PROGRAM-FOR-RESULTS INFORMATION DOCUMENT (PID)
CONCEPT STAGE

Report No.: PID0028846

<table>
<thead>
<tr>
<th>Program Name</th>
<th>Improving Service Delivery in Education</th>
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<td>Middle East and North Africa</td>
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<tr>
<td>Country</td>
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<tr>
<td>Sector</td>
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<td>Lending Instrument</td>
<td>P4R</td>
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<td>Program ID</td>
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<td>Government of Morocco</td>
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<td>Implementing Agency</td>
<td>Ministry of Education and Vocational Training</td>
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<td>Date PID Prepared</td>
<td>September 16, 2015</td>
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<tr>
<td>Estimated Date of Appraisal Completion</td>
<td>December 31, 2015</td>
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<td>Estimated Date of Board Approval</td>
<td>May 19, 2016</td>
</tr>
<tr>
<td>Concept Review Decision</td>
<td>Following the review of the concept, the decision was taken to proceed with the preparation of the operation.</td>
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I. Introduction and Context

A. Country Context

Despite major economic and social leap forward during the last 15 years, Morocco remains confronted with substantial human and social challenges. While many countries in the region have witnessed stagnating economic growth, and are currently under substantial political and economic turmoil, Morocco has been able to achieve respectable per-capita income growth and preserve political stability. This in turn allowed for significant improvement in many social indicators. However, Morocco’s social and human development outcomes are still below expectations. Economic vulnerability remains widespread (around 6.3 million people) and the rural-urban and poor-rich gap, are still important with 70 percent of poverty located in rural areas. Even with progress in increasing overall life expectancy and reducing average infant mortality rate, levels of infant and maternal mortality remain high.

Suboptimal social outcomes illustrate deficiencies in the delivery chain for essential public services including education. Despite the noticeable progress towards achieving the MDGs, the numerous development programs and substantial social spending have not yielded the expected results. Socioeconomic disparities and access to quality public services remain major issues particularly affecting the poor and vulnerable, who are most dependent on public programs and services. The explanation of the weak efficiency of public spending lies partly in the country’s increasing regulatory and institutional complexity which has blurred responsibility and accountability along the service delivery chain. Limited voice and accountability in the design and implementation of public policies also undermine their effectiveness and hampers improvement as highlighted in the MENA Flagship report on
Trust, Voice and Incentives (WB, 2015).

B. Sectoral and Institutional Context

Access to education at all levels has progressed steadily over the past fifteen years in Morocco, but country’s basic literacy indicators remain relatively low. The recent report of the Conseil Supérieur de l’éducation, de la formation et de la Recherche Scientifique (CSEFRS), evaluating education performance for 2000-13, showed substantial improvement in enrolment rates at all levels (from 79.1 to 98 percent for primary education). These improvements have benefited mostly to disadvantaged groups, particularly girls (+25.7 percentage points in primary) and rural populations (+ 30 percentage points in primary). However, the country’s adult literacy rate (15 years and above) of about 67 percent in 2011, is still one of the lowest in the MENA region and well above the regional average of 77 percent. The enormous efforts made by the government to improve access to education continue to be undermined by high levels of school early drop-outs. The CSEFRS estimates that, between 2000 and 2012, about 3 million young Moroccans left the school before completing a full cycle of basic education (lower secondary) and that two thirds of them did not have access to any form of alternative education or training.

Disadvantaged groups, particularly girls and populations residing in rural and remote areas are still facing important inequality of opportunities in access to education. Inequality in opportunities starts early. The recent regional study on Early Childhood Development found that children in Morocco face very unequal chances to develop, with Urban/rural differences and differences by wealth being particularly acute. In 2013, there was 34 percentage points difference in enrolment rates of the 4-5 years old children (pre-school) between rural and urban areas. Inequality of access to primary education has been dramatically reduced thanks to the government massive investments including the flagship CCT program Tayssir. However, the gap reappears again at the lower secondary level with more than forty points difference in Net Enrolment Rate (NER) in rural areas compared with the NER in urban areas (81.8 vs 39.1 percent in 2013). This huge gap is explained by massive drop-outs at the end of primary education or during the lower education cycle and due to both supply and demand factors. A panel survey by the Observatoire National de Développement Humain (ONDH) in 2012 found that the main reasons mentioned for school drop-outs are that the child doesn’t not like the school (31.9 percent) or the household being far from school (13.6 percent). Girls are the most affected particularly with the school distance as lack of affordable public transportation and longer walking routes also tend to pose security issues for girls. School infrastructure, particularly in rural areas, remains an issue at the primary and lower secondary levels.

