

ASSESSMENT OF DEVELOPMENT RESULTS

EVALUATION OF UNDP CONTRIBUTION MOROCCO



HUMAN DEVELOPMENT effectiveness COORDINATION
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
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HUMAN DEVELOPMENT effectiveness COORDINATION



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Resilient nations.*

ASSESSMENT OF DEVELOPMENT RESULTS EVALUATION OF UNDP CONTRIBUTION MOROCCO

**Independent Evaluation Office, May 2016
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FOREWORD

This Assessment of Development Results (ADR), conducted between March 2015 and January 2016, examines UNDP's support to the development of Morocco, which began a decentralization process in 2006 and which, in the context of the historical events that swept across North Africa and the Middle East in early 2011, has undertaken significant political and social reforms. The evaluation assesses UNDP's contribution from 2007 to 2015 in three closely related areas: democratic governance; accelerating the achievement of the Millennium Development Goals (MDGs) and reducing vulnerabilities and inequalities; and environment and sustainable development.

UNDP is considered by most of its national interlocutors as a long-standing partner that is trustworthy, credible and responsive with the ability to convene a wide range of stakeholders. UNDP is recognized as having been able to adapt and address the many changes in the country, notably in the areas of local governance, sustainable development and climate change. In particular, UNDP has been a forerunner in the area of decentralization, providing support to interventions that promote democratic governance at the decentralized level and to local integrated development programmes that were successfully transformed into local governance programmes. UNDP's project management skills and its contributions to capacity-building were also appreciated by partners.

The evaluation recommends that UNDP maintain the innovative character of its interventions, capitalize on its capacity to bring together diverse

institutional stakeholders in order to promote integrated and multi-sectoral interventions, support the participation of non-traditional partners in debates and discussions regarding development, and continue to share knowledge and support the implementation of monitoring and evaluation (M&E) systems among its various partners.

IEO presented the conclusions and recommendations of the ADR at a stakeholder workshop held on 21 January 2016 in Rabat. Approximately 60 people attended the workshop and shared their reactions to the findings, conclusions and recommendations presented in the evaluation, as well as management's response presented by the UNDP Country Office.

IEO sincerely hopes that the results of this assessment will contribute to strengthening UNDP's efforts to provide support to the Government of Morocco and other national partners in particular in view of the country's further human development, the process for elaborating a new country programme, and the broader discussions taking place within the organization on its role in middle-income countries.



Indran Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AGORA	Support for local governance in a perspective of advanced regionalisation (<i>Appui à la gouvernance locale dans la perspective de la régionalisation avancée</i>)
ART GOLD	Support for territorial and thematic networks for governance and local development (<i>Appui aux réseaux thématiques et territoriaux pour la gouvernance et le développement local</i>)
CB2	Cross-Cutting Capacity Building
CBTHA	Transhumance for Biodiversity Conservation in the Southern High Atlas project (<i>Conservation de la biodiversité par la transhumance dans le versant sud du Haut Atlas</i>)
CONEVAL	National Council for the Evaluation of Social Development Policy (Mexico)
COP	Conference of the Parties
CPAP	Country Programme Action Plan
CPD	Country Programme Document
ERC	Evaluation Resource Centre
RBM	Results-based management
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse gas
GIFMA	Project for the Integrated Management of Forests of the Middle Atlas (<i>Remise en état des fonctions environnementales, de l'intégrité écologique et des services socio-économiques des domaines forestiers du Moyen Atlas</i>)
HCP	High Commission for Planning
IEO	Independant Evaluation Office
M&E	Monitoring and Evaluation
MAP	Medicinal and Aromatic Plants
MDG	Millennium Development Goals
NGO	Non-governmental organizations
NIDH	National Initiative for Human Development
ODA	official development assistance
PCB	polychlorinated biphenyls
POPs	Persistent organic pollutants
ROAR	Results-Oriented Annual Report
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework

UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organization
UNV	United Nations Volunteers

EXECUTIVE SUMMARY

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) in Morocco in 2015. An ADR evaluates UNDP's contributions to development results and its strategic position within the country. The ADR covered the period from 2007 to mid-2015 which encompasses the full 2007-2011 programme cycle and three and a half years of the 2012-2016 cycle. It paid particular attention to the themes covered by UNDP's programme over both periods, namely acceleration of progress towards the Millennium Development Goals (MDGs) and the reduction of vulnerabilities, democratic governance and the environment and sustainable development.

The ADR examined UNDP's strategy and performance from two perspectives. It assessed the effectiveness of UNDP's contribution to development results by programme area. Specific attention was given to UNDP's overall vision of helping countries eradicate poverty and reduce inequalities and exclusion, and of furthering gender equality and women's empowerment. It also assessed the quality of UNDP's contribution using the criteria of relevance, efficiency and sustainability. In addition, it analysed UNDP's strategic position from the perspective of the organization's mandate and the values it promotes, as well as that of recognized or emerging needs and national priorities for development in Morocco.

The evaluation used a mixed data collection method, including a wide-ranging document review, individual and group interviews with representatives of government, civil society, United Nations agencies and donors, as well as country programme beneficiaries. Field visits were organized to directly observe and conduct interviews with local authorities and beneficiaries

of activities supported by UNDP. The evaluation team included an evaluator from the IEO, an international evaluation and environmental expert and two national experts.

KEY FINDINGS

Effectiveness of UNDP's contribution to development results

In the thematic area of acceleration of progress towards the MDGs and the reduction of vulnerabilities, UNDP has built awareness of the need to adopt participatory and innovative approaches to achieving the MDGs, and social development in general. At the local level, results of local development programmes have been more tangible, including job creation and increased opportunities for beneficiaries to generate an income. These results remain modest in terms of scope and are, for the most part, not very sustainable.

In the field of democratic governance, UNDP contributed to building the capacity of selected institutions through training, awareness building, advocacy activities, study tours and experience sharing. UNDP also supported the implementation of pilot projects, creation of management structures, adoption of regulatory tools (laws), and establishment of results-based M&E systems. Tools and knowledge acquired through the projects are beginning to be applied, and a climate for dialogue and cooperation has been fostered among various stakeholders

At the local level, institutional capacities in the areas of strategic development planning and coordination of decentralized development cooperation have been strengthened. UNDP has also strengthened the capacities of local stakeholders to engage in participatory approaches, and integrate gender dimensions, results-based management (RBM) and environmental concerns in local plans. This has

created local expertise and a better understanding of territorial development. UNDP also strengthened the capacities of civil society by facilitating networking, training, learning by doing, designing and implementing projects and ensuring their participation in various consultative fora. As a result, local associations are now seen as essential partners of local and regional governments.

In the environment and sustainable development portfolio, the majority of interventions supported by UNDP have led to a number of immediate results. Training, awareness building and the production of knowledge (studies, guides, study tours) have resulted in a better understanding of issues and challenges related to the environment. In some cases, this gave rise to national level debates which resulted in the integration of such issues in national, sectoral and/or local planning tools.

Some projects led to the creation or strengthening of regulatory frameworks and/or the emergence of new markets which, in time, should create jobs, increase revenues, and improve overall living standards of local populations, as well as help protect the environment.

In quantitative terms, and given their limited scope, pilot projects have not contributed significantly to expected results such as effective environmental protection, improving living conditions or reducing poverty. They do, however, serve as models to be replicated on a larger scale and will lead to significant changes in the long term.

UNDP support to project and knowledge management have brought about changes in behaviour by creating a culture of dialogue, consultation, collaboration, knowledge sharing, RBM and M&E.

