

"Analyse et comparaison du soutien de l'Union Européenne aux politiques éducatives. Etudes de cas : Maroc et Bangladesh".

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Master en Sciences de la Population &
du Développement

**Analyse et comparaison du soutien de l'Union
Européenne aux politiques éducatives**

Etudes de cas : Maroc et Bangladesh

ANNEXES

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ANNEXE

Annexe 1 **Fiche action Maroc**

1. IDENTIFICATION

Intitulé	Programme d'appui à la mise en œuvre de la stratégie d'éducation		
Coût total	Contribution CE: 93 Mio EUR (73 Mio EUR à engager en 2009, dans la limite des fonds disponible, et 20 Mio EUR en 2010) Cofinancement parallèle avec quatre bailleurs de fonds : Agence Française de Développement (AFD): 50 Mio EUR, Banque Africaine de Développement (BAD): 150 Mio EUR ¹ , Banque européenne d'investissement (BEI): 200 Mio EUR, et Banque mondiale (BM): 80 Mio USD.		
Méthode d'assistance / Mode de gestion	Programme d'appui à la politique sectorielle ("PAPS"): appui budgétaire (gestion centralisée).		
Code CAD	11110 / 11220 / 11320	Secteur	Politiques d'éducation et arrangements administratifs / Education primaire / secondaire

2. MOTIF ET CONTEXTE NATIONAL

2.1. Contexte national et motifs du PAPS

2.1.1. Situation économique et sociale et analyse de la pauvreté

Les programmes soutenus de réformes macroéconomiques et de gestion active de la dette ainsi que les politiques monétaire et financière prudentes menés à ce jour permettent au Maroc d'aborder, dans le court et moyen terme, la crise financière internationale dans une position bien plus confortable que de nombreux autres pays émergents. Les perspectives macroéconomiques de moyen terme restent en revanche plus incertaines, même si le gouvernement prévoit un rythme soutenu de la croissance annuelle de l'économie de l'ordre de 6% en moyenne sur 2009-2012. La loi de finances 2009 et les orientations gouvernementales tablent pour leur part sur une politique volontariste d'investissement public et de soutien de la demande interne afin de maintenir la croissance pour 2009 même si les autorités reconnaissent que la crise actuelle pourrait coûter dès 2010 entre 1 et 1,5 points du PIB.

¹ 75 millions à engager en 2009 et 75 millions à engager en 2011.

Le Maroc continue par ailleurs de déployer des efforts importants afin de garantir un partage équitable des bénéfices de la croissance, particulièrement pour permettre à toutes les catégories sociales l'accès aux infrastructures publiques de première nécessité. Toutefois, malgré les efforts consentis et les avancées certaines en matière de lutte contre la pauvreté ainsi qu'en matière d'emploi, la crise économique internationale arrive au Maroc dans un contexte social de fragilité et de vulnérabilité pour de larges couches de la population. Ainsi, bien que la part de population en dessous du seuil de pauvreté soit passée de 16,3% en 1994 à 14,2% en 2004 d'après les chiffres officiels du Haut Commissariat au Plan (HCP), 46,9% des personnes interrogées estimaient vivre encore en dessous du seuil de pauvreté selon la dernière *Enquête nationale sur les niveaux de vie des ménages* réalisée par cette même institution. La croissance économique des huit dernières années et les indices de développement social ont démontré, à ce titre, la complexité pour le système économique marocain de transformer la croissance et la richesse accumulée en bien être social et humain pour une grande partie de sa population.

2.1.2. Politique nationale de Développement

Le Maroc a défini une politique générale qui repose sur trois piliers distincts mais hautement complémentaires: tout d'abord, une évolution politique progressive vers l'établissement d'un régime démocratique et d'un Etat de Droit ; ensuite, l'obtention d'une croissance économique plus forte et plus stable, seule à même de créer des emplois en nombre et de qualité, ainsi que la soutenabilité de ses finances publiques; finalement, le renforcement de la cohésion sociale et la lutte contre la pauvreté.

L'Accord d'Association (AA) ainsi que le Plan d'Action dans le cadre de la Politique européenne de voisinage (PEV) représentent, de ce point de vue, une priorité majeure de la politique du pays. Ce cadre contractuel a, en outre, été consolidé et renforcé en 2008, à l'issue de l'adoption du Document conjoint UE-Maroc sur le renforcement des relations bilatérales, document dénommé Statut Avancé. En effet, il y est prévu que le renforcement des relations bilatérales aie pour ambition d'accompagner la dynamique endogène que connaît le Maroc, en approfondissant qualitativement et quantitativement, les dimensions politique, économique et sociale de sa coopération avec l'Union européenne (UE).

2.2. Contexte sectoriel : politiques et défis

2.2.1. Contexte du secteur

Certains indicateurs quantitatifs illustrent l'évolution du secteur et les défis à relever. Ainsi, au cours de la période 1999-2007, des efforts importants ont été déployés pour accroître la fréquentation scolaire, notamment au niveau du secondaire collégial (nombre d'élèves de 992 000 à 1 438 000, soit une augmentation de 45%). Un accroissement des effectifs au primaire s'est aussi opéré, bien que plus limité (5,6% sur la période). Toutefois, des problématiques restent préoccupantes, notamment les taux élevés de redoublement (13% en moyenne au primaire et 18% au collégial en 2006), les taux critiques d'abandons (5,7% en moyenne au primaire et 20,5% en 3ème année du collégial en 2006) et la valeur très faible du taux net de scolarisation des filles en milieu rural au secondaire collégial (15,6%).

Par ailleurs, de graves dysfonctionnements perdurent, comme par exemple le renforcement effectif du rôle des Chefs d'établissements, la faiblesse des moyens alloués aux inspecteurs, l'autonomie relative des Académies régionales de l'éducation et de la formation (AREF), les changements de pratiques éducatives, l'apprentissage des langues ou la qualité générale des apprentissages. De ce fait, le système éducatif marocain demeure profondément dual, avec un système d'enseignement privé en expansion, de qualité variable, et réservé à une minorité (auquel appartiennent aussi les missions étrangères, où sont formées les élites du pays), et un enseignement public de qualité très médiocre, fréquenté par la grande majorité de la population, qui ne peut avoir accès au premier.

Les autorités marocaines ont affirmé que la "*lutte contre la pauvreté par l'éducation*" se trouve au cœur de toute stratégie nationale de développement économique, social et politique. La décennie 2000-2010 a été déclarée "*Décennie de l'éducation*". Cette mobilisation s'est traduite par une large consultation qui a abouti en 2000 à l'adoption de la *Charte Nationale de l'Education et de la Formation* (CNEF). Elle se présente sous forme d'une déclaration de politique éducative claire et exhaustive. Outre un cadrage général, elle propose une série d'objectifs à atteindre à l'issue de la période couverte (soit en 2011), et des indications sur les moyens à mettre en œuvre et sur les méthodologies à déployer. La publication en 2005 du Cadre stratégique de développement du système éducatif répond à la volonté d'opérationnaliser les ambitions de la CNEF par des indicateurs précis et de fournir un cadre stratégique permettant un meilleur pilotage de la réforme. Néanmoins, l'absence de valeurs intermédiaires et d'un établissement réel de priorités n'ont pas permis aux différents acteurs du système d'opérer un suivi effectif.

Le Conseil Supérieur de l'Enseignement (CSE) a publié, en février 2008, un rapport critique sur l'"*Etat et (les) perspectives du système d'éducation et de formation*". Ce diagnostic a permis d'approfondir la formulation et la présentation en juin 2008 du Plan d'Urgence. Ce Plan est un document programmatique sur quatre ans (2009-2012) qui vise à accélérer les rythmes de mise en œuvre de la CNEF et la réforme du secteur. Présenté sous forme de 23 projets (correspondant aux résultats du Plan), il porte sur l'ensemble des problématiques du secteur. Les résultats escomptés, les délais d'exécution et les ressources nécessaires pour la mise en œuvre de ces projets sont en général clairement explicités. Il est à noter néanmoins que certaines problématiques centrales, telle que l'éducation non formelle (ENF), qui concerne 1,5 Mio enfants entre 9 et 15 ans, ne sont pas du tout abordées et que d'autres, telle que la violence, en particulier au secondaire, ou la question de l'apprentissage des langues, ne le sont que partiellement. En outre, un établissement de priorités claires entre ces chantiers aurait été souhaitable, notamment pour assurer sa mise en œuvre.

2.2.2. *Principales conclusions de l'évaluation du budget du secteur et perspectives à moyen terme*

Le budget du Plan d'Urgence est aujourd'hui d'environ 3,5 Mrd EUR sur quatre ans. Ce budget s'additionne au budget général prévu annuellement pour l'éducation, qui est de l'ordre de 3,1 Mrd EUR. Le secteur de l'éducation connaît, en 2009, une augmentation budgétaire de 773 Mio EUR par rapport à 2008 (soit de 23,5%), avec une dotation budgétaire de 4,13 Mrd EUR, représentant 6,5% du PIB et 23,5% du budget de l'Etat. Les dépenses d'investissement ont connu, quant à elles, un accroissement de 90%.

Selon le Ministère de l'Economie et des Finances (MEF), le Plan d'urgence disposera des allocations budgétaires nécessaires à sa mise en œuvre pour les 4 ans. Le Cadre des Dépenses à Moyen Terme (CDMT) du secteur, qui traduira cet engagement, devrait être disponible avant le mois de juin 2009. Le Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique (MENESFCRS) en a en effet renseigné une grande partie des rubriques (en partie grâce à une mission d'assistance technique financée par la Commission), et le MEF s'est engagé à le soutenir pour finaliser cet exercice.

2.2.3. Description du processus de coordination

Le présent programme s'inscrit dans un processus de coordination multi bailleurs de fonds impliquant l'AFD, la BAD, la BEI, et la BM. Des missions communes de pré-identification (février 2008), d'identification (juillet et octobre 2008) et de formulation/évaluation (janvier 2009) ont eu lieu. Une "Lettre d'entente", qui définit les engagements réciproques et les dispositions relatives à la mise en œuvre (suivi et décaissements notamment) sera signée entre ces 5 bailleurs de fonds, le MENESFCRS et le MEF. Un "Cadre commun de suivi des résultats", qui établit des indicateurs de performance et de suivi du programme, a par ailleurs été agréé avec le MENESFCRS et le MEF. Le calendrier des engagements de ces bailleurs de fonds a été, dans la mesure du possible, harmonisé. En outre, le MENESFCRS finalise actuellement un "Cadre Partenarial" avec les Partenaires Techniques et Financiers (PTF) qui lui permettra de gérer la coordination sectorielle, à travers notamment des réunions annuelles de suivi de la Stratégie.

2.2.4. Evaluation de la capacité institutionnelle

Les capacités de conception, de gestion et de mise en œuvre du MENESFCRS sont inégales entre un niveau central consolidé et les différents niveaux déconcentrés, plus fragiles. Au niveau central, le MENESFCRS a fait l'objet d'une réorganisation en profondeur en 2002. Ses directions ont été réduites de 18 à 10 et le nombre de structures de niveau inférieur a été restreint. Malgré une organisation centrale dans l'ensemble détaillée et claire, certaines modalités essentielles de la mise en œuvre du Plan d'urgence (par exemple pour les infrastructures) ne sont pas encore définies, alors que le budget a connu en 2009 un accroissement conséquent.

Par ailleurs, si le Maroc s'est engagé depuis plusieurs années dans un processus de décentralisation, les capacités sont fort inégales aux niveaux déconcentrés. Les Délégations Provinciales de l'Education Nationale (DPEN), structures anciennes, sont bien organisées et disposent de bonnes capacités de gestion. Les AREF sont de création plus récente et leur organisation n'est pas encore stabilisée. Les établissements scolaires ont des prérogatives encore réduites, le mouvement de décentralisation du système étant encore trop faible. Il est prévu que le PAPS promeuve l'effectivité de la décentralisation jusqu'à ce dernier niveau, établissant entre autres un indicateur relatif au renforcement des capacités des chefs d'établissement (mesure prévue dans le Plan d'urgence).

2.2.5. *Cadre général pour le suivi de la mise en œuvre des politiques et stratégies sectorielles*

Deux institutions au Maroc sont à même de réaliser un suivi des performances du système éducatif satisfaisant: le MENESFCRS et le CSE. Le MENESFCRS dispose de plusieurs services chargés du recueil et du traitement de l'information routinière relative au suivi des performances, essentiellement la Direction de la Stratégie, des Statistiques et de la Planification (DSSP) et le Centre National des Examens (CNE). Le CSE, créé en 2006 en substitution de la Commission Spéciale Education-Formation (COSEF), est un organe à vocation consultative, rattaché à un Conseiller du Roi, qui établit chaque année un "*Rapport annuel sur l'état et les perspectives du système d'enseignement et de formation du pays*", adossé à une série d'indicateurs de performance.

Pour ce qui est de l'évaluation des résultats du programme sectoriel, chacun des 23 projets du Plan d'urgence présente des indicateurs chiffrés, en général annualisés, ce qui devrait permettre un suivi adéquat de la stratégie gouvernementale. Un travail de définition de cibles réalistes pour ces indicateurs est en cours, dans la mesure où celles définies par le Plan d'urgence, si elles coïncident avec les engagements politiques de la CNEF, seront difficilement atteignables.

Finalement, un dispositif de suivi externe et régulier sera mis en place, conjointement avec les autres bailleurs de fonds, afin d'assurer la revue de ces indicateurs et des conditions préalables à tout décaissement. Des missions d'évaluation conjointes externes seront aussi organisées. De manière plus générale, une réunion annuelle de suivi, coordonnée par le MENESFCRS, est prévue avec tous les PTF dans le cadre du "Cadre Partenarial" susmentionné.

2.2.6. *Situation macroéconomique*

Les fondamentaux macroéconomiques de l'économie marocaine restent sains, avec notamment un budget équilibré, des recettes fiscales en progression annuelle de près de 25%, une bonne maîtrise des dépenses publiques et une dette publique en forte baisse. Tous ces éléments ont contribué à un processus réussi de consolidation budgétaire. Le déficit budgétaire a reculé s'établissant à 2,1% du PIB en moyenne durant la période 2003-2007 contre 2,9% entre 1998 et 2002. Hors privatisation, il a été ramené de 4,1% (1998-2002) à 3% (2003-2007) du PIB. Le taux d'endettement du Trésor a été ramené pour sa part de 66% à 58% entre 2003 et 2007 tandis que le service de la dette publique intérieure reste autour de 3% du PIB et celui de la dette extérieure est passé de 1,6% à 0,4% du PIB entre 2000 et 2007. La politique monétaire rigoureuse menée par la banque centrale et la baisse du prix du pétrole importé et des autres matières premières ont permis de maîtriser les pressions inflationnistes avec une inflation annuelle qui s'est stabilisée autour de 2 à 3%.

2.2.7. *Gestion des Finances Publiques ("GFP")*

Les études d'évaluation de la GFP par la BM (CFAA 2007 et 2003) et le FMI (ROSC 2005) ont diagnostiqué que le système de GFP marocain bénéficie d'un niveau élevé de transparence, de fiabilité et de sécurité juridique et permet donc une maîtrise convenable des évolutions budgétaires. De plus le gouvernement met en œuvre depuis 2003 un programme de réforme de ses finances publique avec le soutien de la

BM, de la BAD et de la Commission européenne (programmes PARAP I et II). Un exercice de diagnostic PEFA mené conjointement par la BM et la CE est en cours de finalisation, ainsi qu'un CPAR sur le fonctionnement des marchés publics par la BM.

2.3. Eligibilité à l'appui budgétaire

Selon l'analyse qui précède (voir section 2.2), les critères d'éligibilité applicables pour l'appui budgétaire sont remplis, à savoir:

- Une politique sectorielle bien définie est en place ou en cours de mise en œuvre;
- Une politique macroéconomique visant à la stabilité est en place ou en cours de mise en œuvre, et que cette politique doit bénéficier du soutien de la CE;
- Un système de gestion des finances publiques présentant un degré satisfaisant de fiabilité et de transparence est en place et qu'il existe un programme bien défini en vue d'améliorer la gestion des finances publiques.

2.4. Enseignements tirés

Dans le cadre des missions de suivi externe, d'une évaluation externe, et de missions d'assistance technique engagées lors du Programme de soutien à l'éducation de base financé par la Commission européenne (CE), ou encore de l'élaboration du rapport de déboursement de la 2^{nde} tranche de la 2^{nde} phase de ce programme, les progrès réalisés dans le secteur ont été salués et certaines faiblesses ou dysfonctionnements signalés. Parmi les leçons tirées, figurent la nécessité d'engagements financiers importants pour rattraper les retards dans le secteur (ce qui sera opéré en 2009), le renforcement des capacités du MENESFCRS (en particulier aux niveaux décentralisés et déconcentrés), la nécessité de mettre en œuvre des mesures ciblées pour garantir l'effectivité du principe d'égalité des chances, un traitement à la fois holistique et concret de la question des langues (d'apprentissage et étrangères), etc. La mise en œuvre d'un nouveau programme d'appui de la CE, de surcroît en coordination avec 4 bailleurs de fonds, devrait permettre de soutenir le MENESFCRS dans ses efforts de mise en œuvre de la réforme et d'amorcer un début de solution à certains problèmes souvent jugés sensibles, comme, par exemple, celui de la langue d'enseignement.

2.5. Actions complémentaires

La CE a engagé plusieurs appuis qui, directement ou indirectement, sont en lien avec le secteur de l'éducation : le Programme de soutien à l'éducation de base (fin de la phase opérationnelle en 2008), le Programme d'appui à la mise en œuvre de la stratégie d'alphabétisation (fin de la phase opérationnelle en 2011), le Programme d'appui à l'Initiative Nationale de Développement Humain (fin de la phase opérationnelle en 2010), et le Programme de consolidation et d'approfondissement de la réforme de l'administration et de la gouvernance publiques (fin de la phase opérationnelle en 2013).

2.6. Coordination des bailleurs de fonds

Le présent programme s'inscrit dans une logique partenariale visant à associer 5 bailleurs de fonds (voir section 2.2). Outre ces 5 bailleurs de fonds, d'autres PTF

apportent également leur appui au secteur: AECID, USAID, ACDI, UNICEF, UNESCO, le Gouvernement du Japon, et la BID.

3. DESCRIPTION

3.1. Objectifs

Le présent programme a pour ***objectif général*** de contribuer au développement politique, économique et social du Maroc, à travers la réforme de son système éducatif. Son ***objectif spécifique*** est de garantir un enseignement obligatoire de qualité et accessible à tous, régi par les principes d'équité, de solidarité, de respect et de participation.

Le programme sectoriel du gouvernement s'organise dans le cadre du Plan d'urgence 2009-2012 autour de quatre objectifs, ou "espaces"², subdivisés en 23 "projets".

3.2. Résultats escomptés et principales activités

Les résultats escomptés du programme sont au nombre de trois :

- (1) Réduction du taux d'abandon scolaire de manière significative
- (2) Renforcement de manière durable de l'efficacité professionnelle des personnels qui assurent au quotidien la scolarité des élèves
- (3) Stimulation d'une gouvernance à la fois responsable et équitable

Les activités qui seront déployées pour les atteindre sont directement liées aux résultats escomptés (RE) :

- RE1: développement d'un préscolaire de qualité et ouvert à tous (1), renforcement de l'aide sociale et financière aux élèves économiquement défavorisés (2), mise en œuvre d'un soutien scolaire adapté en réponse aux difficultés de chacun (3), et développement de formes de rescolarisation (4).
- RE2: mise en œuvre d'une stratégie de formation continue, pérenne et de qualité (1), et finalisation du dispositif d'évaluation des acquis des élèves (2).
- RE3: développement d'une gestion différenciée des moyens (1) et mise en œuvre d'une gestion responsabilisante, centrée sur l'établissement scolaire (2).

3.3. Risques et hypothèses

- Mis en difficulté de l'effort budgétaire soutenu du gouvernement pour la mise en œuvre de la réforme au vu de la détérioration de la situation économique et financière internationale depuis la préparation de la Loi de Finances 2009 : un cadre macroéconomique révisé ainsi qu'un cadre de dépenses à moyen terme

² Soit : 1- Rendre effective l'obligation de scolarité jusqu'à l'âge de 15 ans, 2- stimuler l'initiative et l'excellence au lycée et à l'université, 3- affronter les problématiques transversales du système, et 4- se donner les moyens de réussir.

(CDMT) du secteur dûment validé par le Ministère de l'Economie et des Finances seront annexés à la Convention de Financement; report éventuel des décaissements à des phases ultérieures.

- Insuffisance potentielle des capacités d'absorption des différents niveaux (central, déconcentrés et décentralisés): la mission multi-bailleurs de fonds prévoit le renforcement des capacités des acteurs du système (AT ciblée, etc.).
- Manque de ciblage et logique d'assistanat (au lieu d'une logique de reconnaissance de droits) des aides sociales et financières attribuées aux familles: des ajustements de nature à la fois conceptuelle, technique, sociale et financière devront donc être opérés au biais de l'assistance technique.
- Manque de dynamisme de la politique en matière d'ENF comme le démontre la non-prise en compte de cette problématique dans le Plan d'urgence: travail en amont (vers plus de bénéficiaires) nécessaire, ainsi qu'une transformation en aval (une ère nouvelle pour la réinsertion de ces derniers), grâce à l'encouragement et à l'appui des bailleurs de fonds.

3.4. Parties prenantes

Le principal partenaire pour la mise en œuvre du Programme sera le MENESFCRS, tant au niveau central que décentralisé et déconcentré (AREF et DPEN).

En ce qui concerne la consultation des bénéficiaires, la CNEF a impulsé la création d'instances comme le conseil d'administration au niveau des AREF, les conseils de gestion, les conseils pédagogiques et les conseils d'enseignement au niveau des établissements scolaires. Si ces instances se réunissent périodiquement, leur mode de fonctionnement et la portée des décisions prises démontrent que du chemin reste à faire pour qu'elles puissent être considérées comme des espaces réels de dialogue et de participation. Par ailleurs, les autorités ont affiché, au sein même du Plan d'urgence, une volonté de poursuivre et d'approfondir le dialogue social avec les enseignants, leurs syndicats, et les associations de parents d'élèves.

3.5. Questions transversales

Le MENESFCRS a élaboré son plan d'action pour l'institutionnalisation de l'égalité entre les sexes. En outre, le projet 6 du Plan d'urgence est dédié à cette problématique, qui est aussi intégrée de façon transversale dans le Cadre Commun de Suivi des résultats des bailleurs de fonds.

Les enjeux environnementaux concernent autant l'éducation environnementale (ateliers hebdomadaires obligatoires en éducation civique) que la mise en œuvre du Plan d'urgence. En relation à ce dernier, un "cadre social et environnemental", préparé par le MENESFCRS avec le soutien de la BM, devrait être publié d'ici à mars 2009. Le Conseil National de l'Environnement s'est aussi doté, fin 2007, d'un "Programme National de mise à niveau environnementale des écoles rurales".

En ce qui concerne la bonne gouvernance, l'appui envisagé prévoit l'amélioration de la gestion et du pilotage du système éducatif tant à son niveau régional que local. Un des fondements de la stratégie est également l'engagement du Maroc pour le respect

et la promotion des droits humains. Par différentes interventions, les objectifs de l'approche sectorielle visent à assurer à chacun les possibilités d'assumer ses droits.

4. QUESTIONS DE MISE EN ŒUVRE

4.1. Mode de gestion

Gestion centralisée directe

4.2. Procédures de passation de marchés

Tous les contrats mettant en œuvre l'action doivent être attribués et exécutés conformément aux procédures et aux documents standard établis et publiés par la Commission pour la mise en œuvre des opérations extérieures, tels qu'en vigueur au moment du lancement de la procédure en cause.

4.3. Budget et calendrier

Le budget total est de 93 Mio EUR dont, de façon indicative, 89 Mio EUR d'appui budgétaire direct non ciblé réparties en quatre tranches, et 4 Mio EUR d'aide complémentaire (avec une ventilation indicative de 150 000 EUR pour la visibilité, 800 000 EUR pour le suivi et l'évaluation, 1,5 Mio EUR pour la réalisation d'études et 1,55 Mio EUR pour la mise en œuvre de missions d'assistance technique de court terme). La durée de la mise en œuvre opérationnelle de la Convention de financement (CF) devrait être de 48 mois.

La ventilation prévisionnelle de l'action est la suivante :

1.	Appui budgétaire :	89 M €
2.	Assistance technique de court terme et études:	3,05 M €
3.	Visibilité et communication :	0,15 M €
4.	Audit, suivi, évaluation ³ :	0,8 M €
Total		93 M €

73 Mio EUR seront engagés sur les crédits 2009, dans la limite des fonds disponibles. Le solde (soit au maximum 20 Mio EUR) sera engagé sur les crédits 2010 sous réserve de la disponibilité des crédits en 2010.

4.4. Suivi de l'exécution et critères de décaissement

Ainsi que stipulé dans la "Lettre d'entente" (voir section 2.2), des missions conjointes annuelles de suivi auront lieu, a priori aux mois d'avril-mai et d'octobre-novembre. Elles permettront d'évaluer l'état d'exécution du programme et de vérifier si les conditions de décaissement sont remplies.

³ Gérés directement par la Commission. Les contrats afférents à l'audit et à l'évaluation peuvent être conclus ultérieurement à la date limite de contractualisation indiquée ci-dessus.

Des conditions générales s'appliqueront au décaissement de toutes les tranches. Elles sont liées aux critères d'éligibilité pour la réception de l'appui budgétaire. D'autres conditions prévues sont, par exemple, la mise en place d'un dispositif d'évaluation nationale des apprentissages des élèves, l'élaboration d'un plan d'action relatif à la mise en œuvre des recommandations du CSE sur la question des langues.

Des conditions spécifiques s'y ajouteront et correspondront aux trois résultats escomptés susmentionnés (voir section 3.2). A titre indicatif :

Résultats escomptés	Indicateur de type processus ou moyen	Indicateur de type impact scolaire
RE1	Mise en œuvre d'une nouvelle stratégie du préscolaire	Taux net de scolarisation de l'enseignement préscolaire en milieu rural
	Développement des dispositifs d'aides matérielles et financières	Taux net de scolarisation des filles en milieu rural (primaire)
	Mise en place des dispositifs de suivi personnalisé et de soutien.	Taux d'achèvement des filles en milieu rural (collégial)
		Nombre d'élèves de l'ENF réinsérés dans l'enseignement formel ou en formation professionnelle
RE2	Mise en place d'une formation continue opérationnelle des enseignants et couverture (nombre de jours bénéficiaires)	Taux de redoublement au secondaire collégial
		Taux d'abandon au secondaire collégial
RE3	Mise en place des projets d'établissements	
	Dispositif de formation des chefs d'établissement suivant REC et couverture (nombre de chefs d'établissements formés suivant REC)	

4.5. Évaluation et audit

Le déroulement fréquent de missions de suivi et la disponibilité d'un budget conséquent pour des études et de l'assistance technique rendent redondante une évaluation du programme à mi-parcours. En outre, certains bailleurs de fonds prévoient de réaliser au cours de la mise en œuvre des évaluations spécifiques de certaines composantes. Toutefois, une évaluation ex-post sera réalisée après le dernier déboursement. Des missions d'audit pourront par ailleurs être effectuées concernant le volet d'aide complémentaire.

4.6. Communication et visibilité

Le programme respectera les dispositions du Manuel de visibilité de l'UE applicables aux actions extérieures (à titre indicatif: un communiqué et une conférence de presse à la signature de la CF et au déboursement des tranches, la diffusion des résultats des études, évènement de clôture à la fin du programme). Il est aussi prévu d'organiser un

séminaire international portant sur un sujet pertinent dans le cadre du programme et de financer une campagne contre la violence scolaire.

ANNEXE À LA CONVENTION N°2009/021-793

DISPOSITIONS TECHNIQUES ET ADMINISTRATIVES

Pays/région bénéficiaire	Maroc		
LIGNE BUDGÉTAIRE	19.08.01.01 ¹		
Intitulé	Appui à la mise en œuvre de la Stratégie d'éducation		
Coût total	Contribution Commission européenne : 93 Mio EUR		
Méthode d'assistance/Mode de gestion	Programme d'appui à la politique sectorielle (PAPS): appui budgétaire (gestion centralisée)		
CODE DAC	11110/ 11220 / 11320	SECTEUR	Politiques d'éducation et arrangements administratifs / Education primaire / secondaire

¹ 73.000.000 euros sur ses crédits d'engagement 2009 et maximum 20.000.000 euros sur ses crédits d'engagement 2010, sous réserve de l'adoption de son budget 2010 par l'autorité budgétaire compétente et de la disponibilité des fonds correspondants.

0. INTRODUCTION

0.1 Liens et compatibilité avec les objectifs de développement de la Commission européenne

Depuis les années 90, le Maroc a défini les contours d'une politique générale qui repose sur trois piliers distincts mais complémentaires :

- Une évolution politique progressive mais ferme vers l'établissement d'un régime démocratique plein et d'un Etat de droit;
- L'obtention d'une croissance économique plus forte et plus stable, seule à même de contribuer à la création d'emplois en nombre et de qualité ;
- Le renforcement de la cohésion sociale et la lutte contre la pauvreté, ainsi que la réduction des déficits sociaux.

Avec la signature de l'Accord d'Association UE-Maroc en 1996, d'abord, et son approfondissement, ensuite, dans le cadre de la politique de voisinage de l'UE, le Maroc et l'UE ont donc souhaité établir des relations politiques, économiques, sociales, culturelles et en matière de sécurité, solides et durables, accompagnées par la mise en œuvre de réformes politiques, économiques, sociales et institutionnelles ambitieuses. La politique de voisinage permet à la fois au Maroc de renforcer l'ancrage stratégique de ce choix sur la base d'engagements réciproques et de favoriser la dimension régionale et sous-régionale, notamment dans le cadre du processus euro méditerranéen. En octobre 2008, les avancées significatives en matière de coopération ont favorisé l'octroi du statut de « partenaire avancé » lors de la 7^{ème} session du conseil d'association UE-Maroc. L'UE a ainsi salué les nouveaux projets, de vaste ampleur, engagés par le pays sur un ensemble de secteurs sociaux - dont celui de l'éducation - et « encourage le Maroc à les mettre en œuvre dans les meilleurs délais et est disposée à étudier les moyens de les soutenir »². Le Plan d'action Voisinage (agréé en 2007 et qui couvre une période de trois à cinq ans) identifie les axes stratégiques de ces possibles soutiens visant à une intégration plus forte des structures économiques et sociales marocaines à celles de l'UE.

Tel que présenté dans le PIN 2007-2010, l'appui à la stratégie sectorielle d'éducation est justifié par le souci d' « améliorer le niveau qualitatif des ressources humaines de l'ensemble du pays pour une meilleure préparation aux mutations sociales et économiques ». D'un point de vue général, l'objectif de cet appui est donc de contribuer, dans le prolongement des efforts nationaux, à une meilleure intégration des citoyens dans leur environnement social, économique, politique et culturel par le biais d'une éducation élargie et de qualité.

0.2 Le contexte de l'appui et ses perspectives.

0.2.1 La politique sectorielle

La stratégie déployée par le Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique (MENESFRCRS) durant la période 2000-2012 trouve ses fondements dans la Charte Nationale d'Education et de Formation (CNEF). Ce texte qui fournit un cadre et des objectifs généraux a été utilement complété par un « Cadre stratégique de développement éducatif » en 2005, récemment actualisé (octobre

² Déclaration de l'Union européenne, 7^{ème} session du conseil d'association UE-Maroc, p 3

2008) dans le cadre de la mise en œuvre du « Programme d'urgence 2009-2012 ». Ce « nouveau souffle », qui vise à impulser la réforme du système éducatif, s'est traduit à la rentrée 2009 par la mise en œuvre d'un plan d'actions, qui reste à finaliser dans certains aspects, mais qui s'organise en 27 projets, touchant par exemple : la question du préscolaire, la formation des enseignants, l'aide sociale aux élèves ou bien encore la dynamique éducative et pédagogique des établissements. Il reste à mentionner que le « Programme d'urgence », aussi conséquent et ambitieux soit-il, ne prend pas en compte la question des élèves déscolarisés (près de 1,5 millions) et par voie de conséquence le domaine de l'Education Non Formelle (ENF), approche stratégique vitale pour répondre aux besoins de ces enfants et élément prévu dans le cadre de la programmation indicative nationale UE-Maroc pour la période 2007-2010.

0.2.2 La stabilité du cadre économique

La crise mondiale a désormais atteint aussi le Maroc, notamment à travers un fléchissement de la demande extérieure adressée aux secteurs exportateurs, combinée avec une baisse des recettes touristiques mais également des transferts des MRE, tandis que la demande intérieure privée paraît s'essouffler. Il en découle une détérioration significative, quoique contrôlée, du budget comme des comptes extérieurs. Les tensions sont donc fortes et devraient persister au delà de 2009 – année marquée par des performances globales très satisfaisantes grâce à une extraordinaire récolte céréalière - réduisant d'autant la visibilité macroéconomique à moyen terme. Les pressions présentes et futures sur le budget constituent un facteur de risque possible quant au maintien durable du financement du budget dévolu à l'éducation et notamment à son ambitieux Programme d'urgence, même si les autorités continuent d'accorder la plus haute priorité au secteur.

0.2.3 L'amélioration des systèmes de gestion des finances publiques

Les études d'évaluation du système de gestion des finances publiques au Maroc, menées par la Banque Mondiale (*Country Financial Accountability Assessment, CFAA*, 2003 et 2007 ; *Country Procurement Assessment Report, CPAR*, 2000), le FMI (*Report on Observance of Standards and Codes – Fiscal Transparency Module, RONC*, 2005) et dans le cadre de l'exercice PEFA (*Public Expenditure and Financial Accountability Assessment*) 2009, accordent à celui-ci un niveau élevé de fiabilité et de sécurité juridique, en mesure de garantir la maîtrise des évolutions budgétaires.

Ces analyses jugent le risque global budgétaire faible mais identifient néanmoins des zones de risque plus élevées (opacité de la déconcentration, retards dans les délais de paiement et production tardive des états financiers) et affirme la nécessité de faire évoluer progressivement le système vers une gestion axée sur la performance en allégeant les contrôles à priori et en privilégiant l'évaluation et les contrôles à posteriori. Dans ce sens, la Commission européenne, en collaboration avec la Banque Mondiale et la Banque Africaine de Développement, appuie la conduite d'un programme de réforme de l'administration publique dont la réforme des méthodes de gestion des finances publiques constitue l'un des axes principaux. Celui-ci prévoit, notamment, la refonte de la Loi Organique des Finances pour y intégrer les principes de transparence, de performance et de pluri-annualité, la généralisation à l'ensemble des ministères de l'usage du CDMT et de la globalisation des crédits, la signature de contrats de performance entre les Ministères et leurs services déconcentrés, la réforme du système de contrôle de la dépense ou la conduite d'un vaste plan de formation destiné aux ordonnateurs.

0.2.4 Le CDMT

Un projet de cadre de dépenses à moyen terme (CDMT) intégrant les dispositions du Programme d'urgence 2009-2012 fournit un cadre de paramétrage et de chiffrage du programme d'urgence, détaillé et conforme qui, relié au schéma de financement mis en place par les autorités, permet de s'assurer de la soutenabilité du programme engagé.

0.2.5 La coordination des bailleurs de fonds

Depuis de nombreuses années, le secteur de l'éducation fait l'objet de nombreux appuis financiers (projets, appuis budgétaires ou aides institutionnelles) qui émanent de partenariats bilatéraux (Agence Française de Développement –AFD-, l' Agence des Etats-Unis pour le Développement International –USAID-, Agence Canadienne de Développement International –ACDI-, Agence Espagnole de Coopération Internationale au Développement –AECID- par exemple) ou de banques internationales de développement (Banque Africaine de Développement –BAD-, Banque Mondiale –BM-, Banque Islamique de Développement –BID- par exemple). De son côté, la Commission européenne, en parallèle aux engagements « Soutien à l'éducation de base, phases I et II », a appuyé plus récemment les logiques de formation à travers l'appui budgétaire au domaine de l'alphabétisation. Cet appui s'inscrit donc dans ces précédents en favorisant la complémentarité et la cohérence des partenaires. Un « Cadre partenarial » ouvert à tous les partenaires techniques et financiers (PTF) a été signé au mois d'octobre 2009, et il est prévu que les bailleurs qui se sont d'ores et déjà engagés à soutenir le « Programme d'urgence » (Agence Française de Développement, Banque Africaine de Développement, Banque Européenne d'Investissement, Banque Mondiale et Commission européenne) dans le cadre de la politique sectorielle générale signent également une « Lettre d'entente ».

0.2.6 Le système de suivi des performances et la consultation des bénéficiaires

Le suivi des performances est adossé au développement de plusieurs directions du MENESFCRS (Direction de la Stratégie, des Statistiques et de la Planification –DSSP- et Direction du Système d'Information –DSI-) mais également au Centre National des Examens (CNE) et, de manière plus récente, à l'Instance Nationale d'Evaluation intégrée au sein du Conseil Supérieur de l'Enseignement (CSE). Cet ensemble d'outils croise également une logique de dialogue telle qu'elle a pu être profilée au sein de la CNEF à travers la mise en place des Académies Régionales d'Education et de Formation (AREF). Instances moteurs du changement et de la participation, ces AREF doivent désormais être consolidées dans leurs vocations (déconcentration) et surtout articulées aux logiques locales (établissement), élément essentiel aux processus de démocratisation/responsabilisation scolaires et au débat avec les parents.

0.2.7 Les capacités institutionnelles

L'organisation des capacités propres du Ministère repose sur un système à trois niveaux (central, AREF et Délégations Provinciales de l'Education Nationale –DPEN). Ces structures ont vocation à animer les différents réseaux (primaire, collégial et qualifiant) et les structures d'appui (formation, recherche et évaluation). De manière spécifique, on retient qu'un cadrage institutionnel opérationnel pour la formation continue est en cours de mise en place. A un autre niveau de la réflexion (celle liée à l'autonomie des établissements), on retient également le souci de mise au point d'une structure d'appoint (association de gestion), dont la vocation

est de faciliter la gestion de fonds destinés notamment, à des usages préventifs (par exemple, entretien des bâtiments) et pédagogiques.

Complémentairement, la mise en place de l'appui budgétaire de la Commission européenne intervient à la charnière de deux perspectives de travail :

- D'une part, la prise en compte de manière explicite de la situation du domaine de l'ENF dans le programme d'appui ;
- D'autre part, la prise en considération des évolutions éventuelles de la stratégie sectorielle.

Enfin, il est utile de souligner que la Commission européenne apporte son soutien à la stratégie du secteur en se focalisant plus particulièrement sur la scolarisation des milieux sociaux les plus défavorisés, notamment en milieu rural et en milieu péri urbain.

1. INTERVENTION

1.1 Justification de l'appui

L'appui vise à accorder une priorité à la scolarisation des milieux sociaux les plus en difficulté, en accordant une attention plus forte à certaines populations, plus particulièrement les filles et les enfants en situation de précarité.

Plusieurs points justifient ce choix :

- Le développement du système éducatif, tel qu'il apparaît aujourd'hui, notamment à travers la mise en forme d'un Programme d'urgence, nécessite un effort plus conséquent pour les élèves en situation d'échec ou de difficulté scolaires, si l'on souhaite aller vers une meilleure équité scolaire et, à fortiori, sociale ;
- Les engagements antérieurs de la Commission européenne (programmes "Soutien à l'éducation de base" et "Appui à la mise en œuvre de la stratégie d'alphabétisation") sur le secteur de l'éducation et de la formation au Maroc, constituent des points d'appui qu'il convient de poursuivre et d'amplifier.

Par ailleurs, les différentes réflexions actuellement stimulées par le Programme d'urgence mettent en évidence la nécessité de prendre en considération dès maintenant des perspectives qui s'imposeront pour préparer une école du XXIème siècle à la fois solide, durable et intégrative. Ainsi il est certain que le domaine de l'ENF a vocation à évoluer avant la concrétisation effective d'une "Education pour tous".

1.2 Objectifs

1.2.1 Objectif général de l'appui

Le présent appui a pour objectif général de contribuer au développement politique, économique et social du Maroc, à travers la réforme de son système éducatif.

1.2.2 Objectif spécifique de l'appui

L'objectif spécifique de cet appui est de garantir un enseignement obligatoire de qualité et accessible à tous, régi par les principes d'égalité de chances, de solidarité, de respect et de participation.

1.3 Résultats escomptés et principales activités

1.3.1 Résultats escomptés

L'appui permettra (résultats escomptés en lien avec le Programme d'urgence) de:

- Réduire de manière significative les taux d'abandon scolaire (tant au primaire qu'au secondaire collégial) pour aller vers un enseignement de base pour tous les élèves de moins de 16 ans (Re 1, Espace 1 du PU) ;
- Renforcer de manière durable l'efficacité professionnelle des personnels qui assurent au quotidien la scolarité des élèves (Re2, Espace 3 du PU) ;
- Stimuler une gouvernance à la fois responsable et équitable (Re 3, Espace 3 du PU).

1.3.2 Principales activités

Les principales activités en lien avec les résultats escomptés sont les suivantes:

- **Re 1 (Espace 1):**
 - A1.1: Développement d'un préscolaire de qualité et ouvert à tous.
 - A1.2: Renforcement de l'aide sociale et financière aux élèves économiquement défavorisés.
 - A1.3: Mise en œuvre d'un soutien scolaire adapté, en réponse aux difficultés de chacun.
 - A1.4: Développement des formes de rescolarisation.
- **Re 2 (Espace 3):**
 - A2.1: Mise en œuvre d'une stratégie de formation continue, pérenne et de qualité.
 - A2.2: Finalisation du dispositif d'évaluation des acquis des élèves.
- **Re 3 (Espace 3) :**
 - A3.1: Développement d'une politique de gestion différenciée des moyens.
 - A3.2: Mise en œuvre d'une gestion responsabilisante, centrée sur l'établissement scolaire.

2. MISE EN ŒUVRE

2.1 Budget et calendrier

Le programme sera mis en œuvre sur une période de 48 mois, à compter de la signature de la Convention de financement.

La contribution de la Commission européenne à la mise en œuvre de la Stratégie d'éducation s'élève à 93 millions d'euros.

La contribution est répartie entre :

- Un appui budgétaire sectoriel d'un montant de 89 millions d'euros.
- Une aide complémentaire, d'un montant de 4 millions d'euros, ventilée entre :
 - Des missions d'appui technique et un fonds d'étude à hauteur de 3.2 millions d'euros ;
 - Une enveloppe de 0.8 million d'euros consacrée au suivi, aux évaluations, ainsi qu'aux actions de visibilité et de communication.

Composantes	Budget de la Communauté européenne (en millions d'euros)
Appui budgétaire sectoriel :	89.0
• 1 ^{ère} tranche fixe (année N)	29.0
• 2 ^{ème} tranche variable (année N+1)	20.0
• 3 ^{ème} tranche variable (année N+2)	20.0
• 4 ^{ème} tranche variable (année N+3)	20.0
Aide complémentaire	4.0
- Assistance technique et fonds d'études	3.2
- Suivi et évaluation	0.45
- Visibilité et communication	0.35

2.2 Modalités de l'appui budgétaire

L'appui budgétaire sera délivré sous la forme d'un appui budgétaire direct et non ciblé, versé au compte du Trésor public.

Le transfert de devises (EUROS) se fera sur un compte au nom du Trésor du Royaume du Maroc ouvert à cet effet auprès de la Banque Centrale du Maroc (Bank Al Maghrib). Ce montant sera comptabilisé sous date de valeur de la notification du crédit et sera immédiatement converti en Dirhams marocains au taux de change "achats" en vigueur le jour du crédit du compte tel que coté par la Banque Centrale du Maroc. Le montant ainsi converti en Dirhams marocains sera transféré au budget général du Gouvernement.

Dès réception des fonds déboursés dans le cadre de la Convention de Financement, le Gouvernement marocain, par l'entremise du Coordonnateur National, transmettra à la Commission européenne une attestation confirmant que ces fonds ont bien été crédités sur le compte du Trésor approprié, accompagnée de la documentation attestant le taux de change utilisé à la date du transfert.

2.3 Suivi de l'exécution et critères de décaissement

2.3.1 Parties prenantes et responsabilités

Pour la partie européenne : - la Commission européenne (CE).

Pour la partie marocaine : - le Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique (MENESFCRS);
- le Ministère de l'Economie et des Finances (MEF).

2.3.2 La coordination des bailleurs de fonds

La coordination des bailleurs de fonds est assurée d'une part grâce à un "Cadre Partenarial", qui fixe les attentes et les modalités de développement de la coordination dans le secteur de l'éducation (notamment objectifs et périodicité des réunions de coordination) avec les différents partenaires techniques et financiers, d'autre part, et de façon plus spécifique, dans le cadre d'une « Lettre d'entente », signée par les quatre bailleurs engagés dans la mise en place d'un appui conjoint (Agence Française de Développement, Banque Africaine de Développement, Banque Européenne d'Investissement et Commission européenne) et par les autorités ministérielles compétentes (MENESFCRS et MEF). Ces documents sont repris en annexe. Il est prévu que la Banque Mondiale adhère à ce cadre après formalisation de son nouvel appui au secteur.

2.3.3 Mécanismes de suivi, de revue, et d'évaluation des progrès

La mise en œuvre du programme d'appui fera l'objet d'un suivi régulier par les services de la Commission européenne. Le MENESFCRS informera la Commission européenne de la désignation du point focal qui permettra d'assurer une communication fluide et opérationnelle.

Compte tenu de la portée et des enjeux de ce programme, la Commission européenne bénéficiera en outre de l'appui d'une équipe qualifiée dans le domaine, afin de réaliser un suivi externe. Ces missions de suivi devraient, à titre indicatif, être organisées de façon biannuelle et en coordination avec les autres bailleurs de fonds.

Par ailleurs, entre chaque mission de suivi, le MENESFCRS fournira un résumé sur l'état d'avancement de la mise en œuvre du Programme d'urgence.

2.3.4 Conditions générales de décaissement

Les conditions générales de décaissement de toutes les tranches sont relatives à la permanence des critères d'éligibilité à l'appui budgétaire, ainsi que des composantes d'un programme sectoriel. Ces conditions doivent être remplies chaque année sur toute la durée du programme.

- Permanence d'un cadre macro-économique sain. Cette condition est évaluée en coordination avec les autres bailleurs et par les instances financières internationales (FMI). Le contexte économique (inflation, dettes, change ...) doit permettre au MENESFCRS de poursuivre le programme dans de bonnes conditions.

- Permanence de mécanismes fiables de gestion et de contrôle des dépenses publiques. Le résultat des différentes évaluations doit assurer que les financements publics parviennent à leur destinataire dans des délais raisonnables, en respectant les procédures et avec le minimum de pertes.
- Permanence de la politique sectorielle telle qu'elle a été adoptée par le MENESFCRS. Cette permanence est attestée à N par le rapport de formulation de l'équipe d'expertise de la Commission européenne, et elle devra être démontrée, à N+1, N+2 et N+3, par la remise d'un rapport annuel de suivi de mise en œuvre de la Stratégie sectorielle, qui met en exergue les avancées substantielle de celle-ci, ainsi que par une note ministérielle chiffrée mettant en évidence l'augmentation des capacités financières de l'ENF (30% de complément financier, par rapport à N, à N+1, 40% de complément financier, par rapport à N, à N+2, et 50% de complément financier, par rapport à N, à N+3).
- Poursuite de la consolidation du budget des dépenses de l'éducation dans le cadre de projections détaillées sur 3 ans par la Loi de Finances et le CDMT. Ce dernier document, transmis officiellement par le MEF à N, N+1, N+2 et N+3, devra montrer que les autorités marocaines mobilisent des moyens financiers en adéquation avec la stratégie sectorielle, de manière à permettre sa poursuite.

2.3.5 Conditions spécifiques, y inclus les indicateurs de décaissement des tranches variables³

La première condition touche à l'utilisation effective des mécanismes de coordination avec les principaux bailleurs et partenaires techniques et financiers. A ce titre, le Cadre Partenarial signé par le MENESFCRS et différents partenaires techniques et financiers sera transmis à l'année N, et le compte rendu de la réunion annuelle de suivi au Cadre Partenarial, telle que prévu au point "II. Principes" de ce document, sera transmis à la DCE les autres années (compte rendu de la réunion de l'année N+1 pour N+1, de l'année N+2 pour l'année N+2 et de l'année N+3 pour N+3).

Par ailleurs, les indicateurs de décaissement des tranches variables retenus sont les suivants:

- Définition et mise en œuvre d'une nouvelle stratégie du préscolaire (en lien avec le Re1),
- Taux net de scolarisation de l'enseignement préscolaire en milieu rural (en lien avec le Re1),
- Développement des dispositifs d'aides matérielles et financières (en lien avec le Re1),
- Taux net de scolarisation des filles en milieu rural (primaire) (en lien avec le Re1),
- Mise en place du soutien scolaire au collège (en lien avec le Re1),
- Taux d'achèvement des filles (collégial) (en lien avec le Re1),
- Nombre d'élèves de l'ENF réinsérés (en lien avec le Re1),
- Mise en place opérationnelle d'une formation continue (FC) des enseignants (en lien avec le Re2),
- Taux de redoublement dans le secondaire collégial (en lien avec le Re2),
- Mise en place d'un dispositif d'évaluation des élèves (en lien avec Re2)
- Taux d'abandon au collège (en lien avec le Re2),

³ Ces indicateurs sont présentés, de manière détaillée en annexe 1 des DTA.

- Renforcement de la maîtrise des langues (d'enseignement et enseignée) (en lien avec le Re2),
- Mise en place des projets d'établissements (en lien avec le Re3),
- Mise en place d'un dispositif de formation continue des chefs d'établissements (en lien avec le Re3).
- Mise en place d'une stratégie de prévention et de remédiation de la violence en milieu scolaire (en lien avec Re3)

L'analyse de ces indicateurs de décaissement retenus, et détaillés en annexe 1 des DTA, nous indique qu'ils sont de qualité suffisante pour justifier leur utilisation pour le déboursement de l'aide budgétaire.

Les cibles et indicateurs de performance retenus, spécifiés dans les annexes 1 et 2, s'appliqueront pour la durée du programme.

2.3.6. Appui technique

Un appui technique (AT) sera mobilisé dans le cadre de ce programme lorsqu'une expertise sera requise pour accompagner la mise en œuvre du programme ou de la stratégie générale du gouvernement dans ce secteur. Il s'agit d'un appui technique ou institutionnel pour appuyer la politique du gouvernement dans le secteur concerné, mais qui ne peut être interprété comme ayant un lien direct avec l'atteinte ou non des indicateurs de décaissement ou des conditionnalités concrets établis dans le présent programme d'appui.

Le MENESFCRS (et plus particulièrement les Directions au niveau central, les AREF et les DPEN) sera le bénéficiaire direct des activités d'AT. Toutefois, des interventions auprès d'autres établissements publics dépendant du Ministère ou travaillant directement dans le secteur peuvent être envisagées. Les appuis pourraient porter notamment sur des missions de court et moyen terme diligentées et formulées à la demande du MENESFCRS. A titre d'exemple, les domaines qui pourraient faire l'objet de cet appui (sous forme d'assistance technique ou d'études) sont:

- Le renforcement des capacités.
- La déscolarisation/non scolarisation et ses explications, avec éventuellement des analyses par régions, contextes socio-économiques, etc...
- Les conditions d'une réinsertion scolaire réussie et efficace.
- Le renforcement de la formation professionnelle des enseignants.
- Les questions pédagogiques.
- La violence en milieu scolaire (organisation d'une campagne informative par exemple).

L'assistance technique et les études seront mobilisées en concertation avec le MENESFCRS et les autres PTF concernés. Une procédure commune sera établie pour la définition concertée des termes de référence et la coordination des missions. Toutefois, les modalités de gestion financière et de contractualisation à appliquer seront celles de la Commission européenne (voir chapitre 2.4.).

2.4 Procédures de passation des marchés et procédures financières relatives à l'aide complémentaire

2.4.1 Procédures de passation de marchés

Les marchés de services relatifs à l'aide complémentaire (assistance technique, fonds d'études, visibilité et communication, suivi et évaluation du programme), seront conclus directement par la Commission européenne.

Ainsi, tous les contrats mettant en œuvre l'aide complémentaire dans le cadre de l'action doivent être attribués et exécutés conformément aux conditions générales et particulières de la Convention de Financement spécifique et aux procédures et documents standards établis et publiés par la Commission européenne pour la mise en œuvre des opérations extérieures qui sont en vigueur au moment du lancement de la procédure en cause.

2.4.2 Paiements

Tous les paiements doivent être exécutés par la Commission européenne conformément aux conditions générales et particulières de la Convention de Financement et aux procédures et aux documents standards établis et publiés par la Commission européenne pour la mise en œuvre des opérations extérieures qui sont en vigueur au moment du lancement de la procédure en cause.

3. EVALUATION

Le déroulement fréquent de missions de suivi et la disponibilité d'un budget conséquent pour des études et de l'assistance technique rendent redondante une évaluation du programme à mi-parcours. En outre, certains partenaires au développement prévoient de réaliser, au cours de la mise en œuvre, des évaluations spécifiques de certaines composantes. Toutefois, une évaluation ex-post sera lancée au plus tôt six mois après le dernier déboursement.

4. COMMUNICATION ET VISIBILITE

Le programme respectera les dispositions du manuel de visibilité de l'UE applicables aux actions extérieures. La communication des activités et des résultats de l'appui au grand public et aux médias devra mettre en évidence les contributions en partenariat avec le gouvernement marocain (à titre d'exemple, un communiqué de presse à la signature de la CF et au déboursement des tranches. Il est aussi prévu d'organiser un séminaire international portant sur un sujet pertinent dans le cadre du programme.

5. ANNEXES

1. Indicateurs de performance utilisés pour les décaissements
2. Modalités de décaissement et calendrier
3. Cadre Partenarial avec les Partenaires techniques et financiers (à inclure une fois finalisé)
4. Lettre d'entente entre le Royaume du Maroc et les Partenaires techniques et financiers (à inclure une fois finalisée)
5. Sigles et abréviations

ANNEXE 1 DES DTA

INDICATEURS DE PERFORMANCE

Repères pour la lecture des tableaux :

- La colonne " indicateurs et types" renvoie à la liste d'indicateurs de base retenus conjointement avec l'ensemble des PTF susceptibles de signer la lettre d'entente. Les indicateurs de décaissement utilisés sont de deux types : type P = type « processus » et type R = type résultats (ou impacts) scolaires.
- La colonne « description et source de vérification » précise, de manière schématique, les différents éléments qui devront être vérifiés et la source (ministérielle, territoriale ou établissement) qui la nourrit. Cette colonne précise les modalités de vérification et la disponibilité des données (pour mise en œuvre du suivi notamment).
- La colonne « valeur de base » renseigne l'indicateur sur sa valeur au terme de l'année scolaire 2007-2008, lorsque les données sont disponibles.
- La colonne « repères antérieurs » renseigne l'indicateur sur les évolutions quantitatives et/ou qualitatives constatées au cours des cinq dernières années.
- La colonne « perspectives » renseigne l'indicateur sur la base des propositions d'évolution formulées dans le cadre du « Programme d'urgence 2009-2012 » (documents relatifs à la définition du PU (janvier et mai 2009) ou à son cadre opérationnel et budgétaire (juin 2009) ou pour l'indicateur ENF sur les propositions émises par la Direction de l'Education Non Formelle (DENF).
- La colonne « proposition de performances » renseigne l'indicateur sur les niveaux attendus pour les décaissements (Années N+1, N+2, N+3).

Action Fiche No. 1 for Bangladesh

1. Identification

Title/Number	Primary Education Development Programme III (PEDP III) DCI-ASIE/2011/022-542		
Total cost	Total: EUR 54 000 000 EU contribution is: EUR 54 000 000		
Aid method / Method of implementation	Sector Policy Support Programme (SPSP): <ul style="list-style-type: none">- Sector Budget Support: centralised management- Technical Cooperation: joint management through contribution agreement with United Nations Children's Fund (UNICEF)- Monitoring, Evaluation & Audit: direct centralised management		
DAC-code	11110	Sector	Education

2. Rationale and country context

2.1. Country context and rationale for Sector Policy Support Programme

2.1.1. Economic and social situation and poverty analysis

Bangladesh economy has experienced stable economic growth over the past decade, averaging at around 5.8% from 2001-2010, with projected increases to 8% by 2015. Real Gross Domestic Product (GDP) per capita has nearly doubled in the last ten years from US\$ 330 in 2001 to US\$ 640 in 2010. This positive trend is projected to be sustained reaching an estimated GDP per capita of US\$ 915 by 2015.¹

Bangladesh's steady growth has enabled improvement in poverty reduction in recent decades attributed to substantial public and non-state investment in education, health, and social empowerment programmes. The national head count rate of poverty, measured by the upper poverty line, has declined from 58.8% in 1991 to 40.0% in 2005. The compound poverty reduction rate per year is recorded at 1.8% over the period. Net enrolment rate in primary education has increased from 60.5% in 1990 to 93.9% in 2009 and with gender equity. Adult literacy rate also has improved from 35.3% in 1991 to 59.1% in 2008. Infant and child mortality has declined by half since 1990 and fertility rates declined similarly over the same period.

Although much has been accomplished, Bangladesh remains one of the poorest countries in the world. Chronic malnutrition is pervasive across socio-economic strata affecting 56% of the poorest and 32% of the children in the highest quintile. Moreover, there are growing economic disparities between geographic regions and various socio-economic demographic groups. The challenge to reducing poverty is further exacerbated by Bangladesh's vulnerability to shocks such as severe flooding, cyclones, and droughts which have devastating consequences for the poor. The role of women in economic and social activities has improved over time making a major contribution to poverty reduction. Participation of women has increased both in wage employment (especially in the garment industry) and self-employment (such as through microfinance schemes). A sharp increase in education attainment for girls over the past 20 years has supported influx of young

¹ Data source: International Monetary Fund (IMF) <http://www.imf.org/external/data.htm#data>

women into the labour market at higher earnings. Notwithstanding such progress, the illiteracy rate is much higher among adult women than men, vulnerability of women remains significant, and women continue to have a limited voice in political and policy arenas. There also remains a significant wage gap between working women and men.

2.1.2. National development policy

As outlined in the government's Vision 2021, the overarching goal is to propel Bangladesh into a trajectory of high performing growth and to join the ranks of the middle-income countries by 2021. The target is to reach an average per capita income level of around US\$ 1,000 (in present dollar terms), based on a GDP growth rate of at least 8% per annum over the next fifteen years. In order to achieve this, it is envisaged that the basic structure of the Bangladesh economy will be altered. The share of agriculture in the GDP, currently at about 15%, will be reduced in contrast to the rising share of the manufacturing and services sectors. Energy security is of the highest priority in order to meet the needs of domestic investors and attracting foreign direct investments.

The new sixth five year plan (2011-15), currently under preparation, will serve as the planning framework and institutional mechanism for resource provisions, coordination, as well as monitoring of reform and development efforts. Development priorities, as identified in the Medium Term Budget Framework 2011-13, are: (i) ensuring adequate power and energy supplies; (ii) creating infrastructure for building a digital Bangladesh; (iii) undertaking effective action against corruption; (iv) establishing good governance; (v) strengthening efforts towards eliminating poverty and inequality; (vi) enhancing domestic demand and world demand for Bangladesh exports; (vii) enhancing growth impetus for the private sector; (viii) boosting public-private partnership; (ix) mitigating the adverse effects of climate change; and (x) harnessing gains from regional cooperation initiatives. The government is also committed to ensure all segments of the population, particularly the poor, can benefit from future growth. The national development strategy therefore also aims to increase investment in health/nutrition and education designed to enhance the participation and productivity of the population in the new economy, especially the poor and disenfranchised.

2.2. Sector context: policies and challenges

(1) Sector context

Bangladesh has one of the largest education systems in the world with over 20 million students enrolled from pre-school through higher education institutions. Service providers include public, private and non-governmental organisations that use formal and non-formal channels to deliver education in schools, madrasahs and community-based learning centres. Over the past 20 years the number of institutions and proportion of enrolled students has grown at every level and Bangladesh's success in achieving gender parity in both primary and secondary education is acknowledged worldwide.

Throughout this period of access expansion, interventions aimed at increasing the demand for education (stipends, school feeding, and subsidies for girls) was met by an expansion on the supply of education by the public and Non-Governmental Organisations (NGO) sectors. However, the quality of education has not developed at the same pace as access and participation, particularly in institutions serving the poorest children. In general, completion rates and learning outcomes are low for both primary and secondary levels. Improving learning and reducing disparities between regions and groups remains a challenge at all levels of the system.²

² Ministry of Primary and Mass Education, Government of Bangladesh, *PROG 3/PEDP III Programme Document*, Jan. 2011

Bangladesh's new National Education Policy (NEP) describes several policy directions for primary education, including (i) establishing an integrated school system encompassing pre-school to higher secondary levels under a framework that unifies public, NGO and private providers; (ii) Improving quality through reduced class size, improved teaching practices, and a focus on information communication technology literacy; (iii) decentralising primary education administration and management; and (iv) engaging in partnerships with NGOs and the private sector. To finance NEP implementation, it will require a sharp increase in public spending on education. The budget project of NEP is to double the education share of the GDP from the current level of 2.2% to at least 4.5% in the next five years. However, Government's commitment to meet this fiscal responsibility remains uncertain due to numerous competing priorities.

The third Primary Education Development Programme (PEDP III) is the third in a series of large multi-donor investments in primary education. It is consistent with the aspirations set out in the Constitution and embodies the directions indicated in the new National Education Policy. PEDP III incorporates a sub-Sector Wide Approach encompassing all interventions and funding that support pre-primary and primary education in Bangladesh. PEDP III will continue many of the quality improvements, institutional and systemic reforms introduced under previous interventions with an increased focus on how inputs are used at the school level to improve learning outcomes in the classroom. PEDP III is also designed to support a results-based-management approach to programme implementation. For this purpose, a strategic planning process was used to identify key results and to develop a conceptual framework for how those results would be achieved.

(2) Sector budget

Due to positive economic growth, the overall volume of public spending on the education sector has grown by 75% since 2006, including nearly 80% increase for primary education.³ Nevertheless, Government spending on education remains low by international comparison. For example, the unit cost per pupil spent in public primary schools is less than Taka 1,800 (EUR 20) per annum.⁴ In the past decade, education share of total expenditures has been constant at around 15-16%, well below the EFA (Education for All) recommended benchmark of 20%. Similarly, education expenditure as a percentage of GDP remains largely unchanged at around 2.0-2.2%.⁵

In the latest Medium Term Budgetary Framework 2011-13, the government has re-affirmed that education will be the highest spending sector.⁶ In the next three years, total sector spending is forecasted to grow at a pace of 13.35% annually from Taka 184 billion in 2011 to Taka 236 billion in 2013. The budget for primary education sub-sector will also increase at the same pace from Taka 80.7 billion in 2011 to Taka 101.7 billion in 2013. This projected increase for education however, is lower than the projected growth of the overall expenditure which will be at 14.77% annually. As a result, the education share of the budget will decline from 16.14% in 2011 to 15.75% in 2013.

The medium-term resource envelope for primary education sub-sector, PEDP III, is projected to amount to US\$ 8.8 billion over five years from 2011-2015. This budget projection is based on the assumption that the economy will grow at the annual rate of 14% (at current prices) and a stable education allocation of 2.3% of GDP. Ten development partners have proposed to co-finance this

³ The education/technology sector consists of three ministries: (i) Ministry of Primary and Mass Education; (ii) Ministry of Education; and (iii) Ministry of Information and Communication Technologies

⁴ Directorate of Primary Education (DPE) / Ministry of Information and Communication Technologies (2010) *PROG3: Economic and Financial Analysis (Draft)*

⁵ For example, 2008 education spending share of GDP in India is 3.7%, Nepal 3.8%, and Pakistan 2.9%.

⁶ Ministry of Finance's classification on education/technology sector covers Ministry of Education, Ministry of Primary and Mass Education and the Ministry of Science, Information & Communication. Ministry of Science, Information & Communication's budget however is very small, representing 1-2 % of overall sector budget.

Sector Wide Approach (SWAp) with the government.⁷ The development partners will contribute to PEDP III through the government's Consolidated Fund/Treasury Account and will be signatories to a Joint Financing Arrangement (JFA). The indicative total contribution under the JFA is US\$ 990.5 million or 12% of PEDP III budget.

In conclusion, the PEDP III financial planning scenario is inconsistent with that of the National Education Policy (NEP) that aims to raise government education spending to a minimum level of 4.5% of GDP by 2018 (whereas PEDP III budget plan is still based on the status quo of 2.3% of GDP over the next five years). It is recognised that in order to meet the NEP financing benchmark, the government will need to increase its revenue collection from the current level of 11.5% of GDP to the target of 14% of GDP by 2015. Hence, government efforts will have to be re-doubled by progressively increasing primary education spending in line with economic and revenue expansion.

(3) Sector coordination

Under the predecessor, PEDP II, a number of good aid practices have already been adopted, such as common financial management arrangements, joint reporting systems, joint missions, and annual sector performance review procedures. All PEDP II partners also have signed a Code of Conduct outlining a common *modus operandi*. A PEDP II consortium has been set up for regular information exchange, communication and coordination amongst the partners. In addition, under the umbrella of the national-level Local Consultative Group arrangement, the education working group has approximately 30 members, including active NGO participation. The newly adopted Joint Cooperation Strategy (JCS) by the government and partners will further advance country implementation of the Paris/Accra aid effectiveness commitments.⁸

PEDP III will continue and build on these good practices in sector coordination. The key instrument for sector coordination will be the JFA, signed by the Government and development partners. The purpose of JFA is to establish a framework for coordinating development partner support and cooperation with the government. These arrangements are the expression of all parties' desire to undertake support activities jointly, including: (i) a common system and procedures for information sharing, decision making, monitoring and reporting; (ii) joint government and development partners consultation procedures and annual joint review processes; (iii) common instrument and model for flow of funds and disbursement arrangements for development partners via the treasury model; (iv) adopt the same system and targets for programme monitoring as part of PEDP III results-based financing. The JFA also specifies Programme Expenditure Framework and Budget Heads and disbursement conditions based on achievement of agreed Disbursement Linked Indicators (DLIs).

It is expected all partners of PEDP III will be signatories of the JFA, including EU member states: the Netherlands, Sweden and U.K. The ongoing challenge in sector coordination however is how best to integrate the numerous parallel projects (including EU supported interventions such as non-formal education, education in the Chittagong Hill Tracts) as part of the sub-sector wide approach.

(4) Institutional capacity

The Bangladesh education sector is administered by two ministries. The primary education sector is under the purview of Ministry of Primary and Mass Education and post-primary is under the Ministry of Education. Due to this demarcation of sector responsibilities, sector organisations and

⁷ The 10 development partners co-financing for PEDP III are; Asian Development Bank, Australia, Canada, Japan, Netherlands, Sweden, United Nations Children's Fund, United Kingdom, the World Bank, and the EU.

⁸ Bangladesh signed the JCS with 18 major development partners in June 2010: Asian Development Bank (ADB), Australia, Canada, Denmark, European Union, Germany, Islamic Development Bank, Japan, South Korea, the Netherlands, Norway, Spain, Sweden, Switzerland, UK, United Nations, USA and the World Bank.

functions are fragmented. There is limited coordination between the two ministries on education sector policy and delivery of services. For example, primary school students in madrasahs do not fall under the responsibility of the Ministry of Primary and Mass Education even though they make up a substantial part of the primary education system. Greater coordination between the two ministries could enhance the performance of the sector as a whole and create a common approach to issues affecting the education system.

In the new National Education Policy, a key reform of primary education is vertical and horizontal expansion of the system that will incorporate all type of primary schools, pre-primary and non-formal education (NFE) under one holistic planning and management framework. For example under PEDP III, National Primary Education and NFE Policies will be synchronised; NFE programmes will be aligned and use the same basic learning competencies as the formal curriculum; children in NFE programmes can receive free textbooks, sit the Grade V final examination, and can transit to Grade VI. If these reforms are successfully implemented, the institutional and organisational fragmentation will be minimised while the overall system capacity will be enhanced.

A second challenge is the strengthening of the sector's human resource management functions. In recent years, steps have been taken in this regard at both policy level (e.g. formulation of human resource development strategy) and at the operational levels (e.g. addressing chronic staffing shortage through recruitment of new teachers).⁹ The reformed teacher selection and recruitment process has been rated positively by Transparency International as a good practice on transparency and good governance. Nevertheless, an ongoing challenge is to address the problem of heavy staff turnover alongside the practice of deputation across government agencies. This will require the establishment of a career path and ladder with the recruitment rules and criteria for promotion in place to eventually produce a core of primary education cadre officers and teachers.

A final challenge is to accelerate the implementation of education decentralisation policy. A draft devolution plan has been prepared and partially approved. Selective administrative and financial responsibilities have been devolved to local authorities, such as flexible school timing, teacher transfers, and local procurement of teaching and learning materials. However, for a system of this size, it remains over-centralised and the process of devolution does not involve transfer of authority to the field level officials to make decision or to exercise more discretion in carrying out functions.¹⁰ Under PEDP III, the school improvement grant programme (SLIP) will be expanded nationwide to empower school/community planning processes. In order to successfully lay the foundation of decentralization in primary education, it will require intensive monitoring of the programme supported by skilled and trained staff at the local government level. Moreover, relationships of authority and accountability between levels of government and between government and schools or communities require clarification. An urgent priority therefore is the formulation of a regulatory framework supportive of education decentralisation to enable many centralized functions to be carried out at subsidiary levels. As the next step under PEDP III, untied block grants should be provided to sub-district (upazila) education offices to enable implementation of the local upazila primary education plan. However, given the wider political context surrounding the concept of decentralisation in Bangladesh, it remains somewhat unclear how far the government is ready to decentralise social service delivery.

(5) *Sector Performance monitoring*

⁹ Ministry of Primary and Mass Education, Government of Bangladesh, *Primary Education Annual Sector Performance Report* (draft) 2010

¹⁰ Directorate of Primary Education (DPE)/ PEDP II (2010) *Aide Memoire: 6th Joint Annual Review, 2-13 May 2010*

In the past, it was difficult to obtain sufficient focus on results and timely reporting as much of the information available centred around progress of activities. System development for sound data collection, and analysis and dissemination of data to improve planning was limited. Since 2007/08, Ministry of Primary and Mass Education / Directorate of Primary Education (DPE) has adopted results-based management approach for programme planning and management, including preparation of annual sector performance reports. The performance monitoring system uses 14 Key Performance Indicators (KPI) and 20 Primary School Quality Standards indicators to track sector progress. The quality of the DPE annual primary school census data is judged to be of acceptable standards, but improving the timeliness and robustness of the report is a priority. Furthermore, the reliability of population data used by Ministry of Primary and Mass Education is uncertain as there might be some under-estimation on the number of out-of-school children who are very elusive and difficult to reach (e.g. urban street children).

