

## PCR EVALUATION NOTE

### MOROCCO: EDUCATION PROJECT V

#### 1. The Project

2.

Project Code: <b>P-MA-IAZ-002</b>	Project Appraisal Date: <b>August 1993</b>	Borrower's Completion Report Ref:
Total Project Cost (UA): <b>UA 48.49 million</b>	Project Approval Date: <b>24 November 1993</b>	PCR Evaluation Note Date: <b>July 2009</b>
ADB Loan Amount (UA): <b>UA 30.00 million</b>	Date of Effectiveness: <b>22 October 1996</b>	Evaluator Name: <b>Ms. Judith E. OFORI</b>
ADF Loan Amount (UA): <b>UA10.13 million</b>	Project Completion Date: <b>December 2005</b>	Reviewer(s) Name: <b>Ann Dao Sow</b>
Co-financed Amount (UA): <b>UA 8.36 million (Government)</b>	PCR Date: <b>November 2007</b>	Manager Name: <b>Mr. Mohamed MANAI</b>

#### 1.1 Objectives and expected outcomes and outputs

The project had six (6) objectives as follows: i) Improve the quality of primary and secondary education; ii) Develop secondary education; iii) Increase the efficiency of higher education; iv) Promote education on the environment; v) Promote education on population issues; and vi) Teach women in rural areas to read and write and sensitize them to topics on maternal and child health, family planning, environmental protection, the benefits of educating girls and AIDS control.

Expected project outputs were: i). Construction of the National Institute for Research and Education Documentation (INRDP); ii) Reorganization of continuing staff training and supervision; iii) 3. Increase in the advancement rates from 39% in 1992/93 to 65% in 1998/99 in the 9th year at primary level and 71% to 85% in the 3rd year in secondary schools; iv) . Decrease in the repeater rates from 43% in 1992/93 to 25% in 1998/99 in the 9th year at primary level and from 14% to 5% in the 3<sup>rd</sup> year in secondary schools; v). Decrease in the drop-out rates from 18% en in 1992/93 to 12% in 1998/99 in the 9th year at primary level and from 15% to 10% in the 3<sup>rd</sup> year in secondary schools; vi). Procurement, exchange and dissemination of educational documents as well as organization of school libraries.; vii) Evaluation of experimental projects and conduct of prospective studies on the education system.; viii) Construction of 26 high schools; ix) Enrolment of 23,000 more pupils in secondary schools.; x) Educating 21,500 teachers and about 4 million secondary school pupils in environmental issues.; xi) 11. Diagnostic study on the environmental situation in schools; xii) . Preparation of a manual on the environment and a teacher's guide; xiii) . Population studies for 3,200 teachers and 400,000 secondary school pupils; xiv) . Preparation of a manual and a teacher's guide on population issues; xv) . Equipment of universities with teaching aids. And xvi) Training of 800 students for vocational degrees.

Expected project outcomes were: i) Increase in the advancement rates at primary and secondary education levels; ii) Improved job market access for higher education leavers; iii) Reduction in the female illiteracy rate in the rural areas.; and iv) Increase in the secondary school enrolment rate..

#### 1.2 Project Components and activities

The project had the following seven (7) components: I) Improvement of the quality of basic and Secondary education; II) Development of Secondary Education; III) Improvement of the effectiveness of Tertiary Education; IV) Promotion of environmental Education; V) Strengthening of Population Education; VI) Literacy Education for Women in Rural Areas; and VII) Programme Implementation Unit. These were later reduced drastically to the following four (4) components: I) Development of Secondary Education; II) Literacy Education for Women in Rural Areas; III) Promotion of environmental Education; and IV) Programme Implementation Unit.

Project activities were: i) Re-engagement of the Financed Projects Division to implement the project and creation of the Coordination Committee.; ii) . Recruitment of technical assistants; iii) Launching

of bids for construction and equipment; iv) Preparation of the literacy, environmental and population study manuals.; and v) Start-up of training and literacy courses.