In summary, the Country Office supported the Government of Morocco and other stakeholders to implement projects whose activities resulted in outputs, which themselves had both short- and long-term effects and contributed to expected outcomes. Outputs from UNDP-supported projects included strengthened capacities; the introduction of concepts, approaches and tools for planning; the creation of partnerships; and establishment of M&E systems. Immediate or medium-term outcomes of these initiatives include strengthened regulatory frameworks, discussions on emerging issues, the establishment of an RBM culture, and the application of new concepts such as sustainable development and climate change. Some interventions have already led to results that could lead to sustainable change, in particular with regards to improving the living conditions of the local population.

QUALITY OF UNDP'S CONTRIBUTION

UNDP-supported projects were very **relevant** to Morocco's national priorities and international commitments. Furthermore, the continuation of a number of UNDP interventions demonstrated a certain coherence in the programme and its strategic relevance. Overall, the UNDP country programme in Morocco has demonstrated programmatic and operational **efficiency**. Although exit strategies were rarely developed at the time of project design, the potential sustainability of results of the majority of UNDP-supported projects is good, given partners' strong implication and ownership, and the effective individual and institutional capacity development support that has been provided. However, this potential sustainability is threatened by frequent and significant delays in decision making processes at the end of a project and its replication or upscaling. The sustainability of results of activities at the community level are mixed.

UNDP'S STRATEGIC POSITIONING AND VISION

With respect to strategic positioning and vision for poverty eradication, UNDP-supported projects have sought to directly or indirectly reduce poverty, inequalities and exclusion, although results have been relatively modest in quantitative terms. Institutional or technical projects have provided national partners with approaches and tools and built capacities to reorient public policies in favour of the disadvantaged. At the local level, the majority (if not all) projects are implemented in disadvantaged regions, and have sought to improve the living conditions and livelihoods of local populations.

UNDP's results with regards to the promotion of gender equality and women's empowerment have been modest, particularly for older projects which did not integrate gender concerns in their design, as well as those with a national scope and technical environment-related projects. However, results were more notable at the local level, especially as a result of support to income-generating activities that primarily targeted women's associations and cooperatives.

UNDP's ability to establish partnerships was widely recognized and acknowledged by the partners interviewed. UNDP has encouraged exchanges with countries in both the South and the North, allowing partners to benefit from others' experiences and good practices, as well as sharing their knowledge. In addition, visitors learned about Morocco's own experiences. However, this form of cooperation, seen as one of UNDP's principal missions, was considered to be insufficient by its partners.

UNDP's project management competencies were also systematically recognized by the majority of those interviewed. Following a recommendation made in the 2011 evaluation of the Country

Programme Action Plan (CPAP), the Country Office established an M&E unit and instituted annual and mid-year reviews in partnership with the Ministry of Foreign Affairs and Cooperation. UNDP also incorporated knowledge management in nearly all of its projects. Partners reported the outputs and knowledge products to be generally of good quality, and are often accessible through websites set up as part of the projects. However, dissemination beyond immediate stakeholders was insufficient.

CONCLUSIONS

Conclusion 1: UNDP is considered to be a longstanding, trusted, credible, responsive partner with convening power.

Conclusion 2: Partners find UNDP's competencies in project management and its contributions in the area of capacity development are its greatest added value.

Conclusion 3: UNDP has achieved positive results through its pilot projects (notably in the environment portfolio) but there have been challenges in translating localized results into wider outcome level changes.

Conclusion 4: UNDP has been a pioneer and a recognized partner in Morocco in the field of decentralization and territorial anchoring of democratic governance.

Conclusion 5: The results of UNDP projects are not significant in quantitative terms but rather in terms of their qualitative contribution to policy debates.

Conclusion 6: Over the course of the last two programme cycles, results in terms of gender equality and women's empowerment were not significant. However, recent measures taken by the Country Office should begin to yield positive

results in the next programme cycle. With respect to other forms of inequality, UNDP facilitated the participation of stakeholders who have not traditionally been engaged in development debates, notably youth but also representatives of other vulnerable groups.

Conclusion 7: Efforts by the Country Office to restructure the 2012-2016 programme and adopt an integrated approach to programming are to be commended and encouraged as they should lead to more significant results in the future.

Conclusion 8: The country programme is heavily dependent on a limited number of funding sources.

RECOMMENDATIONS

Recommendation 1: UNDP must ensure that the interventions it supports remain innovative and that it does not become confined to a role of fund manager. While continuing to capitalize on its project management capacities, UNDP should strengthen its thought leadership and advocacy work so that it can continue to be a leading voice in development debates at all levels.

Management response: *The Country Office accepts the recommendation. The office has made innovations in projects such as the introduction of Payments for Ecosystem Services, forestry certification and innovations in oasis programmes, particularly those highlighted in the framework of 21st session of the Conference of the Parties (COP21). The Country Office will also continue to maintain a balance between core and non-core programmes and projects.*

Recommendation 2: UNDP should continue its role as a convenor, bringing together different institutional stakeholders, as well as traditional and non-traditional stakeholders.

Management response: *The Country Office accepts the recommendation. UNDP includes traditional partners, particularly youth, in all of its projects and initiatives and consulted with them during the post-MDG consultation and also as part of the MDG caravans. UNDP will continue to include non-traditional stakeholders in its core and non-core programmes at the national and local levels.*

Recommendation 3: UNDP should create conditions conducive to the sustainability of results achieved through its support.

Management response: *The Country Office accepts the recommendation. An outline for exit strategies has been drafted. In the terms of reference for mid-term and final project evaluations, the criterion for sustainability has been reinforced by requiring the indication of the existence or absence of an exit strategy. Exit strategies have been drafted for projects that are underway, and are monitored and updated based on the evolution of the context in mid-year and yearly reviews. New projects will include exit strategies from the time of the formulation of the project document.*

Recommendation 4: UNDP should further capitalize on its programmes and projects by putting greater emphasis on knowledge sharing between different national institutions as well as with other countries.

Management response: *The Country Office accepts the recommendation. The office encourages participation, exchange and creation of synergies among similar projects through mid-year and yearly reviews. It drafts capitalization reports in French and encourages the use of Arabic and English; the office also produces films that are made available on the UNDP Morocco website. The office includes and will continue to include communication plans in all of its ongoing and future projects. Lastly, the office*

will produce a report on activities in Morocco on the occasion of UNDP's 50th anniversary.

Recommendation 5: UNDP should continue to support the establishment of monitoring systems by national partners in order to institutionalize a culture of RBM.

Management response: *The Country Office accepts the recommendation. A national information system with the National Observatory for Human Development and sister agencies, and a geographic information system to monitor the effectiveness of development aid with the Ministry of Economy and Finance have both been put in place. The office is also implementing an M&E system for public policies with the Ministry of General Affairs and Governance, as well as M&E systems in four urban*

municipalities in the Tangier-Tétouan-Hoceima region. The office will continue to provide technical support to build the capacity of project teams, and national and local institutions in RBM, M&E and implementing M&E systems.

Recommendation 6: UNDP should take advantage of new financing and partnership opportunities.

Management response: *The Country Office accepts the recommendation. The partnership strategy developed by the office in 2012 is being updated, and monthly monitoring of this strategy and its action plan will be carried out. Additionally, expertise will be mobilized to strengthen capacities in the office for mobilizing resources and identifying non-traditional financing partners.*

Chapter 1

INTRODUCTION

1.1. PURPOSE OF THE EVALUATION

The Independent Evaluation Office (IEO) of the United Nations Programme for Development (UNDP) carried out an Assessment of Development Results (ADR) in Morocco in 2015. The ADR is an independent evaluation that aims to capture and demonstrate evaluative evidence of UNDP's contributions to development results as well as analyse the effectiveness of UNDP's strategic position in the country. The purpose of the ADR is to:

- support the development of the next UNDP Country Programme Document (CPD)
- strengthen accountability of UNDP to national stakeholders
- strengthen accountability of UNDP to the Executive Board

This first ADR for Morocco was carried out in consultation with the Government of Morocco through the the Ministry of Foreign Affairs and Cooperation, the UNDP Country Office in Morocco and the UNDP Regional Bureau for Arab States.

