improving the quality of the preprimary education to ensure that expansion of access has a tangible and sustainable impact on learning. This will require establishing adequate institutional arrangements, rolling out a qualifying training system for preprimary educators, and developing a framework and implementing tools for measuring the quality of preschool learning environment, in coherence with the national preschool framework implemented by the MOE. Preprimary classroom construction and rehabilitation are likely to increase enrolment in preprimary education, for both boys and girls, and these activities are financed through government resources and through the INDH (and therefore excluded from the Program). Better quality preschool education, with appropriate sanitation and hygienic facilities, will translate in increased demand for preschool education, especially for girls in rural areas.<sup>27</sup> The MOE has further introduced an awareness campaign aimed at encouraging parents to enroll girls in preschool education.

**28. By supporting the establishment of robust systems to measure and improve ECE quality, the Program will have a multiplier impact on the public and private investment in preprimary education.** The definition and implementation of quality standards applicable to all providers and the use of tools to measure the quality of preschool environment will contribute to upgrading the quality of existing public and private ECE provision. Private providers of ECE will benefit from the existence of a well-defined set of norms and standards, guidebooks and other tools aimed at upgrading and standardizing the supply of ECE services. Better trained preschool educators, using gender sensitive material and teaching methods, will have a longlasting impact, including on future behaviors, that are conducive to more equal opportunities for women, as well as better learning outcomes for both boys and girls. Because experiences in the early years are crucial to promoting positive attitudes towards school, low-quality preprimary education programs can have limited or even damaging impacts on child development outcomes. By incentivizing investments in the framework for quality preprimary education, the PforR will help ensure that efforts to expand access are coupled with quality for all so that investments yield the highest social and economic returns.

**29. To support the achievement of these results, the MOE will implement several capacity building activities to address capacity gaps and strengthen monitoring and evaluation of the ECE sector.** These activities will focus on the timely provision of high-level expertise related to the elaboration of strategy for expanding preschool in rural areas and the development of tools to assess early learning environments and child cognitive and socioemotional development.

### ***RA 2: Support improved teaching practices in primary and secondary education***

**30. The Program will support the new preservice teacher training and induction model into the teaching profession and the development of a solid, attractive and coherent professional teacher career.** This RA focuses on the existing program for the improvement of preservice and in-service teacher training, which the GoM sees as the entry point to rethink the teaching profession in Morocco, including teachers' selection, recruitment, induction, deployment and the overall teaching career path. Preservice training for primary and secondary teachers has been restructured into a three-year undergraduate qualification implemented for the first time in

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<sup>27</sup> Agol, Dorice and Peter Harvey. 2018. "Gender Differences Related to WASH in Schools and Educational Efficiency." *Water Alternatives*, Vol. 11 (2), pp. 284-296.

the school year 2018/19. Moreover, to tackle the lack of an appropriate transition from university to professional practice, a two-year program of induction has been implemented for the first time targeting graduates (still under the old university program) in the school year 2018/19. However, the lack of sufficient coordination among different implementation agencies, in addition to low capacity pose significant risks to the implementation of these initiatives.

**31. The Program will contribute to increasing the supply of qualified new teachers by targeting institutional weaknesses, including at the AREF level, and boosting in-service support for active teachers.** While the new training model conceived as a continuum<sup>28</sup> is in line with international good practice, it still needs to overcome a few weaknesses mostly due to historical organizational and design gaps in teacher trainers' qualifications and in the training programs themselves. In this regard, developing the appropriate structures and regulations at the regional level appears to be critical in the current context of administrative decentralization where the AREFs are already playing the leading role in selecting and recruiting new teachers, in addition to other key aspects of teacher policies. Moreover, the Program will address the chronic lack of in-service training opportunities, which is compounded by insufficient support to teachers by the school environment. The Program will focus on the consolidation of a coherent, coordinated and diversified training model that can respond to all current teacher training needs. It will do so by supporting coaching and mentoring at the school level. In addition, digital technology will be leveraged to amplify the impact and outreach of in-service training, with distance learning and technological platforms aimed at providing access to relevant pedagogic and content knowledge and for sharing experiences with peers. Coaching, mentoring and virtual learning will be complemented by regular traditional on-site training in the Regional Centers in charge of Teacher Training (*Centres régionaux des métiers de l'éducation et de la formation* - CRMEFs). Finally, promoting gender equality and non-stereotypical attitudes are critical at school level, and particularly to increase boys' learning outcomes<sup>29</sup>, and this is included as part as the in-service teacher training.<sup>30</sup>

**32. To support the achievement of these results, the MOE will implement targeted capacity building activities to support key areas of the reform.** First, the transformation of the teacher training national system requires capacity support to identify, select and train the key professional stakeholders which will be key to implementing the model effectively. Moreover, technical expertise will support the development of a psycho-technic test for assessing teaching candidates, as well as an information system for the training of teachers. Finally, evaluation studies, together with the rollout of a classroom observation instrument to assess teaching practices, will ensure relevant data is available on the impact of teacher policies.

### ***RA 3: Strengthen management capacity and accountability along the education service delivery chain***

**33. To support the transition of the education system, the Program will reinforce the regional level (AREF) and the provincial level (DP) management capacity and accountability.** This will be achieved through: (a) implementation of performance contracts between the MOE and AREFs and performance contracts between a number of AREFs and PDs; (b) implementation of school improvement projects<sup>31</sup>; (c) establishment of a monitoring and evaluation mechanism of the performance contracts; and (d) integrating the data to monitor school improvement projects in MASSAR. With the objective to improve public spending efficiency and strengthen accountability, the Parliament has adopted Constitutional bylaw on budget acts calling for the implementation of performance-based contracting along the service delivery chain. This reform was piloted in the MOE starting in

<sup>28</sup> From access to initial training at universities to opportunities for in-service training at schools, with a period of induction to the teaching profession right in between those two.

<sup>29</sup> UNESCO. 2017. "Accountability in education: Meeting our Commitments." Global Education Monitoring Report 2017/18. Paris: UNESCO.

<sup>30</sup> UNESCO. 2018. "Meeting our commitments to gender equality in education." Global Education Monitoring Report Gender Review. Paris: UNESCO.

<sup>31</sup> School improvement projects and school improvement plans are used interchangeably throughout the document.

2015 and was deployed to all ministerial departments on January 1, 2018. Performance contracts will be established between the MOE and AREFs; and between AREFs and Provincial Directorates as a tool to strengthen the link between resources and achievements. The introduction of performance contracts will be done in a participatory manner and involving a broad range of stakeholders. They will be aligned with the PdP of the MOE so that decentralized structures of the Ministry support its objectives and contribute to its implementation. A performance contract between the MOE and AREFs; and between AREFs and DPs will reinforce the respective responsibilities of the latter two structures in terms of human and financial resources management.

**34. Moreover, at the school level, the Program will strengthen school management capacity and school accountability mechanisms.** Since 2015, schools in Morocco have been required to develop school improvement plans with a diagnostic, planning, and prioritization of activities, as well as monitoring and evaluation projects. School improvement projects can address anything from extracurricular activities and student well-being to girls' dropout and learning outcomes. In practice, many schools are overwhelmed with this task: in 2017, only 40 percent of schools had school improvement projects in place, and the implementation of those is challenging for school principals.<sup>32</sup> The Program will establish the necessary conditions to support school principals not only to develop their school improvement projects in a participatory approach, but also to implement them. More specifically, the Program will: (i) ensure that data collected from the school improvement projects on school performance is included in the digital education information management system, MASSAR, with the objective to improve monitoring of implementation; and (ii) set up an evaluation system of implemented school improvement plan with clear roles and responsibilities at school, provincial and regional level. The Program will also support the introduction of a citizen feedback mechanism using digital technology to seek feedback from and monitor parental involvement into the design and implementation of school development projects. This is expected to lead to enhanced behaviors and practices of school principals with a greater focus on improved instruction and student performance, better school climate, motivated teachers, and more collaboration and planning for overall school improvement.

**35. To support the achievement of these results, the MOE will implement key capacity building activities for AREFs, DPs and schools.** These activities will support the design of performance contracts between the central Ministry and AREFs; and AREFs and DPs. High-level expertise will also be required to train AREF staff in public financial management, public procurement, human resources management and accounting/audit. At school level, capacity building activities will focus on training of school principals to design, implement and evaluate their school improvement projects in a participatory manner.

#### **D. Disbursement Linked Indicators and Verification Protocols**

**36. The Program includes seven Disbursement Linked Indicators (DLIs) chosen for their relevance and suitability for result-based financing.** DLIs under the Program were first selected based on their large potential to positively impact the learning process. Second, some of the proposed results were identified as potentially requiring additional incentives to be prioritized. Third, some results are targeted so that coordination between various stakeholders and consensus building can be incentivized. To achieve organisational improvements, DLIs will be complemented by a leadership and change management strategy and the use of Collaborative Leadership tools during Program implementation. Finally, the DLIs have been selected based on their capacity to clearly reflect significant progress in implementing the Program and to lead to unambiguous decisions regarding disbursements. The achievement of the DLIs will be verified by the General Inspectorate of the MOE (*Inspection*

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<sup>32</sup> PdP 2018 (page 18)

Générale des Affaires Administratives, IGAA-), with relevant technical expertise, before disbursement of funds. The verification protocols for the DLIs are spelled out in more detail in Annex 2.

**Table 3. RAs and DLIs**

<b>RA</b>	<b>DLIs</b>	<b>Justification for DLI selection</b>
RA 1 Establish an enabling environment for quality ECE service delivery	DLI#1: A training program for preschool educators has been established.	<ul style="list-style-type: none"> <li>Although the qualifications and skills of the educators have the biggest impact on quality of preprimary education, only a minority of existing preschool educators have adequate preparation or training in Morocco.</li> <li>This DLI will incentivize the MOE to provide training to preschool educators.</li> <li>This training system will directly contribute to the upskilling of 20,000 in-service and new preschool educators over the next five years (equivalent to half of the preschool educators in 2019) and will likely benefit a larger number of preschool educators and indirect beneficiaries beyond the Program period.</li> </ul>
	DLI#2: The framework for measuring the quality of the preschool environment has been strengthened.	<ul style="list-style-type: none"> <li>While the MOE has launched an ambitious plan to expand access to ECE, efforts are not yet matched with quality assurance mechanisms. Current monitoring of the system relies solely on the availability of inputs.</li> <li>This DLI incentivizes the Government to ensure continuous quality improvements in preschool units through the development and piloting of a quality measurement tool to assess child development and the learning environment.</li> <li>Implementation of the tool by AREFs, using MASSAR, will help anchor the measurement of quality in the education system in the long term, and the results will benefit policy-makers, principals and teachers to design and improve pedagogical strategies that foster child development and well-being.</li> </ul>
	DLI#3: The Borrower's capacity to manage preschool education has been strengthened.	<ul style="list-style-type: none"> <li>Administrative and operational support to the expansion of preschool education, currently very limited, will need to be significantly increased to ensure that efforts are coordinated and adequately focused on quality.</li> <li>This DLI will incentivize MOE to strengthen its management capacities, both in terms of staffing and systems.</li> <li>The task team's additional capacity will contribute to the effective management, and follow-up of new activities related to the expansion of quality ECE service, including the training of preschool educators, support to the quality assurance process, and supervision of preschool units using MASSAR. Governance of the sector will be improved.</li> </ul>
RA 2 Support improved teaching practices in primary and secondary education.	DLI#4: The model of pre-service training and professional induction of teachers is implemented.	<ul style="list-style-type: none"> <li>Teachers skills and knowledge are a matter of concern in Morocco while the education system is facing the retirement of an entire generation of teachers and a massive need for new qualified teachers.</li> <li>This DLI will help strengthen the initial training and induction model to the teaching profession with special emphasis on the sustainability of the newly created Education 3-year License program (CLE), capacity building of the CRMEF, and training of key actors of teacher professional development.</li> <li>Increased selectivity and better professionalization of teachers-candidates will contribute to make the teacher profession more attractive, which will likely lead to increased enrolment in the new program and to a higher level of academic qualification among candidates, and ultimately will contribute to a more effective professionalization and improve teaching practices in the classroom.</li> </ul>
	DLI#5: A strategy for in-service teacher training and professional development is implemented.	<ul style="list-style-type: none"> <li>This DLI aims at establishing a coherent, coordinated and comprehensive in-service training model that can respond to all teacher training needs on a regular and sustainable basis. It will do so by amplifying the delivery mode with coaching/mentoring experiences at the school level, the usage of technological platform and regular traditional on-site training in CRMEFs.</li> </ul>

		<ul style="list-style-type: none"> <li>An increased proportion of teachers who benefit from effective professional development opportunities will likely lead to improved teaching practices. Finally, jointly with the changes in the induction model, it will help transform teaching as a more desirable and attractive profession.</li> </ul>
RA 3 Strengthen management capacity and accountability along the education service delivery chain	DLI#6: Performance Contracts are implemented	<ul style="list-style-type: none"> <li>In the context of advanced regionalization in Morocco, decentralized structures are the key link of an effective education system, but they often lack the management capacity and accountability to operate effectively.</li> <li>This DLI will focus on improvements in the management capacity of AREFs; and will incentivize the government to reinforce AREFs and DPs' accountability by supporting the design and implementation of performance contracts between the central structure of the MOE and AREFs; and between AREFs and DPs.</li> </ul>
	DLI#7: School improvement projects are defined and implemented.	<ul style="list-style-type: none"> <li>This DLI aims at enhancing the implementation of school improvement projects (SIP) in a participatory approach, by setting up a monitoring and evaluation mechanism to support the successful implementation of SIPs.</li> <li>This is expected to lead to enhanced behaviors and practices of school principals with a greater focus on improved instruction and student performance, better school climate, better and more motivated teachers, and more collaboration in planning for overall school improvement.</li> </ul>

### III. PROGRAM IMPLEMENTATION

#### A. Institutional and Implementation Arrangements

**37. The MOE is responsible for the implementation of the education sector reforms that will achieve the results targeted by the proposed Program.** The Program will be implemented by the MOE, its regional academies, provincial directorates and by the schools. The Ministry of Economy and Finance (MOF) plays a key role in budget allocation and oversight both over the MOE as well as over the regional academies, which are parastatals. The MOF will provide financial support to the MOE and its regional academies in implementing the Program.

**38. At the central level, under the leadership of the Minister and the Permanent Secretary, MOE directorates will plan and implement activities related to their respective RA.**

- **For the first RA “Establish an enabling environment for quality Early Childhood Education service delivery”,** the Directorate in charge of cooperation and promotion of private education (DCPESP) will be responsible for the achievement of preprimary education results. Teams will be established at the DCPESP and within each AREF with clear roles and responsibilities. These teams will be responsible for coordinating with the Central Unit for Professional Training (UCFC), the national EMIS (MASSAR) for preschool enrollment data, the National Initiative for Human Development (INDH), the Directorate for curriculum (DC), and third party providers who have signed partnership agreements.
- **For the second RA “Support improved teaching practices in primary and secondary education”,** UCFC will be the entity responsible for the implementation, monitoring and coordination, in collaboration with universities, AREFs, CRMEFs and schools. One of the most important challenges in the Program is the coordination across the different institutions and actors who will be responsible for the initial and ongoing training primary and secondary teachers in the new framework of decentralization of the management of education. Improving this coordination is in fact one of the objectives of the Program itself, which should lead to formal partnership agreements between the various institutions at regional level.
- **For the third RA “Strengthen management capacity and accountability along the education service delivery chain”,** the Directorate for General Affairs, Budget and Assets (*Direction des Affaires Générales, du Budget et du Patrimoine* - DAGBP) will oversee implementation, monitoring and coordination of

reforms and capacity building activities with AREFs and DPs. In particular, for management of fiduciary aspects of the Program, the DAGBP will assist the AREFs and serve as their contact point at central level including for the interactions with the MOF. For the activities at the school level, the Directorate for School Environment (*Division de la Vie Scolaire - DVS*) will oversee implementation and coordination of activities and capacity building. The Directorate for Information Systems (*Direction du Système d'Information - DSI*), in charge of MASSAR, will provide technical expertise to facilitate monitoring.

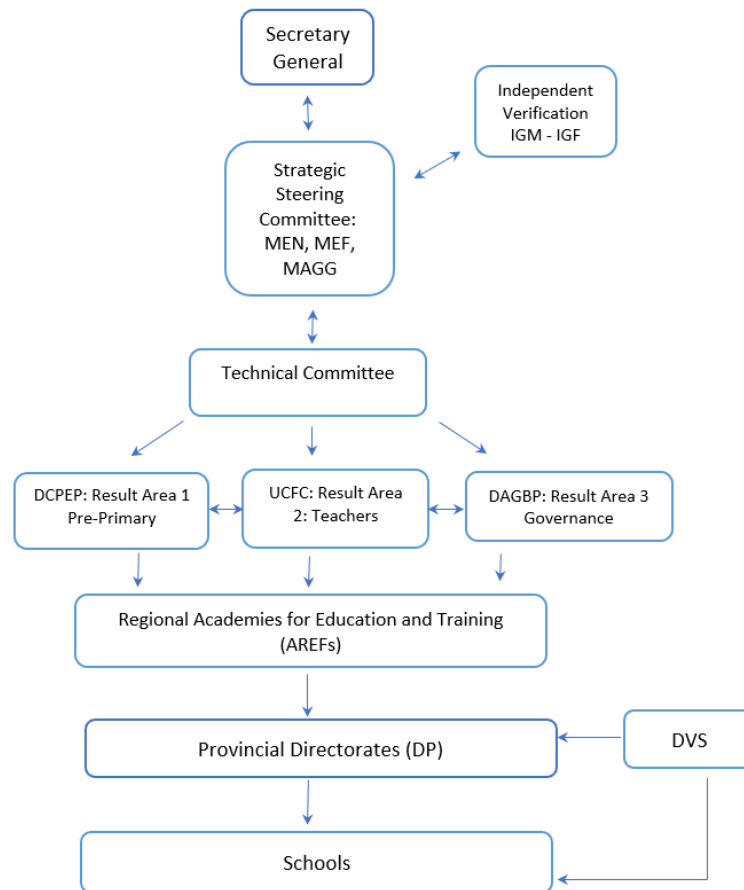
**39. The MOE is ultimately accountable for meeting the Program objectives**, providing Program oversight, monitoring and evaluation, and providing technical support to the various MOE directorates involved in implementation, and coordinating activities among various stakeholders.

**40. At the regional level**, the AREFs and their DPs will oversee the implementation of relevant Program activities. Their responsibilities include the preparation of annual work programs, budgeting, financial management, procurement and management of environmental and social aspects of the Program. The AREFs will be supported by the departments of MOE at the central level. Part of the Program will be further implemented by schools.

**41. Coordination at the policy level will be ensured by a Strategic Steering Committee (SSC)**. The SSC, appointed by the Minister and chaired by the Secretary General, will include senior representatives of MOE directorates in charge of Program key RAs, AREF directors and focal points of the MOF and the Ministry of General Affairs and Governance (MAGG). The SSC will ensure overall oversight of Program planning and implementation, arbitration and decision-making, periodic monitoring of progress as well as effective coordination of all institutions and stakeholders involved in the overall education Program.

**42. To mitigate the risk of implementation gap and to strengthen MOE's capacity to implement complex education reform**, a **Technical Committee** will be responsible for overall Program implementation and coordination in the three RAs, and assist the MOE in administrative and operational functions related to reform and Program implementation. The Technical Committee will be attached to the Office of the Permanent Secretary and will be the focal point for the Program. It will be responsible for: (i) facilitating the coordination of implementation with MOE Directorates and AREFs, (ii) monitoring and reporting on Program implementation through preparation of progress reports, (iii) reporting environmental and social aspects pertaining to Program activities, and (iv) coordinating with other donor partners to ensure that parallel financed activities are synchronized with overall Program implementation. It will serve as the Secretariat for the SSC and will assist the SSC in its technical and administrative functions. Given the scope of the Program, the Technical Committee will require mobilizing and training MOE staff to perform the duties of a national senior Program Coordinator as well as other functions as required.

**Figure 6. Implementation arrangements**



**43. Change management introduced by the Program will be supported by experienced internal staff.** One or more staff from MOE (Central) will support the strengthening of MOE’s capacity in results-based management and change management. Experienced staff at the regional level will support teams in applying Collaborative Leadership tools to improve coordination and collaboration. This will constitute an environment that supports innovation, iterative learning and joint problem solving, and fosters shared ownership.

## B. Results Monitoring and Evaluation

**44. The operation is anchored in the sector’s PdP and related monitoring and evaluation policy.** The Program’s monitoring and evaluation framework was developed jointly with the MoE and education partners during Program preparation. The MOE relies mainly on its MASSAR, a comprehensive information system which covers virtually all 6.8 million Moroccan students. It is supported by modern information systems with a central database and secure access from about 15,000 schools around the country. Its robustness, accessibility and integration capacity were assessed as part of the preparation of the World Bank-financed Identity and Targeting for Social Protection Project (P155198) and were found adequate. Against this background, and in line with the strong alignment between the Program and MOE PdP, it is envisaged that most M&E activities under the Program will use MASSAR as primary source.

## C. Disbursement Arrangements

**45. The Program envisages disbursement throughout the Program implementation period based on the verification of achieved disbursement linked results (DLRs).** Applications for withdrawal per the amounts allocated to individual DLRs will be sent to the World Bank once the World Bank has notified the GOM in writing that it has accepted evidence of the achievement of the DLRs and the amount of the eligible payment. The withdrawal amount against the DLRs achieved will not exceed the amount of the financing allocated by the World Bank for the specific DLR. Details of the agreed disbursement procedures for each DLR are provided in Annex 2.

**46. For scalable DLIs, payment would be made in proportion to the achieved results for each period after verifying the DLIs.** An advance payment up to 25 percent of the total loan amount is envisaged to allow for critical activities to ensure achievement of key Program results. In addition, a disbursement of up to a maximum amount of US\$25 million (or 5 percent of the loan amount) may be made on account of DLRs achieved prior to the date of signing of the loan agreement but on or after September 1, 2018. The Government has indicated the intention to request the advance upon effectiveness and provide supporting evidence for prior results achievement for DLR 3.1.

**47. Verification protocols are summarized as follows:**

- a. Data source/agency: MOE, will collect and consolidate data and report on the achievement of the DLIs;
- b. Verification entity: IGAA will be tasked with verifying the achievement of the DLIs as per the defined verification protocols for each DLI;
- c. Verification procedures: IGAA will review and approve the reports prepared by the MOE and submit them to the MOF, for submission to the Bank, along with the accompanying evidence.

**48. The DLIs will be independently verified by the IGAA.** The MOE will be responsible for collecting all the data and documentation necessary for monitoring, verification and evaluation purposes required for the Program. The MOE will bear responsibility for monitoring overall progress toward achievement of the Program's results, as well as for ensuring timely collection and provision of monitoring data and verification documents for the World Bank and MOF. Likewise, the MOE is responsible for the financial reporting and monitoring of the operation.

#### **D. Capacity Building**

**49. Strengthened capacity at various levels of service delivery (central, regional, provincial and local) is a key outcome of the Program as spelled out in the PDO.** The DLIs are formulated to incentivize key results indicative of substantial and long-lasting reinforced capabilities and capacity. At the end of the Program, it is anticipated that the MOE will have adequate capacity to manage an expanded ECE sector, through a strengthened institutional framework, relevant and actionable monitoring tools and mechanisms and sufficient human resources with adequate skills and capabilities. Moreover, over the five-year Program period, the institutional framework for recently launched teacher professional development program will be reinforced and stabilized with adequate mechanisms for coordination and collaboration across relevant stakeholders. Finally, by the end of the Program, the institutional mechanisms linking the various administrative levels of service delivery will be performance and accountability driven through the establishment of performance contracts. Moreover, leadership and management capabilities will have been strengthened at the school level.

**50. To support Program implementation and improve the sustainability of results, a capacity building activities will be implemented and financed by the client.** The scope and depth of the reform agenda to be supported under the Program are substantial. As highlighted above, it is expected to contribute to a shift in the

operating model of the system, and to result in substantially strengthened capacity at all levels. The reform agenda requires the implementation of key capacity building activities which were identified during the preparation of the Program and summarized under each RA. While no separate technical assistance is envisaged under the Program, activities will be included in the MOE work program and adequate funding will be made available by the Ministry of Finance to support their implementation throughout the Program duration. Moreover, change management activities will be mainstreamed across the three RAs with support of the World Bank. To the extent that the reforms supported by the Program call for individual, team and organizational changes, change management tools will be integrated across all Program RAs, including initiatives such as coalition building, individual coaching and rapid results initiative coaching.