The Monitoring and Evaluation Division in the Directorate of Primary Education division is responsible for sector performance monitoring. Its capacity is somewhat questionable and needs further strengthening. At present, this division is overwhelmed by too many responsibilities (including school inspection, grade five exams and student assessment) and does not have sufficient staff and resources to fulfil all of its mandates. A key proposal is to separate the information technology function from the unit responsible for the education management information system (EMIS). In addition, the sub-district (upazila) offices have been responsible for data entry of the school census forms since 2008. The capacity of sub-district offices is also uneven, presenting another challenge for improving the timeliness and quality school-level data. As part of the horizontal expansion of the primary education system, it is foreseen that the non-formal education management information system will be strengthened and integrated as part of the formal EMIS reporting system. NFE indicators and performance targets have been incorporated as part of the overall PEDP III results monitoring framework.

(6) Macroeconomic framework

Bangladesh has been able to sustain macro-economic stability and steady economic growth at around 6% GDP for the past six years. The high inflation seen in the last three years is easing, due to declining commodity prices. The national currency Taka is also stabilizing. Total government debt as a percentage of GDP has gone down steadily from 49.6% in 2006/07 to an estimated 43.4% in 2011/12. Total public expenditure has grown from 15.9% of GDP in 2003/04 to 16.9% in 2011/12, but still extremely low by international comparison. This is due to low government revenue collection at around 11% of GDP. The government's budget deficit is projected to remain at a manageable level at around 4% over the medium term. The government will issue new five-year development plan in the coming months to set out its medium term development priorities and strategy.

The 2009 and 2010 International Monetary Fund (IMF) Article IV consultations commended Bangladesh's economy for holding up well in face of the global recession. It also points out that Bangladesh's medium-term prospects are positive and with a substantial upside, but there is a need for the government to be more vigorous in implementing structural reforms. For instance, some progress has been made in reducing poverty, but poverty incidence remains high at over 40%. Other external factors, including high inflation, climate change, nature disasters, are potential threats for more accelerated country economic growth and poverty reduction. Moreover, during the last IMF Article IV consultation discussions a mission-level agreement was reached in principle with the Bangladeshi authorities on their economic reform program, which could be supported by the IMF under the Extended Credit Facility (ECF) during a three-year programme arrangement to

be supported with an amount of SDR 639.96 million. The agreement reached is subject to approval by the IMF's management and Executive Board.¹¹

(7) Public Financial Management

Bangladesh's Public Finance Management (PFM) system has undergone a number of transformations over the past two decades. While the Public Expenditure & Financial Accountability (PEFA) study conducted in 2005 and fiduciary risk assessments study conducted by the Department for International Development (DFID) in 2006 and 2007 highlighted some major flaws in the system, especially in the areas of financial governance, oversight and accountability, preliminary results of the ongoing PEFA exercise indicate – albeit at this stage still very moderate – improvements. This complements the findings of a sectoral fiduciary risk assessment conducted by Asian Development Bank (ADB) and the World Bank (WB) in early 2010 that recommended the adoption of a 'treasury model' for PEDP III.

The primary gains in the recent PFM reforms are notable improvements in strategic and performance based budgeting through Medium Term Budget Framework (MTBF) and in raising the standards of the financial accounting and reporting through initiatives such as the adoption of new accounting principles and standards as well as the implementation of a government-wide IT-based financial management information system (IBAS). Nevertheless, there are still concerns about the overall institutional integrity of the system. These concerns have been heightened by the amendments to the government procurement law in 2009 and, most recently, the changing of the statute of the anti-corruption commission.

A national multi-donor financed PFM reform programme 'Strengthening Public Expenditure Management Programme' (SPEMP) was launched in early 2010. In addition to continued capacity strengthening of the Ministry of Finance, SPEMP aims also to strengthen public accountability through the Comptroller and Auditor General's Department, the Parliament, and civil society advocacy. This programme embodies the government's commitment and strategy to public financial management reform and includes a medium-term action plan, targeting key PFM institutions. The EU supports SPEMP with a contribution of EUR 15 million.¹² As regards the line Ministry, Ministry of Primary and Mass Education, with its implementing agencies, an education sector PFM roadmap/action plan is being implemented to strengthen the Ministry's fiscal planning and management. With a view to mitigating potential financial management risks during PEDP III implementation, the action plan specifically addresses identified weaknesses and concerns regarding the adoption of the treasury model and the use of budget support for PEDP III.

In the newly adopted Joint Cooperation Strategy a new Public Expenditure and Financial Accountability (PEFA) exercise has been implemented in late 2010 and early 2011 to monitor and guide future PFM reforms.

At the request of the development partners, the PEFA exercise also included a qualitative assessment on the PFM capacity in the education sector. Under PEDP III, it is furthermore foreseen to conduct annual fiduciary reviews, including expenditure tracking surveys. Together, these will serve as a baseline for regular monitoring of PFM reform progress and thus, if pursued, provide the basis for any base tranche release under sector budget support.

In conclusion, in respect to an overall assessment of the PFM system in Bangladesh, serious concerns and problems persist. Whereas financial management risk remains high due to, for

¹¹ IMF (2010) *Bangladesh: 2009 Article IV Consultation - Staff Report*

¹² The overall financial envelope of the SPEMP multi-donor trust fund is approx. EUR 71.5 million. The SPEMP programme is therefore one of the biggest PFM reform programmes in the world.

example, systemic corruption, the Ministry of Finance has however shown positive reform intentions with the starting implementation of SPEMP. A 'dynamic' review therefore points towards a moderately positive trend with a sustained government commitment for further PFM reform. This conclusion is also supported by the shared assessment of the World Bank and the Asian Development Bank that, given past improvements, the country PFM system is sufficiently robust for the adoption of a treasury model for their contribution to the PEDP III. Similarly, the Dutch Embassy reports a moderately positive PFM trend in its 'Track Record Bangladesh 2009'.

2.3. Eligibility for budget support

It is confirmed that a well-defined sector policy is in place through the recent adoption of the National Education Policy in November 2010. The primary education sub-sector policy is set out in PEDP III and will be implemented from 2011-2016. PEDP III is aligned with the NEP but, according to current planning, does not yet foresee implementation of the envisaged extension of the primary cycle to grade VIII. Moreover, it is confirmed that Bangladesh has met the macroeconomic stability eligibility criterion, substantiated by the IMF's 2009 and 2010 Article IV consultation that highlights the resilience of the Bangladesh economy during recent global financial downturn. The World Bank and the Asian Development Bank further confirm that the economy is expected to grow around 6% of GDP annually in the next five years. Finally, it is confirmed that the PFM eligibility criterion is met based on the existence and implementation of a credible national PFM reform programme - Strengthening Public Expenditure Management Programme (SPEMP). A sector level PFM action plan, alongside additional PFM safeguards, will be executed in PEDP III.

2.4. Lessons learnt

Key lessons learned from PEDP II implementation are that the sector-wide approach has: (i) engendered high level of government ownership and leadership of the development process; (ii) government organisation has been strengthened through use of existing structure for implementation; (iii) the holistic programme based approach has enhanced sector efficiency through minimising duplication and fragmentation of activities; (iv) enabled greater focus on governance and systemic issues; and (v) enhanced programme sustainability compared to standalone projects approach. On the other hand, there are also some less positive lessons learned from PEDP II, including: (i) limited policy focus led to ineffective implementation in some programme areas; (ii) overambitious and rigid programme design led late start-up; (iii) insufficient capacity assessment at the outset along under-utilisation of technical assistance support; and (iv) pooled funding arrangements being complex and not necessarily reducing fiduciary risk. A joint evaluation and stock-taking exercise was conducted in early 2010.

The jointly agreed strategic directions for PEDP III are: (i) focus on the beneficiaries (the child) and frontline service delivery (the classroom); (ii) focus on improving the quality of primary education and adopting inclusive approaches; (iii) ensure flexibility in programme design and focus on programmes results and outcomes; and (iv) adopt the treasury model use the government's financial management systems for programme implementation. In addition, PEDP III will be fully aligned with and support the implementation of the new National Education Policy 2010 which was approved by the Parliament in December 2010.

2.5. Complementary actions

The proposed EU support for PEDP III will be highly complementary with other EU interventions in the sector, in particular targeted interventions (such as education in Chittagong Hill Tracts areas, primary school feeding) and civil society partnership programmes (such as the new non-formal education programme SHARE - Support to the Hard to Reach through Basic Education). In particular, clear linkages have been identified and planned for between PEDP III and SHARE with

regard to the technical cooperation and capacity development component of SHARE. Through this combination of programme and project-level support, EU will be able to engage with the government and other partners at a policy level on sector reform through PEDP III policy dialogue mechanism, while still being able to provide direct assistance to the poorest and most needy segment of the population. This 'two-pillar' strategy has been highlighted by a recent Court of Auditor's education review as exemplary pro-poor.

Another important area of programme synergy is to strengthen the linkages of public financial management reform between central government agencies and sector ministries. Under PEDP III, a sector-level PFM action plan has been agreed in consistency with the national level PFM reform programme SPEMP. EU's support for both SPEMP and PEDP III will thus help ensure that national-level PFM policy reform can be realised at the sectoral levels and institutions.

2.6. Donor coordination

Official development assistance (ODA) for Bangladesh has increased significantly in the past decade. Total ODA commitment has doubled from US\$ 1.23 billion in 2000 to US\$ 2.56 billion in 2009 with the World Bank, ADB, DFID and IMF as the largest donors. ODA disbursement however has been uneven ranging between 60-85% of donor committed funds.¹³ Bangladesh however, is by no mean aid dependent, with ODA accounting to only around 2-3% of its GDP. The government and partners have been making steady progress in implementing Paris Declaration/Accra commitments. The national poverty reduction strategy and country harmonisation action plan have been in place since 2005 and have enabled alignment of ODA with country development priorities. Bangladesh also took part in the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) country survey on monitoring Paris Declaration in 2006 and 2008.

In June 2010, the Government of Bangladesh and 18 development partners adopted a Joint Cooperation Strategy (JCS), including European Union and six EU Member States.¹⁴ The objective of the JCS is to create common platforms for national and sector dialogues and a national owned process for improving delivery of aid. In particular, the JCS aims to ensure effective collaboration between the government and development partners for the implementation of the Government of Bangladesh's new five-year development plan.

In education, three EU member states presently provide assistance for the sector: Netherlands, Sweden and U.K. Total education financing from EU and the Member States amounts to over EUR 600 million.¹⁵ EU and three member states – Sweden, U.K., and the Netherlands – are consortium partners in PEDP II. It is anticipated that the four EU partners will extend this partnership arrangement under PEDP III.

¹³ ODA data source: OECD/DAC <http://stats.oecd.org/qwids/>

¹⁴ The 18 JCS development partners are: Asian Development Bank, Australia, Canada, Denmark, European Union, Germany, Islamic Development Bank, Japan, South Korea, Netherlands, Norway, Spain, Sweden, Switzerland, UK, United Nations, USA and the World Bank.

¹⁵ Ministry of Primary and Mass Education, Government of Bangladesh, *PEDP III Programme Document (Annex 6)*, Jan. 2011. Denmark and Germany are also listed by the government with smaller scale interventions in education. The Netherlands commitment has not yet been confirmed.

3. Description

3.1. Objectives

The overall objective of the SPSP is to contribute to the achievement of the goal of the government's sector programme, the PEDP III, which is expressed as: "establishing an efficient, inclusive and equitable primary education system delivering effective and relevant child-friendly learning to all Bangladesh's children from pre-primary to primary education".

The anticipated outcomes of PEDP III, with which the specific SPSP objectives are aligned, are: (i) improving student learning outcomes; (ii) ensuring universal access and participation; (iii) minimising regional, gender and other forms of disparities; (iv) enhancing education decentralisation and school governance; (v) strengthening sector budget effectiveness; and (vi) enhancing sector and programme planning and management.

3.2. Expected results and main activities

The primary education sub-sector programme PEDP III consists of four components and six focus areas with the following expected results and main activities to which this programme will contribute:

Component I – Learning Outcomes

Results Areas 1: All children acquire grade-wise and subject-wise expected learning outcomes or competencies in the classroom

Main Activities: (i) *Prottekaei shikhbe* or teachers accountable for each child's learning; (ii) School and classroom based assessment; (iii) Curriculum and textbooks strengthened; (iv) Timely production and distribution of textbooks; (v) Introducing Information and Communication Technologies (ICT) in education; and (vi) Teacher education and development, including introduction of a new Diploma in Education (Dip-in-Ed) and the implementation of a comprehensive continuous teacher education program of in-service training and support networks.

Component II – Participation & Disparities

Results Area 2.1: Improved participation of all children in pre- and primary education in all types of schools (formal, non-formal, and madrasah)

Main Activities: (i) Alternative and second chance education (NFE), including equivalency framework for non-formal education; (ii) Free pre-primary education in government primary schools; (iii) Mainstreaming inclusive education, including gender affirmative actions; (iv) Continuous education provision in emergencies; and (v) Communications and social mobilisation.

Results Area 2.2: Regional and other disparities reduced in terms of participation, completion and learning outcomes

Main Activities: (i) Targeted stipends for poor students; (ii) Providing school health and expanding school feeding programmes; (iv) Creating child friendly school physical environment; and (iv) Reducing overcrowded classrooms and access disparities through needs based infrastructure.

Component III – Decentralisation & Effectiveness

Results Area 3.1: Sub-district (upazila) and school level management functions decentralised

Main Activities: (i) Field-level offices strengthened; (ii) Decentralized school management and governance; (iii) School level leadership and development; and (iv) Organisational review and strengthening, including creation of new posts, filling of vacancies and career paths.

Results Area 3.2: Increased effectiveness of budget allocation and utilisation

Main Activities: (i) Grade V terminal exam strengthening; (ii) Teacher recruitment, promotion and deployment; (iii) Strengthening annual school census; and (iv) Improving national students assessment.

Component IV – Programme Planning and Management

Results Area 4: Improved sector and programme planning and results based management

Main Activities: (i) Strengthening programme management and governance; (ii) Strengthening programme financial management; (iii) Ensuring appropriate and predictable sector financing; (iv) Strengthening sector monitoring functions and results based management; (v) Needs-based human resource development and training; and (vi) Formalising public-private partnerships.

3.3. Risks and assumptions

The two main assumptions on effective PEDP III implementation are: (i) viability of the treasury model for effective programme financial management; and (ii) sufficient organisational capacity to implement a complex and large scale programme. In addition, there is also a macro-economic and fiscal risk insofar the sector programme is based on a high growth and macro-economic stability assumptions to for example ensure that sector financing will increase.

Financial management risk: The main challenge of the PEDP III is to ensure financial probity and minimise improper use of funds from the sector budget. To mitigate this risk, the government's public financial management (PFM) system has been assessed extensively over the course of preparation for PEDP III. These reviews focused both on the national PFM system as well as sector-level capacity to manage and account for public funds. Based on the identified weaknesses, a sector PFM action plan has been developed that will provide assurance as to how programme funds will be managed and accounted for. Additional safeguards for partners implementing the treasury model include procurement exceptions and conducting of joint annual fiduciary assessments. The World Bank and the Asian Development Bank will provide additional fiduciary oversights by closely monitoring the spending levels on the programme expenditure framework and budgets heads. According to current planning, most other development partners will identify the Minister's finances as eligible expenditure (with some exceptions); this however, is not applicable to the EU under sector budget support.

The findings of the PEFA study that was conducted in late 2010/early 2011 and included a qualitative assessment on education sector PFM capacity will provide the baseline and benchmarks for future reforms. EU's support for the national PFM programme SPMP will strengthen linkages between national and sector level processes, in particular financial governance and oversight. As part of the joint arrangements, the Comptroller and Auditor General of Bangladesh will conduct annual external audit of the sector expenditure.

Capacity Risk: Another major risk is related to capacity of the Ministry of Primary and Mass Education/Directorate of Primary Education to plan, manage, implement and monitor a massive sector reform programme. These constraints are pervasive in the public administration system and given the scale and complexity of the education system, ensuring an effective and efficient programme operation alongside robust regulatory and accountability environment pose considerable challenges.

This capacity risks are mitigated by careful sequencing of implementation steps and processes in the programme design to enabling policies into the results. PEDP III also integrates its design structure with the administrative and financial units already responsible for service delivery in the sector and reinforces them with focused capacity building. This combination promotes greater local accountability and should boost effectiveness and durability in programme implementation and outcomes. In addition, the government is undertaking a needs assessment to identify capacity gaps and technical assistance requirements.

3.4. Stakeholders

The main stakeholders/beneficiaries of the programme are the Ministry of Primary and Mass Education, the Directorate of Primary Education, the Ministry of Finance, local government education authorities at district and sub-district levels, pre-primary, primary and non-formal education schools (public, private and non-government organisations), school management committees, school teachers and head teachers and parents and children.

3.5. Crosscutting Issues

PEDP III will give special attention to education response to potential impact of climate change and other natural disasters. The programme component “Education in Emergencies” has the objective to ensure continuation of schooling during emergencies through provision of block grant aid and training of school personnel, government officials and local volunteers. For school infrastructure works, the government will adopt the World Bank’s Environmental Management Framework and Social Management Framework and provide an annual report on their implementation.

The PEDP III component “Mainstreaming Inclusive Education” is designed to ensure that the special educational needs of indigenous children, ethnic minorities, children with learning disabilities, and disabled children will be addressed throughout the programme. The gender action plan will be incorporated as part of the Inclusive Education Action Plan and implementation of which will be monitored annually as part of the annual joint review process.

Sector governance is another key cross-cutting theme of PEDP III, focusing on strengthening decentralisation through delegation of greater management responsibilities to district and sub-district education authorities. Schools and community will be empowered through nation-wide expansion of the school improvement grant scheme, alongside strengthening providing capacity building for school management committees. Programme-level governance will focus on strengthening the public financial management of the primary education systems through implementation of the PFM Action Plan.

4. Implementation issues

4.1. Method of implementation

The programme will be implemented through the signature of a Financing Agreement with the Government of Bangladesh.

Component 1, Sector Budget Support: Centralised Management: The EU will transfer its funds to the Consolidated Fund of the Government of Bangladesh (treasury, hereafter referred to as “Consolidated Fund”) with the Bank of Bangladesh. The credit of equivalent local currency Takas in the consolidated fund as a result of conversion of receipt of Euros by the Bangladesh Bank will be certified by Ministry of Finance in writing to EU. Specific disbursement procedures and banking instructions are set out in the financing agreement between EU and the partner Government.

Component 2, Technical Cooperation: Joint management through the signature of a contribution agreement with UNICEF in accordance with Article 53d (a) of the Financial Regulation. This international organisation complies with the criteria provided for in the applicable Financial Regulation.

Drawing on PEDP II lessons learned and consistent with technical cooperation backbone strategy, EU provision of technical cooperation for PEDP III will embrace the basic principles on: (i) ensuring a country-led capacity development planning and management processes; (ii) engendering a longer-term perspective on sector capacity development needs; and (iii) minimising parallel provision of technical cooperation in the sector.

The Directorate of Primary Education is undertaking a systematic assessment of technical cooperation / technical assistance needs for PEDP III to be completed prior to the start of the programme. Based on the survey of needs, a rolling plan is drafted which will be updated on a regular basis. The plans will be reviewed and updated as part of the Joint Annual Review Missions.

In addition to technical cooperation procured through the government system, there will be a number of parallel technical cooperation arrangements directly funded by development partners. In order to streamline technical cooperation / technical assistance provision under PEDP III, the EU will sign a contribution arrangement with UNICEF.

UNICEF has been identified as a partner for technical cooperation because of its organisational mandate and extensive experience in providing capacity development for the sector. UNICEF is also knowledgeable about and has built good working relationships with local education authorities through piloting of the school improvement grants during PEDP II, hence can facilitate the next phase of education decentralisation. UNICEF and the EU also share a priority in helping the government to minimise the growing disparities in education performance between geographic regions, consumption quintiles, gender and other disadvantaged groups. In addition, the Australian Agency for International Development (AusAID) has given a preliminary indication that it may extend its contribution arrangement with UNICEF, further reducing the number parallel technical cooperation provisions in PEDP III. The EU funding arrangement with UNICEF should be un-earmarked and approved annually, as part of the rolling technical cooperation / technical assistance plan managed by the DPE. The Programme Surveillance Unit within Ministry of Primary and Mass Education will coordinate all technical assistance in consultation with DPE. *Component 3, Additional provision for evaluation and audit:* Funding will be provided through services procurement, under direct centralised management.

4.2. Procurement and grant award procedures

Component 1, Sector Budget Support (SBS): Centralised Management. The foreign exchange provided under the programme will be direct and untargeted. The counter-value of the foreign exchange is to be used for budgetary support. The counter-value of the budget support will be channelled directly into the unified treasury account of the Government of Bangladesh. Once released, the funds will be used together with all other budgetary resources of the Government, and managed in compliance with the laws and regulations of Bangladesh. The Government of Bangladesh will confirm that the relevant treasury account has been credited and provide documentary evidence of the transfer, including the exchange rate used.

Component 2, Technical Cooperation: Joint Management. All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International organisation.

Component 3, Evaluation, and Audit: Centralised Management. All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by Regulation No 1905/2006 (DCI Regulation). Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in articles 31 (7) and (8) of the DCI Regulation.

4.3. Budget and calendar

The total estimated cost for PEDP III is budgeted at EUR 54 million, out of which EUR 51 million (94.4 %) will be allocated to the sector budget support component, EUR 2.8 million (5.2 %) to the

technical cooperation component and EUR 0.2 million (0.4 %) for monitoring, evaluation, and audit.

<i>Category breakdown (EUR)</i>	EU Contribution	Total	Contracting and Paying Authority
1.Sector Budget Support	51 000 000	51 000 000	51 000 000
2. Technical Cooperation through joint management with UNICEF	2 800 000	2 800 000	2 800 000
3. Evaluation & Audit	200 000	200 000-	200 000
Total	54 000 000	54 000 000	54 000 000

EU sector budget support will be accounted for as part of the sub-sector wide medium term budget framework, costed at around US\$ 8.83 billion, over a five year period from July 2011 to June 2016. Government will allocate around US\$ 7,840 million (88%) towards the PEDP III budget and the development partners will contribute a combined estimated/indicative US\$ 990 million (12%).

The sector budget support will consist of fixed and variable tranches.

An indicative disbursement timetable is set out in the Table below:

<i>Tranche Type</i>	<i>2012</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>	<i>Total</i>
<i>(EUR million)</i>	<i>Quarter</i>	<i>Quarter</i>	<i>Quarter</i>	<i>Quarter</i>	<i>Quarter</i>	<i>Quarter</i>	
	<i>1</i>	<i>3</i>	<i>3</i>	<i>3</i>	<i>3</i>	<i>3</i>	
<i>Fixed Tranches</i>	<i>4.5</i>	<i>4.5</i>	<i>5.5</i>	<i>5.5</i>	<i>5.5</i>	<i>-</i>	<i>25.5</i>
<i>Variable tranches</i>	<i>-</i>	<i>4.5</i>	<i>4.5</i>	<i>5.5</i>	<i>5.5</i>	<i>5.5</i>	<i>25.5</i>
<i>Total</i>	<i>4.5</i>	<i>9.0</i>	<i>10.0</i>	<i>11.0</i>	<i>11.0</i>	<i>5.5</i>	<i>51.0</i>

The operational implementation phase of the SPSP is 60 months from the date of signature of the Financing Agreement. Annual disbursement will take place after the joint annual sector review, scheduled in May every year, to assess PEDP III overall implementation progress and meeting of specific disbursement triggers.

4.4. Performance monitoring and criteria for disbursement

EU sector budget support funding allocation and disbursement trigger conditions is aligned with PEDP III programme and results framework that also includes a list of key performance indicators. It is harmonised with the approach adopted by all development partners as set out in the Joint Financing Arrangements. If any inconsistency or contradiction exists between the terms and conditions of the Joint Financing Agreement and the terms and conditions of the EU's bilateral financing agreement, the provisions of the EU's bilateral financing agreement will prevail. Disbursement decisions remain at the discretion of each development partner.

All tranche releases will be based on a positive assessment of Government of Bangladesh's reported progress in implementing sector policy under PEDP III at the joint annual performance review in May every year. In addition, any tranche release will be based on continued fulfilment of the two further eligibility criteria on: (i) continued stability oriented macro-economic management; and (ii) satisfactory progress in implementing public financial management (PFM) reforms.

Annual fixed tranche releases will be subject to the fulfilment of the three general conditions.

Annual variable tranche release will be based on the fulfilment of the three general conditions and on a positive assessment on satisfactory meeting of a set of disbursement linked indicators (DLI) at the joint annual performance review. This set of DLIs is comprehensive in scope and reflects the medium term priorities of the government in primary education reform. The DLI matrix consists of targets for key intermediate performance indicators, including policy actions, institutional development and output indicators in the PEDP III components: learning and teaching, participation and disparities, decentralization and effectiveness of budget utilisation.¹⁶

In order to ensure there is sufficient focus on sector performance, at the request of EU, two outcome-level indicators will be included and applied to EU sector budget support. The two EU-specific DLIs will be introduced in Year 3 (2014), taking into account that it will take some time for activities/outputs to translate into improved sector performance. The list of DLIs is shown below.

DLI 1:	Production & Distribution of Textbooks
DLI 2:	Teacher Education and Professional Development
DLI 3:	Pre-Primary Education
DLI 4:	Needs Based Infrastructure Development
DLI 5:	Decentralized School Management and Governance
DLI 6:	Grade V Terminal Exam Strengthened
DLI 7:	Teacher Recruitment and Deployment
DLI 8:	Annual School Census
DLI 9:	Sector Finance
DLI 10:	Universal Primary Completion (<i>EU only</i>)
DLI 11:	Reduced Regional Disparities (<i>EU only</i>)

For the variable tranche, targets not attained in year N may still be attained in year N+1, allowing for deferment of related funds until year N+1. Targets and corresponding fund release not attained in the final year, 2016 may be deferred until 2017 but not beyond. It is proposed that the criterion for release of funds be based on an equal weighting of specified indicators. The performance indicators and related targets will be agreed prior to signing the Financing Agreement and will apply for the duration of the programme. However, in exceptional, duly justified circumstances, the government may submit a request to the European Commission for the indicators and related targets to be changed. The changes agreed to the targets and indicators may be authorised by exchange of letters between the two parties. Release of the first fixed tranche in 2012 will follow the signature of the Financing Agreement, provided the general conditions are met.

4.5. Evaluation and audit

As set out in the JFA, the Government of Bangladesh and development partners will conduct: (i) a mid-term review of PEDP III after Year 3 in mid-2014; and (ii) an evaluation of PEDP III after completion in mid-2016. The government will coordinate and manage the review and evaluation processes jointly with the development partners, including preparation of terms of reference, contracting of any external technical assistance for the evaluation. The cost of mid-term review will be charged to the PEDP III programme budget and the evaluation will be charged to the

¹⁶ If a DLI has multiple actions/outputs in a given year, all conditions have to be met for the release of funding linked to that DLI.

development partners participating in the process unless otherwise agreed to between the signatories of the JFA.

The annual financial statements of PEDP III will be subject to an independent audit by the Comptroller and Auditor-General of Bangladesh in accordance with the International Standards of Auditing. These audited financial statements along with the management letter will be submitted to the development partners within six months after the close of the fiscal year. The government regulations for timely resolution and settlement of audit observations will be applicable to PEDP III. The Government of Bangladesh would provide evidence to development partners that financial irregularities are resolved through tri-partite meetings within six-months after the date of the audit report. The Comptroller and Auditor-General of Bangladesh is required to follow-up all material areas of risks identified. The development partners may commission financial and compliance audits as well as special purpose audits to be carried out by an international audit firm. The scope of these audits will be agreed upon by the signatories, and funded by the development partners unless otherwise agreed to between the JFA signatories.

External evaluations and audits will be carried out by independent consultants recruited directly by the Commission in accordance with the European rules and procedures.

4.6. Communication and visibility

During PEDP III formulation, the government has expressed a preference for the EU sector budget support modality, in particular the Fixed Tranche component which will be applied for disbursement conditions for majority of development partners of PEDP III. The inclusion of the two EU-specific outcome-level indicators in the DLI matrix will also raise EU's visibility in sector policy and strategy dialogue. At the programming level, the component on "Communication and Social Mobilisation" has the objective to ensure accurate and comprehensive reporting of the programme, a well-informed public on education reform initiatives and an effective public relations function for the government and its partners. Another aspect of visibility actions/strategy will be through EU contribution to a harmonised arrangement for the provision of technical cooperation, EU's contribution to the sector will be more widely disseminated (via workshops, conferences, publications, and study tours) than through discreet contribution.

UNICEF will comply with policies and procedures outlined in the 2009 Communication and Visibility Manual for EU External Actions.

List of supplementary information to the action fiche:

Annex 1: EU and European Member States Assistance to the Education Sector

Annex 2: TORs - External Needs Assessment for Effective TA to PEDP III

Annex 3: Indicative Schedule of Development Partners' Disbursements

Annex 4: SPSP Fixed Tranche - Harmonised Disbursement Modalities & Reporting

Annex 5: SPSP Variable Tranche - Harmonised Disbursement Link Indicators (DLIs)

ANNEX 1: EU and European Member States Assistance to the Education Sector

(On Going Projects)

European Union	
1. PEDP-II (SWAp with 11 DPs)	€ 105.00 m.
2. SHARE (new NFPE programme)	€ 52.00 m.
3. Non-Formal Primary Education through 3 partners: BRAC, Dhaka Ahsania Mission (UNIQUE) and Save the Children US (SHIKHON)	€ 28.30 m.
4. Technical and Vocational Education and Training (TVET) Reform (implemented through ILO)	€ 14.00 m.
5. Asia Link: Building partnership for better health, implemented by BRAC University	€ 0.75 m.
6. Education in CHT (Primary Education)	€ 6.60 m.
7. School Feeding (Primary Education)	€ 14.50 m.
8. Quality Primary Education for Children from Extreme Poor Households on Remote River Islands in North-West Bangladesh (implemented by NETZ)	€ 0.84 m.
9. Developing a Safety Net for Urban Marginalised and Disadvantaged Children, (implemented by Terre des Hommes Italy)	€ 0.70 m.
10. Early Childhood Care and Development in Disaster-Prone Areas,	€ 0.84 m.

implemented by Plan Bangladesh	
Total:	€ 223.53 m.
Denmark (Danida)	
1. Support to Underprivileged Children's Education Program (UCEP)	US\$ 3.70 m.
Total:	€ 2.70 m.
Germany (GTZ & KfW)	
1. SME promotion (support to vocational training service market for SMEs)	
Netherlands	
1. PEDP-II (SWAp with 11 DPs)	US\$ 46.30 m.
2. CAMPE: Quality Education Programme – formal and non-formal	€ 2.30 m.
3. BRAC University Institute of Education: Educational Research, Training and Advocacy Programme – All levels except post-secondary	€ 5.10 m.
4. Elimination of Child Labor (implemented through ILO)	\$ 10.20 m.
5. BRAC Education Programme: Non-formal pre-primary, adolescent life skills, secondary teacher training	€ 18.75 m.
6. Friends in Village Development Bangladesh (FIVDB): non-formal pre-primary; functional adult literacy; skills training and livelihood training	€ 30.00 m.
7. Underprivileged education Program (UCEP): NFPE for working children combined with pre-vocational orientation, technical education & training	€ 25.00 m.
Total:	€ 122.40 m.
Sweden (SIDA)	
1. PEDP-II (SWAp with 11 DPs)	US\$ 29.00 m.
2. Support to NFE	
3. Basic Education for Hard to Reach Urban Working Children Project Phase II (by CIDA and UNICEF)	US\$ 21.85 m.
4. Support to CMES (co-financed with NORAD)	US \$1.90 m.
Total:	€ 38.50 m.

UK (DFID)		
1. PEDP-II (SWAp with 11 DPs)		US\$ 150.00 m.
2. BRAC Education Program (co-financed by DFID, Netherlands, NORAD, NOVIP)		US\$ 56.70 m.
3. English in Action nine year programme		£ 50 m.
4. Support to Skills and Opportunities for Employment (SKOP) UCEP Phases V (co-financed by DANIDA, NORAD, SDC)		£ 15 m.
Total:		€ 225.60 m.

GRAND TOTAL:	€ 612.70 m.
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Source: MoPME, GoB, PEDP III Programme Document (Annex 6), Jan. 2011

Abbreviation

CAMPE = Campaign for Popular Education; CHT = Chittagong Hill Tract; CMES = Centre for Mass Education and Science; DANIDA = Danish International Development Agency; DFID = Department for International Development; DP = development partner; EU = European Union; FIVDB = Friends in Village Development in Bangladesh; GTZ = Gesellschaft für Technische Zusammenarbeit; ILO = International Labor Organization, KfW = Kreditanstalt für Wiederaufbau; NFE = Non-formal education; NFPE = Non-formal primary education; NGO = nongovernment organization; NORAD = Norwegian Agency for Development Cooperation; NOVIB = Nederlandse Organisatie Voor Internationale Bijstand; PEDP-II = Second Primary Education Development Project; SDC = Swiss Agency for Development Cooperation; SIDA = Swedish International Development Agency; SME = small and medium enterprise; SWAp = subsector-wide approach; TVET = technical, vocational education and training; UCEP = Underprivileged Children's Program; UK = United Kingdom

ANNEX 2: External Needs Assessment for Effective Technical Assistance to PEDP III

TERMS OF REFERENCE

1. Background

Since Bangladesh's independence, efforts have been continuous to achieve universal primary education. This programme (PEDP III) is the third in a series of large, multi-donor investments in primary education over the past 13 years and will be in force for five years from mid-2011. PEDP III involves a sector-wide approach encompassing all interventions and funding that support pre-primary and primary education with an increased focus on how inputs are used at the school level to improve learning outcomes in the classroom. The scope of PEDP III is the whole pre-primary and primary education sector and its comprehensive result and financing frameworks encompass all interventions supporting the primary education system.

PEDP III will improve equitable participation in higher quality, better governed, and better resourced primary education services for all children. Building on the successes and lessons learned over the past twenty years, the Government of Bangladesh (GOB) is confident that PEDP III will bring the infrastructure, training, curriculum, textbooks and materials, school based responsibility, programme management, regulatory reform and institutional arrangements together to achieve the aims put forward in the National Education Policy.

2. Technical Assistance

As highlighted in the Aid Memoire from the PEDP III Appraisal Phase-I Mission (31 Oct – 10 Nov), the effective deployment and use of technical assistance (TA) will be an important part of GoB efforts to improve the primary education sub-sector, to build capacity within the system and to implement a number of key interventions and activities efficiently.

Globally there have been mixed results in the provision and use of TA. Simply deploying TA is no guarantee that it will be used effectively. There are several different mechanisms for the provision of TA, ranging from the national government procuring all TA through to all TA being provided by Development Partners (DPs). Often a combination of mechanisms is used. It is crucial that the most effective and appropriate models are adopted for PEDP III based on global best practise, the experience during PEDP II and an assessment of current needs.

Under PEDP II there were various mechanisms used for the procurement of TA. In the early years of the programme the bulk of TA was procured by the GOB following ADB guidelines, and this was mainly through 'packages' of consultancies, most of which were long term with fairly general Terms of

Reference (TORs). This was supplemented by TA provided by the parallel funders UNICEF/AusAID and JICA. Although some cases can be cited of effective use of TA during this period, generally there was a view shared by a number of DPs and the GOB that the TA initially provided under PEDP II was not adequate to meet the needs of the programme. Problems included TORs that were not time bound and sufficiently task-focussed, poor coordination, a lack of planning and limited ownership by the Government.

Following the Mid-Term Review (MTR) of PEDP II there was a shift in the way TA was provided. Besides the GOB continuing to procure national TA through its normal systems and the provision of TA by the parallel funders, individual DPs provided specific TA, mainly international, at the request of the Directorate of Primary Education (DPE) and the Ministry of Primary and Mass Education (MOPME), each following their own procurement procedures and financing the TA outside the pooled fund. TA for the planning of PEDP III has been provided in a similar way. Generally it is agreed that this system has been much more effective. There is much greater GOB ownership, inputs have been much better focussed and the outputs have been effectively integrated into the program. However, some problems of coordination and longer term planning have remained.

3. Technical Assistance Needs

This TOR is for a systematic assessment of TA needs for PEDP III. Based on the experience of PEDP II, the PEDP III Appraisal Phase-I Mission (31 Oct-10 Nov) identified the below listed priority areas that are likely to require TA to strength the capacity and performance of the system:

- Management and evidence based planning.
- Monitoring, evaluation and reporting (including preparation of the Annual Sector Performance Report).
- Human resource management.
- Infrastructure.
- Teacher education.
- Pre-primary education.
- Finance.
- ICT and EMIS.
- Curriculum development.
- Assessment and examinations (including the Grade 5 terminal exam and National Student Assessment).
- Non-formal education.
- Public relations.
- Inclusive Education.

It is recognised that further assessment and analysis of needs is crucial as part of the finalisation of PEDP III. It is important to also build a mechanism for the continuous assessment of TA needs within the programme and to keep plans and arrangements flexible in order to respond to needs as they emerge.

Some key principles should guide the process of TA planning:

- TA should be based on initial and on-going needs assessments including assessment by GOB and external needs analysis.
- TA should be provided according to a flexible rolling plan prepared by GOB in consultation with DPs based on identified and emerging needs.
- Coordination and management of TA should be by MOPME/DPE with safeguards to mitigate against pressure being exerted by individual DPs and against the unnecessary use of DPs' systems in place of GOB's.
- The emphasis of TA should be on time-bound inputs with specific outcomes for effective programme implementation, improved sector performance and/or system capacity development, while allowing for some long term support to build DPE /MOPME capacity in specific areas.
- TA should not be used to substitute for staff functions.
- International TA should be partnered with specific Government counterparts and/or local TA to build national capacity.
- Mechanisms for TA provision may be broadened to include partnerships, institutional twinning and other arrangements that tap into institutional resource bases and build national capacity.

4. Mechanisms for DPs' Support of TA

Based on the discussions to date within the DPs' group and with DPE, it is likely that a combination of mechanisms will be used to provide TA for PEDP III. The basis for all TA, whatever the means of procurement, will be a rolling TA plan with management by DPE. A combination of mechanisms will be used to procure and finance TA for PEDP III, including GOB procurement, procurement by individual DPs and procurement by one DP on behalf of a group of DPs. The emphasis of TA should be on time-bound inputs with specific outcomes for effective programme implementation, improved sector performance and/or system capacity development.

In order to move forward, an **External Needs Assessment for Effective Technical Assistance to PEDP III** will now be conducted: this is the subject of these TOR. It will result in an initial Technical Assistance Plan as well as a mechanism to update it on a regular basis. The expert will also propose a mechanism within DPE for the coordination and management of all TAs, including TAs provided directly by DPs, together with recommended consultation procedures for the review of TA plans, TORs for specific assignments and TA arrangements.

5. Activities

The TA will perform the following tasks with a high degree of insight, efficiency and sensitivity:

- (i) **Undertake a situational analysis and assessment of technical assistance (TA) needs for effective implementation of PEDP III programme framework.** The situation analysis and assessment should include available technical capacity and expertise within DPE/MOPME, the organisational, implementation coordination and management structures, the lessons learned from previous and ongoing TA provision and utilization under PEDPII, and identification of best practices in education SWAs in other south Asian countries and programmes of similar contexts and scope.
- (ii) **Define the purpose and scope of the PEDP III Technical Assistance plan.** The TA plan will be based on clear understanding of what capacity should be developed at the institutional, organizational and individual level and for what purposes. There should be clear linkages between proposed TAs, capacities to be developed, and expected outcomes under each PEDP III programme components and the Education Policy in general. The TA Plan should consider and align with the functional analysis of MOPME and DPE policies. The Consultant will identify how the TA Plan can broaden the involvement of various levels of the Ministry, local government bodies as well as non-state actors in capacity development.
- (iii) **Propose a TA Coordination and Management Mechanism** of all TAs, including TAs provided directly by DPs together with recommended consultation procedures for the review of TA plans. The consultant will identify the appropriate organisational structures, management systems and information sources that will enable MOPME and DPE to identify and prioritise its own capacity building needs and priorities them on an annual and medium term (3 to 5 year) basis. Additionally the consultant will advise on a mechanism by which the plan can be updated on a regular basis. This system and process should sufficiently reflect the need to meet capacity development needs at the central, divisional, district and school level and take into consideration not only capacity gaps but also build on positive experiences in recent years.
- (iv) **Develop a specific Technical Assistance plan over the short and medium term for implementation.** The consultant will develop a costed and prioritised operational capacity development plan in support of the coordination mechanism developed under (iii). The plans should be fully aligned with PEDP III priorities and address any gaps. Additionally the consultant will develop TORs for specific assignments and TA arrangements.
- (v) **When undertaking each activity the consultant will follow the below guidelines:**
 - Consult with all agencies involved in the delivery of PEDP III and obtain and study pertinent documentation;
 - Obtain views and evidence on the delivery and outcomes of TA during PEDP III, together with advice on the practical lessons to be learned; Work in close consultation with key Bangladesh decision-makers, managers and planners, when drafting and finalising each activity listed above.
 - Involve Development Partner representatives in the consultations at all stages;
 - Proceed to the development of TOR based upon that Plan (i.e. for the early years of the PEDP III period), again in close consultation with Bangladesh partners; and
 - Based upon reactions to drafts by GOB and DPs, finalise the Plan and the set of detailed TOR.

6. Profile

The expert must have at least:

- An advanced University degree (Masters degree or equivalent) in organizational, management, education or similar social science,
- Minimum of 10 years experience in organizational capacity assessment and capacity development with extensive experience in social sector/education reforms, preferably in the context of a Sector Wide Approach.
- Extensive experience of design and implementation of capacity development strategy/plan for the education sector, including costing and prioritization.
- Recent and relevant experience of national, sub-national, and school level education sector issues in South Asia,
- Knowledge/familiarity with Bangladesh is highly desirable.
- Excellent inter-personal and communication skills in English language knowledge of Bangla would be useful but this is not essential.
- Computer literacy and public presentation and advocacy skills.
- Extensive experience of sectoral planning and reporting arrangement, including working in professional teams and use of results frameworks, log-frames and work planning arrangements.

The expert should be familiar with the design of Terms of Reference for Technical Assistants, based upon needs assessment and though consultation with host agencies. In addition, it is highly desirable that the expert should have a background in some – or ideally all – of the following:

- The provision and management of education in Bangladesh, especially at the primary level;
- Bangladesh's government service and its procedures and practices;
- A range of bilateral and multilateral Development Partners, with their several procedures and practices; and
- Development programmes and projects, both in Bangladesh and beyond.

7. Duration

The assignment will involve a total of 90 (ninety) working days on a 5-day working week basis, which shall include up to 2 travel days and 8 desk days for report drafting and finalising.

8. Estimated Work Schedule

- i) Inception report with detailed work plan by....
- ii) Progress Report/presentation to stakeholders with completed situation analysis and scope by...
- iii) Draft final report/presentation to stakeholder by... with final report submitted by...

9. Responsibility

The TA will be directly responsible to the PEDP II Programme Manager at DPE and, through him, to the PEDP III Technical Committee.

ANNEX 3: Indicative Schedule of Development Partners' Disbursements*

(in US\$ Million)

Development Partner	2011/12	2012/2013	2013/2014	2014/2015	2015/2016	Total	Percent	Tranches	FX	DLI
ADB	80.0	80.0	80.0	60.0	-	300.0	30.3%	2	50%	50%
World Bank	60.0	80.0	80.0	80.0	-	300.0	30.3%	2		100%
DfID	20.0	25.0	30.0	40.0	45.0	160.0	16.2%	2		100%
EU	6.2	12.4	13.7	15.1	22.6	70.0	7%	1	50%	50%
AusAID	7.0	7.0	7.0	7.0	7.0	35.0	3.5%	2	50%	50%
Sida	6.0	6.0	6.0	6.0	6.0	30.0	3%	2	50%	50%
Cida	-	16.0	16.0	16.0	17.0	65.0	6.6%	2	50%	50%
Jica	6.0	6.0	6.0	6.0	6.0	30.0	3%	2	50%	50%
Unicef	0.1	0.1	0.1	0.1	0.1	0.5	0.1%	1	100%	
Netherlands	-	-	-	-	-	-				
Total	185.3	232.5	238.8	230.2	103.7	990.5	100.0%			
DLI	125.5	168.7	173.7	175.0	78.1	725.0	73.2%			
FX	58.8	63.8	65.1	55.1	25.6	265.5	26.8%			

FX = Fixed Tranche; DLI = Disbursement Linked Indicators.

NOTE 1: Based on Bangladesh fiscal Year, from 1 July to 30 June

NOTE 2: From year 3 of the programme, the EU will use 2 outcome-level indicators as additional DLIs for the calculation of disbursements (KPI8A and 11).

NOTE 3: In year 5, there will be two variable tranches. The 5th and final EU variable tranche will be disbursed after completion of the Joint Annual Review Mission in May 2016.

* Taken from GOB PEDP III Programme Document

ROM BS report 2013



ROM BS REPORT

Bangladesh -BD – Third Primary Education Development Programme (PEDP III) – BUDGET SUPPORT

MONITORING REFERENCE – 30/03/2013

GBS/SBS Title:	Third Primary Education Development Programme (PEDP 3)		
GBS/SBS CRIS Number:	2011/291-406		
Other related complementary operations Titles:	Capacity Building for Equitable Quality Basic Education: UNICEF Technical Support to PEDP 3		
Other related operations complementary CRIS Numbers:	2012/295-263		
Modality of Aid (please mark with X)	Projects:	Pool funding:	Sector Budget Support: X
Date Financing Agreement signed:	29/01/2012		
Country:	Bangladesh		
Start Date – actual:	29/01/2012		
End Date – planned:	29/01/2017		
End Date - likely:	29/01/2017		
GBS/SBS EC Total Budget			€51,000,000
of which Fixed Tranches:			€25,500,000
and Variable Tranches:			€25,500,000
Other related complementary operations cumulated Budget			€3,000,000 54,000,000

SYNOPSIS

GBS/SBS Background:

Compliance between Public finance and Country Strategy

Country strategy

Bangladesh has experienced stable economic growth over the past decade with a projected increase of 6% on average for the coming years. Real Gross Domestic Product (GDP) per capita has nearly doubled in the last ten years and is expected to reach \$915 by 2015. This steady growth has enabled an improvement in poverty reduction in recent decades mainly attributed to substantial investments in education, health and social empowerment programmes. As outlined in the Government's "Vision 2021" the overarching goal is to propel the country into a trajectory of high performing growth and to join the ranks of the middle income countries by 2021. The prevailing 6th five year plan (2011 to 2015) serves as the planning and institutional framework for resource provision, coordination, and monitoring of reform and development efforts. The strategy aims to increase investment in health, nutrition and education in order to increase the participation and productivity of the population in the new economy, especially the poor and disenfranchised. In this regard, the Government of Bangladesh (GoB) is pursuing improved access, quality and performance in its primary education (PE) sector as part of a wider commitment to enhancing education outcomes at all levels and is making considerable progress

with regard to the achievement of the Education related MDG to achieve universal primary education by 2015 (MDG 2), in particular with regard to enrolment and gender equality, but challenges remain.

Macroeconomic Stability and PFM

Bangladesh has fared remarkably well through the current global economic crisis and its macroeconomic prospects are very encouraging. According to the Ministry of Finance (MoF), the Bangladesh economy is expected to grow by approximately 8% by 2015 and even 9% by 2017. The IMF is slightly less positive in its projections (Article IV report, Nov. 2011), but does confirm the prospects of at least a 6% growth rate with an upward trend over the coming years.

The Annual Development Plans (ADPs) of GoB are incorporated into the 6th Five-Year Plan, which aims at aligning public expenditure with national priorities through a medium term budgetary framework (MTBF). While there has been some success in linking budget allocations to government policies, there is still a clear segregation of public investment (“development”) from recurrent (or “revenue”) expenditure (also referred to as non-development). A national PFM system is evolving, but its current quality is an issue. The latest Public Expenditure and Financial Accountability (PEFA) report of 2010 highlighted the lack of transparency in inter-governmental operations, poor oversight of aggregate fiscal risk from public sector entities as well as weaknesses in expenditure controls, internal audit and fiscal reporting. A more specific analysis of some of the national level PEFA indicators was undertaken for MoPME in March 2011 and the list of key challenges identified in Primary Education included: predictability in the availability of funds for commitment of expenditure, the effectiveness of internal controls and audit, and effectiveness and follow-up on external audits.

The goals of the ongoing PFM reform process are formulated in the Strengthening Public Expenditure Management Programme (SPEMP), supported by GoB and DPs, including the EU. The three SPEMP pillars as well as respective outcome areas focus on the Finance Division (FD) of MoF, the Office of the Comptroller and Auditor General-OCAG, and Parliament oversight committees. Two ROM missions in 2011 and 2012 raised concerns about the slow pace of SPEMP implementation and PFM reform. For instance: (i) the segregation between “revenue” and “development” is unlikely to be addressed soon; (ii) one of the key outputs is the upgraded integrated Accounting and Budgeting System (iBAS), which has been rolled out across government at central level but not yet down to sub-national structures; (iii) public oversight and external audit of public expenditure remain weak.

Sector Policies

Bangladesh has one of the largest education systems in the world with over 20 million students enrolled from pre-primary through to higher education institutions. Service providers include public and private entities as well as NGOs that use formal and non formal channels to deliver education in schools, madrasahs and community based learning centres. Despite the progress noted above with regard to achievement of MDG 2 in terms of access and participation, the quality of education has not evolved accordingly and completion rates and learning outcomes remain low. Improving learning and reducing disparities between regions and groups remains a key challenge. Bangladesh’s 2010 National Education Policy (NEP) outlines several policy directions for primary education including: 1) establishing an integrated school system encompassing preschool to higher secondary levels under a framework that unifies public, NGO and private providers; ii). Improving quality through reduced class size, improved teaching methods and a focus on ICT literacy; iii). Decentralising primary education administration and management; iv). Engaging in partnerships with NGOs and the private sector. Government spending on primary education remains low in comparison with other countries in the region (at 1% of GDP or approximately 20 Euro per pupil). The key stakeholders in the institutional landscape of the PE sub-sector are the Ministry of Finance, the Planning Commission, the Ministry of Education and the Ministry of Primary and Mass Education. Their co-operation is marked by confrontation on a number of issues.

Description of GBS/SBS intervention logic and all related operations (Technical Assistance and Capacity Building):

GBS/SBS and related operations Inputs

PEDP3 is a departure from the preceding two interventions as regards its financing modality; 9 DPs, including the EU, are providing funding in a harmonised manner, through the use of national PFM systems, to a large extent. The programme is based on pooled funding provided by donors into a Consolidated Fund (CF) within the GoB treasury system. The disbursement of DP funding is based in part on evidence of PEDP 3 expenditure

through financial statements produced by the MoF's iBAS system and in part on the achievement of 9 disbursement-linked indicators (DLIs). In theory, TA support is coordinated by the Government, is demand-driven and is linked to specific products and results. The Programme Surveillance Unit (PSU) to be created within MoPME is to coordinate all technical assistance (TA) in consultation with the Department of Primary Education (DPE) in the MoPME. In practice, there are a number of parallel TA arrangements directly funded by DPs in parallel to TA procured through the government system. Apart from the need for coordination, an overarching theme is the insufficient institutional capacity and the need for a comprehensive long-term technical co-operation (TC) plan. As regards the policy dialogue, according to the Programme Document, PEDP 3 is to be governed by an inter-ministerial programme steering committee (PSC) at a strategic level. Joint Annual Review Meetings (JARMs) are held each May and Joint Consultation Meetings (JCMs) in November. Working Groups bring together stakeholders to discuss a long list of technical issues. Day-to-day business is run by line divisions of DPE and state agencies, such as the Bureau for Non-Formal Education (BNFE), the National Academy for Primary Education (NAPE), the National Curriculum and Textbook Board (NCTB), the Local Government Engineering Department (LGED), etc. There are four joint Working Groups (WGs) within PEDP 3: (i) a Disparity WG; (ii) a Quality WG; (iii) an Administration & Monitoring WG, and (iv) a Procurement and Finance WG. In theory WGs are to engage in meaningful discussions about policy proposals and more technical issues, which would then be formalised at the level of JCM and ratified by the PSC, while progress would be monitored by JARMs.

Direct Outputs

The total budget of PEDP-3 amounts to slightly more than \$8.3bn, of which some \$4.2bn (nearly 50%) is recurrent GoB expenditure, approximately \$3.2bn (38%) corresponds to development expenditure based on the DPP, and a little less than \$1bn (12%) is allocated to “discrete” projects (parallel projects implemented by the GoB). The share of GoB is 86%, whereas DPs only provide 14%. The contribution of DPs is \$1,055m, with ADB and WB providing nearly 60% of that amount. As regards the funding provided by DPs, they may disburse different amounts at different times, contingent partly or in full on achievement of DLIs. DPs declare the timing, amounts and conditions for disbursement in a joint disbursement schedule. According to the EU's FA with the GoB, “annual disbursements are to take place after the joint annual sector review, scheduled in May each year to assess PEDP 3 overall implementation progress and meeting of specific disbursement triggers”. However, according to the Joint Financing Agreement of March 2012, “MoPME will invite the DPs for semi annual reviews/consultations in May and November of each year to review progress in implementation of PEDP 3” and “subject to meeting the disbursement requirements the semiannual disbursement procedure ... will be repeated every July and January each fiscal year for the duration of this JFA”. Ideally, both Fixed Tranches (FTs) and Variable Tranches (VTs) would be disbursed during the 3rd quarter of every calendar year, i.e. at the beginning of each fiscal year. This arrangement aims to ensure the predictability of fund flows from DPs to the Consolidated Fund.

PEDP 3 is being implemented in conjunction with other EU interventions in the sector, such as education in Chittagong Hill Tracts areas, primary school feeding and civil society partnership programmes, e.g. the non-formal education intervention SHARE (Support to the Hard to Reach through Basic Education). In particular, clear linkages have been identified and planned between PEDP-3 and SHARE with regard to technical cooperation and capacity development. The idea is that through this combination of sector-wide and programme-level support the EU will engage with GoB institutions and other partners at a policy level on sector reform through the PEDP 3 policy dialogue mechanism, while still being able to provide direct assistance to the poorest and most needy segment of the population.

Induced Outputs

PEDP 3 has an entirely new financing and institutional framework for public spending and public policy, compared to previous interventions in the PE sub-sector. In line with the PFM reform, it has included a sector level PFM action plan, as well as additional safeguards. The iBAS statements show spending under PEDP 3 budget heads in terms of legal, functional, operational and economic codes for eligible PEDP 3 expenditure. WB and ADB provide fiduciary oversight by closely monitoring the spending levels on the programme expenditure framework and budgets heads. As part of the joint arrangements, the office of the Comptroller and Auditor General (CAG) of Bangladesh has undertaken to conduct annual external audits of sector expenditure. It is noted that an exception was negotiated to the use of National Competitive Bidding (NCB) in case national systems fell short of international best practice. Other novelties also deserve to be highlighted. For instance, the 6th Five-Year Plan emphasizes, *inter alia*, the significance of public-private partnerships (PPP) as an

important tool to supplement government resources. PEDP 3 provides for the development of such partnerships, through the PPP cell created in MoF.

Outcomes

PEDP 3 distinguishes six strategic Result Areas (RAs) or Outcomes.

Outcome 1: All children will acquire grade-wise and subject-wise expected learning outcomes or competencies in the classroom.

Outcome 2: All children will participate in pre-primary and primary education in all types of schools - formal, non-formal, madrasah.

Outcome 3: Regional and other disparities in participation, completion and learning outcomes will decline.

Outcome 4: Upazila and school level planning functions will be decentralized.

Outcome 5: Increased effectiveness of sector budget allocation.

Outcome 6: Effective programme planning and management including financial management.

Impacts

PEDP 3 is a pilot intervention in many ways with its sector-wide approach, treasury model, performance-linked funding, Results-Based Management (RBM) philosophy and PFM action plan, amongst others. In this regard it is expected to serve as a pilot exercise, pushing through reform through the testing and practical application of an entirely new modality for aid delivery in Bangladesh. One of the goals of the intervention is also to contribute to a higher degree of democratic accountability through improvements in the budget process and service delivery.

As regards the broader societal and economic impact of PEDP 3, it is expected that a better educated population will, in the long run, enhance the competitiveness of the Bangladesh economy. It is also reasonable to assume that more effective macroeconomic and regulatory policies in BD will lead to increased business confidence, foreign investment and continued growth. Last but not least, PEDP 3 is designed to ensure that the special educational needs of girls, indigenous children, ethnic minorities, children with learning disabilities, and disabled children are addressed throughout the programme, which is an important element of the pro-poor development agenda of GoB and DPs.



ROM BS REPORT

Bangladesh - BD – Third Primary Education Development Programme (PEDP 3) – Budget Support

MONITORING REFERENCE – 30/03/2013 (date of report)

Findings and Conclusions

1. Relevance & Design	B
2. Efficiency of Implementation to date	C
3. Effectiveness to date	C

Note: a = very good; b = good; c = problems; d = serious deficiencies

Explanatory Comment

Relevance & Design

The design of PEDP 3 was an intensive exercise that took about two and a half years. An appraisal mission deployed in January-February 2011, provided a final assessment of the expediency of support to PEDP 3 against the three eligibility criteria for Budget Support (BS) prevailing at the time: a well-defined sector policy was (is) in place in the form of the National Education Policy (NEP) and the primary education sub-sector policy for the period 2011 -2016 as set out in PEDP 3. NEP is a robust, results based sector policy marked by a number of positive policy decisions and demonstrates the commitment of GoB to reform in the education sector, though the limited funding earmarked for education by the Government is of concern. PEDP 3 plays an important role in effectively operationalising GoB's strategy for the primary education (PE) sub sector. PEDP 3 is a detailed programme, including 4 components and 29 sub-components grouped in 6 Result Areas. It is different from its predecessors in that its design envisages results-based management (RBM) and performance-linked funding by means of 9 Disbursement-Linked Indicators (DLIs) covering 9 of the 29 PEDP 3 sub-components. Two additional EU-specific DLIs related to Universal Primary Education Completion, and Reduced Regional Disparities are to be introduced in YR 3 i.e. 2014. PEDP 3 aims at a reform of the entire PE sub-sector in a holistic way, as opposed to interventions in the past. There are however, a number of inconsistencies in its design and that of the BS operation. In the first place, whereas PEDP 3 is largely aligned with NEP, it does not yet foresee the implementation of the envisaged extension of the primary cycle to Grade 8; in this regard, the PEDP 3 Development Project Proposal (DPP) is out of synch with NEP and will be hard to revise. The DPP in essence reflects the cultural bias in favour of a programme based approach that exists in the country. This programme based approach is also evident in the chosen modality for donor support (the "Treasury Model"), which is in effect targeted BS. To all intents and purposes, with its ring fenced budget and pooled "consolidated fund", donor support to PEDP 3 cannot be classified as a genuine budget support operation. That said, given the prevailing context (lack of progress with regard to PFM, wide-spread corruption in the country, etc.), targeted BS is considered to have been the most appropriate choice at the time of design. Secondly, the selection of 9 DLI (out of 29 sub components) throws into question the supposed sector wide approach adopted by donors; by focusing on a limited number of PEDP3 targets, donor support runs the risk of being reduced to supporting those specific elements of policy rather than genuine sector support. Another inconsistency is the fact that there are a number of "discrete" projects (run in parallel by GoB e.g. ROSC 3) included in the overall PEDP 3 budget. These "discrete" projects also run the risk of undermining a genuine, integrated (sub) sector approach to PE. The need to integrate the numerous parallel projects (including EU supported ones) was identified as a key challenge in the formulation of PEDP 3 and should therefore be afforded more attention.

The macroeconomic stability criterion was also confirmed with the economy expected to grow by around 6% annually in the next five years. During the formulation phase, it was confirmed that the PFM eligibility criterion was met, based on the existence and implementation of a credible national PFM reform platform, supported by the "Strengthening Public Expenditure Management Programme (SPEMP)". A sector level PFM action plan, alongside additional PFM safeguards, is being implemented within the PEDP 3 framework. Overall, the decision by the EU to support reform in the PE sub-sector on the basis of the NEP and through PEDP 3 is largely justified. It is also noted that fully-fledged BS would have been premature, given that national PFM systems are still evolving, public oversight remains weak and corruption in BD is reportedly very high. The Treasury model therefore, which is essentially targeted BS combined with the use of specific additional safeguards is considered to have been the most appropriate choice of financing modality. That said, given the context, the risk assessment should have been more profound, in particular with regard to criteria 1 (sector finance and PEDP 3's budget structure) and criteria 3 (PFM). Overall the current draft risk mitigation framework is deemed to be too general and not really useful in any pragmatic way. The risk assessment should have taken into account political factors to a larger extent. In particular: (i) the confrontation between key GoB institutions (MoF vs Planning Commission, MoE vs MoPME, etc.); (ii) doubts about GoB's political will to proceed with decentralisation; (iii) polarisation and instability in BD in a pre-election year; (iv) the political dimension of selecting sites for school construction or of teachers' recruitment. Corruption and fraud risks cannot be overstated. The Joint Financing Agreement (JFA) signed by GoB and DPs on 3/3/2012 sets out a coordinated financing modality. All the DPs supporting PEDP 3 have agreed to use the treasury model. However, while MoPME sends its withdrawal requests directly to the other DPs, in the case of the EU the requests are submitted by MoF through its Economic Relations Division (ERD). There seems to be no compelling reason behind the choice of this more convoluted, lengthy procedure by the EU. PEDP 3 is being implemented in conjunction with other EU interventions in the sector, such as education in the Chittagong Hill Tracts areas, primary school feeding and civil society partnership programmes, e.g. the non-formal education intervention "SHARE" (Support to the Hard to Reach through Basic Education). The idea is that through this combination of sector-wide and programme-level support, the EU engages with GoB institutions and other partners at a policy level on sector reform through the PEDP 3 policy dialogue mechanism, while still being able to provide direct assistance to the poorest and most needy segments of the population. That said, the provision of support to NGOs via the SHARE programme should have been done in closer cooperation with GoB to ensure

complementarity between the formal and non formal sectors, a stated objective of NEP (and PEDP 3). The lack of involvement of GoB in this decision has incurred strained relations and diminished the scope for synergies between these two EU funding mechanisms, all the more so given the poor performance to date of Component 2 of SHARE which was specifically designed to reinforce this collaboration. As regards the selected DLIs, these are currently very input and process oriented (e.g. building of schools, hiring of teachers, hiring of statisticians, PPE expansion plan etc.). Although this is understandable for the early stages of programme implementation, desired outcomes need to be borne in mind (i.e. quality aspects). Of particular concern is the process of providing “evidence” of accomplishment of DLIs which is proving onerous and fractious (discussed later in report). Although pervasive corruption justifies to a certain degree the need for “evidence” this has to be balanced against the weak capacity of government. Some of the required evidence e.g. the proof of transparency in the teacher recruitment process where over a million candidates applied for 15,000 positions needs to be reassessed. If a more balanced and outcome based assessment of PEDP progress is not found, the exercise runs of the risk of degenerating into a box ticking exercise; achieving the task is not the same as achieving the result. The PEDP 3 budget is broken down into Annual Operational Plans (AOPs), which include the three parallel strands on non-development, DPP (development) and discrete projects. As regards the funding provided by DPs, they may disburse different amounts at different times, contingent partly or in full on achievement of the agreed DLIs. DPs declare the timing, amounts and conditions for disbursement in a joint disbursement schedule. According to the EU’s FA with the GoB, “annual disbursements are to take place after the joint annual sector review, scheduled in May each year to assess PEDP 3 overall implementation progress and meeting of specific disbursement triggers”. However, according to the Joint Financing Agreement, “MoPME will invite the DPs for semi annual reviews/consultations in May and November of each year to review progress in implementation of PEDP 3” and “subject to meeting the disbursement requirements the semiannual disbursement procedure ... will be repeated every July and January each fiscal year for the duration of this JFA”. This shift from annual to bi-annual disbursements is not considered appropriate (discussed in more detail later in report). Ideally, both Fixed Tranches (FTs) and Variable Tranches (VTs) would be disbursed during the 3rd quarter of every calendar year, i.e. at the beginning of each fiscal year. This arrangement would help to ensure the predictability of fund flows from DPs to the Consolidated Fund, which is currently not the case.

Efficiency of Implementation to date

Annual fund releases are subject to the fulfillment of the three general conditions (four under the new BS Guidelines), and to a positive assessment of the degree to which DLIs are deemed to have been met by JARM. Since the start of PEDP 3 implementation, an assessment of the eligibility criteria for the first FT payment has been carried out once by the EUD, in February 2012. The conclusions of the assessment were that: (i) there was evidence of “satisfactory progress in Education Sector Policy and Strategy under PEDP 3”; (ii) The positive macroeconomic outlook for the country was confirmed and (iii). “Bangladesh was assessed as eligible for EU sector budget support on the grounds of sustained progress on PFM reform in MoPME and MoF overall since the EU Formulation Mission in early 2011, despite the unsatisfactory progress on implementing SPEMP”. At the same time, the report also noted that PFM evidence was not always readily available. It also cautioned: “Despite considerable improvements in DPE’s M&E system and EMIS in recent years, further capacity development/training is needed at all levels in relation to data collecting, recording, cleaning, analysis, RBM and result-oriented planning”. The PFM Annual Monitoring Report, provided by the EUD, presents the preliminary findings of the PEFA assessment of MoPME; in particular, the following weaknesses were identified: (i) overall MoPME budgets are a relatively weak indicator of total MoPME expenditure, although primary education is relatively protected in times of fiscal constraints; (ii) GoB and MoPME are still at an initial stage of developing medium term fiscal planning, expenditure policy and budgeting; and (iii) there is no system of internal audit within GoB in general or MoPME/DPE in particular. Corruption is duly highlighted and the Padma bridge case is presented in detail. In recognising potential PFM risks, the report reiterates the four safeguards in place for implementation of PEDP 3. iv). The “Budget Transparency and Oversight” indicator, introduced under the 2012 BS Guidelines, was mentioned in the PFM Annual Monitoring Report as a component of the SPEMP programme but was not afforded any substantive analysis. As regards disbursements of VTs, none have taken place to date; during the assessment conducted in November 2011, the Y0 DLI on sector financing was considered “unmet”, because the approved budget allocation for MoPME in FY11-12 was only equivalent to 1% of projected GDP in current prices (rather than the agreed 1.03%). At the time of the ROM mission, the Y0 DLI was still “unmet” and was still being discussed. However, agreement had been reached to revise this DLI and remove the reference to 1.03% of GDP! Apart from the Y0 DLI, five Year 1 DLIs were “unmet” until very recently. In March 2013, three of them (Pre-Primary Education, Decentralised School Management and Governance, and Teacher Recruitment and Deployment) were proclaimed “met”, but on condition that pending

evidence would be submitted, e.g. while 15,000 teachers have been recruited, a documentation study is to be conducted by an independent consultant to assess, amongst others, the transparency of this exercise. Of the “unmet” DLIs: (i) the list of schools to be constructed has yet to be finalised (Needs-Based Infrastructure Development - DLI 4) and (ii) the positions of two statisticians to be recruited (Annual School Census - DLI 8) remain vacant, but a temporary contract is being discussed. As regards Year 2, an agreement has been reached on 7 DLIs, with PPE and Needs-Based Infrastructure yet to be finalised; this is of concern given that corresponding evidence will have to be supplied by September 2013. In summary, there are serious delays in the provision of planned funds and the process whereby agreement on disbursements is reached is considered to be highly inefficient; by the time of the ROM mission in March 2013, discussions were still taking place regarding the attainment of YR O DLIs and agreement was still pending on the protocols for YR 2 DLIs.

Overall, GoB institutions are burdened with onerous requirements set forth in DLI protocols, such as time-consuming and resource-intensive evidence collection. PEDP 3 partners need to strike a delicate balance between the requirements for transparency and accountability on the one hand, and the weak administrative capacity of key GoB institutions on the other. The intense focus placed by donors on achievement of the agreed 9 DLIs runs the risk that they will become DP- rather than GoB-owned. Furthermore, there is also concern that the focus on these 9 aspects of PEDP 3 will distract attention from the equally important other aspects of the programme. According to Government sources, procurement procedures have also been a key contributing factor to delays. As a consequence of the above difficulties, the funding schedule has been disrupted. For FY11-12, DPs contributed \$153m to the Consolidated Fund, i.e. 71% of their commitment for Year 1. Of that amount, nearly half (\$76m) came from ADB and WB. By the time of the ROM mission, the EU should have disbursed three tranches worth €13.5m, but had only released the first €4.5m FT. A new request for €6.5m was to be submitted to the EC by the end of March 2013, on the basis of DLI achievement up to September 2012 i.e. four out of 9DLI. According to GoB officials, “implementation procedures are making PEDP 3 impossible”. Key stakeholders clearly suffer from a lack of capacity to provide DLI-related evidence, as they have limited staff and seriously resent having to spend time on purely administrative/clerical work. This is counterproductive and leads to delays as well as low expenditure to date, particularly with regard to the DPP budget. Even if AOP12-13 is fully executed, which is highly unlikely, by mid-2013 input utilisation will reach \$2bn at best, or 24% of the total PEDP 3 budget at 40% of the five-year timeframe. Withholding funds is not helping PEDP 3 to meet its targets and solution-oriented thinking is sorely needed. For instance, Third Party Validation (TPV) could be considered more often, for example for the verification of textbook delivery and needs-based assessment for school construction. Some of the evidence required in DLI protocols could be simplified. Of particular concern is the ongoing discussion with regard to needs based infrastructure which is one of the two remaining unmet DLI and where progress has apparently stalled. WB insistence on the inclusion of toilets for disabled children was perceived by the Government as out of context and seriously delayed agreement. A revised list of planned infrastructure projects has been elaborated (List B) but it now appears that this list has been amended by LGED. The final list is still pending. In the absence of agreement, the MoPME is threatening to proceed with its own infrastructure project outside the framework of PEDP 3; a serious development which needs urgent attention. Also of concern is the limited outreach of iBAS across the country and the lack of capacity of Upazila structures which is a serious impediment to the promotion of decentralisation. As a result, block grants for Upazila Education Plans (UpEPs) have not been made available yet and the verification of SLIP transfers to schools has proven challenging. It is envisaged that the annual financial statements of PEDP 3 will be subject to an independent audit by the CAG office in accordance with the International Standards of Auditing. However, the Draft Audit Report on PEDP 3 for FY 2011-12 received from the CAG office in December 2012 was not in compliance with the agreed Statement of Audit Needs, as it only covered development expenditure, i.e. 3% of the FY11-12 PEDP 3 total. A new audit was being discussed at the time of the ROM mission. Without an approved audit, further disbursements cannot be made, regardless of achievement of DLIs. On a more positive note, there are achievements that deserve to be highlighted. Pre-Primary education (PPE) is already provided in a number of GPS, and Grade 6 is being piloted in a limited number of schools (492). Grade 5 terminal examinations have been institutionalised. Textbooks are delivered to schools on time and their quality has reportedly improved. 15,000 teachers have been recruited across the country. 7 Primary Teachers Institutes (PTIs) out of 55 have started providing pilot training to teachers and 21 more PTIs will join this programme by mid-2013. A Diploma in Education (DipEd) has been drafted, though it is not clear yet which body will award it. The PEDP 3 institutional framework is still incomplete. Key implementation structures, such as PSC/ PSO/PSU are absent and this is crucial, given the newness of the funding modality and the lack of institutional capacity. The inaction of the PSC and the absence of a PSO/PSU cannot be offset by the fact that there is very strong coordination amongst DPs. In many ways, the absence of an effective TA unit has meant that donors are assuming this role which is not considered appropriate and is leading to the disintegration of the policy dialogue. The quality of the policy dialogue is very low and has been reduced to an endless discussion on the achievement of DLIs (according to one commentator “the DLI tail is wagging the PEDP dog”). The onerous

requirements re evidence of achievement of DLIs has led to a confrontational rather than collaborative relationship and levels of frustration within the GoB are running high. Government commitment to PEDP 3 is notably reduced due to changes in personnel but also as a result of the current implementation modality. If these weaknesses are not addressed and if the quality of policy dialogue is not improved there is a strong risk that GoB commitment to PEDP 3 will be further eroded and that policy decisions and actions will start to take place outside the framework of PEDP 3 (as is already happening). On a conceptual level, micromanagement on the part of DPs runs counter to the rationale behind the treasury model adopted for PEDP 3 which presupposes a certain degree of trust in the capacity of government to deliver. The lack of trust between DPs and GoB has hindered constructive dialogue. Apparently, the relations between GoB and WB have worsened due to allegations of corruption in the near-\$3bn Padma bridge project. By way of example, in the wake of that dispute, WB insisted that MoPME should follow the International Competitive Bidding (ICB) procedures for the procurement of textbooks. In April 2012, MoPME requested an exception to ensure that they could meet the October 2012 deadline for the distribution of the textbooks, but the waiver was not granted. A number of requirements are perceived by GoB officials as being “donor-imposed” which cannot but affect GoB ownership. In this context, CD is extremely limited to date. According to some DPs, GoB is not keen on TA. However, the key issue is that in the absence of a long-term TC plan, TA remains patchy and is only provided as a last resort ahead of tight deadlines, e.g. ASC-2013 outsourced to SIDA, NSA-2013 to be carried out by WB and ACEF, the testing of new textbooks by DFID and JICA, etc.