1.2. SCOPE OF THE EVALUATION

The ADR was conducted during the last year of the UNDP country programme 2012-2016 in order for findings to be considered in the process of drafting the new country programme. An ADR generally covers two consecutive country programme cycles. The ADR in Morocco thus covered the period from 2007 to mid-2015, which

represents the entire programme cycle 2007-2011, and three and a half years of the 2012-2016 programme cycle. The ADR paid particular attention to the topics covered by the UNDP programme over both periods: acceleration of progress towards the MDGs and the reduction of vulnerabilities; democratic governance; and the environment and sustainable development. The evaluation covered 45 projects and also took into account certain regional and global initiatives in which Morocco has participated. It therefore looked collectively at all UNDP-supported activities, whether financed by core funds, resources from other donors or by the Government of Morocco. Special efforts were made to capture the role and contribution of United Nations Volunteers (UNVs) involved in joint work with UNDP.

1.3. METHODOLOGY

The evaluation methodology comprises two main components: (i) analysis of UNDP's contribution to development results by thematic/programme area, and (ii) assessment of the quality of this contribution. The ADR will present its findings according to defined criteria:

- **UNDP's contribution by thematic/programme area.** The ADR will assess the **effectiveness** of UNDP's contribution to development results in Morocco through its programme activities. The ADR will pay particular attention to assessing the contribution to UNDP's overall global vision of helping countries eradicate poverty and reduce inequalities and exclusion, and its contribution to promoting

gender equality and women's empowerment.¹

- **The quality of UNDP's contribution.** The ADR will also examine the quality of UNDP's contribution based on the following criteria:
 - relevance of activities to the country's needs and national priorities
 - efficiency of UNDP activities in terms of use of human and financial resources
 - sustainability of the results to which the UNDP contributes

The ADR also examines how specific factors contributed to UNDP's performance, particularly the principles defined in the Strategic Plan 2014-2017. For example, in addition to analysing UNDP's contribution to gender equality and women's empowerment, the ADR will also examine gender as a factor of UNDP's performance. For every country programme outcome, the ADR analyses how gender mainstreaming worked across all programmes and operations. Similarly, it examines UNDP's contribution to reducing inequalities and inclusion of the most vulnerable populations.

The analysis of UNDP's strategic positioning considers its mandate and values, as well as identified or emerging needs and national priorities for development in Morocco. It includes a systematic analysis of UNDP's position in the country's development policy, as well as the strategies used by the UNDP to maximise its contribution. Finally, the ADR reviews how and to what extent the Country Office's approach had an impact on reaching programme goals. The evaluation also takes into account country-specific factors that may have

influenced UNDP's performance, including: the declaration of a new constitution in 2011 which, among other things, guarantees greater regionalization; Morocco's status as a middle-income country and its access to development assistance; the common United Nations system programming; the Country Office's internal organization and relations between programme and operations; the integrated approach to programming adopted by the Country Office; the communication for development approach (C4D); and, the introduction of a culture of M&E and RBM.

After collection, data and information were triangulated through the following elements:

- An analysis of CPDs, project documents, programme and project evaluations, activity reports, the Government of Morocco's strategy documents and various national publications. The list of documents consulted is available in Annex 3.
- Individual and group interviews with government representatives, civil society organizations, United Nations agencies and donors, as well as country programme beneficiaries, on evaluation questions concerning the support provided by UNDP, project and programme execution and their impact (strengths, weaknesses and funding provided). The list of people consulted is available in Annex 2.
- Field visits which made it possible to directly observe projects, and interview local authorities and beneficiaries of UNDP supported activities. The evaluation team travelled to the eastern region and the Guilimim-Assa-Tata region where UNDP implements many projects.

¹ Using the United Nations System-Wide Action Plan (UN-SWAP) on gender equality and the empowerment of women.

The evaluation team comprised an Evaluation Manager from IEO, an international energy and environment expert and manager, a national expert in charge of local governance and a national expert responsible for MDG monitoring and decreasing vulnerabilities. A research assistant at UNDP headquarters also provided support.

1.4. EVALUATION PROCESS

The IEO Evaluation Manager and the international expert went on a preparatory mission to Rabat from 23 to 27 March 2015 during which they met with members of the Country Office, and representatives from other United Nations agencies and donors, the Government of Morocco and national stakeholders. Following the mission, IEO drafted the evaluation's terms of reference. They were then communicated to the Country Office, who shared them with the Ministry of Foreign Affairs and Cooperation for comment.

Following the recruitment of national experts, the evaluation team conducted the principal evaluation mission to gather data between 15 June and 3 July 2015. The national experts undertook field visits the week prior and continued conducting interviews after the main mission to gather missing data. The evaluation team presented their preliminary observations and areas for reflection (initial recommendations) on 3 July 2015 in the Country Office, in the presence of a representative of the Ministry of Foreign Affairs and Cooperation. The evaluation team also met with members of the reference group at the start of the main mission on 23 June 2015.

The evaluation team followed a standard model to prepare outcome reports for each thematic area. The process took longer than planned due to the integrated nature of the country programme and because interactions between different thematic areas made analysis more difficult than when they are examined separately. These reports served as the basis for the full ADR report.

The draft report was submitted to the IEO, the Country Office, the UNDP Regional Bureau for Arab States and an external reviewer² for fact checking and to correct inaccuracies and omissions. It was then sent to the Government of Morocco. A stakeholder workshop was held in Rabat which provided an additional opportunity to receive comments and corrections to the ADR report before it was finalised.

1.5. EVALUABILITY ASSESSMENT AND CHALLENGES

An evaluability assessment of UNDP's programme in Morocco concluded that the conditions for conducting the ADR were met, despite the identification of shortcomings and/or difficulties. As a qualitative exercise, the ADR focuses on the impact of UNDP's activities and their contributions to development, rather than on the activities themselves.

The evaluation team had access to 19 evaluation reports,³ as well as mid-year and annual reviews conducted by the Country Office since 2012. These documents were very useful to the analysis carried out in the framework of the ADR. The evaluation team notes that the majority of the evaluations concerned environmental or territorial development projects, and that evaluations of governance and MDG acceleration

² Mr. Claude Hilfiker, Head of the Evaluation Section, Internal Audit and Oversight Division, World Intellectual Property Organization (WIPO).

³ Two United Nations Development Assistance Framework (UNDAF) mid-term reviews, 14 project

assessments, one impact assessment, one donor country assessment and one thematic assessment.

projects at the national level were almost non-existent.⁴ Evaluations quality assessed by IEO were rated mostly satisfactory or satisfactory.

Changes in the formulation, number and numbering of outputs and outcomes between the two programme cycles were a challenge for the evaluation team, although the focus of activities and the attribution of various projects to different outcomes remained the same for the most part. Furthermore, indicators defined in the CPD and the United Nations Development Assistance Framework (UNDAF) 2007-2011 were different, and neither defined a baseline or targets. Evaluating progress against programme indicators was a challenge because, for example, the programme overview in the UNDP management system (Atlas) shows that outcomes of the 2007-2011 programme cycle were not linked to thematic areas in 2010, and then they were all linked to the democratic governance area in the following year. Project classification improved during the 2012-2016 cycle, making monitoring easier.

The evaluation team noted that changes in the numbering of outcomes created similar difficulties in tracking progress in the Results-Oriented Annual Reports (ROAR). Data for the 2007-2011 programme cycle was irregular

because of the different outcomes used. Between 2008 and 2010, the original outcomes were used in the ROAR. Only in 2011, did the report include indicators proposed for the three new outcomes. However, for the 2012-2016 programme cycle, indicators are in line with the UNDAF and country programme outcomes, and monitoring has greatly improved.