#### IV. ASSESSMENT SUMMARY

##### A. Technical (including program economic evaluation)

**51. The main determinants of the learning crisis in Morocco include lack of school readiness among children and limited teacher readiness.** Many Moroccan children are not prepared to learn when they enter primary school. The quality of existing preprimary services is unequal, with multiple providers and supervision entities, and therefore various pedagogical models, and uneven standards of quality. The teaching and learning process is undermined by poor teacher preparation and insufficient professional development support. Teachers enter the profession in Morocco without adequate practical training. Moreover, in-service teachers lack the necessary support and professional development opportunities. Such support is needed to overcome pre-service training gaps, accompany inception of new teachers and assist teachers in the implementation of content and pedagogical reforms.

**52. Moreover, a large implementation gap between policies and what is happening in the classroom is hampering progress.** The learning challenges in Morocco are well documented and the GoM has produced relevant strategies and designed adequate reforms to tackle these challenges. A substantial implementation gap has, however, hindered the translation of these reform efforts into tangible and long-lasting improvements in learning outcomes. The existing gaps can be explained by several factors, including lack of continuity in implementing education reforms and weak coordination and cooperation among key stakeholders. Moreover, implementation suffers from weak capacity, especially at decentralized levels. Overall, there is a large mismatch between the managerial, operational, pedagogical capabilities of AREFs and DPs and the functions they are expected to assume.<sup>33</sup>

**53. The technical design and focus of the Program draw on strong analytical evidence as well as on behavioral economics and organizational science literature.** The Program supports the establishment of an enabling environment for quality ECE service delivery and the adequate training and supporting of teachers, which the WDR 2018 and the MENA Education Flagship Report highlight as being the most crucial ingredients of learning. While access to preprimary education can foster foundational skills, solve part of the learning crisis and prepare future generations to the changing nature of work (WDR 2019), preschools must meet a quality threshold if they are to produce the desired and positive outcomes. In some cases, a low-quality preschool is worse for child development than no preschool at all (Garcia, Heckman and Ziff, 2017). The proposed Program will therefore focus

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<sup>33</sup> The most compelling case of lack of continuity in education reforms is the incomplete decentralization process of the education system: although legally enacted since 2002, the reform is still not fully implemented. Another example of weak coordination and system capabilities is that of the CRMEF, a critical player in ensuring adequate teacher professional development. CRMEF was created in 2011 as part of the reform of the teacher recruitment and training system, but became functional only in 2014 and today, the distribution of roles and responsibilities between CRMEF, the central level and AREF remains unclear.

on interventions aimed at improving the quality of the preprimary education provision in Morocco (DLI#1, 2, 3) to ensure that expansion of access has a tangible and sustainable impact on learning. To be effective, teacher training needs to be individually targeted and repeated, with follow-up coaching, often around a specific pedagogical technique (WDR 2018; Popova, Evans and Arancibia 2016). The proposed Program will therefore strengthen the induction model to the teaching profession and establish a coherent, coordinated and diversified professional development model that aligns with practices associated with better student performance (DLI#4, 5). To make the whole system work for learning, technical and political barriers must be overcome, and actors need to be aligned (WDR 2018). By strengthening management capacity and accountability along the education service delivery chain (DLI#6, 7), the Program will tackle governance constraints undermining the achievement of reform outcomes (WDR 2017). The mainstreaming of adaptive leadership and support to change management will also address barriers associated with the complexity of aligning multiple stakeholders and changing human behavior, highlighted as key factor in successful policy implementation (World Bank 2018, World Bank 2019).

## Economic Analysis

**54. There is a strong rationale for public investment, derived from the existing government program, market failures and equity considerations.** The provision of education in Morocco is mostly assumed by the public sector. Article 31 of the 2011 Constitution states that public authorities must mobilize means to grant the right to modern, accessible and quality education. In Morocco, education is mostly public, with more than 83 percent of primary school students, and 91 percent of lower and upper secondary school students attending public schools.

**55. Economic benefits expected from the Program are significant.** First, the Program will ensure that children begin primary school with stronger cognitive and socioemotional skills, meaning an important effort to transform the pre-primary education setting in Morocco. The Program expected outcomes include better trained educators and a sound monitoring system of early childhood education progress. These outcomes will have a positive impact on students in the short, medium and long term regarding learning outcomes, socio-emotional outcomes or labor market participation (Kautz et al. 2014). More specifically, given the persistent gaps between urban and rural students (with a strong gender dimension) in access to early childhood education, the Program will enhance the ability to close such gaps that, in the absence of the program, would translate into economic and social efficiency losses in the adult life.

**56. Second, at the end of the Program, new and current teachers are expected to be adequately trained and supported for improved teaching practices.** This will take place with the support to a new teacher professional model for incoming and current teachers. The overall expected outcome is an increase in the quality of (measurable) teaching practices in the classroom for all new and current teachers and, in the longer term, that the teaching profession becomes more attractive for talented students. It will do so by introducing a more practical component into teacher training with the participation of new actors that will enhance follow-ups and coaching experiences, a key ingredient for effective teacher professional development (World Development Report, 2018). Beyond the vast and persistent evidence on the importance of teacher quality as a necessary condition for improvement learning outcomes, increasing evidence relates the quality teaching practices in the classroom (subject to be improved in effective professional development) with significant learning outcomes.

**57. Significant economic gains are expected out of these two areas, given the impact on learning outcomes expected.** Results based on an economic benefit estimation model (see Annex 3) display additional 2.6 percent for workers over the long term. Based on OECD (2015), this would entail an increase of 4.48 percent in discounted future GDP and an increase of 0.31 percent yearly GDP.

**58. Third, the Program expects to strengthen the management capacity and accountability of the education system along the service delivery chain.** Management capacities of decentralized authorities as well as schools is crucial for appropriate system alignment and results delivery (Bloom et al, 2015; WDR, 2018). In terms of school management, two key factors matter most for learning: (i) governance – the degree to which the principal is accountable to institutional stakeholders; and (ii) leadership – the degree to which the principal communicates a well-articulated strategy for the school over a given period (Bloom et al, 2015). According to the IMF, the TIMSS score would improve by 53 points if: (i) the quality of budget management improves; (ii) teacher wages are set at an attractive level and the overall level of teacher education increases; and (iii) institutional and governance quality improves. Those improvements would be achieved by better defining responsibilities between the central government and subnational authorities and the quality of allocating resources, and reasserting teachers’ value. (IMF, 2016)<sup>34</sup>

## **B. Fiduciary**

**59. The Program's fiduciary systems are acceptable and provide reasonable assurance on the use of the Program's resources for intended purposes. The fiduciary risk is substantial.** The Program Expenditure Framework consists only of the Conditional Cash Transfer (CCT) Program in the education sector – “TAYSSIR” – benefiting 2.3 million children from vulnerable families. TAYSSIR aims to reduce school dropouts through CCT payments to parents. The main fiduciary risks of the Program relate to: (i) inadequate beneficiary identification (exclusion of eligible beneficiaries and inclusion of ineligible beneficiaries), resulting in inaccurate payments; and (ii) delays in payments. In addition, another risk – related to Program expenditures being double counted, under both the proposed Program and the Eligible Expenditure Program (EEP) of the World Bank-funded ongoing Identity and Targeting for Social Protection Project (P155198) – has been identified. The ongoing project’s financial management (FM) risk is substantial and FM performance is satisfactory. The main issue related to the 2016/2017 CCT arrears has been addressed. Arrears were caused by a higher demand for Conditional Cash Transfers than initially anticipated by government. This has been resolved with the introduction of a revised beneficiary targeting methodology. Finally, there are no procurement-related activities (of goods or construction) included under the proposed Program that could be at risk of fraud and corruption. The World Bank’s “Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing”, dated February 1, 2012, and revised July 10, 2015 will apply to the proposed operation.

**60. A comprehensive set of mitigation measures that aims to reinforce the governance of TAYSSIR are embedded in the Program Action Plan.** In particular, the Program Action Plan includes monitoring of timely payment of each tranche of CCT. The improvement of the identification of beneficiaries will be achieved through DLI #5 of the ongoing Identity and Targeting for Social Protection Project (inclusion of TAYSSIR applicants registered in the Social Registry<sup>35</sup>). DLI #5 includes several DLRs related to the reliability of the targeting of TAYSSIR beneficiaries. Risks associated with the double counting of expenditures with the ongoing Identity and Targeting for Social Protection Project’s EEP will be mitigated by the enforcement of ex-ante and ex-post controls. Ex-ante controls will be specified in the Program Operations Manual to ensure a clear segregation of the expenditures supported by the two operations. As such, the secondary students’ CCTs (amounting per annum to US\$140 million) will be used to account for the proposed Program’s yearly expenditure (US\$100 million). The Identity and Targeting for Social Protection Project will cover primary students’ CCT in an annual amount of US\$87 million. Ex-post controls will include verification by the Inspectorate General of Finance (IGF), which is in charge of auditing both operations.

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<sup>34</sup> IMF (2016). *Morocco Selected Issues: Efficiency of Public Spending on Education in Morocco*, November 30, 2015.

<sup>35</sup> This system includes biometric identification, which represents one of the country’s major reforms with respect to the social protection agenda.

**61. Program exclusions.** As the Program does not include procurable expenditures, there are no contracts above the Operations Procurement Review Committee (OPRC) thresholds.

### **C. Environmental and Social**

**62. The Environmental and Social System Assessment (ESSA) has been prepared by the World Bank for the PforR.** The ESSA assessed, against the requirements of the World Bank Policy and Directive on PforR financing, the national and local environmental and social management systems applicable to the Program. The activities to be undertaken under the PforR were also analyzed to identify potential environmental and social effects. The ESSA was supported by: (i) a review of relevant documentation, (ii) interviews with stakeholders at the national and local level, and (iii) site visits in a sample of schools and pre-schooling classrooms.

**63. Consultations plan.** The draft ESSA report was shared with counterparts and discussed during a consultation workshop. The final ESSA reports were publicly disclosed through the World Bank's website on April 24, 2019.

**64. Given the nature of activities, which are meant to give equal access to quality preschool education and develop citizen participation and accountability, the Program is expected to generate positive social impacts,** including notably in: (i) allowing children, particularly girls and the most vulnerable children to have equal access to quality preschool and early education; and (ii) narrowing socioeconomic and geographical disparities, particularly in rural areas, remote locations, semi-urban areas, and regions particularly lacking in educational infrastructure. The Program will considerably improve the quality of knowledge and learning among young children, thereby also contributing to enhanced early childhood development, a resulting reduction in grade repetition and dropout rates, establishing a solid basis for skills development that offers long-term potential for improvements in technical and technological skills, and consequently higher graduation rates and greater employability among the young boys and girls. In addition, the Program will boost the effectiveness and governance of the education system at central and local levels in view to ensure schools' responsiveness and accountability to parents and local communities.

**65. Adverse environmental and social risks stemming from the Program-supported activities are anticipated to be negligible to low.** There are no social and environmental risks associated with land acquisitions since the Program will not finance classroom or school renovation or construction work, and thus will not cause physical or economic displacement of any population. Furthermore, the government program which aims at providing equitable access to universal preschool education does not involve acquisition of private land since classroom renovation or construction will be done in existing public schools and will primarily be carried out as part of the *Initiative Nationale pour le Développement Humain* (INDH). Many environmental and social management tools and procedures were established within the framework of the World Bank-financed PforR supporting INDH phase two and have been subject to regular monitoring, including practical guide on good environmental and social practices, assessment and monitoring tools, appointment and training environmental and social focal points in all provinces and prefectures to ensure coordination, follow up, monitoring and reporting of social and environmental risks and mitigation measures, as well as ESSA plan of actions. A very low and temporary impact on environment is related to an increase in greenhouse gas emissions due to an increase in travel to training sites, which will be mitigated by using shared transport to training sites.

**66. Equity and social inclusion.** One of the main objectives of the MOE is to provide equal access to quality preschool education, to *all children, especially: girls, Berber-speaking children, disabled children and the most vulnerable children (living in poverty, in under-equipped neighborhoods, rural or remote areas)*. The preschool education reference framework adopted by the MOE in July 2018 is based on the principle of equal opportunity for all children in accordance with the 2011 Constitution and the Convention on the Rights of the Child (ratified by Morocco in 1993). This reference framework that will be the main tool for the training of pre-school educators includes approaches, pedagogic tools and modules, with regards to children specific needs and rights as well as cultural diversity. The MOE developed inclusive education, to give the necessary attention to children with special needs, through specific classes to deaf-mute children, physical accessibility and appropriated school facilities for disabled children.

**67. The MOE developed various information, consultation, and grievance redress mechanisms,** including: (i) information and communication strategy for all stakeholders; and (ii) new user-oriented MOE portal with spaces dedicated to all actors concerned and websites for all AREFs, provincial delegations, and schools, EMIS, and grievance management mechanisms (online platforms, toll-free number, website, registry office, communication units, etc.). The Program aims at strengthening all these mechanisms, throughout the service delivery chain (central, regional, provincial and local), to improve service delivery access and quality. It also aims at strengthening the role of parents, local associations and communities in decision-making processes, through improving and standardizing: (i) mechanisms for access to information, consultation, and participation of parents and local associations in decision-making processes; and (ii) grievance redress mechanisms (online platform, MOE and AREF websites, toll-free phone, grievances office and register). The Program will also strengthen and systematize the aggregation, consolidation and reporting of all grievances received through the various uptake channels, in order to ensure regular monitoring.

**68. Citizen engagement.** The Program will: (i) establish beneficiary feedback mechanism: it will gather information on the implementation, relevance and quality of specific Program activities, including for example feedback from teacher on the coaching and training received using digital technologies; and (ii) promote school-level social accountability through consultations with parents' associations, as key local stakeholders, both upfront during the preparation of school improvement projects (SIPs) and at the mid-term implementation stage. Through these consultation and transparency mechanisms, all parents will access information on the SIPs and the school performance, while parents' associations will be able to engage constructively with the school staff and teachers. Further mechanisms will also be designed to support the participation of parents' association in the elaboration of SIPs, the monitoring of their implementation, and the provision of regular feedback that will inform SIP evaluation.

**69. Gender.** The analysis revealed two key gender issues: (i) Access to preprimary education for girls in the rural area: in 2017, 50 percent of the 4-5-year old attended preprimary education and there was a 24-percentage point difference between rural and urban areas (36 vs. 60 percent). Only 26 percent of rural girls and 45 percent of rural boys attended preprimary education; and (ii) boys' lagging learning outcomes: In TIMSS 2015, the average score for fourth grade science students is 10 points higher for girls compared to boys. The gap reduces to 7 points difference in favor of girls in grade eight. PIRLS 2016 results show that girls in fourth grade scored 372 points in reading skills, while boys are almost 30 points behind at 344 points.

**70. Expanding quality early childhood education will translate into higher enrolment rates in preschool education, benefiting especially girls in the rural area.** The objective of the MOE is to provide equal access to quality preschool education to all children. However, the MOE has introduced the principle of positive discrimination to boost the enrollment of girls, primarily by an ongoing awareness campaign aimed at parents and local communities. The construction and rehabilitation of preschool classrooms will include installing appropriate

school infrastructure facilities (washrooms, secure access, etc.), a development that is of particular relevance to girls' schooling.<sup>36</sup> Program activities further promote gender-sensitive materials and teacher practices in the classroom that can have long-lasting positive impacts for both boys' and girls' learning outcomes. Progress towards girls' enrolment in preprimary education is monitored in intermediary indicator 1.3 'Number of additional children age 4 and 5 enrolled in preprimary education' which is disaggregated by gender and rural/urban residence. The indicator will monitor the closing of the gender gap by aiming at half of all newly enrolled children being girls. The intermediary indicator 1.2 monitors the number of preschool educators who completed an in-service training program. The end target foresees that at least half of the 20,000 preschool educators are women. In general, related to enhancing the quality of the preprimary education provision under RA 1, activities promote gender-neutral materials and educators' practices in the classroom. Capacity building activities such as the tool to measure early learning quality and outcomes will include gender disaggregated information.

**71. The Program has identified a series of activities that will contribute to improving and tracking boys' (and girls') learning outcomes.** Promoting gender equality at school level and gender-sensitive teaching, is included as part of the newly created CLE program of pre-service teacher training and is also included as part of the in-service teacher training. Learning outcomes are monitored in the intermediary indicator 2.3 'Improvement of learning outcomes, by gender'. A gender-specific target for learning outcomes will be introduced once the baseline has been determined. PDO 2 measures to what extent teachers adopt the behaviors, attitudes and practices that contribute to the learning of all students and the development of their potential. The change of teacher behavior is based on data that will be collected through a classroom observation tool which will provide feedback to teachers on pedagogical skills and on interaction with students. This feedback may include a gender bias module, as appropriate. Finally, in RA 3, school directors are incentivized to develop school improvement projects, with the objective to enhance self-evaluation and address any school-specific challenge (ranging from girls' dropout, learning targets, extracurricular activities, etc.) through targeted activities for teachers and/or students (including planning and prioritization of activities; M&E plan, etc.).

**72. Overall, the Program ensures that professional development programs for school principals, educators and teachers, and instructional support staff benefits males and females equally.** When possible, communication activities supported by the Program will include gender-balanced examples of female school directors, inspectors and other staff. This is monitored through an intermediary indicator 2.2. In-service teachers receive and access personalized professional development opportunities through their AREFs, by gender. Considering that teaching is increasingly feminized, a more attractive and socially valued teaching profession will also further the cause of improved labor market integration for women. Additionally, an increased share of trained and well-prepared female teachers may encourage a higher number of girls to enter the profession, hereby stimulating female labor participation.

**73. ESSA recommendations.** The social and environmental management system is compliant with PforR Policy and Directives. Environmental and social risks related to the program activities are deemed minimal to very moderate. The main recommendation arising from the ESSA is to strengthen the capacity to handle grievances and to ensure social accountability. These capacity strengthening sessions which will be developed by central and regional administrative units, will target the key actors and institutions involved in implementing the Program activities, i.e., the AREFs, DPs, and school principals, in view to design and implement a procedure dedicated to aggregation, consolidation, reporting and monitoring of all grievances received through the various uptake channels at the levels of AREFs, DPs and schools.

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<sup>36</sup> Agol, Dorice and Peter Harvey. 2018. "Gender Differences Related to WASH in Schools and Educational Efficiency." *Water Alternatives*, Vol. 11 (2), pp. 284-296.

**74. Climate screening and climate co-benefits.** Based on the Climate Screening Assessment, the overall risk to the outcome/service delivery of the Program is *moderate*. The main climate change risks Morocco is likely to confront are temperature increases, reduced precipitation, rising sea levels and escalating extreme weather phenomena (floods and droughts). Mean annual temperature in the Program location is projected to increase by 1.1 to 3.5°C by 2060 with the projected rate of warming growing faster in the interior regions than in those closer to the coast. 'Hot' days and nights are expected to increase in the future. The mean annual precipitation is expected to decrease by up to 20 percent by 2050.<sup>37</sup> Extreme events are expected to increase in frequency and severity with flash floods threatening urban areas, increased risk of flooding during the October-December periods, coastal erosion and flooding from tidal storms and “mini tsunamis”, and erratic precipitation patterns. In fact, Morocco is already bearing the brunt of climate change, with events such as the severe drought in 2016 depressing the economy and threatening the health and livelihoods of vulnerable populations. Similarly, the drought of 1994-1995 hampered the crop year, reducing annual grain production by over 70 percent. Agricultural GDP subsequently dropped by 40 percent, leading to a 12.4 percent overall reduction in GDP in 1995.<sup>38</sup> (OECD, 2017) The floods that struck Guelmim and Sidi Ifni in November 2014 resulted in 47 deaths and 150 destroyed homes.<sup>39</sup> (OECD, 2017) The poorest communities are extremely exposed, as they tend to live in high-risk areas, sometimes in informal settlements, and lack the necessary financial resources to recover from a disaster. This has significant socio-economic impacts and affects education service delivery and children's access to school. In 2013, floods, caused 1,856 schools in 63 Moroccan provinces to temporarily close, affecting over 100,000 children.<sup>40</sup> (h24info, 2013) In 2014, floods in the south of the country caused 622 schools to close for over a month.<sup>41</sup> (Yabiladi, 2013) Droughts and floods also have also an indirect effect on children's education. Cross-country analysis, including Morocco, shows that natural disasters affect secondary education attainment, increase repetition rates, and also cause disinvestments from education.<sup>42</sup> (Onigbinde, 2018) As socio-economically disadvantaged families experience a reduction in income, e.g. due to crop loss, increase in food prices or destruction, they are likely not to be able to afford sending their children to school, with potentially long-term effects on educational outcomes.

**75. Climate adaptation is particularly important as the proposed PforR targets the young population that will undoubtedly face climate impacts in their future.** Morocco is aware of these challenges and has adopted a proactive policy of fighting climate change, both in terms of mitigation and adaptation. The GoM has developed a strong, cross-sectoral, Disaster Risk Management and climate change adaptation policy framework over the last two decades. Since the early 2000s, the GoM has launched a large set of initiatives to improve the understanding of critical risks in the country through risk assessment studies, as well as definition of roles and responsibilities between ministries in disaster risk reduction, response and recovery from natural catastrophe. The Government has improved the approach to managing disaster and climate-related risks with a focus on promoting ex-ante risk reduction and preparedness, to complement post-event recovery activities. To this end, the Government has begun to fundamentally reform the National Disaster Fund (*Fonds de Lutte contre les Effets des Catastrophes Naturelles, FLCN*) and convert it to a “National Resilience Fund”. The reform seeks to establish a more systematic process within the Government, addressing DRM in an integrated manner covering activities implemented by central government line ministries and other national entities as well as local governments. The GoM has also

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<sup>37</sup> Models in the ensemble are consistent in projecting seasonal decreases in annual rainfall, with the greatest decrease of 30 percent during June/July/August and the smallest during March/April/May by 11 percent. Runoff is expected to increase by 13 percent. Climate change will increase demand on groundwater for irrigation, which already consumes 90 percent of available water, and reduce the quality of surface water, due to pollutants.

<sup>38</sup> OECD (2017)

<sup>39</sup> OECD (2017)

<sup>40</sup> <https://www.h24info.ma/actu/100-000-eleves-sans-ecole-au-maroc-a-cause-des-inondations/>

<sup>41</sup> <https://www.yabiladi.com/articles/details/31889/maroc-enfants-prives-d-ecole-apres.html>

<sup>42</sup> Onigbinde, 2018

initiated the development of an efficient disaster risk financing mechanism with the adoption of Law 110-14 in 2016. The law aims to improve the financial resilience of Moroccan households and businesses against natural and man-made disasters.

**76. Program activities benefiting school children will be designed with climate resilience in mind.** University syllabus on the newly created initial pre-service teacher training CLE includes climate and environmental content to raise awareness about climate change and environmental issues (RA 1 and 2). The purpose is that teachers and educators are trained and informed to provide educational material for learners on climate change awareness who can exercise these at school and at home (e.g. water and energy saving techniques, smart-agriculture, resource use, preservation of green spaces, reduction of greenhouse gas emissions, etc.). This will increase teachers' understanding of climate change and help them transmit the necessary knowledge to students. Building disaster risk management capacity through training of teachers and including this in learner curriculum is expected to increase Morocco's ability to deal with future climate-induced natural disasters. All the above-mentioned aspects and risks related to Climate Change are taken into consideration while preparing teacher training modules, designing educational material for learners on climate change and improving teaching practices. Teacher training modules will be monitored through the chain of expected results of the program (among RA 1 and 2). School improvement projects, included in RA 3, are one of the mechanisms to integrate climate change related activities in the school and learning environment. School improvement projects can address anything from extracurricular activities, which often aim at making the classroom and school more environmentally friendly like green spaces, collect water through rain water harvesting, encourage behaviours like switching lights/equipment off when not in use and recycling with the objective to sensitize children to the environment and climate-related challenges.

**77. Grievance redress.** Communities and individuals who believe that they are adversely affected because of a Bank supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance redress mechanism or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address pertinent concerns. Affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, because of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).

**78. Morocco has a number of constitutional independent institutions responsible for grievance handling and resolution, which have the power of self-referral,** including: the National Council for Human Rights and its regional commissions, which receive complaints, initiate legal proceedings in case of violations of all forms of human rights violations; The Ombudsman and its regional representations which receive complaints related to public administrations; The National Body for Probity, Prevention and Fight against Corruption whose mission is, inter alia, to monitor the implementation of policies to prevent and combat corruption and to receive and process complaints from citizens. The World Bank's GRS mechanism does not affect the efficiency of the Moroccan complaints and resolution system.

#### **D. Risk Assessment**

**79. The overall risk to the Program objectives is substantial.** The Program will introduce an important shift in the education system by focusing on performance and accountability. The multidimensional Program scope combined with its numerous stakeholders with an uneven implementation capacity along the service delivery

chain also contribute to increasing risks. Yet, the analytical underpinnings have highlighted the intertwined governance and sectoral challenges affecting the access and quality of education provision. These challenges can thus only be addressed through a holistic and integrated approach, supporting different reform levers and the key actors along the service delivery chain.