Effectiveness to date

Of the six planned outcomes, the situation is as follows: Outcome 1 (All children will acquire grade-wise and subject-wise expected learning outcomes or competencies in the classroom) can only be achieved if PEDP 3 implementation is refocused on the quality of education, as captured by KPIs. An improved STR will certainly have a beneficial effect on the learning process but other issues such as contact hours need to be monitored. A clearer understanding of what quality education entails is still required. That said, some positive developments have already taken place e.g. the quality of new textbooks, and it is expected that teachers’ qualifications will improve over time through training provided by PTIs and the acquisition of diplomas. In addition, there is a wealth of valuable expertise in educational institutions run by civil society, e.g. in terms of teaching techniques and tools. However, for the time being findings about learning outcomes and the high drop-out rate (particularly in Grade 5) are a cause for concern. According to the most recent NSA, only 25% of Grade 5 children have acquired the expected level of competence in Bangla and only 30% had acquired the expected level in maths. In addition, it is not clear whether teacher recruitment is really merit-based and their skills will have to be thoroughly assessed. Outcome 2 (All children will participate in pre-primary and primary education in all types of schools - formal, non-formal, madrasah) is likely to be achieved to a large extent. Targeting an estimated 19m to 20m of children from PPE classes to Grade 6 (and eventually Grade 8) is a very positive policy decision and it is assumed that a growing number of students will benefit in this way from PEDP 3. Though not specifically mentioned, the need to reduce the current high level of fragmentation in the PE sector requires more attention and should be prioritized. The recent government decision to nationalize RNGPS is a positive step in this direction. Outcome 3 (Regional and other disparities in participation, completion and learning outcomes will decline) could be achieved, but in quantitative terms at best. According to ASPR-2012, regional disparities in learning outcomes still persist. While new infrastructure is definitely needed, this alone will not ensure a reduction in disparities re learning outcomes; these should be addressed by focusing on the quality of education as well. The achievement of Outcome 4 (Upazila and school level planning functions will be decentralised) will prove problematic. The roll-out of iBAS to Upazilas across the country will take years and may go beyond the PEDP 3 timeframe. SLIP and UpEP activities have been one of the weakest aspects of the programme so far and little has been achieved. The degree to which Outcome 5 (Increased effectiveness of sector budget allocation) may be achieved has to be subjected to a thorough assessment, which is not feasible at this stage, due to the lack of M&E capacity. AOP12-13 was supposedly drafted as a needs-based, demand-driven and results-oriented planning exercise, but its budget structure does not reflect these priorities and its performance can only be evaluated *ex-post*, e.g. during the November 2013 JCM. Furthermore, the debate about sector financing (DLI 9) has so far been limited to the level of GoB commitment and has yet to focus on results i.e. the actual effectiveness of spending. Outcome 6 (Effective programme planning and management including financial management) appears promising. This is the first time an RBM sector policy is enforced through a treasury model, and though numerous difficulties have arisen in the course of implementation there is ample scope for PEDP 3 to serve as a pilot, pushing reform from the inside and contributing to the acquisition of useful planning and managerial expertise. It is assumed that GoB will draw demonstrable benefits from the sector-wide approach of PEDP 3 and will be encouraged to replicate this experience in other sectors provided a number of correctional measures are taken as a matter of urgency. Accounting and reporting are improving,

but remain weak at this stage. One of the big challenges PEDP 3 aims to address is the weak capacity of key institutions in the PE sector, due to high staff turnover, the lack of a specialised education cadre, the lack of motivation of government staff, etc. The way PEDP 3 is promoting CD to date is not considered adequate. The previously mentioned TA mapping exercise indicates that to date, TA is more supply than demand-driven, reflects short-term priorities, and is provided through potentially overlapping modalities on an *ad hoc* basis primarily to help local stakeholders meet their own conditionalities (DLIs) rather than responding to needs. There is no comprehensive long-term TC strategy, be it in terms of staff training or institution building. Limited capacity and time pressure leads to the establishment of parallel systems, which curtails the degree of GoB ownership and simply reinforces the need for continued external assistance.

Recommendations

Rec. Nb	Recommendation Text	To whom?	Priority	Corresponding evaluation criteria
1.	<i>Harmonise the EU's funding modality with the one used by other DPs, i.e. allow funding requests to be made directly by MoMPE</i>	<i>EU</i>	<i>Very Important</i>	<i>Design</i>
2.	<i>Ensure closer coordination between parallel projects and PEDP 3, for example by improving the performance of Component 2 of SHARE and by inviting selected NGOs to participate in WGs.</i>	<i>EUD</i>	<i>Important</i>	<i>Design</i>
3.	<i>DLIs should ensure a focus on quality and should not distract attention from progress with regard to achievement of other aspects of PEDP 3</i>	<i>DPs</i>	<i>Very Important</i>	<i>Design</i>
4.	<i>Consider annual rather than bi annual DLI assessments with a view to improving overall efficiency and fund predictability</i>	<i>MoPME, DPE, DPs</i>	<i>Very Important</i>	<i>Design</i>
5.	<i>Strengthen GoB M&E capacity as a priority e.g. through increased budget allocations (by using Government systems, you strengthen them).</i>	<i>MoF, MoPME, DPE, DPs</i>	<i>Very Important</i>	<i>Design</i>
6.	<i>Develop a strategic TC plan for institutional strengthening based on an institutional needs assessment in line with the principles of the EU's "Backbone Strategy" and avoid ad hoc donor driven TA.</i>	<i>MoPME/DPs</i>	<i>Very Important</i>	<i>Design</i>
7.	<i>The current Risk Assessment Framework needs to be revised to allow for more programme specific risks to be clearly identified. As it stands, it is too generic to be of value.</i>	<i>EUD</i>	<i>Very Important</i>	<i>Design</i>
8.	<i>The cost implications of the expansion of PE up to Grade 8</i>	<i>MoPME, MoF</i>	<i>Very important</i>	<i>Design</i>

	<i>and of the nationalization of RNGPS should be clarified. In the case of the latter, quality implications will also need to be assessed e.g. merit based recruitment?</i>			
9.	<i>A representative of the Finance and Contracts Section of the EUD should participate in the Finance and Procurement WG, and EU presence should be assured in the Quality WG. Additional EUD staff will probably be required to meet this need.</i>	<i>EUD</i>	<i>Important</i>	<i>Design</i>
10.	<i>Policy dialogue should be substantially enhanced by means of: (i) activating the PSC; (ii) setting up a PSU as soon as possible to undertake coordination and administrative work, so that PEDP 3 partners can focus on policy dialogue and strategic issues. By working closely with GoB this PSU should help to increase buy in/commitment; iii). simplification of the evidence required in DLI protocols; TPV (rather than micro management by DPs) should be introduced where possible.</i>	<i>DPs/MoPME</i>	<i>Very important</i>	<i>Efficiency</i>
11.	<i>The November 2013 JCM should include an assessment of AOP2012-13 in its agenda to ensure that it reflects Results Based Budgeting (value for money).</i>	<i>DPs/MoPME</i>	<i>Very important</i>	<i>Efficiency</i>
12.	<i>A cost-effectiveness assessment of different education models, including those introduced by NGOs will help to strengthen the transfer of innovative Lessons Learned and their institutionalization (e.g. NGO work in the field of PPE). Similarly, the numerous PPP initiatives that currently operate in the country should be investigated with a view to identifying potential additional sources of funding for PE</i>	<i>MoPME</i>	<i>Important</i>	<i>Efficiency</i>
13.	<i>The MTR ToR should include an assessment of the following issues: (i) a revision of DLIs and respective protocols; (ii) the expediency of an annual, rather</i>	<i>DPs/MoPME</i>	<i>Very important</i>	<i>Efficiency</i>

	<i>than six-monthly, DLI assessment; (iii) increasing the budget of Component 4 (M&E) with a view to capacity development; (iv) restructuring of the WGs, with the inclusion of NGOs</i>			
14.	<i>Analyse the discrepancies existing between Grade V results and those of the NSA and prioritise the development of a full competency based exam as it is key to assessing the actual quality of education.</i>	<i>DPE</i>	<i>Important</i>	<i>Effectiveness</i>
15.	<i>Prioritise agreement on the list of priority infrastructure to dissuade MoPME going it along. Also, work on the Upazila level should be emphasized (SMCs, UPEPs, SIIPs).</i>	<i>MoPME/DPs</i>	<i>Very important</i>	<i>Efficiency</i>
16.	<i>PEDP 3 implementation should be refocused on the quality of education, e.g. covering the curriculum, textbooks, teachers' training, learning outcomes, etc.</i>	<i>MoPME/DPs</i>	<i>Very important</i>	<i>Effectiveness</i>
17.	<i>PEDP 3 should seek complementarities with NGOs providing education and draw on their expertise with a view to reducing fragmentation in the PE sector and institutionalizing innovative practices.</i>	<i>MoPME</i>	<i>Very important</i>	<i>Effectiveness</i>
18.	<i>A National Teachers Assessment (NTA) should be considered, along the lines of NSAs.</i>	<i>MoPME</i>	<i>Important</i>	<i>Effectiveness</i>

Lessons Learned

LL Nb	Lessons Learned information					
1	LL Name	Quality of Risk Assessment Framework				
	Context/policy?	Yes		Geographical ?		No
	Sector?	Yes		Intervention Strategy?	Yes	
	Organization and implementation modalities?	Yes		Innovative features?		No
	Corresponding evaluation criteria	<i>Design</i>				
	Lessons Learned content	The risk assessment could have been more profound in the area of PFM reform, which is still an ongoing process. The analysis could also have covered in greater detail the institutional capacity of key stakeholders. Political risks as well as fraud and corruption could also have been factored in to a larger extent. Last but not least, the assessment could have envisaged a set of more specific mitigation measures as a response to likely operational challenges.				
2	LL Name	The importance of internal/national M&E systems				
	Context/policy?		No	Geographical ?		No
	Sector?		No	Intervention Strategy?	Yes	
	Organization and implementation modalities?		No	Innovative features?		No
	Corresponding evaluation criteria	<i>Design/Efficiency/Effectiveness</i>				
	Lessons Learned content	While PEDP 3 has an extensive M&E toolkit, sufficient institutional capacity is not present, and Component 4 is underfunded and cannot contribute to a credible and meaningful M&E system. Internal M&E systems need to be prioritized both with a view to ensuring national capacity to monitor programme progress and to ensuring DP conditionalities are met. In the absence of a credible M&E system, there is a strong risk that DPs will impose their own M&E systems.				
3	LL Name	The importance of a genuine Policy Dialogue				
	Context/policy?		No	Geographical ?		No
	Sector?		No	Intervention Strategy?	Yes	
	Organization and implementation modalities?	Yes		Innovative features?		No
	Corresponding evaluation criteria	<i>Efficiency and Effectiveness (and Impact)</i>				
	Lessons Learned content	Policy Dialogue should concentrate on policy/strategic issues; technical discussions should be dealt with in the appropriate fora.				

Action Fiche for BANGLADESH: BASIC EDUCATION

1. IDENTIFICATION

Title/Number	SHARE: Support to the Hard to Reach through Basic Education) - DCI-ASIE/ 2009/021533		
Total cost	EUR 54,552,632 EC contribution: EUR 52,000,000 NGO co-funding (minimum 5 %): EUR 2, 552,632		
Aid method / Method of implementation	Project approach Direct centralised management		
DAC-code	11220	Sector	Primary Education

2. RATIONALE

2.1. Sector context

Bangladesh has often been praised – and rightly so – for its **achievement** of gender parity in primary and secondary education. Also Bangladesh's net enrolment rate in primary education has risen considerably from 74 % in 1999 to 89 % in 2004, according to latest UNESCO statistics¹; and most recently Bangladesh has reached gender parity in adult literacy levels.

However, beside these achievements, Bangladesh is faced with many **challenges** if it is to achieve the internationally agreed education-related goals (MDG and EFA) as well as its national goals. While **enrolment** rates at government schools are expanding, the formal primary education system in Bangladesh still leaves approximately 3 million of the estimated 19 million primary-school-aged children behind. These children are usually too poor, live in areas without access to schools, are discriminated against, or too deprived in other ways to access the formal schooling system. To illustrate, the government itself recently identified 2,000 villages without any schooling facility of any kind. In addition, access issues have also become an urban phenomenon: to do with urban migration, the problems of land availability and cost, and the illegal status of some settlements. Monitoring visits inside Dhaka confirm that some wards (administrative units of a city) covering around 300,000 inhabitants have no single government school.

Of serious concern among education policy makers and practitioners is also the **drop-out rate** in formal primary education. Just like for the enrolment rate, figures vary substantially from survey to survey, but all surveys report a high drop-out rate, which may be as high as 50 % of all children originally enrolled. In addition, a significant percentage of children go to school, but do not learn sufficiently, with 40

¹ EFA Global Monitoring Report 2009 – *Overcoming Inequality: why governance matters*, UNESCO, page 296. Note that the government reports a net enrolment rate of 90.8 % for 2008 (cp. Draft PEDP II Annual Sector Performance Report 2009, DPE). In general, the enrolment rates vary according to the sources of information.

% of children graduating from formal primary education remaining illiterate². Both issues – high drop-out rate and low achievement levels – are mainly related to a poor quality of education. Low-performing children at government schools therefore need additional support, but those from poorer segments of society cannot afford private tuition outside school hours.

Even though PEDP II is ongoing and preparations are made for its successor programme, the **government** continues to lack the means and **capacity** to open and operate sufficient additional schools. In many of these contexts a conventional model is in any case not feasible or appropriate.

NGOs in Bangladesh complement the government's efforts to achieve its education-related goals. An estimated 1.5 to 2 million children are currently enrolled at non-formal primary schools³. BRAC, the world's largest NGO, and its network of smaller partner NGOs alone cover around 1.2 million of these children⁴. Despite all these efforts, another 1.37 million children at primary-school age are still reported to never enrol in any primary school in Bangladesh (842,000 boys and 529,000 girls)⁵.

In order to **address the challenges** mentioned above, the major thrust of the new SHARE programme will be to provide quality primary education for the hardest to reach children, with the help of NGOs. Additionally, the programme is designed to make a modest contribution to adult education, with a focus on literacy, numeracy and family life skills. At the NGOs discretion, it may also embrace pre-primary education, which is widely recognised as a necessary tool to prepare children of poor and illiterate parents for primary school; and educational support to low-performing disadvantaged students at government schools.

Government's role in the provision of non-formal primary education

A **key contextual factor** is the trend of moving away from fragmented project interventions to a more cohesive approach. In Bangladesh, in respect of formal primary education, this has been achieved through a sub-sector approach in the form of the Second Primary Education Development Programme (PEDP II), due to end in summer 2011. What remains to be achieved, however, is a comprehensive overall framework for basic education, in which linkages between the formal and non-formal systems are made more seamless. It is still not clear whether, or to what extent, a follow-on programme to PEDP II ("PROG 3") will embrace non-formal education in general and what has traditionally been referred to as "non-formal primary education" in particular. Even the recently published draft education policy is not clear in this respect.

The non-formal education sub-sector has a government policy document, the **Non-Formal Education (NFE) Policy**. This policy provides a definition of non-formal education as it is applied in the context of Bangladesh. "*Non-formal education is a purposeful and systematically organised form of learning that generally occurs*

² *Literacy Assessment Survey 2008*, Bangladesh Bureau of Statistics, 2008

³ The 'Mapping of Non-Formal Education Activities in Bangladesh' analysed data provided by more than 700 organisations to assess the coverage of the various programmes. It found that more than 1.9 million learners are enrolled in non-formal basic education programme alone (cp: "Mapping of Non-Formal Education Activities in Bangladesh", BNFE, MOPME, July 2008; circulated in August 2009).

⁴ *BRAC Education Programme – At a Glance*, BRAC, December 2008, p. 1

⁵ Data updated April 2008 on World Bank website combining UNESCO Institute for Statistics (UIS), World Bank, UNAIDS, ILO, Household Surveys, IMF, and government official data.

outside the formal education institutions. It is designed to meet the learning needs of educationally disadvantaged persons of different ages and backgrounds, flexible in terms of organisation, time and place...". The non-formal education policy aims at contributing to the achievement of Education for All goals and alleviating poverty; creating a community-based network of learning centres to help reduce illiteracy by at least 50 % by 2015; and extending opportunities for skills training, and continuing education (i.e. life-long learning). Specific objectives include the provision of quality, relevant, NFE programmes; the development of self-reliant, productive and empowered citizens; the establishment and development of working partnerships between government, NGOs, civil society and the private sector; the establishment of an organisation for the management of NFE and for governance issues; and the institution of a decentralised operation system involving local bodies and other partners.

The **Bureau of Non-Formal Education (BNFE)**, the government agency mainly responsible for the implementation of non-formal education, has recently set up an expert committee to revise the NFE Policy so as to ensure coherence with the new education policy, which, up to now, exists only as a draft, and for which the government has received many comments, including joint comments from the donor community. Instead of referring to a target of a 50 % increase in literacy rates (as mentioned in the Education for All goals), the revised NFE Policy shall correspond with the targets stated in the draft education policy, which are 100 % literacy by 2014. The latter is in line with commitments made in the ruling party's election manifesto. Through its implementing agency BNFE, the government is currently involved in a small number of non-formal education projects, financed by ADB, SDC, UNICEF, CIDA, and SIDA. While BNFE is the government agency for donor-funded NFE projects for adults and children of 11 years of age and above, its mandate for non-formal primary education remains unclear. The draft National Education Policy foresees that BNFE will be merged with the Directorate of Primary Education (DPE), which is responsible for the management of the formal primary education system.

It is important to note that over the past few years, progress has been achieved in the **communication and collaboration between the government and the NGOs** that provide education services in Bangladesh. Most non-formal education settings are now following the national curriculum and use the official textbooks that are, upon request, distributed to them for free. It is also increasingly possible that graduates from non-formal primary schools participate in the terminal government exams at the end of grade five, which, if successful, allows the children to re-enter the formal system at lower secondary level (as stated earlier, results of BRAC graduates in the government's terminal exam indicate that these often out-perform children enrolled in formal schools). The NGOs have long demanded the government to adopt an equivalency framework to provide for easy transition from/to the formal system. In this framework, NGOs are also increasingly accepted by the government as partners in the provision of early childhood care and education programmes, an area highlighted by the new government and likely to be targeted under the ongoing PEDP II or its successor programme.

A pragmatic approach to managing SHARE

While the European Commission has declared a preference to **align with country systems**, the institutional assessment of BNFE, conducted during the formulation,

considered that it is not advisable to channel funds through BNFE for the following reasons:

BNFE receives **little support from the government** in terms of allocated resources. It is an essentially donor-financed institution that stands isolated from the aforesaid Directorate of Primary Education, which in turn is responsible for the implementation of the sub-sector programme PEDP II. Having been set up as a project outcome itself, BNFE has only few staff being seconded by government; and the majority of staff are being financed by donors. It is to be noted that the Director General of the BNFE has changed four times in the last twelve months alone. BNFE continues its existence solely under the development budget (provided by donors).

As regards **BNFE's institutional capacity**, a number of past and ongoing technical assistance and capacity building projects have not yielded the expected results and received low marks in terms of impact and sustainability.⁶ Instead of supporting a more integrated and holistic approach to basic education, BNFE thinks in an isolated project mode. In fact, involved development partners expressed their dissatisfaction with BNFE performance and government commitment to BNFE and are in the process of considering other alternatives.

While the government's relationship with NGOs in the education sector has become more constructive, government services do not yet appear ready to take full responsibility for the historically important non-formal primary education sector in Bangladesh. In accordance with the EC's commitment to strengthen the government's role and ownership in the non-formal education sector, the Action Fiche therefore builds on other alternatives to ensure that the action is implemented in close partnership with the government and conducive for future government capacity strengthening in this area. The underlying rationale is that the action draws on the proven success of the existing EC model while providing maximum support to further strengthen and foster the still fragile partnership between the government and the NGOs in the education sector.

2.2. Lessons learnt

In May to July 2008, as part of a **pre-identification**, the EC also commissioned three international case studies to try to draw lessons from successful relevant projects and programmes elsewhere in the world. A principal finding was that projects and programmes that are successful tend to be projects that have deliberately built on previous successes. In other words, they consolidated and took to new levels the achievements of earlier projects and initiatives – scaling up and strengthening even further what was known to work and why. This is exactly the way SHARE builds on the currently ongoing NFPE programme.

The **programme was formulated concurrently with a mid-term review (MTR)** of the currently ongoing EC-funded "Non-formal primary education (NFPE) programme", which has an EC contribution of 28.3 million Euros. Both activities were undertaken by the same technical team – allowing for an especially close relationship between lessons learning and formulation. In respect of the current programme, the MTR concluded that:

⁶ ADB Evaluation Study: Education Sector in Bangladesh: What Worked Well and Why under the Sector-Wide Approach. (December 2008)

Bangladesh and the EC have a very important 'Success Story' on their hands in respect of reach (access & equity) and quality... Approaches and achievements, within the development context are world leading" ... "Answers have been found regarding how to provide quality education in hard to reach contexts"... What has been achieved is cost-effective and worthy of attention/acknowledgement within Bangladesh, including by the formal system and the wider international community.

The mid-term review identified and explored the “**key determinants of success**” in respect of pedagogy and management, which are derived from a number of past and present project and programmes, and which have duly been taken into account in the formulation of the new programme:

- As recent statistics indicate, girls are now doing better than boys in terms of enrolment, retention and learning achievements. This new pattern is most marked within the poorest quintile of society. The action does therefore **not maintain the compulsory positive discrimination in favour of girls.**
- The mid-term review of the ongoing NFPE programme highlighted the exchange of information and best practice as an important ingredient of success, which had mainly been initiated by the EC. This helped facilitate dialogue between the government and the NGOs in question. To give an example, the Advisory Board of the ongoing NFPE programme comprises government representatives, academics, NGO representatives and other donors active in the field of non-formal education. Exchange visits among the NGOs in the programme and with government representatives have also led to dialogue and built a basis for more coherence. Such kinds of **exchange among NGOs and with the government and the wider community have consequently become the core of the second component of this action.**
- The quality of teachers is crucial for the provision of good-quality education. The NGOs in the ongoing NFPE programme operate a short pre-service training combined with strong and regular ongoing supervision and in-service training. During the pre-service training, they emphasise on teacher competence rather than teacher qualifications, leading among other things to the use of a wide range of teaching approaches – especially deploying the role of "learning facilitator", rather than didactic instructor, and the strong and frequent use of pair and group work and other cooperative learning techniques; as well as an effective classroom management. Discussions during the most recent Advisory Board meeting revealed that the NGO teachers tend to have qualifications which are close to those of government teachers, i.e. at least up to grade 10, with the exception of very remote areas, where sufficiently qualified candidates cannot be found. It is expected that projects in the new programme will come up with **similar types of teacher training and supervision**, as is standard practice among the better NGOs providing primary education in Bangladesh.
- The currently operated non-formal primary education schools are definitely cost-effective compared with the government system. A calculation in the mid-term review report indicates that in the financial year 2005/2006, the government had around 390 million Euros at its disposal for the primary schooling of 16.2 million children, hence approximately 24 Euros per child. The NGOs in the given programme are producing primary-education graduates for between 73 and 101 Euros per child, which is between 14.60 and 20.20 Euros per child and grade obtained. This does not take account of the fact that in the formal system it may

take a child up to 8.1 years to graduate, and that up to around 50 % of children originally enrolled drop out. It is expected that **the projects to be selected are going to be more or less as cost effective as the present ones**. An exception to this may be the travel costs, which may increase the further the NGOs operate schools away from the urban centres; and other costs as the programme will concentrate more on the most difficult to reach children (e.g. handicapped children may need additional facilities; children from ethnic minorities may need separate teaching materials in their mother tongues). The target of 400,000 children to be reached with the future programme is to be seen in this context and is a rather conservative estimate. The actual number of children reached may be higher.

- As regards the **learning achievements** of graduates of EC-financed NGO schools, the review confirmed that these appear good. EC-financed schools have not yet completed the full primary cycle, and a firm assessment would therefore be premature. However, BRAC's past experience with an education programme identical to what is done in the EC-financed project, as well as the participation of BRAC graduates in the government's terminal exam indicate that these often out-perform children enrolled in formal schools.
- During monitoring visits and the mid-term review, parents have repeatedly asked to be allowed to learn alongside their children. As the children targeted by this action are usually from the most unfavourable social backgrounds, their parents are often illiterate and can therefore not support their children's learning process. Measures to **improve the basic skills level among parents** (literacy, numeracy, family life skills) will therefore be allowed under this action as long as they help support the sustainable learning achievements of their children.
- **Pre-primary education**, as stated above, has widely been recognised as a useful means to prepare particularly children from illiterate households for primary education. The provision of pre-primary education will therefore be allowed in the SHARE programme, as long as the major focus of individual projects will be on the provision of primary education.
- Many students at government schools tend to get additional private tuition paid for by their families. As the poorest cannot afford this, and as their parents are usually not able to assist them because of their own poor education, also projects under the SHARE programme will be allowed to provide **support to low-performing poor children at government schools**. Applicants will be required to carefully present criteria on where to provide these services (in NGO schools, in government schools, in locations closed to where they operate their own schools or elsewhere), on which teachers are going to provide this support (their NGO teachers or the government teachers) etc. Such a component may only be minor compared with the provision of primary education services.
- The formulation mission also reviewed **existing operations of the Bureau of Non-Formal Education (BNFE)**. Two projects are currently being implemented by BNFE, i.e. the "Basic Education and Training for Hard to Reach Urban Working Children" (BETHRUWC) project, which started in 2006 with a 2-year delay. It is therefore currently being extended by three years to last until 2012. It addresses a total of around 166,000 urban working children in urban learning centres. The government is supported by UNICEF, SIDA and CIDA in its implementation. The Post-Literacy and Continuing Education Programme 2

(PLCE 2) addresses youth and young adults. It is supported by ADB and SDC. During the past years since its existence in 2003, some donors have persistently provided technical assistance to BNFE, but improvements cannot be seen. At the present moment, it is considered a waste of resources and efforts, unless and until the government gives more importance to BNFE in that it, for instance, provides funding from the revenue budget and adequately staffs it; ensures that management staff stay for an adequate amount of time; and that cooperation between BNFE and other government agencies, such as DPE and DTE, is facilitated.

- Representatives of the Ministry of Primary and Mass Education have requested the EC to consider supporting a future large initiative developed by BNFE – a proposed **Basic Literacy and Continuing Education programme**. Foreseeing literacy crash courses for millions of adults in Bangladesh, this initiative is largely a copy of the Total Literacy Movement of the 1990, which was a major failure. It has meanwhile been widely acknowledged that literacy programmes at such large scale and in a short time span do not work, and that smaller and longer-term initiatives coupled with skills-development and income-generating activities, are more successful. Unfortunately, the government has missed the opportunity to heed lessons from the Total Literacy Movement; and their project proposals have consequently been widely rejected by the donor community.
- The experience made under the PEDP II sector programme with the so-called '**Innovation Grant Scheme**' is also indicative of the difficulties the government has in its financial cooperation with NGOs in the education sector. The scheme is supposed to finance innovative approaches proposed by NGOs that support and foster inclusive education with up to 10,000 Euros per project. While thousands of proposals have been received for each of the three calls for proposals, and sufficient funds have been made available by donors to cover hundreds of projects, in the first two selection rounds the government has only selected a total of 20 projects and failed to make use of this opportunity.

To conclude: A policy preference expressed at identification stage was to move closer to a sector-wide approach, or an implementation driven by government. However during the formulation stage consultants have stressed that there are clearly unacceptable risks involved at this present time, especially in relation to the non-formal sector. Issues to do with governance, accountability, ownership, staffing and lack of an overarching policy framework, embracing formal and non-formal education, and the current uncertainty of the future structure of the government system in relation to non-formal education mean that there is not yet a solid foundation on which to build. However, the programme foresees a review of this situation at its mid-term.

2.3. Complementary actions

The action complements the significant EC support provided under the ongoing **Second Primary Education Development Programme (PEDP II)**, which runs until mid-2011, as well as its likely successor ("PROG 3"). While PEDP II seeks to address the above described weaknesses and shortcomings of the formal system, the EC support to non-formal primary education must be understood as a temporary engagement to help achieve the MDG and EFA goals. The government's concept paper for PROG 3 foresees that the next (sub-) sector programme should be more

comprehensive and holistic, and it includes a reference that non-formal education could be included. Current discussions indicate that this would not signify the 'integration' of the two sectors. Considering the manifest capacity problems within PEDP II, a number of observers also caution that it could be too ambitious; and that the government should focus on persisting problems concerning quality and drop-out in the formal system. It is therefore suggested that the SHARE programme will be reviewed at mid-term stage, jointly with the government in order to determine if and to what extent it can be better integrated into the next primary education sector programme.

Institutionally separate from PEDP II, the European Commission is furthermore going to support the provision of primary **education services in the Chittagong Hill Tracts (CHT)** in cooperation with UNDP from January 2010 until September 2013. This new project is following the education component of the Chittagong Hill Tracts Development Facility, which terminated in March 2009. In consideration of the huge needs in this geographically isolated region, and the fact that the CHT project provides a good example for quality education to minority children, it is recommended to allow project proposals under the SHARE programme to include the CHT, and to ensure mutual learning.

In August 2009, the government circulated a major **mapping study**, commissioned by BNFE, supported by UNESCO and SIDA and carried out mainly by consultants, called "Mapping of Non-Formal Education Activities in Bangladesh". Among other things, the mapping study documents in full detail the **actions of all donors** and implementing partners in the field of non-formal education, as of 2008. In summary, a total of 15 projects and programmes are currently in operation (including 9 funded by the EC).⁷ Total funding of these programmes is in excess of 313 million US dollars. The three largest programmes are: the BRAC Education Programme (Budget 133 million US dollars); the Reaching Out-of-School Children Project - ROSC (Budget 58 million US dollars); and the Basic Education for Hard-to-Reach Urban Working Children (Budget 35 million US dollars). Crucially, the mapping study demonstrates that, despite all of the above, there are huge areas of unmet need. Detailed maps, showing district and upazila-wise coverage reveal the extent. As noted in Section 2.1 above, some 2,000 villages have no education facility of any kind. It is this kind of gaps that SHARE is designed to address.

Under the **on-going EC-financed non-formal primary education (NFPE) programme**, which has been covered by the above mapping study, the EC provides a total of 27.3 million Euros to three NGO networks. The programme provides primary education to about 320,000 children who would otherwise not have received any education. The SHARE programme is strongly based on the NFPE programme, and lessons learnt have greatly strengthened its design. The timing is also appropriate as the end of the ongoing NFPE programme coincides with the time when the

⁷ Development partners include: CIDA, DFID, the EC, IDA, the Netherlands, Norway, NOVIB, Plan Bangladesh, Save the Children UK, Save the Children USA, SDC, SIDA, and UNICEF. Implementing agencies include: ARBAN, the Bureau of Non-Formal Education, BRAC, the Centre for Mass Education in Science (CMES), CCDB, CODEC, Dhaka Ahsania Mission, DORP, FIVDB, JCF, HOPE, Koinonia, the Ministry of Primary and Mass Education, the Ministry of Women and Children Affairs, NETZ, Padakkhep, RDRS, SUROVI, Tear Fund UK, Terre des Hommes (Italy), TOYMU, VERC, UNDP and UNICEF. It should be noted that these are the major implementing agencies only. Within the current EC-funded NFPE programme, BRAC for instance is implementing half of the project through 60 small NGOs.

SHARE programme is likely to be fully operational. SHARE helps ensure that the EC maintains and extends its level of support to children through non-formal primary education. At least 400,000 hardest to reach children will receive access to quality primary education. It is important to emphasise in this respect that the action does not aim to build/finance permanent NGO-run schools. It rather provides flexible cost-effective solutions to reach out to those not covered by the formal system.

2.4. Donor coordination

The main mechanism, on an ongoing basis, for coordination between development partners and with the Government of Bangladesh is the **Education Local Consultative Group (ELCG)**, currently chaired by the Netherlands. In view of the number of development partners active in non-formal education, and the correlating need for exchange, the ELCG has established a sub-group on non-formal education. This way, it is ensured that the sector gets the required attention, and the specific issues are adequately reflected in the positions taken by the ELCG and in submissions made to the government.

Overall, donor coordination may be summarised as satisfactory to good. However, the wide range of project activities identified in Section 2.3 above provides an indication of the extent of the challenge faced in practical terms. At the operational level there is considerable scope to better share resources and know how, and to avoid duplication of effort. Component 2, i.e. the “**Knowledge Management Component**” of the SHARE programme is designed to make a **major contribution to better sharing resources and know how**, and to support the government in this respect.

The EU Delegation has been in repeated contact with concerned government agencies and ministries, both during identification and formulation stages, as well as linked with the implementation of ongoing projects and programmes.

3. DESCRIPTION

3.1. Objectives

The **Overall Objective** of SHARE is to contribute to the achievement of Bangladesh’s development goals and to a national basic education framework.

Contributing to that higher objective, the **purpose** of SHARE is to provide quality basic education for hardest to reach boys and girls, and their parents or guardians, in up to all six divisions in Bangladesh, using a variety of approaches, yielding and sharing lessons about what works best and why, and helping build results-based-management capacity and culture, in coherent linkages with the formal primary education system and other non-formal education initiatives.

At present, it is unclear if the Government will extend the PEDP II follow-up programme to non-formal education. If such a decision is taken, and if the government so wishes, this programme could be integrated in the then new sector-wide approach.

At the purpose level, **key indicators** will include the following:

- A substantial number of out-of-school children (at least 400,000) complete education equivalent to that provided in the formal primary education system or transfer to the formal school system.
- A substantial number of illiterate parents/guardians (at least 80,000) acquire basic literacy skills by the end of the project.

SHARE has **two components**. The **first component** focuses mainly on the **provision of basic education for out-of-school children** from the hardest to reach segments of society. These include children living in the most geographically inaccessible areas (chars, hoars, Chittagong Hill Tracts etc), from the poorest quintile of society, ethnic minorities, street children, and children with special needs (i.e. children with mild physical or mental handicaps). These children will receive primary education and will be taught in line with the national primary education curriculum. As the Government of Bangladesh is presently propagating the merging of primary and lower secondary education into what is referred to as "basic education", SHARE will be flexible enough to accommodate this new development so as to contribute to coherence between the formal and the non-formal primary education system. This will either be done at the time of the launch of the call for proposals or during projects' implementation through adequate provisions mentioned in the contracts.

While the main focus of each project will be on primary education for children of the above-mentioned target groups, it will be left to the applicants to decide whether or not to include also a minor component on **education for parents/guardians, pre-primary education and/or support to low-performing disadvantaged students at government schools** in their projects. The NGOs may then come up with new and innovative learning approaches, where parents may learn together with their children, provide assistance to the teacher, read stories to their own and others' children, or where parents learn in separate classes, or a combination of various approaches. Depending on need and interest expressed, parents may acquire or boost their literacy, numeracy, livelihood and life skills (the latter in fields such as sanitation, hygiene, and family life education). Classrooms may be used for multiple purposes. All this may create a learning culture in families and whole clusters of literate and well-instructed people so as to ensure that the acquired skills level in terms of literacy, numeracy and basic life skills can later be maintained.

While the provision of primary education will be at the centre, this component naturally entails also teacher training, the development of teaching materials, the supervision of teaching staff, training of school-management-committee members and other activities which may be relevant for a successful provision of basic education.

The **second component** addresses the need for **knowledge management, capacity building and coordination** among the then selected projects and with the government and other providers of formal and non-formal primary education. This component will be implemented by a service provider, which is going to be identified through a competitive tendering procedure, and which is going to provide services to the NGOs implementing the projects, to government institutions involved with non-formal education (this may be BNFE or a successor) and to the wider community. Its tasks are going to include a selection of the following and may be supplemented as and when required:

- Regular collection and presentation of an agreed set of data;
- Drafting of annual reports for the whole programme;
- Action research/studies as and when required;
- Increased standardisation with regard to the use of teaching materials, teacher training, teacher salaries, and closer alignment with the formal system;
- Organisation of training seminars, workshops, conferences for the NGOs concerned and, where appropriate, beyond;
- Monitoring of progress and supervision of the NGOs, as supplement to monitoring done by the EC;
- Organisation of exchange of experiences among the NGOs concerned and with other actors;
- Advocacy initiatives and support to an increased equivalency of non-formal and formal primary education;
- Development of a website, the dissemination of results, and communication and visibility activities for the whole programme and beyond;
- Organisation of Advisory Board meetings for the programme.

The purpose of the above-mentioned Advisory Board is to provide general oversight of and advice to the programme. It shall comprise representatives of the government, academics, the NGOs involved in the programme, other civil society actors, donors, relevant UN organisations, and representatives of the implementing partners selected under the foreseen call for tender.

In addition to the above, and depending on the evolving situation at government with regard to the scope of the PEDP II follow-up programme, government commitment to integrating formal and non-formal primary education and government interest in receiving technical assistance, the contractor may also be asked to ensure **support to the government**. For the successful implementation of these activities, it is essential that the government is actively involved. To give an example, the currently EMIS system is administered at DPE. Without DPE's support and commitment it would not be possible to update it with information from non-formal service providers. Similarly, it is the government's task to identify and state the role of its education providers. This programme can therefore only offer to provide technical assistance in these fields if the government so wishes. Here is a list of potential areas of intervention:

- promoting linkages between formal and non-formal education sectors, as well as between early childhood care and education, primary education, youth and adult literacy programmes, and – more generally – lifelong learning;
- defining the short, medium and, if appropriate, long-term role for non-formal education service providers in Bangladesh and the role of Government vis-à-vis these providers;
- coordinating the different donor-funded interventions under the responsibility of BNFE and/or DPE and advocating for more coordinated donor support in areas where the government cannot yet cater for all needs;
- expanding and improving the current Education Management and Information System, which would then include data on non-formal education at all levels as well as data on needs for an expansion of access to education;
- including initiatives outside the SHARE programme, and particularly those implemented by BNFE or DPE, in activities related to ongoing research, monitoring, assessment of results and impact, in order to learn lessons about which approaches work best and why, and which are the most cost-effective.

3.2. Expected results and main activities

Expected results are grouped into the following four main areas, with corresponding example key indicators:

Result 1 (component 1): Literacy, numeracy, key livelihood and life skills acquired by boys and girls who have dropped out of, or never enrolled in, primary schools, as well as by other community members lacking basic educational competencies.

Example key indicators:

- A minimum of 80 % of enrolled boys and girls succeed in government-recognised grade 5 examinations by the end of their education cycle, with data disaggregated by sex and by enrolment status (never-enrolled or drop-out children).
- Similar enrolment levels for girls and boys, with gender differentials maintained within the range of ± 5 % across all project years.
- Living habits and livelihood components (e.g. sanitation, hygiene, and family life education) included within the broader curriculum of all project interventions, at the latest by the end of year 2.

Activities related to this result include project preparation, the provision of primary education and other education services, and project management and coordination among the NGOs involved in individual projects.

Result 2 (component 1): Community capacity to influence school management and accountability enhanced.

Example key indicators:

- All project schools implement school-level improvement plans no later than at the end of year 2.
- All project schools with active community action groups/school committees no later than at the end of year 2.
- Community members active in monitoring the performance of students and teachers in all schools, commencing no later than at the end of year 2.

Activities related to this result include the establishment of school management committees, and the training and ongoing support to empower communities to supervise schools, teachers and students.

Result 3 (component 2): Lessons learned, best practices and materials shared and disseminated, and used in the NGO community and, if desired, responsible government agencies to inform policy and practice.

Example key indicators:

- Information sharing interactive website fully operational no later than at the end of Year 1.
- Lessons/experience sharing events for all implementing institutions at least twice yearly, commencing by the end of year 1.
- Minimum 50,000 visits on knowledge management website highlighting best practices and resources, during programme lifetime.

Activities related to this result include the development of an agreed set of data for all projects, the organisation of exchanges of experience and expertise among NGOs involved, the establishment of an Advisory Board for SHARE, the drafting of annual SHARE reports, the development and maintenance of a programme-related interactive website, the sharing of materials developed by SHARE, the provision of technical assistance, and action research where required and appropriate.

Result 4 (component 2): Results-based management institutionalised at NGOs and, if desired, at relevant government institutions.

Example key indicators:

- Increased consistent use of information for evidence-based planning by implementing institutions and, possibly, government partners commencing no later than at the end of year 2.
- Increased consistent use of results-based monitoring formats by implementing institutions commencing no later than at the end of year 2.
- Frequent collection, use, reporting and targeted dissemination of monitoring data (at least once a year) commencing no later than at the end of year 2.

Activities relating to this result include, in addition to the above, specific training to NGOs on results-based management and continued support on the same.

3.3. Risks and assumptions

At the **purpose level**, main risks and assumptions include the following:

- Government and NGOs, apart from those selected, are ready and willing to heed lessons learned.

At the **results level**, main risks and assumptions include the following:

- The political situation continues to allow for NGO-supported alternative schooling approaches.

At the **activities level**, main risks and assumptions include the following:

- Sufficient and suitable (groups of) NGOs respond to the call for proposals to deliver alternative schooling programmes.
- At least one suitable institution responds to the call for tender to implement component 2.
- Possibilities for students of non-formal primary school programmes to sit the government Grade-5 examinations continue and are extended.
- The government will be interested in cooperating with, and participating in, capacity building, lessons learning, and other progress review activities.
- The government is receptive to innovative linkages with the NGO activities and approaches included in the project.

As part of its knowledge management component, the programme will aim at advocating for setting up linkages between formal and non-formal primary education.

3.4. Crosscutting Issues

Cross cutting issues upon which the proposed programme can be expected to impact upon positively, to a greater or lesser degree, include: democracy; good governance; human rights; indigenous peoples' rights; gender (especially with regard to gender

equality and gender mainstreaming); children's rights; and environmental sustainability.

The project responds to the government's commitment to the MDGs by utilising different strategies to increase access to primary education of those children still excluded and strengthening the role of parents (women in particular) and local ownership through community involvement and adult literacy. As part of SHARE's management and information system foreseen under component 2, data will always be segregated by gender.

3.5. Stakeholders

A **detailed stakeholder analysis** was undertaken at the pre-identification stage in May to July 2008. Twenty-six categories of stakeholders were then identified and their stakes analysed. Subsequent analysis also took into account the power and influence of these stakeholders in relation to the importance of each stakeholder group for programme objectives. Among the stakeholders considered most important for the proposed project, with low power and influence are: boys and girls (further subdivided into degrees of poverty, marginalisation, and other forms of disadvantage), parents, teachers, community members, and officers involved with the programme at the field level. The main stakes for key target beneficiaries include, in the short term, opportunities to access quality education and acquire relevant life skills. Looking to the longer term, the main stakes for key target beneficiaries include enhanced life prospects (earnings, social mobility, etc) and greater capacity to play a full role in society, exercise democratic rights, and contribute to national development.

In respect of the formulation of the current programme, **two workshops for interested stakeholders** from government, the development partners, academia and NGOs were convened to ensure appropriate consultation and coordination. The first was held on 25 May 2009 and the second on 7 July 2009. Consultative meetings were also held with senior officers of the following government ministry, departments, and institutions: the Bureau of Non-Formal Education (BNFE), the Department of Primary Education (DPE), the Ministry of Primary and Mass Education (MoPME), the National Academy for Primary Education (NAPE) and the National Curriculum and Textbook Board (NCTB). Additionally, consultative meetings were held with the following donor agencies and organisations and their representatives: ADB, AUSAID, CIDA, DFID, Dubai Cares, ILO, the Netherlands, SDC, SIDA, UNESCO, UNICEF, UNDP, and the World Bank. In the field, meetings and focus group discussions were held with numerous local government officers, project supervisors, teacher trainers, teachers, community leaders, parents and children.

The opinion of all these categories of stakeholders met before, during and after the formulation mission, have helped shape the design of the SHARE programme - including its implementation modality. It is to be noted that not only NGOs and some development partners advised against an implementation through BNFE, but also individual government officials. The formulation mission has issued stark warnings against creating dependency of the programme on BNFE.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The programme will be implemented via a **direct centralised management** mode through the signature of grant and service contracts following call for proposals and call for tenders respectively.

Implementation will be carried out as follows:

Grants will be managed by the EU Delegation through the signature of grant contracts following a call for proposals.

The **call for proposals** aims at identifying the best-qualified NGO networks to implement the projects. Services will be managed by the EU Delegation through the signature of service contracts following a call for tender.

The **call for tender** will help identify the ideal partner for the implementation of the knowledge management and capacity building component 2.

Government representatives will be associated at all stages of the project implementation, i.e. as observers during the selection process following the call for proposals and the call for tenders, and as participants in monitoring visits, workshops, seminars and evaluations. All the programme's publications and teaching materials are going to be shared with the government. Government representatives will be invited to play a major role in the programme's Advisory Board.

4.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the DCI Regulation. Further extensions of this participation to other natural or legal persons by the concerned authorising officer shall be subject to the conditions provided for in *articles 31(7) and (8) DCI*.

2) Specific rules of grants

The essential selection and award criteria for the award of grants are laid down in the Practical Guide to contract procedures for EC external actions. They are established in accordance with the principles set out in Title VI 'Grants' of the Financial Regulation applicable to the general budget. When derogations to these principles are applied, they shall be justified, in particular in the following cases:

The maximum possible rate of co-financing for grants is 95 % of project costs in component 1. It cannot be expected from NGOs, who normally do not have any revenues except donor funds or contributions from individuals, to co-fund more than 5 % of project costs. The same percentage had been chosen for the presently ongoing

non-formal primary education projects and constitutes a considerable burden for the NGOs in question.

Derogation to the principle of non-retroactivity: a grant may be awarded for an action which has already begun only if the applicant can demonstrate the need to start the action before the grant is awarded, in accordance with Article 112 of the Financial Regulation applicable to the general budget.

4.3. Budget and calendar

The total cost of the project is estimated at € 54425 000 of which EU contribution is of € 52 000 000, and of which Grant Beneficiaries is of € 2 425 000.

Categories breakdown	EU (EUR)	Other donors (EUR)	Total (EUR)	Contracting/ Paying Authority
1. Grants (component 1: Provision of basic education)	48 500 000	2 552 632	51 052 632	EC
2. Services	3 000 000		3 000 000	EC
2.1 Services (component 2: Knowledge management)				
2.2 Audit	250 000		250 000	EC
2.3 Monitoring and Evaluation	250 000		250 000	EC
TOTAL:	52 000 000	2 552 632	54 552 632	

The contribution from NGOs will be minimum 5 % of total project costs.

The operational duration of the project is 96 months as from the date of the budgetary commitment. The following indicative **timetable is foreseen**:

Budgetary Commitment	Mid-2010
Call for Proposals and Call for Tenders launched	Autumn 2010
Contracts signed	Mid-2011
Contracts ongoing (initial maximum period of six years, with possibility of extension in accordance with envisaged amendments to the primary education cycle in Bangladesh)	Mid-2017 (or extension – see left column)
Closing phase	Mid-2019 or mid-2020 (if extension – see above – is granted)

4.4. Performance monitoring

Day-to-day desk and field monitoring will be a continuous process, as part of the EU Delegation's responsibilities. Under point 3.2 as well as in the logical framework matrix, a number of key performance indicators per expected result are set out. These will be used to measure progress and performance at programme level.

In addition, the individual project proposals to be received after the call for proposals will contain individual indicators, which will be the basis for project-specific monitoring. The implementing partners will be required to submit annual progress reports. These will form the basis for annual reports about the whole programme as foreseen under component 2.

EU Delegation's own monitoring is going to be supplemented by results-oriented monitoring provided by external independent consultants, the NGOs' own monitoring system, monitoring done by local and central-level government representatives, an independent mid-term review and a final evaluation.

The independent consultants responsible for carrying out the external impact monitoring are recruited directly by the Commission in accordance with EC rules and procedures on specifically established terms of reference

To assist the EU Delegation in its performance monitoring as well as the implementation by the selected NGOs, it is foreseen that component 2, the "Knowledge Management" component of the programme, will involve oversight of project activities including monitoring of progress against the logical framework matrixes as well as technical supervision, providing guidance and support. In particular, this component will help NGOs use the logical framework matrixes as an effective management tool in their own day-to-day project management. This component will also include support to the development of a database, which will be a basis for regular ongoing performance monitoring by the EU Delegation and its implementing partners.

4.5. Evaluation and audit

There will be a mid-term review and a final evaluation, which would each comprise all contracts operated under this programme. External evaluations will be carried out by independent consultants recruited directly by the Commission in accordance with EC rules and procedures on specifically established terms of reference.

The mid-term review shall be jointly assessed with the government in order to determine whether adjustments of the programme framework are adequate. In addition to standard evaluation procedures, it will determine if the government has proceeded with its present commitments to integrating non-formal primary education into the PEDP II successor programme, and to extending primary education up to grade 8, and in how far SHARE can help support these developments.

Audit arrangements are integral part of the contractual arrangements with the grantees and contractors. In addition, audits might be carried out by independent consultants recruited directly by the Commission in accordance with EC rules and procedures on specifically established terms of reference.

4.6 Communication and visibility

The institution/organisation selected for the implementation of Component 2 will, as part of its overall mandate, ensure that the EC initiative is well-placed in national and, if possible also international, dailies and technical journals; that relevant reports, manuals, teaching materials, brochures and the like will be widely disseminated; and that all relevant information is available on a programme website, which could be located at a government server, if the government so wishes. For this purpose, a communication and visibility plan needs to be developed as part of the standard EU contracting procedures.

FWC BENEFICIARIES 2013
LOT N° Lot No 9: Culture, Education, Employment and Social
EuropeAid/132633/C/SER/Multi

REQUEST for Service N° 2014/ 352625/1
Mid-Term review of ongoing ‘SHARE: Supporting the Hardest to Reach
through Basic Education’ Programme in Bangladesh

TERMS OF REFERENCE

1. Background

The Government of Bangladesh is strongly committed to accelerate inclusive growth and reduce poverty with the aspiration of accessing middle income country (MIC) status by 2021. In 2013, Gross National Income (GNI) per capita reached \$1,044 and if growth continues at the rate of a minimum of 5.4% annually, Bangladesh could attain MIC status in 2016¹. In the 2012 Human Development Index, Bangladesh maintained its 146th rank (out of 186 countries). The country is ranked 111th (out of 148 countries) in the 2013 Gender Inequality Index². Bangladesh has managed to meet several MDG targets like reducing the poverty gap ratio, attaining gender parity at primary and secondary education, and significantly lowering the infant and maternal mortality rate. Growth in the ready-made garment (RMG) and knitwear sector in Bangladesh over the past three decades, as supported through preferential access to the EU market, has made a significant contribution to economic development, employment, higher income level and skills in Bangladesh. It has also had a positive impact on poverty eradication, empowerment of women and progress on the timely attainment of Millennium Development Goals (MDGs).

Nevertheless, while poverty has reduced, about 30% of the population (around 50 million people) of Bangladesh remain under poverty line including 17.6% (around 26 million people) in extreme poverty. Structural causes of chronic poverty are not properly addressed by most poverty reduction programmes, and the risk of falling under extreme poverty due to recurrent natural disasters and shocks is acute. Furthermore, Bangladesh is suffering from the Government's difficulties to translate strategies and policies into programmes and to allocate/absorb necessary resources for their implementation. Although the Bangladeshi people have proved to be extremely resilient, the combination of all these challenges is negatively affecting the most vulnerable.

The European Union (EU) has been a reliable development partner for Bangladesh since 1973.

Since 2001, EU development cooperation has supported poverty reduction by encouraging sustainable economic growth, social development, improved governance and respect for human rights. While Bangladesh economic growth is averaging 6% per annum over the past 10 years and is not depending anymore on Official Development Assistance (ODA), development cooperation, which represented 1.3% of the GNI in 2011, has provided a steady financial and technical support to investment. Project aid represents

¹ World Bank

² Human Development Report 2013: The Rise of the South. UNDP

37.3% of 2014 Annual Development Programme³ with disbursement of the EU+ Group (EU Member States, Norway and Switzerland) reaching some EUR 500 million every year.

1.1 Education Sector in Bangladesh

The Sixth Five Year Plan (2011-2015) focuses on sustained poverty reduction and recognises that the country will require faster growth in both public and private investment to ensure equal access to productive resources and employment.

The provision of education in Bangladesh is largely diversified, with mainly private providers complementing the government's role in secondary and tertiary education, and NGOs being more prominent at the primary education level. Bangladesh has a strong national commitment to education, with its primary education system being one of the largest in the world. The government has set ambitious targets in achieving the universal educational pledges of the Education for All and Millennium Development Goals. The European Commission, who has always been a staunch supporter of education development in Bangladesh, remains an eager partner.

The government is currently implementing a multi-donor funded sector wide programme Primary Education Development Programme- PEDP3. Despite its success to improve access and quality of primary education PEDP-3 is still lagging behind to include the hard-to-reach children and in targeting urban slums. In the non-formal education sub-sector the government has a **Non-Formal Education Policy** in place. This policy provides a definition of non-formal education as it is applied in the context of Bangladesh. *"Non-formal education is a purposeful and systematically organised form of learning that generally occurs outside the formal education institutions. It is designed to meet the learning needs of educationally disadvantaged persons of different ages and backgrounds, flexible in terms of organisation, time and place..."*

It is important to note that over the past few years, progress has been achieved in the **communication and collaboration between the government and the NGOs** providing education services in Bangladesh. Most non-formal primary education establishments are now following the national curriculum and mostly use the government textbooks.

1.2 EU support to Education Sector

Education and skills development are recognised as key driving forces for Bangladesh economic growth and social development (Vision 2021, the Plan, EU Agenda for Change). The **2010 National Education Policy** provides a comprehensive framework for the whole sector. Service providers include public, private and non-governmental organisations that use formal and non-formal channels to deliver education in schools, madrasas and community-based learning centres. In the past, most of the EU activities focused on primary education sub-sector, both formal and non-formal channels. Key lessons learned from EU supported programmes are inter alia that the sector-wide approach has engendered high level of government ownership and leadership of the development process; that the government organizational capacity has been strengthened through use of existing structures, enhancing sector efficiency through minimising duplication and fragmentation of activities and enabling greater focus on governance and systemic issues; however specific project support to hard to reach children (outside the regular systems)

³ Media Briefing - An Analysis of the National Budget for FY2013-14 - 07 June 2013 - Centre for Policy Dialogue

including to working children or children at risk of working remains necessary. Due to the inability of the formal system to access **out-of-school children**, especially in urban areas, and on the basis of encouraging previous experiences in this area, the EU proposes to continue funding dedicated programmes to target this specific group including by awareness raising on how to use education to prevent and eliminate child labour.

Rapid increase of students eligible for **secondary education** resulted in mushrooming of private secondary level institutions, including madrasas, without quality control. Secondary education in Bangladesh is highly underfunded and it is facing four main challenges, i.e. increasing demand, teacher's quality, inadequate curriculum and absence of a comprehensive implementation strategy. Support to secondary education will be complementary to Government's investments in quality education and skilled labour force. In order to guarantee best use of resources, the EU envisages blending grants with ADB loans for the Secondary Education Sector Investment Programme (SESIP).

Beyond education, and as mentioned earlier, the key challenge of the country is **to create employment for new entrants into the labour force**: nearly 51% of the labour force has no schooling and only 0.4% has received vocational, technical or skills development training⁴. The EU proposes to continue supporting the implementation of the 2011 **National Skills Development Policy** with an emphasis on improving quality and relevance of education, vocational training and skills development. This may include strengthening the quality assurance system so that the accreditation of courses and registration of training providers lifts the quality of training in Bangladesh. Special attention will be given to the linkages with the labour market, improving access for various disadvantaged groups, particularly women and people with disabilities. The EU will also pursue full implementation of the commitments outlined in the Bangladesh Sustainability Compact, in particular those related to rehabilitation and the better work and standards programme. In addition, special attention may be given to address skills building, including of returning migrants to help them re-enter the labour market.

The selection of this sector is relevant for the EU, Multi-Annual Indicative Programme (MIP) 2014-2020 considering EU's long experience in both education and skills development in Bangladesh. It ensures continuity with successful EU on-going and past programmes and complementarity with other DPs, and especially with the EU Member States.

EU's Sector Initiative Framework:

<i>Expected Results</i>	<i>Indicators</i>	<i>Means of verification</i>	<i>Baseline*</i>	<i>Target</i>
1) Efficient, inclusive and equitable primary education system further improved	1) Completion rate of the primary education 2) % of schools that meet the teacher/student ratio standard of 1:46	data from BBS, Banbeis.	70% in 2013 50% in 2013	90% in 2020 80% in 2020
2) Access to and completion of education for hard to reach children improved	1) % of hard to reach children remaining out of school 2) Number of children with special needs enrolled	Annual School Census	15% (2013) 10% in 2013	5% in 2020 Double baseline by 2020

⁴ TVET Mapping and Needs Assessment report 2013 - Save the Children

3) Absorptive capacity, completion, and quality of secondary education improved	1) Enrolment rate in the secondary education	programme reports for secondary education	50% in 2013	76% in 2013
	2) Existence of an implementation strategy for secondary education, including TVET		66 % in 2013	90% in 2020
	3) % of secondary teachers meeting NEP qualification requirements			

Source: EU-MIP 2014-2020, page 22

1.3 SHARE Education Programme

The European Union funded SHARE (**Supporting the Hardest to Reach through Basic Education**) Education Programme⁵ aims to contribute to the achievement of Bangladesh's development goals and to a national basic education framework.

The specific objectives of SHARE programme are to provide basic education opportunities of quality for the hardest to reach children and their parents and guardians, in 219 *upazillas* and *thanas* of 47 districts in 7 divisions of Bangladesh, using a variety of approaches that yield lessons about what works best and why, share best practice, and help build results-based-management capacity and culture, in coherent linkages with the formal primary education system and other non-formal education initiatives. Priorities for the programme include: (i) providing access to basic education of quality for those who would otherwise be excluded, building on proven good practice, (ii) maximizing the efficient use of resources, particularly through the adoption of holistic approaches; and (iii) the promotion and further development of a lessons-learning culture.

Key target groups for the SHARE programme include out-of-school children living in the most geographically inaccessible areas (chars, haors, Chittagong Hill Tracts etc), from the poorest quintile of society, ethnic minorities, street children, and children with special needs (i.e. working children, children with physical or mental handicaps). These children will be provided with quality basic education. In addition, the programme also offers pre-primary education to smaller children, basic education for the children's parents or guardians, and/or educational support to low-performing disadvantaged children enrolled at government schools.

SHARE has three major Programme result areas- Increasing Access, Improving the quality of education, and Promotion of effective networking, communication and co-ordination between partners and stakeholders.

A Technical Assistance (TA) component has been embedded in SHARE education programme tasked with the strategic role of managing knowledge and knowledge products, building capacity, establishing sustainable patterns of co-ordination, and providing opportunities for innovations and good practices within the various activities that are shared across the partners and Government organizations who share the overall objectives of the programme.

SHARE comprises four discrete projects implemented by NGO partners. Following is a brief description of the four partner projects, their specific objectives and targets within the broader framework of SHARE education programme.

⁵ Total Cost 49.25 million Euros over six years (2012-2018)

Aloghar(Light house) project is implemented by Caritas Bangladesh. Aloghar's objective is to empower, enhanced literacy, self-reliance and better social integration of disadvantaged and hardest to reach children, so that they can access their right to quality basic education at pre- and primary level, and equal opportunities for inclusion in mainstream education at secondary level school. In total 158,605 dropouts and out of school children belonging to the poorest of the poor, indigenous and cultural minority families will be covered by the project. A total number of 104 upazilas of 28 districts and six divisions are covered under the project. The Aloghar Project will develop multi language education materials for 45,000 indigenous children and provide appropriate devices for 3,000 physically challenged children and integrating 6,000 extremely disabled children into specialized institutions. The duration of the program is 72 months with a total EU grant of 10 million Euro.

SHIKHON II (Learning) project is implemented by Save the Children Bangladesh in association with three partners: Community Development Centre, RDRS Bangladesh and Village Education Resource Centre. SHIKHON II is planned for 63 months with a total EU funding of 16 million Euro. The objective of SHIKHON II is to facilitate access and increase basic education achievement for 128,400 of the hardest-to-reach children from the poorest quintile of society living in remote disaster prone coastal areas, including chars and haors, and the Chittagong Hill Tracts; and 32,000 low-performing, disadvantaged children attending formal schools in SHIKHON II's working areas. SHIKHON II will use the lessons learned under SHIKHON I.

SUSTAIN project is implemented by Save the Children-Bangladesh. The objective of the SUSTAIN project is to increase access to and completion of child-friendly pre-primary education (PPE) and non-formal primary education (NFPE) for the hardest to reach urban working children or those at risk of becoming working children and to create opportunities for continuing formal or non-formal education beyond the basic education for the same children. The project is under implementation in 17 wards in Dhaka City and 15 wards in Chittagong City. The target group includes 38,988 urban working children or children at risk of becoming working children. A total of 39 compounds has been established to house 27 PPE centres, 156 NFPE centres, 39 child clubs and 39 CMCs. The project's duration is 72 months with an EU grant of 5 million Euro.

UNIQUE II is implemented by Dhaka Ahsania Mission in association with six NGO partners - ASOD, CCDB, DORP, Surovi, VARD and YPSA. Plan International is the technical partner of this project. The objective of UNIQUE-II is to provide primary and pre-primary education to 297,467 disadvantaged children from poor Upazilas. It (UNIQUE II) covers 26 districts and 84 Upazilas in 5 Divisions by setting up 1850 new CLCs (Children's Learning Centre) along with 2380 CLCs phased out in 2012. Multi Grade Teaching Learning approach is being practiced in all CLCs. The project will run for 72 months with an EU grant of 15.5 million EURO.

SHARE Education Programme has continued to build on its achievements and good practices, maintained an impressive drive to enroll children into schools in some of the hardest to reach environments in the country since its inception. Teachers have been recruited and trained, and a variety of learning materials and teacher's guides produced. The education centers have established community management committees and parenting classes have been established. An important indicator of quality is learning outcomes. The fact that most enrolled children participated in the Primary School Certificate, and that more than 90% were successful speaks volumes for the SHARE programme, its children, teachers and managers.

In last few years SHARE addressed a number of cross-cutting themes through the work of the project partners including mainstreaming children into the formal school system, building strong community relations and a sense of ownership by the community, and developing effective relationships with the

government and the formal education system. These efforts will continue to be strengthened and expanded through the technical assistance component embedded in the programme. As the programme is now entering a crucial phase in the third year of its implementation it will be challenged to consolidate its success in providing access to all its target population, and in maintaining quality through improving and sustaining its innovative models of good practices.

SHARE's upstream activities will require coordinated action by the partners guided by the Technical Assistance team. The embedded TA is expected to provide strategic support in disseminating and sharing knowledge, deepening the understanding of what works best and why, reinforcing and expanding the gains achieved including proven good practices and innovations and repositioning NFPE underpinned by policy/action research and advocacy into a more sustainable framework that will support the development agenda and strategy of the government.

2. Description of the Assignment

The Mid Term Review (MTR) will limit its scope of activities implemented under the SHARE Education Programme since it commenced in January 2012. However, it is expected that the team will provide more forward looking recommendations based on the findings and lessons learned. In addition, the evaluation team will be expected to evaluate the current mode of assistance and recommend for the modality of support to this sub-system with adequate justifications. As mentioned further in this document, the activity will include review of documents; data collection and consultations with key stakeholders and in-country and desk-based activities.

2.1 Global Objective

The global objective is to help the EU to optimise its support to the Government of Bangladesh in non-formal primary education, with a view to Bangladesh achieving the Millennium Development Goals and the Education for All goals.

The Mid-Term Review, which has been foreseen the project's contractual documentation as well as the EUD Manuals, will provide the decision-makers in the Government of Bangladesh, the relevant services of the European Union, and the wider public with sufficient information to make an overall independent assessment about the performance of the programme. Identify key lessons and to propose practical recommendations for follow-up actions. Gauge early impact of the projects against its objectives.

2.2 Specific Objective(s)

The specific objective of the mission is to assess the programme along the following evaluation criteria:

- Relevance,
- Effectiveness,
- Efficiency,
- Sustainability,
- Impact
- Visibility and
- Way forward

These criteria are further elaborated upon in **Annex 1: Key Evaluation Questions**

The questions under each criterion are meant to guide the review team in focusing on key issues when designing survey and interview tools, analysing results and providing findings and recommendations.

2.3 Requested Services

Two consultants are to be procured and one will work as the Team Leader. The profiles are specified further in this document.

The EU will recruit two consultants,

1. Expert-1 (Team Leader): Education Policy and Management /Financial Expert (Category II)
2. Expert-2 : Education Assessment Expert (Category 1II)

The mission will organize and undertake/facilitate all activities outlined in the agreed mid-term evaluation and will visit the projects of the SHARE Education Programme and hold discussions with project management, major beneficiaries and counterpart organisations to gauge the relevance, efficiency, effectiveness, impact, sustainability and visibility of the programme. It will ensure adequate contact and consultation with, and involvement of, the different stakeholders, working closely with the all relevant authorities and agencies during the entire assignment.

2.4. Required outputs

- An Inception Report- End of 1st week
- A Draft report- End of 3th week, and
- A Final report- End of 4th Week

The Team Leader will lead the overall management and coordination of the review, including the delivery of outputs. Second Expert will work as directed by the Team leader and take part in the development of review preparations, consultations, with key personnel including GoB and donor agencies and programme stakeholders, and contribute to the review as required.

Further details are provided in this document.

2.5 Language of the Specific Contract

The working language of this assignment will be English. However, since some meetings or necessary information might only be available in Bangla, additional language requirements are mentioned under the Experts profiles.

Translation/ interpretation services should be included in the budget, for the translation during meetings in Bangladesh/in-country.

2.6 Subcontracting (to be foreseen or not)

For EU framework contracts: Subcontracting is not foreseen.

3. EXPERTS PROFILE or EXPERTISE REQUIRED

EU might organize interviews during the selection of the expert they recruit.

The evaluation team will comprise of 2 experts (category 2–1 and category 3-1) with the following profiles

and qualifications:

Common features:

- a solid and diversified experience in the specific field of expertise needed, including experience in evaluation of education projects;
- experience in the region and in Bangladesh is desirable (years of experience may vary per expert irrespective of their position in the team);
- full working knowledge and excellent report writing skills in English, and if possible some working knowledge of Bangla;
- Excellent communication skills, particularly in a cross-cultural setting
- Fully conversant with the principles and working methods of project cycle management and the EU's aid delivery methods.

The EU will recruit both experts with the following experience and knowledge:

Expert 1	Team Leader: Education Sector Policy and Management / Financial Expert Category II)
Education	<ul style="list-style-type: none"> • University level; Masters level (Doctoral Degree preferable)
Experience and knowledge	<ul style="list-style-type: none"> • Senior education expert with minimum 6 years of experience in development cooperation. • Extensive experience in the design or evaluation of major donor funded programmes in education in developing countries. • Experience with education sector analysis, education financing policies and strategies, and policy analysis. • Experience with the advocacy, design and implementation of partnership processes, and of consensus-building among involved agencies. • Experience in a wide range of countries and with the procedures of several donors and lending institutions, including EU. • Excellent report writing and communication skills in English. • Experience with Bangladesh education system will be an advantage.

Expert 2	: Education Sector Assessment Expert (Category III)
Education	<ul style="list-style-type: none"> • University level, Masters level

Experience and knowledge

- Senior monitoring and evaluation specialist with at least 3 years of experience in the Education Assessment of development cooperation activities
- Strong understanding of monitoring and evaluation methods and how they relate to the program implementation, especially NFPE education in developing countries.
- Excellent report writing and communication skills in English.
- Experience of evaluating education projects in Bangladesh will be an advantage.

Administration Information

- During all contacts with any institution or organisation, the experts will clearly identify themselves as independent consultants and not as official representatives of the European Union.
- All reports shall clearly contain the following disclaimer: “This report is prepared with the financial support of the European Union. The opinions expressed are those of the authors and not necessarily those of the European Union.”
- Selected consultants must possess passports with at least six month validity at end of the mission (therefore 10 months validity at start of mission) and obtain a valid business visa from relevant Bangladesh embassies/consulate offices prior to coming to Bangladesh.
- Experts are expected to be equipped with laptops
- All document, reports, or other materials acquired during the assignment and relevant to EU will be submitted to the EU Delegation at the end of the assignment, and will remain available for further missions and/or projects
- The Contracting Authority reserves the right to have the reports redrafted by the mission, as many times as necessary. Financial penalties may be applied if deadlines indicated for the submission of reports (drafts and final, in hard and electronic copy) are not strictly adhered to.
- No interim payment will be processed.
- For experts recruited by the EU, unless otherwise stated, all terms and conditions of FWC BENEf 2013 apply.
- For experts recruited by the EU, this will be a 'global price' contract (versus fee-based).
- The EC considers fees, per diems, and reimbursable costs as eligible costs. The following are considered as eligible reimbursable costs: support personnel (secretarial support, driver, interpreter, etc.); reproduction of documents (photocopies, copies on CD-ROMs, etc.);

consumables and supplies directly attributable to the action; translation; rental of meeting venues; provision of food and refreshments for workshops and meetings; car hire or other means of transport in Bangladesh; international and local travel. All other costs will be considered ineligible.