1.6. STRUCTURE OF THE REPORT

The report has six chapters. Following the Executive Summary and this introduction (Chapter 1), Chapter 2 outlines the national context and the principal challenges to development in Morocco, as well as the national strategies adopted to face them. Chapter 3 analyses UNDP's response and strategies to support Morocco in facing these challenges and Chapter 4 addresses its specific contribution to development results. Chapter 5 examines the factors that influenced or influence UNDP's contribution and its strategic position in the country. Finally, Chapter 6 presents conclusions and proposes recommendations. The evaluation's terms of reference, lists of people interviewed and documents consulted, and the UNDP Country Office's Management Response are available in the annexes.

⁴ The evaluation of two of these projects was scheduled at the end of 2015, i.e. after the ADR mission.

Chapter 2

NATIONAL DEVELOPMENT CONTEXT

2.1 COUNTRY CONTEXT AND CHALLENGES

2.1.1 Human Development and MDGs

Morocco's Human Development Index value in 2014 was 0.628, positioning the country at 126th out of 188 countries or territories, or in the lower tier of middle-income countries. Between 1980 and 2014, the index value rose from 0.396 to 0.628, an increase of 58.6 percent or an average annual increase of approximately 1.4 percent.⁵

According to the High Commission for Planning (HCP), and based on predictions in a 2012 review, Morocco should achieve 90 percent of the MDGs by the end of 2015, particularly those concerning eradication of extreme poverty and hunger, and reduction in absolute poverty. Despite this progress, there are still social inequalities, particularly in terms of consumer spending, access to education and training, gender gaps and persistent regional disparities.

The 2007 survey on income and household living standards⁶ revealed high, persistent disparities between urban and rural areas; regions, provinces and municipalities; and different regions. The diagram of development in the different economic regions of Morocco in 2006⁷ revealed a socio-economic map divided into five homogenous groups including regions: i) with high economic and administrative activity; ii) for agriculture and tourism; iii) with average socio-economic development; iv) with low socio-

economic development; and v) predominantly made up of desert.

2.1.2 Political context

According to its Constitution, Morocco is a democratic, parliamentary and social constitutional monarchy. The head of government is appointed by the King following legislative elections. Legislative power is held by Parliament which is made up of the House of Representatives and the House of Councillors.

Following the historic events that swept across North Africa and the Middle East in early 2011, Morocco underwent major political and social reform. A new Constitution was adopted by referendum in July 2011. Several initiatives were launched to improve governance and economic opportunities, including reform of the retirement system and medical coverage, increasing business competitiveness and creating jobs, as well as improving the quality of basic services. In 2014, the Government prioritized social spending to eliminate slum areas, improve rural infrastructure and education and health infrastructure by increasing their budgets by 8 percent and 4 percent respectively. An action plan for 2013-2015 was developed to accelerate the achievement of MDG 4 (reducing child mortality) and MDG 5 (improving maternal health) which targeted nine priority regions (out of a total of 16).

For many years Morocco has been committed to decentralization and it sped up this process beginning in 2006. In 1959, the national territory was divided into 801 municipalities. In 1992, the

⁵ UNDP, "Briefing note for countries on the 2015 Human Development Report: Morocco". http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MAR.pdf (accessed 8 February 2016)

⁶ HCP Poverty Map 2007, available at www.hcp.ma/downloads/Niveau-de-vie-et-pauvrete_t11884.htm

⁷ www.finances.gov.ma/depf/SitePages/publications/en_catalogue/etudes/2006/doc20.pdf

new Constitution introduced the concept of regions which, since 1971, had only been an economic division with a consultative regional assembly. In a speech by the King given at a national meeting of local authorities held on 12 December 2006 in Agadir, the decentralization process was again set in motion. In 2009, the amended municipal charter granted municipalities adequate leadership and capacity necessary to plan and implement adapted municipal development plans, improve social services and ensure streamlined transparent management of public finances. In 2011, Morocco adopted by referendum a new Constitution, its sixth since independence in 1956. The Constitution established universal suffrage for the election of regional councils and constitutionalized the process of regionalization, thereby making it irreversible.

2.1.3 Economic context

Morocco's economy generally performs well but is heavily dependent on the agricultural sector and is closely tied to the global context. Despite external shocks caused notably by the economic crisis in the Euro zone and global market volatility, the economy has grown between 3 percent and 5 percent in recent years.

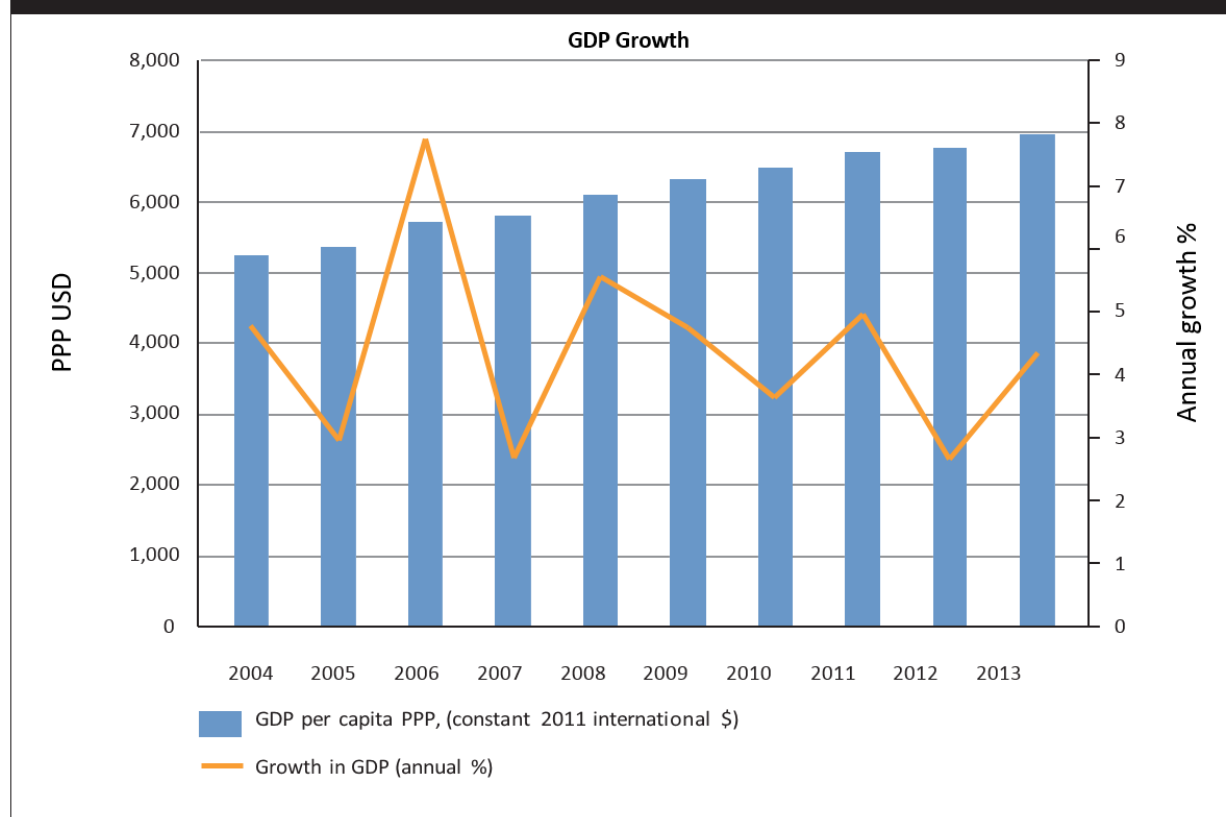
The agricultural sector employs 40 percent of the labour force and contributes more than 15 percent of GDP. Cereals, fruits and vegetables are the major crops grown. Morocco has few mineral

resources and phosphates are its main natural resources. Industry contributes nearly 30 percent of GDP through textile manufacturing, leather goods, food processing, petroleum refinery and electronic assembly. New sectors, including chemicals, automotive components, information technology, electronics and the aeronautical industry, are gaining importance and seeking to decrease the nation's dependency on the agricultural sector.