**80. Political and governance, sector strategies and policies, as well as stakeholder risks are rated substantial.** The Government’s willingness to reform is illustrated by considerable public investments and sustained efforts to produce reform strategies for the education sector. Commitment to reform has, however, been uneven over time. Coordination for policy development and implementation in the education sector is weak, whether at the central or subnational level. To facilitate the reform process and provide concrete solutions to arising issues of change and adaptation, the PforR will support multi-stakeholder engagement for structured dialogue around key results. It will also strengthen the MOE capacity to manage for development results and drive successful delivery of the change process.

**81. Technical design and institutional capacity for implementation and sustainability risks are rated substantial.** The DLIs of the Program are associated with reforms of high technical complexity. The PforR will bring forward a focus on results rather than on inputs to incentivize reforms. The PforR instrument by nature also calls for closer coordination between the MOF and the MOE around priorities and annual budget allocations. Furthermore, the nature of the reforms and activities supported by the Program will require new skills at the MOE, for instance, in the area of ECE.

**82. Fiduciary risk is substantial.** The main fiduciary risks of the Program relate to: (i) inadequate beneficiary identification (exclusion of eligible beneficiaries and inclusion of ineligible beneficiaries), resulting in inaccurate payments; and (ii) delays in payments. In addition, another risk – related to Program expenditures being double counted, under both the subject Program and the EEP of the World Bank-funded Identity and Targeting for Social Protection Project (P155198) – has been identified. A comprehensive set of mitigation measures that aims to reinforce the governance of TAYSSIR are embedded in the Program Action Plan, including monitoring of timely payment of each tranche of CCT.

**83. The Program aims at mitigating those risks through a combination of a phased, realistic and context-specific approach to reform.** The Program focuses on ambitious yet politically and institutionally feasible goals, that can be achieved in a five-year period and that put in place the building blocks of long-term reform engagement in the education sector. Program risks are mitigated by: (i) a dedicated communication and change management plan to support reform, to increase commitment to reform among relevant stakeholders, and help overcome coordination failures (e.g. between the center and the AREFs under RA3 or among the various implementing agencies under RA 1); and (ii) the identification and planning of substantial capacity building to support the Program. Finally, the technical design of the Program itself, focusing on strengthening management capabilities and accountability along the service delivery chain will also contribute to greater transparency and a more efficient use of public resources.

**84.** The residual risk remains, however, substantial and can impact the quality of implementation.

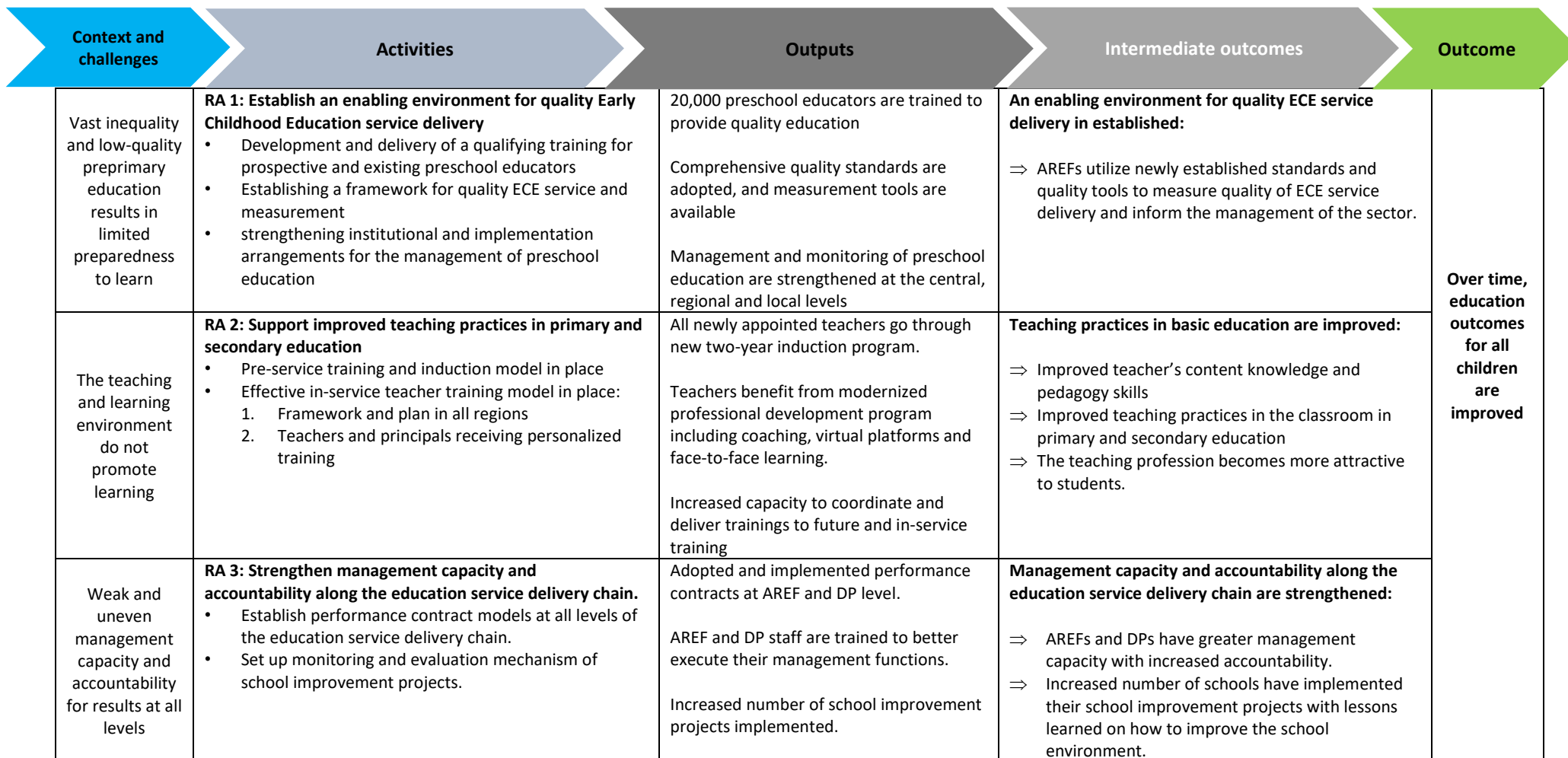
**Table 4. Systematic Operations Risk-Rating Tool (SORT)**

Risk Category	Rating
1. Political and Governance	Substantial
2. Macroeconomic	Moderate
3. Sector Strategies and Policies	Substantial

4. Technical Design of Project or Program	Substantial
5. Institutional Capacity for Implementation and Sustainability	Substantial
6. Fiduciary	Substantial
7. Environment and Social	Low
8. Stakeholders	Substantial
<b>OVERALL</b>	<b>Substantial</b>



Figure 7. Result Chain





## ANNEX 1. RESULTS FRAMEWORK MATRIX

### Results Framework

**COUNTRY: Morocco**

**Education Support Program**

#### Program Development Objective(s)

To establish an enabling environment for quality Early Childhood Education service delivery, support improved teaching practices in primary and secondary education, and strengthen management capacity and accountability along the education service delivery chain in the Program Areas.

#### Program Development Objective Indicators by Objectives/Outcomes

Indicator Name	DLI	Baseline	Intermediate Targets		End Target
			1	2	
Establish an enabling environment for quality Early Childhood Education service delivery					
PDO#1: Number of classrooms for which data on quality of Early Childhood Education environment is collected and published by AREF (Number)		0.00	50.00	100.00	150.00
Support improved teaching practices in primary and secondary education					
PDO#2: Improved teacher practices in the classroom for all active teachers in primary and secondary education (Text)		The baseline (index of teacher practices) will be determined by a reliable and valid classroom observation tool in Year 2.			Baseline + increase in the index of teacher practices. The end target will be specified once the baseline data has been determined.
Strengthen management capacity and accountability along the education service delivery chain					
PDO#3: Implementation of performance		No performance contracts.	A performance contract model	The information management	6 AREFs and 2 Provincial



Indicator Name	DLI	Baseline	Intermediate Targets		End Target
			1	2	
contracts at AREF and DP level. (Text)			between MOE and AREF; as well as between AREF and DP is validated.	system for the monitoring of performance contracts is operational.	Directorates per AREFs have signed their performance contracts.



## Intermediate Results Indicator by Results Areas

Indicator Name	DLI	Baseline	End Target
<b>Results Area 1: Establish an enabling environment for quality ECE service delivery</b>			
IRI 1.1 Criteria and process for approval of existing preprimary educator's professional development programs established (Yes/No)	DLI 1	No	Yes
IRI 1.2 Number of preschool educators who completed an in-service training program approved by the MOE (disaggregated by gender) (Text)		0.00	20,000 (of which at least 50 percent are women).
IRI 1.3 Number of additional children age 4 and 5 enrolled in preprimary education, disaggregated by area (rural/urban) and gender (Text)		699,634.00 (313,672 are girls and 217,175 children in rural area)	1,010,742 (of which 50 percent are girls)
<b>Results Area 2: Support improved teaching practices in primary and secondary education</b>			
IRI 2.1: Increased average score of admitted CLE students, by gender (Text)	DLI 4	Average BAC score for those admitted in CLE (x/20) in 2019.	Average BAC score for those admitted in CLE (x/20) = baseline year (2019) + 0.5 points.
IRI 2.2: In-service teachers receive and access personalized professional development opportunities through their AREF, by gender (Text)		0.00	30% of in-service teachers receive support; 30% receive face-to-face teacher training; 30% benefit from distance learning.
IRI 2.3. Improvement of learning outcomes, by gender (Text)		2019 learning outcomes (average of main subjects)	Baseline + 10 percentage point increase. A gender-specific target will be introduced once the baseline has been determined.
<b>Results Area 3: Strengthen management capacity and accountability along the service delivery chain</b>			
IRI 3.1 Number of AREF preparing their annual budget based on the performance contract approach (Circular No. 4509 on financial management parastatals) (Number)		0.00	6.00
IRI 3.2 Share of parents participating in the development and implementation of school improvement projects. (Percentage)		0.00	60.00



**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
PDO#1: Number of classrooms for which data on quality of Early Childhood Education environment is collected and published by AREF	AREFs to apply new framework and tools to measure the quality of ECE services in a sample of classrooms.	Annually	DCPEP / Preprimary education project teams at AREF	Ad-hoc survey. Data will be collected with the support of DPs.	Ministry of Education
PDO#2: Improved teacher practices in the classroom for all active teachers in primary and secondary education	This indicator measures to what extent teachers adopt the behaviors, attitudes and practices that contribute to the learning of all students and the development of their potential.	Data will be collected three times (beginning, mid-term and end).	Average obtained from data collection instrument	Improved teacher practices will be measured by a teacher observation tool, such as TEACH.	Ministry of Education
PDO#3: Implementation of performance contracts at AREF and DP level.	This indicator measures the number of AREFs and Provincial Directorates having signed a performance contract.	Annually	Ministry of Education	Analysis. Data collected through the performance contract monitoring tool.	Budget Directorate of the Ministry of Education



**Monitoring & Evaluation Plan: Intermediate Results Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
IRI 1.1 Criteria and process for approval of existing preprimary educator's professional development programs established	A professional competency framework that defines the desired skills and profile of a preprimary educator is developed and adopted by MOE.	Once	Official documents of MOE	MOE submits Professional Development Framework along with administrative document of adoption to IGAA. The IGAA provides the Professional Competency Framework and the administrative document of adoption to the World Bank alongside the verification report.	MOE
IRI 1.2 Number of preschool educators who completed an in-service training program approved by the MOE (disaggregated by gender)	Number of new or in-service preprimary educators (disaggregated by gender) who have completed the qualifying teacher training program (also called 'qualification') approved by the MOE on the basis of the Professional Competency Framework.	Annually	AREF	AREF collect data on educators who have benefited from the qualifying training program, disaggregated by DP and gender.	AREF



IRI 1.3 Number of additional children age 4 and 5 enrolled in preprimary education, disaggregated by area (rural/urban) and gender	Number of children age 4 and 5 enrolled in preprimary education. Baseline is 699,634 children in the school year 2017-18 (including 313,672 girls and 217,175 children in rural area)	Annual	EMIS (MASSAR)	To be collected by the EMIS (MASSAR)	AREF
IRI 2.1: Increased average score of admitted CLE students, by gender	Average score of the high school leaving exam (Baccalaureat) of those admitted in the CLE (Cycle Licence en Education, 3 year Bachelor of Education).	Annually	MASSAR and official list of admitted CLE students	Data to be collected from MASSAR and official list of admitted CLE students, by UCFC in cooperation with the Directorate of Higher Education / Faculties of Education	UCFC with Directorate of Higher Education (MOE)
IRI 2.2: In-service teachers receive and access personalized professional development opportunities through their AREF, by gender	Number of teachers who receive training (i): 30% support; (ii) 30% face-to-face learning; and (iii) 30% distance learning. Targets are set separately for each training format so that the percentage is = Year X teachers receiving a specific training / total number of in-service teachers in that year. "Support" is defined as an ongoing one-to-one	Annually	Training records of CRMEF/AREF	Verification agency will measure the number of teachers who have received (i), (ii) or (iii).	CRMEF/AREF



	professional relation for teacher. The indicator is progressive with final goals of 30/30/30 which can be disbursed in intermediate years with intermediate numbers.				
IRI 2.3. Improvement of learning outcomes, by gender	This indicator is based on the National Program for Student Learning Assessment (PNEA) which measures students' competencies in languages, sciences and mathematics in the 4th and 6th year of primary school, and the 2nd and 3rd year of lower secondary school.	Data will be collected at baseline and at the end of the project.	National Program for Student Learning Assessment (PNEA)	The methodology relies on the national learning assessment.	The <i>Instance Nationale d'Évaluation</i> (INE), the evaluation body of the <i>Conseil Supérieur de l'Éducation, de la Formation et de la Recherche Scientifique</i> , is responsible for evaluating the education and training system.
IRI 3.1 Number of AREF preparing their annual budget based on the performance contract approach (Circular No. 4509 on financial management parastatals)	This indicator measures whether the AREF prepare their annual budget based on the performance contract approach (in line with the Circular No. 4509 on financial management of parastatals).	Annually	DAGBP	DAGBP verifies whether the AREF prepare their annual budget based on the performance contract approach.	DAGBP
IRI 3.2 Share of parents participating in the development and implementation of school improvement projects.	This is a citizen engagement indicator which measures whether parents participate in the development and implementation of school	Annually	MASSAR	This data will be entered by school principals in the EMIS (MASSAR).	Schools, DP, and AREF.



**The World Bank**

Education Support Program (P167619)

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	improvement projects.				
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## ANNEX 2. Disbursement Linked Indicators, Disbursement Arrangements and Verification Protocols

### Disbursement Linked Indicators Matrix

<b>DLI 1</b>	DLI #1: A training program for preschool educators has been established.			
<b>Type of DLI</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	65,000,000.00	13.00
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	0.00			
Prior Results	n.a.		0.00	
Year 1	DLR 1.1 The MOE has adopted a Professional Competency Framework for preschool educators.		15,000,000.00	
Year 2	n.a.		0.00	
Year 3	n.a.		0.00	
Year 4	n.a.		0.00	
Year 5	DLR 1.2 20,000 educators have completed the training program for preschool education.		50,000,000.00	US\$5 m for each 2,000 educators trained, up to 20,000



<b>DLI 2</b>	DLI #2: The framework for measuring the quality of preschool environment has been strengthened.			
<b>Type of DLI</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	50,000,000.00	10.00
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	0.00			
Prior Results	n.a		0.00	
Year 1	DLR 2.1 The MOE has adopted a framework to measure the quality of preschool environment.		15,000,000.00	
Year 2	DLR 2.2 The MOE has adopted a tool to measure the quality of preschool environment.		14,000,000.00	
Year 3	n.a.		0.00	
Year 4	n.a		0.00	
Year 5	DLR 2.3 The MOE has tested the piloted tool under DLR 2.2 on 150 preschool classrooms in the AREFs.		21,000,000.00	US\$7 million for each 50 classrooms tested, up to US\$21m.
<b>DLI 3</b>	DLI #3: The Borrower's capacity to manage preschool education has been strengthened.			
<b>Type of DLI</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	No	Text	35,000,000.00	7.00
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	No			



Prior Results	DLR 3.1 Each of the AREF's budget for FY19 includes an item dedicated to preschool education activities.	10,000,000.00		
Year 1	DLR 3.2 The MOE has established an administrative structure responsible for preschool education at the central level.	10,000,000.00		
Year 2	DLR 3.3 MOE has established an administrative structure responsible for preschool education at the level of each AREF and each Provincial Directorate.	10,000,000.00		
Year 3	n.a.	0.00		
Year 4	n.a	0.00		
Year 5	DLR 3.4 At least 70% of public and modern-private preschools under the AREFs are registered in MASSAR.	5,000,000.00		
DLI 4	DLI #4: The model of pre-service training and professional induction of teachers is implemented.			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	Yes	Text	100,000,000.00	20.00
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
Prior Results	n.a.		0.00	
Year 1	DLR 4.1 The MOE has: (i) mandated all teachers		20,000,000.00	US\$10 million for (i) and US\$10



	appointed in AREFs as of FY20 to go through a two Academic year induction program; and (ii) developed and adopted a training model for newly recruited teachers.		million for (ii).	
Year 2	DLR 4.2 The MOE has: (i) adopted the terms of reference and procedures of teachers’ recruitment; and (ii) developed a behavioral and technical test for teacher applicants.	20,000,000.00	US\$10 million for (i) and US\$10 million for (ii).	
Year 3	DLR 4.3 The MOE has developed and adopted a framework for the coordination and sharing of responsibilities between the various actors involved in the professional development of teachers.	20,000,000.00		
Year 4		0.00		
Year 5	DLR 4.4 At least 40% of the newly recruited teachers at all AREF have taken the Education 3-year License (CLE).	40,000,000.00	US\$10 million for each 10 percentage points, up to US\$40m.	
DLI 5	DLI #5: A strategy for in-service teacher training and professional development is implemented.			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	Yes	Text	90,000,000.00	18.00
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			
Prior Results	n.a		0.00	



Year 1	DLR 5.1 The MOE has adopted the strategy for in-service teacher professional development.	23,000,000.00		
Year 2	DLR 5.2 (i) The MOE has adopted in-service teacher professional development plans created by each AREF; and (ii) each AREF has adopted in-service teacher professional training plans created by each Provincial Directorates.	12,000,000.00	US\$3 million for (i); \$1m for each AREF, up to US\$9 million	
Year 3	DLR 5.3 The MOE has established an information system for the reporting and monitoring of teacher's professional development.	10,000,000.00		
Year 4	n.a	0.00		
Year 5	DLR 5.4 (i) 30% of in-service teachers received coaching support in instructional practice and pedagogic content knowledge; (ii) 30% of in-service teachers benefit from face-to-face training in instructional practice and pedagogic content knowledge; (iii) 30% of in-service teachers used Distance Learning.	45,000,000.00	US\$5m for each 10 % p. of increase for (i), (ii) and (iii)	
DLI 6	DLI #6: Performance Contracts are implemented			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Intermediate Outcome	Yes	Text	100,000,000.00	20.00
Period	Value		Allocated Amount (USD)	Formula
Baseline	0.00			



Prior Results	n.a.		0.00	
Year 1	n.a		0.00	
Year 2	DLR 6.1 The MOE adopted a model of Performance Contract.		30,000,000.00	
Year 3	DLR 6.2 The MOE put in place a system to monitor the Performance Contracts' implementation.		22,000,000.00	
Year 4			0.00	
Year 5	DLR 6.3 (i) MOE enters into 6 Performance Contracts with 6 AREF; (ii) each of the 6 AREFs enter into 2 Performance Contracts with 2 selected Provincial Directorates, all said contracts are following the Performance Contract Model developed in DLR #6.1.		48,000,000.00	(i) US\$6m for each AREF ; (ii) US\$1m for each DP.
<b>DLI 7</b>	<b>DLI #7: School improvement plans are defined and implemented.</b>			
<b>Type of DLI</b>	<b>Scalability</b>	<b>Unit of Measure</b>	<b>Total Allocated Amount (USD)</b>	<b>As % of Total Financing Amount</b>
Intermediate Outcome	Yes	Text	60,000,000.00	12.00
<b>Period</b>	<b>Value</b>		<b>Allocated Amount (USD)</b>	<b>Formula</b>
Baseline	0.00			
Prior Results	n.a		0.00	
Year 1	DLR 7.1 The MOE adopts a manual for carrying out School Improvement Plans.		5,000,000.00	



Year 2	DLR 7.2 The MOE adopts a Roadmap for the implementation of School Improvement Plans.	15,000,000.00	
Year 3	DLR 7.3 MOE integrates the monitoring of the implementation of School Improvement Plans into MASSAR.	16,000,000.00	
Year 4	n.a	0.00	
Year 5	DLR #7.4: At least 50 schools under each of the 6 different AREFs, have implemented a School Improvement Plan.	24,000,000.00	US\$4 million for each of the 6 AREF, up to US\$24 million



**Verification Protocol Table: Disbursement Linked Indicators**

<b>DLI 1</b>	DLI #1: A training program for preschool educators has been established.
<b>Description</b>	DLR 1.1 A Professional Competency Framework, that defines the necessary skills for each profession and a profile of a preschool educator, is developed and officially adopted by the MOE. DLR 1.2 Number preschool educators (disaggregated by gender) who have completed the qualifying training program (also called "qualification") approved by MOE on the basis of the Professional Competency Framework.
<b>Data source/ Agency</b>	Official documents of MOE
<b>Verification Entity</b>	General Inspectorate of the MOE (IGAA)
<b>Procedure</b>	DLR 1.1 MOE submits the Professional Competency Framework along with an administrative document of adoption to IGAA. IGAA submits the Professional Competency Framework and the administrative document of adoption to the MOF. DLR 1.2 MOE submits to the IGAA a summary statement of the educators who have benefited from the qualifying training disaggregated by AREF and DP. The IGAA submits the summary statement to the MOF.
<b>DLI 2</b>	DLI #2: The framework for measuring the quality of preschool environment has been strengthened.
<b>Description</b>	DLR 2.1 Adoption of a framework to measure the quality of preschool environment DLR 2.2 Development of technical specifications for the adaptation of the quality assessment tool for the preschool learning environment in line with the reference framework outlined in DLR 2.1. DLR 2.3 Implementation of the tool to assess the quality of the preschool environment in 150 classes.
<b>Data source/ Agency</b>	Official document of MOE
<b>Verification Entity</b>	General Inspectorate of the MOE (IGAA)
<b>Procedure</b>	DLR 2.1 MOE submits all the documents constituting the framework accompanied by the administrative document of adoption to the IGAA. The IGAA submits the documents and the document of adoption to the MOF. DLR 2.2 MOE submits the technical specifications of the tool accompanied by the administrative document of adoption to the IGAA. The IGAA submits the technical specifications and the document of adoption to the MOF. DLR 2.3 The MOE submits a technical note on the implementation of the tool in the respective preschool classes to the IGAA. The IGAA submits the technical note to the MOF.