- **Tax and VAT arrangements:** Costs related to VAT and other tax will not be considered eligible under this contract.
- The eligible per diem rate is the published rate on the date of the Request for Services. The per diem is fixed for the days spent in Bangladesh during the assignment.
- The working week in Bangladesh is from Sunday to Thursday. For this assignment, a six day work week is approved. Any rest days the consultants may wish to take during their in-country mission in Bangladesh are eligible for per diem rates only; no honorarium will be paid for rest days.

4. Location and Duration

- **Starting period**

The indicative starting date of the assignment is 15 March 2015.

- **Foreseen finishing period or duration**

The overall duration of the assignment is 30 working days. Finishing date is foreseen on 15 July 2015. The estimated inputs in working days per expert are mentioned further in this document.

- **Home based/ Preparation work:** Desk study and review of documentation available. The experts will be provided with the relevant documentation by email upon the signature of the contract.

During this home based phase, the team will be expected to be in regular contact with the Delegation of the European Union, through email / phone.

- **In-country mission:** In country mission will include the following activities:

Briefing- The mission will start with a briefing with EUD and SHARE Partners to further clarify their respective expectations for the review and answer methodological and procedural questions.

Inception Report – The Team Leader will submit an Inception Report to the EUD within 3 days of the mission in Bangladesh.

Draft Report – Within 7th week of the assignment Mission will present the Draft Report of the MTR at the meeting attended by the EUD, SHARE Education Programme partners and any other related stakeholders.

- **Final Report**

Final report writing will be in the home country and submitted within 9th week from the mission start. The Contractor will submit 5 hard copies and one CD.

Following table below presents the breakdown of Expert's days with location and duration:

Description	Expert - 1	Expert - 2	Total
Travel	2	2	4
Field mission/ Bangladesh	30	30	60
Briefing/ debriefing	2	2	4
Home based reporting/ Final Report	4	2	6
Total Days	38	36	74

8. Annexes

Annex 1: Key Evaluation Questions

Annex 2: Layout and Structure of Final Report

Annex 3: Key Documents for the Evaluation

Annex 4: Key Contact Details

Annex 5: Methodological Observations

Annex 1: Key Evaluation Questions

Problems and needs (Relevance)

The extent to which the objectives of the development intervention (projects/ programme) are consistent with beneficiaries' requirements, country needs global priorities and partners' and donors' policies.

The analysis of relevance will focus on the following questions in relation to the design of the project:

1. The extent to which the project has been consistent with, and supportive of, the policy and programme framework within which the project is placed, in particular the EC's Country Strategy Paper with Bangladesh, and the Partner Government's development policy and sector policies.

Achievement of purpose (Effectiveness)

The effectiveness criterion, concerns how far the project's results were attained, and the programme's specific objective(s) achieved, or are expected to be achieved.

The analysis of Effectiveness will therefore focus on such issues as:

2. To what extent is the SHARE utilising the full suite of mechanisms made available through the design?
3. Is the mix of activities appropriate to achieve the intended outcomes (as in the design) considering the SHARE's operating environment?
4. To what extent does the current model facilitate effective implementation and results? (this should include examining the organisational structure, consortia model, procurement processes – TOR development, bids assessment, responsiveness and timeliness).
5. Are the roles and responsibilities of programme partners clear and appropriate? If not, how can the roles and responsibilities of each be improved to facilitate results?
6. What is the appropriate level of engagement from BNFE, DPE and MoPME? Does the current model facilitate this?
7. What is the appropriateness of the recommended monitoring and evaluation arrangements: Does the M&E system provide sufficient information to support continuous program improvement, facilitate learning, and enable a robust assessment of program performance?
8. What is the quality of the analysis of strategic options, of the justification of the recommended implementation strategy, and of management and coordination arrangements?
9. How is performing the coordination mechanism putted in place?

Sound management and value for money (Efficiency)

The efficiency criterion concerns how well the various activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness. Comparison should be made against what was planned.

The assessment of Efficiency will therefore focus on such issues as:

9. Operational work planning and implementation (input delivery, activity management and delivery of outputs), and management of the budget (including cost control and whether an inadequate budget was a factor);

10. Extent to which the costs of the project have been justified by the benefits whether or not expressed in monetary terms in comparison with similar projects or known alternative approaches, taking account of contextual differences and eliminating market distortions.
11. Does Programme have adequate resources (professional/technical staff and administrative staff) to deliver on its stated outcomes? Were changes necessary would Programme have adequate resources?

Achievement of wider effects (Impact)

The term impact denotes the relationship between the project's specific and overall objectives.

Noting that the project has only been implemented for 3 years, it has been recognised that it might have limited measurable impact to date; however, these questions are built to investigate an early impact that could be identified.

An early impact could be further investigated at the final or ex-post evaluation, the analysis during this mid-term review will be shorter:

12. Extent to which the objectives of the project have been achieved.
 - whether the effects of the project:
 13. have been facilitated/constrained by external factors
 14. have produced any unintended or unexpected impacts, and if so how have these affected the overall impact.
 15. have been facilitated/constrained by project/programme management, by co-ordination arrangements, by the participation of relevant stakeholders
16. How is the level of cross-fertilisation between the different projects

Likely continuation of achieved results (Sustainability)

The sustainability criterion relates to whether the positive outcomes of the project and the flow of benefits are likely to continue after external funding ends.

The evaluation will make a relatively short assessment of the prospects for the sustainability of benefits on the basis of the following issues:

16. the ownership of objectives and achievements, e.g. how far all stakeholders were consulted on the objectives from the outset, and whether they agreed with them and continue to remain in agreement;
17. institutional capacity, e.g. of the implementing institutions; the extent to which the project is improving the capacity of the institution (e.g. a trend to procure research and utilisation of the recommendation from the study), appears likely to be capable of continuing the flow of benefits after the project ends;
18. Financial capacity, e.g. of the implementing institutions and the beneficiary community to generate financial and other resources to continue the activities included by the present programme/ project

Way forward

Identify issues which should be addressed for the future in order to feed the EU preparatory work for addressing primary education for the hard to reach population.

Annex 2: Layout and Structure of Final Report

- The final report should not be longer than 40 pages of texts.
- Additional information on overall context including statistical tables, graphs and further analysis should be confined to annexes.

The main sections of the evaluation report are as follows:

1. Executive Summary

A tightly-drafted, to-the-point and free-standing Executive Summary is an essential component. It should be no more than five pages. It should focus mainly on the key purpose or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons learned and specific recommendations. Cross-references should be made to the corresponding page or paragraph numbers in the main text that follows.

2. Introduction

A description of the project/programme and the evaluation, providing the reader with sufficient methodological explanations to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant. This section should consist of (i) Activity background; (ii) Evaluation objectives and questions, (iii) Evaluation process and methods, (iv) Structure of this report.

3. Answered Questions/ Findings

A chapter presenting the evaluation questions and conclusive answers, together with evidence and reasoning. The organization of the report should be made around the responses to the Evaluation questions which are systematically covering the DAC evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability, plus visibility. In such an approach, the criteria will be translated into specific questions. These questions (**refer also to Annex 1**) are intended to give a more precise and accessible form to the evaluation criteria and to articulate the key issues of concern to stakeholders, thus optimising the focus and utility of the evaluation.

Problems and needs (Relevance)

Achievement of purpose (Effectiveness)

Sound management and value for money (Efficiency)

Achievement of wider effects (Impact)

Likely continuation of achieved results (Sustainability)

4 Visibility

The consultants will make an assessment of the programme's strategy and activities in the field of visibility, information and communication, the results obtained and the impact achieved with these actions in the beneficiary country.

5 Overall Assessment

A chapter synthesising all answers to evaluation questions into an overall assessment of the programme. The detailed structure of the overall assessment should be refined during the evaluation process. The relevant chapter has to articulate all the findings, conclusions and lessons in a way that reflects their importance and facilitates the reading. The structure should not necessarily follow the evaluation questions, the logical framework or the evaluation criteria.

6 Conclusion and Recommendations

Conclusions

This chapter introduces the conclusions relative to each question. The conclusions should be organised in clusters in the chapter in order to provide an overview of the assessed subject.

Note:

- The chapter should not follow the order of the questions or that of the evaluation criteria (effectiveness, efficiency, coherence, etc.)
- It should feature references to the findings (responses to the evaluation questions) or to annexes showing how the conclusions derive from data, interpretations, and analysis and judgement criteria.
- The report should include a self-assessment of the methodological limits that may restrain the range or use of certain conclusions.
- The conclusion chapter features not only the successes observed but also the issues requiring further thought on modifications or a different course of action.
- The evaluation team presents its conclusions in a balanced way, without systematically favouring the negative or the positive conclusions.
- A paragraph or sub-chapter should pick up the 3 or 4 major conclusions organised by order of importance, while avoiding being repetitive. This practice allows better communicating the evaluation messages.
- If possible, the evaluation report identifies one or more transferable lessons, which are highlighted in the executive summary and presented in appropriate seminars or meetings so that they can be capitalised on and transferred.

Recommendations

They are intended to improve or reform the programme in the framework of the cycle under way, or to prepare the design of a new intervention for the next cycle including suggested modality of assistance.

Note:

The recommendations must be related to the conclusions without replicating them. A recommendation derives directly from one or more conclusions.

The ultimate value of an evaluation depends on the quality and credibility of the recommendations offered. **Recommendations** should therefore be as realistic, operational and pragmatic as possible; that is, they should take careful account of the circumstances currently prevailing in the context of the project, and of the resources available to implement them both locally and at development-partner level.

They could concern policy, organisational and operational aspects for both the national / international implementing partners and for the development partners; the pre-conditions that might be attached to decisions on the financing of similar projects; and general issues arising from the evaluation in relation to, for example, policies, technologies, instruments, institutional development, and regional, country or sectoral strategies.

Recommendations must be clustered and prioritized.

Annex 3: Key Documents for the Evaluation

These documents will be made available upon request

1. Grant agreements of four projects- Aloghar, SHIKHON-II, SUSTAIN & UNIQUE-II
2. Inception reports of four projects and TA
3. Interim reports of four projects and TA
4. ROM mission reports on four projects and TA
5. Monitoring mission reports of the TA
6. Annual Progress Report 2013 and 2014-09-16
7. Guidelines

Annex 4: Key Contact Details

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Annex 5: Methodological Observations

The evaluation team should refer to the project/programme's logical framework.

It is suggested that the evaluation team carry out a rapid appraisal through a series of interviews and a series of focus groups involving beneficiaries and non-beneficiaries, along with use of other appropriate evaluation tools.

The project/programme is to be judged more from the angle of the beneficiaries' perceptions of benefits received than from the managers' perspective of outputs delivered or results achieved.

Consequently, interviews and surveys should focus on outsiders (beneficiaries and other affected groups beyond beneficiaries) as much as insiders (managers, partners, field level operators).

A key methodological issue is whether observed or reported change can be partially or entirely attributed to the project / programme, or how far the project/programme has contributed to such change. The evaluation team should identify attribution / contribution problems where relevant and carry out its analyses accordingly.

It must be clear for all evaluation team members that the evaluation is neither an opinion poll nor an opportunity to express one's preconceptions. This means that all conclusions are to be based on facts and evidence through clear chains of reasoning and transparent value judgements. Each value judgement is to be made explicit as regards:

the aspect of the project/programme being judged (its design, an implementation procedure, a given management practice, etc.)

the evaluation criterion is used (relevance, effectiveness, efficiency, sustainability, impact, coherence, EC value added)

The evaluation report should not be biased towards positive or negative conclusions. Criticisms are welcome if they are expressed in a constructive way. The evaluation team clearly acknowledges where changes in the desired direction are already taking place, in order to avoid misleading readers and causing unnecessary offence.

Summary of SHARE Mid -Term Review (MTR) Report

A. SHARE

The SHARE (Supporting the Hardest to Reach through Basic Education) Education programme consists of four discrete projects being implemented by three NGOs – Save the Children International (SHIKHON II and SUSTAIN), Dhaka Ahsania Mission (UNIQUE II) and CARITAS Bangladesh (ALOGHAR). They have started their activities in 2012 covering all remote areas of Bangladesh. Mid Term Review was mandatory for the programme and was launched by mid-2015.

The global objective of the Mid Term Review is to help the EU to optimise its support to non-formal primary education, with a view to Bangladesh achieving the Millennium Development Goals and the Education for All goals.

B. Major findings of the Mid-Term Review (source: MTR Final Report)

1. Relevance

SHARE is by its size and focus highly relevant to the EU's Country Programme, the Government's National Education Policy (NEP) of 2010 and to the objectives of Government's Third Primary Education Development Programme (PEDP3).

All SHARE project schools receive free NCTB textbooks and the students sit for the national Primary Education Completion Examination (PECE). Some Government Primary Schools also benefit from "learning camps" of UNIQUE-II or "SHIKHON clubs" of SHIKHON-II project where poorly performing Government Primary Schools (GPS) students are taught.

2. Effectiveness

Regarding effectiveness, there are three main results to be considered.

-- **Access:** in terms of numbers of students enrolled, each Project is well on the way of attaining its target numbers, ensured by rapid recruitment of teachers and supervisors. For instance, from 2012 to the present year total student enrolments have increased from approximately 211,000 to 503,000. Pre Primary Education (PPE) enrolments are approximately 139,000 and Non Formal Primary Education (NFPE) enrolments are around 364,000. Girls outnumber boys in both pre-primary and primary level. Most of the students of SHARE schools are first generation learner. It was noted that sound data to track the patterns of enrolments, progression, drop-outs etc is available.

-- **Improving the quality of education:** In all SHARE projects, the National Curriculum and Textbook Board (NCTB) primary education curriculum has been adapted to emphasize an active learning methodology with employment of attractive learning materials to support the children's learning process. Strong informed supervision helped to ensure real teacher preparation and performance. Use of Mother Tongue in teaching learning for Aloghar, UNIQUE-II and SHIKHON-II projects contributed to improve performance of ethnic children. Aloghar has multi-language materials, specially developed for their Project and has mother tongue trained teachers in sufficient numbers to match the student enrolment. SHIKHON-II used mother tongue in the beginning stages for 100% of instruction and over 3 years gradually moved to full Bangla instruction. The review concludes that SHARE partners have developed many innovative teaching learning approaches to improve the quality of education.

-- **Promotion of effective networking, communication and co-ordination between partners and stakeholders:** The four project shared their knowledge and experience from the beginning in various ways including knowledge sharing seminars and cross field visits. Moreover, all four projects coordinated at the initial stage to avoid any duplication of program area and accordingly revised their operational areas and submitted the revised list to NGO Affairs Bureau. EUD and SHARE TA were part of this exercise, developed and published a SHARE programme area map which was distributed to the implementing NGOs and relevant GoB Offices at central and field levels. The implementing

agencies namely Save the Children, Caritas Bangladesh and Dhaka Ahasania Mission used this long relationship with the central government ministries and local government and administration to continue networking and get benefitted bilaterally. The SHARE Coordination Group (SCG) – the policy and oversight mechanism for the SHARE programme. It comprises of four Project Directors, EUD and the TA team. All policy issues and major implementation matters, namely teachers' salaries, monitoring, research studies, problem solving etc. were discussed and decided at the SCG meetings. Under the auspices of SCG networking with key stakeholders have been strengthened as evidenced in the SHARE annual conferences while senior government officials and representatives of the donor agencies, NGOs including CAMPE, civil society organizations and NFPE implementers participated. The SCG proved to be very effective in terms of coordinating and monitoring activities, disseminating research findings, organizing conferences and workshops for all four projects.

3. Efficiency

The launching of the Projects went well with a very short gap between contract signing and students being in classrooms with recently trained teachers. The reviewer noted that a common log frame was not required in the Call for Proposal. The intention behind was to encourage diversity and innovation in project design and implementation within SHARE programme. Although the four projects are following a common goal there should have been a greater synergy in the development of Teaching Learning Materials (TLM) and training packages for teachers, teacher supervisors and others. Initially, there were some cash flow problems in three projects (SHIKHON II UNIQUE II and CARITAS) due to Bank Guarantee clause of EU. As per the general conditions, they could apply only for less than a million (€ 999,999) for pre-financing as they had no Bank Guarantee. Afterwards SHIKHON II and CARITAS got Bank Guarantee but UNIQUE II could not get any Bank Guarantee. However, the loss of teachers and teacher supervisors through resignation represented the most serious matter for the successful running of the programme.

For a large programme, such as SHARE, a single unifying log frame would have helped each component partner shape their Log Frames so that comparability and coherence between the partner projects was enhanced. Using a Results Based Management approach with a limited number of precise Results and clear and verifiable expected outcomes would have enabled NGOs to construct their Project Log Frames emphasizing their strengths.

4. Impact

Since only three years have passed, it is still too early to provide data on impact, although a number of positive signals are already visible, for instance, community awareness in the project areas, significant evidence of meeting the local needs for education, and the improved performance of the community based schools established by SHARE. The nationwide political unrest had limited effect on the project implementation.

5. Sustainability

SHARE schools are, located in the most disadvantaged and remote areas. These areas have no financial ability to support the continuation of the schools including hiring of teachers after the projects are phased out. Though some communities claim that they would be willing to pay for the teacher in the event of withdrawal of EU support, a majority expressed their inability to provide funds to maintain the schools and pay for the teachers, and they requested the continuation of donor support. On the other hand, government funded schools are providing education free of cost. In this contrasting landscape it will be irony to expect the impoverished community to pay for the education of their children.

Government started with PEDP3 to better cover hard to reach children will examine “NGO” facilities and looking how best to integrate into the programme.

6. Visibility

All four projects and TA have separate EUD approved communication and visibility plans. In all project sites (schools) are located, the EU logo is visible alongside the implementing partners' logo.

Communities benefitting from the project are aware of EU's support to education for the marginalized people. At all SHARE events such as workshops, seminars conferences small items with SHARE name and EU logo such as pens, notebooks, bags, banners were distributed. Two monographs have been produced on issues central to SHARE and each has the EU and other logos. The knowledge management team in close collaboration with EUD regularly disseminates information on SHARE events, such as meetings and seminars, through various local media channels.

C. Conclusions and Recommendations

These are divided into two sets: (a) up to the end of 2017 and (b) for the period beyond 2017.

a) For the remaining months of SHARE to 2017

- **Provision of adequate remuneration to teachers and supervisors:** Teacher and teacher supervisor outflow is serious enough in some Projects as to require actions. Reviewer recommend that no teacher should be paid less than the equivalent of US \$ 2 per day;
- **Evaluation of key innovations:** Although the projects are documenting their innovations and good practices, there is much to be gained by having continuous evaluation of key SHARE innovations and good practices by project staff.
- **Monitoring & Evaluation staff of 4 NGOs training in qualitative research/ evaluation techniques:** It is understood that the Knowledge Management component is in the process of hiring short term consultant to train project staff in M&E activities. It is recommended that qualitative research and evaluation techniques be included in the consultancy.
- **Inter-Project learning and collaboration:** There is much to be gained by tapping into the skills and knowledge of the field practitioners of all 4 Projects strengthen collaboration as evidenced in the third SHARE annual conference. It can be recommended that:
 - As agreed at the third SHARE annual conference, a series of Knowledge Sharing Seminars focusing on single thematic topics namely, i) improving the quality of education in particular developing students' competencies in core subject areas of English, Mathematics and Bangla; ii) strengthening management capacity at school and programme levels, and iii) promoting and supporting sustainable community based alternative stream of primary education should be organized.
 - SHARE TA team should facilitate, through short-term TA, a review of the training packages for teachers and supervisors with a view to (i) identifying strengths of the training programme; (ii) developing a common set of training materials that could be used for refresher training; (iii) running a pilot version of the common refresher training materials;
- **Actions on Visibility:**
The SHARE knowledge management team is well placed to take comprehensive measures to promote visibility in collaboration with all the stakeholders involved. They can revisit their communication and visibility strategy in consultation with EUD and partners with a view to strengthen the visibility of SHARE as an overarching NFPE programme. Other proposals include further development of the SHARE website, increased contacts with the media including press visits to project sites etc.

For the period beyond 2017

Children in the remote periphery of Bangladesh, and children in urban slums as well as children with various disabilities cannot presently access government primary schools for various reasons like cost involved, no room to get admission and so on. In addition, Government plans to introduce eight years primary education from 2018 (according to the NEP 2010) which will have significant impact on the operation of NGO schools. At present, NGOs, with the financial support of mainly foreign donors, provide schooling to some of those neglected by Government's existing school coverage.

Scenario 1: SHARE needs phase out period

SHARE-II is funded by EU as support to Non-State actors for 6 to 8 years from 2017. During the period EUD will undertake policy dialogue with the Government to take significant steps towards recognition of SHARE-II schools through adopting the following recommendations:

- The Primary Stipend Scheme of Bangladesh Government should be extended to cover students in the entire NGO-provided education sub-sector;
- The 500 Upazila Resource Centres could be made available to the SHARE Projects for training;
- GoB can extend invitation to SHARE teachers, facilitators, supervisors to attend training under PEDP;
- Staff of the Second Chance Cell in DPE can be exposed to the operations of the SHARE-II programme at central, regional, area and school levels;
- The existing resources from government – free NCTB books, participation in the PECE, visits from DPE field staff would all continue.

Scenario 2: EU funds as Primary Sector Budget Support

It is anticipated that EU funds are likely to be routed to the pool funding for primary education as budget support for basic education. In order to ensure that the communities served by SHARE projects continue to benefit from the quality of education provided from 2012-2017 under the programme, certain actions are proposed. Government procurement rules would be used to contract NGOs to provide services. These NGO-run schools become government-funded.

EUD Comments:

- The report is extensive and identified major strengths and weaknesses of the programme. Experts' opinion on innovative approaches of teaching learning method, supportive supervision, networking with public schools and Upazilla Education Officials, development and use of supplementary books, use of mother tongue for indigenous children confirmed the good quality education in SHARE schools. They expect also encouraging results for the next two years. Among the weaknesses, there are three major points. 1) Large number of drop outs was the result of low salary of teachers and supervisors in all four projects. This was not addressed by projects at the beginning until EUD identified through field visit. 2) There was not enough communication among four projects of SHARE which limited sharing of innovative approaches and 3) a single log-frame would help four projects to harmonize their activities and results.
- All four projects of SHARE are on track.
- The report has been subject of extensive consultation and reviews.
- A workshop will take place in early December 2015 to discuss the MTR results and improvement actions for the remaining period.
- EUD agrees with the report findings made by the consultants.

Laila Baqee
Task Manager

CONFORMED COPY

LOAN NUMBER 7879-MA

Loan Agreement

(First Education Development Policy Loan)

between

KINGDOM OF MOROCCO

and

**INTERNATIONAL BANK FOR RECONSTRUCTION
AND DEVELOPMENT**

Dated June 17, 2010

LOAN AGREEMENT

Agreement dated June 17, 2010, entered into between KINGDOM OF MOROCCO (“Borrower”) and INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT (“Bank”) for the purpose of providing financing in support of the Program (as defined in the Appendix to this Agreement). The Bank has decided to provide this financing on the basis, inter alia, of: (a) the actions which the Borrower has already taken under the Program and which are described in Section I of Schedule 1 to this Agreement; and (b) the Borrower’s maintenance of an appropriate macroeconomic policy framework. The Borrower and the Bank therefore hereby agree as follows:

ARTICLE I - GENERAL CONDITIONS; DEFINITIONS

- 1.01. The General Conditions (as defined in the Appendix to this Agreement) constitute an integral part of this Agreement.
- 1.02. Unless the context requires otherwise, the capitalized terms used in this Agreement have the meanings ascribed to them in the General Conditions or in the Appendix to this Agreement.

ARTICLE II - LOAN

- 2.01. The Bank agrees to lend to the Borrower, on the terms and conditions set forth or referred to in this Agreement, the amount of forty four million two hundred thousand Euro (€44,200,000), as such amount may be converted from time to time through a Currency Conversion in accordance with the provisions of Section 2.07 of this Agreement (“Loan”).
- 2.02. The Borrower may withdraw the proceeds of the Loan in support of the Program in accordance with Section II of Schedule 1 to this Agreement.
- 2.03. The Front-end Fee payable by the Borrower shall be equal to one quarter of one percent (0.25%).
- 2.04. The interest payable by the Borrower for each Interest Period shall be at a rate equal to LIBOR for the Loan Currency plus the Variable Spread ; provided, that upon a Conversion of all or any portion of the principal amount of the Loan, the interest payable by the Borrower during the Conversion Period on such amount shall be determined in accordance with the relevant provisions of Article IV of the General Conditions. Notwithstanding the foregoing, if any amount of the Withdrawn Loan Balance remains unpaid when due and such non-payment continues for a period of thirty days, then the interest payable by the Borrower shall instead be calculated as provided in Section 3.02 (d) of the General Conditions.

- 2.05. The Payment Dates are April 15 and October 15 in each year.
- 2.06. The principal amount of the Loan shall be repaid in accordance with the amortization schedule set forth in Schedule 2 to this Agreement.
- 2.07. (a) The Borrower may at any time request any of the following Conversions of the terms of the Loan in order to facilitate prudent debt management: (i) a change of the Loan Currency of all or any portion of the principal amount of the Loan, withdrawn or unwithdrawn, to an Approved Currency; and (ii) a change of the interest rate basis applicable to all or any portion of the principal amount of the Loan withdrawn and outstanding from a Variable Rate to a Fixed Rate, or vice versa.
- (b) Any conversion requested pursuant to paragraph (a) of this Section that is accepted by the Bank shall be considered a "Conversion", as defined in the General Conditions, and shall be effected in accordance with the provisions of Article IV of the General Conditions and of the Conversion Guidelines.
- 2.08. Without limitation upon the provisions of Section 5.08 of the General Conditions (renumbered as such pursuant to paragraph 4 of Section II of the Appendix to this Agreement and relating to *Cooperation and Consultation*), the Borrower shall promptly furnish to the Bank such information relating to the provisions of this Article II as the Bank may, from time to time, reasonably request.

ARTICLE III - PROGRAM

- 3.01. The Borrower declares its commitment to the Program and its implementation. To this end, and further to Section 5.08 of the General Conditions:
- (a) the Borrower and the Bank shall from time to time, at the request of either party, exchange views on the Borrower's macroeconomic policy framework and the progress achieved in carrying out the Program;
- (b) prior to each such exchange of views, the Borrower shall furnish to the Bank for its review and comment a report on the progress achieved in carrying out the Program, in such detail as the Bank shall reasonably request; and
- (c) without limitation upon the provisions of paragraphs (a) and (b) of this Section, the Borrower shall promptly inform the Bank of any situation that would have the effect of materially reversing the objectives of the Program or any action taken under the Program including any action specified in Section I of Schedule 1 to this Agreement.

ARTICLE IV - REMEDIES OF THE BANK

- 4.01. The Additional Event of Suspension consists of the following, namely that a situation has arisen which shall make it improbable that the Program, or a significant part of it, will be carried out.
- 4.02. The Additional Event of Acceleration consists of the following, namely that the event specified in Section 4.01 of this Agreement occurs and is continuing for a period of sixty (60) days after notice of the event has been given by the Bank to the Borrower.

ARTICLE V - EFFECTIVENESS; TERMINATION

- 5.01. The Additional Condition of Effectiveness consists of the following, namely that the Bank is satisfied with the progress achieved by the Borrower in carrying out the Program and with the adequacy of the Borrower's macroeconomic policy framework.
- 5.02. The Effectiveness Deadline is the date ninety (90) days after the date of this Agreement.

ARTICLE VI - REPRESENTATIVE; ADDRESSES

- 6.01. The Borrower's Representative is its Minister of Economy and Finance.
- 6.02. The Borrower's Address is:

Ministère de l'Economie et des Finances
Avenue Mohammed V
Rabat
Kingdom of Morocco

Cable addres:

MINFIN

Facsimile:

212-537-67-75-30/31a

- 6.03. The Bank's Address is:

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United States of America

Cable address:

Telex:

Facsimile:

INTBAFRAD
Washington, D.C.

248423(MCI) or
64145(MCI)

1-202-477-6391

AGREED at Rabat, Kingdom of Morocco, as of the day and year first above written.

KINGDOM OF MOROCCO

By /s/ Salaheddine Mezouar

Authorized Representative

INTERNATIONAL BANK FOR
RECONSTRUCTION AND DEVELOPMENT

By /s/ Françoise Clottes

Authorized Representative

SCHEDULE 1

Program Actions; Availability of Loan Proceeds

Section I. Actions Taken under the Program

The actions taken by the Borrower under the Program include the following:

1. The MENESFCRS has published on its website its Education Emergency Plan 2009-2012 for the reform of the education and training sector.
2. The MENESFCRS has increased the boarding scholarship to 1,260 Dirhams per student per quarter, and extended the duration of the scholarship to cover the full school year.
3. The Higher Council of Education (Conseil Supérieur de l'Enseignement) has published on its website its analysis of results of the first national student learning assessment survey, organized jointly by the CSE and MENESFCRS under the National Learning Assessment Program.
4. The MENESFCRS has been authorized, pursuant to Royal Decree No. 1.09.100 dated June 29, 2009, to transfer teacher training colleges to universities, with a view to creating new university programs in pre-service teacher education.
5. The MENESFCRS has adopted a strategic human resource management action plan 2009-2012.
6. Each AREF has developed and adopted a program-contract with the MENESFCRS for the period 2009-2012.
7. The Government, through the AREFs, has provided for a discretionary budget for primary schools' and colleges' non-staff-related recurrent costs for the school year 2009-2010.
8. The MENESFCRS has developed a Medium-Term Expenditure Framework for schools sector for the period 2010-2012.
9. Each AREF board has adopted its 2010 budget before January 31, 2010.
10. The MENESFCRS has issued a ministerial decision No. 134 dated September 23, 2009, setting out a charter on relations between schools and their parents association.

Section II. Availability of Loan Proceeds

- A. General.** The Borrower may withdraw the proceeds of the Loan in accordance with the provisions of this Section and such additional instructions as the Bank may specify by notice to the Borrower.
- B. Allocation of Loan Amounts.** The Loan (except for amounts required to pay the Front-end Fee) is allocated in a single withdrawal tranche, from which the Borrower may make withdrawals of the Loan proceeds. The allocation of the amounts of the Loan to this end is set out in the table below:

Allocations	Amount of the Loan Allocated (expressed in Euro)
(1) Single Withdrawal Tranche	44,089,500
(2) Front-end Fee	110,500
TOTAL AMOUNT	44,200,000

C. Withdrawal Tranche Release Conditions

No withdrawal shall be made of the Single Withdrawal Tranche unless the Bank is satisfied (a) with the Program being carried out by the Borrower; and (b) with the appropriateness of the Borrower's macroeconomic policy framework.

D. Deposits of Loan Amounts. Except as the Bank may otherwise agree:

1. all withdrawals from the Loan Account shall be deposited by the Bank into an account designated by the Borrower and acceptable to the Bank; and
2. the Borrower shall ensure that upon each deposit of an amount of the Loan into this account, an equivalent amount is accounted for in the Borrower's budget management system, in a manner acceptable to the Bank.

E. Excluded Expenditures. The Borrower undertakes that the proceeds of the Loan shall not be used to finance Excluded Expenditures. If the Bank determines at any time that an amount of the Loan was used to make a payment for an Excluded Expenditure, the Borrower shall, promptly upon notice from the Bank,

refund an amount equal to the amount of such payment to the Bank. Amounts refunded to the Bank upon such request shall be cancelled.

F. Closing Date. The Closing Date is December 31, 2010.

SCHEDULE 2

Amortization Schedule

1. The following table sets forth the Principal Payment Dates of the Loan and the percentage of the total principal amount of the Loan payable on each Principal Payment Date ("Installment Share"). If the proceeds of the Loan have been fully withdrawn as of the first Principal Payment Date, the principal amount of the Loan repayable by the Borrower on each Principal Payment Date shall be determined by the Bank by multiplying: (a) Withdrawn Loan Balance as of the first Principal Payment Date; by (b) the Installment Share for each Principal Payment Date, such repayable amount to be adjusted, as necessary, to deduct any amounts referred to in paragraph 4 of this Schedule, to which a Currency Conversion applies.

Principal Payment Date	Installment Share (Expressed as a Percentage)
October 15, 2015	1.66
April 15, 2016	1.69
October 15, 2016	1.73
April 15, 2017	1.76
October 15, 2017	1.80
April 15, 2018	1.83
October 15, 2018	1.87
April 15, 2019	1.91
October 15, 2019	1.95
April 15, 2020	1.98
October 15, 2020	2.02
April 15, 2021	2.06
October 15, 2021	2.11
April 15, 2022	2.15
October 15, 2022	2.19
April 15, 2023	2.23
October 15, 2023	2.28
April 15, 2024	2.32
October 15, 2024	2.37
April 15, 2025	2.42
October 15, 2025	2.47
April 15, 2026	2.52
October 15, 2026	2.57
April 15, 2027	2.62
October 15, 2027	2.67

April 15, 2028	2.72
October 15, 2028	2.78
April 15, 2029	2.83
October 15, 2029	2.89
April 15, 2030	2.95
October 15, 2030	3.01
April 15, 2031	3.07
October 15, 2031	3.13
April 15, 2032	3.19
October 15, 2032	3.26
April 15, 2033	3.32
October 15, 2033	3.39
April 15, 2034	3.45
October 15, 2034	3.52
April 15, 2035	3.31

2. If the proceeds of the Loan have not been fully withdrawn as of the first Principal Payment Date, the principal amount of the Loan repayable by the Borrower on each Principal Payment Date shall be determined as follows:
 - (a) To the extent that any proceeds of the Loan have been withdrawn as of the first Principal Payment Date, the Borrower shall repay the Withdrawn Loan Balance as of such date in accordance with paragraph 1 of this Schedule.
 - (b) Any amount withdrawn after the first Principal Payment Date shall be repaid on each Principal Payment Date falling after the date of such withdrawal in amounts determined by the Bank by multiplying the amount of each such withdrawal by a fraction, the numerator of which is the original Installment Share specified in the table in paragraph 1 of this Schedule for said Principal Payment Date (“Original Installment Share”) and the denominator of which is the sum of all remaining Original Installment Shares for Principal Payment Dates falling on or after such date, such amounts repayable to be adjusted, as necessary, to deduct any amounts referred to in paragraph 4 of this Schedule, to which a Currency Conversion applies.
3. (a) Amounts of the Loan withdrawn within two calendar months prior to any Principal Payment Date shall, for the purposes solely of calculating the principal amounts payable on any Principal Payment Date, be treated as withdrawn and outstanding on the second Principal Payment Date following the date of withdrawal and shall be repayable on each Principal Payment Date commencing with the second Principal Payment Date following the date of withdrawal.

- (b) Notwithstanding the provisions of sub-paragraph (a) of this paragraph, if at any time the Bank adopts a due date billing system under which invoices are issued on or after the respective Principal Payment Date, the provisions of such sub-paragraph shall no longer apply to any withdrawals made after the adoption of such billing system.
- 4. Notwithstanding the provisions of paragraphs 1 and 2 of this Schedule, upon a Currency Conversion of all or any portion of the Withdrawn Loan Balance to an Approved Currency, the amount so converted in the Approved Currency that is repayable on any Principal Payment Date occurring during the Conversion Period, shall be determined by the Bank by multiplying such amount in its currency of denomination immediately prior to the Conversion by either: (i) the exchange rate that reflects the amounts of principal in the Approved Currency payable by the Bank under the Currency Hedge Transaction relating to the Conversion; or (ii) if the Bank so determines in accordance with the Conversion Guidelines, the exchange rate component of the Screen Rate.
- 5. If the Withdrawn Loan Balance is denominated in more than one Loan Currency, the provisions of this Schedule shall apply separately to the amount denominated in each Loan Currency, so as to produce a separate amortization schedule for each such amount.

APPENDIX

Section I. Definitions

1. “AREF” means Académie Régionale d’Education et de Formation, a Borrower’s regional academy for training and education, an autonomous public entity (établissement public) governed by Law No. 07-00 and Dahir No. 1-00-203 of May 19, 2000, and “AREFs” means, collectively, two or more AREFs.
2. “Dirham” means the currency of the Borrower.
3. “Excluded Expenditure” means any expenditure:
 - (a) for goods or services supplied under a contract which any national or international financing institution or agency other than the Bank or the Association has financed or agreed to finance, or which the Bank or the Association has financed or agreed to finance under another loan, credit, or grant;
 - (b) for goods included in the following groups or sub-groups of the Standard International Trade Classification, Revision 3 (SITC, Rev.3), published by the United Nations in Statistical Papers, Series M, No. 34/Rev.3 (1986) (the SITC), or any successor groups or subgroups under future revisions to the SITC, as designated by the Bank by notice to the Borrower:

Group	Sub-group	Description of Item
112		Alcoholic beverages
121		Tobacco, un-manufactured, tobacco refuse
122		Tobacco, manufactured (whether or not containing tobacco substitutes)
525		Radioactive and associated materials
667		Pearls, precious and semiprecious stones, unworked or worked
718	718.7	Nuclear reactors, and parts thereof; fuel elements (cartridges), non-irradiated, for nuclear reactors
728	728.43	Tobacco processing machinery
897	897.3	Jewelry of gold, silver or platinum group metals (except watches and watch cases) and goldsmiths’ or silversmiths’ wares (including set gems)
971		Gold, non-monetary (excluding gold ores and concentrates)

- (c) for goods intended for a military or paramilitary purpose or for luxury consumption;
 - (d) for environmentally hazardous goods, the manufacture, use or import of which is prohibited under the laws of the Borrower or international agreements to which the Borrower is a party;
 - (e) on account of any payment prohibited by a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations; and
 - (f) with respect to which the Bank determines that corrupt, fraudulent, collusive or coercive practices were engaged in by representatives of the Borrower or other recipient of the Loan proceeds, without the Borrower (or other such recipient) having taken timely and appropriate action satisfactory to the Bank to address such practices when they occur.
4. “General Conditions” means the “International Bank for Reconstruction and Development General Conditions for Loans”, dated July 1, 2005 (as amended through February 12, 2008) with the modifications set forth in Section II of this Appendix.
5. “MENESFCRS” means the Borrower’s Ministry of National Education, Higher Education, Civil Servant Training and Scientific Research (Ministère de l’éducation nationale, de l’enseignement supérieur, de la formation des cadres et de la recherche scientifique), or any successor thereto.
6. “Program” means the program of actions, objectives and policies designed to achieve universal access to basic education and to improve the quality of education at all levels, and set forth or referred to in the letter dated March 2010 from the Borrower to the Bank declaring the Borrower’s commitment to the execution of the Program, and requesting assistance from the Bank in support of the Program during its execution.
7. “Single Withdrawal Tranche” means the amount of the Loan allocated to the category entitled “Single Withdrawal Tranche” in the table set forth in Part B of Section II of Schedule 1 to this Agreement.

Section II. Modifications to the General Conditions

The modifications to the General Conditions are as follows:

1. The last sentence of paragraph (a) of Section 2.03 (relating to Applications for Withdrawal) is deleted in its entirety.

2. Sections 2.04 (*Designated Accounts*) and 2.05 (*Eligible Expenditures*) are deleted in their entirety, and the remaining Sections in Article II are renumbered accordingly.
3. Paragraph (a) of Section 2.05 (renumbered as such pursuant to paragraph 2 above) is modified to read as follows:

“Section 2.05. *Refinancing Preparation Advance; Capitalizing Front-end Fee and Interest*

(a) If the Loan Agreement provides for the repayment out of the proceeds of the Loan of an advance made by the Bank or the Association (“Preparation Advance”), the Bank shall, on behalf of such Loan Party, withdraw from the Loan Account on or after the Effective Date the amount required to repay the withdrawn and outstanding balance of the advance as at the date of such withdrawal from the Loan Account and to pay all accrued and unpaid charges, if any, on the advance as at such date. The Bank shall pay the amount so withdrawn to itself or the Association, as the case may be, and shall cancel the remaining unwithdrawn amount of the advance.”

4. Sections 5.01 (*Project Execution Generally*), and 5.09 (*Financial Management; Financial Statements; Audits*) are deleted in their entirety, and the remaining Sections in Article V are renumbered accordingly.
5. Paragraph (a) of Section 5.05 (renumbered as such pursuant to paragraph 4 above and relating to *Use of Goods, Works and Services*) is deleted in its entirety.
6. Paragraph (c) of Section 5.06 (renumbered as such pursuant to paragraph 4 above) is modified to read as follows:

“Section 5.06. *Plans; Documents; Records*

... (c) The Borrower shall retain all records (contracts, orders, invoices, bills, receipts and other documents) evidencing expenditures under the Loan until two years after the Closing Date. The Borrower shall enable the Bank’s representatives to examine such records.”

7. Paragraph (c) of Section 5.07 (renumbered as such pursuant to paragraph 4 above) is modified to read as follows:

“Section 5.07. *Program Monitoring and Evaluation*

... (c) The Borrower shall prepare, or cause to be prepared, and furnish to the Bank not later than six months after the Closing Date, a report of such scope and in such detail as the Bank shall reasonably

request, on the execution of the Program, the performance by the Loan Parties and the Bank of their respective obligations under the Legal Agreements and the accomplishment of the purposes of the Loan.”

8. The following terms and definitions set forth in the Appendix are modified or deleted as follows, and the following new terms and definitions are added in alphabetical order to the Appendix as follows, with the terms being renumbered accordingly:

- (a) The definition of the term “Conversion Date” is modified to read as follows:

“‘Conversion Date’ means, in respect of a Conversion, the Execution Date (as herein defined) or such other date as requested by the Borrower and accepted by the Bank, on which the Conversion enters into effect, and as further specified in the Conversion Guidelines.”

- (b) The definition of the term “Eligible Expenditure” is modified to read as follows:

“‘Eligible Expenditure’ means any use to which the Loan is put in support of the Program, other than to finance expenditures excluded pursuant to the Loan Agreement.”

- (c) The term “Financial Statements” and its definition are deleted in their entirety.

- (d) The term “Project” is modified to read “Program” and its definition is modified to read as follows (and all references to “Project” throughout these General Conditions are deemed to be references to “Program”):

“‘Program’ means the program referred to in the Loan Agreement in support of which the Loan is made.”

- (e) The term “Program Preparation Advance” (renamed as such pursuant to subparagraph 8 (c) above) is modified to read “Preparation Advance” and its definition is modified to read as follows:

“‘Preparation Advance’ means the advance referred to in the Loan Agreement and repayable in accordance with Section 2.05.”

**Document of
The World Bank**

Report No. 52749-MA

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROGRAM DOCUMENT

ON A PROPOSED LOAN

IN THE AMOUNT OF EUR 44.2 MILLION
(US\$60.0 MILLION EQUIVALENT)

TO

THE KINGDOM OF MOROCCO

FOR A

FIRST EDUCATION DEVELOPMENT POLICY LOAN

April 20, 2010

Human Development Department
Middle East and North Africa Region

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MOROCCO GOVERNMENT FISCAL YEAR

January 1 – December 31

CURRENCY EQUIVALENTS

(Exchange Rate Effective as of March 26, 2010)

Currency Unit	Moroccan Dirham
US\$ 1.00	= MAD 8.34
EUR 1.00	= US\$ 1.34

WEIGHTS AND MEASURES

Metric System

ABBREVIATION AND ACRONYMS

AECID	Spanish International Cooperation Agency for Development (Agencia Española de Cooperación Internacional para el Desarrollo)
AFD	French Development Agency (Agence française de développement)
AfDB	African Development Bank
ANCFCC	National Agency for Land Conservation, Registration and Mapping (Agence nationale de la conservation foncière, du cadastre et de la cartographie)
AREF	Regional Academy of Education and Training (Académie régionale d'éducation et de formation)
CAS	Country assistance strategy
CCT	Conditional cash transfer
CFAA	Country Financial Accountability Assessment
CNEE	National Center for Assessment and Testing (Centre national de l'évaluation et des examens) [under DEOVSFCA]
CNEF	National Education and Training Charter (Charte nationale de l'éducation et de la formation)
CNIPE	National Center for Teaching Innovation and Experimentation (Centre national des innovations pédagogiques et de l'expérimentation)
CPAR	Country Procurement Assessment Review
CPS	Country Partnership Strategy
CSC	Central Steering Committee
CSE	Higher Council for Education (Conseil supérieur de l'enseignement)
CY	Calendar year
DA	Designated account
DAENF	Department of Literacy and Non-Formal Education (Département de l'alphabétisation et de l'éducation non formelle)
DAGBP	Directorate of General Affairs, Budget and Asset Development (Direction des affaires générales, du budget et du patrimoine)
DCP	Directorate of Construction and Asset Management (Direction des constructions et du patrimoine)
DCPESP	Directorate of Cooperation and Promotion of Private School Education (Direction de la coopération et de la promotion de l'enseignement scolaire privé)
DENF	Directorate of Non-Formal Education (Direction de l'éducation non formelle) [under DAENF]
DEOVSFCA	Directorate of Assessment, Student Affairs and Inter-Regional Training (Direction de l'évaluation, de l'organisation de la vie scolaire et des formations communes inter-académies)
DES	Department of School Education (Département de l'enseignement scolaire)
DOVS	Division of Student Affairs (Division de l'organisation de la vie scolaire) [under DEOVSFCA]

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DRHFC	Directorate of Human Resources and Staff Training (Direction des ressources humaines et de la formation des cadres)
DSSP	Directorate of Strategy, Statistics and Planning (Direction de la stratégie, des statistiques et de la planification)
DPL	Development policy loan
EC	European Commission
EDPP	Education Development Policy Program
EDPL1	First Education Development Policy Loan
EDPL2	Second Education Development Policy Loan
EEP	Education Emergency Program
EIB	European Investment Bank
FDI	Foreign direct investment
GDP	Gross domestic product
HCP	High Commission for Planning (Haut Commissariat du Plan)
HDI	Human Development Index
IBRD	International Bank for Reconstruction and Development
IMF	International Monetary Fund
INDH	National Human Development Initiative (Initiative nationale de développement humain)
MAD	Moroccan dirham
MDG	Millennium Development Goals
MENA	Middle East and North Africa Region
MOE	Ministry of Education (Ministère de l'éducation nationale, de l'enseignement supérieur, de la formation des cadres et de la recherche scientifique)
MEF	Ministry of Economy and Finance (Ministère de l'économie et des finances)
MTEF	Mid-Term Expenditure Framework
NIF	Neighborhood Investment Facility (Facilité d'investissement pour le voisinage)
NGO	Non-governmental organization
PARAP	Public Administration Reform Support Program (Programme d'appui à la réforme de l'administration publique)
PARSEM	Basic Education Reform Support Program (Programme d'appui à la réforme du secteur de l'éducation et de la formation)
PER	Public Expenditure Review
PMV	Green Morocco Plan (Plan Maroc Vert)
PNEA	National Learning Assessment Program (Programme national d'évaluation des acquis)
RSC	Regional Steering Committee
SWAp	Sector-wide approach
TIMSS	Trends in International Mathematics and Science Study
TFP	Technical and Financial Partners
UAS	Schooling Assistance Unit (Unité d'aide à la scolarisation)
UCFC	Central Staff Training Unit (Unité centrale de la formation des cadres)
US\$	United States dollar
VAT	Value-added tax

Vice President:	Shamshad Akhtar
Country Directors:	Mats Karlsson & Françoise Clottes
Sector Director:	Steen Lau Jorgensen
Sector Manager:	Mourad Ezzine
Task Team Leaders:	Jeffrey Waite & Rachidi Radji

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**INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
PROGRAM DOCUMENT FOR A PROPOSED
FIRST EDUCATION DEVELOPMENT POLICY LOAN
TO THE KINGDOM OF MOROCCO**

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LOAN AND PROGRAM SUMMARY

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT PROGRAM DOCUMENT FOR A PROPOSED FIRST EDUCATION DEVELOPMENT POLICY LOAN TO THE KINGDOM OF MOROCCO

Borrower	Kingdom of Morocco
Implementing Agency	Ministry of Education (MOE)
Financing Data	IBRD Variable-Spread Loan with 25 years maturity including a 5-year grace period in an amount of EUR 44.2 million (US\$ 60 million equivalent)
Operation Type	Programmatic operation: First in a series of two operations Number of tranches: One Deferred Drawdown Option: No Special Development Policy Lending: No Crisis and Post-Conflict Situation: No
Main Policy Areas	I. Achieve universal compulsory basic education II. Improve system performance (teaching, management and stewardship) III. Mobilize and utilize resources (financing, partnership, communication, social mobilization and involvement of the private sector)
Key Outcome Indicators	Improve physical and financial accessibility, and equity of basic education to all school-aged children; Improve education quality at all levels through foundation systems and strengthen capacity and empowerment at the school levels, in conjunction with an enhanced evaluation culture; Improve institutional effectiveness and efficiency of public expenditures to improve the sustainability of the education sector.
Program Development Objective and Contribution to Country Partnership Strategy	The proposed program aims to support the implementation of the Government's "Education Emergency Program 2009-2012" to improve the effectiveness and efficiency of service delivery and educational outcomes. The Country Partnership Strategy (CPS) comprises three pillars: encouraging growth, competitiveness and employment; improving the quality of service delivery to citizens; and promoting sustainable development within the context of climate change. The proposed program would contribute to the second pillar by improving equity, access and quality of education service delivery.

Risks and Risk Mitigation	<ul style="list-style-type: none"> • <i>The reform program may face resistance from unions, including teacher resistance to the efficiency measures and the move toward greater accountability. The Government will engage in a broader and more consistent dialogue with teacher unions and teachers, and will create a buy-in to the reform program through participation and decision-making.</i> • <i>Attainment of the Emergency Education Program (EEP) objectives could be constrained by financing mobilization. The Bank and other donors will pursue the discussions with the MOE to further prioritize their expenditure programs so as to better align them both with the country's financial capacity and existing absorptive capacity.</i> • <i>Ensuring adequate institutional capacity to support reform implementation remains a key challenge. A wide range of measures and actions have been identified, including the implementation of alternative approaches such as outsourcing and partnerships with qualified NGOs and associations in service delivery. In addition, coordinated efforts have been deployed by the main donors to mobilize sizeable resources to support capacity building and technical assistance needs.</i>
Operation ID	P117838

**INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
PROGRAM DOCUMENT FOR A PROPOSED
FIRST EDUCATION DEVELOPMENT POLICY LOAN
TO THE KINGDOM OF MOROCCO**

I. INTRODUCTION

1. Investing in human capital through quality education is a priority in Morocco's current development process. The Government has overseen an impressive political, economic and social transformation, with a marked acceleration of structural reforms in recent years. Sound macroeconomic management has produced solid foundations, and the country is on a strong recovery path from the stagnation of the 1990s due to sustained growth of nonagricultural output. While economic indicators have improved, inequality and poverty persist. Social indicators remain relatively low in comparison with other countries in the region. Analytical work has underscored the low level of education and skills of the workforce as being among the main factors which constrain the country's economic growth and long-term competitiveness. The labor market is imbalanced with notable mismatch between job demands and graduation qualifications and skills.

2. Improving the quality of outcomes in the education sector has become a key priority for the Moroccan Government. To overcome the challenges faced by the education sector, the Government embarked on a comprehensive reform of the education and training system, with the promulgation of the 1999 National Education and Training Charter (CNEF).¹ The CNEF, with strong national consensus, declared 2000-2009 the decade for education and training, and established education and training as a national priority, second only to territorial integrity. The reform program, as laid out by the CNEF, also received strong support from the donor community. Nevertheless, during the course of implementation, the reform program encountered delays.

3. At the request of the Government's highest authorities, a bold Education Emergency Program (EEP)² was drawn up to accelerate this decade-long reform process. The EEP, spanning the period 2009-12, draws on the lessons learned during the last decade. In this context, the Government requested five major donors (European Commission [EC], European Investment Bank [EIB], Agence française de développement [AFD], African Development Bank [AfDB] and World Bank) to assist the implementation of the EEP reform agenda through the progressive application of the Paris Declaration on Aid Effectiveness.

4. The Bank has had a long and active dialogue with the Government in the education sector. A Basic Education Reform Support Project (PARSEM) – a sector-wide approach (SWAp) operation – supported the implementation of program reforms during the past four years, closing in June 2009. In response to the Government's request for support to EEP, the Bank team has been working on the preparation of a programmatic series of development policy loans (DPL) to support the refinement and implementation of the EEP reform agenda, in close collaboration with the other donors mentioned above. The DPL instrument will support essential policy measures and actions while reinforcing results-based approaches.

¹ <http://81.192.52.38/NR/rdonlyres/CAF0FEC1-2E4D-4A54-9C6A-9CB26780C33F/0/Chartenationale.htm>

² http://www1.men.gov.ma/men/plan/SYNTHESE_Fr.pdf, http://www1.men.gov.ma/men/plan/RESUME_Fr.pdf
& http://www1.men.gov.ma/men/plan/portefeuille_fr.pdf

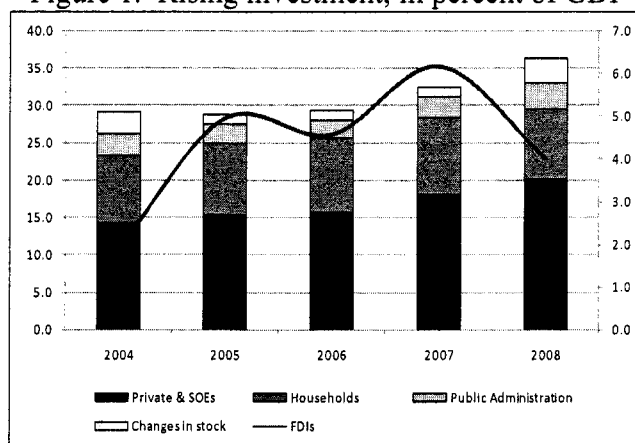
5. Through 2008 and 2009, joint technical and preparation missions were carried out by the five donors, known as the Technical and Financial Partners (TFP) Group. In the course of these missions, the TFP Group engaged in an active and coordinated dialogue with the Government on the new strategic framework. More specifically, the TFP Group and the Government discussed the various actions proposed to remedy the structural problems that were contributing to low education performance, especially at the basic and secondary education levels. This on-going dialogue led to the joint identification of priority reform areas and the definition of main results/outcome indicators, along with monitoring and evaluation arrangements.

II. COUNTRY CONTEXT

6. Over the past decade, Morocco carried out sound macroeconomic policies and continued to sustain momentum of structural reforms. As a result, the growth pattern shifted to a higher level averaging 5.1 percent over 2001-08, almost double of the average rate of the 1990s (2.8 percent). The good growth performance allowed income per capita to almost double over the last decade to reach US\$ 2,850 in 2008. Furthermore, sound fiscal policies led to the consolidation of public finances, allowing the budget to run surpluses in 2007 and 2008 (averaging 0.3 percent of GDP). The Government adopted a prudent debt strategy and central government debt steadily declined to 47.2 percent of GDP in 2008 from 62 percent in 2005. In addition, the Government pursued appropriate monetary policy geared toward maintaining low and stable inflation (an average 2.5 percent since 2005) and enhanced financial sector supervision. Furthermore, it sought to deepen its integration into the world economy through the signing of many free-trade agreements culminating with the 2008 “Advanced Status” awarded by the European Union. Overall, these efforts have led to a stable macroeconomic stance, stronger public finances, and a sound financial sector. On the basis of these achievements Morocco gained investment grade rating in 2007 from one rating agency, which further reinforced the confidence of investors, both domestic and foreign.

7. Morocco designed and is implementing, with the participation of the private sector, specific sector strategies to increase investment and employment in sectors of the economy with high growth potential. Thus, investment in these sectors has increased, strengthening the fundamentals of the economy. While gross investment hovered around 25 percent of GDP on average in the 1990s, it increased rapidly in the 2000s, to reach an outstanding rate of 36.3 percent of GDP in 2008 with strong participation of the private sector and state-owned enterprises (a share of 61 percent of the total) (Figure 1). Rising foreign direct investment (annual increase of 8 percent over the last five years) also contributed to reinforce gross investment. These higher investment rates geared to dynamic sectors led to improved diversification and growth

Figure 1. Rising investment, in percent of GDP



Source: Moroccan Government and Staff estimates.

potential of the Moroccan economy, and reduced volatility.³ Higher investment also improved the employment situation with the number of jobless shrinking to 9.6 percent in 2008, down from a high of 14 percent in the late 1990s, although questions remain over the quality of the jobs currently available to large segments of the population.

8. Reforms triggered positive changes in the Moroccan economic structure but manufacturing is losing momentum. The structure of production changed in favor of services with both primary and secondary sectors' shares in GDP declining over time. The shrinking of the secondary sector's share is mainly due to manufacturing which has declined over the last two decades, denoting a weakness of the productive tissue that reduces its productive capacity and hinders its long term growth and development. This weakness stems from the slow structural transformation in the manufacturing sector, which also explains the modest results of Moroccan exports. The latter continue to be concentrated around relatively undiversified, low knowledge, low value-added, traditional products. As a consequence, exports do not fully benefit from trade dynamics of Morocco's trade partners and thus have been unable to fulfill their potential for contributing to growth and job creation.

Figure 2. Growth shifted to higher path and is less volatile and less dependent on agriculture (In percent)

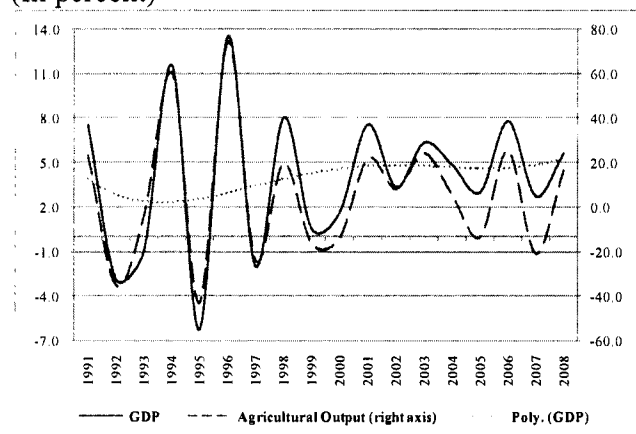


Figure 3. Unemployment declined. (In percent)

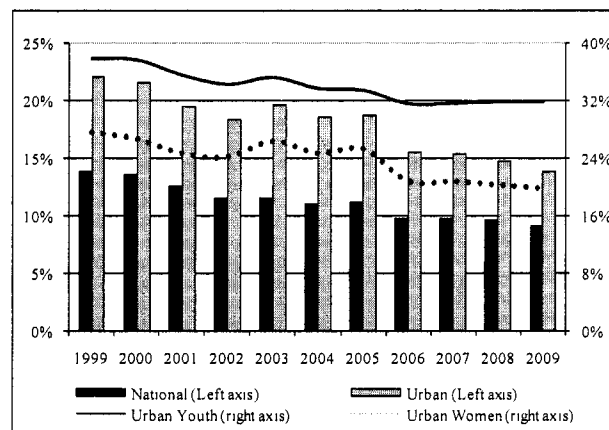


Figure 4. External position is solid with vulnerability in trade, (in percent of GDP)

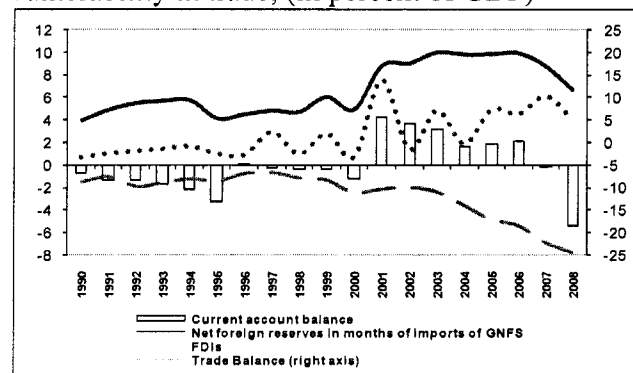
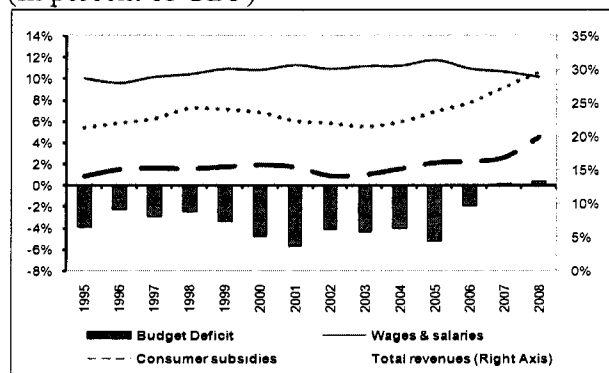


Figure 5. Public Finances have improved (In percent of GDP)



³ The standard deviation of growth rates in the 2000s is three and half times less than in the 1990s.

Figure 6. Inflation remains subdued
(In percent)

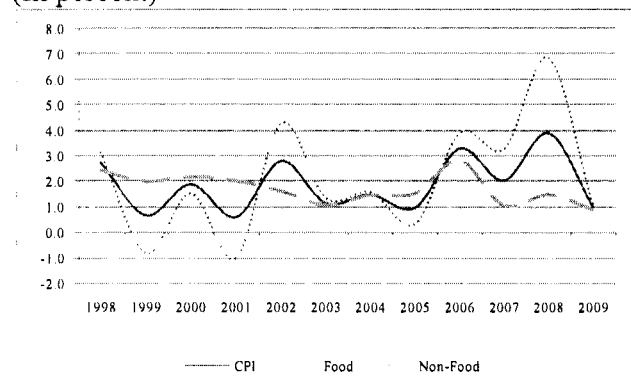
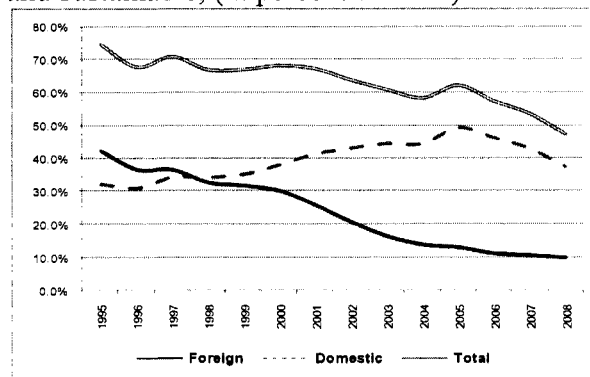


Figure 7. Central Government debt is declining and sustainable, (in percent of GDP)



Source: Moroccan Government and Staff estimates.

Table 1. Selected Macroeconomic Indicators (in percent of GDP)

	2001	2002	2003	2004	2005	2006	2007	2008	2009 Est	2010 Proj
I. National Accounts										
Gross Investment	26.1	25.9	27.4	29.1	28.8	29.4	32.5	36.3	33.6	34.2
Gross National Savings	30.4	29.6	30.5	30.8	30.7	31.6	32.4	31.1	27.9	28.9
Government Investment (National Accounts)	2.6	2.2	2.1	2.1	1.9	2.1	2.3	2.8	2.9	2.9
Private Investment (incl. SOEs)	23.6	23.7	25.3	27.0	26.9	27.4	30.2	33.6	30.7	31.2
Of which SOEs	4.4	4.8	4.9	5.6	6.1	7.1	8.0	9.6	11.5	14.2
II. Central Government Finances										
Total revenues	22.4	22.1	21.6	22.2	23.8	25.1	27.4	29.7	26.0	23.7
Tax revenue	20.4	20.4	19.8	20.0	21.7	22.2	24.9	27.4	23.5	22.0
Current Expenditure. Of which	21.9	20.6	20.6	20.8	24.1	21.5	21.7	22.8	20.8	20.3
Wages	11.3	10.9	11.2	11.2	11.7	10.9	10.7	10.2	10.3	10.4
Capital Expenditure	5.1	4.5	4.1	4.2	3.9	4.1	4.6	5.5	6.3	6.0
Global Balance	-5.7	-4.1	-4.4	-4.0	-5.2	-2.0	0.2	0.4	-2.2	-4.6
III. Balance of Payments										
Imports GNFS	32.6	32.9	32.0	34.8	38.2	39.8	46.0	52.1	41.7	44.7
Exports GNFS	29.6	30.2	28.6	29.2	31.6	33.1	36.2	37.6	28.6	31.5
Trade Balance	-10.3	-9.9	-10.9	-13.9	-17.0	-18.3	-22.3	-24.7	-20.8	-21
Tourism receipts	6.8	6.5	6.5	6.9	7.8	9.1	9.5	8.1	7.2	8.0
Workers' remittances	8.6	7.1	7.2	7.4	7.7	8.3	8.9	7.7	6.9	7.1
Current Account Balance	4.3	3.7	3.2	1.7	1.9	2.2	-0.1	-5.2	-5.6	-4.8
Foreign Direct Investment, net	7.2	1.1	4.6	1.5	2.5	3.1	2.9	2.3	1.5	2.6
Reserves, net (months of GNFS imports)	8.8	9.1	10.0	9.9	9.9	10.0	8.8	6.6	7.4	6.7
IV. Indicators of Credit Capacity of CG										
Public Debt of CG	67.1	63.7	69.1	58.3	62.1	57.3	53.5	47.2	47.1	48.4
Total interest payments/Tax revenues	21.6	19.1	18.4	17.4	15.2	14.5	12.5	9.7	10.1	10.9
Memo:										
External debt stock/GDP	49.8	44.5	36.5	29.6	27.2	27.1	27.3	23.4	24.4	25.1
Consumer price (% , yearly average)	0.6	2.8	1.2	1.5	1.0	3.3	2.0	3.7	1.0	2.0
GDP Growth (%)	7.6	3.3	6.3	4.8	3.0	7.8	2.7	5.6	5.0	3.0
Non Agriculture GDP growth (%)	5.7	3.2	3.6	4.7	5.6	5.4	6.5	4.2	1.9	4.5
Unemployment (%)	12.5	11.6	11.6	11.0	11.2	9.7	9.8	9.6	9.1	9.0

Source: Moroccan government and staff

Recent economic developments in Morocco

9. In light of the global economic crisis, growth performance in Morocco has been good. Economic growth in 2008 reached 5.6 percent compared with 6.8 percent expected in the 2008 Budget Law, but better than the low 2.7 percent of the previous year. This performance

is mainly due to a good agricultural output, which gained 16.3 percent, benefiting from favorable rain conditions compared to a drop of 20.8 percent of the previous drought-stricken year. This shows that agricultural variations due to weather conditions still affect GDP growth, albeit with less intensity than in the past. The non-agricultural sector remained robust, but less than projected as the negative impact of the global crisis started to infiltrate progressively the Moroccan real economy. Growth of non-agricultural output edged down to 4.2 percent over 2008 compared to 6 percent registered the previous year. This growth performance was mostly driven by activities of non-traded goods and services that largely depend on domestic demand.

10. Data for 2009 show that the economy has suffered only moderately from the effects of the global economic slowdown that started in late 2008. Growth edged down to 3.7 percent in the first quarter of 2009 but has rebounded to 5.4 percent in the second quarter and further to 5.6 percent in the third quarter. Overall, growth is estimated at 5 percent for the whole year. This momentum is mainly due to a very good harvest, a firming of domestic demand, and, to a lesser extent, slight recovery of external demand for some manufactured products and tourism.

11. The Government has implemented a stimulus package to support the income of the population and help the most affected sectors (Box 1). The income support package is mostly benefiting the low income employees. It includes an increase of 10 percent in the wages of civil servants at the lower end of the salary scale and the Minimum Wage for private sector employees. The wage revalorization was implemented in two steps, the first increase of 5 percent in July 2008 and the second one in July 2009. In addition, effective January 2009, the marginal income tax was cut from 42 percent to 40 percent and will be cut further to 38 percent in January 2010 as envisaged in the draft Budget Law 2010. At the same time, the upper end of the exempt income bracket was extended. Direct support measures for affected firms included financial relief (guarantees on loans; rescheduling of debt; help with export insurance) as well as subsidies for training and marketing. Economic stimulus was also provided through some monetary easing. The total budgetary gross cost of the stimulus package has been estimated at 2.2 percent of GDP (over the 2008-2010 period), and as such does not pose a risk to the medium term sustainability of public finances.

Box 1. Fiscal Stimulus packages and Outcomes

The Government has implemented several measures to help affected firms cope with the decline of external demand. Early in 2009, the Government set up a high level Council for Strategic Monitoring, comprising concerned ministers as well as representatives of the business community and banking sector, to follow developments related to the ongoing global crisis. The Council targeted the export sector for support through the following measures that would expire at the end of 2010 (and amount to budgetary cost of 0.2% of GDP):

- Provide guarantees for up to 65 percent for working capital loans;
- Finance up to 80 percent of costs of promotion campaigns and market surveys;
- Extend insurance risk coverage for exports;
- Facilitate rescheduling the repayment of long term debt;
- Ease regulations affecting imports covered by the temporary admission scheme;
- Provide training and logistics in partnership with business associations; and
- Ease regulations pertaining to the payment of social insurance by employers in eligible cases (applying to firms that have had a 20 percent loss but continue to retain employees).

Subsequently specific support programs have been designed for tourism and remittances and investment of Moroccan workers residing abroad.

Data as of mid-December 2009 show that 59 percent of the demand for support concerned social insurance relief and was requested by 421 firms, of which 379 are operating in the textiles sector and 34 in automotive equipment. At the same time, 115 firms benefited from loan guarantees (of which 107 are textiles firms), and 134 firms benefited from training, of which 111 are from the textiles sector and 20 from automotive equipment.

Measures to help low income households were already started in 2008 and included in the 2009 and 2010 Budget Laws. For the most part, they consisted of tax relief and wage increases for selected groups as well as an increase in social expenditures by relevant government departments. These measures kept domestic demand high as reflected in the rising credit to consumption, equipment and real estate (see below). Specific measures included the following:

- The marginal income tax was cut from 42 percent to 38 percent, and the upper limit of the tax-exempt bracket was increased by 25 percent;
- Salaries of civil servants at the lower end of the pay scale were increased by 10 percent (5 percent in July 2008 and 5 percent in July 2009);
- For private sector employees, the minimum wage was raised by 10 percent (5 percent in July 2008 and 5 percent in July 2009);
- Minimum pension payments were increased by 20 percent and family allowances by 33 percent.

Economic stimulus was also provided through monetary easing. Reserve requirements for banks were cut in steps from 15 percent to 10 percent by July 2009 and then to 8 percent in October 2009. The Central Bank also cut its policy rate by 25 basis-points in March 2009 translating into a policy rate of 3.25 percent.