The service sector contributes approximately 55 percent of GDP and employs 40 percent of the labour force. It is also heavily dependent on tourism. The country grants concessions for numerous public services in major cities and recently liberalized petroleum and gas regulations. Calls for tenders are becoming increasingly transparent.

Unemployment has risen in recent years and represents a challenge. According to the HCP, unemployment in 2014 stood at 10 percent compared to 9 percent in 2013. The national unemployment rate among the active population rose to 8 percent, primarily among 15- to 24-year-olds and 25- to 34-year-olds, for whom unemployment reached 20 percent and 14 percent respectively. Youth unemployment can be explained by a mismatch between labour market needs and the young graduates entering the market. Additionally, unemployment is higher in urban areas (15 percent) than in rural areas (4 percent).

Figure 1: Growth Trends in Gross Domestic Product (GDP) and National Income per capita (2004-2013)



2.1.4 Gender issues

The empowerment of women and their participation in political, economic, social and cultural life is an important concern for Morocco. Recent legal and political reforms show a strong willingness to promote women's human rights. The 2011 Constitution consolidated progress already made by enshrining gender equality and parity in all areas. Morocco ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in 1993 and withdrew reservations in 2011. It also instituted a Government Plan for Equality (2012-2016) which focuses on eight areas, with 24 goals and 156 measurements.⁸

Morocco has made remarkable progress in eliminating gender disparity in education over the last 20 years. Between 1990 and 2012, the gender parity rate in primary education rose from 66 percent to 91 percent, and from 56 percent to 91 percent for higher education. Inequalities in gender-related illiteracy also fell, and for every 100 literate boys between 15- to 24-years-old there are almost 85 literate girls, compared to only 65 in 1990. However, little progress has been made with regards to employment over the last 10 years. Feminization of the labour force by socio-professional category remained relatively stable from 2000 to 2012. Women represented 20 percent of the workforce in 2012, compared to 22 percent in 2000. They also represented 8 percent

⁸

<http://ma.one.un.org/content/unct/morocco/fr/home/w hat-we-do/groupe s-thematiques/le-genre.html>

of employers compared to 7 percent during the same period. Despite obvious progress in women's rights in Morocco, social pressures remain. Women are encouraged to remain in the home or marry early which prevents their access to the labour market and empowerment.⁹

2.1.5 Environment

Morocco's geographical position gives it a remarkable range of varied bioclimates, including humid and sub-humid, Saharan and desert arid, and semi-arid and high mountain areas. The landscape is equally diverse giving Morocco a diverse ecological and natural environment.¹⁰ However, urban growth and the development of vital socio-economic sectors, particularly agriculture, industry, fishing, infrastructure and tourism, have had a negative impact on the quality of the environment in recent decades. This has resulted in a severe degradation of natural resources and the population's living environment due to air, freshwater and ocean water pollution; land desertification; degradation of forest, biodiverse and coastal areas; and illegal landfills. These issues have had a negative impact on the health of the population and economic development because the natural resources necessary for sustainable development are being exhausted.¹¹

2.2 NATIONAL DEVELOPMENT STRATEGIES

In response to these challenges and in accordance with its international commitments, Morocco has integrated the concept of sustainable

development into its development strategy with the aim of improving living standards, strengthening sustainable management of natural resources and promoting environmentally-friendly economic activities. The National Charter for the Environment and Sustainable Development was adopted in 2010. Morocco has included the principle of sustainable development in its sectoral strategies, such as the Strategy for Upgrading the Environment, the Green Morocco Plan, the Solar Energy Plan, Vision 2020 (for tourism) and development of e-government in the framework of public administration reform. Among these strategies, the National Initiative for Human Development (NIDH), launched in 2005 by His Majesty the King, is a broad plan to combat poverty and exclusion. The initiative aims to reduce social deficits by expanding access to basic social services, promoting activities that create jobs and stable incomes, adopting creative solutions for the informal sector and assisting vulnerable groups or those with specific needs.¹²

The convergence and inclusion of various sectoral policies into national plans or programmes and their use across territories continues to be a major challenge in Morocco because most strategies were developed according to visions and macroeconomic thinking with goals and financing mechanisms that are individual to each sector. This complex area of work requires a level of discussion and consultation that is yet to have been achieved.¹³

Ensuring principles of sustainable development are included in all sectoral strategies, in keeping with the international commitments made at the

⁹ Khalid Adnane, "La longue marche vers l'émancipation économique des femmes", 8 March 2004. Available from <http://perspective.usherbrooke.ca/bilan/servlet/BMAAnalyse?codeAnalyse=1669>.

¹⁰ Kingdom of Morocco, *Fifth National Report on the Convention on National Biodiversity* (2014). Available from <https://cbd.int/doc/world/ma/ma-nr-05-fr.pdf> (accessed 6 April 2015).

¹¹ Kingdom of Morocco, *Report on the State of the Environment* (REEM) (*Etat de l'environnement du Maroc*) (2010). Available from www.environnement.gov.ma/PDFs/RDEEM.pdf

¹² www.maroc.ma/en/content/indh.

¹³

www.ma.undp.org/content/morocco/fr/home/countryinfo/

Rio de Janeiro and Johannesburg Earth Summits, is another challenge. The process began with the Strategy for Upgrading the Environment and continued with the National Charter for the Environment and Sustainable Development.

Additionally, to implement the guiding principles of the Paris Declaration and the Accra Agenda for Action, Morocco has adopted new results-based methods of managing public funds in order to optimize use of funds, improve budgetary transparency and strengthen the role of oversight institution.

Chapter 3

UNDP'S RESPONSE AND STRATEGIES

This chapter describes how UNDP, building on strategies of the United Nations, developed its responses to the development challenges identified in Chapter 2. It briefly describes the two country programmes being evaluated, their resources, their efforts to mainstream gender, their management and coordination, and cooperation with other agencies in the United Nations system.

3.1 STRATEGIES AND PROGRAMME CYCLES

UNDP has a dual mission in Morocco. According to its website, it offers the Government of Morocco expert analysis and solutions that fit the country's development challenges. It also brings together and coordinates multiple national and international partners around a single programme: achieving the MDGs.¹⁴

UNDP's activities in Morocco were outlined in its CPDs, which are set within the United Nations system's fields of operation as defined in the corresponding UNDAFs. The provisions of the

CPDs are further detailed in the Country Programme Action Plan (CPAP) 2007-2011 and, for the 2012-2016 period, in the Common Action Plan of the UNDAF.

The 2007-2011 CPD identifies six expected outcomes that are presented in Table 1. These outcomes were modified slightly and incorporated into the CPAP 2007-2011. Initially, 14 outcomes were input into UNDP's internal management system (Atlas). In 2009, the number of outcomes was reduced to eight and, in 2010, following the recommendations of the CPAP mid-term evaluation, they were reformulated and reduced to three.¹⁵

The UNDAF 2012-2016 was drafted following sustained joint planning efforts among United Nations agencies. A Common Action Plan for all agencies in the United Nations system was also drafted which replaced the operating documents specific to each agency. This meant that, for this period, UNDP had an Executive Board-approved CPD but no CPAP. The three UNDAF outcomes to which UNDP contributed are presented in Table 2.