Major modifications were made to project components and loan amounts. Of the seven components planned at appraisal, only the following four were maintained and actually implemented: (i) *Secondary Education Development*, comprising the construction and equipment of 26 secondary schools in the rural areas; (ii) *Literacy Education for Women in Rural Areas*; (iii) *Promotion of Environmental Education*; and (iv) *Project Implementation Unit*. The Component *Improving the Quality of Primary and Secondary Education*, which concerned the INRDP and the Component *Improvement of the Efficiency of Higher Education* was withdrawn from the project for complete funding by the national budget. The activities planned under Component V *strengthening the Study of Population Issues*, were implemented with funds from other development partners especially the UNFPA

### **1.3 Project inputs including Financing and Dates**

Project inputs were: designs and supervision, construction, furniture and equipment; technical assistance; training and operational cost.

At project completion, disbursements on the ADB and ADF loans were less than a quarter of signed loans as follows: UA 4,515,524.95 and UA 3,692,025.17 respectively. This is due to the major modification to project. The government's contribution was consumed at 100%.

### **1.4 Intended beneficiaries and Scope**

The intended primary project beneficiaries include 26 secondary schools (to be built and equipped) in the rural areas of Morocco; 21, 500 teachers and approximately 4 million pupils to be trained on environmental issues; additional 3, 200 teachers and 400, 000 pupils to be trained at secondary level on population issues; and 41, 550 rural women in literacy skills as well as sensitization on maternal and child care, nutrition, family planning as well as benefits of school enrollment of girls, environment and HIV/AIDS awareness.

## **2 PCR Conclusions and Success Ratings**

### **2.1 Main Conclusions**

The project was implemented with considerable delays (12 years as against the 5 years); three of the seven components planned at appraisal were removed. The project design, even though well thought of was ambitious. There were too many components and activities. The deviation from the planned implementing structure, coupled with many government interventions led to many modifications; serious organizational, political interference and capacity issues as well as inadequate Bank performance resulted in serious time overruns. The project however managed to achieve 90% of physical implementation rate which the review note considers unsatisfactory considering the fact that Project implementation fell behind schedule by nearly 7 years(planned 5 years took 12 years to complete) The component of literacy education for women in the rural areas was successful as outputs exceeded planned activities. In view of the implementation changes, challenges and poor outcomes, a PPER is recommended for the project.

### **2.2 Performance Ratings**

Both the PCR and the Review Note rated (i) project implementation assessment; (ii) Bank's performance; and (iii) project results/outcomes **unsatisfactory**. The Review Note agreed with the overall component ratings and with some of the comments made on the individual indicator ratings on implementation performance and performance of the Bank and expanded some of the remarks and where there are differences of opinion, the Review note gave its own remarks. The PCR however combined comments on individual component indicators which diluted the remarks; as the reasons for the particular individual indicator rating is lost in the combined component remarks.

### **2.3 Lessons Learned**

The PCR gave a comprehensive summary of lessons learnt over the project cycle. A total of 10 lessons covering project formulation; implementation; fulfillment of conditions as well as performance and results; and sustainability were covered. Key among them being the Government's decision to

withdraw three of the project's seven components implied that its request should have been subject to a more critical analysis at the formulation stage for such a radical modification.

#### **2.4 Recommendations**

The PCR gave a number of good recommendations to cover all the areas identified under lessons learnt. The recommendations are useful both to the Borrower and the Bank and can be used for other education sector projects.

#### **2.5 Future operational plan and potential benefits (sustainability, institutional development and overall success ratings)**

In the absence of the BPCR (see 3. Below) there is no record of future operational plans. However as the 21 schools have successfully been completed, equipped and are operational, with the government commitment to construct the outstanding 5 schools from its budgetary allocations; coupled with the fact that the other modified components have all been completed and beneficiaries experiencing the benefits; the assumption is the project will continue to be operational and all the potential benefits realized.

#### **3. Borrower's PCR (its inputs to Bank's PCR)**

Even though the PCR mentioned the Borrower's PCR in its sources of information, the PCR review team could not locate the BPCR. There was no reference of the BPCR in the body of the Bank's PCR.