12. Public finances continue to be well managed globally despite the impact of the global crisis on the budget. The steady reform efforts of expenditure and tax management and sound debt management over the last few years have been critical in maintaining public finances on a sustainable path. These reforms translated into better control of the Government's consumption, enhanced tax collection, and declining public debt. In this context, Public Finances were in slight surplus in 2007 (0.2 percent of GDP) and in 2008 (0.4 percent of GDP),⁴ which is outstanding given the impact of high subsidies⁵ because of the food and fuel crisis. Recent data on budget executions show that the budget deficit has been limited to around 2.2 percent of GDP in 2009 despite falling revenues impacted by the global crisis and the introduction of the stimulus package to respond to the crisis. This outcome is mainly explained by large savings on subsidies— which have plummeted by 59.3 percent – and controlled government expenditures, including the wage bill in spite of wage revalorization. Nevertheless, subsidies still represent a heavy burden on the budget and thus constitute a potential risk factor for its sustainability in case of exogenous shocks such as higher world prices of fuels and food and severe drought. The launch of a medium term scheme to reform the subsidy system through better targeted social programs would gradually mitigate this risk.

13. Steady implementation of the Public Administration Reform Support Program (PARAP) resulted in subdued recurrent expenditures, including a continued decline in the wage bill relative to GDP. The main measure to control the wage bill consisted of the

⁴ Public finances data do not include Hassan II Fund expenditures.

⁵ Consumer subsidies are applied to the following items: liquid petroleum products, butane gas, soft wheat flour and sugar.

successful voluntary early retirement program started in 2005 and subsequent measures to limit hiring to the actual needs, mostly targeted to the education and health sectors. Although the size of the central government personnel has now reached its pre-reform level, its skills mix, its geographic and sector coverage, and its age structure improved significantly, thus leading over time to improved efficiency. Without the early retirement program, these achievements would not have been possible. The combined effect of these measures translated into a declining wage bill, which in 2008 edged down to 10.2 percent of GDP compared to 10.7 percent the previous year (and 11.7 percent in 2005). In 2009, it would virtually stay at the same level as in 2008 (10.3 percent of GDP), despite wage revalorization for low-income civil servants as part of the fiscal stimulus package to alleviate the effects of the global crisis.

14. The sound fiscal management contributed to further reduce the central government's debt. Reflecting the good performance of public finances and sound active debt management, the debt stock of the central government declined to 47.2 percent of GDP in 2008, down by more than 6.3 percentage points relative to 2007. Most of the decline is explained by the important drop in domestic debt, which fell by 5.5 percentage points to reach 37.3 percent of GDP, while foreign debt was reduced by 0.7 percentage points to 9.9 percent of GDP.

15. The Government and the Central Bank showed continued commitment to fight inflation. Domestic inflation stood at 3.7 percent in 2008 as compared to 2 percent registered in 2007. The rapid acceleration of prices of food in 2008—which account for almost 42 percent of household consumption—explains most of the inflation that year, whereas non-food prices moved relatively slowly thanks to partial pass-through of the high imported fuels prices. In effect, food inflation reached an average of 7.1 percent over 2008, an unprecedented rate since 1995. However, helped by declining world prices and ample domestic food supply, inflation subsequently declined to only 1 percent in 2009.

16. The external position remains solid despite the sudden deterioration of the current account due to the impact of the global crisis. For the first time since the 1980s, the current account ran large deficits in 2008 (5.2 percent of GDP) and over the first three quarters of 2009 (5 percent of GDP). This follows comfortable surpluses over the period 2001-06 (average surplus of 2.8 percent of GDP) and a quasi-balance in 2007 (a deficit of 0.1 percent of GDP). The worsening of the current account is principally explained by the impact of the global crisis on workers' remittances and tourism receipts that before had been compensating for the rising trade deficits. Consequently, net foreign reserves declined by US\$ 2.69 billion (or down 10 percent) at end 2008 to edge down to US\$ 24.3 billion, representing 6.6 months of imports, down from 8.8 months in 2007. However, the decline significantly slowed down in 2009 as net foreign reserves amounted to US\$ 24.1 billion at the end of the year. Owing to declining imports, net reserves improved to a comfortable level of 7.4 months of imports of goods and non-factor services.

17. The on-going global crisis revealed once again the weaknesses embodied in the Moroccan trade structure. The trade deficit deteriorated to 24.7 percent of GDP in 2008, up from 22.3 percent of GDP in 2007 (and only 11 percent in 2000). It improved in 2009 as imports declined by more than exports in nominal terms; but it is still high (20.8 percent of GDP). The high trade deficit is mainly a volume effect rather than a price effect because Morocco actually benefited from positive terms of trade; while the price of oil and food imports increased, so did the price of key Moroccan exports such as phosphate products and

agri-food. The weak performance of exports reflects their low diversification and lack of competitiveness. This explains largely why Moroccan exports were not able to benefit fully from the many free-trade agreements the Government signed over the last decade such as those with the European Union, the United States and Turkey.

Figure 8. Despite the Impact of the Global Crisis, Public Finances Remain Sustainable (In percent of GDP)

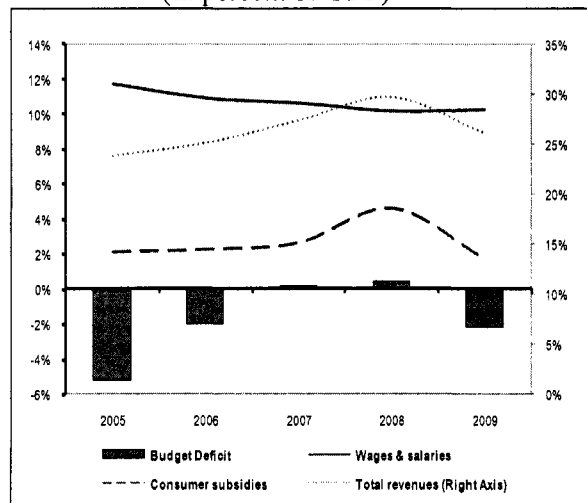
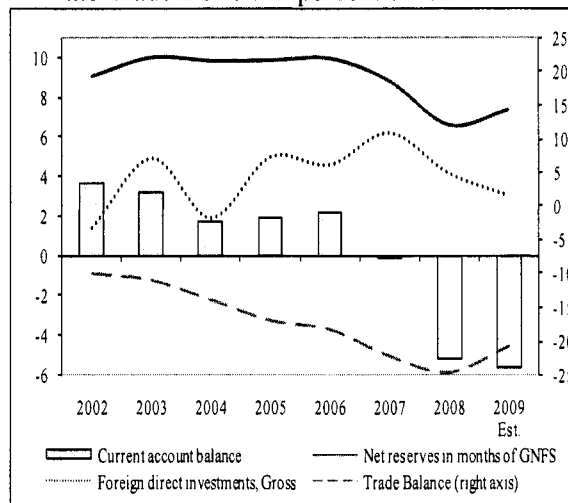


Figure 9. The recent deterioration of the Current Account Mirrors the Deterioration of the Trade Deficit In percent of GDP



Source: Moroccan Government and Staff estimates.

18. Monetary and exchange rate policies remained appropriate. In 2008, the Central Bank resorted to raising the cost of money (plus 25 basis points in September 2008) to contain soaring credit and inflation, while it relaxed its policy to enhance liquidity in the face of the global crisis. As liquidity tightened and inflationary pressures started to ease over the second half of 2008 through 2009, the Central Bank relaxed gradually the money reserve rate reducing it from 15 to 12 percent January 2009, and then to 10 percent July 2009. Recently, the Central Bank decided to further cut the money reserve rate to 8 percent in October 2009 to ease the pressure on liquidity. It has also cut its policy rate by 25 basis points in March 2009 to reach 3.25 percent. Despite these relaxed policies, money supply slowed to 5.6 percent by end 2009, compared to 10.8 percent in 2008. Although credit to equipment soared at 29 percent, total credit to the private sector slowed down driven by slower pace of credit to consumption (up 18.8 percent), and construction (up 12.8 percent), and declining credit for businesses' treasuries (down 1 percent). At the same time, the stock of non-performing loans declined slightly by 0.6 percent. In recent years the exchange rate remained in line with macroeconomic fundamentals with no signs of misalignment.

Macroeconomic outlook and debt sustainability

19. Sound macroeconomic and fiscal policies, as well as efforts to improve sector productivity and competitiveness, put Morocco in a better position to maneuver with less damage through the moderate effects of the global crisis, while being in a position to benefit from the recovery of the world economy (Table 2). The decision of the Government to continue its reform efforts and revamp its sector strategies along the targeted and short term sector fiscal stimulus should allow the Moroccan economy to expect good prospects over the

medium term. Meanwhile, economic growth is estimated to be around 5 percent in 2009 mostly owing to the outstanding agricultural output and a moderate contribution from the dynamic non-agricultural activities such as construction, finance services, telecommunication, and tourism.

Table 2. Base-line Medium Term Macroeconomic Indicators

Growth Rates in percent	2008	Projections				
		2009	2010	2011	2012	2013
Real GDP	5.6	5.0	3.0	4.4	5.1	5.2
Real private consumption	9.4	8.0	2.6	3.6	4.0	3.7
Real Gross Domestic Investment	11.7	4.6	4.7	5.0	5.2	5.5
Export Volume (GNFS)	-1.1	-9.3	6.5	7.2	7.6	8.0
Import Volume (GNFS)	10.9	-4.4	5.5	5.1	5.6	5.5
GDP deflator	5.9	1.2	2.3	2.0	2.0	2.0
Ratios to GDP						
Gross Domestic Investment	36.3	33.8	34.5	34.5	34.5	34.6
Fiscal Balance	0.4	-2.2	-4.5	-2.9	-2.5	-2.3
Central Government Debt	47.2	47.1	48.4	47.6	46.1	44.5
Current Account balance	-5.2	-5.6	-4.8	-4.2	-3.4	-2.5
Foreign Direct Investment (FDI)	2.3	1.5	2.6	2.7	2.8	2.9
External Debt	23.4	24.7	25.7	25.4	24.6	23.4

Source: Moroccan Government and Staff estimates.

20. Growth prospects in the medium term are good. It is assumed that the Government will sustain the reform momentum of the last few years, achieve the ambitious public investment programs it devised, and continue to implement the main sector strategies it launched, thus consolidating further economic diversification, growth potential, and domestic demand, and it is also assumed that the world economy will slowly recover from the current crisis to allow the on-going export promotion strategies to achieve their targets and contribute to growth. Under these conditions, growth rates will improve from the low 3 percent projected for 2010⁶ to around 5.2 percent in 2013. Should the underlying sources of growth assumed above be slow to materialize, growth prospects would have to be adjusted downward. Moreover, there is a reasonable risk that even pre-crisis growth levels might not be sustainable over the medium term if internal demand remains the key driver of growth.

21. Sound macroeconomic policies would help contain inflation at low levels. Inflation edged down to 1 percent only in 2009, mainly driven by declining prices of imported food items, and should remain subdued at around 2 percent thereafter. As Morocco is mainly an exporter of food items, its inflation rate is only slightly impacted by international food price fluctuations. In addition, subsidies for key food and energy prices – while clearly having an impact on the budget – contribute to a stable inflation rate.

22. After a temporary higher deficit in 2010, the fiscal stance should remain sound over the medium term, with fiscal deficits under the targeted threshold of 3 percent of GDP, benefiting from the ongoing fiscal reform and more targeted social programs, as well as a better-controlled wage bill. The budget deficit is expected to edge up to 4.5 percent of GDP in 2010 before gradually dropping to around 2.3 percent by 2013. Reaching this outcome implies maintaining momentum of the ongoing tax reform to broaden the tax base, improve

⁶ The low growth in 2010 is mainly explained by normal agricultural output translating into a negative growth rate for agriculture after an outstanding growth in 2009.

the efficiency of the VAT, strengthen tax administration, and remove unproductive tax exemptions in order to reduce the high tax expenditures. These measures would offset the negative impact of the reduced top rates on corporate and personal income taxes. Under these assumptions, revenues are projected to stabilize at around 25 percent of GDP. On the expenditure side, the consolidation of public finances relies on four critical measures: deepening of fiscal reform, achievement of oil and food subsidies reform, continued tight control of the wage bill evolution, and an active debt management. Under these conditions, public debt will increase slightly in 2010 to 48.4 percent of GDP before following a downward trend to decline to less than 45 percent of GDP in 2013.

Table 3. Morocco: Financing Requirements of the Central Government (In percent of GDP)

	2008	Projections				
		2009	2010	2011	2012	2013
Financing required	9.3	10.6	12.1	10.1	9.5	9.0
Budget deficit (+)	-0.4	2.2	4.6	2.9	2.5	2.3
Amortization	9.7	8.4	7.5	7.2	7.0	6.8
Domestic	8.3	7.7	6.7	6.3	6.0	5.7
External	1.4	0.7	0.8	0.9	1.0	1.1
Total Financing available	9.3	10.6	12.1	10.1	9.5	9.0
Domestic financing	6.6	8.7	9.3	7.1	6.6	6.1
External disbursement	1.7	2.0	1.9	2.1	2.0	2.2
Others (Privatization, capital grants, ...)	1.0	-0.2	0.9	0.9	0.8	0.7

Source: Moroccan Government and Staff estimates.

23. The financing needs stemming from the higher budget deficit in 2010 and declining deficits over the medium term are easily financed through the domestic market as well as from increased drawings on external loans (Table 3). In this context, domestic financing would remain the main source, although external financing would improve its contribution. Indeed, since 2006, net external financing reversed its long negative trend to turn positive, reflecting the government's strategy to slightly change the debt composition in favor of external borrowing. This financing strategy would ease the pressure on domestic financial markets and prevent any crowding out of the private sector's investment now that the money market is less liquid than over the last years. At the same time it is consistent with the intention to maintain a comfortable level of foreign reserves.

24. The Government's debt strategy is to diversify financing sources and take on a greater proportion of external financing. Three main factors underpin the Government's decision to reinforce its external sources, especially multilateral and concessional. The first is linked to Morocco's public debt maturity structure. The maturity of public debt has fallen in recent years and will fall further given that the central government mostly financed its needs through issuing T-bills of up to 1 year in the domestic market. The main reason behind this choice is to avoid affecting long-term floating rates for Banks' domestic lending to the private sector, especially housing credit, as they are indexed to primary market rates on long-term securities (10- and 15-year bonds). The second relates to the higher balance of payments needs although the level of foreign reserves remains relatively comfortable. The third is due to the current higher borrowing requirements of the Budget, in a context of tightening liquidity of the domestic financial markets after a long period of an over-liquid money market. Consequently, additional external lending is consistent with prudent debt management which fosters improved terms of debt, while maintaining a comfortable level of foreign reserves and at the same time avoids pressure on domestic financial markets.

25. A comprehensive public debt sustainability analysis shows that the fiscal framework is robust to downside risk in the medium term. Public debt under the two main shocks proved sustainable over the medium term.⁷ Under alternative scenarios, six other shocks to the baseline scenario are simulated, and public debt sustainability is preserved in all of them. Under these shocks, public debt would slightly increase in 2010 and, for a few shocks, in 2011 as well, before steadily declining over the medium term.

26. The external position is expected to remain sustainable over the medium term. The current account is expected to slightly deteriorate in 2009 (5.6 percent of GDP) before following a slight downward trend over the medium term to edge down to 2.5 percent of GDP in 2013, as the impact of reforms and sector strategies take hold. Indeed, the balance of payments is expected to progressively improve, with lower trade and current account deficits, which would benefit from improved export potentials and a recovery of tourism activities and workers' remittances. This scenario assumes that Morocco would reap the fruits of its continued reform efforts, its sound macroeconomic and fiscal policies, and targeted sector strategies that entail higher public investments, which would translate into higher private investments, including foreign direct investment (FDI), and progressive gains in competitiveness of its exports, including tourism. In this context, external debt is expected to follow an inverted U path edging up to 25.7 percent of GDP in 2010 from 24.7 percent of GDP in 2009 before steadily dropping to 23.4 percent by 2013 while net foreign reserves will stay at an average of 6.0 months of imports.

27. Balance of payments financing requirements do not constitute a serious concern given the sound economic fundamentals, the country's low external debt stock, and the ample foreign reserves. As the current account deficits are projected to steadily improve in the medium term, there are no constraints on financing them through multilateral and bilateral credit lines along other private capital flows, including FDI. The latter is expected to gradually improve, attracted by an improved business environment and the opportunities offered by important structural projects and the devised privatization program of the country.

28. In sum, Morocco's macroeconomic framework remains adequate and sustainable in the medium term. The moderate effects of the global crisis on the Moroccan economy have been muted by the good economic fundamentals resulting from sound macroeconomic policies carried out over the last years and by the response of the government through the stimulus package to mitigate these effects on the population and businesses alike. The stimulus package has allowed supporting investors' confidence and domestic demand while reducing risks. The Government's commitment to maintain momentum of reform effort supports robust prospects of investment, growth, and employment.

Poverty, social and human development

29. After the largely lost decade of the 1990s, the country achieved unprecedented rates of poverty reduction between 2001 and 2007. Absolute poverty decreased from 15.3 percent to roughly 9 percent. The fall has been more marked in rural areas (10.6 percentage points) than in urban areas (2.8 percentage points). Part of this evolution is explained by the effect of

⁷ The two main shocks are A1: Key variables are at their historical averages; and A2: No policy change (constant primary balance).

sustained growth on unemployment, which stands at a 30 - year low (9.6 percent in 2008). The recent progress in poverty reduction made a decisive break with past performance, as for the first time since the 1980s the absolute number of the poor is clearly falling.

30. Although absolute poverty has decreased, economic vulnerability (near-poverty) remains widespread. Based on official figures, 17.5 percent of the population has consumption levels just above the poverty line. The combined number of poor and vulnerable or near poor in Morocco is 26.5 percent, meaning that a quarter of population – 8 million people – remains either in absolute poverty or under constant threat of poverty. The importance of looking at near poverty (vulnerability) in addition to absolute poverty results from three factors. First, poverty in Morocco is measured by using a frugal poverty basket picking up only the very poor using a poverty line (MAD 10 per person per day) well below that used by countries at similar GDP levels. Second, the period under review was preceded by a decade of increasing poverty (from 1991 to 2001) during which many near poor were pushed into poverty. Resumed growth and economic stability helped these transient poor to move back to near-poverty from poverty, while core chronic poverty remained untouched. Lastly, the recent fall in poverty in rural areas is not unprecedented. A similar episode of falling rural poverty was observed between 1985 and 1991, and it was followed by a decade-long deterioration. The see-saw evolution of poverty across the intermittent surveys in the 1990s reflects the vulnerability of the economy to shocks, and the large number of people who hover just above the poverty line.

31. Despite being broad-based, recent progress in poverty reduction was accompanied by increasing disparities. The partial closure of the rural-urban gap has not cancelled entrenched disparities: 70 percent of poverty in Morocco is still rural. In 2007, the urban poverty rate was 4.8 percent compared to 14.5 percent in rural areas. Even though all groups among the poor – the extreme poor, the poor, and the near poor – gained from growth, the pattern of growth was not unambiguously pro-poor and it was not equally shared. As inequality increased in both urban and rural areas to reach unprecedented levels, growth for the poor was slower than the average growth and it was still below the levels needed to reduce poverty by half in 20 years. Regional differences are substantial, but practically all regions contain pockets of severe poverty in slum areas or in villages.

32. The overall decrease in unemployment rates has led to a reduction in poverty incidence, but being employed does not necessarily guarantee protection from poverty. An absolute majority among the poor are working poor. The informal sector, primarily in agriculture, which employs 70 percent of Morocco's labor force, is characterized by low pay, insecurity of job tenure, and lack of safety standards. Almost 70 percent of Morocco's poor are employed in just two sectors (agriculture and construction) which are characterized by informality. Formal sector workers, especially those employed by the public sector, are well protected, and enjoy a significant wage premium. The poor, predominantly without education, or with only basic education, cannot compete for such jobs.

33. Lack of affordable access to quality services explains why the poor are not benefiting from the expansion of services. The poor gained from improvements in all social sectors, but not enough to make a decisive break with their condition, partly because of limited access to services in sectors such as education, maternal health, and housing. For example, survey data show that only half of the population uses health services for illness, and this share is only 40 percent for the rural poor. Services are underused because of financial, social, and geographic

barriers. Low education outcomes of the poor are related to problems of progression through the system and low quality of education. The main barriers for the poor in accessing better health care are high (informal and formal) payments, high transportation costs, and low quality of service. Lack of adequate local health facilities, combined with poor roads and expensive transport, particularly hurts women.

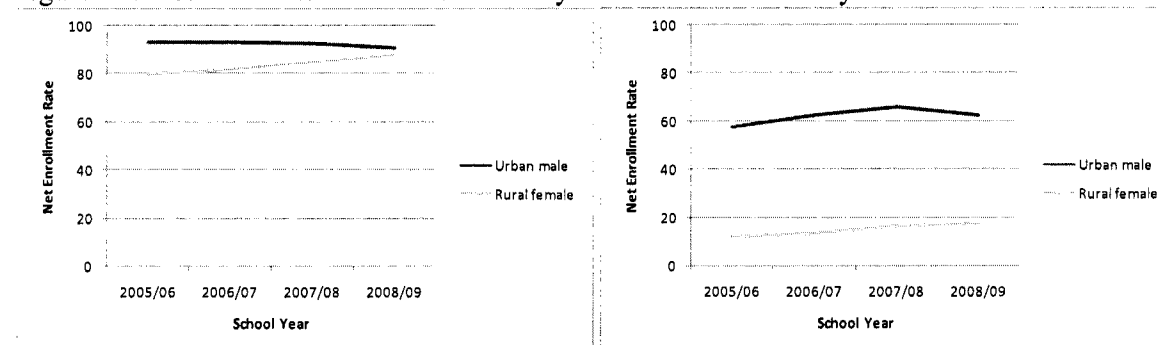
III. THE GOVERNMENT'S PROGRAM & PARTICIPATORY PROCESSES

Education sector background and key issues

34. Implementation of the National Charter of Education and Training (CNEF) resulted in impressive progress in terms of access to education. Efforts to increase the availability of educational services have led to expanded participation in education at all levels. From 1990/91 to 2008/09, national net enrollment rates increased from 52.4 percent to 90.5 percent for primary education, and from 17.5 percent to 42.7 percent in middle school. The increased enrollment in compulsory education has placed pressure on higher levels of education, leading to substantial increases in student enrollments in upper secondary schools, universities and other tertiary education institutions.

35. Progress has been made in ensuring equitable access to education for young children. While the gap between urban boys and rural girls at the primary education level narrowed to just three percentage points by 2008/09, the gap at higher levels of the education system remains large (see Figure 10).

Figure 10: Net Enrollment Rates for Primary and Lower-Secondary Education



Source: MOE

36. Education completion rates have improved, but meeting the MDGs is still uncertain. Primary school completion rate has increased from 68.6 percent in 2005/06 to 75.8 percent in 2008/09, with girls now completing the full primary cycle (Grades 1 through 6) at a slightly higher rate than boys. It is not clear whether, at the current pace, universal primary school completion can be achieved by 2015. More than half of students complete the full two cycles of basic education (Grades 1 through 9), but girls are now outstripping boys quite substantially (Table 4).

Table 4: Completion rates, 2005/06 – 2008/09 (%)

Grades 1-6	2005/06	2006/07	2007/08	2008/09
Total	68.6	70.8	72.5	75.8
Female-Male Ratio	n.a.	n.a.	104.2	104.0

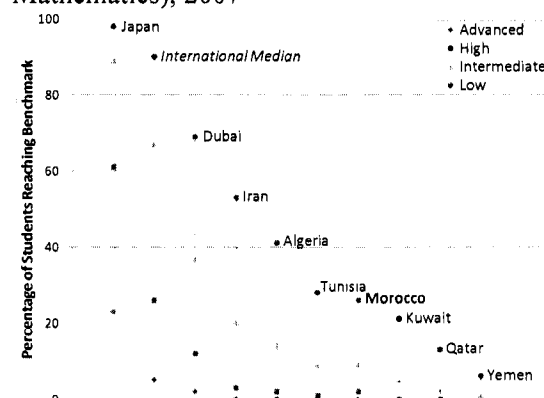
Grades 1-9	2005/06	2006/07	2007/08	2008/09
Total	n.a.	n.a.	48.0	51.8
Female-Male Ratio	n.a.	n.a.	115.6	112.5

Source: MOE

37. Decentralization of the governance of the education sector is under way, even though effectiveness of these reforms remains a key challenge. The capacity of the Regional Academies of Education and Training (AREF), which have been granted some administrative and financial autonomy, has improved over time. The AREFs have played an important role in leading the reform program at the regional and sub-regional levels. In higher education, universities are autonomous institutions led by presidents who report to their respective boards. Furthermore, the Government recently created an independent evaluation institution under the Higher Council for Education (CSE) to evaluate system performance and disseminate its findings and results. The publication of its first report in April 2008 led to a welcome debate among the various stakeholders on increasing outcome measurements and accelerating the improvement of the education and training sectors. This new institution is expected to help the system manage for results and ensure greater accountability.

38. Despite efforts, the country has been less successful in balancing an increase in enrollments with improvement in education quality and external efficiency. The scores for Moroccan students in the 2007 “TIMSS” international Grade 4 and Grade 8 mathematics and science learning achievement survey were low compared to other participating countries. In Grade 4 mathematics, for example, only one quarter of Moroccan students reached the lowest of four benchmark levels, while none reached the highest benchmark level. This compares with the international median of 90 percent reaching the lowest benchmark and 5 percent reaching the highest benchmark. Figure 11 shows the percentages of students attaining each international benchmark in Morocco and other Middle East and North Africa countries. At higher education levels, just a quarter of the students are enrolled in science-based programs.⁸ Youth unemployment rates are high, with unemployment rising as the years of schooling increase, in part reflecting a mismatch between the dynamics of the labor market and skill supply.

Figure 11: Percentage of Students Reaching International Benchmarks (Grade 4, Mathematics), 2007



Source: TIMSS 2007

⁸ I.e., sciences (17.4%), applied sciences (3.5%), medicine and pharmacy (2.9%), engineering (1.6%), technology (1.5%) and dentistry (0.4%) (Source: MENESFCRS 2006/07).

39. Learning achievement is uneven within the country. The first National Learning Assessment Program (PNEA), carried out jointly in 2008 by the CSE and the Ministry of Education (MOE), points to small gender gaps in mathematics and science, but large gender gaps in favor of girls in Arabic and French (Table 5). In addition, there are considerable differences between urban and rural areas and between public and private schools (even when the comparison is between urban public and private settings).

Table 5: Average scores⁹ in mathematics and Arabic (%), by grade, in 2008

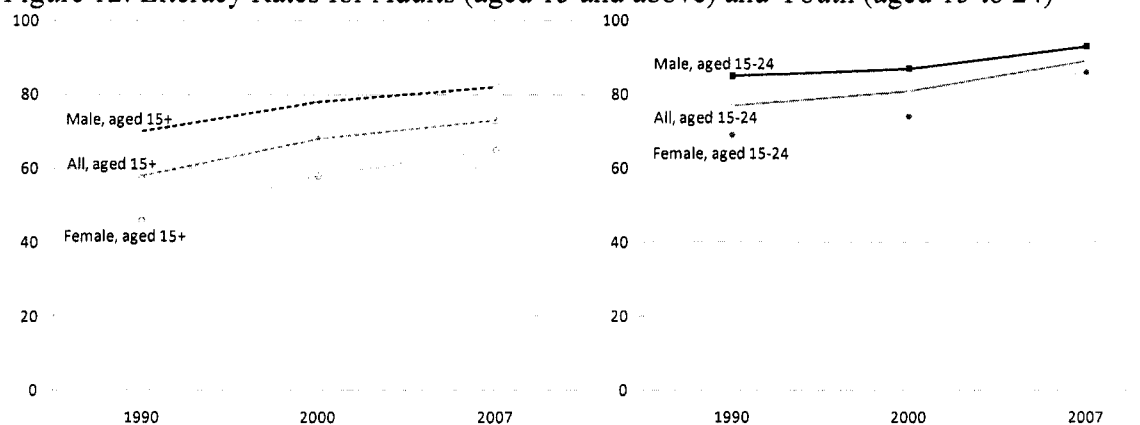
Mathematics	Grade 4	Grade 6	Grade 8	Grade 9
Male	34	43	26	29
Female	35	45	25	28
Urban	38	48	26	31
Rural	31	39	22	22
Public school (urban only)	38	49	26	31
Private school	57	68	53	65

Arabic	Grade 4	Grade 6	Grade 8	Grade 9
Male	25	33	39	40
Female	29	39	46	46
Urban	32	39	44	44
Rural	24	32	37	40

Source: CSE (National Learning Assessment Program 2008)

40. The legacy of poor access to education weighs on the adult population's education capital. In the past, few Moroccan males and even fewer females had access to schooling, with only a small proportion reaching secondary and higher education. Literacy rates have as a result long been low. The effects of the recent increase in school enrollments however can be seen in the positive trends in literacy over the past two decades (particularly amongst young adults, who have graduated more recently from the formal school system), with both overall rates increasing and the gender gaps narrowing substantially (see Figure 12).

Figure 12: Literacy Rates for Adults (aged 15 and above) and Youth (aged 15 to 24)



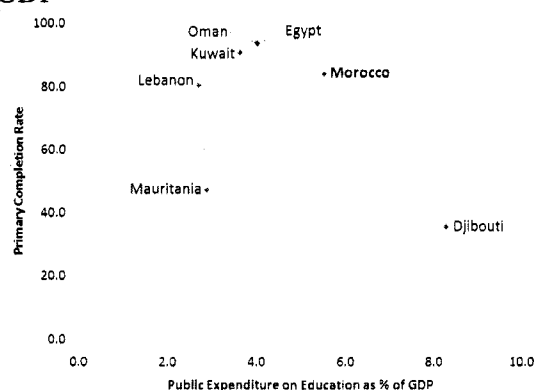
Source: EdStats

⁹ Percentage of questions receiving a correct response amongst the target sample.

41. Ensuring the financial sustainability of school expansion and strengthening the overall sector's governance are challenging. Expanding education has exerted tremendous financial pressure on Morocco's national budget. Public expenditure in the education sector has been 6 percent of GDP on average over the past three years, which shows higher figures than those for most countries in the Middle East and North Africa region. This reflects in part problems with technical and financial efficiency and the relatively high burden of salary expenditures on the system. This structural element calls for particular attention to be paid to the quality of management and allocation of human resources within the Moroccan education system. Figure 13 shows that Morocco's education system is less effective in delivering education outcomes, for example with respect to completion of primary education, than education systems in countries such as Lebanon and Egypt.

42. Lower and upper secondary education now absorbs nearly half of the education sector budget. The decline in primary student enrollment, following the demographic shift, provides favorable conditions for a reallocation of resources to support expansion of other levels of the education system. Ensuring a greater accountability for education outcome improvements by the various actors remains a challenge. It is critical that resource reallocation be made in an effective manner to avoid compromising the system's financial sustainability. The unit operating cost for secondary education is substantially higher than that for primary education, and it is about twice as high per student as in other countries in the region. The high cost of secondary education is explained by the allocation of human resources, with low student/teacher ratios compounded by a high ratio of administrative staff (nearly three administrative workers for every ten teachers).

Figure 13: Primary Completion Rate vs. Public Expenditure on Education as a % of GDP



Source: UNESCO Institute of Statistics

Government program

43. As noted above, the Government launched a comprehensive reform of the education and training system, with the promulgation of the 1999 CNEF and the 2008 EEP. The impetus to promote education reforms in Morocco is the result in part of the publication of major sector reports including (i) the World Bank's Flagship Report in 2008 ("The Road Not Traveled")¹⁰ and (ii) the CSE's 2008 Annual Report.¹¹

44. The fundamental guiding principle of the EEP places the student at the heart of the education and training system. The key goal is to provide the student with basic

¹⁰ Report No. 46789: http://siteresources.worldbank.org/INTMENA/Resources/EDU_Flagship_Full_ENG.pdf

¹¹ Conseil supérieur de l'enseignement. 2008. *Rapport annuel 2008: Etat et perspectives du système d'éducation et de formation*. Rabat: CSE

competencies, by establishing an environment conducive to learning and using qualified teachers. The EEP, spanning the period of 2009-12, draws on lessons learned during the last decade. The EEP has a comprehensive and solid strategic and policy framework and a sizeable expenditure program (MAD 34 billion or US\$ 4.1 billion) to significantly improve outcomes during the coming years (from pre-school to higher education). The EEP has a program of reforms and actions with four strategic directions that have the following objectives: (i) achieve universal basic education; (ii) promote initiative and excellence in post-basic education; (iii) improve system performance (teaching, management and stewardship); and (iv) improve mobilization and utilization of resources. Targets include increasing net enrollment rates for pre-school, primary and lower secondary education from 48.2 percent, 90.5 percent, and 42.7 percent in 2008/09 to 65.9 percent, 94.6 percent 74.7 percent, respectively by 2011/12.

45. *Strategic Direction 1: Achieve universal basic education.* The overall objective is to achieve compulsory education for children aged 6-15, to guarantee a place in school to all children aged 4 years old, and reduce repetition and drop-out rates. The focus will be placed on the following areas:

- Promote and support pre-school development: The objective is to increase public provision in order to accelerate the development of a modern and accessible pre-school sub-sector. To this end, a suitable and sustainable pre-school model will be defined and implemented, while actions are taken to improve the quality of existing pre-school services.
- Expand access to compulsory education: On the supply side, the objective is to implement a sizeable construction program to consolidate access to primary education (with the opening of 2,500 classrooms, including 1,700 in rural areas), and increase access to lower secondary education by providing some 6,800 new classrooms (with 80 percent targeted to rural areas). To this end, measures will be taken to improve school location mechanisms, and establish new approaches to school construction. Demand-side interventions will be strengthened to increase equity in access and retention in primary and lower secondary education. Furthermore, efforts will be deployed to give special needs children an education structure that is adapted to their needs and help them integrate into the mainstream education stream.
- Improve retention and education quality: In order to reduce repetition and dropout rates, teachers and principals will be trained in, and responsible for, monitoring each child with respect to the learning process and identifying those having learning difficulties. In addition, teacher workloads will be re-arranged to allow them to devote three to four hours to support students with learning difficulties in primary and lower secondary education.
- Focus on knowledge and acquisition of basic competencies and improve the school environment: In order to improve the quality of learning and teaching, learning evaluation and benchmarking mechanisms will be institutionalized, building on the results of the national learning achievement assessments.

46. *Strategic Direction 2: Promote initiative and excellence in post-basic education.*

- Increase access to upper secondary education and pilot interventions to promote excellence: The objective is to increase the supply of upper secondary schools, including boarding accommodations, to absorb increased enrollments and achieve a 60 percent completion rate for the 2009 Grade 1 cohort in 2021. In parallel, a

comprehensive study will be carried out to define a sustainable strategy to provide quality upper secondary education which is adapted to the country's long-term development needs. A series of policy measures and capacity building actions will be implemented to strengthen the on-going higher education reforms with the view to respond, in a sustainable manner, to the pressing education demands from Moroccan youth, and improve the pertinence of qualifications and skills provided to graduates and their entry into the labor market.

47. *Strategic Direction 3: Improve system performance (teaching, management and stewardship).* Strategic Direction 3 will address structural weaknesses that have impeded the acceleration of the reform program. It deals with a wide-range of issues that cut across the system:

- Strengthen the competencies of the MOE personnel: Enhance institutional capacity, especially at the regional and provincial levels, through the development of a redeployment plan in conjunction with a competency-based qualification training program. With regard to the teaching force, the implementation of the planned reform program will help revitalize the pre-service training system (as a higher education program) and put in place a more effective in-service training program to increase competency and productivity.
- Strengthen support for monitoring and evaluation mechanisms of the teaching corps: Part of implementing the new vision is to support teachers in the monitoring and evaluation of student outcomes, assist in the remedial process for improved student learning, and make teachers more accountable for their students' learning outcomes.
- Increase efficiency in human resource management and utilization: In order to promote an effective decentralization of human resource management, greater responsibilities will be given to the AREF to make decisions regarding staff recruitment, deployment and evaluation. In addition, new teaching positions will be on a contractual basis, and utilization of the existing teaching force will be optimized for teaching time and workload. Furthermore, teachers' mobility will be facilitated by a new deployment strategy that will focus on a geographical job location (rather than a school), and incentives will be provided to teaching personnel located in remote areas or with demanding conditions.
- Complete the deconcentration and decentralization process and optimize the organization of the MOE: Measures will be taken to enhance on-going actions and improve effective implementation of the deconcentration and decentralization process, notably the transfer of critical responsibilities to the AREFs. These measures will also help promote and progress toward results-based management and improved governance practices.
- Improve planning and management of the education system and develop an information system. The objective is to establish a solid and reliable structure for improved sector strategic planning. In particular, priority capacity building activities will be executed at the regional and local levels to allow these structures to effectively participate in the bottom-up planning exercises.
- Modernize the teaching and learning of languages: The objective is to modernize the language education system to enable students to better master languages. Moreover, a coherent language policy between different school levels will be developed.

48. *Strategic Direction 4: Mobilize and utilize resources (financing, partnership, communication, social mobilization and implication of the private sector).* The EEP has put forward a number of saving and efficiency measures, i.e., reducing repetition rates, deploying multi-subject teachers in lower secondary education, improving teacher deployment, decentralizing human resource management, and using contract-based management. Implementation of these measures will need to be monitored and evaluated. In addition, the following objectives will be pursued under this fourth strategic direction:

- Promote the provision of non-public education: The objective is to increase private participation in the supply of education in order to share the burden and improve effectiveness. To this end, the Government will develop and implement a coherent strategy and an action plan, focusing on the improvement of existing regulatory frameworks and on the design and testing of management contracts.
- Mobilize main stakeholders and improve communication about the reform program, especially at the school level: An internal and external communication strategy will be developed to ensure continued adhesion and ownership of the reform program by all actors and stakeholders. In addition, the partnership arrangements will be established with stakeholders, particularly those closely involved in the school, notably local governments, associations, NGOs, and local communities, with a view to engaging these partners in supporting schools and assist in the exploration of alternative service delivery options.

Implementation costs

49. The overall cost of the EEP 2009-2012 is estimated at MAD 34.0 billion (US\$ 4.1 billion), averaging MAD 8.5 billion per year. The cost is to be shared between the Government (around four fifths) and the Technical and Financial Partners (TFPs) (around one fifth). The Government has backed its commitment to the EEP with a significant boost to its funding of the education sector. The MOE's school education budget increased by 23.5 percent from MAD 31.06 billion in 2008 to MAD 38.35 billion in 2009; as a result, this budget rose from 4.68 percent of GDP in 2008 to 5.37 percent of GDP in 2009. This fiscal effort has focused on non-salary expenditures, with the share of the budget going to investment and non-salary recurrent items rising from 12.81 percent in 2008 to 22.67 percent in 2009. This level of financial support is set to continue in 2010.

50. Table 6 shows the amounts committed by the TFPs other than the World Bank, provided either through investment operations ("invest") or through budget support operations ("budget").

Table 6: Commitments by other Technical and Financial Partners to the Government's Education Emergency Program (in EUR million [*equivalent US\$ million*])

	CY09	CY10	CY11	CY12	Technical Assistance	Total	Type
AFD	10.0 [13.4]	12.5 [16.7]	12.5 [16.7]	15.0 [20.1]		50.0 [66.9]	<i>Invest</i>
AfDB	37.0 [49.5]		38.0 [50.8]			75.0 [100.3]	<i>Budget</i>
EC	29.0 [38.8]	20.0 [26.8]	20.0 [26.8]	20.0 [26.8]	4.0 [5.3]	93.0 [124.4]	<i>Budget</i>
EIB ¹²	60.0 [80.3]	60.0 [80.3]	60.0 [80.3]	20.0 [26.8]		200.0 [267.5]	<i>Invest</i>
NIF ¹³	5.0 [6.7]	5.0 [6.7]	5.0 [6.7]			15.0 [20.1]	<i>Invest</i>
Total	141.0 [188.6]	97.5 [130.4]	135.5 [181.2]	55.0 [73.6]	4.0 [5.3]	433.0 [579.2]	

Participatory processes

51. As part of the development of its EEP, the Government engaged in consultations with various stakeholders. In the fall of 2007, the King of Morocco instructed the Government to develop the EEP to speed up the implementation of the education reform agenda. During the first round of program development, the consulting firm hired to provide technical assistance to the Government consulted with regional and provincial education officials, focusing on a number of pilot sites. In a second round, the MOE met with parliamentarians and teacher union representatives to present the draft program and receive feedback. With the third round of development, the MOE tested the feasibility of the final draft by consulting with governors, as well as regional and provincial education officials, in a series of regional forums, again in pilot sites.

52. For its part, the World Bank team, in preparing the latest CPS, undertook through May and June 2009 a broad series of consultations. These 18 meetings, with NGOs, private sector representatives, youth and academics, were organized according to a variety of formats (roundtables, broad-based meetings, workshops, and brainstorming). Participation was at both local and national levels, and participants came from rural, semi-urban and urban areas in different provinces, primarily Rabat-Salé, Fes, Casablanca, Tanger, and Marrakesh.

53. In all consultations, the Education sector emerged as being at the heart of development challenges in Morocco. From the discussions with the civil society actors, the private sector, academics, and public partnerships, the following concerns emerged: (i) the quality of education is very low and is still more problematic in the context of current economic changes in Morocco; and (ii) despite the Government's relevant assessment and strategic vision, effective implementation remains challenged by a number of problems that impede reform.

54. Participants provided suggestions for strengthening the Education sector. They expressed the view that improvements required: (i) establishment of quality norms and

¹² EIB's commitment amounts may vary from year to year, within the fixed total amount.

¹³ The Neighborhood Investment Facility (NIF) is a separate funding facility financed by contributions from EC and member states.

development of an evaluation and monitoring system in the entire education sector; (ii) strengthening the responsibility and investment in the capacities of teachers; (iii) analysis and subsequent modernization of teaching manuals and teacher training; (iv) further decentralization of the education system, with a focus on the budgeting system in the sector as well as the mechanisms and processes of budget execution; and (v) involvement of all key actors in the discussions on education reforms through a long-term, yearly dialogue.

IV. BANK SUPPORT TO THE GOVERNMENT'S STRATEGY

Link to the Country Partnership Strategy

55. The Country Partnership Strategy (CPS) comprises three pillars. These pillars are: (i) encouraging growth, competitiveness and employment; (ii) improving quality service delivery to citizens; and (iii) promoting sustainable development within the context of climate change. Other cross cutting themes, such as regional development, governance, public private partnerships, and regional integration, are also covered. The proposed Education Development Policy Program (EDPP) is part of the Bank's support to Pillar (ii) of the CPS and, as such, will address the issue of quality education service delivery through: (a) improved management of the sector by way of increased decentralization to, and accountability of, the AREFs that are responsible for local service delivery; (b) increased targeting as a means to reach the most vulnerable and improve retention and reduce drop-out rates; and (c) enhanced accountability of education personnel by means of performance-based measures.

Collaboration with the International Monetary Fund and other donors

56. The World Bank and the International Monetary Fund maintain close collaboration in Morocco. Regular contacts between the Fund and the Bank country teams are customary, with discussions focused on the respective work programs, country priorities, recent developments and prospects. Collaboration between the Fund and the Bank in Morocco has been positive, with a common understanding on the division of labor and a shared assessment of the critical macroeconomic challenges facing the country. The Fund continues to focus on critical macroeconomic areas, and in particular exchange rate, monetary, and overall fiscal policy. The Bank continues to focus on strengthening economic management, improving the business environment, and sectoral reforms. The Fund participates in Bank project review meetings where relevant; Bank staff members contribute to the Fund's Article IV consultation missions to Morocco. The ongoing analytical work being carried out by the Fund team, which was welcomed by Bank counterparts, focuses on (i) the medium-term outlook for public finances in Morocco; (ii) an analysis of the real exchange rate; and (iii) the macroeconomic implementation of the global financial crisis and economic downturn.

57. The EDPP has been prepared in close consultation and coordination with main donors active in Morocco's Education sector. The Government, and particularly the MOE's Department of School Education (DES), demonstrated great interest in the results of the Paris Declaration on Aid Effectiveness. As a result, the Government requested the World Bank and the donor community to support the reform program, using the principles of the aid effectiveness framework. A non-binding partnership framework has been signed by Government and a wide group of donor representatives (including the World Bank) with a view to encouraging donor support in the education sector.

58. The World Bank works closely with other donors. In line with the main principles put forward by the partnership framework, the World Bank joined with four major sector donors (European Commission [EC], French Development Agency [AFD], African Development Bank [AfDB], and European Investment Bank [EIB]) to form a core group – the Technical and Financial Partners (TFP) – that offers technical and financial support to the Government as it implements its EEP. This level of harmonization amongst major donors marks an important advance in donor relations with the Government. EC, AfDB and the World Bank are providing their funds in the form of budget support, while AFD and EIB (along with the EC's Neighborhood Investment Facility [NIF]) are providing investment financing. The Spanish International Cooperation Agency for Development (AECID) has expressed interest in joining the TFP group and providing financing support to the Government's EEP.

59. The TFPs worked together with Government to establish a common results framework and common monitoring and reporting arrangements that underpins each TFP's support of the EEP. While the overall results framework is common to all TFPs, each TFP has its own financing operation with prior actions and triggers that differ slightly from one to another. All TFPs other than the World Bank have signed their respective financing agreements with the Government, for a total commitment amount of EUR 433.0 million (US\$ 579.2 million equivalent) over four years. To provide a structure for coordinating their parallel financing operations with the Government's own EEP implementation, the TFPs and Government developed a memorandum of understanding and an associated operational manual; the memorandum¹⁴ has been signed by the Government, AFD, AfDB, EC and EIB, and contains a provision that enables the World Bank to sign once the proposed operation is approved.

Relationship to other Bank operations

60. The Bank has a long history with and an active engagement in Morocco's education and other social sectors. Over the past decade, four relevant projects -- Social Priorities (Education) Program (4024-MOR), Alpha Maroc (Adult Literacy) Project (4607-MOR), Social Development Agency Project (4661-MOR) and Basic Education Reform Support Program (PARSEM) (7273-MOR) -- were fully executed. These operations assisted the Government in: (i) increasing access to basic education, literacy and other social services; and (ii) improving the quality and effectiveness of service delivery. Overall, these projects were implemented successfully with respect to the objective of increasing access to basic services and promoting participatory approaches and partnership arrangements.¹⁵ The Social Priorities (Education) Program and the Social Development Agency project results were remarkable in this regard. Achievements regarding quality of service delivery were less positive. While the present operation will be the first DPL in the human development sector in Morocco, it has a strong link with PARSEM, as it continues Bank support to the Government in the implementation of its education reform agenda. In particular, the design is built on lessons learned from the implementation of the sector-wide approach as well as the results/report-based disbursement methods.

¹⁴ The memorandum provides that where there is a conflict between the memorandum and the individual financing agreements the latter prevail.

¹⁵ PARSEM closed in June 2009 and the ICR was delivered in December 2009.

61. The EDPP is being prepared against the background of other sectoral DPLs, especially those related to public administration reforms. Consistent with these DPLs, attention has been paid to the need to strengthen the institutional framework and to ensure a proper coherence and coordination of the reform agenda. In this regard, the MOE was among the first ministries to engage in the main reforms supported by the Public Administration Reform Loans, particularly with regard to budgetary and human resource management reforms. The experiences of counterparts such as the Ministry of Economy and Finance (MEF) team helped accelerate the mastering of the DPL modalities by MOE colleagues.

Lessons learned

62. The EDPP design was informed by lessons learned from the above-mentioned projects and sectoral DPLs in Morocco, as well as from experiences with human development DPLs implemented in other countries. Main lessons learned are summarized below.

63. The first lesson is the importance of government ownership and commitment to the reform program. To ensure success, it is necessary to establish and maintain support within the administration and to improve communication channels among the various actors (central and regional level, etc). As mentioned above, the main components of the EDPP are derived from the EEP, which is fully owned by the Government and supported by the highest authorities in the country. The Government's program contains a strong communication component, but it will be important to ensure its effectiveness during the implementation period.

64. Second, the effective implementation of some reforms requires time, especially in the human development sectors, as shown in PARSEM. It is important to take into consideration the time required to build up executing agencies' capacity when preparing the reform implementation plan, especially when the agencies are at the developmental stages. The point has been discussed at length with the authorities and led to some prioritization of the reform program, geared by the principle of selectivity and realism. Alternate implementation arrangements are also considered by the Government in some areas. However, the MOE is required to scale up program implementation in a short timeframe, which leaves limited space for integrating the results of impact evaluation work. The team will discuss this issue further with the authorities during supervision missions.

65. Third, success in reform implementation, especially in the human development sectors, depends to a great extent on the existing institutional capacity and sustained consensus among the main stakeholders. Addressing these key challenges requires a fully fledged medium-term strategy and good coordination. The Government is aware of these issues and lays out a range of measures and activities in this direction. In addition, the ongoing coordination among donors providing direct investment and budgetary support offers the opportunity to meaningfully respond to the critical capacity building needs.

Analytical underpinnings

66. Substantial analytical work underpinned the preparation of the EEP and the EDPP. First, the Bank analytic program led to the production of an education sector policy note,¹⁶ a report on school absenteeism and time-on-task in the classroom,¹⁷ and a report on skills development and employment,¹⁸ whose findings shaped the sectoral dialogue. Second, the CSE's 2008 Annual Report¹⁹ provided a comprehensive and frank diagnosis of the state and performance of the education sector and laid out recommendations for improving the country's education outcomes. The CSE recommended *inter alia*: (i) improved learning achievement assessments; (ii) a more open policy concerning the recognition of language as a quality improvement mechanism; and (iii) the promotion of the private sector in improving access and quality. Third, the World Bank's Flagship Report in 2008 ("The Road Not Traveled")²⁰ contributed to a public debate on the level of education sector outcomes and the need to improve design and accountability measures in the sector. Though achievements have been made in expanding access through construction in both urban and rural areas, increased teacher training and revision to the curricula, there has been less attention to management of the sector, incentives, and accountability. The proposed DPL program will focus on these three issues which respond to the CPS's overall emphasis on governance strengthening and on service delivery improvement. In addition, the preparation work builds on results of a range of technical studies that were carried out under the Bank-financed PARSEM or were financed by other donors such as the EC.

67. Additional analytical and advisory assistance will be required to facilitate the implementation of the proposed reforms. The scope of the reform agenda calls for the execution of a programmatic AAA program to inform implementation and ensure adequate knowledge transfer. This was recognized by the Government and sector donors and led to the identification of a preliminary list of core studies which will be carried out during the implementation period (see Annex 4). These activities would be partly funded by the EU-Technical Assistance Fund or by the new Neighborhood Investment Fund (NIF). The World Bank will complement these activities through an appropriate analytic program that includes a Public Expenditure Review (PER) and a Public Expenditure Tracking Survey (PETS) in the school education sector.

V. THE PROPOSED EDUCATION DEVELOPMENT POLICY PROGRAM

Operation description

68. The proposed loan would be the first in a programmatic series of two single-tranche DPLs. The EDPP is designed to provide budget and technical support for the refinement and

¹⁶ Report No. 40197: World Bank. 2008. *Conditions for Higher and Inclusive Growth*. Washington D.C.: World Bank (Chapter 11).

¹⁷ Report No. WPS 4376: Abadzi, H. 2007. *Absenteeism and beyond : instructional time loss and consequences*. Washington D.C.: World Bank.

¹⁸ Report No. WPS 4681: Marouani, M., Robalino, D. 2008. *Assessing interactions among education, social insurance, and labor market policies in a general equilibrium framework: an application to Morocco*. Washington D.C.: World Bank.

¹⁹ Conseil supérieur de l'enseignement. 2008. *Rapport annuel 2008: Etat et perspectives du système d'éducation et de formation*. Rabat: CSE

²⁰ Report No. 46789: http://siteresources.worldbank.org/INTMENA/Resources/EDU_Flagship_Full_ENG.pdf

implementation of the national education sector reform program, and has been developed in close coordination with the Government to ensure full ownership of the processes, actions and outcomes. The Government and the Bank recognize that under Government leadership, the Bank can play a critical role in bringing sector knowledge and experience, strengthening cross-sectoral policy dialogue between various government entities (especially linking sector development outcomes to the country's overall economic framework), and ensuring sustained commitment toward effective reform of the sector. The EDPP would help put in place the education reform program and accelerate implementation between 2010 and 2013. The First Education Development Policy Loan (EDPL1) would support key initial institutional and regulatory measures as well as the introduction of new approaches to improve service delivery effectiveness and efficiency. The Second Education Development Policy Loan (EDPL2) would support deepening institutional reforms and scaling up the program to tackle core cross-cutting issues.

69. In preparing this operation, the Government and the Bank first constructed a SWAp Specific Investment Loan, but later decided to apply a DPL approach to the operation. There is now a shared recognition that a programmatic DPL series enables the Bank to support critical elements of the Government's reform agenda in a focused manner. At the same time, depending on the evolving situation (including decisions taken on the basis of on-going analytic work and technical assistance activities), the content and timing of EDPL2 may need to be modified. In addition, given the significant needs in terms of capacity building, it will be important for the TFPs (including the Bank) to provide analytic support and technical assistance to the MOE throughout the period of EEP implementation.

70. The objective of the EDPP is to support the implementation of the Government's "Education Emergency Program 2009-2012" to improve the effectiveness and efficiency of service delivery and educational outcomes. More specifically, the EDPP would support the Government in its efforts to improve the accumulation of human capital through the implementation of policies and measures designed to: (i) achieve universal basic education; (ii) improve system performance (teaching, management and stewardship); and (iii) improve mobilization and utilization of resources.

71. The EEP objectives, EDPL1 prior actions, EDPL2 triggers, and intermediate outcomes are set out in the Policy Matrix provided in Annex 2. The EDPL1 prior actions and EDPL2 triggers are summarized in Box 2.

Box 2. Prior Actions and Triggers for the Education Development Policy Program

The Government has agreed upon and implemented the following prior actions before the presentation of the Loan to the World Bank Executive Board:

- The Ministry of Education (MOE) publishes on its website the "Education Emergency Program 2009-2012" for the reform of the education and training sector;
- The MOE increase boarding scholarship to 1,260 MAD per student per quarter and extended the duration of the scholarship to cover the full school year;
- The CSE publishes on its website the analysis of the results of the first national student learning survey, organized jointly by the CSE and the MOE under the National Learning Assessment Program;
- The MOE receives authorization, pursuant to Royal Decree No. 1.09.100 dated June 29, 2009, to transfer teacher training colleges to universities, with a view to creating new

- university programs in pre-service teacher education;
- The MOE adopts a strategic human resource management action plan 2009-2012;
- Each AREF develops and adopts with the MOE a program-contract for the period 2009-2012;
- The Government, through AREFs, provides for a discretionary budget for primary schools' and colleges' non-staff-related recurrent costs for the school year 2009/10;
- The MOE develops a Medium-Term Expenditure Framework (MTEF) for the schools sector for the period 2010-2012;
- Each AREF Board adopts its 2010 budget before January 31, 2010;
- The MOE issues a ministerial decision No. 134 dated September 23, 2009, setting out a charter on relations between schools and their parent associations.

As this is a single-tranche operation, there are no subsequent tranche release conditions applicable.

Under the programmatic development policy operation series, the Government has agreed upon the following triggers for moving to the next operation in the series:

- The MOE develops and adopts new criteria for locating primary schools and colleges, with priority given to rural and semi-urban areas;
- The MOE pilots, in at least four (4) communes in different AREFs, a global approach to providing support adapted to needs and aimed at encouraging demand for schooling in rural areas;
- The MOE carries out, in collaboration with AREFs, regional student learning assessment activities;
- The MOE develops and adopts competency guidelines for pre-service teacher education (pre-school/primary, lower secondary, and upper secondary education);
- The MOE develops and adopts a mechanism for rationalizing human resource allocation in the schools sector (covering teacher redeployment, mobility and retention);
- The MOE transfers to AREFs the responsibility for human resource management decisions that are not subject to the MEF's prior review;
- The MOE evaluates the results of, and draws lessons from, the first year of implementation of school charters and their funding, on the basis of a representative sample of schools;
- Each AREF establishes its own commitment accounting information system, enabling it to describe its budget commitments and track their use.

Box 3. Good Practice Principles on Conditionality

Principle 1: *Reinforce ownership.*

The design of this operation has been fully client driven and thus enjoys solid country ownership. The Government embarked on a comprehensive reform of the education and training system, with the promulgation of the 1999 National Education and Training Charter (CNEF). The CNEF, developed with strong national consensus, receives strong support from the donor community, but the implementation of the reform program has encountered delays. In 2008, an Education Emergency Program (EEP) was drawn up to accelerate this reform process. The EDPP support the Government in the implementation of this EEP.

Principle 2: *Agree up front with the Government and other financial partners on a coordinated accountability framework.*

The World Bank's EDPP is prepared in parallel with four other donors' operations. The AFD, the AfDB, the EIB, the EC and the World Bank worked actively with the Government on the design of coordinated policy matrices and a common set of performance indicators. Donor alignment on the

reform program objectives was also achieved through joint missions, informal consultations and regular updates by staff of respective institutions.

Principle 3: *Customize the accountability framework and modalities of Bank support to country circumstances.*

By design, the program fully reflects country's circumstances, priorities and institutional responsibilities as indicated by the Government. For the more complex policy reforms, the donor consortium is providing technical assistance to carry out the necessary underpinning analytic work. The EDPP has also benefited from the lessons learned from the previous education operations and other DPL operations in Morocco, and benefits from the flexibility embedded in the CPS.

Principle 4: *Choose only actions critical for achieving results as conditions for disbursement.*

Prior actions and benchmarks have been identified through a process of extensive consultations with the MOE, the MEF, and with the other members of the donor consortium. The jointly agreed policy matrix uses a limited set of prior actions across the selected policy areas and is aligned with good practice principles. Conditionality is focused on steps considered critical to achieving results on the ground and sequenced to support consistent progress towards program objectives.

Principle 5: *Conduct transparent progress reviews conducive to predictable and performance-based financial support.*

Joint progress reviews will take place twice a year, timed so as to allow for a predictable review of progress and announcement of support levels at the beginning of the budget year. The results framework which includes outcome indicators that are assessed as part of operation implementation and mid-term review is closely linked to the Government's own EEP results measurement system.

Policy areas

72. The main actions to be envisaged under the three main policy areas that would be retained for the EDPP -- (i) achieve universal basic education; (ii) improve system performance (teaching, management and stewardship); and (iii) improve mobilization and utilization of resources -- are outlined below and are then detailed in the Program Policy Matrix (Annex 2). These critical actions respond to crucial strategic issues such as the impact of poverty on schooling (through both supply-side and demand-side actions that target rural and semi-urban areas), low quality of student achievement (through both national surveys and regional structures), poor teacher efficiency and accountability (through teacher education and human resource management), weak implementation capacity at the decentralized level (through region-level initiatives including financial management improvement in AREFs) and lack of "voice" for stakeholders (through improved school-parent structures).

I: Achieve universal basic education

73. Description. The Government aims to achieve compulsory basic education by rationalizing the use of physical capacities and enhancing measures for greater equity in school access and retention.

74. Challenge. The sustainable pre-school strategy is an essential measure of the Government's program for accelerating progress toward the MDG. Preschool is underdeveloped in Morocco with an average enrollment rate of 48.2 percent in 2008/2009. In rural areas, the rate is low: 48.2 percent for boys and just 20.4 percent for girls. Preschool is

essentially provided by non-public institutions (98 percent), with faith-based schools providing 80 percent of the services that are geared toward child care rather than pre-school education. EDPP will assist the Government to develop a new pre-school strategy (including operational concepts) that will ensure a sustainable expansion of quality pre-school services.

75. Despite considerable efforts in expanding access to primary and lower secondary education through an extensive construction program, disparities between urban and rural areas still exist for girls at the primary level, and for both girls and boys at the lower secondary level (see Annex 3). Student-classroom ratios also vary widely in the regions, with some regions accommodating more than 40 students per classroom. To address these issues, the Government plans to execute a sizeable school construction program and enhance demand-side interventions that reduce the impact of poverty on schooling. The EDPP will assist in defining a new criteria to build and implant primary and lower secondary schools, giving priority to rural and semi-urban areas and involving local administrations ('communes') in the decision-making process. The EDPP will also help consolidate and improve the effectiveness of demand-side interventions, including targeting measures and assess the impact of these measures as well as building on the ongoing experience with the pilot conditional cash transfer program currently under way. The low quality of student learning is to be addressed not only through national assessment of student achievement but also through establishing regional structures to monitor quality.

76. Government measures. Concrete actions will need to be taken to curtail school repetition and improve learning assessment to advance the education quality agenda put forward by the EEP. As mentioned above, grade repetition and dropout rates remain high. In addition, the low level of student achievements has become a shared concern of the Moroccan society. In order to address these issues, especially to fight against repetition and dropout, the Government EEP has identified a range of supply-side and demand-side measures. Among them, teachers and principals will be trained and will be responsible for closely monitoring each child with respect to his/her learning process in order to identify those having learning difficulties. In addition, teacher workload will be re-arranged so as to allow teachers to devote three to four hours per week to support students in primary and lower secondary education, respectively. The EDPP will assist in introducing these changes and will assess their impact during the implementation period. In addition, the EDPP will establish and implement a national learning assessment system, built on experiences acquired in executing the 2008 learning achievement survey.

77. EDPP prior actions and triggers. The prior actions under the EDPL1 "universal basic education" strand are as follows:

- The MOE publishes on its website the "Education Emergency Program 2009-2012" for the reform of the education and training sector. In making the EEP available in a transparent manner, the Government in general and the MOE in particular commits to carrying out the reform package and can thereby expect to be held accountable for the results it achieves through its reform actions.
- The MOE increases boarding scholarship from 750 to 1,260 MAD per student per quarter and extended the duration of the scholarship to cover the full school year. Given the gaps in school attendance between urban and rural settings and given the incentive that on-site boarding provides to rural families to enroll their children in school, the extension of the provision of boarding facilities across the full length of the

school year is likely to make a major contribution to enrollment amongst rural children.

- The CSE publishes on its website the analysis of the results of the first national student learning survey, organized jointly by the CSE and the MOE under the National Learning Assessment Program. While Morocco has already participated in international studies of student learning achievement, this is the first student learning survey to be designed and carried out at a national level (in core subjects in Grades 4, 6, 8 and 9). As such, it constitutes a major advance in providing decision-making with the ability to monitor learning outcomes across the school system and therefore to take policy decisions based on objective measures of results.

78. The EDPL2 triggers under this strand are:

- The MOE develops and adopts new criteria for locating primary schools and colleges, with priority given to rural and semi-urban areas. Where demand for new school capacity outstrips available financial resources, the rationing mechanism needs to ensure that decisions on infrastructure investment in general, and location of new schools in particular, are taken at the local level on the basis of objective and transparent criteria that correspond to the Government's stated aim of narrowing the gap in enrollments between urban and rural/semi-urban areas.
- The MOE pilots, in at least four (4) communes in different AREFs, a global approach to providing support adapted to needs and aimed at encouraging demand for schooling in rural areas. At present, the provision of support is managed on a component-by-component basis (boarding facilities, school feeding programs, school transport facilities, and conditional cash transfer programs), rather than in an integrated manner that uses the commune as the unit of planning. By testing such a global approach, the MOE will be able to develop methodologies for determining the optimal mix of support for a given commune.
- The MOE carries out, in collaboration with AREFs, regional student learning assessment activities. Even as the MOE develops its capacity at a national level to assess student learning as a tool for decision-makers at all levels, it is critical that the country also have the capacity to carry out assessment activities at the regional level. Regional-level activities, involving AREFs, will: (i) support implementation of national assessment activities at the local level; (ii) carry out assessment activities corresponding to specific local needs (e.g., examine further factors of school performance highlighted in national surveys); and (iii) provide technical support to province-, commune- and school-level assessment activities.

79. Complementary actions. The program results framework (Annex 2) contains a number of complementary actions. While these actions serve to signal progress in implementing the EEP, they do not constitute additional conditions for disbursement. Under the first strand, complementary actions already undertaken include:

- The MOE develops an outline for competency guidelines for modernizing pre-school education.
- The MOE and AREFs increase, from 2008/09 to 2009/10, the number of students benefitting from school canteens, by 15 percent in primary education and 24 percent in lower secondary education.
- The MOE issues and delivers to schools a circular on individual student monitoring (i.e., integrating educational monitoring and individual school record booklet).

- The MOE holds a national event to report to AREFs on its analysis of results of the first national student learning assessment survey, organized jointly by the CSE and the MOE.
80. The planned complementary actions under this strand include:
- The MOE adopts intervention strategies for pre-school education in disadvantaged rural and semi-urban areas, developed on the basis of the new competency guidelines, and AREFs implement these strategies in line with an action plan agreed with the MOE.
 - The MOE evaluates the results of the first year of implementation of individual student monitoring and remedial student support.
 - The MOE organizes jointly with the CSE the second national student learning assessment survey, and participates in the international surveys TIMSS 2011 (mathematics and science) and PIRLS 2011 (reading and literacy).

II: Improve system performance (teaching, management and stewardship)

81. Description. The Government aims to strengthen MOE staff competencies especially those of teachers as a critical impetus for moving forward with the EEP goals.

82. Challenge. In 2008/09, there were about 245,000 personnel working in the schools sector, of which 90 percent were teachers. Analytical work has underscored the mismatch between staff competencies and job requirements which continues to impede sector performance. There is moreover evidence of weaknesses in the management and deployment of human resources, which result in low efficiency of public education sector expenditures and considerable pressure on the national budget. According to the CSE report (2008), only 37.5 percent of lower-secondary education teachers worked the full legal hours (24 hours per week) in 2007.

83. Government measures. The EEP intends to address this cross-cutting issue through a series of measures and actions. Institutional capacity, especially at regional and provincial levels, will be strengthened through a redeployment plan alongside an appropriate qualification training program, using a job-competency-based approach. In order to promote an effective decentralization of human resource management, the Government intends to give greater responsibilities to the AREF to make decisions regarding staff recruitment, deployment and evaluation. In addition, job positions for the new teaching personnel will be provided on a contractual basis. Finally, the Government program includes key on-going actions that will lead to a more effective implementation of the deconcentration and decentralization process, notably the transfer of other critical responsibilities to the AREFs.

84. EDPP prior actions and triggers. The prior actions under the EDPL1 “system performance” strand are:

- The MOE receives authorization, pursuant to Royal Decree No. 1.09.100 dated June 29, 2009, to transfer teacher training colleges to universities, with a view to creating new university programs in pre-service teacher education. Transferring teacher training colleges to universities is the first step in setting up pre-service teaching training, for all levels of the schools sectors from pre-school to upper secondary education, as a two-stage program that consists of a university qualification (either bachelor’s or

master's degree) followed by a professional qualification delivered by regional training centers. The overall aim of this change is to improve the quality of new teachers entering the school system by ensuring a good mix of subject knowledge and professional skills.

- The MOE adopts a strategic human resource management action plan 2009-2012. Human resource management reform – for both teaching and administrative staff – must be at the heart of the EEP. The action plan sets out a road map that covers: (i) decentralization of human resource management functions to AREFs; (ii) strengthening of human resource management tools, procedures and methodologies; and (iii) building of capacity, including in the area of communications, amongst human resource managers.
- Each AREF develops and adopts with the MOE a program-contract for the period 2009-2012. The Government is applying a contracting approach to decentralization in a number of sectors, including education. In the schools sector, each AREF has for the first time drawn up a “Regional EEP 2009-2012” and a more detailed “Regional Mid-Term Action Plan” that indicate what activities it will carry out to meet its own EEP goals. These documents were presented to the AREF Boards during their July 2009 session and will form the basis of an agreement with the MOE during 2010.
- The Government, through AREFs, provides for a discretionary budget for primary schools’ and colleges’ non-staff-related recurrent costs for the school year 2009/10. As part of the on-going decentralization of responsibilities to more local levels of administration, the Government, for the 2009/10 school year, has provided for a transfer of funds right out to schools themselves. Each school, or rather an association set up for the purpose of receiving the funds for each school, is allocated up to MAD 50,000 for the school year. This budget can be used at the discretion of the association, which is headed by the school principal. In this first year of operation, the MOE is providing guidelines to assist each association in allocating the budget across a number of different expenditure categories. The total amount allocated for transfer to these school associations accounts for 11 percent of the non-staff-related recurrent budget allocated in the 2010 budget to AREFs for school education.

85. The EDPL2 triggers under this strand are:

- The MOE develops and adopts competency guidelines for pre-service teacher education (pre-school/primary, lower secondary, and upper secondary education). As noted above, the MOE aims to improve the quality of new teachers by establishing a new pre-service teacher training system (university degree plus professional qualification). The guidelines will describe the competencies that all new teachers must master as they graduate from this two-stage training system.
- The MOE develops and adopts a mechanism for rationalizing human resource allocation in the schools sector (covering teacher redeployment, mobility and retention). At present, there are a multitude of transactions that occur in the area of human resource allocation at the national, regional and provincial levels, which makes for an inefficient distribution of teachers and administrators across the schools sector. The MOE aims to streamline procedures – both in enabling mobility and encouraging retention as required by local circumstances – particularly with a view to increasing AREFs’ authority in this domain.
- The MOE transfers to AREFs the responsibility for human resource management decisions that are not subject to the MEF’s prior review. As a further step in

devolving human resource management, AREFs will be able to take decisions that have hitherto been taken only at the central level, provided that those decisions are not subject to MEF's prior review. At a later stage, it is envisaged that even the decisions that are subject to MEF's prior review will be handed on to AREFs.

- The MOE evaluates the results of, and draws lessons from, the first year of implementation of school charters and their funding, on the basis of a representative sample of schools. Having encouraged schools to adopt their own charters and having provided for a transfer of a discretionary budget directly to school associations, the MOE will consider the effects of this new approach and adapt the mechanism in response to the findings.

86. Complementary actions. Under the second strand, complementary actions already undertaken include:

- The MOE, through AREFs, implements at least 70 percent of its 2009 in-service teacher training program.
- The MOE develops and adopts competency guidelines in administration for schools sector managers.
- The MOE establishes, in collaboration with a private operator, an internet-based platform enabling communication between teaching and administrative staff.

87. The planned complementary actions under this strand include:

- The regional training centers enroll the first cohort of university graduates in a pre-service training program that delivers a professional qualification, on the basis of quantitative and qualitative needs expressed by AREFs.
- The MOE establishes a system of in-service training that leads to certification, and puts in place appropriate training management tools.
- The MOE establishes a multi-year plan for pre-service and in-service training for school principals, based on the competency guidelines.
- The MOE establishes a system and structure for assessing school principals' performance (linking assessment to promotion).
- The MOE establishes a planning system for matching staff, positions and profiles in the schools sector.
- At least 80 percent of primary and lower secondary schools establish a school management committee.

III: Mobilize and utilize resources (financing, partnership, communication, social mobilization and implication of the private sector)

88. Description. The Government aims to mobilize and better use resources through a strategy that involves working both with central government partners as well as with school communities and private sector partners.

89. Challenge. The execution of the EEP will require sizeable financing – about MAD 34 billion (US\$ 4.1 billion) over a four-year period (2009-12) – which represents a significant increase of public sector financing over the implementation period. While the provision of private education has expanded over time, the private sector's contribution to total enrollment in the sector remains relatively low (about 7.7 percent for primary and secondary education and 5.6 percent for tertiary education).