¹⁴www.ma.undp.org/content/morocco/fr/home/operations/about_undp0.html.

¹⁵ The outcomes formulated for 2010-2011 were: i) the Government leads reforms, and national and regional strategies to accelerate achievement of the MDGs and in the area of climate change; ii) regional

and local actors are able to engage in sustainable development in their regions in cooperation with the target populations; and, iii) the Government, national institutions and civil society gain analysis and advocacy capacities in the field of sustainable human development.

Table 1: Programme outcomes

	2007-2011		2012-2016
Field	UNDAF outcomes 2007-2011 (According to CPD 2007-2011)	Country programme outcomes 2007-2011 (CPD 2007-2011)	UNDAF and country programme outcomes 2012-2016
Accelerating achievement of the MDGs	Integration of rural poor populations in development mechanisms through appropriate policies and programmes	Expand access to basic social services and infrastructure, means of production and food security to vulnerable rural populations	Vulnerabilities and inequalities, in particular when gender-related, are reduced through policies/strategies and economic and social development programmes
	Support to ensure access to social services for children, youth and vulnerable populations and facilitate their integration in the development process	Vulnerable populations exercise their rights to access quality social services: education, protection, health, HIV and AIDS prevention, housing and employment	
	Ensure significant progress with regards to gender equality, protection of women and girls' rights and their participation in political, economic, social and cultural public life	Increase institutionalization of a gender approach in laws and planning mechanisms, programmes and budgets to support women's rights, particularly in political, economic and social power and participation	
Governance	Strengthen the State's and civil society's democratic governance capacities to ensure human development and achievement of the MDGs	Strengthen the decentralization system and reform process	Institutional partners and civil society agree the principles of democratic governance, are sensitive to gender, and put them into practice for integrated, equitable and sustainable human development
		Increase civil and civic participation and the exercise of human rights	

Environment and sustainable development	Improve organizational conditions to protect and highlight natural and cultural heritage in the service of human development	Strengthen legal and institutional frameworks to protect and highlight cultural and natural heritage, including the impacts of climate change, in line with international instruments	The principles of the National Charter for the Environment and Sustainable Development are implemented and ensure coherence between sector strategies and environment, climate change, risk management, priorities, while strengthening territorial convergence in the most vulnerable areas and populations, with particular attention to gender
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Despite various adjustments (multiple outcome formulated for 2007-2011 and the adoption of common planning for 2012-2016), there was some continuity between the two UNDP programme cycles whose activities can be grouped in **three major thematic areas**:

- **Governance and acceleration towards achieving the MDGs** by supporting institutional capacity development, such as support to Parliament, contributing to the modernization of the civil registry, supporting the Interministerial Delegation for Human Rights, and the National Observatory of Human Development, and building the capacity for public policy evaluation.
- **Territorial development** by supporting several regional programmes such as the Southern Oasis Programme, the Tafilalet Oasis Programme and the Integrated Development Programme for the Eastern Region. UNDP Morocco's Support for Territorial and Thematic Networks for Governance and Local Development (ART GOLD) programme, part of the ART global initiative (Articulation of Territorial

and Thematic Cooperation Networks for Human Development) aims to promote democratic governance at a decentralized level through a concerted participatory approach, both at the local development programme level and in management of international cooperation resources.

- **Environment and sustainable development** including projects that supported efforts to protect biodiversity, improve integrated forest management, promote energy efficiency and renewable energies, reduce greenhouse gas (GHG) emissions, eliminate persistent organic pollutants (POPs), integrate environmental concerns in local planning, and boost employability and entrepreneurship of young people in green jobs.

UNDP sought to integrate activities by strengthening links among its main focal areas. In so doing, an activity or a project may contribute to several outcomes described in the CPD. The relationship between UNDP's areas of activity and the 2012-2016 programme outcomes is illustrated in Table 2.

Table 2: UNDP activity and programme outcomes

Level	UNDAF/UNDP country programme outcomes		
	Vulnerability and inequalities , particularly those related to gender are minimized	Institutional partners and civil society consider and implement gender-sensitive democratic governance principles	The principles of the National Charter for the Environment and Sustainable Development are implemented
	UNDP fields of activity		
Capacities of national institutions, strategies, policies, monitoring	Example: Support for the National Observatory for Human Development, support for and preparation of MDG reports	Example: Support for the Interministerial Delegation for Human Rights, modernization of the civil registry, fighting corruption	Environment projects – strategic and national institutions components
	<div style="border: 1px solid black; padding: 5px; text-align: center;">“Governance – MDG”</div>		<div style="border: 1px solid black; padding: 5px; text-align: center;">“Environment”</div>
Capacity of regional and local institutions / vulnerable communities	Regional development programmes – components for example that encourage local products	Regional development programmes – including municipal development plans, ART GOLD, local governance support to Morocco's Advanced Regionalization Plan	Environment projects – regional components, e.g. livestock migration and biodiversity, circular economy
	<div style="border: 1px solid black; padding: 5px; text-align: center;">“Governance – local development”</div>		Regional development programmes – “natural and cultural heritage” components

3.2 FINANCIAL RESOURCES

According to UNDP programme documents, the 2007-2011 country programme had an estimated

budget of \$24.4 million. Resources were unequally distributed with 60 percent of planned resources being allocated to accelerating MDG achievement (Table 3). The 2012-2016 country programme had a budget of \$23 million.

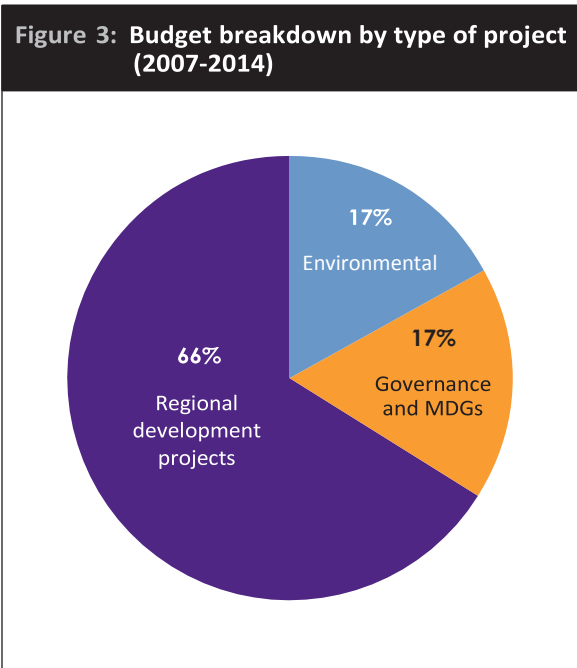
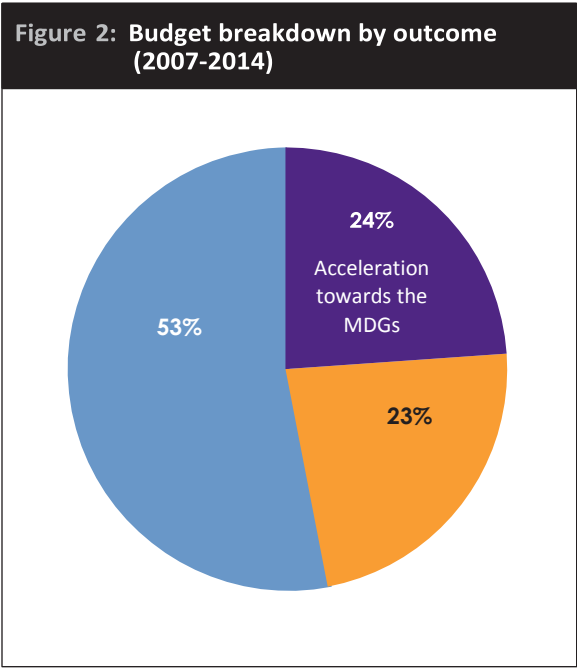
Table 3: Estimated budgets in USD