The overall quality of education outcomes is below standards. Results from the 2008 National Learning Assessment Program (PNEA) reveal a picture of an average student not reaching any of the country’s benchmarks in math, science, and basic languages at any of the key cycles of basic education. Also, Morocco participations to TIMSS since 2003 consistently show a country trailing its regional neighbors and scoring very low by international standards. In 2011, 92% of Grade 4 students in Morocco did not reach the TIMSS-PIRLS low international benchmark levels in all three subjects (reading, math, and science), meaning that they have not acquired what is internationally considered as basic
knowledge in these subjects. Poor learning outcomes are due to a number of factors including gaps in the curriculum and pedagogy with sufficient emphasis on acquiring reading skills in early grades of primary education as shown by a recent analysis undertaken for USAID.

There has been a continuous concern, since the massive recruitments of fresh university graduates in the 2000’s, about the qualification of many teachers in terms of subject matter, pedagogy, practice and work ethics. This situation has been aggravated by politically and socially motivated recruitments of unemployed graduates in a context of heightened social demands in the wake of the Arab Spring. The restructuring of pre-service training in 2008 into a three-year undergraduate qualification and a follow-up year in one of the recently created Regional Teacher Training Centers (CRMEF) still needs to overcome a number of weaknesses mostly due to the inheritance of the pre-reform organization including gaps in teacher’ trainers qualifications and training programs. In addition to gaps in qualification, the available teaching capacity is not fully utilized and teacher absenteeism is a real problem (for 40 percent of students according to TIMSS2011).

There is a consensus among sector stakeholders that governance failures have prevented Moroccan education system from fully achieving its intended objectives. The CSEFRS, which represents all components of Moroccan society involved in education, recognized that the “modest” outcomes of the education system are mostly due to resistance from stakeholders and dysfunctions in system’s governance. This is in line with the findings of the regional “Trust, Voice and Incentives” report that poor quality of education can be traced to the weaknesses in the effort and capacity of providers which reflect the characteristics of institutions, especially the weak accountability mechanisms facing policy makers, policy servants and service providers. One major explanation resides in the incomplete and not yet fully effective decentralization of the system which is resulting in unclear definition of roles and diluted responsibilities. Moreover, schools have very little autonomy in managing their resources and engaging with local stakeholders (parents, community) and thus little room to be held accountable for their performances.

Education remains a top priority in Morocco. Education policies have been guided since 1999 by the National Education and Training Charter (CNEF) which set ambitious goals particularly in terms of increasing access to education at all levels. In 2008, due to delays in implementation and unmet objectives, the government launched the National Education Emergency Plan (PUEN) which laid out a comprehensive policy framework in order to significantly improve education outcomes and allocated substantial resources. In 2012, King Mohammed VI stated in his throne speech a sense of urgency to reform the education system in order to respond to youth aspirations and the country’s development needs. Following his instruction, the CSEFRS completed a comprehensive assessment of the education sector performance since 2000. A wide consultation (both national and regional) with stakeholders involved about one thousand participants including teachers, parents associations, local authorities, private sector and NGOs between 2013 and 2014. Based on the sector performance assessment and stakeholders’ consultation, the CSEFRS developed and adopted a strategic vision of the education reform for 2015-2030: Pour une école de l’équité, de la qualité et de la promotion. The strategic vision document has been presented to the King in May 2015 and posted on the CSEFRS website (http://www.csefrs.ma).
C. Relationship to Country Partnership Strategy

The proposed Project will support results area 3 of the Country Partnership Strategy (2014-2017), strengthening governance and institutions for improved service delivery to all citizens. More specifically, the proposed project will contribute to the Strategic Outcome 3.3. Improve capacity to plan, manage, and assess the delivery of key services, especially at the local level. The CPS has planned that while the Bank would sustain its support to the education sector, provided previously through a series of two DPLs to finance the PUEN, the focus will be on improving the quality, equity, and governance of education, particularly through supporting the acquisition of basic skills in early grades and more effective teacher policies; consolidating and improving the efficiency of subsidy programs targeting rural and disadvantaged areas; and improving the governance of the education system by building the capacity of the regional academies and providing support to school-based management mechanisms. In line with the CPS’ integrated approach, the project will leverage upstream cross cutting governance reforms supported by the Hakama DPL series, such as the performance budgeting reform, the corporate governance reform of agencies and State Owned Enterprises (AREFs) or the decentralization reform.

In addition, the Project will directly address the 3 cross-cutting priority themes identified in the CPS: Gender, Youth and Voice and Participation. First, the Project will support interventions aiming at addressing rural girls drop-out at the lower secondary level. Second, by contributing to improving learning outcomes and reducing repetition and drop-outs the Project will, together with other interventions, contribute to increase economic and social opportunities for young people. Third, through supporting a more effective participation of parents and local communities to school management, the Project will strengthen citizen engagement for a better accountability in the delivery of education services. It will leverage the access to information, public consultation and petitions reforms supported by the Hakama DPL, jointly with the EU.