<b>DLI 3</b>	DLI #3: The Borrower's capacity to manage preschool education has been strengthened.
<b>Description</b>	<p>DLR 3.1 The MOE includes an item in the budget of the AREF which will be dedicated to preschool education activities. DLR 3.2 The MOE establishes an administrative structure at the central level responsible for coordination, framework and monitoring of the development of preschool education. DLR 3.3 The MOE establishes an administrative structure at the regional and provincial level responsible for coordination, framework and monitoring of the preschool education sector. DLR 3.4 A module specific to the integration and management of modern preschool units (public and private) is developed and created in the MASSAR information system.</p>
<b>Data source/ Agency</b>	Official document of the MOE and MASSAR.
<b>Verification Entity</b>	General Inspectorate of the MOE (IGAA)
<b>Procedure</b>	<p>DLR 3.1 The MOE submits the section of the AREF budget dedicated to preschool education to the IGAA. The IGAA submits the document to the MOF.</p> <p>DLR 3.2 The MOE submits an official document on the establishing of the administrative structure to the IGAA. The IGAA submits the document to the MOF.</p> <p>DLR 3.3 The MOE submits an official document on the establishing of the administrative structure to the IGAA. The IGAA submits the document to the MOF.</p> <p>DLR 3.4 The MOE submits two listings to the IGAA: (i) a listing of modern preschool units (public and private) registered in MASSAR; (ii) an extract of the census related to modern preschool units (public and private). The IGAA submits the two listings to the MOF.</p>
<b>DLI 4</b>	DLI #4: The model of pre-service training and professional induction of teachers is implemented.
<b>Description</b>	<p>DLR 4.1 All teachers newly recruited by the AREF go through an induction phase of 2 school years. The MOE has developed and adopted the model for the qualifying training of new teachers. The qualifying training corresponds to two school years of insertion. DLR 4.2 (i) The terms of reference for teacher recruitment is a document which highlights the process and modalities of the selection process for teacher recruitment and (ii) the test will allow to identify behavioral and technical skills that are necessary to enter the teaching profession. DLR 4.3 The framework for the coordination and sharing of responsibilities is a document describing the (i) responsibilities of each contributor and institution involved in the</p>



	professional development of teachers, and (ii) modalities and coordination procedures among those involved. DLR 4.4 Among teachers newly recruited by AREF in one school year, at least 40% graduate from CLE.
<b>Data source/ Agency</b>	Official document of the MOE
<b>Verification Entity</b>	General Inspectorate of the MOE (IGAA)
<b>Procedure</b>	<p>DLR 4.1</p> <p>(i) the MOE submits a note to the IGAA describing the process of the mandatory two-year induction period of all teachers recruited by the AREF.</p> <p>(ii) the MOE submits to the IGAA the document describing the training model and its administrative document of adoption. The IGAA submits the note, the document describing the training model and the administrative document of adoption to the MOF.</p> <p>DLR 4.2 MOE submits the document describing the terms of reference for teacher recruitment and the administrative document of adoption of the approval of the behavioral and technical test to the IGAA. The IGAA submits the document describing the terms of reference and the adoption documents to the MOF.</p> <p>DLR 4.3 The MOE submits the coordination framework and the administrative document of adoption to the IGAA. The IGAA submits the coordination framework and the adoption document to the MOF.</p> <p>DLR 4.4 MOE submits a summary statement of teachers recruited by AREF that graduated from CLE, disaggregated by DP, AREF and central level to the IGAA. The IGAA submits the summary statement to the MOF.</p>
<b>DLI 5</b>	DLI #5: A strategy for in-service teacher training and professional development is implemented.
<b>Description</b>	<p>DLR 5.1 The Strategy for in-service teacher professional development is a document which specifies the principles, strategic orientations and the in-service training governance model. DLR 5.2 The Strategy for in-service teacher professional development is translated into operational plans for each AREF and DP. Adoption of those plans is understood as their formal approval by the MOE for the regional plans and by the AREF for the provincial plans. DLR 5.3 A monitoring and reporting information system is in place to ensure that data will be available on the roll out of the in-service professional development plans at regional and provincial levels. DLR 5.4 This DLR will serve as the main instrument to track the three training formats adopted for in-service teacher training, namely coaching support, face-to-face teacher training, and distance training.</p>
<b>Data source/ Agency</b>	Official documents of MOE



<b>Verification Entity</b>	General Inspectorate of the MOE, IGAA
<b>Procedure</b>	<p>DLR 5.1 MOE submits the strategy document and the administrative document of adoption to the IGAA. The IGAA submits the document and its adoption document to the MOF.</p> <p>DLR 5.2 MOE submits a document confirming the adoption of regional plans by the MOE, and each AREF transmits an adoption document on the adoption of provincial plans in their respective DP. The IGAA submits all the adoption documents to the MOF.</p> <p>DLR 5.3 MOE submits the development specifications of a monitoring and reporting information system, as well as reporting status on the roll-up of in-service training at the level of AREF and DP, to the IGAA. The IGAA submits the requirements specifications to the MOF.</p> <p>DLR 5.4 MOE submits to the IGAA three summary reports of in-service training activities organized for teachers. The first summary report presents the numbers of teachers benefiting from coaching support within the school, disaggregated by DP and AREF, and at national level. The second summary report presents the numbers of teachers benefiting from face-to-face training, disaggregated by DP, AREF and at national level. The third summary report presents the numbers of teachers benefiting from distance learning, disaggregated by DP, AREF and at national level. The IGAA submits all summary reports to the MOF.</p>
<b>DLI 6</b>	DLI #6: Performance Contracts are implemented
<b>Description</b>	<p>DLR 6.1 Two models of performance contract (between MOE and AREF, and between AREF and DP) are developed, based on the principles outlined in the Organic Budget Law, through a collaborative and concerted approach involving AREF and DP. Those two models are adopted respectively by MOE and AREF. DLR 6.2 The MOE put in place a system to monitor the Performance Contracts' implementation. DLR 6.3 The agreed upon performance contracts are signed by AREF and selected DP.</p>
<b>Data source/ Agency</b>	Official documents of the MOE, AREF, DP.
<b>Verification Entity</b>	General Inspectorate of MOE (IGAA)
<b>Procedure</b>	<p>DLR 6.1 The MOE submits the performance contracts models as well as their administrative documents of adoption to the IGAA. The IGAA submits the two contract models and the DAA.</p> <p>DLR 6.2 The MOE submits a document presenting the monitoring system of the performance contracts to the IGAA. The IGAA submits the document to the MOF.</p>



	DLR 6.3 The MOE submits the performance contracts signed between the MOE and AREF, as well as between AREF and selected DP to the IGAA. The IGAA submits performance contracts to the MOF.
<b>DLI 7</b>	DLI #7: School improvement plans are defined and implemented.
<b>Description</b>	DLR 7.1 A manual of procedures providing a framework for design, implementation and monitoring of school improvement plan is validated by the MOE. DLR 7.2 A roadmap for the development and deployment of school improvement plan is developed. DLR 7.3 A module is integrated at the level of the information system MASSAR to ensure the monitoring of the implementation of school improvement plan. DLR 7.4 The aim is to implement at least 300 school improvement plan in six selected AREF (50 schools/AREF). School improvement plan must be validated by the DP.
<b>Data source/ Agency</b>	Official documents of the MOE (DVS, DSI, AREF, DP)
<b>Verification Entity</b>	General Inspectorate of MOE (IGAA)
<b>Procedure</b>	<p>DLR 7.1 The MOE submits the manual of procedures as well as the administrative documents of adoption to the IGAA. The IGAA submits the manual of procedures and the adoption documents to the MOF.</p> <p>DLR 7.2 The MOE submits an administrative document of adoption to the IGAA confirming the adoption of a roadmap for the implementation of school improvements projects by the MOE. The IGAA submits the roadmap for the implementation and the adoption document to the MOF.</p> <p>DLR 7.3 The MOE submits the specifications of the development of the module to the IGAA. The IGAA submits the specifications to the MOF.</p> <p>DLR 7.4 The MOE submits a summary statement of schools having implemented school improvement plans to the IGAA. IGAA submits the summary statement to the MOF.</p>



### ANNEX 3. (SUMMARY) TECHNICAL ASSESSMENT

COUNTRY : Morocco

Morocco Education Support Program

#### Program Description

##### Government plan and strategies

**82. The Government program is guided by the 2015-2030 Education Vision whose principles are aligned with a proposed Education Act, under review by Parliament.** The Education Strategic Vision 2015-2030: *Pour une école de l'équité, de la qualité et de la promotion* (ESV15-30) lays the foundations to create a “new Moroccan school”, built around four pillars: (i) Equity and Equal Opportunities, (ii) Quality Education for All, (iii) Promotion of Individual Advancement and Society, and (iv) Leadership and Change Management. The overall ESV15-30 is technically sound and places learning at the center of the system with a focus on quality education for all. The Vision adequately considers the complexity of education reform by addressing both immediate and deeper causes of the learning crisis. It recognizes the importance of early learning for building foundational skills and of modernizing pedagogy and instructional practices to promote inquiry, creativity and innovation. By calling for a wide social mobilization around the education reform, the ESV15-30 factors in the alignment of all stakeholders to remove technical and political barriers and make the whole systems work for learning. The proposed Education Act provides general education reform principles and guidelines for the next 10 years. Its ambition is to improve the organization and performance of the education sector by setting clear commitments, expected results, responsibilities and timeframes.

**83. The Government program is operationalized through specific plans developed and executed by the MOE.** In line with the ESV15-30 recommendations, several key reforms are underway to develop preprimary education, revamp the teaching profession and improve efficiency of the education system management. The MOE launched in July 2018 an ambitious plan to universalize preprimary education for children aged 4–5 years by 2027. With an estimated cost of US\$3.18 billion (MAD 30.2 billion) over ten years, the plan will require construction or rehabilitation of classrooms, upgrading of some existing preprimary schools, teacher training, and the development and implementation of quality standards to allow for the enrollment of 700,000 additional children. The third phase of the National Initiative for Human Development (INDH), launched in September 2019, is expected to contribute financially and operationally to the universalization of preprimary education, especially in rural areas. The ESV15-30 also places a great emphasis on strengthening the teacher profession, as a starting point for quality improvement. In that respect, the MOE launched in September 2018 a revamping of teachers’ pre-service training modalities, plans to restructure in-service training in the coming years, and the implementation of a new teacher professional development model. Finally, the MOE intends to further strengthen the decentralization process initiated in 2002 with the creation of the AREF. This would entail empowering the AREF and the DP and strengthening their capacity for greater accountability for performance and results.



**84. The government program is formalized through a three-year program-based budget.** The MOE pioneered the use of three-year budgeting in 2018, through the *Projet de Performance* (PdP) 2019–2021. The PdP includes five programs (P1-5) which correspond to the essence of the ESV15-30. Each program has objectives, indicators, and targets focusing on effectiveness, efficiency, and quality of public policies and services.

#### **PforR description**

##### ***PDO and PDO indicators***

**85. The Program Development Objective (PDO) is *to establish an enabling environment for quality Early Childhood Education service delivery, support improved teaching practices in primary and secondary education, and strengthen management capacity and accountability along the education service delivery chain in the Program Areas.***

**86. The PDO indicators are:**

- PDO 1: Number of classrooms for which data on quality of Early Childhood Education environment is collected and published by AREF
- PDO 2: Improved Teacher Practices in the classroom for all active teachers in primary and secondary education
- PDO 3: Implementation of performance contracts at AREF and DP level.

#### **RAs**

**87. The PforR will support three RAs.** The RAs of the Program are embedded within the government program themes. RA 1 aligns with the quality themes of the government program for preprimary education, RA 2 falls under the quality theme for basic education, while RA 3 aligns with the government priority to support the decentralization process. The Program is expected to deliver the following results after five years:

**Table 5. Summary of Key Results Anticipated by the End of the Program**

<b>RA 1</b>	<b>Establish an enabling environment for quality Early Childhood Education service delivery</b>
	<ul style="list-style-type: none"><li>• 20,000 skilled and qualified preschool educators</li><li>• A framework and tools for measuring the quality of preschool environment are used by AREF to promote continuous improvement of preschool education</li><li>• Strong and adequate management of preschool education</li></ul>
<b>RA 2</b>	<b>Support improved teaching practices in primary and secondary education</b>
	<ul style="list-style-type: none"><li>• A two-year professional induction program is successfully established</li><li>• A teacher professional development system is in place</li><li>• CRMEF and schools have the capacity to coordinate and deliver training to future and in-service teachers</li><li>• Relevant professional profiles are adequately trained</li></ul>



RA 3	<b>Strengthen management capacity and accountability along the service delivery chain</b>
<ul style="list-style-type: none"> <li>Improved management capacity and accountability along the education service delivery chain</li> <li>Schools are evaluated against the implementation of 3-year school improvement projects.</li> <li>School principals improve their leadership capabilities</li> </ul>	

**88. To support Program implementation and improve the sustainability of results, change management activities will be mainstreamed across the three RAs with support of the World Bank.** To the extent that the reforms supported by the Program call for individual, team and organizational changes, change management tools will be integrated across all Program RAs, including initiatives such as coalition building, individual coaching and rapid results initiative coaching.

### **Program Strategic Relevance and Technical Soundness**

**89. For Morocco to propel toward a trajectory of faster growth and improved opportunities for all, achieving stronger human capital outcomes will be key.** Human capital in Morocco is estimated to contribute 41 percent to wealth per capita, a level substantially lower than in countries with a similar level of development<sup>43</sup>. Indeed, weak human capital outcomes are hindering productivity— with a Human Capital Index (HCI) of 0.5, Moroccans born today will only reach fifty percent of their productivity potential. Large inequalities in early childhood outcomes, including a high level of stunting in rural areas, and low learning outcomes contribute to hampered human capital accumulation. For most women and youth, weaknesses in human capital formation are compounded by the existing limitations on returns to human capital in the labor market. Youth unemployment is high, averaging 22 percent for men and 27 percent for women, and, while women tend to score better on the HCI, their economic participation remains severely constrained.<sup>44</sup> Morocco’s future social and economic trajectory is therefore conditioned by its ability to accelerate progress in human capital accumulation and distribution.

### **Technical soundness**

#### ***Major sector challenges***

**90. The story of education in Morocco over the last two decades is that of a rapid expansion not matched with quality.** Since 2000, the country made tremendous progress towards universal basic education. While age-specific enrollment rates were below 80 percent for 6-11 and 60 percent for age 12-14, the country has now achieved universal access to primary education for girls and boys. Significant progress was achieved in promoting gender equality. Age-specific enrollment rates (ASER)<sup>45</sup> rose –

<sup>43</sup> Lange, Glenn-Marie, Quentin Wodon, and Kevin Carey. 2018. *The Changing Wealth of Nations 2018: Building a Sustainable Future*. Washington, DC: World Bank

<sup>44</sup> The female labor force participation (as a percentage of total labor force participation) is 27 percent in Morocco. Source: The World Bank, World Development Indicators (2018). Labor Force Participation Rate (percent of female population ages 15-64). Retrieved from <https://data.worldbank.org/indicator/SL.TLF.ACTI.FE.ZS>

<sup>45</sup> Most government reports use the age-specific enrollment rate (ASER) as main indicator for access to education. The ASER measures the enrolment of a specific single age enrolled, irrespective of the level of education, as a percentage of the population of the same age. More common indicators used internationally are the gross enrolment rate (GER) and the net enrolment rate (NER). NER rose – between 2000 and



between 2000 and 2017 – from 79.1 to 99.1 percent for age 6-11 (primary), from 58.1 to 87.6 percent for age 12-14 (lower secondary), and from 35.4 to 66.6 percent for age 15-17 (upper secondary). In 2017, the index of gender parity reached 94 and 88 percent, respectively, for primary and lower secondary school. Over the same period, the basic education completion rate progressed from 51.4 to 63.5 percent, with a noticeable improvement from 53.6 to 72.6 percent for girls.

**91. This remarkable expansion was achieved thanks to strong and consistent political commitment, backed by massive public investments, since 2000.** Over the last twenty years, continuous political commitment to education has been provided at the highest level of the state. King Mohammed VI reaffirms regularly the urgency to reform the education system so that it can respond to youth aspirations and the country's development needs. Commitment to education translated into substantial public funding for the sector. Between 2001 and 2015, the GOM allocated, on average, about 30.4 percent of its total budget—6.4 percent of GDP—to education and training. Today, the Moroccan education system operates with an annual budget of MAD 50.3 billion<sup>46</sup> (US\$5 billion) a year, about 25 percent of total public expenditure and 5 percent of GDP. In sum, the development of the education system in Morocco has been guided by consistent policies and strategies and has enjoyed high-level political commitment backed up by substantial public funding.

**92. The rapid progress hides however an unequal distribution of outcomes.** Illiteracy has been reduced by two-thirds over half a century but remains high with 32 percent of adults being illiterate in 2014. The proportion is larger among women (42 percent) and rural population (47.7 percent). Inequality in opportunities starts early: in 2017, there was 24.5 percentage points difference in enrolment rates of the 4-5 years old children between rural and urban areas (35.7 and 60.2 percent, respectively) and only 26.4 percent of rural girls attended preschool. Inequality of access to primary education has reduced thanks to the government massive investments including the flagship Conditional Cash Transfer program “Tayssir”. However, the gap reappears again at the lower secondary level with more than a 38 points difference in Net Enrolment Rate (NER) in rural areas compared with the NER in urban areas (74.9 and 36.8 percent in 2017, respectively).

**93. Moreover, Morocco's educational achievement remain low.** The results of the 2015 TIMSS and 2016 PIRLS surveys show that Morocco made relative progress in terms of student learning outcomes<sup>47</sup> but the country is still far below the international average of 500 points and ranks among the bottom three countries in all subjects. Results from the 2008 National Learning Assessment Program (PNEA) revealed a picture of an average primary school student not reaching any of the country's benchmarks in math, science, and basic languages at any of the key cycles of education. More recently, the PNEA 2016 showed that 10th grade students have not acquired basic knowledge as intended in the primary and lower secondary school national curricula<sup>48</sup>. The 2016 SDI survey revealed that only 47 percent of 4th Grade

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2017- from 79 to 98.7 percent in primary, from 26.6 to 58.1 percent in lower secondary, and from 11.2 to 33 percent in upper secondary education.

<sup>46</sup> Finance Law 2019.

<sup>47</sup> Between 2011 and 2015, the average TIMSS score increased in mathematics from 334 to 377 points for 4th graders and from 371 to 384 points for 8th graders, and in science from 264 to 352 for 4th graders and from 376 to 393 for 8th graders. Between 2010 and 2016, the average PIRLS score in reading increased from 310 to 358 points for 4th graders.

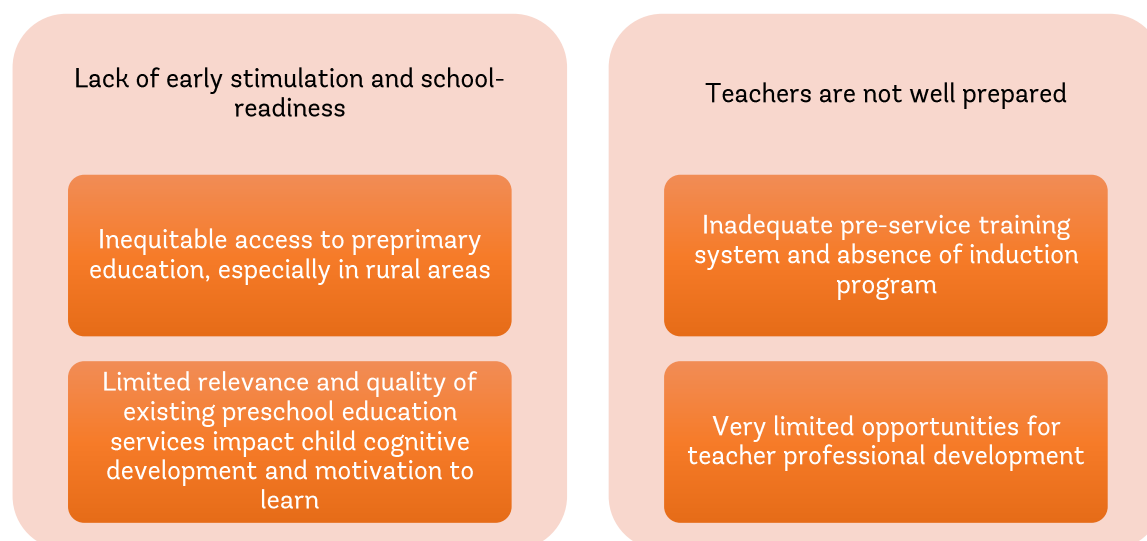
<sup>48</sup> Student score very low in the four common core subjects with an average score below 51 percent in all subjects. French is the subject where students are the least performing, with an average score between 19 percent and 42 percent according to the core curriculum. Few students are considered as being performant in Arabic (9 percent in sciences curriculum and 4 percent in humanities curriculum). In mathematics, most



students could read a simple sentence in French and 64.5 percent in Arabic. In mathematics, 67 percent could solve a double-digit addition, 41 percent could solve a double-digit subtraction, and 30.8 percent could do a single-digit multiplication. Children who do not acquire these skills early on will have difficulty catching up later and are likely to drop out.

**94. The main determinants of the learning crisis in Morocco include lack of school readiness among children and suboptimal process for teaching and learning.** In absence of prepared learners and well-equipped teachers, the Moroccan education system currently lacks the most fundamental ingredients of learning.

**Figure 8. Key Determinants of the learning crisis in Morocco**



**95. Many Moroccan children are not prepared to learn when they enter primary school.** This is mainly due to a low and inequitable coverage of ECE services in the country. In 2017, national preschool enrollment for children age 4-5 was 49.5 percent, but the rate decreases to 35.7 percent in rural areas and even 26.4 percent for rural girls, while reaching 61 percent for boys in urban areas. Access to preschool also differs from one region to the other. In 2018, the preschool enrollment rate was 71.3 percent in the AREF of Beni-Mellal-Khenifra, 55 percent in the AREF of Souss-Massa, 41.6 percent in the AREF of Rabat-Salé-Kenitra, and 28.2 percent in the AREF of l'Oriental, for instance. The quality of existing preschool services is also unequal, with multiple providers and supervision entities, and therefore various pedagogical models, different and sometimes conflicting visions, and unequal standards of quality. Lack of school readiness may also come from a lack of early stimulation and poor nutritional status, especially in rural areas, which negatively impact child cognitive development.

**96. The teaching and learning process is undermined by weak teacher preparation and limited professional development support.** Teachers' qualifications and professionalization are matters of concern in Morocco. Although teachers are required to have a university degree, there has been a

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students are not able to use basic knowledge they supposedly acquired in primary and lower secondary school, which points to the temporary nature of their learning outcomes.



continuous concern since the massive recruitments of fresh university graduates in the 2000s about the qualification of many of them in terms of subject matter knowledge, pedagogical skills, practice and work ethics. This situation has been aggravated by considerable numbers of unemployed graduates recruited as teachers in a context of heightened social demands in the wake of the wider changes in the political climate of many Arab countries over the last decade. At the same time, teachers enter the profession in Morocco without a specific period of practical training where professional and behavioral skills in the classroom can be modelled and developed by student teachers. Moreover, in-service teachers lack the necessary support and professional development opportunities to break the professional isolation that has traditionally characterized this profession. The MOE completely phased out a one-time in-service teacher training in 2012 and currently most teachers do not receive more than one supervisor's visit in five years. Such support is needed to overcome pre-service training gaps, accompany inception of new teachers and assist teachers in the implementation of content and pedagogical reforms.

**97. Despite the Government's willingness to reform and considerable public investments and sustained efforts to produce reform strategies, progress is hampered by a substantial implementation gap.** Despite high-level political commitment and substantial public funding,<sup>49</sup> learning outcomes remain weaker than expected. Various factors explain this disconnect, including insufficient continuity in implementing education reforms, coordination and cooperation challenges among key stakeholders, and weak capacity for implementation.

**98. Rapid and sustainable progress will only be possible if the education system undergoes a deep transformation of its governance principles, to foster responsibility along the delivery chain and promotes a culture of learning and adaptability in the implementation of education reforms.** The organizational structure of the MOE was designed around the logistics of expanding access—a structure which has become unfit to support today's goals of improved quality and enhanced learning. For the past twenty years, the Moroccan education system has been structured to meet the logistical needs required to expand enrollment and achieve universal access to primary education, which it did successfully. However, it has shown little effectiveness in promoting student learning. This is mainly due to the organizational principles of the system, which is centralized, focused on process and inputs, and has limited accountability at all levels. This organization is not adapted to crafting a quality teaching and learning process that revolves around individual and customized interactions. To improve students' learning, the education system needs to shift its focus from the logistics of service delivery to the quality of service delivery, through the promotion of experimental, adaptive, evidence-based, and locally tailored approaches. This shift has sometimes been described as moving from a Spider structure to a Starfish one. In other words, improving learning in Morocco requires not only resources, but most importantly a deep shift in how the education system operates. This transformation must combine measures to strengthen the capability and accountability of those managing the various processes involved in delivering learning, redefining the way stakeholders interact with each other, and giving more prominence to key actors in the learning process—namely, teachers.

### ***Adequacy of Program structure***

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<sup>49</sup> Between 2001 and 2015, the Government of Morocco (GOM) allocated, on average, about 30.4 percent of its total budget—6.4 percent of GDP—to education and training. Today, the Moroccan education system operates with an annual budget of MAD 48 billion (US\$5 billion) a year, about 25 percent of total public expenditure and 5 percent of GDP.



**99. The PforR's design has been adequately structured to help address the challenge of low learning outcomes in Morocco.** By focusing on the quality early childhood education (RA1) and teacher training (RA2), the Program directly address the main determinants of the learning crisis in the country which include children's lack of school-readiness and suboptimal process for teaching and learning. By strengthening management capabilities and accountability along the education service delivery chain (RA3), the PforR also tackles the governance bottleneck that will help accelerating results on the first two RAs. The governance angle of this operation is a unique feature and is designed to support the education system in shifting its focus away from logistics and accounting to performance and accountability, so that it promotes learning outcomes. This means enabling agents, without imposing activities, and providing an efficient framework for accountability (via intermediary outcomes). This shift implies changes on three dimensions: capability, learning and behavior. Systems that work and continuously improve have an intrinsic capability to learn and adjust. Therefore, strengthening capability, supporting learning and changing behaviors (not learning outcomes) is the key output of this operation and *results are defined as intermediary outcomes*. Each RA is prepared through the lens of that analytical framework.