Thematic areas	2007-2011	2012-2016
Accelerating MDG achievement	14,675,000	7,800,000
Governance	2,850,000	
Environment and sustainable development	6,906,000	15,200,000
TOTAL	24,431,000	23,000,000

During the 2012-2016 period, total planned resources fell slightly compared to the 2007-2011 period. Resources dedicated to the environment and sustainable development continued to represent a large part of the budget, approximately double of what was dedicated to the other two outcomes, whose budgets were not listed separately in the CPD.¹⁶

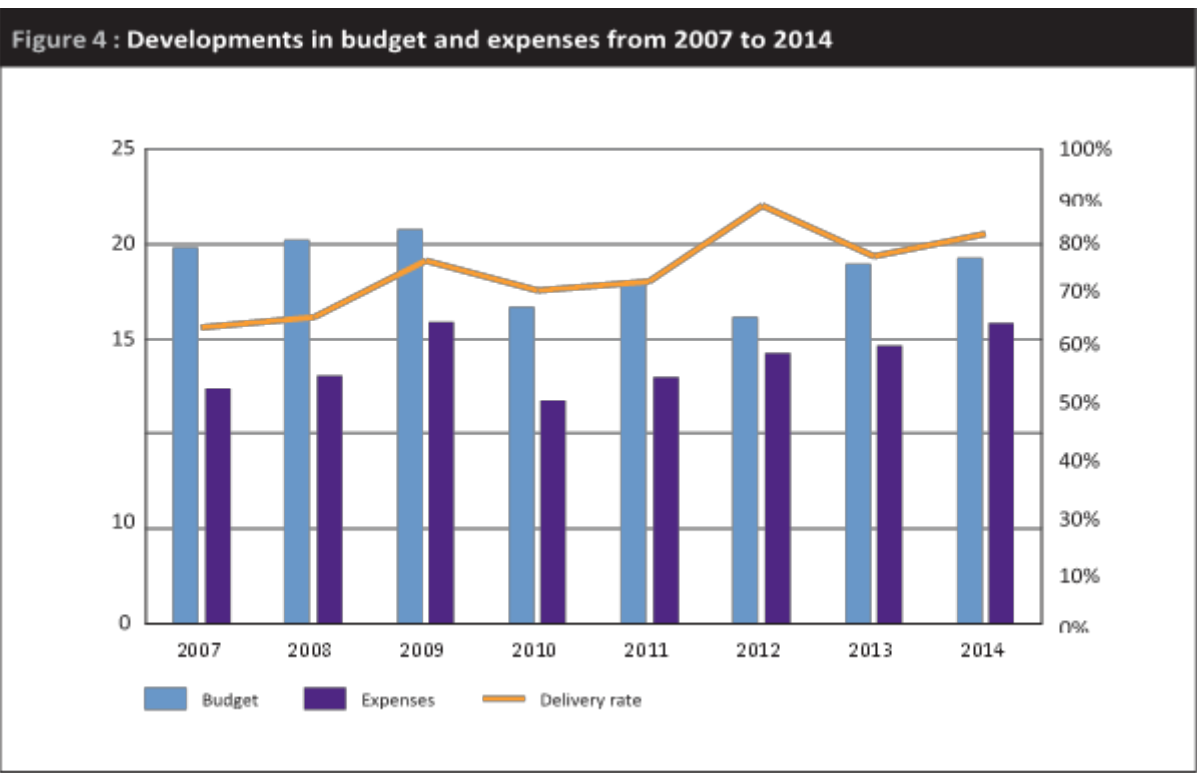
Figure 2 shows the budget breakdown by outcome. According to this figure, more than half of expenses are linked to the environment and sustainable

outcome area. The ADR organized the projects in three major thematic areas: governance and the MDGs (central or national projects), regional development (or territorial governance) and the environment. This second breakdown is illustrated in Figure 3 and highlights the importance of integrated regional development projects in UNDP Morocco’s portfolio, which represent two thirds of expenses between 2007 and 2014. For the most part, projects in Figure 2 are grouped as environment and sustainable development projects, whilst in Figure 3 they are considered integrated regional development projects which explains the differences in the breakdown of expenses between project and outcome.



¹⁶ Projects were organized according to the outcomes for the 2012-2016 period (45, 46 and 47 in Atlas). For 2007-2011 period projects that were not related to one of the three outcomes, the ADR organized them by their theme, for

example grouping together the Agenda 21 projects with other territorial development projects (outcome 46) and modernization of the civil registry with other governance projects (also outcome 46).



The evolution of budgets and actual expenditure for all programmes is shown in Figure 4.

The data show an increase in delivery rates from 2007 to 2014. The delivery rate in 2007 was about 62 percent, compared to an average of 69 percent during the first programme cycle (2007-2011). The average delivery rate for 2012-2014 was 82 percent, a positive trend.

For the 2007-2014 programme cycle, 61 percent of expenditure were covered by funds from the Government of Morocco while only 8 percent came from UNDP’s core resources (TRAC). The Global Environment Facility (GEF) and Spain were also important funding sources. The evolution of funding sources is illustrated in **Error! Reference source not found.** During the 2007-011 programme cycle, the Government of Morocco contributed 57 percent of total expenditure, UNDP contributed 10 percent and other partners contributed 33 percent. Over the period 2012-2014, the Government of Morocco’s contribution increased to 67 percent while contributions from UNDP and other donors fell to 6 percent and 27 percent respectively.

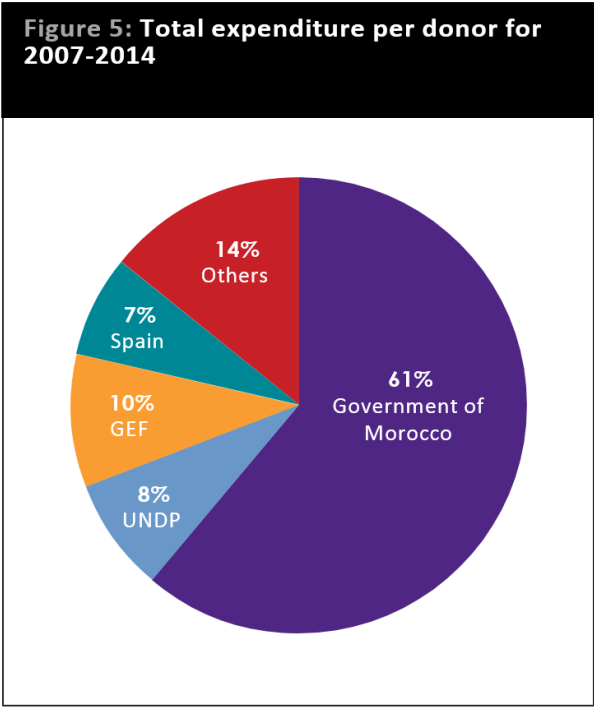


Figure 6: Sources of UNDP programme financing (expenditure 2007-2014)