D. Rationale for Bank Engagement and Choice of Financing Instrument

Together with the European Union, the Bank is one of the key Development Partners (DPs) supporting the education sector in Morocco. The proposed Project/Program will focus on the implementation of specific reforms initiated under the PUEN and supported by the Education DPL series (P117838 and P120541). The Bank has also, over the past years, provided analytical work and technical assistance to the MENFP, and is currently engaged in a number of analytical work to support such reforms and prepare for the proposed Project/Program including a Service Delivery Indicator (SDI) survey and a benchmarking (SABER) of School Autonomy and Accountability.

It is proposed that Bank’s support to the Project would come through a results-based financing (RBF). As noted in the EDPL2 ICR, (P120245), the DPL has shown not to be an efficient instrument to support the implementation education reforms that often deal with behavioral changes among various stakeholders. Result based financing models have proven to be powerful instruments in achieving results in education using a variety of modalities such as performance-based contracting, performance-based incentives and CCT. Two alternative instruments, for the results-based financing, are being considered:
(a) **Program for Results (PforR):** This instrument might be the most appropriate given the fact that, by focusing on service delivery, the proposed Project aims to support a set of improvements in the overall MENFP program, rather than a limited number of specific activities or investments.

(b) **Investment Project Financing:** The alternative option for the project is to use a RBF investment lending. While offering similar features to the PforR, such option would allow for the inclusion of a technical assistance (TA) component to support the government in the implementation of the supported interventions.

Final decision on the financing instrument will be agreed upon with the government during Project/Program preparation once the details and modalities for the interventions and activities to be supported will be finalized.

**II. Program Development Objective(s)**

The Project/Program Development Objective (PDO) is to support the government in improving the quality and efficiency of basic education services in selected regions.

**Key Project/Program Results**

The key expected results for the proposed operation are:

(a) Improved access to pre-schooling, particularly in rural areas  
(b) Better quality of teaching and learning in primary schools  
(c) Improved access to lower secondary education in rural areas  
(d) Increased autonomy, efficiency and accountability at the region and school levels

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

**III. Program Description**

The proposed PDO is expected to be achieved through a mix of institutional reforms, incentive mechanisms and specific interventions aiming at: (a) improving teaching and learning; (b) ensuring equitable access to education services; and (c) improving governance for better service delivery. The proposed Operation is expected to provide support to the government program with a specific focus on the following areas.

a. **Improving teaching and learning**

   The proposed Operation will aim to improve learning outcomes in basic education through support to the MNEFP for the implementation of: a comprehensive and decentralized approach to improve teachers’ capacity and performance; and an effective student evaluation mechanisms.

   Teachers capacity and performance is expected to be enhanced through: (i) Improvement of the pre-service teacher training delivered by the Regional Teacher Training Centers
(CRMEF) as well as the selection and deployment of new teachers; (ii) strengthening of teachers support and monitoring through better supervision and development of Communities of Practice (CoPs) within and between schools; (iii) upgrading the pedagogical skills of existing teachers. **Potential DLIs:** MoUs between CRMEFs, AREFs and universities signed/implemented; Number of CoPs created/Coach teachers assigned; in-service teacher training modules developed/implemented by CRMEFs/Number of teacher trained.

Morocco has a well-structured national examinations system and has established a National Center for Examination and Evaluation (CNEE) which has implemented a national standard assessment program (PNEA). Morocco has also regularly participated to TIMSS and PIRLS since 2003. The proposed Operation will assist the MENFP in using student assessments to improve teaching and learning through: (i) the analysis and use of the results of TIMSS2015 and PNEA2016; (ii) developing of an items Bank for the end of basic education regional exam; (iii) the implementation of a pilot for the pre-requisites test; and (iv) developing the capacity of the regional centers for Examination and Evaluation (CREEs). **Potential DLIs:** Regional reports for TIMSS2015 and PNEA2016 produced/interventions plan prepared/implemented; items Bank developed/used for exam; pilot for pre-requisites test designed/implemented; CREEs adequately staffed and equipped.

**b. Ensuring equitable access to education services**

The proposed Operation will seek to improve equitable access to quality basic education through interventions addressing both supply and demand factors.

First, the Operation will support the provision of adequate education inputs, particularly for populations in poor rural and suburban areas. This would include: (i) support to the expansion of public pre-schooling facilities; (ii) improvement of primary education infrastructure quality in rural areas; (iii) increased lower secondary schools coverage in rural areas; (iv) stronger involvement of local authorities, private sector and NGOs; and (v) development of planning and monitoring capacity at the regional and local levels. **Potential DLIs:** Additional seats in pre-schooling; percentage of schools with water/latrines; percentage of primary education students in satellite schools (reduction); MoUs signed/implemented with local authorities/private/NGOs; regional planning units staffed, equipped and trained/annual monitoring reports produced.