90. Government measures. The EEP identified a series of saving and efficiency measures, whose implementation would contribute to greater sustainability in the long run. These include the reduction of repetition rates, the introduction of multi-subject teachers in lower secondary education, teacher deployment and utilization measures, and contract-based management. The EEP aims also to manage budgeting systems in a more effective manner, developing better planning tools and strengthening AREFs ability to plan and execute regional budgets. The move to have AREFs finalize their budgets at the start of the fiscal year is a major step forward, since up until now their budgets have not been ready until the middle of the year, resulting in uneven and inefficient spending. In addition, stakeholder “voice” is to be strengthened through a more formal arrangement between schools and parent associations.

91. EDPP prior actions and triggers. The prior actions under the EDPL1 “resources” strand are:

- The MOE develops a Medium-Term Expenditure Framework (MTEF) for the schools sector for the period 2010-2012. An important innovation for the MOE in improving the predictability of its budget allocations, the MTEF is also critical in integrating the EEP projects into the MOE’s overall work program.
- Each AREF Board adopts its 2010 budget before January 31, 2010. While AREF Boards have been charged since their creation in 2000 with preparing and adopting an annual budget, this event has in past years typically not occurred until the middle of the fiscal year or later. For the first time, AREF budgets were adopted at the very beginning of the fiscal year, which provides greater certainty to the officials responsible for implementing projects and activities at the regional level and allows for a more even implementation rhythm across the entire year.
- The MOE issues a ministerial decision No. 134 dated September 23, 2009, setting out a Charter on relations between schools and their parent associations. The Charter aims to give parents a stronger voice in school affairs and thereby create greater “ownership” of the school by its community. The Charter should encourage school management and parent associations to engage with each other, by setting out a common framework of roles and responsibilities.

92. The EDPL2 trigger under this strand is:

- Each AREF establishes its own commitment accounting information system, enabling it to describe its budget commitments and track their use. Despite having been established a decade ago, AREFs in general still have weak information systems, including weak financial information systems. This weakness not only hampers day-to-day management of the schools sector at the regional level but also limits AREFs’ accountability to the MOE, to Government in general, and to the public at large. A first step then is to institute a commitment accounting information system, focusing on the tracking of budget commitments and budget use. A later step will be to develop a financial and cost accounting system.

93. Complementary actions. Under the third strand, the complementary action already undertaken is:

- The MOE signs a Partnership Framework with the extended donors group, as well as a Memorandum of Understanding (with an Operational Manual) with the core donors group, on their support for the education sector.
94. The planned complementary actions under this strand include:
- The MOE publishes the results of its “Public Expenditure Review” and “Public Expenditure Tracking Survey” for the schools sector.
 - The MOE carries out a study to develop an action plan for establishing a financial and cost accounting system in AREFs.
 - The MOE carries out a study to develop an action plan for transferring responsibility for asset management to AREFs.
 - The MOE adopts and implements its strategic framework for the development of private education.

VI. OPERATION IMPLEMENTATION

Poverty and social impact

95. Policies and interventions to be supported by the proposed EDPP are largely pro-poor and promote equity. The EDPP aims to improve physical and financial accessibility of basic education for all school-aged children in an equitable manner. The monitoring framework ensures that key indicators are tracked both by gender and by urban/rural location. The EDPP is expected to improve the inclusiveness of the overall country’s economic and social development by providing the poor and the marginalized with the capacity to reap the benefits of economic opportunities. The execution of supply- and demand-side interventions would be driven by the need to narrow the gap between lagging and leading geographical regions (especially between urban, rural and semi-urban areas): (i) piloting of “community” schools in select remote areas and the provision of a complete schooling environment, including boarding facilities to primary school-aged children, under partnership arrangements with qualified NGOs; (ii) enhancement of demand-side actions (including the ongoing pilot CCT program to improve school retention in disadvantaged areas with a focus on girls), and the development of a more integrated strategy to ensure equal access to and retention in primary education; and (iii) focus on improving the learning conditions in existing pre-schools in rural areas to largely benefit poor households. Negative impacts are likely to be low. Through evaluation, the effectiveness and impacts of the different interventions being proposed will be assessed.

96. One area where the EDPP may generate some adverse social impact relates to the implementation of the teacher deployment project. According to the results of a beneficiary assessment survey conducted in 2007-08 by the CSE on a sample of about 2000 teachers of primary, lower secondary and upper secondary education, only 39 percent of the surveyed teachers were fully satisfied with their job locations. At the same time, the report found that utilization of the existing workforce was far from optimal. This pointed to the need to take some concrete actions to remedy the situation and increase efficiency in human resource management. These actions are likely to impact lifestyles and generate resentment. The MOE is aware of the issue and is consulting and discussing with the teachers’ unions on ways to remedy this risk, including addressing the incentive structure.

97. While the EEP's school construction program lies outside the proposed EDPP, it should be noted that some potentially negative impacts may arise from land acquisitions connected to this school construction program. The EEP benefits from Morocco's overall progress on environmental protection, and lessons learned under PARSEM. Accumulation of arrears in compensations for resettlement with respect to land acquisitions has been a generic issue in Morocco, even though the Government has deployed some effort to reduce the stock of these arrears over the past years. In this context, the PARSEM contained clauses in the Legal Agreement regarding the construction of schools. No schools were to be built on purchased land. A technical audit was carried out in June 2009 to assess the situation of arrears and to review the implementation of school construction during the implementation period of PARSEM with respect to resettlement measures and land acquisition. The technical audit led to a productive and active dialogue between the Bank and the Government on ways to strengthen the application of the country's resettlement rules in the future.

98. The Government is addressing past land acquisition issues and is establishing a process to accelerate the compensation payment along the following lines: (i) establishment of a database at the level of the AREFs to provide a status of land parcels on which schools or education infrastructures have been built, including payment of compensations; (ii) preparation of a comprehensive report regarding the status of arrears and establishment of a monitoring system to clear these arrears; and (iii) payment of compensation in the three-month delay after the taking of land through an amenable contract or after the judicial ruling is pronounced.

99. Some structural weaknesses in the practices related to land acquisition were noted in a recent assessment of the Social and Environmental Management Aspects under EEP. The assessment, carried out by AFD in the context of a joint donor mission (30 November - December 3 2009), recommended that the Government pursue its intention to resolve land acquisition issues accumulated under PARSEM (applying the "Framework Related to Land Acquisition for School Infrastructure" [*Cadre relatif à l'acquisition de terrains d'assiette pour la réalisation d'infrastructures scolaires*]) and avoid past practices by minimizing and regularizing land acquisitions. This will need: (i) better coordination between DAGBP, DCP and AREFs to both avoid past problems of infrastructure maintenance and address unresolved issues related to the land acquisition process; and (ii) a training program aimed at filling the capacity gap within the different management units. The assessment also recommended that an inventory of new future acquisitions be drafted and kept up to date by EEP's coordination entity.

100. Based on past experiences and cognizant of the potential impact that the mismanagement of land acquisition issues can have on the effectiveness of the EEP, the Government is already acting on some of recommendations outlined above. For future land acquisition, including under the EEP, the MOE has out-sourced the land acquisition due diligence to a specialized institution (*Agence nationale de la propriété foncière*). This agency can address both coordination and capacity issues constraining the effectiveness and equity of land acquisition process.

Environmental aspects

101. The EEP's school construction program lies outside the proposed EDPP. The proposed operation is therefore not likely to have significant negative effects on the

environment, forestry and other natural resources. In implementing the Government's EEP, the MOE intends applying the "Environmental and Social Protection Framework"²¹. The Framework aims to prevent, attenuate or compensate for a range of negative impacts that may arise from school construction: (i) damage to buildings caused by natural conditions (flooding, erosion, earthquakes, landslides, etc.); (ii) reduction in the quality of building use caused by social conditions (lack of hygiene, overcrowding); and (iii) damage caused by poor design, poor construction or poor usage (excessive felling of surrounding trees, incorrect management of waste water, etc.). At the same time, the Framework aims to ensure that: (i) the safety and security of buildings' users are guaranteed; (ii) energy use is as efficient as possible; (iii) buildings are accessible to disabled users; (iv) sites are managed in ways that respect users' and neighbors' health and well-being (e.g., efficient water use, waste management, management of dangerous goods, proper use of safety equipment); and (v) all land acquired is suitable for school construction. The proper application of the Framework allows for the timely collection of information, the detection of environmental problems and the remediation of such problems.

102. Although considered useful, the Framework was not fully implemented under PARSEM, mainly due to: (i) lack of coordination between the DAGBP, DCP, and the AREFs; and (ii) capacity constraints affecting the institutions above, particularly the AREFs. The MOE, through the DAGBP and DCP, will need to put in place a fully operational system to apply the Framework, in order for AREFs to effectively apply measures to prevent negative impacts of school construction activities. With a number of AREFs already experiencing difficulties in managing their school asset base, it will be important that these AREFs are able to strengthen their capacities in this area in order to be able to take on the additional load required by EEP implementation. The DCP has responded to this situation by deciding to hire a firm to manage the EEP construction program (including the related environmental issues), with the firm having as part of its mandate the requirement to transfer skills to the relevant AREFs. For their part, the DAGBP and DCP are called on to pool their resources to ensure a better coordination of environmental management issues, especially in monitoring departures from the Framework guidelines, determining the cause of these deficiencies and providing remedies.

103. AFD has begun supporting the MOE and AREFs in the strengthening of their environmental management functions, by including specialized technical assistance in the joint TFP missions. The donors' joint supervision missions will continue to provide this technical support throughout the EEP implementation period, under the AFD or NIF financing mechanisms.

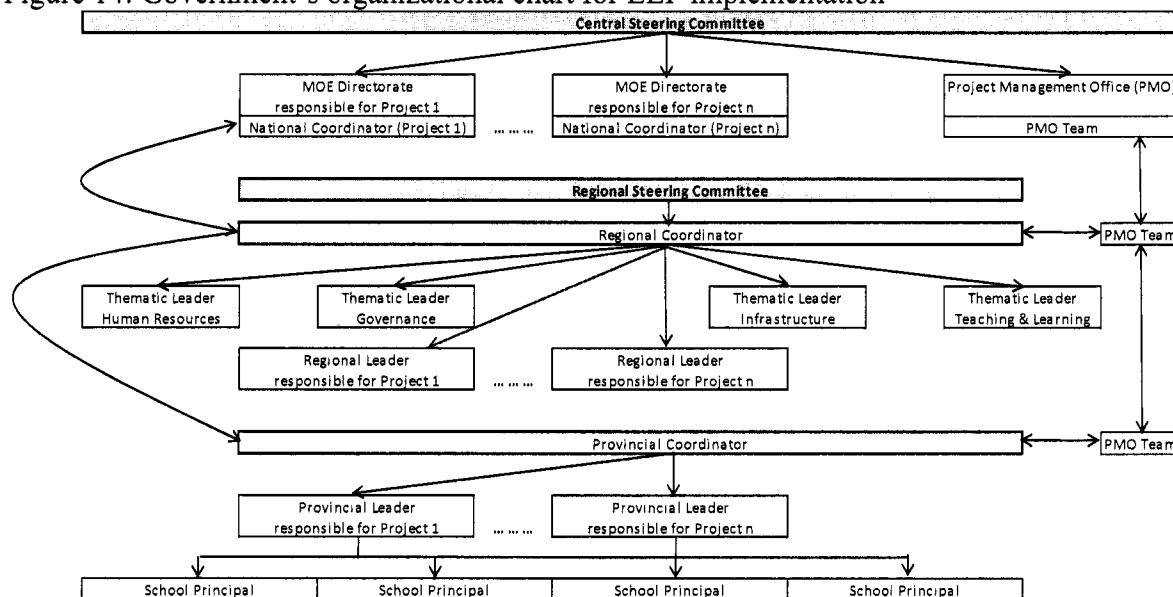
Implementation, monitoring and evaluation

Implementation

104. Under Government leadership, the MOE's Department of School Education (DES) will be assigned overall responsibility for EEP implementation. Implementation will be carried out under a matrix organizational structure with a "thematic" dimension and a "regional" dimension, ensuring coherence in the execution of the reforms. Central and

²¹ Cadre de protection environnementale et sociale: http://81.192.52.38/NR/rdonlyres/6A0591EB-4A63-4CD3-A567-8F9CAEC7F89A/0/Cadre_protection_Environnementale_Sociale.pdf

regional steering committees have been established, and these committees will be mirrored by similar structures also at the provincial and school levels. The Central Steering Committee (CSC), which is chaired by the Minister, sets overall EEP objectives and priorities, reconciles decisions, finds solutions to issues and provides a report-back system for decision-making. The CSC is comprised of key members of the Minister's Office, as well as the Director of Strategy, Statistics, Strategy and Planning and the Director of Budget. The CSC holds monthly meetings which are periodically extended to include other central directors, the national coordinators and/or the AREF directors. The Regional Steering Committee (RSC), led by the AREF Director, guides the strategic direction of the Emergency Plan at the regional levels. Specifically, the RSC defines the implementation path of the regional programs, validates the action plans and monitors their implementation. Finally, the MOE will establish a Project Management Office, operated and staffed by a consulting firm, to carry out the core project management functions at the central, regional and provincial levels.



²² Loi sur la création des Académies régionales d'éducation et de formation, en date du 19 mai 2000

106. The EDPP supports the results-based management put forward by the Government's EEP. The implementation progress will be monitored based on a results-framework which comprises the results/outcomes indicators highlighted in the policy matrix to measure progress regarding the three policy areas (see Annex 2), as well as a set of sectoral performance indicators (see Annex 3). These indicators – net enrollment rates, completion rates, and learning assessment results – will be disaggregated for gender and urban/rural areas. These indicators will be closely monitored during supervision and review missions. In addition, surveys and studies are planned to evaluate the effectiveness and/or the impact of some key reforms or innovations (see Annex 4).

Fiduciary aspects

107. With the DPL instrument, the MOE and AREFs will use Government procurement procedures and the Government financial management system in executing the EDPP. At country level, no major fiduciary issues are expected for the proposed EDPP. The Moroccan public administration operates in a structured and reliable control environment. It presents low fiduciary risk, even though efficiency and effectiveness can be enhanced. On procurement, Morocco has been pre-selected to be part of the Bank's initiative regarding the use of country systems.

108. Fiduciary risks at the education sector level are considered moderate. MOE, as an administration, is subject to prior control by the Finance Ministry's Treasury and External Financing Department. A Ministerial Controller is appointed to each government ministry, and has qualified personnel in charge of the prior control of commitment (thus procurement) and payment. The agent is located within the premises of the MOE. Similarly, AREFs, as public corporations, are subject to prior control by the Finance Ministry's Department of State-Owned Enterprises and Privatization. Each AREF appoints a Financial Controller who is in charge of financial and procurement control of a number of public corporations in the region. The fiduciary assessment work has showed that, while some progress has been made in improving the existing fiduciary management capacity of the AREFs during the past years, some weaknesses remain and require further strengthening. These include: (i) the need to develop a procurement management manual and mechanisms for monitoring complaints at the AREF levels; (ii) the need to improve the reliability of the financial and accounting data through a full computerizing of the financial management system; and (ii) the need to further strengthen the capacity of regional staff in procurement and financial management. The Bank and other donors have discussed these issues with the MOE and a draft action plan has been prepared to this end.

109. Morocco has had no safeguard assessment by the Fund. However, over the many years of working with Government, the Bank has had no major fiduciary issues in relation to the funds flow. The Government budget is comprehensive, unified and subject to centralized treasury account. Cash flow and debt are professionally managed by the Finance Ministry's Treasury and External Financing Department under generally satisfactory conditions. Loan proceeds are deposited in a government designated account at the Central Bank and transferred to the Treasury single account for the Government budget.

Procurement

110. The 2007 Country Procurement Assessment Review (CPAR) and the 2008 CPAR Update showed that Morocco's procurement procedures, regulations, and standards are broadly satisfactory. With some improvements in the medium-term, the Government has the potential to align itself with international practice and standards. This has led to the pre-selection of Morocco into the Bank's initiative regarding the use of country systems. An in-depth dialogue is under way between the Bank and the Government in this regard. In the education sector specifically however, the AREFs show evidence of limited capacity in managing their budgets in general and in carrying out procurement in particular. The Program Policy Matrix responds to this by recognizing improvements in AREFs budget planning and execution (see Annex 2).

Financial management

111. In response to a Government request, the Bank issued a 2007 Country Financial Accountability Assessment (CFAA) Update, following the 2003 CFAA. The experience gained by the Bank in Morocco and the key findings of the 2007 CFAA report show that Moroccan sector fiduciary risk is low. Morocco's public finance system is governed by a well-developed legal and regulatory framework, and generally provides solid guarantees in terms of reliability and transparency. This system is predicated on the principle of the strict separation of the roles of payment authorizer (*ordonnateur*) and public accountant, who are financially responsible to the Audit Office, and on the principles governing ex ante expenditure control and internal and external audits. The rating is due in large part to the steady and continued Government efforts and major reforms to modernize and improve the efficiency of the public sector, including the public financial management of the past several years. These reforms are on-going.

112. The CFAA update recommended improvements in a number of areas; including: (i) reducing the delays to produce the year-end government financial statements and accounts, as well as the accounts audited by the Court of Accounts; (ii) further simplification of the a priori internal controls while continuing strengthen the ex-post controls and internal audit already under way; and (iii) continuing the progress in the management information system under way.

113. Progress in implementing the Public Administration Reform Program has been broadly on track, surpassing plans in certain areas while being slow in other areas. Hence, in the area of budget management, the Government has: (i) introduced budget flexibility norms that have facilitated transfers among resources in 30 ministries that represent above 90 percent of non-wage expenditures; (ii) completed aggregate and sector Medium-Term Expenditure Frameworks (MTEFs) in 12 ministries, with generalization in progress; (iii) introduced performance budgeting (with explicit performance indicators) in 22 ministries, with extension to other ministries under way; and (iv) completed a study to reform control of public expenditure, which has led to the elimination of a priori control and the merging of two directorates involved, thereby contributing to cutting paperwork time by about half and making public expenditure processing more efficient.

114. The Government is already engaged in all of the above areas and intends to enhance budget transparency and anti-corruption policies, while improving accountability in delivering

services, through the introduction of e-government and further simplification of procedures. These are currently under discussion between the Bank and the Government.

Disbursement and auditing

115. To address fiduciary risks in the foreign exchange control environment, the Borrower will maintain a dedicated foreign currency deposit account (DA) for the proceeds of the Loan, and will report on the funds flow of the dedicated DA. The Government will, if deemed necessary by IBRD, allow an independent external audit of the dedicated foreign currency DA.

Disbursement

116. The proceeds of the loan will be disbursed in a single tranche upon loan effectiveness. Loan proceeds will be deposited by IBRD in an account designated by the Borrower at the Central Bank of Morocco. The Borrower should ensure that upon deposit of the loan proceeds into said account an equivalent amount is credited in the Borrower's budget. The Borrower will send a letter to the World Bank acknowledging receipt of funds. The loan proceeds will be administered by the MEF.

Auditing

117. Although an audit of the use of the funds may not be required, IBRD reserves the right to require audits of the DA at any time. Other partners have aligned audit to June 30 each year.

Risks and risk mitigation

118. The reform program may be confronted by resistance from unions, including teacher resistance to the efficiency measures and the move toward greater accountability. The Government will engage in a broader and more consistent dialogue with teacher unions, and will create a buy-in to the reform program through participation and decision-making. In addition, there will be a need to work more closely with universities to prepare a new generation of leaders ready to respond to the challenges ahead in a changed environment. In addition, teachers, as equal partners, must be able to participate in the strategic framework for increased quality and positive outcomes.

119. Attainment of the EEP objectives could be constrained by financing mobilization. While the Government has demonstrated its commitment to the EEP by providing adequate funding under the 2009 and 2010 budgets, it may not be able to stay on this path in the coming years, if the country's macro-budget framework becomes too stretched due to other factors. Results of economic and financial analysis show that the EEP execution will lead to an increase of the share of the sector budget to GDP from 6 to 7 percent during the four year period, and that this pressure on public finance could only be sustainable if economic growth remains high (at least 5 percent) and if efficiency measures are effectively applied. The Bank and other donors will pursue the discussions with the MOE to further prioritize their expenditure programs so as to better align it both to the country's financial capacity and existing absorptive capacity.

120. Ensuring adequate institutional capacity to support reform implementation remains a key challenge. The Government is aware of this issue and this is dealt with to some extent in the EEP. A wide range of measures and actions have been identified, including the implementation of alternative approaches such as outsourcing in service delivery. In addition, coordinated efforts have been deployed by the main donors to mobilize sizeable resources to support capacity building and technical assistance needs.

ANNEX 1: LETTER OF DEVELOPMENT POLICY

Royaume du Maroc



Ministère de l'Éducation Nationale
de l'Enseignement Supérieur
de la Formation des Cadres
et de la Recherche Scientifique

DEPARTEMENT DE L'ENSEIGNEMENT SCOLAIRE
Lettre de Politique Sectorielle de l'Éducation
(L P S E)

Mars 2010

Direction de la Stratégie
de la Statistique
et de la Planification

Avenue Ennassar, Bab Rouah - Rabat
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Ensemble
pour l'école de la réussite

Le secteur de l'éducation a toujours été une priorité nationale. Il est à la tête des préoccupations de toutes les composantes de la société marocaine.

Les extraits suivants des discours de SM le Roi Mohammed VI témoignent solennellement de la place primordiale réservée au secteur de l'Education et à l'intérêt constant qui lui est accordé.

«La réforme judicieuse du système d'éducation et de formation est la voie essentielle à emprunter pour relever les défis du développement, car il faut bien reconnaître qu'il ne s'agit pas d'une simple réforme sectorielle, mais d'un combat salutaire face à un défi d'une grande ampleur.»

Si Nous avons placé l'enseignement en tête de ces secteurs, c'est parce que Nous le tenons pour être un véritable baromètre à l'aune duquel se mesurent la valeur, la pertinence et l'impact de toute réforme profonde. Et pour que la réforme de notre système d'éducation atteigne sa vitesse de croisière et prenne le bon cap, Nous appelons le gouvernement à assurer la mise en œuvre adéquate du Plan d'Urgence y afférent.

A cet égard, Nous veillerons à ce que le Maroc ne manque pas son rendez-vous avec cette réforme cruciale, qui requiert l'adhésion forte et résolue de tous. Car, en définitive, toutes les conditions de réussite sont réunies, en l'occurrence la forte détermination de Notre Majesté, la mobilisation de l'ensemble des institutions, des autorités et les pouvoirs publics, ainsi que les acteurs et les structures organisées du secteur. Notre objectif commun est de réhabiliter l'école publique marocaine et de conforter la confiance dans cette institution qui a pour vocation d'instiller dans la collectivité les valeurs de citoyenneté engagée et de consacrer le principe d'égalité des chances.

Il importe, en premier lieu, de gagner le pari vital de la réforme, en profondeur, de l'éducation et de la formation, réforme dont dépend l'avenir des générations présentes et à venir.

A cet égard, nous appelons le prochain gouvernement à s'atteler sans tarder à la mise en place d'un Plan d'Urgence pour consolider ce qui a été réalisé et procéder aux réajustements qui s'imposent, en veillant à une application optimale des dispositions de la Charte nationale d'éducation et de formation.» Extraits des discours de SM le Roi Mohammed VI

Aussi, depuis l'année 2000, le Maroc a entamé une réforme de son système éducatif dont les leviers et les termes de références sont préconisés dans la Charte nationale d'éducation et de formation. La stratégie adoptée vise d'une part l'accroissement de l'efficacité des prestations du système, l'amélioration de sa gestion et la répartition équitable de son offre en vue d'instaurer une égalité des chances entre milieux et genres, tout en accentuant des efforts sur les zones défavorisées et en ciblant les communautés à besoins spécifiques. D'autre part, elle vise une réactivité adéquate du système par rapport aux besoins en ressources humaines exprimés par les différents secteurs de l'économie et de la société, ainsi,

notre pays aspire désormais à l'atteinte des normes internationales en matière de qualité de l'éducation.

Cependant, à la fin de la décennie, le bilan des réalisations de la réforme reste mitigé malgré les efforts déployés et en dépit des avancées constatées dans beaucoup de domaines, il reste encore du chemin à parcourir.

Face à ce constat, SM le Roi Mohammed VI, dans son discours prononcé à l'occasion de l'ouverture de la session parlementaire à l'automne 2007, a donné ses Hautes Instructions pour que soit élaboré un Programme d'Urgence, visant l'accélération de la mise en œuvre de la réforme sur les quatre années 2009-2012.

Dans l'immédiat, une feuille de route a été présentée, elle définit de façon précise et concrète le programme d'accélération de l'achèvement de la réforme du secteur telle que préconisée par la Charte. C'est dans ce cadre que le Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique (MENESFCRS) a élaboré un Programme d'Urgence pour la période 2009-2012. Au cours de son élaboration, le Programme d'Urgence a bénéficié d'une série de consultations auprès des différentes parties prenantes, qu'il s'agisse de gestionnaires des services centraux et déconcentrés du Ministère, de parlementaires, de syndicats ou de représentants d'autorités locales. Ce programme ambitieux qui témoigne d'une approche à la fois novatrice et pragmatique, vise à donner un nouvel élan aux orientations de la Charte.

Le Programme d'Urgence s'organise autour des espaces d'intervention identifiés comme prioritaires dans le «Rapport national sur l'état de l'Ecole et ses perspectives» élaboré en 2008 par le Conseil Supérieur de l'Enseignement (CSE).

Le principe directeur de ce programme consiste à placer l'apprenant au cœur du système d'éducation et de formation et mettre tous les leviers de la réforme à son service.

Le programme d'action proposé par le Programme d'Urgence vise à répondre à quatre objectifs clés :

- Espace 1: Rendre effective l'obligatoire de la scolarité jusqu'à l'âge de 15 ans;
- Espace 2: Stimuler l'initiative et l'excellence au lycée et à l'université;
- Espace 3: Affronter les problématiques transversales du système;
- Espace 4: Se donner les moyens de le réussir est une condition déterminante.

Architecture du Programme d'Urgence basée sur les 4 Espaces

Espace 1 : 13 Projets	Espace 2 : 4 Projets
<ul style="list-style-type: none"> • Développement du préscolaire • Extension de l'offre de l'enseignement obligatoire • Mise à niveau des établissements • Egalité des chances d'accès à l'enseignement obligatoire • Lutte contre le redoublement et le décrochage • Promotion et développement de l'éducation physique et du sport scolaire • Equité en faveur des enfants et communautés à besoins spécifiques • Amélioration du dispositif pédagogique • Révision des curricula • Intégration des TICE et de l'innovation dans les apprentissages • Amélioration du système d'évaluation et de certification • Amélioration de la qualité de la vie scolaire • Renforcement de la santé scolaire et sécurité humaine 	<ul style="list-style-type: none"> • Mise à niveau de l'offre pour l'enseignement secondaire qualifiant - Lycées & Internats • Promotion de l'excellence • Amélioration de l'offre de l'enseignement supérieur • Promotion de la recherche scientifique
Espace 3 : 7 Projets	Espace 4 : 3 Projets
<ul style="list-style-type: none"> • Renforcement des compétences des personnels de l'enseignement • Renforcement des mécanismes d'inspection et d'encadrement de l'enseignement scolaire • Optimisation de la gestion des ressources humaines • Gouvernance, planification et gendérisation • Modernisation et optimisation du système d'information • Renforcement de la maîtrise des langues • Mise en place d'un système d'information et d'orientation efficient 	<ul style="list-style-type: none"> • Optimisation et pérennisation des ressources financières • Mobilisation et communication autour de l'école • Développement de l'enseignement privé

La deuxième année d'exécution du Programme d'Urgence est actuellement entamée, le Ministère engage toutes ses potentialités pour surmonter les difficultés et relever les défis. Il mobilise toutes les ressources disponibles et saisit toutes les opportunités pour réussir cet enjeu et ces défis.

1. ESPACE 1 : RENDRE EFFECTIVE L'OBLIGATOIRE DE LA SCOLARITE JUSQU'A L'AGE DE 15 ANS :

Il est en effet essentiel de mettre en application la loi de l'obligation de la scolarité en vigueur, en adoptant une approche volontariste pour que la quasi totalité des enfants de 6 ans entrent à l'école et y restent jusqu'à l'âge de 15 ans. Tous les

leviers tant quantitatifs que qualitatifs seront enclenchés à cette fin. Il s'agit à ce propos de développer l'offre du préscolaire, d'étendre le réseau des établissements scolaires, et leur capacité d'accueil, de réhabiliter les écoles et les collèges en vue d'offrir aux apprenants des conditions satisfaisantes et favorables pour l'apprentissage et de renforcer la qualité de la vie et de l'environnement scolaire et garantir aux enfants santé et sécurité. Il est également question de mettre en place des mesures visant à assurer une égalité des chances pour la scolarisation des « exclus » (filles, enfants à besoins spécifiques, enfants démunis, enfants des zones enclavées), de mener une politique efficace de lutte contre le redoublement et le décrochage scolaire. Cette lutte sera renforcée par la mise en œuvre à titre expérimental, dans des sites pilotes, d'une approche intégrée de soutien pour l'incitation à la demande de scolarisation en milieu rural.

Il est aussi nécessaire d'améliorer la qualité des apprentissages en recentrant sur les savoirs et les compétences de base et en mettant en œuvre une pédagogie d'intégration par le biais d'une réécriture des curricula. Cette refonte sera principalement articulée sur l'approche par compétence comme choix stratégique. En outre, la création des cellules responsables des activités d'évaluation des acquis scolaires au niveau régional contribuera également à l'amélioration de la qualité des apprentissages.

2. *ESPACE 2 : STIMULER L'INITIATIVE ET L'EXCELLENCE AU LYCEE ET A L'UNIVERSITE :*

Il est également important d'encourager et développer la scolarisation au delà de l'âge de 15 ans, au niveau de l'enseignement secondaire qualifiant puis de l'enseignement supérieur. A cette fin, toutes les mesures nécessaires seront prises pour développer l'offre du secondaire qualifiant et y promouvoir l'excellence, renforcer l'offre de l'enseignement supérieur dans le but d'en faciliter l'accès et garantir l'employabilité de ses lauréats et valoriser d'avantage la recherche scientifique.

3. *ESPACE 3: AFFRONTER LES PROBLEMATIQUES TRANSVERSALES DU SYSTEME:*

En effet, pour faire aboutir à bon port la réforme, la résolution des problématiques transversales du système s'impose. Il s'agit d'une part d'assurer un engagement et une forte adhésion du personnel de l'enseignement dans la réforme. Toute mesure d'amélioration devra, impérativement passer par le personnel de l'éducation, qui doit être à même de l'assimiler et de la mettre en exécution. Dans cette optique, il est nécessaire de renforcer les compétences, d'assurer un meilleur encadrement et une formation consistante et de revaloriser le métier de ces acteurs clés du système de l'éducation, tout en enrichissant la formation initiale par la création de nouvelles filières universitaires des enseignants (préscolaire primaire, collège lycée). Il est d'autre part impératif de mettre en place une gouvernance responsable, garante d'un pilotage efficace du système, de son amélioration continue, et de créer en l'occurrence un dispositif d'optimisation des ressources humaines de l'enseignement scolaire, qui traitera des opérations du redéploiement de la mobilité et de la sédentarisation.

La création d'un conseil de gestion pour chaque établissement permettra une gestion et une planification ascendante par le biais des projets d'établissements et favorisera la remontée de l'information de sa source réelle. Ceci est renforcé par la mise en place des associations d'appui aux établissements scolaires.

L'intégration des TICE dans nos établissements scolaires permettra de faire profiter les élèves des avantages offerts par les nouvelles technologies en matière du développement des apprentissages. L'entrée de notre système à l'ère du numérique est donc nécessaire et incontournable. Le programme GENIE est dédié à cet objectif.

Le Ministère s'oriente vers la déconcentration et la décentralisation quasi totale de ses services. Le transfert aux AREF des actes de gestion des ressources humaines non soumis au contrôle de régularité sera une grande avancée dans ce sens. Le parachèvement de la décentralisation est donc prévu à court terme pour favoriser la mise en place d'une démarche participative et de la gestion axée sur les résultats, et pour faciliter la clarification et la précision des responsabilités et des rôles des entités et des individus et la mise en œuvre d'outils de pilotage adéquats.

En tant que composante essentielle de la réussite scolaire et de l'intégration professionnelle, la maîtrise des langues constitue également une problématique transversale clé sur laquelle il est important de se pencher, à travers une modernisation des méthodes d'apprentissages de la langue arabe, la promotion de la langue amazigh et la maîtrise de langues étrangères. De même, l'efficacité du système de l'éducation et de la formation est également tributaire d'un dispositif d'orientation performant capable d'œuvrer et contribuer efficacement à l'adéquation des outputs du système avec les besoins de l'économie nationale en général et du marché de l'emploi en particulier.

Le Programme d'Urgence a bénéficié d'un consensus général, Le Ministère organise en permanence des rencontres de concertation avec tous les acteurs concernés notamment les ONG, les associations des parents d'élèves, et surtout les syndicats, dans une tentative d'instaurer la paix sociale et de satisfaire dans la mesure du possible toutes les revendications légitimes et dans un espoir d'atteindre la satisfaction de toutes les parties prenantes.

Par ailleurs, compte tenu de l'envergure du système éducatif et de l'étendue des effectifs, la seule façon d'assurer une circulation de l'information fluide, rapide et transparente consiste à doter l'enseignement scolaire d'un système d'information cohérent, intégré, déployé aux niveaux central, régional, provincial, et local, et offrant une couverture fonctionnelle satisfaisante pour les cinq domaines clés à savoir :

- Ressources Humaines ;
- Pédagogie (élèves, emplois du temps, évaluations) ;
- Planification / carte scolaire ;
- Décisionnel (statistiques, indicateurs) ; et
- Finances et Patrimoine.

Ceci afin d'optimiser le système d'information pour une planification et une gestion du système d'éducation et de formation efficace.

Dans ce sens, le Ministère a engagé des mesures d'amélioration à court terme dans les domaines critiques, notamment en matière de données statistiques, de carte scolaire, de ressources humaines, de budget et de patrimoine, ainsi que de gestion des établissements.

Ainsi, les ajustements nécessaires seront réalisés pour garantir une disponibilité quasi-totale de l'infrastructure de télécommunication et le déploiement des TICE au niveau central et régional. Les Délégations et les Établissements scolaires seront également dotés des moyens adéquats pour assurer leur connectivité et leur permettre ainsi l'accès au système d'information.

Concernant les arrangements institutionnels, la réussite de la mise en œuvre des projets du Programme d'Urgence nécessite la mise en place d'un design organisationnel bien adapté aux enjeux actuels. A cette fin, le Ministère a mis en place un dispositif de pilotage en mode projet mobilisant l'ensemble des compétences nécessaires aux niveaux central et régional, ainsi que des instances d'exécution et de reporting aux niveaux provincial et local.

Ainsi, les projets du Programme d'Urgence s'exécutent selon une organisation matricielle permettant la garantie d'une coordination entre les différents projets qui interfèrent et un avancement optimisé des différents chantiers.

L'ensemble du Programme est supervisé par un Comité de Pilotage au niveau Central (CPC). Un ou plusieurs projets sont domiciliés au sein d'une Direction centrale et un coordinateur au niveau central en assume la coordination.

Au niveau de chaque région, un Comité de Pilotage Régional a été mis en place ainsi qu'un Coordinateur Régional (CR) pour la coordination des projets. Les CR nommés au sein des Académies Régionales d'Education et de Formation (AREF) sont secondés par les Chefs de Pôle et les Chef de projet régionaux. Enfin, des animateurs provinciaux aidés des relais provinciaux complètent le dispositif avec les équipes provinciales et les Chefs d'Etablissement.

La conception de ce design tient compte du support que doit assurer ce dernier dans l'optimisation, l'intégration et la domiciliation des mesures du Programme d'Urgence au sein des structures du système.

4. *ESPACE 4: SE DONNER LES MOYENS DE LE REUSSIR EST UNE CONDITION DETERMINANTE :*

Cela passera nécessairement par une politique stricte d'optimisation et de pérennisation des ressources financières. L'ampleur des coûts révèle la dimension des défis à relever. En conséquence, il sera nécessaire de mettre en place un dispositif ad-hoc pour la réalisation des objectifs, afin que la problématique du financement ne soit pas une entrave ou un facteur de ralentissement de la mise en œuvre des projets du Programme d'Urgence.

Par ailleurs, compte tenu de la multiplicité des acteurs et du caractère sensible des problématiques abordées, le "nouveau souffle" de la réforme viendra également de la communication qui accompagnera le Programme d'Urgence et de la mobilisation qu'il suscitera. L'implication et l'adhésion des différents acteurs de la réforme constitueront les mots d'ordre pour la conduite de la démarche de mise en œuvre. A cette fin, un dispositif de communication, basé sur une stratégie intégrée, accompagnera l'exécution des projets du Programme d'Urgence, par le biais notamment de séminaires, de présentations, d'actions médias et de contacts directs. Dans ce cadre, la définition de cercles d'adhésion permettra d'assurer une mobilisation, une responsabilisation et un engagement progressifs de tous.

Le cadre des dépenses à moyen terme (CDMT) pluriannuel, élaboré et validé par le Ministère au titre de l'année 2010, a pour but d'assurer une meilleure visibilité des moyens budgétaires à affecter au Programme d'Urgence. En plus, la mise en place d'un système de comptabilité budgétaire permettra d'assurer le suivi de l'exécution du budget.

Dans le cadre de la décentralisation et de la régionalisation, chaque Académie Régionale d'Education et de Formation (AREF) a élaboré et validé son Programme d'Urgence Régional décliné en Plan d'Action à Moyen Terme Régional (PAMTR), couvrant la période 2010-2012.

Par ailleurs, le montant du budget global alloué au Programme d'Urgence, lors de son lancement en 2009, a été arrêté à 34 milliards de dirhams. Cependant, la mise en œuvre de l'ensemble du Programme, sur la période 2009-2012 pour le secteur de l'enseignement scolaire, nécessitera des ressources financières complémentaires, vu que le Programme compte actuellement 25 projets au lieu de 23 fixés initialement.

La Secrétaire d'Etat auprès du Ministre
de l'Education Nationale, de l'Enseignement
Supérieur, de la Formation des Cadres
et de la Recherche Scientifique,
Chargée de l'Enseignement Scolaire
Latifa EL ABIDA

UNOFFICIAL TRANSLATION:

The education sector has always been a national priority and is the major concern of all segments of Moroccan society.

The following extracts from the speeches of His Majesty King Mohammed VI are a solemn indication of the exceptional consideration and constant interest accorded to the education sector.

“The prudent reform of the education and training system is an essential path to follow in order to respond to the challenges of development, for it must be recognized that this is not simply a sectoral reform but rather a worthy struggle in the face of a formidable challenge.

If We have made education the priority sector, it is because We consider it truly an indicator by which to measure the value, the relevance and the impact of any significant reform. And in order that the reform of Our education system reach its cruising speed and sail in the right direction, We call on the Government to ensure the adequate implementation of the related Emergency Plan.

In this respect, We shall take care that Morocco not miss the opportunity presented by this crucial reform, which requires each and every person’s robust and resolute commitment. For it is clear that all the conditions necessary for success are met, namely Our Majesty’s strong determination, and the mobilization of all institutions, authorities and public powers, as well as sectoral stakeholders and organizations. Our common goal is to modernize the Moroccan public school and to strengthen confidence in an institution whose purpose is to instill in the population the values of engaged citizenship and to guarantee the principle of equal opportunity.

It is critical first of all to succeed in the essential challenge of carrying out a profound reform of education and training, on which depends the future of today’s and tomorrow’s generations.

In this regard, We call on the next Government to turn its attention without delay to the implementation of the Emergency Plan, with a view to consolidating what has already been achieved and carrying out the necessary adjustments, while ensuring the optimal application of the provisions of the National Education and Training Charter.” (Extracts from the speeches of His Majesty King Mohammed VI)

In 2000 Morocco launched an education system reform whose themes and actions are laid down in the National Education and Training Charter. On the supply side, the chosen strategy aims at increasing the effectiveness of education services, improving their management and ensuring their equitable distribution, with a view to ensuring equal opportunity irrespective of gender or background, while focusing efforts on disadvantaged areas and targeting communities having specific needs. On the demand side, the strategy aims at developing the system’s responsiveness in response to the need for human resources as expressed by different players within the economy and society. In this way, our nation aspires henceforth to attain international standards of education quality.

However, by the end of the decade, the results of the reform process were modest, in spite of the efforts made. Although gains have been noted in many areas, much remains to be done.

In light of this situation, His Majesty King Mohammed VI, in a speech delivered on the occasion of the Fall 2007 parliamentary session, issued royal instructions that an Emergency Program be developed to accelerate the implementation of the reform over the four-year period 2009-2012.

A road map was immediately presented, setting out in a detailed and practical manner a program to speed up the completion of the sectoral reform as laid out in the Charter. In this context, the Ministry of Education (MOE) developed an Emergency Program for the period 2009-2012. As it was being prepared, the Emergency Program benefited from a series of consultations with various stakeholders, including MOE administrators from both the central and decentralized levels, representatives of unions and local authorities. This ambitious program, which adopts an approach that is at once innovative and pragmatic, aims to provide a new impetus to the Charter's major themes.

The Emergency Program is organized around priority pillars identified as such in the "National Report on the Status and Future of Schooling" published in 2008 by the Higher Council of Education.

The Program's guiding principle requires that the learner be placed at the heart of the education and training system and that all aspects of the reform be oriented to serve the learner.

The Emergency Program lays out an action plan that aims to respond to four key goals:

- Strategic Direction 1: Achieve universal basic education;
- Strategic Direction 2: Promote initiative and excellence in post-basic education;
- Strategic Direction 3: Improve system performance;
- Strategic Direction 4: Mobilize and utilize resources.

Structure of the Emergency Program: Four Strategic Directions

Strategic Direction 1: 13 Projects	Strategic Direction 2: 4 Projects
<ul style="list-style-type: none"> • Develop pre-school education • Increase the supply of compulsory education places • Upgrade school infrastructure • Ensure equitable access to compulsory education • Combat repetition and drop-out • Promote and develop physical education and school sports • Guarantee equity for children and communities with specific needs • Improve the teaching environment • Carry out curriculum revision • Integration information technologies and innovations into learning • Improve learning assessment and certification • Improve the quality of the student experience • Strengthen school health and safety 	<ul style="list-style-type: none"> • Upgrade senior high school and student hostel infrastructure • Promote excellence in teaching and learning • Increase the supply of higher education places • Promote scientific research
Strategic Direction 3: 7 Projects	Strategic Direction 4: 3 Projects
<ul style="list-style-type: none"> • Strengthen skills of teaching staff • Strengthen the functions of inspection and supervision in school education • Rationalize the management of human resources • Reinforce governance, planning and gender equity • Modernize and rationalize information systems • Strengthen language learning • Establish an efficient student information and counseling system 	<ul style="list-style-type: none"> • Ensure rational and sustainable financing • Mobilize, and communicate with, the school community • Develop private education

With the Emergency Program now in its second year of implementation, the MOE is committed to overcoming difficulties and responding to challenges. The MOE is mobilizing available resources and seizing all opportunities to achieve success in the face of these challenges.

5. STRATEGIC DIMENSION 1: ACHIEVE UNIVERSAL BASIC EDUCATION:

It is indeed critical to apply the law in effect in respect of compulsory schooling, using a proactive approach, such that almost all 6-year-olds enter the education system and remain there until the age of 15. Every available means, whether quantitative or qualitative, will be used to achieve this goal. This involves developing the supply of pre-school education, extending the network of schools and increasing their capacity, upgrading primary and junior high schools with a view of providing learners with an environment conducive to learning, improving the quality

of the school experience and school environment, and ensuring students' health and safety. In addition, measures will be taken to ensure equity of access to schooling for the "excluded" (girls, children with specific needs, vulnerable children, and children living in remote areas), and to implement an effective policy of combating grade repetition and school drop-out. This policy will be accompanied by the piloting, in a number of sites, of an integrated approach to providing support that encourages the demand for schooling in rural areas.

It is also necessary to improve the quality of learning by refocusing on basic knowledge and skills and by putting in place an integrated teaching approach that requires revised curricula. This strategic revision will be designed in large part around a skills-based approach. Moreover, the establishment of regional units responsible for learning assessment activities will contribute to the improvement of learning quality.

6. *STRATEGIC DIRECTION 2: PROMOTE INITIATIVE AND EXCELLENCE IN POST-BASIC EDUCATION:*

It is equally important to encourage and develop schooling beyond the age of 15, first in upper secondary and then in higher education. To this end, all necessary steps will be taken to develop the supply, and improve the quality of, upper secondary education, to extend the supply of higher education with the aim of facilitating access and guaranteeing graduate employment, and placing a greater emphasis on scientific research.

7. *STRATEGIC DIRECTION 3: IMPROVE SYSTEM PERFORMANCE:*

Indeed, in order to ensure the success of the reform, cross-cutting problems in system performance have to be resolved. On the one hand, this involves ensuring the commitment and strong support of teaching staff in favor of the reform. All improvements rely necessarily on the sector's personnel, who must be in a position to assimilate and then implement the reform. In this context, it is necessary to strengthen skills, provide better supervision and regular training, and professionalize the roles of these key players in the education system, while at the same time enriching pre-service training through the establishment of new university-based programs for pre-school, primary, lower secondary and upper secondary teachers. On the other hand, it is imperative to put in place governance arrangements that, by way of accountability, will guarantee an effective stewardship of the education system, the continuous improvement of the system, and to establish for this purpose a mechanism that rationalizes school education human resources by means of redeployment, mobility and retention tools.

The establishment of management committees in each school will allow, through school plans, for bottom-up management and planning, and will enable information to be transmitted from where it is generated. This mechanism is strengthened by the establishment of school support associations.

The integration of information technologies into our schools will enable students to benefit from the advantages these tools offer in terms of learning

development. The accession of our school system into the digital age is both necessary and inevitable. The GENIE program has been set up for just this purpose.

The MOE is committed to the near-complete devolution and decentralization of its services. The transfer of responsibility to AREFs for human resource management decisions not subject to prior review will constitute a major advance in this direction. The decentralization process is expected to be completed in the short term in order to allow for the establishment of a participatory results-based management approach, to clarify and detail the roles and responsibilities of the various entities and individuals, and to put in place adequate oversight mechanisms.

As an essential factor in success at school and entry into the labor market, the mastery of languages is another key cross-cutting issue that must be addressed, through the modernization of Arabic language teaching methods, the promotion of Berber languages and the ability to use foreign languages. Moreover, the efficiency of the education and training system depends on the existence of a solid student orientation mechanism that is able to make an effective contribution to ensuring a match between what the system produces and what the national economy in general and the labor market in particular require.

The Emergency Program has benefited from a large consensus. The MOE regularly organizes consultation meetings with all affected players, notably NGOs, parents' associations, and especially unions, in an attempt to build positive relations and to respond as much as possible to all legitimate claims in the hopes of satisfying the full range of stakeholders.

In addition, given the size of the education system and the numbers of staff and students, the only way to ensure that information flows smoothly, rapidly and openly is to provide the sector with a coherent and integrated information system that reaches the central, regional, provincial and local levels, and offers an adequate functional coverage in five key domains, namely:

- Human resources;
- Teaching (students, timetables, assessments);
- Planning and school mapping;
- Monitoring (statistics, indicators); and
- Financial management and asset management.

... with a view to optimizing the information system such that it provides for an effective planning and management of the education and training system.

With this in mind, the MOE has taken steps to bring about short-term improvements in critical areas, namely statistical data, school mapping, human resources, budget and assets, as well as school management.

Thus, necessary adjustments will be made to guarantee the near-complete availability of telecommunications infrastructure and the roll-out of new technologies at the central and regional levels. Provincial offices and schools will also be provided with appropriate tools that ensure their connectivity and allows them to access the information system.

With respect to institutional arrangements, success in implementing the Emergency Program projects relies on an organizational structure that corresponds to existing challenges. To this end, the MOE has set up a project-based oversight mechanism that calls on the full set of skills available at the central and regional offices, as well as provincial and local implementation and reporting structures.

Thus, the Emergency Program projects are implemented through a matrix-based organizational structure that guarantees coordination between the various inter-related projects and optimizes the rate of implementation at the different project sites.

The overall Program is under the supervision of a Central Steering Committee. One or more projects are assigned to a central MOE directorate, while a National Coordinator is responsible for overall coordination at the central level.

Within each region, a Regional Steering Committee and a Regional Coordinator have been appointed to coordinate projects at this level. The Regional Coordinators, appointed from within their respective AREFs, are assisted by Thematic Leaders and Regional Leaders. Finally, Provincial Coordinators, assisted by Provincial Leaders, complete the organizational structure, along with provincial teams and school principals.

This design concept takes account of the support that must be provided for the optimization, integration and assignment of Emergency Program actions within the education system's organizational structure.

8. *STRATEGIC DIRECTION 4: MOBILIZE AND UTILIZE RESOURCES:*

This Strategic Direction relies necessarily on the strict application of a policy of rational and sustainable use of financial resources. The size of the cost estimates show just how large these challenges are. As a result, it will be necessary to develop a short-term response to achieve the Program's goals, in order that the problems of financing do not prevent or slow down the implementation of Emergency Program projects.

Moreover, given the large number of players and the sensitive nature of the problems to be addressed, the "wind of change" that the reform represents will also be carried by the communications strategy that accompanies the Emergency Program and by the mobilization of stakeholders that this strategy engenders. To this end, a communications structure, developed on the basis of an integrated strategy, will support the implementation of various Emergency Program projects, notably through seminars, presentations, media actions and direct contact events. In this context, the establishment of support groups will allow for all stakeholders to progressively mobilize around, commit to, and take ownership of the Program.

The multi-year Medium-Term Expenditure Framework, developed and adopted by the MOE for 2010, aims to ensure greater predictability in the fiscal resources to be allocated to the Emergency Program. In addition, the establishment

of a commitment accounting system will allow for budget execution to be monitored.

In the context of decentralization and regionalization, each AREF has developed and adopted its own Regional Emergency Program, with details set out in a Regional Mid-Term Action Plan, covering the period 2009-2012.

Finally, the overall amount of the budget allocated to the Emergency Program at the time of its launch in 2009 was set at 34 billion dirhams. However, the implementation of the entire Program for the school education sub-sector during the period 2009-2012 will require additional financing in light of the fact that the Program now includes 25 rather than the initial 23 projects.

SIGNED:

Latifa EL ABIDA

Associate Minister of Education

Responsible for School Education

ANNEX 2: PROGRAM POLICY MATRIX

[*] indicates EDPL1 prior actions and EDPL2 triggers.

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
EDUCATION EMERGENCY PROGRAM 2009-2012				
Place the learner at the center of the education system	[*] MOE publishes on its website its Education Emergency Program 2009-2012 for the reform of the education and training sector	Completed : Plan published in both Arabic ²³ and French ²⁴		--

²³ "2012-2009" http://www1.men.gov.ma/men/Ar/plan/SYNTHES_AR.pdf, http://www1.men.gov.ma/men/Ar/plan/RESUME_AR.pdf, & http://www1.men.gov.ma/men/Ar/plan/portefeuille_Ar.pdf

²⁴ « Rapport de synthèse du Programme d'Urgence 2009-2012 », http://www1.men.gov.ma/men/plan/SYNTHES_Fr.pdf, http://www1.men.gov.ma/men/plan/RESUME_Fr.pdf & http://www1.men.gov.ma/men/plan/portefeuille_fr.pdf

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
ACHIEVE UNIVERSAL BASIC EDUCATION BY 2015				
Expand pre-school education through the implementation of a new strategic framework [E1.P1] ²⁵	MOE develops outline for competency guidelines for modernizing pre-school education	Completed: "Note relative au référentiel-cadre du pré-scolaire" (January 2010)	MOE adopts intervention strategies for pre-school education in disadvantaged rural and semi-urban areas, developed on the basis of the new competency guidelines; AREFs implement these strategies in line with an action plan agreed with MOE	Primary net enrollment rate Baseline 2008/09: 90.5% Target 2011/12: 94.6% Lower secondary completion rate Baseline 2008/09: 51.8% Target 2011/12: 59.9%
Rationalize expansion of primary and lower secondary education supply [E1.P2]			[*] MOE develops and adopts new criteria for locating primary schools and colleges, with priority given to rural and semi-urban areas	Proportion of Grade 4 students reaching the lowest of four benchmark levels in mathematics Baseline (TIMSS 2006) : 26 % Target (TIMSS 2011) : >26 %
Ensure equitable access to primary and lower secondary education [E1.P4]	[*] MOE increase boarding scholarship to 1,260 MAD per student per quarter and extended the duration of the scholarship to cover the full school year	Completed: Ministerial Decision No. 2462.09 issued June 29, 2009; and Circular No. 173 issued December 1, 2009	[*] MOE pilots, in at least four (4) communes in different AREFs, a global approach to providing support adapted to needs and aimed at encouraging demand for schooling in rural areas	

²⁵ Reference to MOE's EEP project code.

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
	MOE and AREFs increase the number of students benefitting from school canteens, by 15% in primary education and 24% in lower secondary education	Completed: From 2008/09 to 2009/10, number of beneficiaries increased from 921,355 to 1,059,980 in primary education, and from 25,314 to 31,387 in lower secondary education (MOE Statistics)		
Reduce school repetition and drop-out [E1.P5]	MOE issues and delivers to schools a circular on individual student monitoring (i.e. integrating educational monitoring and individual school record booklet)	Completed: Circular No. 09-218 issued November 20, 2009, with booklet and guide	MOE evaluates results of first year of implementation of individual student monitoring and remedial student support	
Strengthen national learning assessment [E1.P11]	[*] CSE publishes on its website its analysis of results of first national student learning assessment survey, ²⁶ organized jointly by CSE and MOE under the National Learning Assessment Program	Completed: Report published in both Arabic ²⁷ and French ²⁸ in May 2009	[*] MOE carries out, in collaboration with AREFs, regional student learning assessment activities	

²⁶ Assessment of students in Grades 4 and 6 in Arabic, French, mathematics and sciences, and of students in Grades 8 and 9 in Arabic, French, mathematics and sciences and physics/chemistry.

²⁷ « إلتقويم التحصیل الراسمی », <http://www.cse.ma/ar/publications.cfm?id=31&type=4>

²⁸ « Rapport thématique 2009 sur les résultats du Programme national d'évaluation des acquis PNEA 2008 », <http://www.cse.ma/fr/publications.cfm?id=13&type=3>

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
	MOE holds a national event to report to AREFs on its analysis of results of first national student learning assessment survey, organized jointly by CSE and MOE	Completed: National event held on July 18, 2009 in Rabat, as recorded in formal minutes	MOE organizes jointly with CSE the second national student learning assessment survey, and participates in the international surveys TIMSS 2011 (mathematics and science) and PIRLS 2011 (reading and literacy)	

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
IMPROVE SYSTEM PERFORMANCE (TEACHING, MANAGEMENT AND STEWARDSHIP)				
Modernize teachers' pre-service training [E3.P1(a)]	[*] MOE receives authorization, pursuant to Royal Decree No. 1.09.100 dated June 29, 2009, to transfer teacher training colleges to universities, with a view to creating new university programs in pre-service teacher education	Completed: Royal Decree No. 1.09.100 issued June 29, 2009	[*] MOE develops and adopts competency guidelines for pre-service teacher education (pre-school/primary, lower secondary, and upper secondary)	Number of enrollments in new university programs in pre-service teacher education Baseline 2008/09: 0 Target 2011/12: 43,000
Strengthen teachers' in-service training [E3.P1(c)]	MOE, through AREFS, implements at least 70% of its 2009 in-service teacher training program		Regional training centers enroll first cohort of university graduates in pre-service training program that delivers professional qualification, on the basis of quantitative and qualitative needs expressed by AREFS MOE establishes system of in-service training that leads to certification, and puts in place appropriate training management tools	Amount allocated to subsidies for school support associations as proportion of schools sector non-staff-related recurrent budget allocated as subsidies to AREFS ²⁹ Baseline 2008: 0% Target 2011: >15%
Strengthen school-based accountability [E3.P1(c) & E3.P3(d)]	MOE develops and adopts competency guidelines in administration for schools sector managers	Completed: Competency guidelines (administration) adopted February 2010	MOE establishes a multi-year plan for pre-service and in-service training for school principals, based on competency guidelines	

²⁹ = [Subsidy to school support associations] / [Operating subsidies to AREFs (i.e. Articles 3001-3016, MOE Non-Staff-Related Recurrent Budget)]

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
Modernize human resource management [E3.P3(b)]			MOE establishes system and structure for assessing school principals' performance (linking assessment to promotion)	
	[*] MOE adopts strategic human resource management action plan 2009-2012	Completed: "Plan d'action stratégique de la Direction des Ressources humaines 2009-2012" (December 2009)	[*] MOE develops and adopts a mechanism for rationalizing human resource allocation in schools sector (covering teacher redeployment, mobility and retention)	
			[*] MOE transfers to AREFs responsibility for human resource management decisions not subject to MEF prior review	
Strengthen results-based management [E3.P4]	MOE establishes, in collaboration with a private operator, an internet-based platform enabling communication between teaching and administrative staff	Completed : Platform available at www.taalim.ma (www.men.gov.ma/grh/)	MOE establishes a planning system for matching staff, positions and profiles in schools sector	
	[*] Each AREF develops and adopts a program-contract with MOE for period 2009-2012	Completed: "Programme d'urgence regional 2009-2012" and "Plan d'action à moyen-terme regional 2009-2012" produced by each of 16 AREFs	At least 80% of primary and lower secondary schools establish a school management committee	

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
	[*] Government, through AREFs, provides for a discretionary budget for primary schools' and colleges' non-staff-related recurrent costs for school year 2009/10	Completed: Budget subsidy to schools support associations recorded in AREF budget	[*] MOE evaluates results of, and draws lessons from, first year of implementation of school charters and their funding, on basis of representative sample of schools	

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
MOBILIZE AND UTILIZE RESOURCES				
Rationalize sustainable financial resources, through increased budget transparency [E4.P1]	[*] MOE develops Medium-Term Expenditure Framework (MTEF) for schools sector for period 2010-2012	Completed: “Cadre de dépenses à moyen terme du Département de l’enseignement scolaire 2010-2012” developed (November 2009)		Budget allocated to schools sector as proportion of GDP Baseline 2008 : 4.68% Target 2011 : > 4.68%
	[*] Each AREF Board adopts its 2010 budget before January 31, 2010	Completed: Budget adopted by 16 AREFs, as recorded in AREF Board minutes ³⁰	[*] Each AREF establishes its own commitment accounting information system, enabling it to describe its budget commitments and track their use	
	MOE signs a Partnership Framework with extended donors group, as well as Memorandum of Understanding (with Operations Manual) with core donors group, on support for education sector	Completed: Partnership Framework signed July 14, 2009; Memorandum of Understanding signed November 26, 2009	MOE publishes results of “Public Expenditure Review” and “Public Expenditure Tracking Survey” for schools sector	
			MOE carries out study to develop action plan for establishing financial and cost accounting system in AREFs	
			MOE carries out study to develop action plan for transferring responsibility for asset management to AREFs	

³⁰ <http://www.l.men.gov.ma/NR/exeres/0DE3D364-D0FD-4D11-8278-4E582A38484D.htm>

Objectives	EDPL1 Actions	Status of EDPL1 Actions	EDPL2 Actions	Progress Indicators
Mobilize and engage full range of school partners through targeted partnership agreements [E4.P2]	[*] MOE issues ministerial decision No. 134 dated September 23, 2009, setting out charter ³¹ on relations between schools and their parents association	Completed: Ministerial Decision No. 134 issued September 23, 2009		
Develop private education [E4.P3]			MOE adopts and implements strategic framework for development of private education	

³¹ "ميثاق العلاقة مع جمعيات آباء و أمهات و أولياء التلاميذ"

ANNEX 3: PROGRAM RESULTS FRAMEWORK

Pre-School Education	2008/2009	2009/2010	2010/2011	2011/2012
	Baseline	Target	Target	Target
Net enrollment rate (male+female / urban+rural)	48.2%	53.5%	59.4%	65.9%
Female-male ratio				
Rural-urban ratio (male+female)	73.0%	76.4%	79.9%	83.6%
Rural-urban ratio (male)	57.2%	62.0%	67.1%	72.7%
Rural-urban ratio (female)	77.6%	80.4%	83.4%	86.5%
	34.7%	40.4%	47.0%	54.7%
Net enrollment rate (male urban)	62.2%	66.6%	71.2%	76.2%
Net enrollment rate (male rural)	48.2%	53.5%	59.4%	65.9%
Net enrollment rate (male urban+rural)	55.5%	60.4%	65.7%	71.5%
Net enrollment rate (female urban)	58.8%	63.4%	68.4%	73.8%
Net enrollment rate (female rural)	20.4%	25.6%	32.1%	40.3%
Net enrollment rate (female urban+rural)	40.5%	46.1%	52.5%	59.7%
Net enrollment rate (male+female urban)	60.5%	65.0%	69.8%	75.0%
Net enrollment rate (male+female rural)	34.6%	40.3%	46.9%	54.6%
Net enrollment rate (male+female / urban+rural)	48.2%	53.5%	59.4%	65.9%

Primary Education		2008/2009	2009/2010	2010/2011	2011/2012
		Baseline	Target	Target	Target
Learning achievement test scores in reading and mathematics (male, female)		A national learning achievement test system is being developed by the CSE in collaboration with the MOE, with the results to be published at the end of each school year.			
Net enrollment rate (all = male+female / urban+rural)		90.5%	91.9%	93.2%	94.6%
Net enrollment rate: female-male ratio		96.8%	97.6%	98.4%	99.2%
Net enrollment rate : rural-urban ratio (male+female)		100.1%	100.1%	100.1%	100.0%
Net enrollment rate : rural -urban ratio (male)		102.7%	102.0%	101.3%	100.7%
Net enrollment rate : rural -urban ratio (female)		97.4%	98.1%	98.7%	99.4%
Net enrollment rate (male urban)		90.8%	92.1%	93.4%	94.7%
Net enrollment rate (male rural)		93.2%	93.9%	94.6%	95.3%
Net enrollment rate (male urban+rural)		92.0%	93.0%	94.0%	95.0%
Net enrollment rate (female urban)		90.2%	91.6%	93.0%	94.5%
Net enrollment rate (female rural)		87.9%	89.8%	91.8%	93.9%
Net enrollment rate (female urban+rural)		89.1%	90.7%	92.5%	94.2%
Net enrollment rate (male+female urban)		90.5%	91.8%	93.2%	94.6%
Net enrollment rate (male+female rural)		90.6%	91.9%	93.3%	94.6%
Net enrollment rate (all = male+female / urban+rural)		90.5%	91.9%	93.2%	94.6%
Repetition rate (male+female)		12.3%	9.1%	6.7%	5.0%
Repetition rate : female-male ratio		69.7%	74.0%	78.6%	83.5%
Repetition rate (male)		14.4%	10.3%	7.4%	5.4%
Repetition rate (female)		10.0%	7.7%	5.9%	4.5%

Primary Education (continued)	2008/2009 Baseline	2009/2010 Target	2010/2011 Target	2011/2012 Target
Completion rate (male+female) ³²	75.8%	78.0%	80.2%	82.6%
Completion: female-male ratio	104.0%	103.0%	102.0%	101.0%
Completion rate (male)				
Completion rate (female)	77.0%	79.0%	81.1%	83.2%
Proportion of teachers meeting full complement of legally required working hours	95%	95%	95%	95%
Pupil-teacher ratio (urban+rural)	28	28	27	27
Pupil-teacher ratio (urban)	31	31	30	30
Pupil-teacher ratio (rural)	25	25	25	25
Drop-out rate (male+female)	4.6%	3.6%	2.8%	2.2%
Drop-out rate (male)	4.1%	3.3%	2.6%	2.0%
Drop-out rate (female)	5.2%	4.0%	3.0%	2.3%

³² Completion rate = number of new enrollments in Grade 6 divided by the projected population of 11-year olds.

Lower Secondary Education		2008/2009	2009/2010	2010/2011	2011/2012
		Baseline	Target	Target	Target
Learning achievement test scores in reading and mathematics (male, female)		A national learning achievement test system is being developed by the CSE in collaboration with the MOE, with the results to be published at the end of each school year.			
Net enrollment rate (all = male+female / urban+rural)		42.7%	51.5%	62.0%	74.7%
Net enrollment rate: female-male ratio		98.7%	99.1%	99.4%	99.7%
Net enrollment rate : rural-urban ratio (male+female)		31.8%	42.3%	56.3%	75.1%
Net enrollment rate : rural -urban ratio (male)		37.3%	47.7%	61.1%	78.2%
Net enrollment rate : rural -urban ratio (female)		26.3%	36.7%	51.2%	71.6%
Net enrollment rate (male urban)		62.1%	68.2%	74.8%	82.0%
Net enrollment rate (male rural)		23.2%	32.5%	45.7%	64.1%
Net enrollment rate (male urban+rural)		43.0%	51.7%	62.2%	74.8%
Net enrollment rate (female urban)		65.9%	71.2%	77.0%	83.2%
Net enrollment rate (female rural)		17.3%	26.1%	39.4%	59.6%
Net enrollment rate (female urban+rural)		42.4%	51.2%	61.8%	74.6%
Net enrollment rate (male+female urban)		64.0%	69.7%	75.9%	82.6%
Net enrollment rate (male+female rural)		20.3%	29.5%	42.8%	62.0%
Net enrollment rate (all = male+female / urban+rural)		42.7%	51.5%	62.0%	74.7%
Repetition rate (male+female)		15.2%	13.0%	11.1%	9.5%
Repetition rate : female-male ratio		63.2%	66.5%	70.0%	73.7%
Repetition rate (male)		18.2%	15.2%	12.8%	10.7%
Repetition rate (female)		11.5%	10.1%	8.9%	7.9%

Lower Secondary Education (continued)	2008/2009 Baseline	2009/2010 Target	2010/2011 Target	2011/2012 Target
Completion rate (male+female) ³³	51.8%	54.3%	57.0%	59.9%
Completion: female-male ratio	112.5%	109.4%	106.3%	103.2%
Completion rate (male)				
Completion rate (female)	54.0%	56.4%	58.9%	61.6%
Proportion of teachers meeting full complement of legally required working hours	37.5%	40.5%	53.8%	71.5%
Pupil-teacher ratio (urban+rural)	24	24	24	24
Pupil-teacher ratio (urban)	24	24	24	24
Pupil-teacher ratio (rural)	24	24	24	24
Drop-out rate (male+female)	13.1%	10.8%	8.9%	7.3%
Drop-out rate (male)	14.0%	11.5%	9.4%	7.7%
Drop-out rate (female)	11.9%	9.9%	8.3%	6.9%

³³ Completion rate = number of new enrollments in Grade 9 divided by the projected population of 14-year olds.

ANNEX 4: LIST OF RELEVANT ANALYTICAL OUTPUTS

Analytic Output	Lead Unit	Year
Study on the establishment of a Project Management Office system		2010
Study to develop and implement a charter governing relations between schools and parents*	DCPESP	2010
Definition of a strategy and a development model for private schooling	DCPESP	2010
Study on the relevance of upper secondary education to the nation's development needs	DOVS	2010
Safety and protection of children in schools	DOVS	2010
Situation analysis and concept for a comprehensive framework for a statistical information system*	DSSP	2010
Functional decentralization and establishment of agencies*	DSSP	2010
Development of a regional Mid-Term Expenditure Framework system based on a forward-planning system*	DSSP	2010
Evaluation of the application of the criteria for locating primary schools, lower secondary schools and upper secondary schools	DSSP	2010
Evaluation of the process of contracting with AREFs	DSSP	2010
Establishment of guidelines for community schools*	DSSP	2010
Establishment of a multidisciplinary forward planning system	DSSP	2010
Evaluation of the implementation of the new mechanisms aimed at increasing school autonomy (teaching, administration and financial management)	DSSP	2011
Evaluation of the implementation of "advanced upper secondary schools"	CNIPE	2011
Study to define a new integrated family assistance mechanism	DAS	2011
Public expenditure tracking survey	DAGBP	2011
Evaluation of the implementation of the new strategy for pre-school education	DCPESP	2011
Impact of partnerships on learning by children targeted by partnership agreements*	DCPESP	2011
Study on the determinants of school non-attendance	DOVS	2011
Evaluation of the mechanisms for reducing repetition and drop-out	DENF	2011
Evaluation of the system of support for school attendance	UAS	2011
Evaluation of the effectiveness of implementation of the teachers' in-service training program	UCFC	2011

* Activity benefitting from technical assistance financing consortium.

ANNEX 5: FUND RELATIONS NOTE

MOROCCO — Assessment Letter to the World Bank Macroeconomic Performance and Policies¹ April 14, 2010

Economic performance in Morocco has remained favorable despite the difficult external environment. With little financial exposure to international markets, the global crisis affected Morocco primarily through the real sector and balance of payments. Exports, tourism, remittances, and foreign direct investment declined starting in late 2008 but signs of recovery have begun to appear. Real nonagricultural GDP growth fell to about 2 percent in 2009, but due to an exceptional crop year, overall GDP growth was 5.2 percent. Average inflation dropped to 1 percent in 2009 as international commodity prices receded. The headline unemployment rate declined slightly to 9.1 percent in 2009, but youth unemployment remains high, presenting an important challenge.

Despite the crisis, Morocco's external position was largely unchanged in 2009. The external current account deficit remained at about 5 percent of GDP in 2009 as the fall in exports, tourism, and remittances was offset by a decline in imports. Likewise on the capital account side, a sharp decline in foreign direct investment was largely offset by an increase in public and other private capital inflows. Gross international reserves increased in 2009 due to the new SDR allocation and remain strong at 6.7 months of prospective imports.

The authorities relaxed fiscal policy in 2009 in response to the crisis. Following a small surplus in 2008, the fiscal deficit was 2.2 of GDP in 2009. Revenue fell, primarily reflecting the slowdown in nonagricultural activity, but also the lowering of certain tax rates, and the expiration of exceptional factors that boosted revenues in 2008. On the spending side, the government launched a stimulus package to mitigate the economic downturn—including a boost in public investment and several specific initiatives targeted at enterprises in affected sectors—while subsidies fell due to the lower world commodity prices. Outstanding government debt is estimated at close to 47 percent of GDP at end-2009. S&P recently upgraded Morocco's sovereign risk rating to investment grade (BBB-).

In the context of low inflation, and consistent with the exchange rate peg, monetary policy was eased slightly in 2009. The Central Bank lowered its key interest rate by 25 basis points to 3.25 percent in 2009 and has since maintained it unchanged. Broad money growth slowed significantly, increasing by only 4.5 percent in 2009. Moreover, to boost liquidity, the central bank has been reducing gradually reserve requirements since end-2008 from 15 percent to the current level of 6 percent.

The economic outlook for Morocco should improve this year, but remains dependent on the external environment. Growth in the euro area, Morocco's main trading partner, is projected to be slightly positive in 2010. This should contribute to a gradual recovery, although there are downside risks, notably a slower rebound in tourism and remittances if the

¹ This assessment reflects the conclusions of the 2009 Article IV Consultation with Morocco, completed in January 2010, as well as more recent information provided by the authorities.

recovery in Europe is more prolonged. Coupled with a further fiscal expansion this year, helping to boost domestic demand, nonagricultural growth should rise to about 4 percent in 2010. However, agriculture output is projected to return to trend levels, pulling down overall GDP growth to 3–3½ percent. Inflation is projected to be around 2 percent, and the current account deficit is expected to remain stable.

