

## Ex-Ante Evaluation

### 1. Name of the Project

Country: The Kingdom of Morocco

Project: Basic Education Sector Support Project

Loan Agreement: December 6, 2013

Loan Amount: 8,899 million Yen

Borrower: Gouvernement du Royaume du Maroc (The Government of the Kingdom of Morocco)

### 2. Background and Necessity of the Project

#### (1) Current State and Issues of the Education Sector in Morocco

Having worked to spread basic education (compulsory education from primary to lower secondary education) since the late 1990s, the Government of Morocco saw its net enrolment rate in primary education rise from 56% in 1991 to 96% in 2012. However, its net enrolment rate in lower secondary education remain 54.8% for male and 52.9% for female. [2012, Ministry of National Education (MEN) (hereinafter referred to as "MEN")]. On the other hand, the issues to be addressed are the quality of education (where the degree of scholastic achievement is lower than in other countries) and the gaps between cities and rural areas. In order to solve disparities in education, the policy-implementing abilities of rural administration, schools, and related institutions in the field are now being spotlighted, and Morocco has been decentralizing its educational administration. Demand is high for the further improvement of educational access, quality, and governance to solve educational disparities in the basic education sector.

#### (2) Development Policies for the Basic Education Sector in Morocco and the Priority of the Project

The Government of Morocco has earmarked more than 25% of its budget to the basic education sector (2011 UNESCO), which marks a high priority. The Government of Morocco developed an "Education Emergency Program (2009-2012) (hereinafter referred to as "PU"), in which the government carried out specific projects (26 in total), aiming to conduct reforms in four areas: 1) Achieving universal basic education to children up to age 15, 2) the enhancement of post-basic education, 3) the improvement of the educational system, and 4) the mobilization and effective use of resources. MEN has now developed an "Education Action Plan" ("Plan d'action à moyen terme" or hereinafter referred to as "PAMT") that covers basic education from 2013 to 2016. Based on the achievements of PU, MEN is scheduled to carry out a total of 16 specific projects in five areas: 1) educational opportunities, 2) quality of education, 3) educational facilities, 4) governance,

and 5) human resources. This Project is designed to support the abovementioned PU and PAMT.

(3) Japan and JICA's Policy and Operations in the Basic Education Sector

Japan and JICA have been providing support in educational sector particularly to rural areas and other underdeveloped regions as efforts to "solve the regional and social disparities," which is one of the important areas of economic cooperation extended to Morocco. More specifically, JICA conducted "Basic Education Improvement Program for Rural Areas" (technical cooperation, 2003-2005) (hereinafter referred to as "BEIP") and "Rural Secondary Education Expansion Project (8,935 million yen) (Yen Loan, 2004-2011)" by taking advantage of Japanese experience and knowledge. Through these efforts, Japan and JICA have been contributing to the improvement of access to education and the quality of basic education. In BEIP, in particular, realization of education decentralization policy (capacity building of AREF and establishment of school management committee) of the Government of Morocco was supported by attempting functionalization of educational administration. As a result, a model for pilot implementation of promoting improvement of educational quality and access at school level was developed. This initiative was integrated in Morocco education policy, and related activities were also included PU which is the target of this Project. The Project is expected to contribute to establish further the outcomes of past cooperation of Japan and to promote and spread it on a nationwide level.

(4) Other Donors' Activity

The World Bank (WB), African Development Bank (AfDB), European Union (EU), European Investment Bank (EIB), Agence Française de Développement (AFD), and Spanish Agency for International Development Cooperation (AECID) have provided policy support for the basic education sector within the framework of PU. Based on the PAMT, EU is now developing a policy matrix with the Government of Morocco.

(5) Necessity of the Project

This Project is expected to spread and expand cooperation efforts by Japan on a nationwide basis, which is based on knowledge, experience, lessons learned from past Yen-Loan and technical cooperation projects. Since the Project meets the development agenda and development policy of Morocco, and is consistent with the assistance policy of Japan and JICA as well, it is highly necessary and appropriate for JICA to give support for the Project. And among the three pillars presented by Japan in the Deauville Partnership being promoted by G8 countries in response to the "Arab Spring," this project is expected to contribute to the "Human Resource Development", and "Fair Political and Administrative Management". Furthermore, this Project contributes to "Improvement of Access to Education and the Quality of Basic Education" under the TICAD IV Yokohama Action Plan, and help achieve the MDGs (achievement of universal primary education, 2015), which is an international commitment.

### 3. Project Description

(1) Project Objective(s)

The objective of the Project is to support the educational development on the improvement of access, quality, and governance undertaken by the Government of Kingdom of Morocco, by support of development policy support and lower secondary school construction, in order to solve disparities in Morocco's basic education sector, then to contribute to the social development and steadfast economy in Morocco.