**100. The technical design and focus of the Program draw on strong analytical evidence and recent education and organizational science literature, as summarized in Table 6.**

**Table 6. Key Literature**

Literature	Findings
<b>ECE</b>	
<b>WDR 2019</b> (World Bank, 2017)	<ul style="list-style-type: none"> <li>The acquisition of foundational skills through early stimulation and preprimary education is important for developing advanced skills required in a labor market where increased automation and adoption of new technologies are changing the nature of work and the types of skills required, such as advanced cognitive skills, socio-behavioral skills and adaptability.</li> </ul>
<b>WDR 2018</b> (World Bank, 2018)	<ul style="list-style-type: none"> <li>The lack of prepared and motivated learners is one of the key school-level factors contributing to the learning crisis in the world. ECE programs targeting children ages 3-6 can foster foundational skills, boost children's ability to learn and make them ready for school.</li> </ul>
<b>2018 MENA Education Flagship Report</b>	<ul style="list-style-type: none"> <li>MENA has not invested sufficiently in ECD and many children come to school unprepared to learn. Countries should accelerate expansion of access to high-quality preprimary education and measure child development outcomes and learning environment to identify drivers of ECE quality in their respective contexts.</li> </ul>
(Garcia, Heckman, & Ziff, 2017)	<ul style="list-style-type: none"> <li>In some cases, a low-quality preschool is worse for child development than no preschool at all.</li> </ul>
(Kogali & Krafft, 2015)	<ul style="list-style-type: none"> <li>Strong inequalities exist in Moroccan children's chances of healthy early childhood development based on the circumstances of their birth, the most significant determinants being wealth, parents' education, regional and urban/rural disparities.</li> </ul>
<b>Morocco SDI 2016</b>	<ul style="list-style-type: none"> <li>Moroccan children who attended preschool tend to have better learning outcomes in primary school than those children who did not receive preprimary education.</li> </ul>
<b>Teachers</b>	
<b>WDR 2018</b> (World Bank, 2018)	<ul style="list-style-type: none"> <li>Teachers are the most fundamental ingredient of learning, yet, they often lack the necessary skills, support and motivation to teach effectively and promote learning in the classroom.</li> </ul>
Popova, Evans, and Arancibia, 2016  (Popova, Evans, & Arancibia, 2016)	<ul style="list-style-type: none"> <li>Teacher training interventions are effective in improving student learning outcomes, if they are individually targeted and repeated, with follow-up coaching, often around a specific pedagogical technique.</li> </ul>



<b>SDI 2016</b>	<ul style="list-style-type: none"> <li>Teachers' absence rate from school in public schools (4.8 percent) is twice the absence rate in private schools (1.7 percent).</li> <li>The daily effective time of instruction in public schools is 30 minutes below the official time provided by the national curricula, and 90 minutes below the effective time of instruction in private schools.</li> <li>Many teachers do not have the minimum skills and knowledge to teach effectively (0% in French, 3.5% in Arabic and 67.2% in Math)</li> </ul>
<b>SABER-Teachers 2016</b> (World Bank, 2016)	<ul style="list-style-type: none"> <li>Morocco's teacher policy is insufficiently developed on the following three goals: (i) matching teachers' skills with student needs; (ii) leading teachers with strong principals; and (iii) supporting teachers to improve instruction and motivating teachers to perform.</li> </ul>
<b>Governance</b>	
<b>2018 MENA Education Flagship Report</b>	<ul style="list-style-type: none"> <li>Education systems are deeply influenced by the environment in which they operate; including individual behaviors. MENA will realize the potential of education when all stakeholders agree on a common vision for education and jointly take responsibility for its outcomes and are held accountable for their roles, which are clearly defined; and when resources are aligned with priorities.</li> </ul>
<b>WDR 2018</b> (World Bank, 2018)	<ul style="list-style-type: none"> <li>Better interventions at the school and student levels will sustainably improve learning only if countries tackle the stubborn system-level technical barriers (complexity of the system, large number of actors, interdependence of reforms, slow pace of change in education reforms) and political barriers to change (competing interests, low-quality equilibrium, low-trust environment)</li> </ul>
<b>WDR 2017</b> (World Bank, 2017)	<ul style="list-style-type: none"> <li>Three core functions of institutions, namely, commitment, coordination and cooperation, are essential to ensure policy effectiveness. To achieve the proposed changes by a specific reform, a complex array of stakeholders will have to be mobilized to review their assumptions, mental models and modify their behaviors in alignment with reaching the desired state. Ultimately, stakeholders need to be able to see, think, and behave differently.</li> </ul>
<b>2015 SABER on School Autonomy and Accountability</b> (World Bank, 2015)	<ul style="list-style-type: none"> <li>School autonomy and accountability are key components of an education system that ensure educational quality. The transfer of core managerial responsibilities to schools promotes local accountability; helps reflect local priorities, values, and needs; and gives teachers the opportunity to establish a personal commitment to students and their parents. Benchmarking and monitoring indicators of school autonomy and accountability allows any country to rapidly assess its education system, setting the stage for improving policy planning and implementation.</li> </ul>
(Carr-Hill, et al., 2015)	<ul style="list-style-type: none"> <li>Better-managed schools are more effective schools. Correlational evidence from within and across countries in the region and globally, coupled with a growing number of impact evaluations, show that higher-skilled managers and the use of more effective management practices can strengthen teaching and learning, even in public systems where school managers have little formal authority over teachers and resources. In addition, strong management at the system level is a prerequisite for raising student learning at scale. School-based management programs improve learning when the community has the capacity to make and implement smarter decisions.</li> </ul>

**101. Finally, the design of this operation ensures complementarity with ongoing support from other development partners, as summarized in the below table.**

**Table 7. Partners interventions in primary and secondary education**

Partner	Area and objectives	Geographic scope	Type of Support	Timeframe
European Union	Support to education reform, with focus on equitable access (planning), quality (initial and in-service teacher training, pedagogical model) and	National and pilot in 3 AREFs	Budget support (€87.3 million) and Technical Assistance (€4.7 million)	2014-2019



	governance (managerial capacities, information systems)			
	Support to Morocco's Literacy strategy	4 AREFs	Budget support (€45 million)	2019-2022
AFD	Support to Education Sector Strategy 2015-2030, with focus on equitable access, quality of education (curriculum, remediation, teacher training, language of instruction), and AREF governance.	National and 2 AREFs	Budget support (€80 million) and technical assistance (€0.5 million)	2017-2020
USAID	Reading for Success: National Program for Reading (support to early grade teaching and reading in Arabic)	Pilot in 4 AREFs	Technical assistance (US\$19.5 million)	2017-2022
UNICEF	Early childhood Education (curriculum framework, training of trainers), Inclusive Education, Life and Citizen skills, School remediation, School management, Monitoring and evaluation of learning outcomes	National and pilots in AREFs	Technical assistance (US\$10.5 million)	2016-2021
MCC	Support to access, equity and quality in secondary education (school-based management, assessment of students learning outcomes, EMIS, Care and maintenance of infrastructure)	National and pilot in 100 schools	Technical assistance (US\$112.6 million)	2017-2021

**102. Finally, the Program design will benefit from linkages with the ongoing Bank-financed operations in social protection and health sectors.** Specifically, the ongoing Identity and Targeting for Social Protection Project (P155198) helps improve the efficiency of the education CCT program Tayssir by reforming the targeting system to reach the most vulnerable children and prevent school dropout. Furthermore, the Health Support Program-for-Results (P148017) aims at increasing access of children under 5 to a rural primary health care center, which is complementary to the quality early stimulation and learning supported under RA1 in achieving better early childhood development outcomes.

### ***Description and Rationale for RAs***

**103. The technical design and focus of the Program** draw on strong analytical evidence and considers the sequencing and non-linearity of education progress.

### **RA 1: Establish an enabling environment for quality ECE service delivery**

**104. Global evidence shows that early stimulation activities have a positive and decisive impact on child cognitive development and motivation to learn. Yet, opportunities for early learning in Morocco are still limited and unequal.** Moroccan children who benefitted from preprimary education had indeed significantly better results (10 to 20 percentage point higher on average) in Arabic, French and Mathematics in primary school than children who did not attend preschool (SDI 2016). However, access to early childhood education in Morocco is still limited, especially for disadvantaged rural populations who stand to benefit the most (Kogali and Kraft, 2016; Britto and others, 2016). In 2017-2018, the national enrollment for children aged 4 and 5 was 49.5 percent, but in rural areas, only a third of children benefitted from some form of ECE. Only about a quarter of rural girls' attend ECE, compared to 61 percent of boys in urban areas. The national averages also mask large regional disparities: in 2018, for example, the southern AREF of Laayoune had a preschool enrollment rate of 94.3 percent against 28.2 percent in the AREF of l'Oriental.



**105. Existing provision of ECE in Morocco is relatively unique in the diversity of providers and corresponding authorities.** According to a 2014 diagnostic study by UNICEF and the MOE's Department of curriculum (DC), there are currently 5 main types of ECE establishments: (1) traditional koranic centers, which focus on memorization of the Koran and basic principles of the Arabic language; (2) koranic preschool (koranic centers that integrate relatively more modern preschool practices; (3) kindergartens; (4) preschool classrooms attached to public primary schools; and (5) private modern preschools. The different responsible entities include the MOE, the Ministry of Habbous et Islamic Affairs, the Ministry of Family, Solidarity, Equality and Social Development, the Ministry of Youth and Sports, National Mutual Aid (*Entraide Nationale*), and the Social Service for the Royal Armed Forces. In addition, a range of NGOs, foundations, and religious, social, and civic associations (such as Atfale, FMPS, BMCE, Zakoura, and others) have also shaped the sector substantially, through the provision of financing for infrastructure, direct hiring and payment of educators, and providing training and guidance to ECE providers.

**106. The GOM recognizes the importance of preschool for child development, improved educational achievement, equity, and long-term economic productivity.** They have expressed an ambitious goal to reach 100 percent preschool enrollment by 2027. Under the patronage of King Mohammed VI, the GOM launched a national program for universalization of preschool in July 2018. This program sets out Morocco's strategic objectives for the sector. These include the integration of preschool into the primary cycle, a focus on rural and periurban areas, improving the level of traditional preschool, development of pre-service and in-service training for preschool teachers, and improving the quality of preschool. This plan ambitions to train 28,000 new educators and 950 "animateurs pédagogique". They also plan to upskill 27,000 educators currently working in preschool. The aim is to provide access to an additional 700,000 children annually. In this plan, they have identified their needs for the number of classrooms, teachers, and financing in the short- and long- term.

**107. As a prerequisite for preschool generalization, the GOM has developed a comprehensive national preschool framework** which includes: (1) a curricular framework for preschool, (2) quality standards, (3) new specifications for establishing preschool structures, and (4) a strategy for training preschool educators. The national plan for universalization of preschool also outlines an approach for training the required human resources at different levels: (i) a 3-year university degree program consisting of 6 semesters and a practicum; (ii) a technical qualification as a preschool specialized educator, to be delivered by the office of professional training and the promotion of labor; and (iii) in-service training to be delivered by the CRMEF and provincial preschool resources centers.

**108. Mere access to ECE, however, is not a guarantee that children will develop the foundational skills needed to succeed in school.** Research shows that only high-quality ECE leads to desired outcomes, with quality being mainly driven by the skills of the preschool educators. Low quality ECE programs have led to worse cognitive and socio-emotional outcomes than no ECE in high, middle, and low-income countries (Bouguen and others 2013; Richter and Samuels, 2017; Wong and others 2013). Strategies to improve the quality of ECE often focus too narrowly on inputs or policy elements of ECE settings (such as infrastructure standards, which are necessary but not sufficient). Assuring the quality of the interactions that children experience in the ECE setting is what ultimately matters for children's learning outcomes (Phillips and others 2017).

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**109. Because the sector has grown relatively organically, with limited oversight or coordination thus far, the current ECE landscape is missing key features that support the delivery of high-quality ECE services.** The lack of a pedagogical reference combined with the diversity of providers has led to wide inequalities in learning experiences. The curricular reference recently developed by MOE has yet to be fully disseminated and implemented at the regional, provincial and local levels, and translated into practical program and educational packages (*mallettes pédagogiques*). In addition, there are few structured pre-service and in-service training opportunities for ECE. Existing ECE teachers vary widely in their characteristics, from high school graduates to university-level. Most do not have any basic training in preschool education, and they do not benefit from any in-service continuous professional development. Although different NGOs and associations deliver trainings of various types, there is no common framework, nor is there any kind of quality control of these different offerings. Publicly provided training is almost nonexistent. Finally, the MOE, AREF and DP have very limited institutional and human capacities for management of the preschool subsector and do not have any system for outcomes monitoring, supervision, reporting, and improvement.

**110. To meet its goal, the GOM will need to overcome a set of challenges that hinder the path to generalizing quality preschool education: (1) an insufficient quantity of educators with relevant ECE knowledge and skills, (2) the lack of a comprehensive framework and mechanisms to measure the quality of preschool environment, and (3) limited capacity to manage the expansion.**

**111. The proposed Program and DLIs will incentivize the establishment of an enabling environment for quality ECE service delivery.** They are part of the overall government program, and they address key gaps in the governance and service delivery of ECE.

- **DLI#1: A training program for preschool educators has been established.** This DLI will incentivize MOE to ensure that preschool educators benefit from training, in collaboration with the range of existing training providers. The adoption of a professional competency framework for preschool educators, in alignment with quality standards set in the MOE preschool framework, will directly contribute to the structuring of existing training initiatives and the development of new modules as deemed necessary, to eventually form a cohesive training system with clear expectations in terms of profile and desired skills for preschool educators. This training system, once established and approved by the MOE, will in turn directly contribute to the upskilling of in-service and new preschool educators through the delivery of adequate and relevant training. Official approval of trainings by the MOE will help educators and operators distinguish quality trainings among the wide variety of existing programs and encourage them to enroll in those quality training programs. An increased number of preschool educators completing those programs (target of 20,000 by the end of the Program) will contribute to developing a better skilled workforce for preschool education in Morocco, and therefore participate in the establishment of an enabling environment for quality ECE service delivery in the country.
  - **DLI#2: The framework for measuring the quality of preschool environment has been strengthened.** This DLI incentivizes the continuous quality improvements in preschool units through the successful development and implementation of a comprehensive system for measuring the quality of preschool environment. It is expected that the development and piloting of a quality measurement tool for ECE and its implementation by AREF, using MASSAR, will help
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anchor the measurement of quality in the education system. The measurement of quality will serve policy-makers in assessing the impact of existing ECE services and the needs for adjustment or revision of standards, trainings, curriculum and resource allocation. The measure of quality will also provide useful information to schools and educators to improve pedagogical strategies that foster child development and well-being. Measuring quality is the first step in defining a strategy for improvement both at the individual establishment and at the system level. This will directly contribute to creating an enabling environment for quality ECE service delivery.

- **DLI#3: The Borrower's capacity to manage preschool education has been strengthened.** This DLI will incentivize improvements in MOE's capacity to manage preschool education. It is expected that the establishment of administrative structures and project teams with qualified staff responsible of ECE at the central and regional levels will help the MOE in accompanying the development of preschool education with a focus on quality. The teams will manage new activities related to the expansion of quality ECE service, including mobilizing and training preschool educators, support to the quality assurance process, and supervision of preschool units using MASSAR.

## **RA 2: Support improved teaching practices in primary and secondary education.**

**112. Teachers are the most fundamental ingredient of learning, but the education system in Morocco offers only limited opportunities to further teachers' skills and competencies.** Many Moroccan teachers do not have the minimum skills and knowledge to teach effectively. As the Education Service Delivery Indicators survey revealed in 2016 (Observatoire National pour le Développement Humain, 2017)<sup>50</sup>, the proportion of tested teachers meeting the minimum requirement was 0 percent in French, 3.5 percent in Arabic and 67.2 percent in Math. 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 substantial teaching practice to be successful in the classroom.

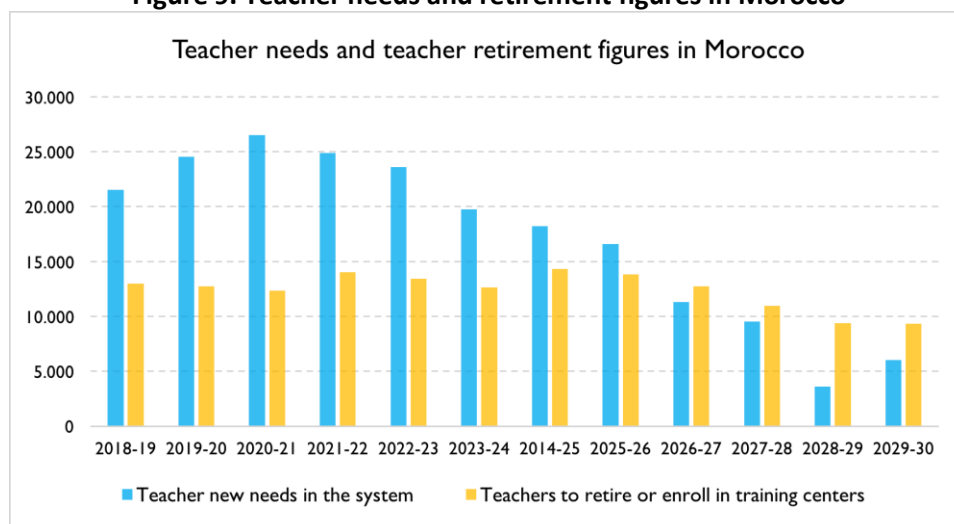
**113. The public education system in Morocco is facing the retirement of an entire generation of teachers and a massive need for new qualified teachers over the next ten years, with a peak expected in the 2019-2023 period.** During the national education emergency plan (2009-2012), the Ministry of Education launched the reform of the teacher recruitment and training system which notably included the creation of the CRMEF in 2011. However, this reform was not supported by provisional management of teaching human resources which consequently led the AREFs to recruit 55,000 contract teachers between 2016 and 2018 to meet urgent needs. Those teachers were posted in classrooms with minimal initial training, which negatively impact on the quality and efficiency of their teaching. The need for new qualified teachers entering the system over the next few years is compounded with the endemic challenges of teacher shortages in certain areas and subjects, high turnover of teachers, and the perception of a growing deterioration in the social status and recognition of the teaching profession.

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<sup>50</sup> Observatoire National pour le Développement Humain. 2017. *Enquête sur les indicateurs de prestation de services en éducation (IPSE) au Maroc*. Kingdom of Morocco



Figure 9. Teacher needs and retirement figures in Morocco



Source: MOE

**114. Support is needed to overcome pre-service training gaps, accompany the inception of new teachers and assist all in-service teachers in the implementation of curriculum reforms and pedagogical innovations.** Evidence shows that teacher training interventions are effective in improving student learning outcomes if the trainings are individually targeted and repeated, with follow-up coaching, and often around a specific pedagogical technique rather than general or theoretical approach (Popova, Evans and Arancibia, 2016). However, Moroccan teachers have few professional development opportunities. Moreover, due to insufficient staffing and difficulties of transportation in some areas, most teachers do not receive more than one supervisor's visit in five years.

**115. The MOE recently started a wide-ranging reform to strengthen the teaching profession to address the growing needs for qualified and trained teachers.** The government program has three main ingredients : (i) reform both initial and continuous training as a starting point for an ambitious transformation of the teacher professional development (TPD) model; (ii) expand the TPD model to other key actors (directors, inspectors, accompanying teachers); and (iii) create, develop and disseminate a knowledge base on the teaching profession around applied research and innovation for school improvement and professional development at the local and regional levels, taking advantage of the potentials of digital technologies to diversify the supply of personalized training and professional development. Pre-service or initial training for all teachers – primary and secondary – has been restructured into a three-year undergraduate qualification which was implemented for the first time in the school year 2018-2019. Moreover, to tackle the lack of an appropriate transition from university to the school for beginner teachers, a two-year program of induction has been developed and implemented for the first-time targeting graduates (under still the old university program) in the school year 2018-2019.

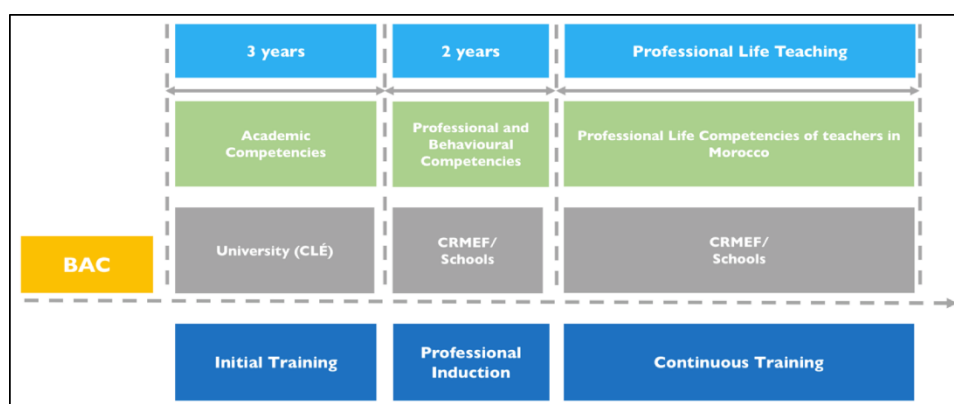
**116. However, the lack of coordination among different implementation agencies, low capacity and insufficient human and material resources pose significant risks to the quality of implementation of this reform.** While the new system of training conceived as a continuum – from access to initial training at



universities to opportunities for in-service training at schools, with a period of induction to the teaching profession right in between those two – is in line with international good practice, it still needs to overcome a number of weaknesses mostly due to historical organizational and design gaps in teachers' trainers qualifications and in the training programs themselves. In this regard, developing the appropriate structures and regulations at the regional level appear to be crucial in the current context of administrative decentralization where the AREFs are already playing the leading role in selecting and recruiting new teachers in addition to other key aspects of teacher policies.

**117. In such a context, this RA seeks to support the ongoing efforts to strengthen the teaching profession in Morocco through the implementation of a normative and operational framework for the new TPD model (see Figure 10).** The RA focuses on the already existing program for the improvement of pre-service and in-service teacher training, which the GoM strategically sees as the entry point to rethink the teaching profession in Morocco, including teachers' selection, recruitment, induction, deployment and the overall teaching career path. More specifically, the program puts the emphasis on the new pre-service training/induction model into the teaching profession and supports the development of a solid, attractive and coherent professional career model.

**Figure 10. New Model for Teacher Professional Development in Morocco**



*Source: WB based on MENFP.*

**118. The proposed DLIs clearly point to the direction set by the GoM, as they address persistent challenges and gaps in the teaching profession.** Thus, the DLIs will support improvements in access to initial training and induction to the teaching profession and a new model of TPD that responds to the training needs of all teachers in the system in a personalized way and in the context of the specific characteristics of their schools and students.

- **DLI#4: The model of pre-service training and professional induction of teachers is implemented.** This DLI will help strengthen the initial training and induction model to the teaching profession: it will do so by addressing key bottlenecks in terms of capacity, resources and coordination, with special emphasis in the sustainability of the newly created Education 3-year License program (CLE) and capacity building of CRMEF which will assume most of the responsibility in the induction program. During Year 4 and 5 of the Program, it is expected that CLE graduates will start to feed



the new recruitment of teachers done by AREFs, turning into teacher quality improvements among the system. It is expected that increased selectivity and better professionalization of teachers-candidates will contribute to make the teacher profession more attractive, which will likely lead to increased enrolment in the new CLE program and hence and to a higher level of academic qualification among candidates. In turn, better academic qualifications of teachers-candidates will likely contribute to a more effective professionalization and improve teaching practices in the classroom.

➤ **DLI#5: A strategy for in-service teacher training and professional development is implemented.**

This DLI aims at establishing a coherent, coordinated and comprehensive model that can respond to all teacher training needs on a regular and sustainable basis. It will do so by including coaching support at the school level, the usage of digital technologies to access to better pedagogic and content knowledge and sharing experiences with peers and regular traditional on-site training in CRMEFs. It is expected that the development and adoption by AREFs of regional and national plans for in-service teacher training, aligned with GOM's quality standards, together with a new information system of teacher training to be in place, will constitute the first step in implementing the reform. Implementation of these plans will contribute to increase the number of active teachers benefiting from coaching and mentoring interventions, new pedagogical and teaching resources, and attending traditional on-site training in CRMEF. An increased proportion of teachers who benefit from effective professional development opportunities will likely lead to improved teaching practices. Finally, jointly with the changes in the induction model, it will help transform teaching into a more desirable and attractive profession.

### **RA 3: Strengthen management capacity and accountability along the service delivery chain**

**119. The education system suffers from an unfinished decentralization process limiting the efficiency of sector spending.** The spending efficiency of the sector is affected by the insufficiencies in the decentralization of the public financial management system. While AREF oversee a significant share of education spending (nearly 95 percent), recent reports (IMF, 2016)<sup>51</sup> pointed out that they have limited management capacity due to a lack of qualified accounting, financial management and procurement staff. This is impacting negatively on AREFs capacity to deliver results. Evidence points to: (i) weaknesses in the multiyear planning of AREFs which leads to a misallocation of resources; (ii) the absence of an integrated financial management systems and the lack of reliable financial information at AREF level hinders the decision making process and accountability; and (iii) the insufficient capacity to deal with the procurement activities delaying the school constructions program to comply with the public procurement decree (Decree No. 2-12-349 of 20 March 2013). Overall, the production of timely and credible financial information emerges as the most critical issue to strengthen the public financial management system of the AREFs and ease the decentralization process.