The authorities plan to relax fiscal policy further in 2010 to support the recovery, set within a strategy to bring down deficits over the medium term. To this end, the 2010 budget envisages a deficit of 4½ percent of GDP (excluding privatization receipts). On the spending side, the stimulus will come primarily from an additional increase of about ½ a percent of GDP in capital expenditure. Tax revenues are projected to fall by about 1 percent of GDP, due both to tax policy changes and automatic stabilizers playing out. While the fiscal loosening is appropriate given the economic conditions, the crisis is a temporary phenomenon, and thus the authorities should aim at bringing the deficit under 3 percent of GDP over the medium term so as to stabilize the debt-to-GDP ratio.

The direct impact of the global crisis on Morocco's banks has been limited. The global integration of Morocco's banking system is limited: banks and corporates have limited external debt, there is no exposure to toxic assets, and the system is effectively non-dollarized. Moreover, the capital account is only partially open, further shielding the financial system from the global crisis. NPLs have been declining, but the rapid rise in credit in 2005-08 raises concerns about future loan deterioration. In this context, banks have tightened lending standards, and the central bank plans to increase the minimum capital adequacy ratio of some banks according to their risk profile. Moreover, a real estate price index has been recently published and a credit bureau has newly become operational, which will further improve credit monitoring. The authorities also intend to fully implement Basel II recommendations.

The authorities are deepening structural reforms to boost growth, address competitiveness challenges, and reduce unemployment. The Plan Vert, with the aim of boosting agriculture productivity, is moving ahead. Similarly, reforms in the education sector are ongoing to better match skilled labor to the labor market needs. In addition, the authorities have launched a reform of the justice system and will continue ongoing efforts in the energy, industrial and tourism sectors. They are also proceeding with a reform of the subsidy system, whereby universal subsidies would be gradually eliminated in parallel with the introduction of new targeted assistance to ensure budget neutrality of the reforms.

ANNEX 6: COUNTRY AT A GLANCE

Morocco at a glance

2/25/10

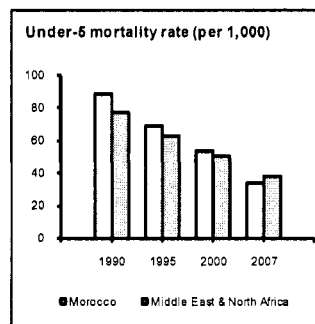
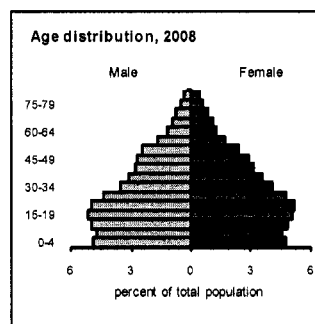
Key Development Indicators

2008

	Morocco	M. East & North Africa	Lower middle income
Population, mid-year (millions)	312	325	3,702
Surface area (thousand sq. km)	447	8,778	32,309
Population growth (%)	12	18	12
Urban population (% of total population)	56	57	41
GNI (Atlas method, US\$ billions)	80.8	1,053	7,692
GNI per capita (Atlas method, US\$)	2,520	3,242	2,078
GNI per capita (PPP, international \$)	4,330	7,308	4,592
GDP growth (%)	5.6	5.8	7.6
GDP per capita growth (%)	4.3	3.8	6.3

(most recent estimate, 2003–2008)

Poverty headcount ratio at \$ 125 a day (PPP, %)	3	4	..
Poverty headcount ratio at \$ 2.00 a day (PPP, %)	14	17	..
Life expectancy at birth (years)	71	70	68
Infant mortality (per 1,000 live births)	32	32	46
Child malnutrition (% of children under 5)	10	..	26
Adult literacy, male (% of ages 15 and older)	69	82	88
Adult literacy, female (% of ages 15 and older)	43	65	77
Gross primary enrollment, male (% of age group)	113	109	112
Gross primary enrollment, female (% of age group)	101	104	106
Access to an improved water source (% of population)	83	88	86
Access to improved sanitation facilities (% of population)	72	74	52

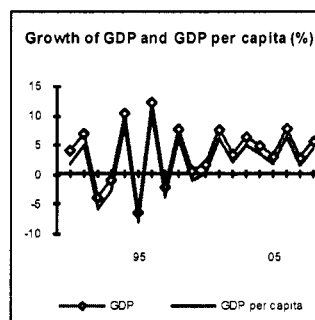


Net Aid Flows

	1980	1990	2000	2008 *
(US\$ millions)				
Net ODA and official aid	899	1,048	419	1,090
Top 3 donors (in 2007)				
European Commission	12	29	117	325
France	135	217	155	219
Germany	10	71	6	143
Aid (% of GNI)	4.9	4.2	12	15
Aid per capita (US\$)	46	43	15	35

Long-Term Economic Trends

Consumer prices (annual % change)	9.4	7.0	1.9	3.9
GDP implicit deflator (annual % change)	15.2	5.5	-0.6	5.9
Exchange rate (annual average, local per US\$)	3.9	8.2	10.6	7.8
Terms of trade index (2000 = 100)	80	75	100	128



1980–90 1990–2000 2000–08
(average annual growth %)

Population, mid-year (millions)	19.4	24.2	28.5	312	2.2	1.6	1.2
GDP (US\$ millions)	18,821	25,821	37,021	88,883	4.2	2.4	5.0
			(% of GDP)				
Agriculture	18.5	18.3	14.9	14.6	6.7	-0.4	4.9
Industry	31.0	33.4	29.1	30.3	3.0	3.2	4.4
Manufacturing	16.9	19.0	17.5	14.0	4.1	2.6	3.2
Services	50.5	48.3	56.0	55.0	4.0	3.1	5.2
Household final consumption expenditure	66.8	64.6	61.4	60.0	4.5	1.8	4.6
General govt final consumption expenditure	18.3	15.5	18.4	17.2	4.4	3.9	3.3
Gross capital formation	24.2	25.3	25.5	36.3	1.6	2.5	9.1
Exports of goods and services	17.4	26.5	28.0	36.7	8.0	5.9	7.1
Imports of goods and services	26.7	31.9	33.4	50.2	4.6	5.1	8.8
Gross savings	18.6	25.1	24.3	30.2			

Note: Figures in italics are for years other than those specified. 2008 data are preliminary. .. indicates data are not available.
a. Aid data are for 2007.

Development Economics, Development Data Group (DECDG).

Balance of Payments and Trade

(US\$ millions)

	2000	2008
Total merchandise exports (fob)	7,419	19,934
Total merchandise imports (cif)	11,531	41,538
Net trade in goods and services	-2,085	-12,846
Current account balance	-475	-4,821
as a % of GDP	-13	-5.4
Workers' remittances and compensation of employees (receipts)	2,161	6,730
Reserves, including gold	5,138	28,801

Central Government Finance

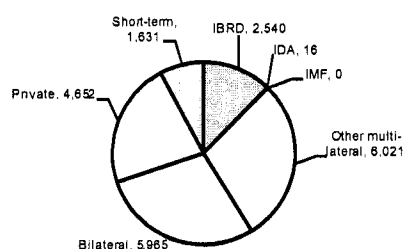
(% of GDP)

Current revenue (including grants)	23.6	29.5
Tax revenue	21.7	27.2
Current expenditure	23.4	25.3
Overall surplus/deficit	-4.8	0.4
Highest marginal tax rate (%)		
Individual	44	44
Corporate	35	35

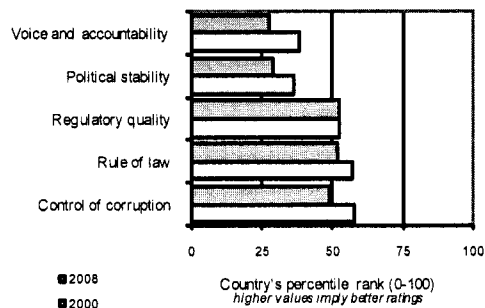
External Debt and Resource Flows

(US\$ millions)

Total debt outstanding and disbursed	20,674	20,825
Total debt service	2,706	4,204
Debt relief (HIPC, MDRI)	-	-
Total debt (% of GDP)	55.8	23.4
Total debt service (% of exports)	210	9.8
Foreign direct investment (net inflows)	221	2,466
Portfolio equity (net inflows)	18	148

Composition of total external debt, 2008**Private Sector Development**

Time required to start a business (days)	-	12
Cost to start a business (% of GNI per capita)	-	20.0
Time required to register property (days)	-	47
Ranked as a major constraint to business (% of managers surveyed who agreed)	2000	2008
Access to/cost of financing	..	84.4
Tax rates	..	62.6
Stock market capitalization (% of GDP)	29.4	74.0
Bank capital to asset ratio (%)	9.8	6.9

Governance Indicators, 2000 and 2008

Source: Kaufmann-Kraay-Mastruzzi, World Bank

Technology and Infrastructure

Paved roads (% of total)	56.4	61.9
Fixed line and mobile phone subscribers (per 100 people)	13	83
High technology exports (% of manufactured exports)	11.3	9.0

Environment

Agricultural land (% of land area)	69	68
Forest area (% of land area)	9.7	9.8
Nationally protected areas (% of land area)	..	11
Freshwater resources per capita (cu. meters)	994	940
Freshwater withdrawal (billion cubic meters)	12.6	..
CO2 emissions per capita (mt)	12	16
GDP per unit of energy use (2005 PPP \$ per kg of oil equivalent)	8.0	8.3
Energy use per capita (kg of oil equivalent)	370	458

World Bank Group portfolio

(US\$ millions)

IBRD		
Total debt outstanding and disbursed	2,837	2,540
Disbursements	138	242
Principal repayments	307	262
Interest payments	190	125
IDA		
Total debt outstanding and disbursed	27	16
Disbursements	0	0
Total debt service	2	1
IFC (fiscal year)		
Total disbursed and outstanding portfolio of which IFC own account	29	153
Disbursements for IFC own account	1	145
Portfolio sales, prepayments and repayments for IFC own account	7	0
MIGA		
Gross exposure	-	-
New guarantees	-	-

Note: Figures in *italics* are for years other than those specified. 2008 data are preliminary.

2/25/10

.. indicates data are not available. - indicates observation is not applicable.

With selected targets to achieve between 1990 and 2015

(estimate closest to date shown, +/- 2 years)

1990 1995 2000 2005 2008 2015

Goal 1: halve the rates for extreme poverty and malnutrition

	1990	1995	2000	2008
Poverty headcount ratio at \$125 a day (PPP, % of population)	2.5	..	6.3	2.5
Poverty headcount ratio at national poverty line (% of population)	13.1	..	9.0	..
Share of income or consumption to the poorest quintile (%)	6.6	..	6.3	6.5
Prevalence of malnutrition (% of children under 5)	8.1	..	..	9.9

Goal 2: ensure that children are able to complete primary schooling

Primary school enrollment (net, %)	56	..	76	89
Primary completion rate (% of relevant age group)	51	48	57	83
Secondary school enrollment (gross, %)	38	38	38	56
Youth literacy rate (% of people ages 15-24)	..	58	..	75

Goal 3: eliminate gender disparity in education and empower women

Ratio of girls to boys in primary and secondary education (%)	70	..	82	88
Women employed in the nonagricultural sector (% of nonagricultural employment)	29	32	26	28
Proportion of seats held by women in national parliament (%)	0	1	1	11

Goal 4: reduce under-5 mortality by two-thirds

Under-5 mortality rate (per 1000)	89	69	54	34
Infant mortality rate (per 1,000 live births)	69	56	45	32
Measles immunization (proportion of one-year olds immunized, %)	79	88	93	95

Goal 5: reduce maternal mortality by three-fourths

Maternal mortality ratio (modeled estimate, per 100,000 live births)	..	..	..	240
Births attended by skilled health staff (% of total)	31	40	..	63
Contraceptive prevalence (% of women ages 15-49)	42	50	..	63

Goal 6: halt and begin to reverse the spread of HIV/AIDS and other major diseases

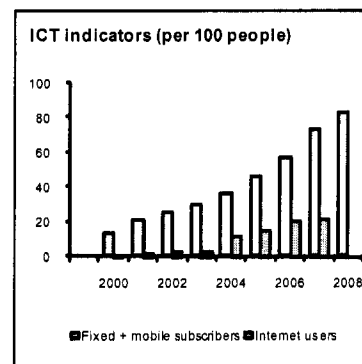
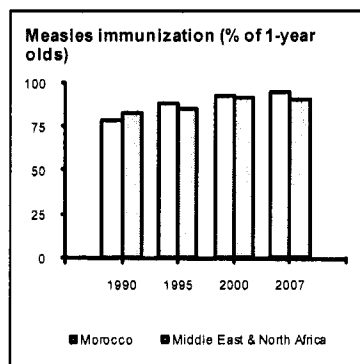
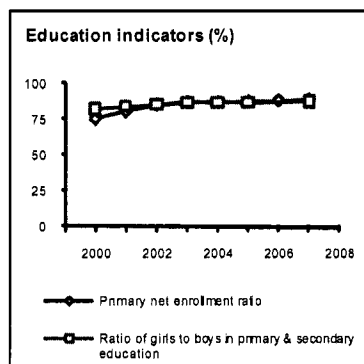
Prevalence of HIV (% of population ages 15-49)	..	0.1	0.1	0.1
Incidence of tuberculosis (per 100,000 people)	149	129	112	92
Tuberculosis cases detected under DOTS (%)	..	91	89	93

Goal 7: halve the proportion of people without sustainable access to basic needs

Access to an improved water source (% of population)	75	78	80	83
Access to improved sanitation facilities (% of population)	52	59	65	72
Forest area (% of total land area)	9.6	9.7	9.7	9.8
Nationally protected areas (% of total land area)	..	..	..	11
CO2 emissions (metric tons per capita)	10	11	12	16
GDP per unit of energy use (constant 2005 PPP \$ per kg of oil equivalent)	9.3	8.0	8.0	8.3

Goal 8: develop a global partnership for development

Telephone mainlines (per 100 people)	17	4.3	5.0	9.6
Mobile phone subscribers (per 100 people)	0.0	0.1	8.2	73.1
Internet users (per 100 people)	0.0	0.0	0.7	33.0
Personal computers (per 100 people)	..	0.3	12	3.6



Note: Figures in *italics* are for years other than those specified. .. indicates data are not available.

2/25/10

Document de la
Banque mondiale

Rapport N°: ICR00002495

Traduction non officielle du
texte anglais qui seul fait foi

RAPPORT D'ACHEVEMENT ET DE RESULTATS
(BIRD-78790)

POUR UN
PRÊT

D'UN MONTANT DE 44,2 MILLIONS D'EUROS
(CONTRE-VALEUR DE 60 MILLIONS DE DOLLARS DES ETATS-UNIS)

AU
ROYAUME DU MAROC
POUR UN
PREMIER PRÊT DE POLITIQUE DE DÉVELOPPEMENT POUR
L'ÉDUCATION

15 février 2013

Département du développement humain
Région Moyen-Orient et Afrique du Nord

TAUX DE CHANGE

(Taux de change en vigueur en novembre 2012)

Unité monétaire = Dirham marocain (DHM)

1,00 DHM = 0,12 \$EU

1,00 \$EU = 8,7 DHM

1,00 \$EU = 0,78 EURO

EXERCICE

1^{er} janvier – 31 décembre

ACRONYMES ABRÉVIATIONS

\$EU	Dollar des Etats-Unis
AAE	Association de l'appui à l'école de la réussite
AC	Année civile
AFD	Agence française de développement
AP	Association de parents d'élèves
AREF	Académie régionale d'éducation et de formation
BAD	Banque africaine de développement
BEI	Banque européenne d'investissement
BIRD	Banque internationale pour la reconstruction et le développement
CAS	Stratégie d'aide-pays
CCT	Transfert monétaire conditionnel
CDMT	Cadre de dépenses à mi-parcours
CDR	Comité directeur régional
CNEE	Centre national de l'évaluation et des examens [relevant de la DEOVSFCIA]
CNEF	Charte nationale de l'éducation et de la formation
CNIPE	Centre national des innovations pédagogiques et de l'expérimentation
CPAR	Revue d'évaluation de passation des marchés du pays
CPS	Cadre de partenariat stratégique
CREE	Centres régionaux de l'évaluation et des examens
CRMEF	Centres régionaux métier éducation et formation
CSE	Conseil supérieur de l'enseignement
DAENF	Département de l'alphabétisation et de l'éducation non formelle
DAGBP	Direction des affaires générales, du budget et du patrimoine
DCP	Direction des constructions et du patrimoine
DCPESP	Direction de la coopération et de la promotion de l'enseignement scolaire privé
DENF	Direction de l'éducation non formelle [relevant de la DAENF]
DEOVSFCIA	Direction de l'évaluation, de l'organisation de la vie scolaire et des formations communes inter-académies
DES	Département de l'enseignement scolaire

DJE	Développement du jeune enfant
DOVS	Division de l'organisation de la vie scolaire [relevant de la DEOVSFCA]
DRHFC	Direction des ressources humaines et de la formation des cadres
DSSP	Direction de la stratégie, des statistiques et de la planification
EDP	Examen des dépenses publiques
FMI	Fonds monétaire international
IDH	Indice du développement humain
IGF	Inspection générale des finances
INDH	Initiative nationale de développement humain
ISR	Rapport du Statut de l'exécution et des résultats du programme (RSE)
MEF	Ministère de l'économie et des finances
MEN	Ministère de l'Éducation nationale
MENA	Région Moyen-Orient et Afrique du Nord
NIF	Facilité d'investissement pour le voisinage
OMD	Objectifs du Millénaire pour le développement
MAGG	Ministère des affaires générales et de la gouvernance
ONG	Organisation non gouvernementale
PARAP	Programme d'appui à la réforme de l'administration publique
PARSEM	Programme d'appui à la réforme du secteur de l'éducation et de la formation
PIB	Produit intérieur brut
PMV	Plan Maroc vert
PNEA	Programme national d'évaluation des acquis
PPD	Prêt de politique de développement
PPDE	Programme de politique de développement pour l'éducation
PPDE1	Premier Prêt de politique de développement pour l'éducation
PPDE2	Second Prêt de politique de développement pour l'éducation
PTF	Partenaires techniques et financiers
PU	Programme d'urgence éducation-formation
RAR	Rapport d'achèvement et de résultats
RH	Ressources humaines
Swap	Approche sectorielle (Sector-Wide Approach)
TA	Assistance technique
TIMSS	Étude internationale sur les mathématiques et les sciences
TVA	Taxe à la valeur ajoutée
UAS	Unité d'aide à la scolarisation
UCFC	Unité centrale de la formation des cadres

Vice-président :	Inger Andersen
Directeur Département Maghreb :	Neil Simon M. Gray
Chef de la division régionale de l'éducation :	Mourad Ezzine
Chargé du projet :	Jeffrey Waite
Auteur principal du RAR :	Christina D. Wright

ROYAUME DU MAROC
Premier Prêt de politique de développement pour l'éducation

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Données du Projet

A. Informations générales			
Pays :	Maroc	Nom du programme :	Premier prêt de politique de développement pour l'éducation
ID du programme :	P117838	Numéro(s) : L/C/TF	IBRD-78790
Date du RAR :	15/02/2013	Type de RAR :	RAR de base
Instrument de prêt :	PPD	Emprunteur :	MAROC
Montant total initial de l'engagement :	60 millions de dollars	Montant décaissé :	61,15 millions de dollars
Montant révisé :	60 millions de dollars		
Agence d'exécution : Ministère de l'Éducation			
Cofinanciers et autres partenaires extérieurs : les partenaires extérieurs sont l'AFD, la BAD, la BEI, l'UE, le FIV, l'AECID et le JICA			

B. Dates clés				
Processus	Date	Processus	Date initiale	Date(s) révisée(s)/ effective(s)
Examen du concept :	20/11/2009	Entrée en vigueur :	09/08/2010	09/08/2010
Évaluation :	18/02/2010	Restructuration(s) :	s/o	
Approbation :	08/06/2010	Examen à mi-parcours :	s/o	
		Clôture :	31/12/2010	31/03/2011

C. Résumé des notations	
C.1 Notation de la performance par le RFE	
Résultats :	Modérément satisfaisante
Risque du point de vue des résultats du développement :	Faible
Performance de la Banque :	Satisfaisante
Performance de l'emprunteur :	Modérément satisfaisante

C.2 Notations détaillées de la performance de la Banque et de l'Emprunteur (by ICR)			
Banque	Notations	Emprunteur	Notations
Qualité à l'entrée :	Satisfaisant	Gouvernement :	Satisfaisant
Qualité de la supervision :	Satisfaisant	Agence(s) d'exécution :	Modérément Satisfaisant
Performance globale	Satisfaisante	Performance globale	Modérément

de la Banque :		de l'Emprunteur :	satisfaisante
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C.3 Qualité à l'entrée et indicateurs de performance de l'exécution

Performance de l'exécution	Indicateurs	Évaluations (éventuelles) du Groupe d'assurance de la qualité	Notation :
Programme à problème potentiel à un moment quelconque (oui/non) :	Non	Qualité à l'entrée (QEA):	s/o
Programme à problème à un moment quelconque (oui/non) :	Non	Qualité de la supervision (QSA) :	Satisfaisante
Notation OD avant la clôture/statut inactif :	Satisfaisante		

D. Codes sectoriels et thématiques

	Original	Effectif
Code sectoriel (en % du financement total de la Banque)		
Enseignement primaire	75	75
Enseignement secondaire	25	25

Code thématique (en % du financement total de la Banque)

Éducation pour tous	100	100
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E. Personnel de la Banque

Postes	Au niveau du RAR	Lors de l'approbation
Vice-président :	Inger Andersen	Shamshad Akhtar
Directeur-pays :	Neil Simon M. Gray	Mats Karlsson
Chef sectoriel :	Mourad Ezzine	Mourad Ezzine
Chef d'équipe du programme :	Jeffrey Waite	Jeffrey Waite
Chef d'équipe RAR:	Jeffrey Waite	
Principal auteur RAR:	Christina D. Wright	

F. Analyse du cadre de résultats

Objectifs de développement du programme (à partir du Document d'évaluation du projet)

Soutenir la mise en œuvre du « Plan d'urgence éducation-formation 2009-2012 » du Gouvernement visant à améliorer l'efficacité et l'efficience de la prestation de services et les acquis scolaires.

Objectifs de développement révisés du programme (éventuels, tels qu'approuvés par l'autorité initialement chargée de l'approbation)

S/O

a) Indicateur(s) ODP

Indicateur	Valeur de référence	Valeurs cibles d'origine (provenant des documents d'approbation)	Valeurs cibles formellement révisées	Valeur effective obtenue lors de l'achèvement ou les années cibles
Indicateur ODP 1	Primaire taux d'inscription net			
Valeur (quantitative ou qualitative)	90.5%	94.6%	s/o	96.6%
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % de réalisation)	Objectif atteint			
Indicateur ODP 2	Premier cycle du secondaire taux d'achèvement			
Valeur (quantitative ou qualitative)	51.8%	59.9%	s/o	65.3%
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % de réalisation)	Objectif atteint			
Indicateur ODP 3	Proportion d'élèves de 4^e année atteignant les plus bas niveaux de référence en mathématiques (TIMSS)			
Valeur (quantitative ou qualitative)	26 %	>26 %	s/o	26 %
Date de réalisation	31/12/2006	31/12/2011		31/12/2011
Commentaires	Objectif non atteint			

(y compris % de réalisation)				
Indicateur ODP 4	Nombre d'inscriptions aux nouveaux Programmes universitaires de formation des enseignants avant emploi			
Valeur (quantitative ou qualitative)	0	43 000	s/o	2200 étudiants inscrits dans des programmes de premier cycle universitaire, et 7850 étudiants inscrits dans des programmes postuniversitaires professionnels de centres régionaux pour l'éducation et formation
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % de réalisation)				
Indicateur ODP 5	Montant alloué aux subventions aux associations de l'appui à l'école en proportion du budget ordinaire du secteur scolaire hors frais de personnel alloué sous forme de subventions aux AREFs			
Valeur (quantitative ou qualitative)	0%	>15%	s/o	6.3%
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % de réalisation)	Objectif non atteint			
Indicateur ODP 6	Budget alloué au secteur scolaire en proportion du PIB			
Valeur (quantitative ou qualitative)	4.5%	>4.5%	s/o	6.5%
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % de réalisation)	Objectif non atteint			

b) Indicateur(s) de résultats intermédiaires

Indicateur	Valeur de référence	Valeurs cibles d'origine (provenant des documents d'approbation)	Valeurs cibles formellement révisées	Valeur effective obtenue lors de l'achèvement ou les années cibles
Indicateur 1	Primaire taux d'inscription net (filles)			
Valeur (quantitative ou qualitative)	89,1%	94,2 %	s/o	96 %
Date de réalisation	01/09/2008	01/09/2011		01/09/2011
Commentaires (y compris % De réalisation)	Objectif atteint			
Indicateur 2	Primaire taux d'inscription net (garçons)			
Valeur (quantitative ou qualitative)	92,0 %	95,0 %	s/o	97,3 %
Date de réalisation	09/01/2008	09/01/2011		09/01/2011
Commentaires (y compris % de réalisation)	Objectif atteint			
Indicateur 3	Primaire taux d'inscription net (zones urbaines)			
Valeur (quantitative ou qualitative)	90,5 %	94,6 %	s/o	98,1 %
Date de réalisation	09/01/2008	09/01/2011		09/01/2011
Commentaires (y compris % De réalisation)	Objectif atteint			
Indicateur 4	Primaire taux d'inscription net (zones rurales)			
Valeur (quantitative ou qualitative)	90,6 %	94,6 %	s/o	94,9 %
Date de réalisation	09/01/2008	09/01/2011		09/01/2011
Commentaires (y compris % de réalisation)	Objectif atteint			
Indicateur 5	Premier cycle du secondaire taux d'inscription net (filles)			
Valeur	42,4 %	74,6 %	s/o	52,9 %

(quantitative ou qualitative)				
Date de réalisation	09/01/2008	09/01/2011		Objectif non atteint
Commentaires (y compris % de réalisation)	Objectif non atteint			
Indicateur 6	Taux d'inscription net dans le premier cycle du secondaire (garçons)			
Valeur (quantitative ou qualitative)	43,0 %	74,8 %	s/o	54,8 %
Date de réalisation	09/01/2008	09/01/2011		Objectif non atteint
Commentaires (y compris % de réalisation)	Objectif non atteint			
Indicateur 7	Premier cycle du secondaire taux d'inscription net (zones urbaines)			
Valeur (quantitative ou qualitative)	64,0 %	82,6 %	s/o	77,4 %
Date de réalisation	09/01/2008	09/01/2011		Objectif non atteint
Commentaires (y compris % de réalisation)	Objectif non atteint			
Indicateur 8	Premier cycle du secondaire taux d'inscription net (zones rurales)			
Valeur (quantitative ou qualitative)	20,3 %	62,0 %	s/o	27,5 %
Date de réalisation	09/01/2008	09/01/2011		Objectif non atteint
Commentaires (y compris % de réalisation)	Objectif non atteint			
Indicateur 9	Taux d'achèvement (années 1 à 9) total			
Valeur (quantitative ou qualitative)	51,8 %	59,9 %	s/o	65,3 %
Date de réalisation	09/01/2008	09/01/2011		09/01/2011
Commentaires (y compris % de réalisation)	Le taux d'achèvement (années 1 à 9) est le nombre d'élèves terminant l'année 9 / divisé par le nombre d'élèves entrant en première année (dans la même cohorte) [c'est-à-dire le taux d'achèvement combiné du primaire et du premier cycle du secondaire]. Il est plus significatif que le taux d'achèvement des années 1 à 6, suivi du taux d'achèvement des années 7 à 9 puisque le plus			

	fort taux d'abandon se situe entre les années 6 et 7.			
Indicateur 10	Taux d'achèvement (années 1 à 9) chez les filles seulement			
Valeur (quantitative ou qualitative)	54,0 %	61,6 %	s/o	65,3 %
Date de réalisation	09/01/2008	09/01/2011		09/01/2011
Commentaires (y compris % de réalisation)	Objectif atteint			

G. Notations de la performance du programme dans les RAR

N°.	Date d'archivage du RAR	OD	IP	Décaissements (millions de dollars)
	06/28/2010	Satisfaisante	Satisfaisante	0,00
	12/10/2010	Satisfaisante	Satisfaisante	60,00

H. Restructuration (éventuelle)

S/O

1. Contexte, objectifs de développement contenu du Programme

(Cette section est descriptive et non évaluative, basée sur autres documents tel que le Document de Programme):

1. La Banque est engagée depuis longtemps aux côtés du gouvernement marocain dans le secteur de l'éducation. Un Programme d'appui à la réforme du système éducatif marocain (PARSEM - Prêt n.7273), une opération adoptant une « approche globale sectorielle » (SWAp), qui a pris fin en juin 2009, a assisté la mise en œuvre des réformes de programme au cours des quatre dernières années. La présente opération concerne le premier « prêts de politique de développement » (PPD) dans le secteur du développement humain au Maroc, et elle est solidement liée au PARSEM en ce sens qu'elle prolonge l'appui apporté par la Banque au Gouvernement pour exécuter son Programme de réforme de l'éducation. En particulier, elle tient compte dans sa conception des enseignements tirés de l'application du SWAp ainsi que des méthodes de décaissement axées sur les résultats.

2. Le Programme de politique de développement pour l'éducation (PPDE) a été conçu à l'origine en série de deux PPD à tranche unique destinés à appuyer les mesures et les actions essentielles, tout en renforçant les approches basées sur les résultats. Le premier prêt de politique de développement pour l'éducation (PPDE1), sur lequel porte le présent RAR, visait à appuyer des mesures initiales clés au niveau institutionnel et réglementaire ainsi que l'introduction d'approches nouvelles visant à améliorer l'efficacité et l'efficience de la prestation des services. Huit facteurs de déclenchement pour un second Prêt à la politique de développement de l'éducation (PPDE2) ont été identifiés durant la phase de préparation en vue de continuer à appuyer les réformes institutionnelles et de donner de l'ampleur au Programme d'éducation de façon à couvrir des questions multisectorielles. Tous les facteurs de déclenchement du PPDE2 n'ont pas été atteints durant la période de 24 mois qui a suivi l'approbation du PPDE1 par le Conseil d'administration de la Banque mondiale, de telle sorte que les deux PPD ont été « découplés » en tant que série ; mais la préparation du PPDE2 se poursuit¹ et les objectifs initiaux restent inchangés.

1.1 Contexte à l'évaluation

(Résumé succinct du contexte macroéconomique et sectoriel du pays et les raisons de l'assistance de la Banque)

3. En 2010, au moment de l'évaluation du PPDE1, le Maroc connaissait des transformations politiques, économiques et sociales remarquables. Les politiques macroéconomiques judicieuses mises en œuvre durant la décennie antérieure ont débouché sur un environnement macroéconomique soutenu. En outre, une politique budgétaire adéquate a permis de consolider les finances publiques. Ces efforts ont dans l'ensemble abouti à un cadre macroéconomique stable, des finances publiques plus solides et un secteur financier sain.

¹ Le PPDE2 est censé être présenté au Conseil de la Banque mondiale en avril 2013.

4. La croissance économique et la baisse des taux de chômage se sont aussi accompagnées d'une réduction des taux de la pauvreté sans précédent. Ce recul a été plus marqué en milieu rural qu'en milieu urbain.

5. Des études démontrent que les niveaux bas de qualifications et de compétences des diplômés figurent parmi les principaux facteurs entravant la croissance économique et la compétitivité du Pays. Investir dans le capital humain par le biais d'une éducation de qualité a donc été identifié comme la seconde priorité (après l'intégrité territoriale) dans le processus de développement du pays.

6. Les principaux défis du secteur de l'éducation au Maroc sont: i) d'assurer un accès général et équitable à l'école, ii) décentraliser la gouvernance ; iii) de maintenir la viabilité financière, iv) d'améliorer la qualité de l'éducation et l'efficacité du système et v) et d'améliorer les résultats scolaires. Face à ces défis, le Gouvernement a lancé une réforme de grande envergure du système d'éducation et de formation, avec l'approbation de la Charte nationale de l'éducation et de la formation (CNEF) de 1999. Une décennie plus tard, le Gouvernement a lancé un « Programme d'urgence Education-Formation » (PU) pour la période 2009-2012 afin d'accélérer l'exécution des réformes prévues dans le CNEF. Le principe directeur stratégique du PU est de placer l'étudiant au cœur du système d'éducation et de formation, en leur permettant d'acquérir des compétences dans un environnement propice à l'apprentissage.

7. Dans ce contexte, le PPDE a été conçu pour appuyer l'exécution du PU. Il s'agissait de l'un des principaux outils contribuant au second pilier du Cadre de partenariat stratégique (CPS)² en améliorant l'efficacité et l'efficience de la prestation des services d'éducation et de formation et des résultats scolaires. En coordination avec un groupe de sept partenaires techniques et financiers³ (PTF), le PPDE avait pour but d'appuyer les efforts déployés par le Gouvernement pour renforcer l'accumulation du capital humain en exécutant des politiques et des mesures conçues pour améliorer l'accès, l'équité, résultats scolaires ainsi que l'efficacité et l'efficience du système éducatif.

1.2 Objectifs de développement initiaux du Programme (ODP) et indicateurs clés (tels qu'approuvés)

8. L'ODP initial du PPDE (y compris le PPDE1) était d'appuyer l'exécution du PU 2009-2012 du Gouvernement pour améliorer l'efficacité et l'efficience de la prestation des services et des résultats scolaires.

² Cadre de partenariat stratégique de la Banque mondiale avec le Royaume du Maroc pour la période 2010-13, 30 décembre 2009, Rapport N°. 50316-MA.

³ Banque africaine de développement, Banque européenne d'investissement, Union européenne, Facilité d'investissement de voisinage, Agence française de développement et Agence espagnole de coopération internationale pour le développement.

9. Les indicateurs de performance clés sont: i) le taux d'inscription net dans l'enseignement primaire ; ii) le taux d'inscription net dans l'enseignement secondaire ; et iii) le taux d'achèvement de la première à la neuvième année. Ces indicateurs sont désagrégés entre les deux sexes et entre zones urbaines et rurales dans l'annexe 7. De plus, le PPDE/PPDE1 comportait une série d'indicateurs de progrès, détaillés dans la matrice de Programme d'action (section 2.1).

1.3 ODP (tel qu'approuvé par l'autorité chargée de l'approbation initiale) et indicateurs clés révisés, et raisons/justification

10. Sans objet.

1.4 Domaines d'action initiaux appuyés par le Programme (comme approuvés)

11. Trois principaux domaines d'action ont été appuyés par le PPDE/PPDE1: i) Assurer l'éducation de base pour tous ; ii) améliorer la performance du système (enseignement, gestion et gouvernance) ; et iii) mobiliser et utiliser plus efficacement les ressources. On trouvera de plus amples détails à ce sujet dans la matrice de Programme d'action (section 2.1).

1.5 Domaines d'action révisés (le cas échéant)

12. Sans objet.

1.6 Autres changements marqués

(Conception, la portée et l'échelle, les modalités et le calendrier d'exécution et les allocations de fonds)

13. Sans objet.

2. Facteurs clés influant sur l'exécution et les résultats

2.1 Performance du Programme (appuyée par un tableau tiré de la matrice de Programme d'action)

14. Les dix mesures suivantes ont été identifiées comme des mesures antérieures du PPDE1:

Objectif	Mesure PPDE1	Résultat/Impact (<i>résumé –voir détails dans la section 3.2</i>)
PROGRAMME D'URGENCE ÉDUCATION-FORMATION 2009-2012		
Placer l'apprenant au centre du système éducatif	Mesure 1: le ministère de l'éducation (MEN) publie sur son site Web son PU 2009-2012 pour la réforme du secteur de l'éducation et de la formation.	Le Programme d'urgence publié sur le site Web du MEN en français et en arabe, a constitué une initiative positive dans le sens d'une transparence et d'une responsabilité accrues.
ASSURER L'ÉDUCATION DE BASE POUR TOUS D'ICI 2015		
<i>Taux d'inscription net dans le primaire: Référence 2008/09: 90,5 % ; Objectif 2011/12: 94,6 % ; Chiffres effectifs 2011/12: 96,6 %</i> <i>Taux d'achèvement dans le premier cycle du secondaire: Référence 2008/09: 51,8 % ; Objectif 2011/12: 59,9 % ; Chiffres effectifs 2011/12: 65,3 %</i> <i>Proportion d'élèves de quatrième année atteignant les quatre niveaux de référence les plus bas en mathématiques: Référence (TIMSS 2006): 26 % ; Objectif (TIMSS 2011) : >26 % ; Chiffres effectifs (TIMSS 2011) 26 %</i>		
Assurer un accès équitable à l'enseignement primaire et au premier cycle de l'enseignement secondaire [E1.P4]	Mesure 2: le MEN porte le montant des bourses d'internat à 1 260 DH par élève et par trimestre, et en étend la durée à l'ensemble de l'année scolaire	L'augmentation de 80 % du montant des bourses d'internat et l'extension de leur durée se sont traduites en 2010/2011 par une progression de 20 % par rapport à la base de 2008/2009. Cette mesure semble en fait avoir stimulé la demande d'éducation de la part des familles vulnérables et eu un effet positif en promouvant l'équité et la rétention en réduisant les taux d'abandon scolaire.

Renforcer l'évaluation nationale des acquis [E1.P11]	Mesure 3: Le Conseil supérieur de l'éducation (CSE) publie sur son site Web son analyse des résultats de la première enquête nationale d'évaluation des acquis scolaires ⁴ , organisée conjointement par le CSE et le MEN dans le cadre du Programme national d'évaluation des acquis	Le rapport, publié en mai 2009, a suscité un débat public qui a permis de mieux prendre conscience de l'insuffisance des acquis et de la nécessité d'améliorer la qualité du système éducatif. Cette mesure a eu pour effet de dynamiser la poursuite des réformes de l'éducation et de promouvoir la responsabilisation dans le système éducatif.
AMÉLIORER LA PERFORMANCE DU SYSTÈME (ENSEIGNEMENT, GESTION ET GOUVERNANCE)		
<i>Nombre d'inscriptions aux nouveaux Programmes universitaires de formation des enseignants avant emploi:</i> <i>Référence 2008/09: 0 ; Objectif 2011/12: 43 000 ; Chiffres effectifs 2012/13: 2 200 élèves dans des programmes universitaires du premier cycle et 7 850 dans les programmes des centres régionaux de formation de troisième cycle</i> <i>Montant alloué aux subventions aux associations de l'appui à l'école en proportion du budget ordinaire du secteur scolaire hors frais de personnel alloué sous forme de subventions aux AREF5 :</i> <i>Référence 2008 : 0 % ; Objectif 2011: >15 % ; Chiffres effectifs 2011: 6,3 % Chiffres effectifs 2012 6,7 %6</i>		
Moderniser la formation avant emploi des enseignants [E3.P1(a)]	Mesure 4: le MEN reçoit l'autorisation, conformément au Décret royal N°. 1.09.100 en date du 29 juin 2009, de transférer les écoles normales supérieures aux universités, en vue de créer de nouveaux Programmes universitaires de formation des enseignants avant emploi.	Les huit écoles normales ont toutes été transférées aux universités en 2010 (six pour l'enseignement général et deux pour la technologie). La première cohorte d'élèves pour la formation secondaire avant emploi a terminé la formation en 2 ans en juin 2012. La cohorte pour une formation primaire avant emploi terminera le Programme de formation en 3 ans en 2013. Cette mesure devrait avoir un effet positif sur l'enseignement dispensé.

⁴ Évaluation des élèves de quatrième et sixième années en arabe, français, mathématiques et sciences, et des élèves de huitième et neuvième années en arabe, français, mathématiques, sciences et physique/chimie

⁵ Subvention aux associations d'appui à l'école/ Subventions de fonctionnement aux AREF (c'est-à-dire articles 3001-3016 de la Loi de Finances du MEN, Budget de fonctionnement hors personnel)

⁶ Subvention aux associations d'appui à l'école 2011: XXX millions de DH ; Subventions de fonctionnement aux AREF 2011: 3 142 631 DH

Moderniser la gestion des ressources humaines [E3.P3(b)]	Mesure 5: le MEN adopte un plan d'action stratégique de gestion des ressources humaines 2009-2012	Le plan d'action a couvert la décentralisation, le redéploiement, la mobilité, l'optimisation et la stabilité des ressources humaines. Certains de ses aspects clés ne sont pas encore pleinement opérationnels, mais le plan a permis d'utiliser un peu plus efficacement les ressources humaines. Il a ouvert la voie au plan 2013-2016, qui poursuivra la décentralisation de la fonction de gestion des ressources humaines, a motivé le personnel et a amélioré la communication.
Renforcer la gestion axée sur les résultats [E3.P4]	Mesure 6: Chaque Académie régionale d'éducation et de formation (AREF) met au point et adopte un contrat-Programme avec le MEN pour la période 2009-2012	Chacune des 16 AREF établit un Programme régional adapté à son contexte particulier. Bien que ces accords n'aient pas été formalisés en contrats assortis de récompenses et de sanctions, les homologues ont opéré comme si les contrats existaient effectivement. Cette mesure a eu un effet positif en renforçant la décentralisation et l'autonomie et en promouvant des initiatives pertinentes ciblées sur les besoins locaux. La pratique des AREF consistant à élaborer leurs contrats-programmes et à en discuter avec le MEN s'est poursuivie sur une base annuelle.
	Mesure 7: Le Gouvernement prévoit, par l'intermédiaire des AREF, un budget discrétionnaire pour les coûts de fonctionnement hors personnel des écoles primaires et des collèges pour l'année scolaire 2009/2010.	Entre 2009 et 2011, 19 274 ⁷ écoles ont créé des projets avec leurs Associations de l'appui à l'école de la réussite (AAER), ce qui représente 80,6 % de l'objectif (23 921). Certaines régions n'ont pas reçu le financement destiné à couvrir les coûts de fonctionnement hors personnel en 2012. Bien que cette initiative ait fait ressortir le manque de compétences nécessaires, au niveau local, pour créer et gérer des projets, elle a contribué à rendre les écoles

⁷ Présentation de la mission « Réalisations du projet d'établissements » Brahim)

		en mesure de commencer à gérer des fonds. Une évaluation en cours financée par un projet de la Coopération canadienne montre que, comme l'exercice est renouvelé chaque année, les budgets scolaires servent de plus en plus à financer des activités liées à une amélioration de l'apprentissage (plutôt que, comme initialement, pour l'entretien des infrastructures scolaires).
MOBILISER ET UTILISER LES RESSOURCES		
<i>Budget alloué au secteur scolaire en proportion du PIB: Référence 2008: 4,51 %⁸ ; Objectif 2011: >4,51 % ; Chiffres effectifs 2011: 6,46 % & Chiffres effectifs 2012: 5,75 %⁹</i>		
Utiliser les ressources financières de façon rationnelle et durable grâce à une transparence budgétaire accrue [E4.P1]	Mesure 8: le MEN met au point un Cadre de dépenses à moyen terme (CDMT) pour le secteur de l'éducation pour la période 2010-2012.	Cette mesure a permis d'améliorer la gouvernance en assurant une plus grande visibilité des objectifs et des ressources, une meilleure planification et une gestion plus efficace du temps et des ressources. Elle a également aidé à établir l'ordre de priorité des mesures en fonction des ressources disponibles et à renforcer la capacité de la planification du MEN. Le CDMT est depuis lors mis à jour sur une base annuelle à horizon mobile, l'année précédente étant supprimée et une nouvelle année ajoutée.

⁸ Budget national 2008 alloué au secteur scolaire: 31 060 millions de DH ; PIB 2008: 688 843 millions de DH

⁹ Budget national 2011 alloué au secteur scolaire: 51 818 millions de DH ; PIB 2011: 802 607 millions de DH ; budget national 2012 alloué au secteur scolaire: 48 232 millions de DH ; PIB 2012: 838 837 millions de DH

	Mesure 9: Chaque conseil d'AREF adopte son budget 2010 avant le 31 janvier 2010.	Les conseils d'AREF ont poursuivi ces progrès en approuvant et en soumettant leurs budgets 2011 entre novembre 2010 et janvier 2011 et leurs budgets 2012 entre novembre 2011 et janvier 2012. Cette mesure a donné des résultats positifs parce qu'elle a nécessité une planification et une organisation en temps voulu et permis une utilisation plus efficace du temps pour atteindre ses objectifs. Elle a cependant été entravée par le transfert tardif de ces fonds budgétaires du trésor central aux AREF. Le Gouvernement s'est engagé à fournir les fonds budgétaires 2013 aux AREF en janvier 2013, immédiatement après l'approbation et la soumission de leurs budgets par les conseils des AREF.
Mobiliser et faire participer toute la gamme des partenaires scolaires au moyen d'accords de partenariat [E4.P2]	Mesure 10: le MEN émet la décision ministérielle N° 134 en date du 23 septembre 2009, établissant la charte ¹⁰ relative aux relations entre les écoles et leurs associations de parents d'élèves.	Cette mesure a réussi à formaliser les rapports entre les écoles et les associations de parents d'élèves, en clarifiant les rôles pour éviter les conflits et en faisant participer davantage les parties prenantes à la recherche de solutions aux problèmes d'éducation. Elle a cependant eu des effets limités jusqu'à maintenant puisque la charte n'est appliquée qu'à environ 50 % des écoles du fait que certains acteurs n'ont pas la motivation, le temps et la capacité nécessaires pour s'impliquer dans les associations de parents d'élèves.

¹⁰ «ميثاق العلاقة مع جمعيات آباء و أمهات و أولياء التلاميذ» «Charte des relations entre les associations des parents d'élèves et les établissements scolaires».

15. Les mesures suivantes faisaient partie de la matrice de Programme d'action, mais ne constituaient pas des mesures préalables du PPDE1:

Objectif	Mesure	Résultat/impact
ASSURER 'L'ÉDUCATION DE BASE POUR TOUS D'ICI 2015		
Développer l'éducation préscolaire en mettant en place un nouveau cadre stratégique [E1.P1] ¹¹	Mesure 1: le MEN établit dans leurs grandes lignes des directives concernant les compétences relatives à la modernisation de l'éducation préscolaire.	Une note de janvier 2010 sur le cadre de référence moderne de l'éducation préscolaire a été appliquée à 1 097 nouvelles classes du système public (sur les 1 375 construites depuis 2009). Bien qu'elle n'ait pas été largement appliquée (à 24 % seulement), cette méthodologie a eu un effet positif en ouvrant la voie à une éducation préscolaire de qualité en établissant des normes homogènes pour les profils d'enseignants (qualifications et formation), les programmes d'éducation, et la gestion et la supervision préscolaires. La viabilité de cette mesure a été mise en doute par le Ministre de l'éducation qui a annoncé tout récemment que la responsabilité du DJE devait être transférée du MEN aux communes.
Assurer un accès équitable à l'enseignement primaire et au premier cycle de l'enseignement secondaire [E1.P4]	Mesure 2: le MEN et les AREF accroissent le nombre d'élèves bénéficiant des cantines scolaires, de 15 % dans l'enseignement primaire et de 24 % dans le premier cycle de l'enseignement secondaire	Dès 2010/2011, le nombre de bénéficiaires des cantines scolaires avait augmenté de 23 % dans l'enseignement primaire et de 63,46 % dans le premier cycle de l'enseignement secondaire. Cette mesure semble avoir contribué de façon positive à la rétention ainsi qu'à la réduction des taux d'abandon scolaire.
Réduire les taux de redoublement et d'abandon scolaire [E1.P5]	Mesure 3: le MEN établit et diffuse auprès des écoles une circulaire sur le suivi individuel des élèves (c'est-à-dire sur l'intégration du suivi éducatif et du carnet scolaire individuel des élèves).	Un carnet scolaire a été remis à 99 % des élèves du primaire et du premier cycle du secondaire. Cette initiative a eu pour effet de réduire les taux de redoublement et d'abandon scolaire, mais cet effet est cependant jugé minime puisque, faute d'une formation suffisante en cours d'emploi, les

¹¹ Référence au code de projet du Programme d'urgence du MEN.

		enseignants ont eu tendance à l'utiliser à des fins administratives (fréquentation scolaire, etc.) plutôt que pour améliorer au niveau individuel les résultats scolaires des élèves.
Renforcer l'évaluation nationale des acquis [E1.P11]	Mesure 4: le MEN organise un événement national pour rendre compte aux AREF de son analyse des résultats de la première enquête nationale d'évaluation des acquis scolaires organisée conjointement par le CSE et le MEN.	Cet événement a fait ressortir la nécessité d'améliorer la qualité de l'apprentissage, et il a également contribué à la décision de créer des Centres régionaux de l'évaluation et des examens (CREE) dans chaque région ; à ce jour, des CREE ont été créés dans six régions.
AMÉLIORER LA PERFORMANCE DU SYSTÈME (ENSEIGNEMENT, GESTION ET GOUVERNANCE)		
Renforcer la formation des enseignants en cours d'emploi [E3.P1(c)]	Mesure 5: le MEN met en œuvre, par l'intermédiaire des AREF, au moins 70 % de son Programme de formation des enseignants de 2009.	De 2009 à 2011, plus de 2,5 millions de jours de formation ont été assurés, soit 76 % de l'objectif fixé. Bien qu'aucun mécanisme permettant d'évaluer l'impact de cette formation ne soit encore en place, le fait que les enseignants soient régulièrement formés aura probablement un effet positif sur la qualité de l'enseignement à l'avenir. Comme dans le cas de la mesure concernant le DJE, cette formation des enseignants en cours d'emploi a été affaiblie (temporairement) par la récente instruction donnée par le MEN aux AREF de suspendre les activités de formation en cours d'emploi jusqu'à ce que l'on trouve un moyen de ne pas réduire le temps passé en classe par les enseignants (et donc par les élèves).
Renforcer la responsabilisation au niveau des écoles [E3.P1(c) & E3.P3(d)]	Mesure 6: le MEN élabore et adopte des directives relatives aux compétences administratives des responsables du secteur scolaire.	Des directives relatives aux compétences (administration) ont été adoptées en février 2010. Tous les directeurs d'école ont reçu en 2009 une formation correspondant aux nouvelles normes de compétence, et 90 % des directeurs d'école et responsables ont bénéficié d'un Programme de formation en cours d'emploi entre 2009 et 2011.

Moderniser la gestion des ressources humaines [E3.P3(b)]	Mesure 7: le MEN établit, en collaboration avec un opérateur privé, une plate-forme utilisant l'Internet et permettant aux enseignants de communiquer avec le personnel administratif.	Des comptes internet « <i>Taalim</i> » ont été créés pour 10 000 directeurs d'école et proviseurs pour partager les notes de synthèse, les circulaires et les bulletins d'information des départements. Des comptes ont également été créés pour 88 % des enseignants et seront fonctionnels début 2013. L'impact reste minime, mais la communication entre les enseignants et le personnel administratif devrait s'en trouver améliorée.
MOBILISER ET UTILISER LES RESSOURCES		
Utiliser les ressources financières de manière plus rationnelle et plus viable grâce à une transparence budgétaire accrue [E4.P1]	Mesure 8: le MEN signe un Cadre de partenariat et un Protocole d'accord (avec un manuel opérationnel) avec un groupe central de bailleurs de fonds dans le domaine de l'éducation.	Cette mesure a traduit, de la part aussi bien des bailleurs de fonds que des PTF, la volonté d'œuvrer à la réalisation d'une série commune d'objectifs. Elle a eu un effet très positif en facilitant la coordination et la communication entre les PTF et le Gouvernement. Elle a également permis une utilisation plus efficace du temps (missions moins nombreuses, mais plus complètes), des ressources et de l'expertise des partenaires. Les homologues du Gouvernement ont eu davantage le sentiment d'être des partenaires qu'avant ces accords. Le Cadre de partenariat et le protocole d'accord restent en vigueur et le Consortium de PTF de sept membres continue à collaborer pour soutenir l'exécution de la stratégie du Gouvernement.

2.2 Principaux facteurs influant sur l'exécution:

16. Les facteurs qui ont contribué de façon positive à l'exécution sont les suivants:

- Forte implication du Gouvernement et appui des plus hautes autorités du pays, y compris Sa Majesté le Roi Mohammed VI ;
- Alignement avec le Programme d'urgence, comme indiqué dans la Lettre de politique de développement du Gouvernement (annexe 1 au Document de Programme) ;
- Liens avec le PARSEM, y compris incorporation des enseignements tirés, notamment sur l'importance de circuits de communication actifs compte tenu du grand nombre d'acteurs et de l'importance de la supervision au niveau décentralisé¹² ;
- Débats et participation des parties prenantes durant la phase de préparation ayant pour déclenchement l'évaluation par le CSE de la performance du système éducatif¹³ (avril 2008) ;
- Supervision collective par le groupe de PTF, qui a encouragé une utilisation plus efficiente du temps et des ressources durant l'exécution ;
- Harmonisation du suivi et de l'évaluation (S&E) au sein du groupe du PTF au moyen d'une matrice unique de Programme d'action (décrite en détail dans la section 2.3), dans laquelle figurent les neuf mesures prioritaires pour le prêt financé par la Banque, indiquées par des astérisques ;
- Programmation détaillée de l'exécution du Programme d'urgence en termes d'activités et de ressources, et appuyée par une méthodologie de gestion du CDMT axée sur les résultats.

17. Les facteurs qui ont influencé de manière négative l'exécution sont les suivants:

- Le Programme d'urgence s'appliquant à l'ensemble du système, il était par nature complexe et ambitieux compte tenu de son bref horizon temporel (trois ans). Il comprend 27 grands projets, 66 thèmes et 160 mesures différentes, le plus souvent non classés par ordre de priorité ;
- La communication entre l'administration centrale et les niveaux locaux¹⁴ n'a pas été aussi régulière et efficace qu'elle aurait dû l'être. Le manque d'attention aux contextes locaux et aux réalités du terrain a parfois entravé l'exécution de certaines activités, par exemple, le rôle présumé très actif des associations de parents d'élèves dans certains domaines géographiques ;
- De nombreuses activités ont été par nature décentralisées aux niveaux locaux. La capacité d'un certain nombre d'AREF et d'Offices provinciaux de l'éducation n'a pas été tout à fait à la hauteur de ce que l'on attendait d'eux pour exécuter le Programme. Par exemple, le manque d'expérience au niveau de la passation de marchés, de la supervision des constructions et réhabilitation des écoles a entraîné des retards considérables. Par ailleurs, le manque de systèmes d'information

¹² Banque mondiale RFE, PARSEM, Rapport #00001236, p. 13 (décembre 2009)

¹³ Conseil supérieur de l'éducation, Rapport annuel 2008: état et perspectives du système d'éducation et de formation (2008).

¹⁴ Tout au long du rapport, l'expression « niveau local » désigne les niveaux régional, provincial et urbain

appropriés a eu pour conséquences une capacité de planification et un suivi insuffisants au niveau local ;

- Le changement a suscité un certain nombre de conflits d'intérêts et de résistance. Par exemple, une partie du personnel et des responsables des écoles n'a guère apprécié d'avoir à assumer des responsabilités accrues, ce qui fait que certains changements de politique n'ont pas été pleinement mis en œuvre (par exemple les carnets scolaires permettant d'assurer le suivi individuel des élèves). De plus, certaines mesures ont suscité des réactions de la part des syndicats d'enseignants, en particulier les nouveaux efforts de redéploiement des enseignants compte tenu du changement en résultant dans leur situation au regard de l'emploi (et donc leur plan de pension) du fait de leur statut passant de celui de fonctionnaires dépendant du Gouvernement à celui de « salariés » des AREF (administration locale).
- Les capacités ont été insuffisantes dans certains domaines (par exemple la planification financière et la budgétisation) au niveau central, d'autant plus que de nombreux membres du personnel expérimentés ont pris leur retraite. L'assistance technique des PTF a été parfois insuffisante pour remédier aux faiblesses des capacités qui sont apparues durant l'exécution du Programme de réforme du Gouvernement ;
- Les changements de personnel intervenus à un haut niveau au sein du Gouvernement et les modifications apportées à la Constitution (2011) ont entraîné, durant la dernière année d'exécution, un manque de clarté et par conséquent un ralentissement des activités ;
- En raison de la capacité limitée du MEN à traiter les contrats d'assistance technique (AT), qu'il utilise des méthodes nationales de passation des marchés ou celles des bailleurs de fonds, l'exécution n'a pas bénéficié de l'expertise que les activités d'AT prévues auraient fournie.

2.3 Conception, mise en œuvre, et suivi et évaluation (S&E):

Conception du S&E:

18. Un cadre de résultats commun, complexe et ambitieux. Les PTF ont collaboré avec le Gouvernement pour mettre au point une matrice de Programme d'action commune et des modalités communes de suivi et d'établissement de rapports. Les indicateurs de la matrice ont été sélectionnés collectivement parmi ceux qui étaient déjà utilisés pour mesurer et évaluer le plan de réforme de l'éducation du Gouvernement. Le prêt de la Banque mondiale comprenait dix mesures préalables (indiquées par un astérisque de la matrice de programme d'action). Il y a un consensus général entre ceux qui participent à l'exécution du programme sur le fait que les indicateurs ont été excessivement ambitieux et parfois même irréalistes compte tenu du manque de capacité au niveau local et de l'absence de l'appui au renforcement des capacités qui aurait été nécessaire. Le cadre de résultats est commun à tous les PTF, mais chacun des PTF avait sa propre opération de financement avec des mesures préalables et des facteurs de déclenchement qui différaient légèrement les uns des autres. La plupart des indicateurs du cadre de résultats sont quantitatifs (effectifs, achèvement, redoublement, etc.) et peu d'entre eux prennent en compte des résultats plus qualitatifs. Ces types d'indicateurs ont été choisis du fait de la brève durée du Programme de réformes (trois ans), étant entendu qu'il serait vain d'escompter des progrès qualitatifs marqués en un laps de temps aussi court.

19. **Clarification des rôles et responsabilités en ce qui concerne les accords relatifs au suivi.** Un cadre de partenariat non-contraignant et un protocole d'accord ont été signés par le Gouvernement et les PTF. Les PTF et le Gouvernement ont mis au point conjointement un Manuel opérationnel pour guider l'exécution et le suivi du Programme. Il a fréquemment été fait référence à ces documents durant l'exécution.

20. **La planification préalable de la supervision a répondu aux attentes.** Les dates des missions de supervision conjointes (Gouvernement/PTF) ont été fixées à l'avance et les missions doivent avoir lieu chaque semestre. Une mission de deux semaines a été prévue chaque année en mai et une mission de trois semaines a été prévue pour le mois d'octobre. Les missions ont été planifiées conjointement et comprenaient des consultants experts des principaux domaines de la réforme, comme la politique de l'éducation, la formation des enseignants, la gestion au niveau des écoles, la planification de l'éducation, ainsi que le suivi et l'évaluation du système. Les missions ont toujours eu pour objectif de mettre à jour les indicateurs de résultats, suivre le déroulement de l'exécution, prendre des mesures complémentaires convenues préalablement et prendre des décisions concernant les décaissements des PTF – en particulier durant les missions d'octobre.

21. *Exécution du S&E: (mesure dans laquelle les données appropriées ont été effectivement recueillies à l'aide de méthodes de collecte appropriées (pour assurer la qualité des données)).*

22. **Le S&E conjoint durant l'exécution a été efficace.** Un PTF fera office de bailleur de fonds principal chargé de la coordination pour une période d'un an¹⁵, après quoi il sera remplacé par un autre PTF volontaire. Le Gouvernement tout comme les PTF ont apprécié l'efficacité de cette expérience d'organiser des réunions hebdomadaires, qui ont amplement amélioré la communication entre les PTF et le ministère.

23. **Le Gouvernement est proactif dans le suivi des activités de son propre Programme.** Le Gouvernement a procédé à deux évaluations majeures: un audit externe technique à mi-parcours, demandé par le Service de l'administration centrale du MEN (et réalisé par KPMG); et une évaluation effectuée par l'Inspection générale du ministère, terminés tous les deux en juillet 2012.

24. **Le S&E a été axé notamment sur les « résultats sur le terrain ».** En plus de la fonction de collecte régulière des données du MEN, les missions de supervision ont toujours compris des visites sur le terrain pour prendre note des problèmes et de l'impact au niveau local.

Utilisation du S&E:

25. **Les données recueillies et produites par la DSSP et la DAGP sont considérées comme largement fiables.** Pour les taux d'inscription au niveau préscolaire, les données

¹⁵ L'Agence française de développement (AFD) a joué pendant plus de deux ans le rôle de bailleur de fonds principal chargé de la coordination.

recueillies ne sont pas très précises du fait que la majorité des activités préscolaires ont lieu à l'extérieur du MEN.

26. Les données S&E ont été utilisées efficacement. Par exemple, la publication de l'évaluation des résultats scolaires a été considérée comme une initiative positive, même si le niveau des résultats est insuffisant. La publicité faite à ces informations a suscité un débat animé au niveau national sur la qualité médiocre de l'enseignement et la nécessité de l'améliorer. En revanche, les activités relatives au suivi individuel des élèves n'ont pas donné les résultats escomptés, partiellement en raison de l'appui insuffisant apporté au niveau local et à l'absence d'un système d'information approprié pour l'établissement de rapports. Un autre exemple d'utilisation efficace des données recueillies est l'impact du montant accru des « bourses » d'internat. L'effet positif sur l'inscription et la rétention des élèves a été largement partagé et a permis de plaider en faveur de la poursuite du Programme de bourses, et aussi de justifier un accroissement du montant des bourses les prochaines années.

27. **L'« audit à mi-parcours » a eu lieu trop tard pour permettre d'améliorer l'exécution durant la seconde moitié du Programme.** La firme sélectionnée a exécuté l'audit dans les délais, mais les retards enregistrés au niveau du processus de passation des marchés ont par conséquent retardé la livraison du rapport en juin 2012. Les données et les recommandations figurant dans le rapport auraient pu aider à améliorer la performance durant la seconde moitié du Programme. En septembre 2012, le Gouvernement a diffusé un plan d'action répondant aux problèmes soulevés par l'audit, en particulier en ce qui concerne l'organisation générale, les contrôles internes et la passation des marchés publics. Ce plan d'action est toujours sous examen.

2.4 Prochaine phase prévue/opération complémentaire (éventuelle) :

28. Le Gouvernement a déjà lancé la préparation de son Plan de Développement à moyen terme pour le secteur de l'éducation pour la période 2013-2016. Le Plan comprend cinq piliers stratégiques fondamentaux: accès/opportunité, qualité de l'enseignement, des établissements scolaires, gouvernance du secteur et renforcement des capacités et de la gestion des ressources humaines. Le PPDEI se concentrera sur les mêmes domaines de la politique et approfondira les efforts de la réforme.

3. Évaluation des résultats

3.1 Pertinence des objectifs, conception et exécution

(Par rapport aux priorités nationales et globales et à la stratégie de partenariat de la Banque)

29. L'amélioration du système de l'éducation au Maroc constitue une priorité nationale et est devenue au cours des dernières années un sujet de débats publics nationaux. Des efforts remarquables ont été effectués par le Gouvernement afin d'adresser correctement le secteur, de communiquer avec les partenaires et les bénéficiaires pour encourager la collaboration et la coopération entre toutes les parties prenantes du secteur. En même temps, le gouvernement continue d'augmenter son financement public au secteur et cherche activement des moyens pour atteindre une plus grande efficacité du système et une réaliser

une meilleure décentralisation. Puisque ces réformes sont hautement consensuelles, il est peu probable que les progrès et réalisations récents soient inversés.

30. Pertinences des objectifs : Les objectifs du PPDE1 ont été largement pertinents pour le Maroc parce qu'ils envisageaient d'appuyer l'exécution du programme du gouvernement « Programme d'Urgence d'Education 2009-2012 » pour améliorer l'efficacité et l'efficience de la provision des services et des résultats de l'éducation. La stratégie de partenariat du pays entre le gouvernement et la Banque mondiale comprend trois piliers : (i) encourager la croissance ; la compétition et l'emploi ; (ii) améliorer la qualité de la provision des services aux citoyens ; (iii) promouvoir le développement durable dans le contexte du changement climatique. Le PPDE1 fait partie de l'appui de la Banque pour le pilier (iii) en tant que tel, a pour but d'aborder la question de la qualité des services à travers : (i) une gestion améliorée du secteur par une décentralisation développée, et la responsabilisation des AREFs qui sont responsables des services locaux ; (ii) un ciblage aigu comme moyen d'atteindre les plus vulnérables afin de baisser les taux de rétention et d'abandons ; et (iii) renforcer le sens de la responsabilisation au niveau du personnel éducatif par des critères de performance.

31. Conception. Il est reconnu que la série programmatique de PPD utilisée dans un certain nombre de secteurs au Maroc, a permis à la Banque et autres bailleurs de fonds d'appuyer des éléments critiques du Programme de réforme du Gouvernement de façon ciblée. La Banque a joué un rôle important en partageant sa connaissance et son expérience du secteur, en renforçant un dialogue intersectoriel entre les diverses entités gouvernementales (en particulier en liant les résultats du développement du secteur au cadre économique général du pays), et en étant constamment attachée à une réforme effective du secteur. Le PPDE1 a contribué à accélérer l'exécution du Programme de réforme de l'éducation en soutenant des mesures institutionnelles et réglementaires clés (comme le transfert des écoles normales aux universités) ainsi que l'adoption de nouvelles approches de l'amélioration de l'efficacité et de l'efficience de la prestation de services (comme l'utilisation du CDMT pour le secteur de l'éducation

3.2 Réalisation des objectifs de développement du Programme

(Y compris un bref examen des rapports de causalité entre les mesures soutenues par les opérations et les résultats)

32. L'ODP consistait à soutenir l'exécution « du Plan d'urgence 2009-2012 » du Gouvernement en vue d'améliorer l'efficacité et l'efficience de la prestation des services et des résultats scolaires. Cette opération comprenait trois objectifs principaux: (i) la réalisation de l'enseignement primaire universel d'ici 2015 ; (ii) l'amélioration de la performance du système (enseignement, gestion et gérance) ; et (iii) la mobilisation et l'utilisation des ressources. La majorité des ODP ont été réalisés, en particulier pour les objectifs (i) et (iii) – les objectifs concernant l'inscription primaire et l'achèvement du premier cycle du secondaire ont été réalisés, aussi bien que la transparence budgétaire et un partenariat plus efficace entre les bailleurs de fonds vers un but commun. Les objectifs relatifs à l'amélioration des résultats des élèves de la quatrième année ont été moins réussis (où aucun changement n'a été observé) et l'amélioration du système de la performance – où un progrès fondamental a été atteint, avec toutefois quelques objectifs pas encore réalisés.

33. D'une façon générale, le PPDE1 a contribué à des réalisations dans l'efficacité en permettant: i) une meilleure utilisation des ressources du Gouvernement grâce à une meilleure coordination entre certains départements ministériels, ii) une meilleure coordination avec et entre les bailleurs de fonds ; iii) une maximisation des avantages de l'AT, en réduisant le temps requis par un grand nombre d'évaluations et le chevauchement des efforts et iv) une unification des rapports à établir ainsi qu'une amélioration de la planification stratégique. De nombreuses initiatives du Programme d'urgence avaient été décrites comme ayant un impact fondamental ; cependant un impact sur les résultats scolaires n'est pas encore évident. Une deuxième série des évaluations nationales des acquis scolaires doit avoir lieu avant la fin de l'année scolaire 2012-2013. Des informations supplémentaires provenant de ces évaluations fourniront un meilleur indicateur d'impact sur la qualité.

34. En juin 2012, la Banque africaine de développement a établi un rapport¹⁶ (pas encore publié) analysant les systèmes d'éducation et de formation au Maroc et soulevé de sérieuses questions sur l'efficacité du système. L'étude a conclu que le Maroc mobilisait des ressources publiques pour le secteur de l'éducation, mais contrairement à d'autres pays comparables, il n'atteint pas les niveaux de performance requis. Il en est de même en ce qui concerne la couverture quantitative du système et la qualité des acquis scolaires.

35. La section suivante décrit l'impact des dix mesures préalables provenant de la matrice du Programme d'actions qui sont spécifiques au PPDE1.

PPDE1.1: Le MEN publie sur son site internet son Programme d'Urgence d'Education pour la réforme du secteur de l'éducation et de la formation.

36. Le PUE a été publié sur le site du MEN en français et en anglais à la fois et est vu comme un pas positif vers une plus grande transparence et une démonstration du respect de l'obligation de rendre compte.

PPDE1.2: Augmenter le montant des bourses d'internat et prolonger leur durée pour couvrir toute l'année scolaire

37. Les 80% d'augmentation du montant de la bourse de l'internat et l'extension de sa durée ont atteint une augmentation de 20% entre 2010/2011, au-dessus des données de base de 2008/09. Cette mesure a été jugée efficace car elle a augmenté la demande à l'éducation au sein des familles vulnérables et a eu aussi un impact positif dans la promotion de l'équité, une augmentation du taux de rétention et une baisse du taux d'abandon. Le montant des bourses est passé de 700 à 1260 DH (81 à 146 dollars EU) par trimestre et couvre la totalité de l'année scolaire. Des progrès ont été accomplis en ce qui concerne les taux d'abandon scolaire et de rétention au sein des populations bénéficiaires. Dans certaines zones où l'offre de services scolaires était insuffisante, la demande élevée a causé la surcharge des classes et à susciter des préoccupations sur la qualité des repas scolaires. Ces difficultés démontrent l'importance de la coordination des efforts correspondant la demande à la capacité scolaire.

¹⁶ Analyse du système d'éducation et de formation du Maroc. Efficience et défis liés à l'emploi. Banque africaine de développement, projet de juin 2012

Dans un souci d'amélioration, le département ministériel de l'assistance sociale (DAS), en chargé, a fait part de son intention de demander une augmentation du montant et de la couverture des bourses. Le DAS continuera à superviser l'impact des bourses, ce département a commencé actuellement à modifier le mode d'achat des repas scolaires dans le cadre d'un projet planifié avec le Programme alimentaire mondial. Par ailleurs, le MEN compte examiner et réviser, si nécessaire, les règles qui garantissent la sécurité des élèves et leur plénitude dans les internats.