#### **4. PCR quality ratings**

The over-all quality of the PCR is satisfactory; with the exception of its analysis of social and environmental impact which is weak; the PCR was well written. The section could be improved with it an in-depth analysis of project impact on the various beneficiary groups. The 8+ criteria used in rating the PCR quality is summarised below; a fuller analysis is given in annex I of the PCR EN.

##### **4.1 Objectivity and soundness**

The PCR adequately covered the project goals, objectives and formulation. The PCR produced a retrospective matrix, updating the log frame with details of outputs at project completion.

##### **4.2 Project implementation**

The PCR gave a satisfactory analysis of project execution. It gave reasons for the delays leading to the planned 5 year project being implemented over 12 years

##### **4.3 Project performance and results**

The PCR's analysis of project performance and results was good. The PCR adequately explored performance; it gave an overall assessment of project performance with summary of operations results.

##### **4.4 Social and environmental impacts**

The PCR's analysis of social impact is weak; its presentation of environmental impact however was satisfactory.

##### **4.5 Project Sustainability**

The PCR adequately presented project sustainability; it covered quality of construction works and the provision of budget resources to sustain the infrastructure constructed and equipment procured.

##### **4.6 Bank, Borrower, and co-financiers performance**

The PCR's judgment on Borrower and Bank performance were brief but sound. The PCR briefly mentioned two other financiers who will be financing some of the modified components as FNUAP and GTZ, but did not elaborate on what they are or will be financing.

##### **4.7 Consistency of the PCR overall rating**

The PCR's overall rating of individual components was consistent and sound. Having rated the components well, it however combined comments on individual component indicators that dilute the remarks; as the reasons for the particular individual indicator rating is lost in the component remarks.

#### **4.8 Analysis and Clarity of conclusions, lessons learned and recommendations**

The PCR adequately covered conclusions, lessons learnt and recommendations. The review agreed with the conclusions drawn, summary and analysis of lessons learnt and the recommendations made.

#### **5. Priority of Project for an activity of Performance Evaluation Report**

In addition to lessons learnt including major implementation issues identified, the project has been recommended for a PPER with the following priorities for investigation: i) Investigate reasons for such a drastic modification of planned project activities by the Borrower; ii) Study institutional structures/reforms as well as systems for their suitability for future Education projects; so that projects can be designed accordingly and iii) Dialogue with government on the way forward with education projects to prevent the re-occurrence of the experience.

**PCR QUALITY ASSESSMENT AND RATING**Project Loan No: **ADB LOAN n° B/MRC/EDU-V/95/52**Title: **EDUCATION V****ADF LOAN n° F/MRC/EDU-V/95/6**Country: **MOROCCO**Sector: **SOCIAL**