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<sup>51</sup> See IMF 2016 report on efficiency of public spending on education in Morocco, the Court of Account reports on the AREF, as well as the 2017 Court of Account report on the 2016/2017 academic year, and the Court of Account report on the Emergency Education Program (2009-2012). The World Bank fiduciary assessment also includes a recent diagnosis of the management capacity of the AREFs.



**120. The GOM has taken initiatives to improve accountability in the education sector through the introduction of performance-based contracting.** With the objective to improve efficiency of public spending and accountability for results, the GOM has adopted the LOLF calling for the implementation of the performance-based contracting along the education service delivery chain. This reform has been piloted in the MOE since 2015 and deployed across the GOM on January 1, 2018. The annual performance plan (between the MOF and the MOE) is annexed to the annual budget law adopted by Parliament. Reporting on the progress and the achievements of this plan is captured in the annual performance report. These reports include the allocations and execution of the budget appropriations per programs and the performance indicators associated to each program.

**121. International experience indicates the introduction of performance-based contract, while challenging, strengthens performance and accountability.** Analysis of past and existing experiences of performance-based contracting draw a mixed review of their impact on accountability and improved service-delivery.<sup>52</sup> In Brazil, for example, success was the result of a combination of political commitment and strong incentives.<sup>53</sup> A trusted monitoring and evaluation system, the ability of the system to adapt through self-evaluation, clear controls, as well as the autonomy granted to the signatories of the performance agreement contribute to success.

**122. The MOE has transferred the financial and human resource management to the AREFs and aims to reinforce the capacity and autonomy of AREF.** To this end several tools were developed such as (i) administrative status of staff, (ii) organigram chart including internal audit department, (iii) manual of procedures, and (iv) procurement regulations. However, the enforcement of these tools remains a challenge because of insufficient qualified staff. In addition, several other tools are not yet in place including an adequate information management system to produce timely financial information, multiyear planning instruments and external audit arrangements to increase the accountability mechanisms.

**123. The production of reliable financial information and internal controls are the main weaknesses identified at the level of AREF.** The production of timely and credible financial information will be a key milestone towards improved performance of AREFs. To this end, the AREFs will need to operationalize/enforce management tools such as adequate staffing of the organizational chart including an effective internal audit unit, manual of procedures, procurement regulations, accounting and reporting arrangements subject to annual external audit, multiyear planning instruments. Ultimately, this would permit a lighter oversight from the MOF and a transition from ex-ante financial controls to ex-post financial controls or performance-based monitoring. In addition, it will increase accountability by the publication of the annual audit report and management report. AREFs capacity to meet the seven management conditions of the Law No. 69-00<sup>54</sup> on SOEs and parastals will be monitored through the Program Implementation Plan.

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<sup>52</sup> State atomization and Control New Forms: Introduction of Performance Agreements in Public Organizations, Jorge Culebro, 2008.

<sup>53</sup> Do Performance Agreements Help Improve Service Delivery? The Experience of Brazilian States, Lorena Vinuela and Laura Zoratto, World Bank, July 2015.

<sup>54</sup> Law No. 69 spells out 7 conditions to be met by the SOEs to be eligible to the ex-post control of the Ministry of Finance. These include the establishment of: (1) HR regulations, (2) organizational chart including internal audit unit, (3) manual of procedures, (4) procurement regulations, (5) accounting and reporting system subject to external audit, (6) multiyear planning, and (7) annual management report. A revision of the Law is underway. The draft revised Law includes the same provisions as the existing one,



**124. Decentralizing further decision-making to the provincial and school level can also contribute to improving performance.** Since 2015, school principals in Morocco develop school improvement projects (SIP) with a diagnosis of key challenges at school level, annual targets based on a set of indicators, and planned activities. However, in 2017 only 40 percent of schools had a SIP in place, and an even lower share manages to implement them. The school improvement projects are validated by the DP and in theory, schools are supposed to receive support for the implementation of their school improvement projects. In practice, staff at DP level is not sufficiently trained to provide this support and therefore the validation of the school improvement projects remains an administrative process.

**125. The proposed DLIs address persistent challenges in the decentralization process.** The objective is to formalize and operationalize this fundamental shift through the establishment of performance contracts at various levels of the service delivery chain to link resources to tangible results in the improvement of education outcomes.

- **DLI#6: Performance Contracts are implemented.** Strengthening governance of the education system is amongst the main priorities of the MOE. In the context of advanced regionalization, deconcentrated structures are the key link in an efficient education system. The LOLF calls for the implementation of performance-based contracting along the service delivery chain. AREFs and DPs are therefore expected to manage human and financial resources efficiently in order to bring quality education services to all. This DLI will incentivize the reinforcement of AREFs and DPs accountability and management capacity by supporting the design and implementation of performance contracts between the central structure of the MOE and AREFs; and between AREFs and DPs.
- **DLI #7: School improvement projects are defined and implemented.** This DLI aims at setting up a monitoring and evaluation mechanism to support the successful implementation of SIPs. This is expected to lead to enhanced behaviors and practices of school principals with a focus on improved instruction and student performance, better school climate, motivated teachers, and more collaboration in planning for overall school improvement. It is expected that the monitoring and evaluation of school improvement projects will be facilitated with a module dedicated to those projects in the EMIS.

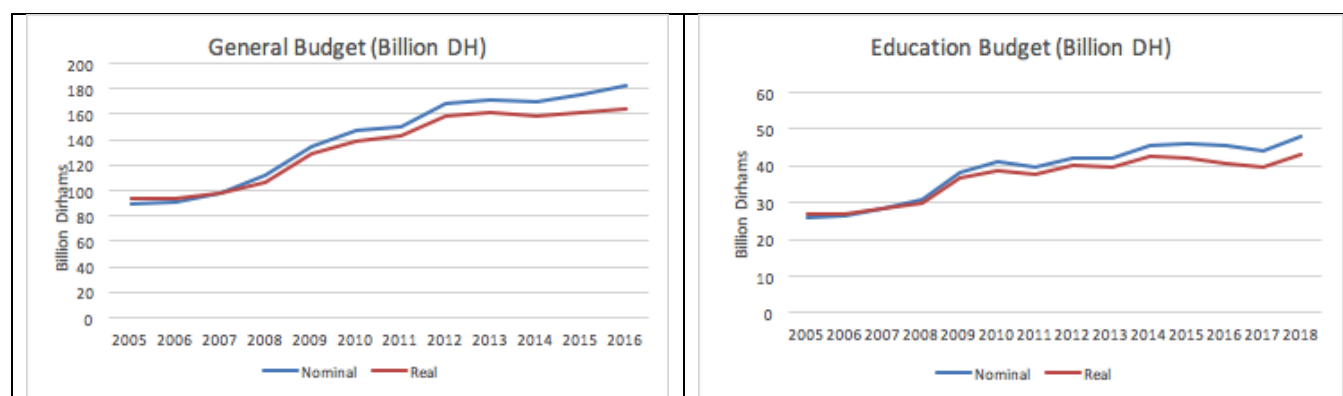
### **Description and Assessment of Program Expenditure Framework**

#### **Recent trends in education financing**

**126. Recent trends show a decade of stable increases in government expenditures.** The general budget of the GOM displays an increase from MAD 90 billion in 2005 to MAD 180 billion in nominal terms. Overall, these increases have been accompanied by relevant increases in the budget devoted to education services. The nominal budget has increased from MAD 25.7 to 48.4 billion between 2005 and 2018, with an increase of MAD 4 Billion between 2017 and 2018.

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and an additional condition on the internal control system for the eligibility of the ex post control.

**Figure 11. General and Education Budget (real and nominal), in MAD billion**

Source : Cours des comptes and WDI.

**127. The PdP projects a stable, though modest, increase in government education spending over the Program implementation period.** Overall government spending is set to increase in real terms from US\$5.08 billion in 2019 to US\$5.19 billion in 2023.<sup>55</sup> Increased government education spending is largely driven by increases in government revenues that arise from economic growth. The share of the overall government budget as a proportion of national income and the proportion devoted to education are assumed to remain the same throughout the projection period. Given these assumptions, the share of national income allocated to government spending on education stays relatively constant.

**Table 8. Government program over 2019-2023 (US\$ million)**

	2018 (executed)	2019	2020	2021	2022	2023	Total 2019- 2023
<b>P1 Steering, Governance and Leadership Strengthening</b>	4,245	4,282	4,324	4,231	4,231	4,231	21,299
<b>P2 Compulsory Education Ensuring Equity and Quality</b>	390	578	635	698	698	698	3,307
<b>P3 Upper-Secondary and Post-secondary Education for Individual and Collective Advancement</b>	201	179	197	216	216	216	1,024
<b>P4 Non-Formal Education</b>	7	12	13	14	14	14	67
<b>P5 Literacy</b>	25	38	38	38	38	38	190
<b>Tayssir (Conditional Cash Transfer)</b>	125	230	230	230	230	230	1,150
<b>TOTAL</b>	<b>4,994</b>	<b>5,319</b>	<b>5,437</b>	<b>5,427</b>	<b>5,427</b>	<b>5,427</b>	<b>27,037</b>

<sup>55</sup> The 2019 budget projects expenditure over the period 2019-2021. Expenditure over 2023 have been assumed to remain constant in real terms from 2021 to 2023, a conservative assumption given recent trends.



**128. Alignment of the budget with government priorities, classification, sustainability and predictability is adequate:**

- **Fiscal sustainability.** In 2013, in response to the external shocks facing the country, Morocco initiated a process of fiscal consolidation and revenue development that allowed it to shrink its fiscal deficit from 6.8 percent of GDP in 2012 to 3.6 percent in 2017. With progress in fiscal consolidation, the debt-to-GDP ratio stabilized at around 65 percent of GDP since 2016. Fiscal space is also eroded by the recurrent cost obligations associated with the infrastructure buildup. Over the medium term, economic performance is expected to improve enabled by sound fiscal and monetary policies, more consistent sector strategies, and an improved investment environment, all of which are aimed at supporting gradual competitiveness gains.
  - **Program financial sustainability and funding predictability.** The 2019 Budget Law reflects the Government's commitment to increase social spending through stronger domestic revenue mobilization. It also plans to increase allocations of corporate and income tax revenues to the regions and increase transfers made to the interregional solidarity fund. Revenue measures to finance this additional spending include: (a) introducing a 2.5 percent solidarity tax on companies earning an annual net profit of over MAD 50 million; (b) privatizing certain government assets/SOEs; (c) increasing consumption taxes, particularly on tobacco; and (d) establishing improved governance systems for SOEs, including a multiannual policy for dividends and other contributions by SOEs to the general budget. The predictability of the Program Expenditure Framework is ensured by the existence of several tools: (1) the Three-year Program Budget for 2019 – 2021, developed in the context of the Public Finance Act; (2) the annual performance project endorsed by the Parliament which describes the key programs, the associated budget and performance indicators; and (3) the annual performance report which summarizes the results achieved and the budget executed for a given year. Overall as per the 2017 PEFA, the predictability of the GoM's expenditures is robust with the indicator on predictability rated A based on timely release of the budget's appropriations to the budget holders.
  - **Adherence of the budgeted program expenditure and execution to government priorities.** The activities contained in the Program Expenditure Framework are aligned with the priorities set by the Government. Moreover, the Program's budget structure is clear in terms of sources of funding, budgetary vehicles and categories of expenditures. The Program Expenditure Framework is grounded within the General Budget of the State (*Budget Général de l'Etat*). All expenses are programmed in line with the Classification of the Functions of Government (COFOG) and will be incurred between 2019 and 2023. Before 2018, TAYSSIR's execution was undermined by two challenges: (1) resources were insufficient to cover payment requirements (US\$52 million compared to US\$73 million); and (2) delays in the availability of financial resources. Since the academic year 2018/2019, this issue has been resolved thanks to a strong political commitment to address TAYSSIR execution delays. Thus, the estimated financial resources are sufficient (US\$230 million) to cover the execution of the 2018/2019 budget. In addition, the resources were transferred to the MOE on time (January 2019) to facilitate budget execution. It is expected this trend will be maintained throughout the Program implementation period.
  - **Efficiency of Program expenditures.** Despite the alignment between the Program Expenditure Framework and government priorities, implementation of this Program could be affected by delays in transferring funds. This risk is mitigated by the strong political backing of Tayssir whose coverage was extended in 2018. An element affecting the efficiency of spending under the
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Expenditure Framework is related to weaknesses in targeting the most vulnerable. Indeed, currently targeting mechanisms are based on geographical criteria, which results in inclusion and exclusion errors. The implementation of the Social Registry starting 2020 will greatly improve targeting of Tayssir, enhancing therefore the efficiency of spending.

- **Effectiveness of Program expenditures.** The Program's own fiduciary risk control mechanisms (see Fiduciary Systems Assessment) provide further driver of efficacy of expenditures under the Program. The following measures will contribute to ensure effectiveness of the Program activities: (i) the revision of TAYSSIR's manual of procedures in January 2019 to better define eligibility criteria, (ii) the upgrade of the information management system and the reconciliation of TAYSSIR's database with other systems such as RAMED,<sup>56</sup> for medical benefits, and EMIS,<sup>57</sup> to monitor the students, and (iii) the implementation of the Social Registry.

### **Program Economic Evaluation**

**129. The Program is expected to produce, over the long term, stronger education outcomes, resulting in improved productivity.** As the HCI for Morocco shows, the productivity of a child born today is expected to be half of what it could have been if she had access to full education and health. The bulk of the losses in terms of productivity is related to weak learning outcomes. Hence, improved learning outcomes are expected to contribute to increasing the HCI and the expected productivity of future children.

**130. Public investment is also justified due to the high social, economic and non-economic rates of return to education, in addition to the market imperfections that preclude the poor from reaping the private returns to education.** In addition to private returns, social returns which occur when private benefits externalize to benefit the society, net of the social costs justify public investment in education. Non-economic returns are manifested in the form of healthier lifestyle, more informed decision-making and personal development, and can extend to social cohesion, civic engagement and democratic participation.<sup>58</sup> From a public economics rationale, the significant positive externalities from education justify government investment in the sector. Even if the magnitude of the economic private returns surpasses the economic social returns, the presence of noneconomic externalities to education coupled with credit market constraints that result in individuals under investing in education, present an economic rationale for some significant degree of public investment, especially at primary level.

**131. Moreover, the Program is expected to have trickle down effects on efficiency and effectiveness of public spending.** This Program does not introduce new government programs, but rather aims at strengthening and supporting ongoing reform efforts. At the system level, the Program aims at strengthening coordination mechanisms and management capacity to deliver quality education for all. In the process of decentralization of management responsibility from the central level to the regional academies (AREFs) and schools, the success of the reforms is tightly linked to the management capacity and coordination mechanisms between different local stakeholders and government agencies. The Program will lead to more efficiency in public investment in the future through a more transparent,

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<sup>56</sup> Noncontributory health insurance, which benefitted about 8.5 million individuals.

<sup>57</sup> School Management and information system for monitoring the students.

<sup>58</sup> Evidence of the positive impact of education on non-economic dimensions, as well as the powerful externalities of parents schooling are numerous and robust.



autonomous, informed, accountable and decentralized management system. Such investment has no substitute alternative in the private sector, because it is the public sector which regulates, manages and administer most education services.

**132. Bank support is expected to bring tangible value-added in several key domains.** The Bank's global knowledge, technical and operational expertise will be critical in providing technical support and consensus-building around system and institutional changes, which are expected to yield economic and social returns in the longer term. The Bank's comparative advantage in supporting multisector solutions to enhancing education outcomes is especially valued by all stakeholders, and reflected in the proposed approach, which combine education and governance interventions aimed at addressing the current system bottlenecks. In addition, the Bank is well equipped to further support the MOE in shifting focus away from inputs towards increased efficiency of existing expenditures through service delivery improvements. Moreover, given its wide experience with results-based financing in social sectors, including in Morocco, the Bank is also seen as a credible partner that can help institutionalize a results-based development culture.

**133. Economic benefits.** The main benefit of RAs 1 and 2 streams from increased learning outcomes and (implicitly) years of schooling derived from increased teacher practices and higher quantity and quality ECE. Test score increases, and years of schooling would then increment Learning Adjusted Years of Schooling (LAYS) in Morocco, which in turn would increment the expected returns to education in adult life and overall economic growth. A theoretical estimate of individual returns to investment would be  $A=(B+C)*D$ , where:

1. Individual returns to investment in RA 1 and 2 based on LAYS and regular returns to education in the literature.
2. Positive impact of improved ECE services on quality of education (learning outcomes).
3. Positive impact of pre-service and in-service teacher training on quality of education (learning outcomes).
4. Learning Adjusted Years of Schooling in adult life.

**134. An increase in an additional year of LAYS** (Filmer, et al., 2018)<sup>59</sup> would then have an impact on individual returns in earnings of the rate of return to another year of schooling, which is 10 percent for the total sample (both men and women) in Morocco (based on 1998 data)<sup>60</sup>. The current state of Human Capital is the following in Morocco<sup>61</sup>:

- **Expected Years of School.** In Morocco, a child who starts school at age 4 can expect to complete **10.6 years** of school by her 18th birthday.
- **Harmonized Test Scores.** Students in Morocco score **367** on a scale where 625 represents advanced attainment and 300 represents minimum attainment.
- **Learning-adjusted Years of School.** Factoring in what children learn, expected years of school is only **6.2 years**.

<sup>59</sup> For the LAYS methodology, see: Filmer, Deon P.; Rogers, F. Halsey; Angrist, Noam; Sabarwal, Shwetlena. 2018. Learning-Adjusted Years of Schooling (LAYS): Defining A New Macro Measure of Education (English). Policy Research working paper; no. WPS 8591. Washington, D.C.: World Bank Group.

<sup>60</sup> Montenegro, Claudio E.; Patrinos, Harry Anthony. 2014. Comparable estimates of returns to schooling around the world (English). Policy Research working paper; no. WPS 7020. Washington, DC: World Bank Group.

<sup>61</sup> See Human Capital Index data for Morocco: <https://www.worldbank.org/en/data/interactive/2018/10/18/human-capital-index-and-components-2018>



**135. Regarding early childhood education, this economic analysis relies on metaanalyses on the long-term effects of early childhood education to quantify the effects of RA 1 on learning outcomes.** Results in the literature show that attending pre-primary school had a positive effect on subsequent standardized test scores of 0.08 standard deviations. Studies from developed countries that have tracked children into adulthood show that healthier and taller children do better on tests of cognitive ability; these children have higher school attainment, grow into taller adults, and earn significantly higher wages.<sup>62</sup>

**136. Regarding teaching practices, we use estimates from (Bold, et al., 2017)<sup>63</sup> and quantify an increase for each standard deviation of teacher content knowledge and pedagogic skills in increases of 0.37, 0.35 and 0.25 standard deviations for student learning. A baseline estimates of an increase in 0.2 standard deviations at the end of the Program in teacher content knowledge (through the new CLE), pedagogic skills (through the new induction program and professional development) as well as a decrease by 50 percent in absences is expected to generate composite gains of 0.15 standard deviations of student learning, hence 15 points from international testing.<sup>64</sup>**

**Table 9. Economic Analysis**

	Coefficient	Baseline	End of Project	Effect (standardized test scores)
Attend quality pre-school	0.23			0.08
Teacher content knowledge	0.37	1	1.2	0.074
Teacher pedagogical skills	0.35	1	1.2	0.07
Teacher absence from class	-0.08	0.06	0.03	0.0024
Aggregate Effect				<b>0.226</b>

*Source: The coefficient on quality pre-school is based on (Berlinski, Galiani, & Gertler, 2009)<sup>65</sup>. The teacher indicators and coefficients are based on (Bold, et al., 2017)<sup>66</sup>.*

**137. The expected overall learning effect is 0.226 standard deviations.** The expected returns are hence an additional 0.26 years of schooling for all students, and hence expected returns of 2.6 percent for workers over the long term. Based on OECD (2015), this would entail an increase of 4.48 percent in discounted future GDP and an increase of 0.31 percent yearly GDP over the long term.

#### *Development impact of RA 3*

**138. The Program expects to strengthen the management capacity and accountability of the education system along the service delivery chain.** The overall objective is to strengthen the education system so that it efficiently delivers better learning outcomes through interrelated mechanisms which connect various parts of the system (governance, management, financing, incentives) and support clear

<sup>62</sup> Case, A. and Paxson, C. 2008. "Stature and Status: Height, Ability, and Labor Market Outcomes," Journal of Political Economy, University of Chicago Press, vol. 116(3), pages 499-532, June.

<sup>63</sup> Bold, Tessa, Deon Filmer, Gayle Martin, Ezequiel Molina, Christophe Rockmore, Brian Stacy, Jakob Svensson, and Waly Wane. 2017. What Do Teachers Know and Do? Does It Matter?

<sup>64</sup> Assuming linearity in comparing different international tests.

<sup>65</sup> Berlinski, S., S. Galiani, and P. Gertler. 2009. "The Effect of Pre-primary Education on Primary School Performance." Journal of Public Economics 93 (1-2): 219-34.

<sup>66</sup> Absences are estimated to be 6percent dividing 11 days of average absence through 180 of school days.



and aligned functions, authority, and relationships of accountability within the system. Upon completion of the Program, AREF will have signed performance contracts with the objective to increase transparency and accountability at the regional level. At a school level, a focus on school principal training (leadership) and setting up mechanisms to incentivize the implementation of school improvement projects aims at enhancing management capacity and accountability.

**139. The management capacity of decentralized authorities as well as schools is crucial for appropriate system alignment and results delivery<sup>67</sup>.** With respect to the increased transparency and accountability of AREFs as well as the enabling of school principals to act upon their school improvement plan, this RA is will aligned with the WDR 2018 findings on improving systems to achieve learning for all. Virtually any initiative or program, from providing textbooks to coaching classroom teachers to offering school meals, requires both effective management and adequate financing from the public education system to reach most children.

**140. Management affects how well every level of an education system functions, from central technical units to individual schools.** At the school level, better management can strengthen the daily learning process in the classroom. At the system level, better management can help improve service delivery, like getting teachers to the schools that need them and ensuring that buildings are properly maintained. New theoretical and empirical research explores these channels and starts to identify the role of management in driving differences across school sectors (public and private) and countries.

**141. Providing schools and communities with decision-making power and resources can solve two problems.** First, by giving local school leaders and parents more direct influence over teachers and other school representatives, it may make teachers more immediately responsive to student needs. This is in contrast with supervision by a MOE representative based far away, who has little ability to bring teachers to account. Second, schools and communities may have better information about the needs of local schools, which, along with access to discretionary resources, means they can more nimbly meet those needs.

**142. Better-managed schools are more effective schools.** Correlational evidence from within and across countries in the region and globally, coupled with a growing number of impact evaluations, show that higher-skilled managers and the use of more effective management practices can strengthen teaching and learning, even in public systems where school managers have little formal authority over teachers and resources. In addition, strong management at the system level is a prerequisite for raising student learning at scale. School-based management programs improve learning when the community has the capacity to make and implement smarter decisions. (Carr-Hill, et al., 2015)<sup>68</sup>

### **Evaluation of Technical Risk**

**143.** The operation's overall risk is substantial considering its multidimensional scope, its numerous stakeholders with uneven capacity. Yet, the analytical underpinnings have highlighted the intertwined

<sup>67</sup> Bloom, Nicholas, Renata Lemos, Raffaella Sadun, and John Van Reenen. 2015. "Does Management Matter in Schools?" *Economic Journal* 125 (584): 647–74.

<sup>68</sup> Carr-Hill, Roy, Caine Rolleston, Tejendra Pherali, Rebecca Schendel, Edwina Peart, and Emma Jones. 2015. *The Effects of School-Based Decision Making on Educational Outcomes in Low- and Middle-Income Contexts: A Systematic Review*. 3ie Grantee Final Review. London: International Initiative for Impact Evaluation.



governance and sectoral challenges affecting the access and quality of education provision. These challenges can thus only be addressed through a holistic and integrated approach, supporting different reform levers and the key actors along the service delivery chain.

**144.** The 2017 World Development Report on Governance and the 2018 World Development Report on Education highlight the importance of improving education while also addressing the key governance and political economy issues that shape education delivery. For successful education reform in Morocco, policies must guarantee credible commitment, support coordination, and promote cooperation across the education service delivery chain. This operation faces substantial risks in that regard.