(2) Project Site/Target Area

- 1) Program component: The entire country of Morocco
- 2) Project component: Four provinces (Chaouia-Ouardigha, Marrakesh-Tensift-El Haouz, Doukkala-Abda, Gharb-Chararda-Beni-Hassan)

(3) Project Components

This Project consists of two components: Program Component (development policy support) and Project Component. The following gives an overview of these components.

- 1) [Program Component] It is based on parallel cofinancing provided under the World Bank's "Education Development Policy Loan Program (EDPL 1 and EDPL 2)". Based on the knowledge and experience of Japan, JICA developed four trigger actions, including "School Improvement Project". JICA also presented the eight trigger actions of the World Bank (EDPL 2) as a condition for considering financing, and requested the Morocco government to fulfill its actions by late December 2012. JICA's actions were achieved according to schedule, while the World Bank's actions were confirmed as having been achieved in March 2013.
- 2) [Project Component] Among the 16 regions of Morocco, four highest-priority Regional Academies of Education and Training (AREFs) were selected. This component consists junior high schools construction with a dormitory in rural areas planned in the framework of PU, which is expected to be carried out during the period of PAMT in the relevant regions (with about 21 schools expected to be built). A contractor will be selected through local competitive bidding.

(4) Estimated Project Cost

Approx. 280,473 million yen (Loan amount: 8,899 million yen)

(5) Schedule

[Program Component] December 2013

[Project Component] From June 2013 to October 2016 (40 months). Project completion is defined as the commencement of service of the facilities.

(6) Implementation Structure

- 1) Borrower: Gouvernement du Royaume du Maroc (The Government of the Kingdom of Morocco)
- 2) Executing Agency: Ministry of National Education and Professional Training (MENFP)
- 3) Operation and Maintenance System: Ministry of National Education and Professional

## Training (MENFP)<sup>1</sup>

- (7) Environmental and Social Consideration/Poverty Reduction/Social Development
- 1) Environmental and Social Consideration
    - (i) Category C
    - (ii) Reason for Categorization: This project is considered to exercise only a minimum adverse effect on the environment as indicated in the “JICA Guidelines for Environmental and Social Considerations” (issued in April 2010).
  - 2) Promotion of Poverty Reduction: This Project (Project Component) is expected to promote poverty reduction by increasing job opportunities and thus the income of the poor, by supporting to ensure educational opportunities for the poor in the relevant regions through the buildup of junior high schools in rural areas.
  - 3) Promotion of Social Development (e.g. Gender Perspective, Measure for Infectious Disease including HIV/AIDS, Participatory Development, Considerations for Persons with Disabilities):

Part of the objective of the PU and PAMT is to fill gender gaps within educational indicators. In addition, the construction of junior high schools with a dormitory is expected to increase the female enrolment rate in rural areas.
- (8) Collaboration with Other Schemes and Donors: The development policy loan portion of this project is based on parallel cofinancing with the World Bank. Future policy actions were monitored in an annual PTF donor<sup>2</sup> joint review in 2013. The monitoring method for 2014 and onwards is now under consideration. Technical Cooperation Project with the objective of solving disparities in access to education and its quality, “the Project for Promoting Education with Equity and Quality” is scheduled to start in 2014. Implementing the activities in eight provinces, including four target provinces as project sites as well as sharing specific cases that may contribute to the goals of the Program Components can be expected.
- (9) Other Important Issues: None

### **4. Targeted Outcomes**

- (1) Quantitative Effects
- For the PU, there is an agreement between Morocco and the PTF donors (including the World Bank, the cofinancer) that 1) sector performance indicators and 2) monitoring indicators would be set to measure the operation and effects of the PU. Following are the details. JICA will use the indicators specified below as operation and effect indicators for the Project.
- 1) Sector Performance Indicators
- The education indicators specified below are used as sector performance (operation and

<sup>1</sup> The name of Executing Agency has been changed from MEN (Ministry of National Education) to MENFP (Ministry of National Education and Professional Training) in October 2013.

<sup>2</sup> Donors led by EU providing technical and financial support to basic education sector.

effect) indicators. The enrolment rate, repetition rate, completion rate, and drop-out rate classified by sex and region (rural or urban) will be monitored for the status of disparities. A check will also be made of changes in the scores of uniform academic ability tests conducted by Morocco for domestic primary and lower secondary education.