<b>PCR EVALUATION CRITERIA</b>	<b>RATING (4-point scale)</b>	<b>REMARKS</b>
1. Adequacy of analysis of Project goals, objective and Formulation (including the verifiable indicators, consistency with appraisal and subsequent revisions)	2	The PCR adequately covered the project goals, objectives and formulation. The PCR produced a retrospective matrix, updating the log frame with details of outputs at project completion. The matrix had outputs but no project outcomes were given. The verifiable indicators were consistent with Appraisal. The PCR stated the major modifications to the project, notably the phased elimination of three (3) out of the seven (7) components planned at Appraisal; it stated the reasons behind the modifications being the delay in the start-up of components and some unspecified urgent problems that needed to be resolved resulting in eliminating components I and III; the final modification - being elimination of Component V, strengthening the Study of Population issues happened in the last year of implementation. It would have been useful if the PCR elaborated more on the said 'urgent problems that needed to be resolved' for the purposes of lessons learnt for future projects.
2. Adequacy of analysis of Project execution (including procurement issues, disbursements, Borrower's reporting, and assessment of monitoring and evaluation achievements)	3	The PCR gave a satisfactory analysis of project execution. It gave reasons the delays leading to the planned 5 year project being implemented over 12 years; notably i) 3 years delay in meeting conditions of for effectiveness; ii) inadequate monitoring; iii) PIU's lack of autonomy among others . The PCR reported on Borrower's reporting, procurement and disbursements, but did not give any analysis of the activities. There PCR's analysis of M&E is weak/absent, it only briefly mentioned irregular works monitoring (as part of causes of the delay).
3. Soundness of judgments on Project Performance and Results (including operating results, economic and financial and related conditions/covenants and their fulfillment, institutional, performance of consultants, contractors, suppliers and other parties)	3	The PCR's analysis of project performance and results was good. The PCR adequately explored performance; it gave an overall assessment of project performance with summary of operations results. It gave detailed results of each of the project components as well as institutional performance and that of consultants, contractors and suppliers. Institutional weaknesses were revealed and analysed.
4. Adequacy of analysis of social and environmental impacts	2	The PCR's analysis of social impact is weak. It clearly stated project outputs on schools, NGOs and women, but apart from stating that the project helped reduce geographical and gender disparities in access to education; it did not give any further analysis of impact on the beneficiaries. The PCR's presentation of environmental impact however was satisfactory.
5. Soundness of judgments on project sustainability, plan for future project operation's phase and maintenance	4	The PCR adequately presented project sustainability. It gave detailed analysis of sustainability issues as related to infrastructure and equipment; financial sustainability as well as institutional capacity. Key challenges and measure taken were well presented.
6. Soundness of judgments on Performance of the Bank, Borrower and Co-financiers	3	The PCR's judgment on Borrower and Bank performance were brief but sound. It gave brief analysis of the Banks performance acknowledging where performance was good, notably during the initial stages of project design and critically appraised performance as poor during implementation that invariably contributed to the delays in implementation schedule as well as the unsatisfactory project results/outcomes. The PCR also gave a good analysis of Borrower performance; it listed a number of factors that negatively impacted on project performance. The PCR briefly mentioned two other financiers who will be financing some of the modified components as FNUAP and GTZ, but did not elaborate on what they are or will be financing.
7. Consistency of Overall rating with individual rating components	3	The PCR's overall rating of individual components was consistent and sound. Having rated the components well, it however combined comments on individual component indicators that dilute the remarks; as the reasons for the particular individual indicator rating is lost in the component remarks.
8. Adequacy of analysis and clarity of conclusions, lessons learned and recommendations	3	The PCR gave a good summary of project achievements in its conclusions. The conclusions gave a summary of project achievements. The PCR clearly listed a number of lessons learnt in project formulation and implementation that could be useful for future projects. In all ten (10) key lessons learnt were given to both the Borrower and the Government. The PCR also gave eleven (11) good

		recommendations on project formulation, implementation, fulfillment of conditions, performance and results as well as sustainability.
9. Other (Specify)		
<b>Overall Rating</b>	<b>3</b>	<b>Satisfactory</b>
OPEV and Country Department agree/disagree on Project Performance Rating Y/N		

**Borrower's PCR and inputs to Bank Staff PCR** (quality of Borrower's PCR, reviews of project implementation issues, future operation plan, Borrower's comments on PCR):

Even though the PCR mentioned the Borrower's PCR in its sources of information, no direct reference was made to the BPCR in the main report. The PCR however stated that the Borrower felt that the Bank's handling of disbursements; the processing of procurement documents and monitoring of project activities during implementation were unsatisfactory; it however did not state if these observations came from the BPCR.

**Conclusion :**

The project design, even though well thought of was ambitious. There were too many components and activities. The deviation from the planned implementing structure, coupled with many government interventions lead to many modifications; serious organizational, political interference and capacity issues as well as inadequate Bank performance resulted in serious time overruns (12 years as against the 5 years). The project however managed to achieve 90% of physical implementation rate which is unsatisfactory considering the time spent. The component of literacy education for women in the rural areas was good where outputs exceeded planned activities. A PPER is recommended for the project.