- First, the success of reforms is contingent on the GoM's ability to secure the commitment of a variety of stakeholders at the central, AREF, DPs and school level (including teachers, school directors, inspectors, parents, and students).
- Second, the success of the Program across the three RAs will hinge on overcoming coordination failures, whether among different governance levels of the Ministry of Education (central government, AREFs, provincial directorates, schools) for RA 3, or among different implementation agencies for RAs 1 and 2. This is particularly the case for the preprimary sector, where various departments are involved in the delivery, including the Ministry of Habous and Islamic Affairs, and the Ministry of Interior through INDH.
- Third, at the AREF and DPs level, the main risk stems from the innovative and systemic changes born by the Program (in RA 3 in particular), namely the deconcentration of decision-making from the central level to the regional level, and from the regional to the provincial level; and the introduction of performance contracting. The unclear division of labor between AREFs and DPs identified in the 2018 Court of Audit Report also poses a risk. The above imply a radical, and disruptive, change in the distribution of responsibilities and resources between the center and the AREFs, and between AREFs and DPs; and are contingent on the strengthening of human, material and financial capacities and resources. At the school level, the low levels of information and participation of parents/citizens, as well as low incentives and capacities to perform of school leadership can threaten the success of school management reform.
- Finally, effective reform adoption and implementation is contingent on smooth cooperation among stakeholders across the education service delivery chain, including between the MEF and the MOE, which has historically proved challenging in a context where trust and motivation tends to be low.

**145.** The Program aims at mitigating those risks through a combination of:

- A phased, realistic and context-specific approach to reform. The Program focuses on ambitious yet politically and institutionally feasible goals, that can be achieved in a five-year period and that put in place the building blocks of long-term reform engagement in the education sector. These include better quality standards/frameworks (RA 1), better human resources, notably better trained teachers and principals (RA 2 and 3), and capacities and incentives for better performance at the subnational level, including stronger HR management and PFM capacities to deliver quality services (RA 3) and better frameworks for performance and accountability (through the design and piloting of performance contracts under RA 3)
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- A dedicated communication and change management plan to support reform, to increase commitment to reform among relevant stakeholders, and help overcome coordination failures (e.g. between the center and the AREFs under RA 3 or among the various implementing agencies under RA 1).
- The identification of key technical assistance and capacity building activities to accompany the development and implementation of innovative reform efforts
- A deliberate focus on learning and adaptability.

The residual risk remains, however, important and can impact the quality of implementation.

**146. Based on the technical, fiduciary, and environment and social assessments, a Program Action Plan has been developed.** The plan consists of a set of actions to strengthen entities involved in Program implementation or oversight to deliver Program results. The actions are also intended to promote a more sustainable system, which will enable these institutions to effectively perform their mandate in the long term. These will be monitored by the World Bank as part of the Program Implementation Support Plan.



## ANNEX 4. (SUMMARY) FIDUCIARY SYSTEMS ASSESSMENT

COUNTRY : Morocco

Morocco Education Support Program

**147. The Program's fiduciary systems are acceptable and provide reasonable assurance on the use of the Program's resources for intended purposes.** The fiduciary risk is substantial. The Program Expenditure Framework consists only of the Conditional Cash Transfer (CCT) Program in the education sector – “TAYSSIR” – benefiting 2.3 million children from vulnerable families. TAYSSIR aims to reduce school dropouts through CCT payments to parents. The main fiduciary risks of the Program relate to: (i) inadequate beneficiary identification (exclusion of eligible beneficiaries and inclusion of ineligible beneficiaries), resulting in inaccurate payments; and (ii) delays in payments. In addition, another risk – related to Program expenditures being double-counted, under both the - proposed Program and the Eligible Expenditure Program (EEP) of the on-going World Bank-funded Identity and Targeting for Social Protection Project (Projet d'Identification et de Ciblage pour les Programmes de Protection Sociale – PICPPS: P155198) – has been identified. The ongoing project's financial management risk is substantial, and the FM performance is Satisfactory. The main issue related to the 2016/2017 CCT arrears has been addressed. Arrears were caused by a higher demand for Conditional Cash Transfers than initially anticipated by government. This has been resolved with the introduction of a revised beneficiary targeting methodology. Finally, there are no procurement-related activities (of goods or construction) include under the proposed Program that could be at risk of fraud and corruption. The World Bank's “Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing”, dated February 1, 2012, and revised July 10, 2015 will apply to the proposed operation.

**148. A comprehensive set of mitigation measures that aims to reinforce the governance of TAYSSIR are embedded in the Program Action Plan.** In particular, the Program Action Plan includes monitoring of timely payment of each tranche of CCT. The improvement of the identification of beneficiaries will be achieved through DLI #5 of the ongoing Identity and Targeting for Social Protection Project (Inclusion of TAYSSIR applicants registered in the Social Registry<sup>69</sup>). DLI #5 includes several DLRs related to the reliability of the targeting of TAYSSIR beneficiaries. Risks associated with the double counting of expenditures with the on-going Identity and Targeting for Social Protection Project will be mitigated by the enforcement of ex-ante and ex-post controls. Ex-ante controls will be specified in the Program Operations Manual to ensure a clear segregation of the expenditures of the two programs. As such, the secondary students' CCTs (amounting per annum to US\$140 million) will be used to account for the Education Program's yearly expenditure (US\$100 million). The ongoing Identity and Targeting for Social Protection Project will cover primary students' CCT in an annual amount of US\$87 million. Ex-post controls will include verification by the Inspectorate General of Finance (IGF), which is in charge of auditing both operations.

**149. Program exclusions.** As the Program does not include procurable expenditures, there are no contracts above the Operations Procurement Review Committee (OPRC) thresholds.

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<sup>69</sup> This system includes biometric identification. It is one of the country's major reforms with respect to the social protection agenda.



## PROGRAM FIDUCIARY ARRANGEMENTS

### *Overview of the country Public Financial Management (PFM) cycle*

**150. Morocco's public financial management system is considered adequate and risks are moderate. There is an enabling fiduciary environment for the implementation of the Program.** The main conditions for fiscal and financial discipline are met, as evidenced by the credibility of the budget and the achievement of the planned objectives. Budget execution benefits from an adequate information management system (*Gestion Intégrée de la Dépense* – GID), as well as from robust internal controls which include an *ex-ante* expenditure control based on a risk model. The internal audit function is satisfactory, using a risk-based audit approach, and with an acceptable completion rate of the audits planned, including follow up of recommendations. Procurement reforms have also been undertaken as part of the Government's efforts to ensure a more strategic and efficient use of resources. In addition to the establishment of a National Commission for Public Procurement (CNCP) in September 2015, the regulatory framework for procurement was harmonized and simplified in line with a procurement decree (March 2013), and standard bidding documents were developed for works, goods, non-consulting services and consulting services. General Conditions of Contracts for Works are already developed and will be complemented by General Conditions of Contracts for Goods/Services and for Consulting services. The existing electronic procurement system includes features that facilitate transparent and efficient execution of procurement. The Supreme Audit Institution (SAI) provides an effective ex-post control.

### *Review of Public Financial Management Cycle of the Program*

**151. Planning and budgeting.** Assumptions for planning and budgeting are based on annual cash allowances<sup>70</sup> and the number of eligible beneficiaries. This number increased from 833,000 children in 2015 in 434 rural municipalities to 2.3 million children in 2018. This is mainly due to the expansion of TAYSSIR's coverage, which includes all rural municipalities for primary education and rural and urban municipalities for secondary education. Consequently, the annual budget quadrupled from US\$52 million (2015, 2016, 2017) to US\$230 million (US\$140 million for secondary students and US\$90 million for primary students) in 2018 and 2019. The SAI report and the Impact Evaluation<sup>71</sup> on TAYSSIR underscored insufficiencies in resource planning and budgeting, and spending resulting from shortcomings in beneficiaries' identification (exclusion of eligible beneficiaries located in non-targeted municipalities and inclusion of ineligible beneficiaries located in targeted municipalities) affecting planning and programming. Efforts are being deployed to improve the system. They include: (a) the revision of TAYSSIR's manual of procedures in January 2019 to better define eligibility criteria, and (b) the upgrade of the information management system and the reconciliation of TAYSSIR's database with other systems such as RAMED,<sup>72</sup> for medical benefits, and EMIS,<sup>73</sup> to monitor the students. The financial management supervision report of the ongoing Social Protection Project confirms the use of these tools. By the end of

<sup>70</sup> The cash allowance increases with academic levels: (i) 1st and 2nd year of primary school: MAD 60, (ii) 3rd and 4th year of primary school: 80 MAD; (iii) 5th and 6th year of primary school: MAD 100; and (iv) secondary school: MAD 140. The conditionality of transfers is based on student school attendance, absenteeism thresholds (less than 4 absences per month at primary school and fewer than 6 sessions at the secondary school. The maximum number of recipients per household children is set at 3 children (similar to family allowances).

<sup>71</sup> [http://www.ondh.ma/sites/default/files/1\\_tayssir\\_morocco\\_2014.pdf](http://www.ondh.ma/sites/default/files/1_tayssir_morocco_2014.pdf)

<sup>72</sup> Noncontributory health insurance, which benefitted about 8.5 million individuals.

<sup>73</sup> School Management and information system for monitoring the students.



CY2019, it is planned to gradually identify beneficiaries based on the Social Registry supported under PICPPS, and the project's DLI #5 – on the share of TAYSSIR applications registered in the Social Registry – provides incentives to improve the identification of beneficiaries.

**Table 10. PICPPS DLI No. 5: Share of the new applicants to Tayssir programs registered in the Social Registry**

Calendar Year (Year)	CY 2019	CY 2020	CY 2021
<b>DLR formulation</b>	<b>DLR 5.2</b> 40% of new applicants to Tayssir program in a given calendar year, have been registered in the Social Registry	<b>DLR 5.3</b> 80% of new applicants to Tayssir program in a given calendar year, have been registered in the SR.	<b>DLR 5.4</b> 100% of new applicants to Tayssir program in a given calendar year, have been registered in the SR
<b>Amount</b>	<b>US\$5 million</b>	<b>US\$4 million</b>	<b>US\$3 million</b>

Source: World Bank Project Appraisal Document.

**152. TAYSSIR's planning and budgeting processes are acceptable but could be improved to ensure a better match between needs and resources.** To increase efficiency of planning and budgeting, the program will rely on DLI #5 of PICPPS while using existing tools (revised manual of procedures, upgraded information management system).

**153. Procurement planning and profile.** The Program Expenditure Framework only includes the TAYSSIR CCT Program. As such, no procurement is planned.

**154. Budget execution, accounting and reporting.**

- i. Budget execution. Before 2018, TAYSSIR's execution was undermined by two challenges. First, resources were insufficient to cover payment requirements (US\$52 million compared to US\$73 million)<sup>74</sup>. Second, delays in the availability of financial resources. For example, 2015/2016 financial resources were only released in July 2017. Since the academic year 2018/2019, this issue has been resolved thanks to a strong political commitment to address TAYSSIR<sup>75</sup> execution delays. Thus, financial resources are sufficient (US\$230 million) to cover the execution of the 2018/2019 budget. In addition, the resources were released on time (January 2019) to facilitate budget execution. It is expected this trend will be maintained throughout the Program implementation period.
- ii. Accounting. TAYSSIR's accounting standards are on an accrual basis. The accounting function is outsourced to a qualified accounting firm. The financial management supervision report of the PICPPS and the IGF audit report confirm that the accounting books are kept in a satisfactory manner and the key accounts reconciliations are performed monthly.
- iii. Financial reporting. The financial statements comprise the following: (a) source/used of funds, (b) budget execution, (c) summary of payment made on the CCT, and (d) reconciliation of the DLI disbursed and the EEP. The review of these financial statements does not reveal any

<sup>74</sup> This translates into a gap between the budget allocation and actual payments.

<sup>75</sup> The King made clear reference to the need to improve TAYSSIR's implementation and other social programs in his 2018 Speech of the Throne following the audit of the program by the SAI.



significant issues. The existing financial reporting system is adequate and allows the timely submission each semester of the financial statements of the PICPPS. The review of the Dec 2018 financial report by the Bank confirmed that CCT arrears have been addressed. The main risk on the accounting and reporting arrangement – related to potential Program expenditures being accounted twice (once under TAYSSIR and once under the EEP of PICPPS) – has been identified. This risk will be mitigated by the enforcement of ex-ante and ex-post controls. Ex-ante controls will include the integration in the Program Operations Manual of provisions on the segregation of the expenditures of both operations. The Education PforR will support secondary students' CCT payments, amounting to US\$100 million per year. The PICPPS will cover primary students' CCT payments, for an annual amount of US\$87 million. Ex-post controls will include verification by the Inspectorate General of Finance (IGF) in charge of auditing both projects.

**155. TAYSSIR's budget execution, accounting and reporting procedures are adequate.** However, they will be strengthened to prevent any double counting between the PforR and the PICPPS' EEP. MOE will oversee the elaboration of the Program's budget execution report and financial statements which will comprise TAYSSIR expenditures based on the cash transferred to eligible beneficiaries. These financial statements will be produced not later than 45 days after the end of each semester. The financial statements comprise the following: (a) source/used of funds, (b) budget execution, (c) summary of payment made on the CCT, and (d) reconciliation of the DLI disbursed and the expenditures incurred under the Program (CCT for the secondary students).

**156. Assessment of performance in procurement planning, execution and contract administration.** There are no procurable expenditures under the Program.

**157. Treasury management and funds flow.** Upon completion of a series of controls by TAYSSIR's central team and provincial coordinators, payment of CCT is made to the beneficiaries' (parents of the children) bank accounts in three tranches (January, April, and July) through Barid Bank (the National Post). This financial institution has a long and satisfactory track record in Morocco, and it has one of the widest network of agencies in the country. Mobile units are also used for the payment in remote areas. In addition, mobile banking payments are being tested. The Impact Evaluation report on TAYSSIR – including interviews with the beneficiaries – confirms the adequacy of the funds flow from the central level to the beneficiaries' bank accounts. The report noted a greater impact on student performance when the payment is made to the bank account of the mother. Additional analyses are being undertaken in order to make payments to mothers' bank accounts. Before 2018, there was an 18-month delay in the payment process, as pointed out in the SAI and IGF audit reports. This was mainly due to inadequate financial resources for the program and the late release of these resources by the Ministry of Finance. Since 2019, the financial resources have been released on time, but the payments to beneficiaries due in January 2019 have not been made because of the enforcement of new eligibility criteria. One payment combining two tranches is being processed.

**158. A risk remains regarding the delay of payments to beneficiaries despite progress made regarding the timely availability of financial resources.** The payment lead time to beneficiaries will be monitored as part of the Program Action Plan.

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**159. Internal controls.** Internal controls over CCTs are described in the revised TAYSSIR Manual of procedures. The assessment of the internal control system using the COSO<sup>76</sup> Internal Control framework revealed the following:

- i. The control environment is governed by: (a) the revised manual of procedures; and (b) the Memorandum of Understanding signed in 2008 between the MOE and the TAYSSIR Unit. Both documents ensure the establishment of decentralized management units, a steering committee, and a monitoring and evaluation committee. The decentralized management units play the following roles: coordination with the school director in the identification of the beneficiaries; handling complaints from the beneficiaries; and preparation of the progress report. The steering committee provides strategic guidance and oversees TAYSSIR's implementation. The monitoring and evaluation committee is in charge of operational implementation and evaluation of TAYSSIR. The IGF 2018 audit report and Impact Evaluation report assessed the effectiveness of the above-mentioned arrangements as acceptable.
- ii. The risk assessment is affected by the absence of a risk map. A risk map would include, primarily, the risks pertaining to the delay in the release of the funds by the MOF and the exclusion of eligible beneficiaries and inclusion of ineligible beneficiaries.
- iii. The control activities include the monitoring of: (a) beneficiaries' eligibility based on the information management system; and (b) the beneficiaries' school absenteeism. Control activities also include the consolidation of data by the central unit and the verification of the list of payments and the payments. These controls ensure traceability of transfers to the beneficiaries through reporting and monitoring mechanisms. They help detect any deviations and apply corrective measures to avoid over or under payment. Despite these controls, a test performed on a sample of beneficiaries by the IGF confirmed the need for a continuous update of the list of eligible children.
- iv. Information and communications need to be improved. The webpage dedicated to TAYSSIR is not regularly updated with recent information.
- v. Monitoring activities are being gradually reinforced. Monitoring is performed by the committees that oversee/execute the implementation of the various action plans, including the one related to the internal/external audit reports. A detailed action plan on the various recommendations is being monitored by TAYSSIR management (see table 11). Two key actions identified in the fiduciary assessment are at risks: (a) the beneficiaries' identification, and (b) the delay in the transfer payment.

**Table 11: Summary recommendations from FSA**

Recommendations	Status	WB Comments and areas for further monitoring
Revision of the beneficiaries' identification	Eligibility criteria included the	Deployment of the Social Registry

<sup>76</sup> Committee of Sponsoring Organizations of the Treadway Commission.



	registration on RAMED database for 2018-2019 school year	under the Social Protection Project will be critical milestone in the improvement of the identification process.
Funds release from the Ministry of Finance and payment to the beneficiaries	MoU signed between the Ministry of Education and the Ministry of Finance to secure the timely release of the funds  Establishment of a payment calendar in 3 installments (January, April and July)	Persistent delay in the CCT payment in spite of the various actions implemented. January and April tranches for 2019 still not paid
Reconciliation of TAYSSIR with other data bases	Completed with EMIS and RAMED	Areas for improvement in TAYSSIR data base identified
Adoption of quantitative performance indicators for TAYSSIR	List of quantitative indicators under finalization	Finalization and implementation of the indicators
Impact evaluation of TAYSSIR	Completed on September 2018 and findings disseminated on December 2018	Further dissemination is ongoing as to incorporate the findings in the design of TAYSSIR

**160. TAYSSIR's internal controls are acceptable, but there are residual weaknesses that need to be addressed.** The Program Action Plan includes an action on the continuous update of the list of beneficiaries.

**161. Internal audit.** As per TAYSSIR's revised manual of procedures, the internal audit function is under the responsibility of the General Ministerial Inspectorate. The entity is operational and staffed with 23 auditors, including 3 engineers. The entity establishes an annual plan approved by the Ministry of Education. More than 60 percent of the plan is executed. About 50 audit missions are performed, as well as the investigation missions requested by the MOE. The internal audit unit is also in charge of processing the complaints logged at the Ombudsman Office. 150 complaints are processed annually by the internal audit unit. Three annual reports are issued by the entity: (i) report on the annual audit plan, (ii) report on the processing of the complaints transferred by the Ombudsman Office; and (iii) report on absenteeism at school. In line with the provisions of TAYSSIR's revised manual of procedures, an annual audit should be undertaken. However, the most recent audit was performed on 2017. The issues identified then (insufficiencies in the targeting of beneficiaries, delays in the payment of CCTs) are factored in the Fiduciary Systems Assessment for the PforR. An internal audit mission was held in April 2019.

**162. TAYSSIR's internal audit arrangements, which rely on the General Ministerial Inspectorate, are acceptable.** The Program Action Plan includes an action on the need to carry out an annual audit (including follow-up of the recommendations of previous audits) of TAYSSIR in line with the provision of the revised manual of procedures.

**163. Program governance and anti-corruption arrangements.** TAYSSIR's revised manual of procedures includes detailed provisions on the processing of the complaints/requests from beneficiaries using the information management system<sup>77</sup>. This is complemented by the country governance and anti-corruption system, including the following institutions: the Institution of the Ombudsman (*Institution du Médiateur*),

<sup>77</sup> For the current academic year, 17,075 complaints were received from the families. More than 95 percent were processed and addressed within 3 months.



the General Inspectorate of MOE, the IGF, and the Supreme Audit Institution. The Office of the Ombudsman's mandate is to handle complaints from citizens. It is deployed at the subnational level through regional units, complemented by focal points. The Office publishes its report on an annual basis. The 2017 report shows that education receives the third largest number of complaints (absenteeism, weaknesses in the functioning of the schools.). The increase in the number of complaints logged (18 percent from 2016 to 2017) to the Ombudsman's Office confirms the growing confidence of the citizens in the system. About 32 percent of the complaints have been addressed by the Office, 16 percent are being processed, and the remaining 58 percent have been transferred to the relevant administrations, including the internal audit unit of the MOE.

**164. TAYSSIR's anti-corruption system, which relies on the complaints handling mechanism detailed in the revised manual of procedures, the Ombudsman Office, the Supreme Audit Institution, the IGF, and the General Inspectorate of the MOE are considered adequate.**

**165. The Bank's Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing, dated February 1, 2012 and revised July 10, 2015 (the Anti-Corruption Guidelines), will apply.** The MOE will handle the allegations formulated and explicitly declared by the competent bodies occurring under the Program and will report them to the World Bank in the annual progress reports produced during the implementation of the Program. The reporting format will include the following: (i) location, and date of the complaint, (ii) allegation's description, (iii) description of progress in investigation, and (iv) investigation outcome. The World Bank's prerogative of administrative inquiry for allegations of fraud and corruption has been clarified to the Borrower during Program preparation. In accordance with the Bank's Anti-Corruption guidelines for PforR operations, the Program will take steps to ensure that "any person or entity debarred or suspended by the Bank is not awarded a contract under or otherwise allowed to participate in the Program during the period of such debarment or suspension". While there are no procurements envisaged under the Program, in the event any small-value procurement is identified during Program implementation, the implementing entities will verify the names of the contractor against the Bank's database<sup>78</sup> of debarred or suspended contractors to ensure that no such contractor is awarded any contract under the Program.

**166. Actions related to fraud and corruption.** The Borrower will: (a) take all appropriate measures to ensure that the Program is carried out in accordance with the Bank's Anti-Corruption Guidelines; (b) take all appropriate measures to prevent fraud and corruption in connection with the Program, including (but not limited to) adopting and implementing appropriate fiduciary and administrative practices and institutional arrangements to ensure that the proceeds of the loan are used only for the purposes for which the loan was granted; (c) promptly inform the Bank of all credible and material allegations or other indications of fraud and corruption in connection with the Program that come to its attention, together with the investigative and other actions that the Borrower proposes to take with respect thereto; (d) unless otherwise agreed with the Bank with respect to a particular case, take timely and appropriate actions to investigate such allegations and indications; report to the Bank on the actions taken in any such investigation, at such intervals as may be agreed between the Borrower and the Bank; and promptly upon the completion of any such investigation, report to the Bank the findings thereof; and (e) if the Borrower or the Bank determines that any person or entity has engaged in fraud and corruption in connection with

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<sup>78</sup> [https:// www.worldbank.org/debarr](https://www.worldbank.org/debarr).



the Program, take timely and appropriate action, satisfactory to the Bank, to remedy or otherwise address the situation and prevent its recurrence.

**167. External auditing.** The IGF is the assigned entity in charge of auditing the GoM programs in line with the country's external audit arrangements. The World Bank carried out a comprehensive assessment of the IGF in 2016, complemented by the 2017 PEFA and annual review.<sup>79</sup> The conclusions of the assessments were as follows: first, IGF has built credibility in auditing GoM's programs over the last 20 years thanks to the quality of the staff<sup>80</sup>. Second, the entity adequately implements international auditing standards (e.g., risk-based approach, quality assurance process), and follows up on the recommendations through a web-based audit software (Blue Audit) that is used by all the auditors to plan, carry out and report on their missions. More than 95 percent of the annual plan is executed. The deployment of Blue Audit since 2014 has increased the efficiency and the value added of IGF's mandate. Third, the IGF has an adequate track record in auditing about 5 PforRs in various sectors, including at the subnational level (Health, Urban Transport, Casablanca, Agribusiness, and Integrated Risks). The reports were submitted in a timely manner and in line with international standards. They highlighted systemic issues in the program design, delay in the implementation of the programs, and limited capacity at decentralized levels. The reports include sections on the monitoring of the recommendations from the previous audits. TAYSSIR is subject to annual audits performed by the IGF and on an as-needed basis by the SAI. These audits cover the decentralized units. The issues identified in these reports were factored into the Fiduciary Systems Assessment. An action plan has been prepared and its implementation will be monitored by the steering committee (see monitoring activities in the internal control sections).

**168. The Program audit arrangements are adequate.** The General Inspectorate of Finance will carry out the financial audits of the Program expenditures. The audit reports will be carried out based on agreed Terms of References and will include the verification on the reconciliation of the disbursements and the Program expenditures. The scope of those audits will include a review in order to detect any double counting between the Program and the PICPPS EEP. Submission of the audit reports is planned no later than nine months after the closure of accounts and will be part of the disbursement and financial information letter.

**169. Staff capacity.** TAYSSIR fiduciary functions are at the central level and well-staffed. The assessment and the various audit report did not reveal any significant staffing issues.

**170. Contribution to the Program Action Plan.** The table below details the PAP's fiduciary actions.

**Table 12. Fiduciary Actions**

Risk/Weaknesses	Mitigation action	Responsible Party	Type of action (PAP, TA, DLI, KPI)
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<sup>79</sup> Carried out in March 2017 and February 2018.

<sup>80</sup> About 125 auditors. The recruitment plan includes the hiring on a competitive basis of about 25 new auditors between 2017 and 2020.