Second, the Operation will assist the MENFP in improving the effectiveness and efficiency of its *Programme d’Appui Social* (PAS) through improving the targeting and coverage of Tayssir (CCT); increasing availability of school transportation; improving the quality of school feeding and dormitory services; and establishing specific measures in favor of girls in rural areas at the lower secondary level. **Potential DLIs:** Tayssir’s targeting method revised; Assessment of school feeding and dormitory services undertaken/improvement plan adopted/implemented; Program in favor of girls in rural areas at the lower secondary level adopted/implemented.
c. *Improving governance for better education service delivery*

The proposed Operation aims at supporting government’s efforts for a more effective and efficient governance of the education sector through accompanying the ongoing decentralization process and strengthening management at the school level.

The decentralization process is progressing slowly mostly due to resistances at the central level and limited capacity at the regional and local levels. The proposed Operation leverage will accelerate the implementation of the initiated decentralization reforms and actual transfer of responsibilities based on the principle of subsidiarity, notably: (i) decentralization of HR management to the AREFs; (ii) clarifying the relationship and line of accountability between the AREFs, delegations (district education offices) and CRMEFs; (iii) improving the capacity of AREFs in budget management, providing them more flexibility and strengthening controls *à posteriori*; (iv) revision of AREFs organization and governance structure; and (v) increasing accountability of AREFs through performance-based financing. **Potential DLIs**: HR management decentralized; institutional measures taken to clarify roles of decentralized units; increased value for money of public procurement using e-procurement; plan for improving AREFs budget management; AREFs organizational structure revised; performance contracts with AREFs signed in line with the performance plan presented to Parliament; number/percentage of schools with school development plans approved/implemented.

The Operation will support the move to more effective school-based management through increased autonomy, improved accountability and strengthened monitoring and evaluation mechanisms. More specifically, the Operation will support: (i) revision of school council composition for a more balanced representation and responsibilities to increase its role in managing school resources; (ii) allocating regular operational budgets to schools based on school development plans; (iii) establishing a monitoring system to assess school performance; and (iv) improving school management capacity through better selection of school and training of school headmasters. **Potential DLIs**: school council framework revised; percentage of primary and lower secondary schools with School Development Plans approved and funded; system for school evaluation designed/implemented; training program for school headmasters developed/implemented.

Although, the MENFP has already engaged- at various levels- in the implementation of the program supported by the proposed Operation, the set of planned institutional measures and interventions will require important technical, advisory and capacity building support to strengthen administrative, fiduciary and monitoring and evaluation activities of the MENFP and AREFs covered by the operation. In case IPF is selected as financing instrument, the required TA would be a component of the Project.
IV. Initial Environmental and Social Screening

Environment

The interventions planned under the proposed Operation prior actions are not likely to have significant negative effects on the environment, forestry and other natural resources. However, since the result-based component will support the expansion and improvement of school facilities (but no new construction), adding facilities as well as waste generation may lead to non-significant and minor environmental impacts.

Social

The proposed Operation is expected to have a positive social impact as it aims at improving equal opportunities for Moroccan children to access quality education. The second pillar of the result-based component, in particular, will support the provision of adequate education inputs, for populations in poor rural and suburban areas. Given their family and socio-economic background, poor children are often penalized early on in the education system and tend to drop-out from school before acquiring the foundational literacy and numeracy skills on which any further education or training needs to build. By focusing on pre-schooling and early grades learning, the Operation is expected to have positive benefits on poor children’s future opportunities. The operation will directly address rural girls drop-out at the lower secondary level and subsequent low enrolment (currently 50 percentage-points difference with boys in urban areas) through improved transportation and dormitory services, and a set of specific measures.

Citizen engagement. The proposed operation will increase citizen engagement in monitoring and supporting education services to their children and communities through better parents and community representation in school councils; strengthened responsibilities of the school councils and the establishment of a school performance monitoring system.

Social safeguards: The proposed operation will support the expansion and improvement of school facilities. To avoid triggering the resettlement policy of the Bank, such activities should not involve expansion of facilities into land not already belonging to the client or the facility. During further project preparation, screening of activities will be discussed. Depending on the investment modality, a Resettlement Framework (RF) or Resettlement Action Plan(s) (RAP) may be necessary for an IPF if land acquisition is not screened out, or an Environmental and Social Safeguards Assessment (ESSA) will be mandatory for a Program for Results. These will have to be prepared by the client (RF and/or RAP) or by the Bank (ESSA) prior to appraisal.

V. Tentative financing

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