**Priority of Project for Performance Evaluation Report, Impact Evaluation, Country/Sector reviews or Thematic Evaluation Studies:** ( x )

- Project is an adjustment operation
- Project is the first of its type in the sub-sector
- Project is part of series and suitable for cluster evaluation
- Project has innovative features, is large or complex
- Project highly successful or highly **unsuccessful**
- Project has high priority for **impact evaluation**
- PCR is incomplete/unsatisfactory
- Performance evaluation is required to sector/country reviews
- Thematic or special evaluation studies (**major modification** )

Major Issues of focus in the performance evaluation report:

- a) Investigate reasons for such a drastic modification of planned project activities by the Borrower.
- b) Study institutional structures/reforms as well as systems for their suitability for future Education projects; so that projects can be designed accordingly.
- c) Dialogue with government on the way forward with education projects to prevent the re-occurrence of the experience.

**Follow Up Action/Decision:**

In light of the conclusions drawn, a PPER is recommended; which should focus on the points made above among other issues and challenges identified by the PCR.

ANNEX 2				
ASSESSMENT OF IMPLEMENTATION AND BANK PERFORMANCE AND PROJECT RESULTS/OUTCOMES				
Project – MOROCCO : Project EDUCATION V				
	Component Indicator	PCR Rating (1-4)	Evaluation Rating	Comments
<b>1. IMPLEMENTATION PERFORMANCE ASSESSMENT</b>				
1.1	Adherence to implementation schedule	1	1	The Review note agrees with the rating; Project implementation fell behind schedule by nearly 7 years(planned 5 years took 12 years to complete)
1.2	Adherence to cost schedule	3	2	Even though there were no over spends, the expenses remained well below appraisal estimates.
1.3	Compliance with covenants and conditions	2	2	The Review note agrees with the rating; conditions were met with difficulty and behind schedule
1.4	Adequacy of monitoring evaluation and reporting	2	2	The Review note agrees with the rating; 18 QPPRs over 12 years of implementation is woefully inadequate; Project status reports were submitted irregularly and at times did not conform to the Bank's format or standard.
1.5	Satisfactory operations	1	1	The Review note agrees with the rating; Implementation was beset with numerous difficulties and constraints
<b>Total Scores</b>		<b>9</b>	<b>8</b>	
<b>Average Rating</b>		<b>1.8</b>	<b>1.6</b>	<b>Unsatisfactory:</b>
<b>2. PERFORMANCE OF THE BANK</b>				
	Component Indicator			Comments
2.1	Identification	2	3	The project was identified by UNESCO in November 1993. It was in keeping with the Government's education sector policy and with the Bank Group's support strategy in Morocco for the 1994-1996 period which focused among other things on human resource development.
2.2	Preparation	2	3	The project was prepared by a Bank mission in January – February 1993.
2.3	Appraisal	2	2	The Review note agrees with the rating; The project was appraised by a Bank mission in July-August 1993. The operation was relevant but over-ambitious, covering all levels of the education system and all cross-cutting issues. This led to an overestimation of costs and long implementation periods and thus to frequent extensions of the closing date as well as to cancellations of loan balances. Three major components were not implemented.
2.4	Supervision	2	1	The Bank organized 12 supervision missions over the 12-year implementation period, in other words, an average of one mission a year below the recommended minimum 1.5 per year. There was no mid-term project review.
<b>Total Scores</b>		<b>8</b>	<b>9</b>	
<b>Average Rating</b>		<b>2</b>	<b>2.25</b>	<b>Unsatisfactory</b>
<b>3. PROJECT RESULTS/OUTCOMES</b>				
	Component Indicator			Comments
1.	<b>Relevance and achievement of objectives</b>			
1.1	Macro-economic policy	2	NA	
1.2	Sector policy	2	3	The project was in keeping with the sector policy of the country and the Bank. The project contributed to the implementation of the education sector reform.
1.3	Physical (including production)	2	2	Even though 90% of the re-adjusted activities were implemented, only 4 out of the 7 project components were implemented over the 12 year period.
1.4	Financial aspect	2	1	Less than 25% of the ADB loan (UA4.51 against the planned UA30.0) and less than 40% of the ADF loan were utilized (UA 3.69 against UA10.13)
1.5	Poverty reduction, social impact and gender	2	3	The project targeted women and girls; it narrowed the geographical and gender gaps in access to education and improving literacy skills of rural women. Better education in the long term will improve people's access to jobs and income generating opportunities and real prospects to reduce poverty.
1.6	Environment	2	3	The project had many environmental features and activities that has