Insufficiencies in the identification of the beneficiaries	Identify the eligible beneficiaries based on the Social Registry	TAYSSIR	DLI # 5 of PICPPS (P155198)
Delay in cash allowance payments	Monitor timely payment of each installment of the cash allowance (January, April, July) during Program implementation	TAYSSIR/MOE	PAP
Insufficiencies in the internal audit function (non-respect of the annual internal audit mission provision)	IGAA conducts an annual audit of Tayssir.  Implement the recommendations of the program action plan including the one of the Court of Audits.	MOE Inspectorate	PAP
Risk of double counting between the P4R and the EEP of the Social Protection Project (P155198)	Include in the Program Operations Manual the clear segregation of the expenditures of the two operations.  Include verification by the Inspectorate General of Finance (IGF), which is in charge of auditing both projects.	MOE	PAP

**171. Implementation support.** Fiduciary support would include:

- Monitoring implementation progress and working with the World Bank to ensure the achievement of Program results and DLIs that are of a fiduciary nature;
- Support to the Borrower to resolve implementation issues and carry out institutional capacity building;
- Monitoring the performance of fiduciary systems and audit reports, including the implementation of the PAP;
- Monitoring changes in fiduciary risks to the Program and, as relevant, compliance with the fiduciary provisions of legal covenants.



## ANNEX 5. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT

COUNTRY : Morocco

Morocco Education Support Program

### Background

**172. This Environmental and Social Systems Assessment (ESSA) was prepared by the World Bank with the cooperation of the Government of Morocco** as part of the preparation of the Program-for-Results to support Morocco's education system. This 5-year Program (2019-2024) is fully aligned with the Moroccan government's strategic 2015-2030 vision for the reform of its education system to provide equal access to high-quality education and its promotion.

### ESSA Objectives and Approach

**173. This ESSA examines the environmental and social management systems applicable to the Program** in terms of the World Bank's Policy and Directive on Program-for-Results financing, with which the loan will have to comply. Its purpose is to ensure that all relevant environmental and social risks are appropriately managed and that it is consistent with sustainable development principles.

**174. The ESSA assesses the coherence of the environmental and social management systems applicable to the Program**, according to two key principles: (i) existing legislation, regulations, procedures, etc. (the system as defined); and (ii) the ability of Program entities to implement systems effectively in the field (the existing system as applied in practice). The ESSA identifies any discrepancies and shortfalls between national systems and the principles underlying the Program outlined above.

**175. It is important to emphasize that activities that are judged as likely to have significant adverse impacts that are sensitive**, diverse, or unprecedented on the environment and/or affected people are not eligible for PforR support and are excluded from the PforR Program. This means that any expropriation or resettlement measures as well as any actions entailing significant environmental or social risk will not be eligible for PforR financing.

**176. ESSA preparation benefited from wide-ranging interviews and field visits, a documentation review, and consultations with stakeholders involved in the Program.** The preliminary version has been circulated among the stakeholders concerned. It was presented to and discussed with the various players and stakeholders, including civil society organizations at a public consultation held on March 19, 2019; the feedback from the consultation is included in this version. The final version of the document was circulated among stakeholders and publicly disclosed on the World Bank's website.

**177. The Program is not intended to fund infrastructure refurbishment or construction projects in schools.** With regards to schools that **already offer preschool classes**, the preschool classes refurbishment or construction that will be done under the government program, will take place within existing public schools and will not require land acquisition.



### Expected Social and Environmental Impacts of the Program

**178. Given the nature of Program activities,** which are all designed to strengthen capabilities, skills, governance, and performance in the preschool and early education system, the overall impact of the investments should be beneficial.

**179. As the Program will fund no activities involving high or substantial environmental or social risks** such as extensive expropriation and relocation of large numbers of people or activities involving significant risk to the social or natural environment, the Program's overall social and environmental risks will be minimal to nonexistent, and in any case controllable and easily manageable.

### Social Benefits of the Program

**180. Social effects.** The Program will have positive social effects, notably by: (i) allowing children, especially the most vulnerable girls and children, to have equal access to quality preschool teaching; (ii) improving school enrolment and retention through scaling up the Tayssir conditional cash transfer program to poor and vulnerable families; (iii) improving teachers' skills and professional development; (iv) raising the performance of education services at regional, provincial and local level, as well as the accountability of players and institutions; and (v) ultimately helping to strengthen the education system so it provides learning for all. In the long term, the Program will considerably improve the quality of learning for young children. It will strengthen gender integration by boosting not only enrollment rates for girls in rural areas but also preschool educator numbers, as well as the recruitment and training of preschool educators.

**181. Citizen and inclusive participation.** The Program will strengthen and systematize citizen participation, by strengthening the various mechanisms put in place by the MOE: (i) mechanisms for parental access to information, consultation, and participation in local communities, via MASSAR; (ii) the online platform set up on the MOE website to receive and handle grievances from students and parents (and teachers) by a phone helpline; and (iii) a mechanism for grievance tracking and resolution in AREFs and schools. The Program will also strengthen and systematize the aggregation, consolidation and reporting of all grievances received through the various uptake channels at the level of AREFs, DPs and schools, in order to ensure regular monitoring. The Program will boost the effectiveness and governance of the education system in each jurisdiction not only by setting up effective, equal-opportunity schools that meet citizens' expectations but also by sharpening schools' responsiveness and accountability to parents and local communities.

### Environmental Benefits of the Program

**182. Awareness of environmental protection issues.** The Program's component activities are designed to have a beneficial environmental impact at multiple levels. Improving the quality of preschool teaching and teachers' capabilities will provide a more solid footing for environmental education, the importance of which can clearly be seen in the preschool curriculum. This will help develop eco-responsible instincts in children from a very young age, with all the benefits this may bring by in turn influencing parental behaviors and those of everyone else in the country over the medium to long term.

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**183. Better environmental governance.** Focusing on the accountability of operational and audit management in AREFs and Provincial Directorates (DP) and strengthening their managerial capabilities in — among others — environmental protection will raise awareness of the need to preserve resources and protect the environment, deeply embed eco-responsible instincts in those institutions, encourage good practices, and help ensure that investments continue to respect the natural and human environment. The expected results chain on improving performance and accountability will include practices that will be accomplished in compliance with environmental and social aspects (management of grievances, contract management, etc.).

### **Main social risks and mitigation measures**

**184. Given the nature of the Program's activities,** which are meant to improve equal access to quality education and strengthen AREF and DP capabilities, the social risks are on the whole are minimal.

**185. There are no social risks associated with land acquisition since the Program finances no classroom or school renovation or construction work and thus causes no physical or economic displacement of any population.** Furthermore, the government program aiming to provide universal preschool education involves no acquisition of private land since classroom renovation or construction concern only existing public schools and will primarily be carried out as part of the National Initiative for Human Development (INDH) (phase 3). For the record, many environmental and social management tools and procedures were established within the framework of INDH 2 and have been subject to regular monitoring, including drafting and large-scale distribution of a guide on good environmental and social practices,<sup>81</sup> including: (i) the categorization of sub-projects, diagnostic, and monitoring-assessment sheets; (ii) appointment of an environmental and social focal point in all provinces and prefectures; (iii) training on the guide for all local actors; and (iv) information, monitoring and assessment, and reporting system providing access to information about all social and environmental risks related to the sub-projects and the progress of implemented mitigation measures.

**186. The main goal of the government program is to ensure access to quality pre-school, primary and secondary education,** through systematization of equity and social inclusion, paying particular attention to girls, vulnerable children (in poverty or a precarious situation or living in under-served neighborhoods or rural or isolated areas); children with disabilities; Berber children (Berberophone populations are considered an integral part of the population and Article 5 of the Constitution recognizes Amazigh as an official language in the same way as Arabic); and migrant and refugee children.<sup>82</sup> The preschool education reference framework developed by the MOE in partnership with UNICEF and adopted in July 2018 is based on the principle of equal opportunity for all children in accordance with the 2011 Constitution and the Convention on the Rights of the Child (ratified by Morocco in 1993). This reference framework, which will form part of the basis for the training for preschool educators, clearly defines the approaches and principles governing it and includes the teaching modules and materials, taking into account children's needs and rights (paying particular attention to gender and the most vulnerable children) as well as cultural diversity. MOE has put in place an inclusive education program aimed at reinforcing the educational integration of children with disabilities, including specific classes to

<sup>81</sup> [http://www.indh.ma/sites/default/files/Publications-2018-01/Guide\\_Bonnes\\_Pratiq\\_Envir-Sociales\\_Fr.pdf](http://www.indh.ma/sites/default/files/Publications-2018-01/Guide_Bonnes_Pratiq_Envir-Sociales_Fr.pdf)

<sup>82</sup> MRNFP Circular 13-48<sup>82</sup> establishing unconditional educational integration of foreign students in Morocco.



deaf-mute children, physical access to school facilities and classes, adapted equipment (washrooms, furniture, etc.) as well as appropriate supervision. Physical accessibility is paramount in renovated or recently built schools and is clearly stipulated in contractors' specifications. In addition, the Program will support scaling up of Tayssir conditional cash transfer program to poor and vulnerable families, to improve school enrolment and retention. The Program will provide support and technical assistance to ensure equity access to quality pre-schooling and will follow and monitor the results.

**187. Regarding gender, MOE has introduced the principle of positive discrimination to boost the enrollment of girls, primarily through an ongoing awareness campaign aimed at parents and local communities, and by installing appropriate infrastructure facilities (washrooms, secure access).** The Program supports skills training for preschool educators, the vast majority of whom are women. However, the professional status of these educators, who are not tenured MOE employees and whose salaries are paid by local associations or teacher-parent associations (TPA) or out of subsidies from local authorities, could compromise the Program's sustainability. To prevent this risk, the MOE has started up a think tank to establish a professional status of preschool educators in public schools, to guarantee them stable employment in accordance with the Labor Code and thereby ensure the sustainability and quality of preschool teaching. The results framework includes appropriate indicators on gender: IRI 1.3 Number of additional children age 4 and 5 enrolled in preprimary education, disaggregated by area and gender (RA 1); IRI 2.1: Percentage of new teachers accredited under the two-year professional induction program, by gender (RA 2)

**188. MOE has developed numerous tools and mechanisms for informing, consulting and involving stakeholders** (parents', children's, teachers', and local associations including local authorities) in decision-making and monitoring-assessment of the performance and quality of school projects, as well as to grievance redress mechanisms: communication and awareness strategy of all stakeholders; new MOE portal aimed at users with dedicated spaces for all players; websites for all AREFs, Provincial Delegations, and schools; EMIS services (an interactive module allowing teachers, students, and parents to communicate and which will include the preschool level), and grievance management mechanisms (online platforms, (INSTAT, s.d.)<sup>83</sup> toll-free number, website, request desk, call centers, grievances register, etc.) The Program will help ensure that the quality of pre-schooling and early learning meets people's expectations, and strengthen the role of parents' associations and local communities and associations in the decision-making process by strengthening: (i) information, consultation and participation mechanisms; and (ii) grievance handling mechanisms (online platform, MOE and AREF websites, toll-free phone, grievances office and register). The Program will also strengthen and systematize the aggregation, consolidation and reporting of all grievances received through the various uptake channels, in order to ensure regular monitoring.

**189. Citizen participation is a key goal of MOE's strategy, to meet citizens' needs and expectations,** in keeping with the Constitution, and advanced regionalization and deconcentration. The Program pays particular attention to citizen participation, by strengthening the performance, quality, and social accountability throughout the education value chain (central, regional, provincial, and local). The Program will: (i) establish beneficiary feedback mechanism: it will gather information on the implementation, relevance and quality of specific Program activities, including for example feedback from teacher on the

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<sup>83</sup> INSTAT's e-service, <http://insat.men.gov.ma/>; <http://chikaya.ma/>



coaching and training received using digital technologies; and (ii) promote school-level social accountability through consultations with parents' associations, as key local stakeholders, both upfront during the preparation of school improvement plans (SIPs) and at the mid-term implementation stage. Through these consultation and transparency mechanisms, all parents will access information on the SIPs and the school performance, while parents' associations will be able to engage constructively with the school staff and teachers.

**190. The table below summarizes the main social risks and their mitigation measures:**

**Table 13. Program's Main Social Risks and Mitigation Measures**

Type	Assessment	Level of Risk	Mitigation Measure
<b>Forced expropriation of private land and real estate</b>  <b>Involuntary displacement of individuals</b>	No building or renovation work financed by the Program, so no acquisition of land or displacement of population	Non existent	NA
<b>Fairness and social inclusion</b>	<p>The governmental program ensures equitable access to quality pre-schooling for all children, with a particular attention to girls, disabled children, vulnerable children, in accordance with the 2011 Constitution and the Convention on the Rights of the Child, ratified by Morocco in 1993. The Ministry established various tools and procedures guaranteeing equity, social inclusion and quality. In order to improve school enrolment and retention, MOE has set up Tayssir, a conditional cash transfer program to poor and vulnerable families, which will be scaled-up within the framework of the Program.</p> <p>Physical accessibility is taken into consideration in renovated or newly-constructed preschool classrooms and is clearly specified in contractors' deliverables.</p> <p>The issue of gender is taken into</p>	Minimal	<p>The Program aims to strengthen children's equal access to quality preschool education, with a focus on the most vulnerable children.</p> <p>The Program results framework include appropriate indicators on gender (girls enrolled in preprimary education; female teachers accredited under the two-year professional induction program).</p> <p>Establishment of a clear professional status of teachers in charge of preschool in public schools in order to ensure the medium- and long-term sustainability of preschool education</p>



	account through particular attention paid to the enrollment of girls (especially in rural areas) and training and job creation for female preschool educators. However, the mid and long-term professional status of these teachers trained and enrolled, has to be clearly established.		
<b>Social conflicts</b>	The Program aims to strengthen citizen participation through information, consultation, involvement in parent-teacher associations and local communities, and easily accessible and appropriate grievance management mechanisms as well as quality, performance and social accountability of central and local education systems.	Minimal	The Program includes the strengthening of citizen participation mechanisms (information, consultation, and grievance management).

#### Main environmental risks and mitigation measures

**191. The Program will not include development or renovation projects that could affect at-risk areas such as inhabited, protected, or ecologically sensitive areas, or areas prone to natural disasters, etc.,** or adversely impact populations and the environment. The funding provided as part of this PforR will involve no activities affecting the availability of essential amenities (school cafeterias, supply of drinking water, particularly in rural areas with adapted sewage system, school transportation, etc.).

**192. The large number of training sessions for the various categories of stakeholders provided by this program** (educators, teachers, principals, teaching assistants, teaching advisers, trainers, etc.) could greatly increase the amount of travel required, and the production of solid waste and wastewater at sites. This risk will be mitigated, through the communication strategy focusing on group travel (by bus), car-sharing, and by holding training sessions in serviced locations connected to sewage systems with guaranteed waste management and collection.

**Table 14. Main Environmental Risks of the Proposed Program and Mitigation Measures**

Type	Assessment	Level of Risk	Mitigation Measures
<b>1. Environmental, Health,</b>	The Program finances no	None	NA



<b>and Safety (EHS) issues related to civil engineering work</b>	structural work and therefore incurs no impacts or harmful side-effects caused by landscaping, demolition, or renovation work		
<b>2. Public health</b>	The Program funds no activities related to access to essential amenities such as school cafeterias, supply of drinking water particularly in rural areas with an appropriate sewage system, etc.	None	NA
<b>3. Climate change</b>	Increase in greenhouse gas emissions due to an increase in travel to training sites	Very low and temporary	Organization of shared transport to training sites. Climate-change issues are taken into consideration when designing teacher training modules for environmental education, as well as the teaching materials and teaching practices related to it.

### Assessment of Systems Applicable to the Program

#### Social Systems Applicable to the Program

**193. The national social management system, which comprises laws, regulations, institutions, and procedures, is generally in line with the PforR Policy.** As regards social management, Morocco has a comprehensive legal framework, including the 2011 Constitution as well as organic laws on advanced regionalization that place significant emphasis on equity, parity, social inclusion, citizen participation in decision-making, and accountability.

**194. Although the Program requires no acquisition of land, it is important to note that national legislation deems respect for property to be a fundamental principle of law.** Renovation or construction of preschool premises not funded by the Program but included in the government program will be carried out within educational institutions owned by the state or local authorities. This ownership is governed by specific provisions designed to ensure the direct use of these assets by the public or by a public service of general interest.

**195. The MOE has developed many tools, procedures and mechanisms to strengthen:** (i) equity of access and social inclusion; (ii) quality of infrastructure and educational content; and (iii) inclusive citizen participation including many grievances uptake channels throughout the service delivery chain (central,



regional, provincial and local).

**196.** Nevertheless, the various tools elaborated, are not yet perfectly appropriated by the various actors involved at territorial level; APTE, school's Directors and staff capacities vary between schools and areas. The consolidation, aggregation of the various grievance mechanisms, in particular at territorial level, is not yet ensured.

**197.** To address these shortcomings, MOE has developed programs to raise awareness and mobilize parents, to ensure capacity building of the various actors involved (AREFs, DPs, Directors and school staff. These programs are will be expanded and strengthened through the Program.

**198.** In addition, the Program will support the strengthening of the various grievance redress mechanisms established as well as the establishment of a dedicated to aggregation, consolidation, reporting and monitoring of all grievances received through the various uptake channels (website, online platform, telephone support, registers, etc.), in order to regularly monitor their reporting;

**199.** With regards to coordination between the various actors involved at central and local level, a number of multidisciplinary mechanisms and commissions have been established. The Program seeks to strengthen this coordination in order to make it more effective and to establish an information sharing system.

#### **Environmental System Applicable to the Program**

**200.** In general, Moroccan legislation on environmental and social protection includes several legal texts and documents covering a wide range of areas linked to environmental protection, combating pollution, and improving living conditions in line with the principles of the law on the National Charter for Environment and Sustainable Development. This is generally in keeping with the World Bank's PforR Policy as regards this Program.

**201.** A series of guides, plans and decrees have been developed to strengthen the implementation of the promulgated laws, such as : the Guide to Good Environmental and Social Practices (GBPES) prepared and widely disseminated under the PPR-INDH; the preventive maintenance guide drawn up by the school rehabilitation directorate; the national plan for the fight against Global Warming (PNRC); territorial plans to fight against global warming (PTRC); Decree 2-14-782 relating to the environmental police.

**202.** **The three RAs supported by the Program involve no structural investment,** and any other activities likely to have irreversible adverse or unforeseen impacts are excluded from the Program. The environmental risks are therefore minimal or nonexistent. MOE will be responsible for implementing the environmental protection measures at regional and local level through its executive structures (AREFs, DPs, and schools).

#### **Environmental and Social Systems Assessment (ESSA) Action Plan**

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**203. Although the environmental and social risks of this Program's activities are deemed minimal, it provides an opportunity for bridging the shortfalls mentioned earlier and strengthening the whole of MOE's environmental and social management system. Additionally, as regards the social management system, the Program includes many measures to support and boost equal access, social inclusion, gender integration, and citizen participation (information, consultation, grievance management).**

**204. The main recommendation arising from the ESSA is to strengthen the capacity to handle grievances and to ensure social accountability.** These capacity strengthening sessions which will be developed by central and regional administrative units, will target the key actors and institutions involved in implementing the Program activities, i.e., the AREFs, DPs, and school principals, in view to design and implement a procedure dedicated to aggregation, consolidation, reporting and monitoring of all grievances received through the various uptake channels at the levels of AREFs, DPs and schools.

**205. The table below describes the elements of the ESSA Action Plan that will form an integral part of the Program Action Plan.**

**Table 15. Environmental and Social Systems Assessment (ESSA) Action Plan**

Action	Responsibility	Frequency	Deadline	Measures
Appoint a Social and Environmental Focal Point for the MOE among members of the Technical Committee for the duration of the Program.	MOE	Once	No later than 3 months after loan effectiveness date	Focal point identified and communicated with the World Bank team.
Strengthen the existing Grievance Redress Mechanism (GRM)	MOE	Once	No later than 12 months after loan effectiveness date	GRM tools are available. Analysis of the existing Grievance Redress Mechanism (GRM).

**ANNEX 6. PROGRAM ACTION PLAN**

<b>Action Description</b>	<b>Source</b>	<b>DLI#</b>	<b>Responsibility</b>	<b>Timing</b>		<b>Completion Measurement</b>
Establish a Strategic Steering Committee (SSC) to ensure effective monitoring of Program implementation and production of reports on the implementation status.	Technical		MOE	Other	No later than 3 months after Loan effectiveness	Ministerial decision note establishing SSC has been submitted to the Bank
Establish a Technical Committee (TC) to ensure effective Program Monitoring and Reporting	Technical		MOE	Other	No later than 3 months after Loan effectiveness	Ministerial decision note establishing TC has been submitted to the Bank.
Adopt a Program Operation Manual (POM) (including details on verification protocol for each DLI, and provision on clear segregation on expenditure of the Education P4R and Social Protection Project)	Technical		MOE	Other	No later than 3 months after Loan effectiveness	POM approved by MOE and no-objected by the Bank is distributed to all entities involved in Program Implementation
Implement the Technical Assistance Plan identified in the POM.	Technical		MOE	Recurrent	Continuous	A budget has been allocated by the Ministry of Economy and Finance, Terms of Reference have been established, and procurement has been completed with an efficient monitoring on implementation in place.
Monitor timely payment of each tranche of the cash allowance (January, April, July) during	Fiduciary Systems		MOE, MOF, WB	Recurrent	Continuous	Statement of payment of the CCT



Program implementation						
Carry out an annual external audit by competent bodies, including follow-up regarding the recommendations of previous audit reports.	Fiduciary Systems		MOE, WB	Recurrent	Yearly	Updated action plan on the implementation of the audit recommendations
Appoint a Social and Environmental Focal Point for the MOE among members of the Technical Committee for the duration of the Program.	Environmental and Social Systems		MOE	Other	No later than 3 months after Loan effectiveness date	Focal point identified and communicated to the World Bank team.
Strengthen the existing Grievance Redress Mechanism (GRM)	Environmental and Social Systems		MOE	Other	No later than 12 months after Loan effectiveness date	GRM tools are available. Analysis of the existing Grievance Redress Mechanism (GRM).



## ANNEX 7. IMPLEMENTATION SUPPORT PLAN

COUNTRY : Morocco

Morocco Education Support Program

### Main focus of Implementation Support

**206. The implementation support plan takes account of the Program-specific challenges and risks defined in the SORT and highlighted in the assessments carried out for the program.** Program implementation rests under the responsibility of the MOE with targeted implementation support and technical assistance from the World Bank.

**207. The World Bank's bi-annual reviews will cover technical and non-technical aspects of the program,** including financial management, implementation arrangements and safeguards.

**208. The World Bank's implementation support will consist of:**

- Capacity building activities to strengthen the implementation capacity, covering the technical, fiduciary and environmental and social dimensions
- Provision of technical advice and implementation support geared to the attainment of the PDOs, DLIs and intermediate results indicators
- Ongoing monitoring of implementation progress, including regularly reviewing key outcome and intermediate indicators, and identification of bottlenecks
- Review and verification of DLI progress following agreed protocols
- Monitoring risks and identification of corresponding mitigation measures
- Close coordination with other DPs to leverage resources, ensure coordination of efforts, and avoid duplication

**209. The World Bank's implementation support team will be composed of two Country office-based Task Team Leaders (TTLs)** with expertise in Education and Governance respectively, and both HQ-based and country office-based technical staff, who will be closely working with the client on a regular basis on implementation monitoring.

Table 16. Focus of Implementation Support

<i>Time</i>	<i>Focus</i>	<i>Skills Needed</i>	<i>Resource Estimate</i>	<i>Partner Role</i>
First twelve months	Thematic	Technical skills in education, particularly in preschool education, teacher professional development	12 weeks	
	Support with baseline data	Statistical and analytical	4 weeks	



	collection and analysis for relevant DLIs	skills		
	Support with the development of AREFs performance contracts	Public Financial Management/Performance Contract Specialist	4 weeks	
	Assess the existing AREFs information management systems and develop a roadmap for improvement/harmonization	IT and Public Financial Management	3 weeks	
	Support the establishment of social safeguard focal points and the strengthening of associated systems	Social and environmental specialists	4 weeks	
	Support the establishment of the program implementation arrangements	Operation specialists	8 weeks	
	Administration	Administrative support	4 weeks	
	Support the establishment of the multi-stakeholder engagement platform and the network of Collaborative Leadership coaches	Technical skills in Collaborative Leadership and operations	2 weeks	
12-48 months	Technical review/support	Technical skills in program focus areas	30 weeks	
	Support the development of framework and instruments to measure the quality of preschool learning environment and child development	Technical skills in early childhood education	2 weeks	
	FM and procurement training and monitoring	FM and procurement specialists	15 weeks	
	Environmental and social monitoring and reporting	Social and environmental specialists	15 weeks	
	Administration	Administrative support	4 weeks	
	Support to change management and collaborative Leadership	Technical skills in Governance and Collaborative Leadership	2 weeks	