Indicators		Original (2008 actuals)	PU target (2012)	PAMT target (2016)
Pre-school Education: Enrolment Rate (%)		48.2	65.9	75
Primary Education	Net Enrolment Rate (%)	90.5	94.6	100
	Repetition rate (male + female) (%)	12.3	5.5	—
	Completion rate (male + female) (%)	75.8	82.6	90
	Drop-out rate (male + female) (%)	4.6	2.2	2.1
	Number of students per teacher (persons)	28	27	—
Lower Secondary Education	Net Enrolment Rate (%)	42.7	74.7	90.0
	Repetition rate (male + female) (%)	15.2	9.5	—
	Drop-out rate (male + female) (%)	13.1	7.3	5.6
	Completion rate (male + female) (%)	51.8	59.9	80.0
	Rate of teachers giving lessons for specified hours (%)	37.5	71.5	—
	Number of students per teacher (persons)	24	24	—

## 2) Monitoring Indicators

### 1) Program Component

Monitoring indicators are set according to the action or output to be achieved in order to meet the purpose of a specific sub-project. Following are the indicators to be achieved as a result of an action or output:

Strategic Directions in PU	Indicators	Objectives Sept. 2008 to 2012
1) Achieve universal basic education under 15-year-old children	Primary Education: Enrolment rate (%)	90.5 → 94.6
	Lower Secondary Education: Completion rate (%)	51.8 → 59.9
	Rate of students taking scores above the lowest line of the 4 standard values in the Trends in International Mathematics and Science Study (TIMSS) (%)	26* → 26 or more
2) Improve system performance	Number of entrants into the teacher training program (persons)	0 persons → 43,000 persons
	Rate of current expenses other than teacher wages to the subsidy to AREF (%)	0 → 15 or more
1) Mobilize and utilize resources	Rate of the school sector budget in the GDP (%)	4.60 → 4.68 or more

\*The original for this item is 2006, when the TIMSS was last conducted.

## 2) Project Component

Indicators	Original (Yr 2011/12 actuals)				Target (Yr 2016/17)			
	1)	2)	3)	4)	1)	2)	3)	4)
Net enrolment rate in rural area (%)	21.6	29.7	25.7	31.4	35.9	38.1	41.4	45.4
Female net enrolment rate in rural area (%)	19.0	22.9	21.7	28.4	32.6	32.1	44.2	43.4
Net drop-out rate in rural area (%)	30.8	23.4	20.0	18.2	15.0	15.3	19.9	18.0

\*The above is an effect indicator set for each AREF, which is not necessarily achieved only by the outcomes of the Project Component

Target areas (AREFs):

- 1) Chaouia-Ouardigha,
- 2) Marrakesh-Tensift-El Haouz,
- 3) Doukkala-Abda,
- 4) Gharb-Chararda-Beni-Hassan

## (2) Qualitative Effects

Improved student guidance and improved lesson-giving capabilities by teachers, and improved organizational capabilities of educational administration

## 5. External Factors and Risk Control

None

## **6. Lessons Learned from Past Projects**

### **(1) Evaluation Results of Similar Projects**

In general, from ex-post evaluations of past Program Loan Projects, it is imperative to work under aid-coordination when supporting policy and insitutional framework, The past courses have taught us lessons that: 1) collaboration with other donors should be ensured as necessary in view of the harmony and synergic effects with the support given by other donors, and 2) Technical Cooperation and Program Loan can display their synergic effects through their reform process.

### **(2) Lessons Learned for the Project**

In this Project, since the support can be realized through collaboration with a donor for improving educational policy, continuous participation in the joint review of the PTF donor and monitoring of policy actions are planned. In the Project implementation phase, Technical Cooperation for capacity building for educational administration capacity building (for the purpose of solving local educational disparities) will be carried out, so that the results of policy actions performed in the Program Component will be ensured.

## **7. Plan for Future Evaluation**

### **(1) Indicators for Future Evaluations**

#### **1) Sector Performance Indicators**

Pre-school Education: Enrolment Rate

Primary Education: Net enrolment rate

Primary Repetition rate (male + female)

Primary Completion rate (male + female)

Primary Drop-out rate (male + female)

Number of students per Primary Education teacher

Lower Secondary Education: Net Enrolment Rate

Lower Secondary Education: Repetition rate

Lower Secondary Education: Drop-out rate

Lower Secondary Education: Completion rate

Rate of teachers giving specified number of lessons in Lower Secondary Education

Number of students per Lower Secondary Education teacher

#### **2) Monitoring Indicators**

##### **i) Program Component**

Primary Education: Enrolment rate

Lower Secondary Education: Completion rate

TIMSS test

Number of entrants into the teacher training program

Rate of current expenses other than teacher wages to the subsidy to AREFs

Rate of the school sector budget in the GDP

ii) Project Component Indicators

Net enrolment rate in rural area (%)

Female enrolment rate in rural area (%)

Drop-out rate in rural area (%)

(2) Timing for Next Evaluation: Two years after project completion

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