PPDE1.3: Publication des résultats de l'enquête sur la première évaluation nationale des acquis des élèves

38. Cette mesure prioritaire a été jugée très pertinente pour la poursuite de la réforme de l'éducation. La première évaluation nationale des acquis scolaires a été effectuée conjointement en 2007 par le CSE et le MEN, et ses résultats ont été publiés par le CSE en 2009. La communication au public des résultats a révélé le faible niveau des résultats scolaires et suscité un débat animé entre de nombreux acteurs du secteur, dont les ministères, les enseignants, les parents et les associations. De plus, le débat public a offert au Gouvernement l'opportunité de communiquer amplement sur les objectifs et les mesures proposés dans le Programme de réformes de 2009-2012. La seconde évaluation nationale des acquis scolaires doit avoir lieu d'ici la fin de l'année scolaire 2012-2013. Ces évaluations devraient absolument avoir lieu régulièrement – tous les deux ou trois ans, en portant sur des classes de même niveau – et que les résultats devraient être publiés et mis à la disposition du public afin de permettre à tous les acteurs du secteur de débattre. Par contre, la seconde évaluation a été retardée parce que le système éducatif ne s'est pas affermi dans la période qui a suivi le Printemps Arabe de manière que les résultats d'une évaluation effectuée en 2011-2012 n'ont rassemblement pas été reflétés dans de la politique adoptée. Les débats nationaux continus sur l'évaluation ont également suscité des discussions plus poussées sur la participation du Maroc aux évaluations internationales (TIMSS et PIRLS) –.

PPDE1.4: Transfert des Écoles normales supérieures aux universités

39. L'impact de cette action est positif. L'harmonisation des Écoles normales supérieures (ENS) avec les universités a été la première étape de la mise en place du système national de formation des enseignants avant fonction. L'objectif de cette action est d'améliorer la préparation des élèves à la profession d'enseignants. La première section des étudiants pour la formation initiale du secondaire a achevé les deux années de formation en juin 2012. La cohorte pour la formation initiale du primaire aura terminé les trois années du programme de formation en 2013. La formation avant emploi devrait améliorer la formation pédagogique et produit des profils bi/polyvalents adéquats adaptés aux besoins du système éducatif. De plus, la présence de profils ambivalents/polyvalents permettra une amélioration des compétences du secteur.

40. Depuis 2010, toutes les ENS ont été transférées en une université. Bien qu'il soit trop tôt pour conclure que la qualité de l'enseignement s'est améliorée dans les classes, il est noté que 90 % des candidats récents au métier d'enseignant ont été reçu à l'examen d'aptitude pour l'enseignement du français (cet examen est le même qu'en France). Le MEN confirme avoir atteint ses objectifs de formation avant emploi pour 2009-2012. Il y voit une évolution

positive et a l'intention de poursuivre ses efforts pour améliorer l'enseignement, notamment en incorporant des cours de formation à distance. Les syndicats d'enseignants sont aussi favorables à la nouvelle politique. Par contre, les AREF semblent être moins satisfait de ces actions, comme l'a exprimé l'AREF que la mission du RAR a visitée lors de sa mission. En fait, les AREF ne maîtrisent plus ni le nombre ni les profils des enseignants formés pour le niveau local, et elles craignent que les enseignants une fois formés soient recrutés par le secteur privé pour travailler dans l'enseignement ou ailleurs.

PPDE1.5 Adoption d'un Plan d'action stratégique de gestion des ressources humaines pour 2009-2012

41. Cette mesure s'est heurtée à un certain nombre de limitations et d'obstacles et n'a pas atteint complètement les objectifs fixés, même si elle a réussi à préparer le terrain pour une mise en œuvre accélérée à l'avenir. Cette mesure avait pour principal objectif de décentraliser la gestion des ressources humaines (RH) au niveau des AREF, ce qui a effectivement contribué largement à améliorer la gestion des RH ; malgré des obstacles suivants: i) absence de structures RH au niveau des AREF ; ii) utilisation incomplète de l'instrument de gestion MASIRH et iii) absence des capacités de gestion nécessaires au niveau des AREF. Le département central des ressources humaines estime important de poursuivre le processus de décentralisation et envisage une formation destinée au personnel actuel de l'AREF pour qu'il assume davantage de fonctions de RH en 2013, et la création des postes nécessaires au niveau local. Les syndicats d'enseignants s'opposent à la décentralisation des RH au niveau des AREF parce qu'ils estiment que leur statut de « fonctionnaire » sera changé par celui de salarié, et que le plan de pension de la fonction publique s'en trouveront affectés.

PPDE1.6: Chaque AREF élabore et adopte un contrat-programme avec le MEN

42. Cette mesure est estimée avoir atteint des résultats positifs, sans toutefois réaliser tous ses objectifs. L'objectif était que chacune des 16 AREF élaborerait son propre Programme de réformes (accompagnant le CDMT régional) pour la période 2009-2012, exécutant ainsi un programme qui permettrait des initiatives plus pertinentes et plus pragmatiques adaptées aux besoins locaux. Les contrats n'ont pas été effectivement formalisés, toutefois cette mesure reste importante vue « l'esprit » contractuel évident et les homologues (administrations centrale et régionale) ont agi comme si les contrats existaient réellement. D'autant plus que l'idée de formaliser ces contrats reste une priorité du Programme national de réforme durant la période 2013-2016. Le ministère de l'économie et des finances (MEF) et le ministère de l'enseignement supérieur évaluent actuellement l'expérience de la formalisation des contrats à un degré supérieur, et le MEN examine leurs conclusions pour déterminer si ces contrats devraient être formalisés au niveau pré-universitaire. Autre résultat positif : depuis que les activités des AREF sont supervisées à deux fois par an par les autorités centrales, les domaines faibles ont été identifiés et des mesures pour y remédier pourraient ainsi être prises. Les AREF élaborent tout d'abord leurs programmes et les discute avec le MEN annuellement. Il a été reconnu que les rôles et la responsabilisation des acteurs divers du secteur de l'éducation, devaient être clarifiés. L'AREF de *Kenitra* - et autres- voudrait participer plus étroitement à l'élaboration de la stratégie nationale

globale afin que les instructions émanant du ministère soient exécutées au niveau le plus local possible.

PPDEI.7 : Budget discrétionnaire sur les coûts de fonctionnement (hors personnel) pour l'année scolaire 2009/2010

43. L'application de cette mesure a démarré lentement, mais les autorités compétentes ont signalé sa précieuse contribution aux premiers efforts de décentralisation de la gestion des fonds au niveau des écoles. Celles-ci n'ayant pas le droit de recevoir directement des fonds, des Associations d'appui à l'école de la réussite (AAER) ont été créées pour en recevoir. Chaque AAER, dirigée par le directeur d'école, a reçu 50 000 DH (soit environ 5 900 dollars) à utiliser à la discrétion de l'association. Le MEN a donné des directives sur la façon d'utiliser les fonds. Ils peuvent par exemple être utilisés pour toute activité qui favorise ou aide à promouvoir l'apprentissage, comme la création d'un théâtre ou un club artistique, ou des réparations d'urgence peu importantes dans une école (par exemple fenêtres cassées, tuiles détachées) pour améliorer le confort des salles de classe. Il y a eu au début une certaine résistance à l'idée d'utiliser les fonds, du fait d'une responsabilisation accrue et d'une obligation de résultats, ainsi que de la possibilité d'une investigation sur le choix de l'utilisation des fonds. Après quelques hésitations initiales, les AAER sont devenues capables d'agir et ont commencé à élaborer des plans détaillés pour l'utilisation des fonds. Le prochain projet PAGESM¹⁷ (financé par le Canada) assurera une formation aux AAER sur l'élaboration de projets et la gestion des ressources financières.

PPDEI.8: Développement d'un Cadre de dépenses à moyen terme (CDMT)

44. Cette mesure a eu un effet positif, en particulier sur le classement des mesures par ordre de priorité selon les ressources disponibles en démontrant les déficits financiers pour le court terme. L'utilisation du CDMT a commencé en 2002 et généralisée et améliorée entre 2009 et 2012, conformément au Programme d'urgence. La méthodologie du CDMT a contribué à améliorer la gouvernance en permettant : i) une meilleure planification et une plus grande visibilité des objectifs à court et moyen terme et identification des mesures prioritaires pour le secteur ; et ii) une gestion plus efficace du temps et des ressources requises. Le CDMT est mis à jour chaque année suivant un horizon mobile, l'année précédente étant supprimée et la suivante ajoutée. Un nouveau CDMT pour le secteur a été établi en mai 2012 pour être pleinement conforme au nouveau plan stratégique du Gouvernement sur l'éducation 2013-2016. Avec l'élaboration du CDMT, le MEN a entrepris une évaluation du CDMT macroéconomique nationale et des 27 projets du Programme d'urgence – notamment de leur performance précédente et de l'évolution future. Le MEN signale que sa capacité à établir le CDMT s'est nettement améliorée entre 2009 et 2012 et en attribue une partie du mérite à l'appui fourni par les PTF. Largement grâce au CDMT, le MEN a commencé à élaborer un plan concernant ses besoins de formation ; ce plan inclura une planification financière et une amélioration du CDMT, qui est l'un des domaines dans lequel un renforcement des capacités est nécessaire.

¹⁷ PAGESM – Projet d'appui à la gestion des établissements scolaires au Maroc

PPDE1.9: Chaque Conseil d'AREF adopte son budget avant le 31 janvier

45. Cette mesure a atteint des résultats satisfaisant et mis en évidence quelques questions importantes. Auparavant, certains budgets régionaux étaient proposés tellement en retard dans l'année que ces fonds n'étaient pas malheureusement pas dépensés. Aujourd'hui que le Conseil de chaque AREF est appelé d'approuver (généralement en novembre au plus tard) et de soumettre son budget au MEN (au plus tard en janvier de chaque année), les fonds sont disponibles plus tôt, de telle sorte que l'on dispose de temps pour les utiliser-bien qu'il ait été signalé que les fonds ont parfois été reçus avec un certain retard-. L'application de cette mesure a exigé une plus grande responsabilisation des AREF, important pour le processus de décentralisation ; en fait, 90 % des fonds hors salaires sont maintenant gérés par les AREF. Par ailleurs, le MEN est appelé à améliorer les « outils » budgétaires au niveau central et régional. Cette mesure a également montré l'importance de la présence d'un représentant du MEF à chaque vote sur le budget des AREF. Toutefois, cette mesure a été considérablement entravée par le transfert tardif des budgets du trésor central vers les AREF. Le Gouvernement s'est engagé à fournir les crédits budgétaires 2013 aux AREF en janvier 2013, une fois leurs Conseils approuvent et soumettent leurs budgets.

PPDE 1.10: Signature de la charte sur les relations entre les écoles et les associations de parents d'élèves

46. Cette mesure a atteint ses objectifs et aidé à mettre en évidence les défis qui nécessitent la poursuite des efforts concertés pour renforcer et soutenir la collaboration entre les écoles et les associations de parents d'élèves (APE). La signature de la charte a été jugée importante, car elle a formalisé la relation entre l'école et ses associations de parents d'élèves en clarifiant les rôles et responsabilités de chacun, ce qui a réduit les différends entre les deux parties. Cette mesure a reconnu les associations de parents d'élèves comme des partenaires légitimes et leur a accordé le statut pour leur permettre de renforcer leurs capacités avec l'aval du Gouvernement. La charte a fait l'objet d'un large débat avant d'être signée, et les parties prenantes y ont vu un important premier pas dans le sens d'une collaboration entre élèves et parents. Toutefois, certains acteurs ont estimé que la charte restait trop générale et que ses modalités n'étaient pas assez claires. Le MEN a par la suite encouragé les associations de parents d'élèves et a commencé à les assister à établir des plans d'action conjointement avec le Conseil de gestion d'établissement (CGE) afin de rendre la charte opérationnelle. De nombreuses écoles ont engagé ce processus, mais il s'agit là d'une entreprise majeure nécessitant davantage de temps.

47. Défis :

- Environ 50% des écoles disposent d'une association de parents d'élèves qui est active. Ce pourcentage est inférieur dans les zones rurales où les parents ont moins l'habitude d'être membres d'une association, bien qu'ils participent parfois activement à titre individuel à l'éducation de leurs enfants. L'objectif est que chaque école ait une association de parents d'élèves opérationnelle pour 2013-2016. Les capacités et domaines d'action des associations de parents d'élèves existantes sont très variables dans les différentes régions du pays. Leurs besoins de formation d'aide devraient être évalués et des ressources devraient être mobilisées à cette fin. Il est

reconnu que cela nécessite des efforts considérables en termes de temps, de coordination et de financement.

- Trois entités nationales¹⁸ représentent la plupart – mais pas la totalité des associations de parents d’élèves et elles ne sont pas d’accord sur le point de savoir laquelle d’entre elle – à supposer qu’il y en ait une – est la plus légitime, ce qui entraîne souvent des retards dans la mise en place d’une coordination efficace. De plus, certains membres des associations de parents d’élèves qui ne sont pas eux-mêmes parents d’élèves et qui représentent les intérêts d’autres groupes comme les enseignants ou les propriétaires d’entreprises ne font que compliquer encore davantage la question de la représentation.
- De nombreuses associations de parents d’élèves signalent qu’elles pourraient fonctionner de façon plus efficace si on leur fournissait un minimum d’espace à l’école, car cela ne ferait que justifier davantage leur présence et leur permettrait de mieux s’organiser pour se déployer et communiquer plus efficacement avec un plus grand nombre de parents.
- Les associations de parents d’élèves sont seulement financées par les contributions des parents d’élèves. Cette contribution des parents reste évidemment insuffisante.

48. Le MEN a réalisé une évaluation diagnostique de l’impact de la charte, faisant ressortir les succès et les faiblesses, et a utilisé l’évaluation comme fondement pour élaborer son plan d’action sur l’inclusion dans le nouveau plan de développement à moyen terme (2013-2016), qui devrait être approuvé au premier trimestre 2013.

3.4 Justification de la notation globale des résultats

(Sur la pertinence et la réalisation de l’ODP)

Notation: Modérément satisfaisante

49. L’ODP était très pertinent mais sa réalisation est jugée modérément satisfaisante. L’indicateur ODP a été manqué légèrement (26 % des élèves de la quatrième année ont atteint les niveaux de référence en mathématiques, alors que l’objectif visé était supérieur à 26 %) et que six des dix indicateurs intermédiaires ont été atteints, comme on le verra ci-après:

- (i) Taux d’inscription net dans le primaire: l’indicateur du taux d’inscription net total a été dépassé, toutefois on constate certaines disparités dans les ratios zones urbaines-zones rurales et filles-garçons – qui ont été inférieurs aux objectifs (données sur les indicateurs en annexe 7) ;
- (ii) Taux d’inscription net dans le premier cycle du secondaire: indicateurs non atteints (53,9 % contre un objectif de 74,7 %). L’écart entre zones rurales et urbaines est encore considérable (par exemple, le ratio zones urbaines-rurales pour les élèves des deux sexes a été de 35,6 %, par rapport à un objectif de 75,1 % - soit une progression d’environ 4 points de pourcentage seulement par rapport à la référence de 2008/2009) ;

¹⁸ Fédération d’associations de parents d’élèves, Confédération d’associations de parents d’élèves, Conseil national des associations de parents d’élèves

- iii) Taux d'achèvement pour les élèves de la première à la neuvième année : dans le primaire et le secondaire, tous les indicateurs ont été atteints, même après la désagrégation des chiffres par genre et par zone rurale/urbaine.

50. Les objectifs relatifs aux taux d'abandon scolaire et de redoublement n'ont pas été atteints. Des efforts énormes ont été déployés pour retenir les enfants à l'école grâce à des programmes sociaux comme le *Tayssir* (transferts monétaires conditionnels), les objectifs concernant l'amélioration des cantines scolaires, la livraison d'uniformes scolaires, les fournitures et les transports scolaires et l'augmentation des bourses d'internat sont autant d'objectifs maintenant considérés comme trop ambitieux, bien que l'on soit parvenu dans une certaine mesure à réduire les taux d'abandon scolaire:

Primaire	Chiffre de base 4,6 %	Chiffre effectif 3,2 % (objectif 2,2 %)
Premier cycle du secondaire	Référence 13,1 %	Chiffre effectif 10,4 % (objectif 7,3 %)

51. Bien que l'on soit parvenu à accroître les inscriptions grâce à des efforts au niveau à la fois de l'offre et de la demande, il est reconnu que la qualité de l'enseignement reste faible. Cette faiblesse est soulignée par le bas niveau des résultats scolaires qui ressort de la première évaluation nationale des acquis (2007) et les résultats médiocres du TIMSS (2007). Cette conclusion n'est cependant pas surprenante pour le Programme de réforme dans le secteur de l'éducation, car plusieurs changements de politique et de nouvelles initiatives n'ont pas eu un effet immédiat au niveau de la salle de classe et nécessitent du temps pour porter leurs fruits. La révision des programmes de formation des enseignants, l'élaboration de systèmes d'évaluation des élèves et l'établissement d'une nouvelle fonction de S&E sont autant d'initiatives qui ont besoin de temps pour porter leurs fruits sur le terrain.

52. Des progrès considérables ont été accomplis dans de nombreux domaines: décentralisation, demande élevée pour l'éducation, appui aux populations défavorisées, sélection et préparation des enseignants et modernisation des pratiques de gestion. Ce genre d'initiatives ont préparé le terrain pour de nouvelles réformes, et ont contribué à une nouvelle réflexion et à une ouverture dans l'expérimentation de nouvelles façons de procéder, le rôle de la responsabilisation et l'importance de l'auto-évaluation et d'évaluation externe – et l'importance de l'enfant à l'école.

3.5 Thèmes prédominants, et autres résultats et impacts

(Le cas échéant, lorsque la question n'a pas été abordée précédemment ou pour compléter la discussion qui précède)

(a) Impacts sur la pauvreté, la parité filles-garçons et le développement social

53. Les données de 2011/2012 indiquent que même si les indicateurs cibles pour la parité filles-garçons n'ont pas été tous atteints, le Programme d'urgence a certainement eu des effets positifs aux niveaux préscolaire et primaire (par exemple, le ratio net d'inscription filles-garçons dans le primaire a augmenté de près de 2 points de pourcentage, passant de 96,8 % à 98,6 %), comme indiqué à l'annexe 7. Alors qu'au niveau primaire, il y a pratiquement parité entre les filles et les garçons pour les taux d'inscription, l'écart est plus marqué au niveau préscolaire et pour le premier cycle du secondaire, en particulier dans les zones rurales. Les filles ont également enregistré des taux d'achèvement

élevés et des taux de redoublement et taux d'abandon scolaire plus faibles que les garçons. Malgré les efforts ciblés du MEN, certaines pratiques sociales comme le mariage à un âge précoce ont été citées comme des obstacles à des progrès plus poussés dans les réformes liées à l'accès et à l'équité au niveau secondaire.

54. Le Programme a ciblé les groupes défavorisés et a permis de les mieux atteindre, toutefois n'a pas pallié à toutes les lacunes. Les taux d'inscription nets ont augmenté dans les zones urbaines et rurales à tous les niveaux et dans toutes les catégories (sauf pour les garçons au niveau préscolaire dans les zones rurales), mais le ratio zones rurales-zones urbaines s'est dégradé aux niveaux préscolaire et primaire (si l'on compare le niveau de référence avec les données de 2012). Ce ratio ne s'est amélioré qu'au premier cycle du secondaire, mais l'écart à combler reste large. Ce sera une gageure de poursuivre et étendre un aussi grand nombre de réformes, ce qui explique pourquoi le Gouvernement a attaché une telle importance à la décentralisation et à la collaboration qui doit avoir lieu au niveau local entre les écoles, la collectivité et les structures éducatives au niveau local (c'est-à-dire au niveau de la gestion régionale et provinciale). Tandis que la construction d'écoles avance de façon satisfaisante, durant la prochaine phase de réformes, il faudra non seulement continuer à construire des écoles pour répondre aux besoins, mais aussi que les communautés et les autorités locales redoublent d'efforts pour améliorer l'expérience scolaire des élèves, et encourager les parents à participer encore plus à l'éducation de leurs enfants.

55. L'environnement physique des écoles a été amélioré et des progrès ont été enregistrés sur l'eau, l'assainissement (latrines) et l'électricité.

(b) Changement/Renforcement Institutionnel *(en particulier par rapport aux impacts sur le renforcement des capacités et le développement institutionnel à long terme)*

56. Le changement institutionnel prévu dans le cadre du Programme s'est produit à de nombreux niveaux et des étapes positives ont été franchies préparant la voie vers de nouveaux progrès. Le changement institutionnel a été expérimenté principalement à travers les nombreux efforts déployés pour soutenir la décentralisation de la gestion des écoles et aux améliorations apportées au niveau local. Le démarrage du processus de décentralisation se heurte souvent à de nombreux obstacles – comme les changements réglementaires/juridiques à concevoir et à défendre, et la nécessité de se préparer à une résistance inévitable et imprévue de la part de diverses parties prenantes sur presque tous les aspects du processus.

57. La capacité de nombreux acteurs du secteur de l'éducation a été renforcée, aux niveaux central et local. Au niveau central, les départements concernés du MEN ont tous signalé avoir adopté des procédés nouveaux et améliorés, en utilisant de nouveaux instruments de budgétisation et de planification pour améliorer la communication et l'utilisation de l'Internet avec les autres départements et avec les acteurs locaux. Au niveau local, de nouveaux instruments de suivi sont en voie d'être adoptés, les besoins de formation sont en cours d'évaluation, des plans d'amélioration/action pour les écoles sont en préparation et les parents et les écoles utilisent des cadres de partenariat pour planifier leur action et maintenir l'interaction les uns avec les autres.

58. Bien que les capacités aient été renforcées dans de nombreux domaines, l'expérience du Programme de réformes a mis en lumière des domaines prioritaires dans lesquels une formation et un apprentissage doivent avoir lieu. Il s'agit là d'un effet positif qui nécessitera davantage de temps et de ressources pour atteindre des résultats. Vue leur responsabilité accrue, au niveau régional, quant aux décisions relatives aux priorités et aux initiatives, il apparaît clairement que les AREF doivent améliorer certaines compétences pour mieux gérer des fonctions dont elle n'ont guère l'expérience - par exemple, le processus de passation des marchés pour la construction et le « suivi » des écoles et l'appui aux enseignants dans les nouvelles procédures à suivre en classe, comme l'utilisation des carnets scolaires.

59. Il est évident que la planification et l'établissement de rapports budgétaires, aussi que l'élaboration d'outils de gestion et de systèmes d'information compatibles sont des domaines dans lesquels un renforcement plus poussé s'impose.

(c) Autres résultats et impacts éventuels (positifs ou négatifs) non envisagés

60. Les efforts déployés pour accroître la demande pour l'éducation ont dépassé l'offre dans certaines régions du pays. On estime que l'impact potentiel des programmes sociaux s'en est trouvé réduit, ce qui a parfois causé un sentiment de frustration et une perte de confiance dans les efforts de réforme, car on a eu l'impression que les programmes étaient gérés de façon inappropriée ou sans prendre en compte des réalités sur le terrain.

3.6 Résumé des conclusions de l'Enquête auprès des bénéficiaires et /ou ateliers de parties prenantes

Sans objet.

4. Évaluation des Risques aux Résultats du développement

Notation: Faible

61. La réforme de l'éducation reste une priorité du nouveau Gouvernement élu, ainsi les résultats obtenus à la fin de ce programme seront éventuellement maintenus dans le plan d'action stratégique de 2013-2016. Les risques identifiés durant l'évaluation du Programme sont les suivants:

(i) Le Programme de réformes peut être confronté à une opposition de la part des syndicats, y compris une contestation de la part des enseignants à l'encontre des mesures sur l'efficacité et sur le processus vers une plus grande responsabilisation.

Le département des ressources humaines du MEN s'est employé de façon active à dialoguer avec les syndicats (au nombre d'une trentaine dans le secteur de l'éducation), tenant plus de 250 réunions sur la période du Programme pour discuter des nouvelles mesures et expliquer certains avantages pour les enseignants, y compris la façon dont le Gouvernement est favorable à la professionnalisation de l'enseignement en tant que carrière. Le MEN a également collaboré étroitement avec les universités et les enseignants pour: i) créer de nouvelles voies d'études pour la formation des enseignants avant emploi ; ii) planifier minutieusement le transfert des ENS aux universités ; et iii) commencer la décentralisation progressive de la formation des enseignants en cours d'emploi. Le MEN a signalé l'expérience positive de leur communication développée, les efforts proactifs pour ouvrir le débat et le besoin critique de continuer à impliquer les enseignants et les syndicats dans tous les efforts de réforme qui les affectent. Le MEN a fait état de l'absolue nécessité de continuer à associer les enseignants et les syndicats à tous les efforts de réforme les concernant. Le MEN a également cité le succès que représente le fait que chaque région soit tenue d'avoir un Plan d'action relatif à la formation en cours d'emploi qui soit basé sur les besoins régionaux et locaux.

ii) Le financement des réformes de l'éducation pourrait être limité si le cadre macro budgétaire est n'est pas favorable en raison de facteurs externes. Dès le début du programme en 2010, l'AECID et la JICA avaient rejoint le groupe TFP pour accorder plus de \$75 millions en financement additionnel. Les bailleurs de fonds (y compris la Banque) tiennent de fréquentes réunions avec le MEF et le MEN sur la situation financière des réformes de l'éducation. Les bailleurs de fonds continuent à réitérer leur appui au secteur et à contribuer à la préparation du CDMT. Le financement ne présente pas de problème durant ce programme et ne devrait pas constituer un risque majeur à court-terme. Par ailleurs, les bénéfices en termes d'efficacité au profit des enseignants ont été atteints, par exemple, les homologues gouvernementaux ont rapporté que le ratio élèves/enseignant a augmenté et que les enseignants travaillent au-delà des horaires d'instruction.

iii) **La capacité institutionnelle adéquate pour appuyer l'exécution de la réforme reste un problème clé.** Les capacités se seraient renforcées dans de nombreux domaines, mais il est généralement reconnu qu'il reste beaucoup à faire tant au niveau central qu'au niveau régional/local, et les bailleurs s'engagent à prioriser le renforcement des capacités dans leurs efforts d'appui au secteur. La DSSP a également considéré le manque de capacité comme un problème important. La DSSP a pris récemment l'initiative de procéder à une évaluation rapide de l'insuffisance des capacités au niveau central et établi un plan de formation pour le personnel du MEN. Les AREF et les Offices provinciaux de l'éducation ont exprimé le besoin de recevoir un appui lorsqu'on leur demande de piloter ou de mettre en œuvre une nouvelle activité. Durant l'exécution du Programme, de nombreuses activités ont été déléguées aux autorités régionales et provinciales. Il a été parfois dit que des instructions étaient circulées souvent sans plus de précisions sur les modalités de mise en œuvre. Cela a suscité certaines frustrations ainsi que des attentes qui n'ont pu être pleinement satisfaites. L'amélioration des circuits de communication a été citée par de nombreux acteurs comme indispensable pour prendre mieux conscience des domaines dans lesquels un renforcement des capacités s'impose sans tarder. Les réformes se heurtent souvent à des obstacles, nécessitent des ajustements ou prennent de nouvelles directions. Les bailleurs de fonds ont fourni des ressources pour l'AT et le renforcement des capacités, mais ils ont estimé que le manque de souplesse des procédures internes des PTF empêchait le personnel de recevoir une formation ponctuelle en cas de besoin imprévu et/ou urgent. Le renforcement des capacités institutionnelles demeure problématique à mesure que les réformes avancent.

5. Évaluation de la performance de la Banque et de l'Emprunteur

(Concernant les questions de conception, d'exécution et de résultats)

5.1 Performance de la Banque

(a) Performance de la Banque pour ce qui est d'assurer la qualité à l'entrée

(C'est-à-dire performance jusqu'à la phase de prêt)

Notation: Satisfaisante

62. **La performance de la Banque pour assurer la qualité à l'entrée a été notée « très satisfaisante »; la préparation du Programme a pris en compte les stratégies existantes du secteur de l'éducation et a procédé surtout d'une façon participative.** Le PPDE1 a été directement conforme au Programme de réforme de l'éducation du Gouvernement ainsi qu'au deuxième pilier de la CPS 2009 (amélioration de la prestation des services). De plus, le Document du programme a cité cinq importants travaux d'analyse qui ont été consultés en préparation du Programme d'urgence et du PPDE1, dont des recommandations ont été retenues au sujet de l'amélioration du programme sectoriel¹⁹. Le travail de préparation s'est également appuyé sur de nombreuses études techniques réalisées dans le cadre du projet PARSEM financé par la Banque, et par d'autres bailleurs de fonds, en particulier la Commission européenne.

¹⁹ Pour de plus amples détails, voir le Document de Programme de la Banque mondiale, Rapport N°. 52749-MA, p. 24

63. **Le Programme a été préparé en collaboration étroite avec le Gouvernement et avec quatre autres bailleurs de fonds dans le secteur de l'éducation.** Un cadre de partenariat non contraignant a été adopté par tous durant la préparation du projet, et le groupe de PTF a mis au point un cadre de résultats commun et des modalités communes de suivi et d'établissement des rapports. De plus, le groupe a conçu et signé un protocole d'accord et un Manuel opérationnel qui stipule les modalités institutionnelles d'exécution, les procédures financières, les mécanismes comptables et les impératifs de S&E.

64. Durant la préparation, l'équipe de la Banque a reconnu un certain nombre de risques et proposé des mesures d'atténuation (évoquées ci-haut), notamment compte tenu de la nécessité impérieuse d'un renforcement institutionnel des capacités et de l'AT. Cependant, une grande partie du financement de l'AT qui était disponible est restée inutilisée du fait des capacités insuffisantes du MEN. Il faudra faire davantage pour s'attaquer aux problèmes liés à l'insuffisance des capacités à mesure qu'ils se posent. Le personnel du MEN bénéficierait d'une formation à la préparation et à la gestion des projets/tâches, à la passation des marchés relatifs aux services de consultants, à l'analyse des données, au S&E, et à l'élaboration/exécution de stratégies de communication. D'autres mesures d'atténuation ont eu des effets positifs. Par exemple, l'engagement renforcé du Gouvernement auprès des syndicats d'enseignants semble avoir permis de mieux faire accepter certaines mesures de réforme, comme le transfert aux universités de la formation avant emploi des enseignants.

65. Enfin, la conception de l'EPDL1 s'inspire des enseignements tirés de l'exécution du PARSEM, de l'adoption de l'approche sectorielle ainsi que des méthodes de décaissement basées sur des résultats/rapports. Tous ces efforts ont contribué à améliorer la cohérence et la qualité de la conception du projet.

(b) Qualité de la supervision (*y compris modalités de S & E*)

Notation : Satisfaisante

66. **L'équipe de la Banque a fourni une AT et des conseils opérationnels précieux durant la supervision** (deux missions annuelles) et s'est portée volontaire pour chef de fil pour les bailleurs de fonds principal du groupe de PTF pour 2011. Au cours de la mission du RER, la DSSP et les autres bailleurs de fonds ont noté que l'équipe de la Banque avait apporté des contributions considérables pour le travail du groupe.

67. L'équipe de la Banque et d'autres bailleurs se sont réunis avec des représentants des syndicats majeurs d'enseignants afin d'améliorer la compréhension mutuelle et le dialogue autour du rôle des bailleurs dans le soutien du programme de réforme du gouvernement.

68. **Les missions de supervision ont été bien préparées, avec la participation du Gouvernement et les PTF.** D'après les aide-mémoire des missions, la supervision a été très approfondie et a toujours inclus la participation de divers consultants experts, notamment un expert du S&E (évoqué précédemment). Les indicateurs de performance ont été examinés durant chaque mission et classés en catégories de progrès. Les PTF ont établi des aide-mémoire très détaillés, comprenant des recommandations et mesures précises convenues avec le Gouvernement sur la façon d'aller de l'avant dans chaque domaine de la matrice du Programme d'action.

69. Les PTF et le MEN ont reconnu que l'appui à l'équipe gouvernementale entre les missions aurait pu être encore plus ciblé et proactif. Il a été reconnu, au milieu de 2012, qu'une collaboration accrue au par des réunions hebdomadaires ou bimensuelles aurait amélioré la réalisation des réformes.

(c) Justification de la notation de la performance globale de la Banque

Notation : satisfaisante

70. La performance globale de la Banque est jugée satisfaisante. La conception du Projet a été vigoureusement fondée sur des travaux analytiques, et elle a été articulée avec la stratégie de réforme du Gouvernement et l'appui prévu de la Banque au secteur. La préparation a été bien coordonnée et les partenaires y ont été associés, et elle s'est inspirée des enseignements tirés de l'expérience de l'exécution de projets antérieurs. Les capacités limitées du Gouvernement ont été reconnues comme un risque pour le succès du projet. Une action complémentaire plus poussée aurait pu être menée pour appuyer l'équipe d'exécution du MEN, en particulier entre les missions de supervision semestrielles.

5.2 Performance de l'Emprunteur

(a) Performance du Gouvernement

Notation: Satisfaisante

71. Trois ministères principaux ont appuyé le Programme:

1. le Ministère des finances – l'« Emprunteur »
2. le ministère des affaires générales et de la gouvernance - homologue de la Banque pour la supervision générale du PPD
3. le ministère de l'Éducation– ministère d'exécution

72. **La performance du Gouvernement est jugée satisfaisante.** Le Gouvernement est très engagement sur le Programme, voire le budget alloué à l'éducation (24 % du budget national et 6 % du PIB en 2012). Le Gouvernement s'est fréquemment enquis des progrès réalisés par rapport aux objectifs du Programme et a fait exécuter un audit par l'IGF. Des membres des départements du budget et des bâtiments publics du MEF ont suivi de près les activités du Programme, et ils commencèrent à assister aux réunions semestrielles des AREF lors desquelles le budget est voté. Ces deux départements du MEF ont collaboré avec le MEN à l'établissement d'un plan de formation pour le personnel des AREF, qui a maintenant une plus grande responsabilité sur le maintien des systèmes budgétaire et comptable ainsi que l'« auto-audit » interne. Le MEF a également collaboré avec le MEN pour préparer son CDMT 2009, du fait que le MEN a été désigné ministère pilote pour les réformes budgétaires en 2002. Le MEN et les AREF ont exprimé leurs besoins d'un appui additionnel du MEF, surtout dans les domaines où leurs capacités sont limitées.

(b) Performance de l'agence ou des agences d'exécution

Notation : Modérément satisfaisante

73. **La performance des agences d'exécution est jugée modérément satisfaisante.** Le Programme a été exécuté par un nombre de départements centraux du MEN et par les 16 AREF régionales (y compris les Offices provinciaux d'éducation et les autorités locales).

Les principaux points faibles des agences d'exécution identifiés concernent le plus souvent l'insuffisance des capacités, en particulier au niveau régional, et le manque d'appui technique au moment voulu. Par exemple, lorsque le processus de passation des marchés pour la construction et la remise en état des écoles a été délégué au niveau régional, il est apparu clairement que les capacités techniques et opérationnelles/managériales étaient insuffisantes pour mener le processus de façon harmonieuse et rapide. La formation et l'appui que nécessitait ce processus auraient pu être mieux planifiés, ce qui aurait permis d'éviter les longs retards enregistrés dans l'exécution.

74. La DSSP a établi des rapports d'avancement semestriels détaillés traitant des questions techniques et financières. Ces rapports ont été très utiles pour collecter toutes sortes d'informations statistiques pour le Programme de réformes. Les commentaires sur les rapports ont indiqué que l'analyse des statistiques aurait pu être plus approfondie. Cela a été cité comme un domaine dans lequel un renforcement des capacités est nécessaire pour le MEN.

75. Le MEN est conscient de la nécessité de renforcer ses capacités et il accorde la priorité au perfectionnement de son personnel lorsque cela est possible, plutôt que de faire appel à des consultants extérieurs. Les domaines dans lesquels les capacités doivent être renforcées en priorité sont la planification stratégique de l'éducation, la planification et gestion des ressources financières, le suivi et l'évaluation et l'identification et la gestion du risque.

76. De nombreux départements au niveau central ont commencé à collaborer plus étroitement durant la période d'exécution du Programme, cependant l'insuffisance de la communication entre le niveau central et les niveaux plus locaux a été reconnue comme une faiblesse au niveau central. Cette situation a eu un impact négatif et obstructif sur les efforts de décentralisation. Il aurait fallu mettre davantage l'accent sur les communications et s'efforcer plus activement d'harmoniser les systèmes d'information.

77. Des faiblesses ont également été identifiées aux niveaux locaux. La décentralisation des responsabilités a été un pilier du programme de réforme, mais les AREF ne disposaient pas des structures organisationnelles voulues et d'un personnel ayant reçu une formation appropriée, ce qui a entravé certains des efforts de décentralisation.

78. Certains facteurs échappant au contrôle du MEN et ont gêné une performance optimale:

- Les changements intervenus au niveau du Gouvernement et les modifications apportées à la constitution ;
- Le départ à la retraite de plusieurs fonctionnaires chevronnés du MEN durant la période d'exécution du Programme ;
- Les objectifs ambitieux du Programme et l'aspect trop optimiste pour certains indicateurs sélectionnés ont causé une mauvaise gestion des priorités et de coordination.

(c) Justification de la notation de la performance globale de l'emprunteur

Notation : Modérément satisfaisante

79. La performance du « Gouvernement » est jugée satisfaisante et la performance de l'« agence d'exécution », est jugée modérément satisfaisante. L'agence d'exécution était responsable de la gestion courante de la réforme et était confrontée à des défis plus considérables que les ministères moins impliqués, ce qui explique l'importance de l'agence d'exécution (MS).

6. Enseignements tirés

(À la fois sur le plan opérationnel et à usage plus général)

80. **Il est important que le PPD soit assorti d'une assistance technique suffisamment souple pour pouvoir renforcer les capacités selon les besoins.** Dans le cadre d'un soutien budgétaire au secteur de l'éducation, il conviendrait de mettre en place un mécanisme qui permettrait d'apporter une assistance technique aux exécutants de la réforme, afin d'être apte à répondre rapidement et efficacement aux besoins émergents. Les procédures internes actuelles des PTF manquent de la flexibilité requise pour répondre aux imprévus. Le MEN et les AREF peuvent identifier (et ont identifié) les domaines dans lesquels le personnel a besoin d'une formation ou d'un appui technique, mais il n'est pas toujours possible de prévoir toutes les actions nécessaires à l'exécution. Les programmes de réforme sont complexes et peuvent prendre de nouvelles orientations ou être assortis d'approches nouvelles et novatrices en cours de route. Les acteurs de la réforme doivent être en mesure de demander et recevoir un appui technique et/ou un soutien opérationnel selon leurs besoins, en plus du renforcement des capacités dont ils reconnaissent déjà la nécessité.

81. **Le gouvernement devrait utiliser l'évaluation nationale des acquis des élèves, comme moyen pour évaluer la qualité de l'éducation.** L'utilisation des méthodes d'évaluations, telles que TIMSS et PIRLS, est un outil efficace pour mesurer les acquis des élèves par rapport aux autres pays. Par contre, les évaluations nationales permettent d'obtenir une action plus adaptée parce qu'elles sont basées sur des curricula nationaux et des contenus standards, qui sont différents entre pays. La deuxième phase des évaluations nationales qui devait avoir lieu au Maroc en 2011 a été reportée à cause du Printemps Arabe, mais le MEN compte effectuer l'évaluation en 2013.

82. **Les opérations impliquent plusieurs bailleurs de fonds.** Les homologues gouvernementaux ont assuré que les bailleurs amènent souvent différentes priorités pour le secteur de l'éducation. Par exemple, un bailleur particulier peut mettre l'accent sur la décentralisation et la gestion des écoles, tandis que le gouvernement, ou d'autres bailleurs de fonds, peuvent être en faveur des activités de sous-secteur spécifique du système (ex. la formation du secondaire ou la formation professionnelle).

83. Lorsque l'on applique une réforme complexe à l'échelon de l'ensemble du système, il est indispensable de:

- **Fixer des objectifs et indicateurs des objectifs plus réalistes en impliquant davantage les exécutants de la réforme à partir de la planification.** Ceux qui

exécutent la réforme sont les mieux placés pour présenter ce qu'il est possible de faire sur le terrain. Les buts et objectifs sont souvent fixés au niveau national.

- **Établir la priorité des mesures de réforme par année**, en considérant les ressources humaines et financières disponibles ainsi que les limitations du secteur, et le temps nécessaire – ce qui est important pour le secteur de l'éducation étant donné que les résultats devraient être obtenus à des moments précis de l'année pour coïncider idéalement avec le calendrier scolaire. En particulier, la coordination des mesures qui affectent d'autres mesures est cruciale, par exemple, la synchronisation des efforts visant à accroître la demande d'éducation avec les activités au niveau de l'offre, et la reconnaissance de la demande croissante pour l'éducation doit s'accompagner d'une demande croissante de l'amélioration de la qualité de celle-ci.
- **Activer et renforcer les circuits de la communication aux niveaux central et local**, en commençant au moment de la planification des réformes. Compte tenu du fait que la décentralisation est le thème central du Programme, il est absolument indispensable que les acteurs et bénéficiaires au niveau local participent depuis la planification ; surtout s'ils sont responsables de l'exécution des activités. Ils devront être compétents et motivés pour mener les activités.
- **Reconnaître que l'emplacement et l'environnement de l'école sont des facteurs importants pour de nombreuses initiatives de réforme**. Dans l'analyse récente, les réformes de l'éducation devraient avoir un effet positif au niveau des écoles, où les enseignants et les élèves sont les plus présents et où l'environnement contribue à un apprentissage pertinent. Les efforts menés en vue de combattre l'absentéisme doivent demeurer d'une importance capitale. Les écoles doivent être accessibles, assurées, alimentées en eau et en électricité, et soutenir les enseignants et être un endroit où les élèves et les enseignants sont satisfaits. Les écoles communautaires devraient continuer à être pilotées et soutenues dans les zones géographiques quand cela s'avère nécessaire.

7. Commentaires sur les questions soulevées par l'emprunteur/agences d'exécution/partenaires

(a) Emprunteur/Agences d'exécution

84. Les avis divergent au sein des autorités gouvernementales sur le point de savoir si un PPD, un prêt à l'Investissement ou un prêt-Programme axé sur les résultats constitue le meilleur instrument pour exécuter le financement de la Banque mondiale. Le MEF et le MAGG sont favorables à un PPD, mais le MEN préfère les prêts d'investissement destinés à financer un projet.

85. **Les homologues chargés de l'exécution au niveau central reconnaissent que globalement, le Programme d'urgence 2009-2012 a permis de réaliser de grands progrès dans le secteur de l'éducation**, même s'il n'a pas atteint tous ses objectifs. Des progrès ont été réalisés sur de nombreux projets stratégiques. Cependant, plusieurs actions ont juste ouvert le champ pour d'autres réformes nécessaires. Certains changements ont été apportés aux processus et aux procédures de décision (par exemple en ce qui concerne la validation du budget), mais plusieurs changements restent à se sentir sur la qualité de

l'éducation et dans les salles de classe et des écoles. On trouvera de plus amples détails en annexe 5.

86. Au niveau régional, les homologues chargés de l'exécution signalent que beaucoup de choses positives se sont produites durant la période du Programme, citant plus précisément les programmes d'appui social destinés à créer de la part des ménages une demande des services de l'enseignement scolaire, l'amélioration des rapports entre les écoles et les associations de parents d'élèves, et la planification budgétaire et stratégique. Ils ont également signalé que l'exécution aurait pu être plus efficace si les « instructions » du ministère étaient renforcées par une assistance technique adéquate et un renforcement de capacités, et s'ils avaient eu la possibilité de modifier certaines approches pour mieux les adapter au contexte local. On trouvera de plus amples détails dans l'annexe 5.

b) Co financiers

87. Les partenaires apportant leur appui financier au Programme de réforme de l'éducation du Gouvernement 2009-2012 sont:

1. La Banque africaine de développement	75 millions d'euros
2. La Banque européenne d'investissement	200 millions d'euros
3. L'Union européenne	93 millions d'euros (don)
4. La Facilité d'Investissement de Voisinage	15 millions d'euros (don)
5. L'Agence française de développement	50 millions d'euros
L'Agence espagnole de coopération internationale pour le développement	14 millions d'euros (don)

88. Les partenaires ont signalé que l'« approche de consortium » de l'appui et la supervision conjoints du Programme de réforme avait constitué une expérience positive et comporté plusieurs avantages, notamment un plus grand accès au Ministre et un S&E simplifié. Cependant, certains obstacles ont également été signalés, tenant notamment aux priorités des différents bailleurs de fonds, au manque de classement par ordre de priorité au MEN et à la lourdeur des procédures administratives du Gouvernement (voir annexe 5 pour de plus amples détails).

c) Autres partenaires et parties prenantes

(Par exemple ONG/secteur privé/ société civile)

Annexe 1 Processus d'appui de la Banque en matière de prêt et d'exécution

a) Membres de l'équipe du Projet

Nom	Titre	Unité	Responsabilité/ Spécialité
Prêt			
Anas Abou El Mikias	Consultant	MNAFM	Gestion financière
Mohammed A. Bekhechi	Consultant	MNSSO	
Salim Benouniche	Spécialiste principal de la passation des marchés	MNAPC	Passation des marchés
Fatiha Bouamoud	Assistante de programmes	MNCMA	Admin & client appui
Hocine Chalal	Spécialiste principal de l'environnement	AFTN3	Environnement
Jean-Charles De Daruvar	Conseiller principal	LEGAM	Questions juridiques
Claudine Kader	Assistant senior de programmes	MNSHD	Admin & client appui
Abdoulaye Keita	Spécialiste senior de la passation des marchés	MNAPC	Passation des marchés
Alaleh Motamedi	Spécialiste senior de la passation des marchés	OPSOR	Passation des marchés
Stefano Paternostro	Économiste principal	MNSED	Economie
Nadine T. Poupart	Économiste senior	MNSSP	Economie
Rachidi.B. Radji	Représentant résident	AFMBI	Co TTL pour la préparation
Khadija Sebbata	Assistante de programmes	MNCMA	Appui admin.
Eileen Brainne Sullivan	Spécialiste de la santé	MNSHH	Santé
Jeffrey Waite	Spécialiste principal de l'éducation	MNSHE	Chef d'équipe du projet
Supervision			
Anas Abou El Mikias	Consultant		Gestion financière
Fatiha Bouamoud	Assistante de programmes	MNCMA	Admin. & appui aux clients
Emma San Segundo	Consultant		RAR

b) Temps et coût du personnel

Temps et coût du personnel (budget de la Banque seulement)		
Stade	Nombre de semaines de personnel	Milliers de dollars (y compris coûts des déplacements et des services de consultants)
Prêt		
Total:	27,53	186 500
Supervision/RAR*		
Total:	11.5	82 500

Annexe 2. Résultats d'une (éventuelle) enquête auprès des bénéficiaires
(Le cas échéant)

S/O

Annexe 3. Rapport et résultats de l'atelier des parties prenantes
(Le cas échéant)

S/O

Annexe 4. Résumé du RAR de l’Emprunteur et /ou commentaires sur le projet de RAR

En plus des commentaires sur les points spécifiques du RAR, qui ont été incorporés dans le document, les commentaires du gouvernement relatifs au RAR sont récapitulés dans le résumé ci-dessous.

Perspective globale. Les objectifs du Programme d’Urgence du Gouvernement (2009-2012) étaient ambitieux, particulièrement en considération du niveau faible des capacités techniques et organisationnelles des agences d’exécution impliquées. C’est apparemment l’une des raisons principales le Programme n’a pas atteint tous ses objectifs. Cependant, le projet a été profitable au système de l’éducation au Maroc du fait qu’il a produit de nouveaux mécanismes pour la gestion du système sur une base pluriannuelle, pour des projets multiples avec des sources de financement multiples. Un autre bénéfice a été l’amélioration du suivi et de la capacité du suivi des résultats et des indicateurs du projet, qui seront particulièrement importants pour les réformes continues.

Un autre domaine où de grands efforts ont été réalisés et sont considérés réussis a été le soutien accru aux programmes sociaux, tel que le programme Tayssir, qui a augmenté les bourses d’études des internats et a aidé à augmenter la demande pour la scolarisation et diminué le nombre des abandons scolaires dans les zones rurales. Des efforts considérables ont été effectués dans le domaine de la formation, particulièrement de la formation des directeurs d’écoles et la formation initiale des enseignants, grâce à la création des Centres Régionaux pour l’Education et la Formation.

Les communications entre le MEN et les niveaux locaux ont été améliorées, mais encore plus d’efforts de communication et de renforcement des capacités seront nécessaires à l’avenir comme les efforts de décentralisation dans les Bureaux Régionaux d’Education et Unités Provinciales d’Education continuent. Le MEN compte instaurer un système budgétaire et d’information qui sera adopté par les Bureaux Régionaux d’Education. Le système est actuellement à titre expérimental et devrait être terminé avant la fin de mars 2013.

Le sous-secteur préscolaire n’a pas encore établi les cibles d’inscriptions espérées, particulièrement dans les zones rurales et pour les filles. Par ailleurs, il existe encore des difficultés dans la collecte des données pour ce sous-secteur. Beaucoup plus de progrès ont été constatés, cependant, dans les autres niveaux, spécialement dans le cycle primaire en termes d’inscriptions, de genres et de parité urbaine/rurale.

Collaboration avec les PTF et perspectives à venir. Le pays a bénéficié de sa collaboration avec ses partenaires techniques et financiers qui ont appuyé le secteur de l’éducation. Les missions conjointes semi-annuelles convenues régulièrement se sont avérées être un moyen efficace pour passer en revue périodiquement le système de l’éducation en entier. Nous avons exprimé notre désir d’obtenir beaucoup plus d’assistance de nos partenaires dans le renforcement des capacités, la planification stratégique et le fonctionnement du système de l’éducation, le processus de la passation des marchés et le développement et la mise à jour du Cadre des Dépenses à moyen-terme aux niveaux central, régional et provincial. Nous avons aussi exprimé le besoin d’améliorer la façon d’obtenir l’assistance technique et le lancement des études diverses que nous aimerions entreprendre, vu leur importance dans l’orientation des politiques de réforme de l’éducation.

Annexe 5. Commentaires des cofinanciers et des autres partenaires/parties prenantes

Note : Les informations recueillis dans cette annexe sont à travers des entretiens avec les partenaires gouvernementaux et avec les bailleurs de fonds lors de la mission du RAR.

Les homologues du niveau central chargés de l'exécution conviennent que le Programme d'urgence 2009-2012 a réalisé de grands progrès dans le secteur de l'éducation, même s'il n'a pas atteint tous ses objectifs. Des progrès ont été réalisés dans de nombreux projets stratégiques, toutefois toutes ses réalisations sont juste le commencement des réformes. Bien que certains changements aient été apportés aux processus et aux procédures de prise de décision (par exemple validation du budget), plusieurs changements n'ont guère eu d'impact sur la qualité de l'éducation dans les salles de classe et des écoles.

Remarques émanant du niveau central:

- Les procédures de passation des marchés publics sont lentes et bureaucratiques, et il peut être plus efficace d'utiliser les procédures des bailleurs de fonds pour charger des cabinets et des consultants de réaliser des études et de fournir d'autres formes d'assistance technique, bien qu'il soit reconnu que les procédures des bailleurs de fonds soient parfois lentes aussi ;
- De meilleurs systèmes comptables restent nécessaires pour superviser l'utilisation des fonds ;
- Des systèmes compatibles et intégrés restent nécessaires pour permettre une meilleure communication et un partage de l'information aux niveaux central et local ;
- Le dialogue ouvert entre le MEN et les PTF s'est amélioré et un partenariat plus important à atteindre la réalisation collective d'un ensemble d'objectifs ambitieux, selon des indicateurs du suivi dues progrès atteint.

Au niveau régional, les chargés de l'exécution notent que plusieurs réalisations s p ont été atteint durant la période du Programme, tels que les programmes sociaux pour créer une demande, l'amélioration des rapports entre les écoles et les associations de parents d'élèves, et une meilleure planification budgétaire et stratégique. Ils ont également signalé que l'exécution aurait été plus efficace si les « instructions » émanant du niveau central étaient accompagnées d'une AT et d'un renforcement des capacités, et s'ils ont eu la possibilité de modifier certaines approches pour mieux les adapter au contexte local.

Observations précises recueillies au niveau régional/provincial:

- Simplifier le programme scolaire qui se prête actuellement à la fixation de priorités personnelles par les enseignants, permet trop de choix et amène souvent les enseignants à donner des cours similaires pour de petits nombres d'élèves (temps de préparation, coût,..) ;
- La collecte de données détaillées sur le milieu socio-économique des élèves, l'environnement scolaire, etc., au moment des examens nationaux (PNEA) permettrait une analyse complexe à plusieurs variables et en conséquence, une analyse plus détaillée des facteurs influant sur les résultats ;
- Les partenaires souhaitent être davantage associés à la préparation du nouveau Plan stratégique 2013-2016 de telle sorte que les priorités puissent être fixées localement en

fonction des contextes locaux – en particulier du fait qu'ils sont plus en contact avec les parents, les enseignants et les élèves ;

- Les réformes dans le domaine des RH (recrutement, formation continue) n'ont pas encore suffisamment atteint les niveaux bas dans la hiérarchie pour faire véritablement voir les effets au niveau local ;
- Les évaluations nationales des acquis scolaires n'ont pas été effectuées de façon efficace, les résultats ont été superficiels et peu fiables. Les partenaires n'ont pas été invités à donner leur avis sur l'expérience de 2007, l'organisation des examens nationaux ;
- Les PTF ont l'impression que les indicateurs sont impossibles à réaliser (par exemple 100 % d'inscription), qu'ils étaient trop nombreux et qu'ils n'étaient parfois pas les bons. Les réglementations propres aux PTF alourdissent encore plus le processus de développement et de réforme.

Les partenaires (six autres bailleurs de fonds) ont signalé que l'« approche consortiale » caractérisée par une supervision et un appui conjoints du Programme de réformes a été une expérience positive et a comporté plusieurs avantages:

- Les PTF ont eu davantage accès au ministre ;
- Les communications avec la DSSP ont été simplifiées et sont plus faciles à renforcer ;
- Le S&E été exécuté assez facilement, mais un instrument encore plus simplifié (matrice de Programme d'action) pourrait être élaboré ;
- L'assistance technique à la DSSP aurait pu être mieux coordonnée et davantage axée sur des compétences en rapport avec la gestion d'un projet.

Plusieurs obstacles ayant entravé l'exécution ont été évoqués:

- Les capacités sont faibles au MEN et au niveau régional – un budget est nécessaire pour le renforcement des capacités, mais il est peu probable que le MEF le fournisse ;
- Les données ne semblent pas toujours être fiables – ce qui montre qu'il est nécessaire d'être très précis sur les demandes de données en indiquant clairement ce que celles-ci devraient inclure/ exclure ;
- Les priorités des divers bailleurs de fonds peuvent constituer un obstacle (par exemple, un bailleur de fonds peut insister sur l'importance de la participation du secteur privé dans le secteur, contrairement à d'autres) mais tous les PTF s'emploient à mieux harmoniser les priorités ;
- La fixation des priorités laisse à désirer au MEN, ce qui a souvent pour effet de diluer des efforts qui, d'une façon générale, pourraient avoir davantage d'impact ;
- La lourdeur des procédures bureaucratiques et administratives du Gouvernement a également entravé l'exécution du programme. La prise de décision reste très centralisée, ce qui est une cause supplémentaire de retards lorsque des hauts fonctionnaires ne sont pas disponibles et que la responsabilité de la prise de décision n'est pas déléguée. Les partenaires ont observé un sentiment de déception et de démobilisation au niveau régional/local du fait d'une approche verticale de la gestion ne prenant pas en compte la connaissance locale des questions, des problèmes et des contextes existants.

Annexe 6. Liste des documents de référence

Fournis par les PTF:

1. Document de programme PPDE de la Banque mondiale, Rapport n°. 52749-MA (y compris la Lettre de politique sectorielle de l'éducation du Gouvernement), mars 2010.
2. Accord de prêt entre le Royaume du Maroc et la Banque mondiale, Prêt n°. 7879-MA, 17 juin 2010
3. Stratégie de partenariat de la Banque mondiale avec le Royaume du Maroc pour la période EX10-13, Rapport N°. 50316-MA, 30 décembre 2009.
4. Aide-mémoire des missions conjointes de supervision des partenaires effectuées entre décembre 2009 et mai 2012 (disponibles en interne dans le système d'archivage de la Banque mondiale « WBDocs »).
5. Banque mondiale, rapports d'avancement et de résultats.
6. Banque mondiale, Rapport de fin d'exécution, Programme d'appui à la réforme du secteur de l'éducation et de la formation (*PARSEM*), Rapport N°. RAR00001236.
7. Banque mondiale, Examen des dépenses publiques, juin 2012.
8. Analyse du système d'éducation et de formation du Maroc. Efficience et défis liés à l'emploi. Banque africaine de développement, juin 2012.

Par l'Emprunteur:

9. Charte nationale de l'éducation et de la formation, 1999
<http://www.men.gov.ma/sites/fr/Lists/Pages/charte.aspx> .
10. « Programme d'urgence éducation-formation 2009-2012 » du Gouvernement, 24 juin 2008.
11. http://www.tarbiya.ma/index.php?option=com_content&view=article&id=674%3Apu&catid=45%3Apolitiques&Itemid=75&lang=fr .
12. Rapports techniques et financiers semestriels du MEN/DSSP (y compris statistiques et indicateurs actualisés) « Rapport d'activités techniques et financiers & bilan d'exécution. » Mai et octobre 2012.
13. Rapport d'audit à mi-parcours du Programme d'urgence (effectué par KPMG, auditeur indépendant), 2012.
14. Rapport d'audit du Gouvernement du Programme d'urgence (établi par l'Inspection générale des finances, 2009 et 2010.
15. Cadre de dépenses à moyen terme pour 2013-2015), MEN, mai et octobre 2012.
16. Conseil supérieur de l'enseignement. Rapport annuel 2008 : État et perspectives du système d'éducation et de formation.
17. « Vision globale du Plan stratégique pour le secteur de l'éducation, 2013-2016, » Présentation de la DSSP, 28 septembre 2012.
18. Mise à jour des « Mesures de politique sectorielle proposées pour le deuxième Prêt à la politique de développement de l'éducation financé par la Banque mondiale, » MEN, octobre 2012.
19. Rapport de la mise en œuvre de l'approche stratégique pour le développement du préscolaire, MEN, septembre 2012

20. Document de synthèse des statistiques des salles réalisées et classes fonctionnelles préscolaires 2009/2012, dans le cadre du projet E1.P1), MEN, septembre 2012
21. Rapport d'évaluation des neuf conventions de partenariat signées devant SM le Roi le 11 septembre 2008, Direction de la communication et des partenariats, juillet 2011
22. (Stratégie nationale du projet d'établissement- guide de référence, guide de procédure et plan de réalisation, mai 2011.

Documents établis conjointement:

23. Cadre de partenariat entre le MEN et les PTF sur l'appui au secteur de l'éducation marocain, signé le 14 juillet 2009.
24. Protocole d'accord entre le MEF, le MEN et les PTF sur l'appui au secteur de l'éducation du Maroc, signé le 26 novembre 2009.

Annexe 7 Cadre de résultats du programme mis à jour

Education préscolaire	2008/2009 Référence	2009/2010 Chiffres effectifs	2010/2011 Chiffres effectifs	2011/2012 Chiffres effectifs	2011/2012 Objectif
Taux d'inscription net (garçons + filles / zones urbaines + zones rurales)	48,2 %	54,7 %	55,8 %	53,9 %	65,9 %
Ratio filles-garçons	73,0 %	75,0 %	70,4 %	78,3 %	83,5 %
Ratio zones rurales-zones urbaines (garçons + filles)	57,2 %	55,0 %	47,9 %	50,2 %	72,8 %
Ratio zones rurales-zones urbaines (garçons)	77,5 %	72,0 %	59,1 %	66,3 %	86,5 %
Ratio zones rurales-zones urbaines (filles)	34,7 %	36,0 %	33,4 %	32,2 %	54,6 %
Taux d'inscription net (garçons, zones urbaines)	62,2 %	71,9 %	81,1 %	71,6 %	76,2 %
Taux d'inscription net (garçons, zones rurales)	48,2 %	51,4 %	47,8 %	47,5 %	65,9 %
Taux d'inscription net (garçons, zones urbaines + zones rurales)	55,5 %	62,1 %	65,1 %	60,2 %	71,5 %
Taux d'inscription net (filles, zones urbaines)	58,8 %	67,6 %	67,3 %	68,9 %	73,8 %
Taux d'inscription net (filles, zones rurales)	20,4 %	24,0 %	22,5 %	22,3 %	40,3 %
Taux d'inscription net (filles, zones urbaines + zones rurales)	40,5 %	46,9 %	46,0 %	47,2 %	59,7 %
Taux d'inscription net (garçons + filles, zones urbaines)	60,5 %	69,8 %	74,3 %	70,3 %	75,0 %
Taux d'inscription net (garçons + filles, zones rurales)	34,6 %	38,0 %	35,6 %	35,3 %	54,6 %
Taux d'inscription net (garçons + filles, zones urbaines + zones rurales)	48,2 %	54,7 %	55,8 %	53,9 %	65,9 %

Enseignement primaire	2008/2009 Référence	2009/2010 Chiffres effectifs	2010/2011 Chiffres effectifs	2011/2012 Chiffres effectifs	2011/2012 Objectif
Notations PNEA 2008 & 2011 (CSE)	(2008)		Reporté	Reporté	Reporté
Notations TIMSS (2007 & 2011) & PIRLS (2006 & 2011)	(2006/2007)			(2011)	
Mathématiques, quatrième année : % atteignant le niveau de référence intermédiaire ²⁰	9%			9%	--
Sciences, quatrième année: % atteignant le niveau de référence intermédiaire ²¹	9%			6%	--
Lecture, quatrième année: % atteignant le niveau de référence intermédiaire ²²	9%			7%	--
Taux d'inscription net (ensemble = garçons + filles /zones urbaines + zones rurales)	90,5%	93,9%	96,4%	96,6%	94,6%
Taux d'inscription net: ratio filles-garçons	96,8%	97,5%	97,9%	98,6%	99,2%
Taux d'inscription net: ratio zones rurales- zones urbaines (garçons + filles)	100,1%	99,1%	96,5%	96,7%	100,0%
Taux d'inscription net: ratio zones rurales- zones urbaines (garçons)	102,7 %	100,4 %	97,0 %	96,5 %	100,6 %
Taux d'inscription net: ratio zones rurales- zones urbaines (filles)	97,4 %	97,7 %	95,8 %	97,0 %	99,4 %

20 Les élèves peuvent appliquer des notions [en rapport avec leur classe] de mathématiques dans des situations simples: montrer qu'ils connaissent les nombres entiers, développer des schémas numériques et géométriques simples, lire et faire différentes interprétations des mêmes données, et qu'ils reconnaissent diverses formes en deux dimensions.

21 Les élèves peuvent appliquer des notions [en rapport avec leur classe] et une compréhension à des situations pratiques en sciences.

22 Les élèves peuvent (dans des textes littéraires) comprendre une intrigue à un niveau littéral, faire quelques déductions et établir certains rapports entre divers éléments du texte : ils peuvent (dans des textes à caractère informationnel) organiser le texte en utilisant par exemple des titres ou des illustrations, pour trouver des informations au-delà des parties initiales des textes et fournir deux éléments d'information en répondant à une question.

Taux d'inscription net (garçons, zones urbaines)	90,8 %	94,9 %	98,8 %	98,9 %	94,7 %
Taux d'inscription net (garçons, zones rurales)	93,2 %	95,2 %	95,8 %	95,5 %	95,3 %
Taux d'inscription net (garçons, zones urbaines + zones rurales)	92,0 %	95,1 %	97,4 %	97,3 %	95,0 %
Taux d'inscription net (filles, zones urbaines)	90,2 %	93,7 %	97,3 %	97,3 %	94,5 %
Taux d'inscription net (filles, zones rurales)	87,9 %	91,5 %	93,2 %	94,4 %	93,9 %
Taux d'inscription net (filles, zones urbaines + zones rurales)	89,1 %	92,7 %	95,4 %	96,0 %	94,2 %
Taux d'inscription net (garçons + filles, zones urbaines)	90,5 %	94,3 %	98,0 %	98,1 %	94,6 %
Taux d'inscription net (garçons + filles, zones rurales)	90,6 %	93,4 %	94,6 %	94,9 %	94,6 %
Taux d'inscription net (total = garçons + filles/zones urbaines + zones rurales)	90,5 %	93,9 %	96,4 %	96,6 %	94,6 %
Enseignement primaire (suite)	2008/2009	2009/2010	2010/2011	2011/2012	2011/2012
	Référence	Chiffres effectifs	Chiffres effectifs	Chiffres effectifs	Objectif
Taux de redoublement (garçons + filles)	12,3 %	12,0 %	9,3 %	8,2 %	5,0 %
Taux de redoublement: ratio filles-garçons	69,7 %	70,0 %	65,7 %	65,1 %	83,3 %
Taux de redoublement (garçons)	14,4 %	14,0 %	11,1 %	9,8 %	5,4 %
Taux de redoublement (filles)	10,0 %	9,8 %	7,3 %	6,4 %	4,5 %
Taux d'achèvement (garçons + filles) ²³	75,8 %	82,5 %	86,5 %	86,2 %	82,6 %
Taux d'achèvement: ratio filles-garçons	104,0 %	103,0 %	101,1 %	100,2 %	101,9 %

²³ Taux d'achèvement = nombre de nouvelles inscriptions en sixième année divisé par le nombre prévu d'enfants de 11 ans.

Taux d'achèvement (garçons)	74,0 %	81,0 %	85,9 %	86,0 %	81,6 %
Taux d'achèvement (filles)	77,0 %	83,7 %	86,8 %	86,2 %	83,2 %
Proportion complète des heures de travail légalement requises	95,1 %	97,2 %	93,6 %	99,0 %	95 %
Ratio élèves/enseignants (zones urbaines + zones rurales)	28	28	28	27	27
Ratio élèves/enseignants (zones urbaines)	31	30	31	31	30
Ratio élèves/enseignants (zones rurales)	25	26	26	25	25
Taux d'abandon scolaire (garçons + filles)	4,6 %	3,3 %	3,1 %	3,2 %	2,2 %
Taux d'abandon scolaire (garçons)	4,1 %	2,8 %	2,4 %	2,5 %	2,0 %
Taux d'abandon scolaire (filles)	5,2 %	3,9 %	3,8 %	4,0 %	2,3 %

Premier cycle de l'enseignement secondaire	2008/2009	2009/2010	2010/2011	2011/2012	2011/2012
	Référence	Chiffres effectifs	Chiffres effectifs	Chiffres effectifs	Objectif
Notations PNEA 2008 & 2011 (CSE)	(2008)		Reporté	Reporté	(2011)
Notations TIMSS (2007 ²⁴ & 2011)	(2007)				(2011)
Mathématiques, huitième année: % d'élèves atteignant un niveau de référence intermédiaire ²⁵	13 %			12 %	--
Sciences, huitième année: % d'élèves atteignant un niveau de référence intermédiaire ²⁶	18 %			13 %	--
Taux d'inscription net (total = garçons + filles / zones urbaines + zones rurales)	42,7 %	48,0 %	51,0 %	53,9 %	74,7 %
Taux d'inscription net: ratio filles-garçons	98,7 %	97,2 %	96,9 %	96,6 %	99,7 %
Taux d'inscription net: ratio zones rurales-zones urbaines (garçons + filles)	31,8 %	32,6 %	33,6 %	35,6 %	75,1 %
Taux d'inscription net: ratio zones rurales - zones urbaines (garçons)	37,4 %	38,4 %	39,1 %	41,1 %	78,2 %
Taux d'inscription net: ratio zones rurales - zones urbaines (filles)	26,3 %	26,8 %	28,0 %	30,0 %	71,6 %

²⁴ Dans la TIMSS 2007, au niveau de la huitième année, le Maroc ne s'est pas conformé aux directives relatives aux taux de participation types.

²⁵ Les élèves peuvent appliquer des notions [en rapport avec leur classe] de mathématiques de base dans des situations simples: faire des additions et des multiplications comportant des nombres entiers et des décimales, travailler avec des fractions familières, comprendre des rapports algébriques simples, lire et interpréter des graphiques et des tableaux et reconnaître des notions basiques de probabilité.

²⁶ Les élèves peuvent reconnaître et communiquer des connaissances [en rapport avec leur classe] scientifiques de base sur divers sujets.

Taux d'inscription net (garçons, zones urbaines)	62,1 %	69,4 %	73,2 %	76,1 %	82,0 %
Taux d'inscription net (garçons, zones rurales)	23,2 %	36,7 %	28,6 %	31,1 %	64,1 %
Taux d'inscription net (garçons, zones urbaines + zones rurales)	43,0 %	48,0 %	51,8 %	54,8 %	74,8 %
Taux d'inscription net (filles, zones urbaines)	65,9 %	72,7 %	76,2 %	78,7 %	83,2 %
Taux d'inscription net (filles, zones rurales)	17,3 %	19,5 %	21,3 %	23,6 %	59,6 %
Taux d'inscription net (filles, zones urbaines + zones rurales)	42,4 %	47,3 %	50,2 %	52,9 %	74,6 %
Taux d'inscription net (garçons + filles, zones urbaines)	64,0 %	71,1 %	74,7 %	77,4 %	82,6 %
Taux d'inscription net (garçons + filles, zones rurales)	20,3 %	23,2 %	25,1 %	27,5 %	62,0 %
Taux d'inscription net (all = garçons + filles / zones urbaines + zones rurales)	42,7 %	48,0 %	51,0 %	53,9 %	74,7 %
Premier cycle de l'enseignement secondaire (suite)	2008/2009	2009/2010	2010/2011	2011/2012	2011/2012
	Référence	Chiffres effectifs	Chiffres effectifs	Chiffres effectifs	Objectif
Taux de redoublement (garçons + filles)	15,2 %	16,1 %	16,3 %	16,0 %	9,5 %
Taux de redoublement: filles-garçons ratio	63,2 %	63,0 %	61,7 %	59,9 %	73,8 %
Taux de redoublement (garçons)	18,2 %	19,2 %	19,6 %	19,4 %	10,7 %

Taux de redoublement (filles)	11,5 %	12,1 %	12,3 %	11,6 %	7,9 %
Taux d'achèvement (garçons + filles) ²⁷	51,8 %	57,0 %	64,6 %	65,3 %	59,9 %
Taux d'achèvement: ratio filles-garçons	112,5 %	112,0 %	103,6 %	101,2 %	103,2 %
Taux d'achèvement (garçons)	49,0 %	53,6 %	63,1 %	64,6 %	57,7 %
Taux d'achèvement (filles)	54,0 %	60,3 %	64,6 %	65,3 %	61,6 %
Proportion complète des heures de travail légalement requises	34,2 %	40,2 %	43,0 %	59,8 %	71,5 %
Ratio élèves/enseignants (zones urbaines + zones rurales)	24	24	24	24	24
Ratio élèves/enseignants (zones urbaines)	24	24	24	24	24
Ratio élèves/enseignants (zones rurales)	24	24	24	25	24
Taux d'abandon scolaire (garçons + filles)	13,1 %	12,3 %	10,8 %	10,4 %	7,3 %
Taux d'abandon scolaire (garçons)	14,0 %	14,3 %	11,7 %	11,2 %	7,7 %
Taux d'abandon scolaire (filles)	11,9 %	11,1 %	9,6 %	9,3 %	6,9 %

²⁷ Taux d'achèvement = nombre d'inscriptions nouvelles en neuvième année divisé par le nombre prévu d'adolescents âgés de 14 ans.

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