ANNEX 2				
ASSESSMENT OF IMPLEMENTATION AND BANK PERFORMANCE AND PROJECT RESULTS/OUTCOMES				
Project – MOROCCO : Project EDUCATION V				
	Component Indicator	PCR Rating (1-4)	Evaluation Rating	Comments
				enhanced beneficiary knowledge of the environment.
1.7	Private sector development	2	2	A fair number of private sector companies of consultants, contractors and suppliers were involved in the project.
1.8	Other (Specify)	NA	NA	
	<b>Total Scores</b>	<b>14</b>	<b>14</b>	
	<b>Average Rating</b>	<b>2</b>	<b>2.33</b>	<b>Unsatisfactory</b>
<b>2.</b>	<b>Institutional Development</b>			
2.1	Institutional framework including restructuring	1	1	There was an absence on an adequate structure to effectively manage the education reform; the many institutional changes negatively impacted on the project.
2.2	Financial and integrated systems of management including audit systems	1	1	There were no financial and accounting systems of management. Four departments managing the projects finances.
2.3	Transfer of Technology	NA	NA	
2.4	Staffing by qualified/skilled personnel (including turnover), training and counterpart staff.	2	2	There has been a high staff turnover mainly due to the restructuring exercise at MEN (later MENESFCRS) coupled with the civil service voluntary separation scheme that resulted in many competent and experienced professionals leaving.
	<b>Total Scores</b>	<b>4</b>	<b>4</b>	
	<b>Average Rating</b>	<b>1</b>	<b>1</b>	<b>Highly Unsatisfactory</b>
<b>3.</b>	<b>Sustainability</b>			
3.1	Continued commitment of borrower	3	3	The Review Note agrees with the rating; the Borrower was responsible for project operation costs, it provided the land for building the schools and undertook to build the remaining 5 high schools. It also defrayed to recurrent expenses brought about by the project.
3.2	Environmental policy	3	3	Even though an environmental policy was not mentioned, the project produced environmental education manual for pupils and a user's guide for teachers and organized pilot training of trainers' workshop on environmental education.
3.3	Institutional framework	1	1	The project did not comply with the planned institutional arrangement its implementation; the arrangement of 4 different outfits did not help the project implementation.
3.4	Technical viability and staffing	NA	2	The project constructed and equipped 21 schools with desks, computers, printers, audio visual equipment and vehicles but did not train personnel on repairs/maintenance which is said to be the responsibility of Government; however routine maintenance and security are reported to be inadequate.
3.5	Financial viability ((including cost-recovery)	NA	NA	
3.6	Economic viability	NA	NA	
3.7	Environmental viability	2	3	The project has mainstreamed environmental issues, produced manual and trained teachers and pupils on environmental issues.
3.8	O & M facilitation (foreign exchange and recurrent cost financing availability, etc)	1	1	Even though the government will cover the recurrent costs, the operations and maintenance of the facilities is not very clear. The view of the PCR is the Government's record on routine maintenance which is their responsibility is weak.
	<b>Total Scores</b>	<b>10</b>	<b>12</b>	
	<b>Average Rating</b>	<b>2</b>	<b>2</b>	
<b>4.</b>	<b>Economic rate of return</b>	<b>NA</b>	<b>NA</b>	
	<b>OVERALL TOTAL</b>	<b>28</b>	<b>28</b>	
	<b>OVERALL RATING (1-4 above)</b>	<b>1.86</b>	<b>1.86</b>	<b>Unsatisfactory</b>

#### Sources of Information.

1. Bank PCR
2. ADB Operations Manual. 1999



3. Appraisal Report
4. The Bank's Project Supervision Reports
5. Supervision Summary Report
6. Country Strategy Paper