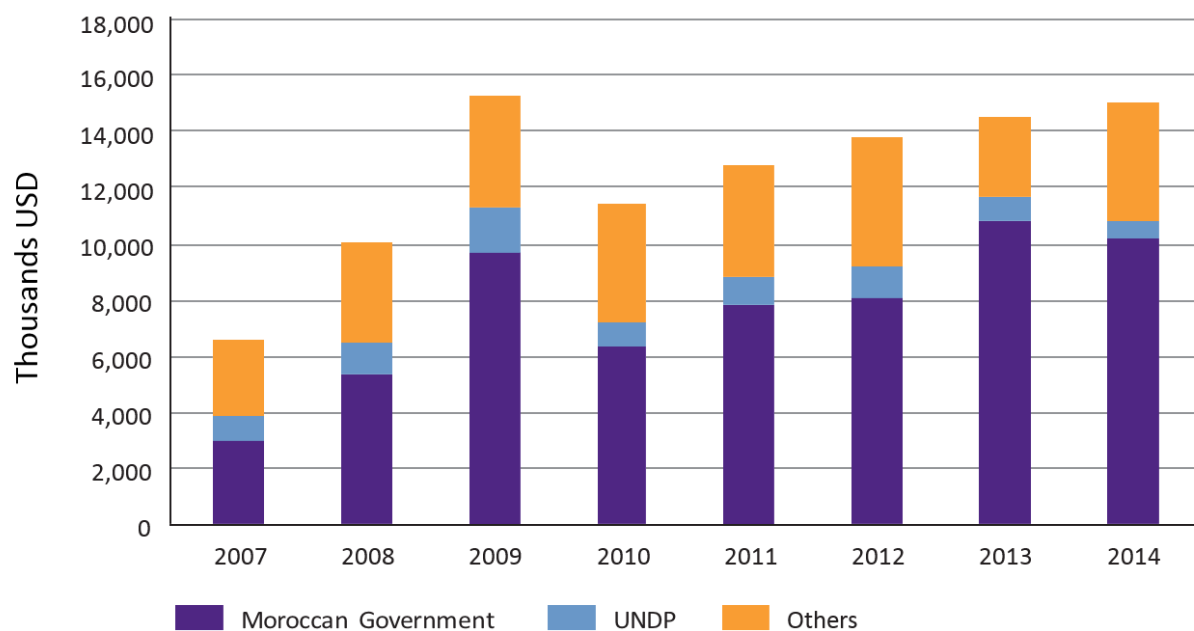
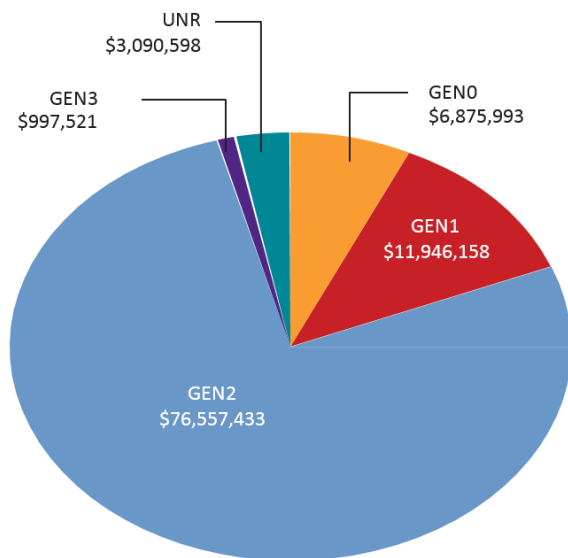


Table 4: Rating for impact on gender equality

Rating	Meaning
GEN3	Outputs that have gender equality as the main objective
GEN2	Outputs that have gender equality as a significant objective
GEN1	Outputs that will contribute in some way to gender equality, but not significantly
GEN0	Outputs that are not expected to contribute noticeably to gender equality
UNR	Not rated

Figure 7: Expenditure by gender marker, 2014 (\$)



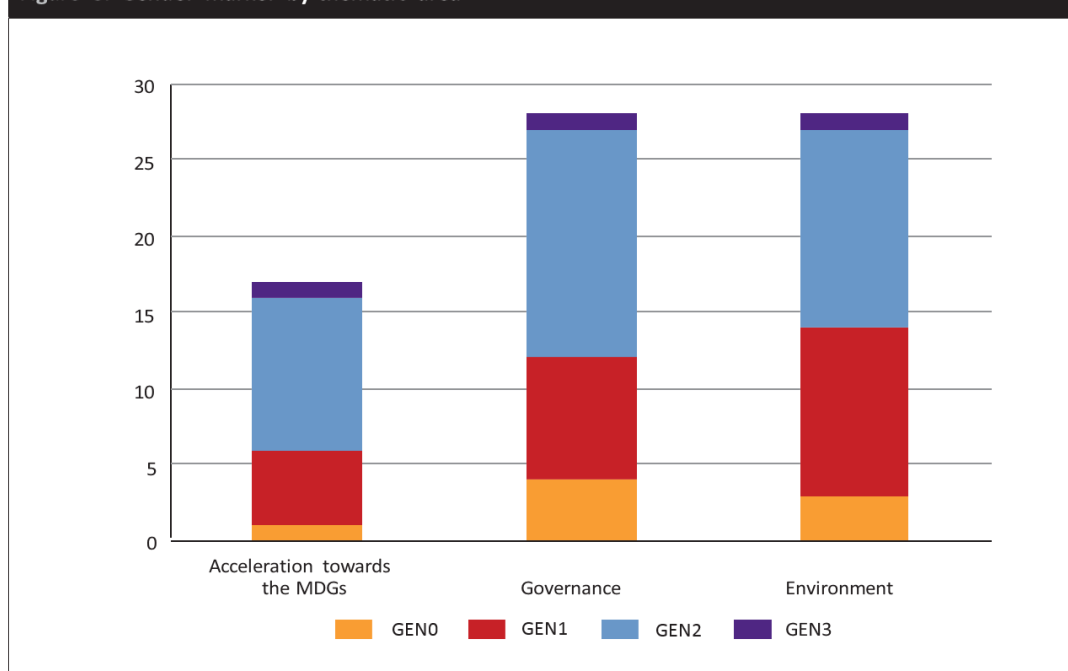
3.3 GENDER MAINSTREAMING

Promoting gender equality and women's empowerment are at the heart of UNDP's development mandate and are an integral part of its Development approach.¹⁷ In 2010, UNDP introduced the gender marker as a tool to monitor resources allocated to and expenditure on projects that promote gender equality and women's empowerment. The Morocco Country Office used this system to evaluate its projects using the scale detailed in Table 4.

Projects for which gender equality was a significant goal (GEN2) accounted for 77 percent of programme expenditure (**Error! Reference source not found.**). Figure 8 shows that there are not significant differences between thematic areas in terms of distribution projects in the different gender-marker categories. However, it is noted that GEF-financed projects did not significantly contribute to gender equality.

¹⁷ UNDP. *Gender Equality Strategy 2014-2017 – The Future We Want : Rights and Empowerment*. New York, 2014, p.3. Available from www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-equality-strategy-2014-2017.html.

Figure 8: Gender marker by thematic area



3.4 PROGRAMME MANAGEMENT

3.4.1 Country Office Structure and Programme Management

During the 2007-2011 programme cycle, the Country Office was divided into two units - one

responsible for democratic governance and poverty alleviation and the other for environment and sustainable development. The ART GOLD programme was managed by an additional, dedicated, unit. In 2012, in an effort to strengthen synergy and coherence in its activities, the Country Office was reorganized and a single integrated programme team was established.

The Country Office has 27 staff and manages contracts for 31 other personnel as outlined in Table 5.

Table 5: Breakdown of personnel by rank and gender

UNDP personnel	Total	Men	Women
Senior management	2	1	1
National Officers	8	5	3
General services*	17	9	8
UNDP total	27	15	12
Office of the Resident Coordinator	4	1	3

Other staff			
Service contracts	12	9	3
UNV**	15	6	9
Total	58	31	27

Source: UNDP Executive Snapshot 2015 and information from the Country Office

*including one person working for the United Nations Department of Safety and Security (UNDSS). ** including UNVs working for the Country Office, projects, the Resident Coordinator's office and other agencies.

The Ministry of Foreign Affairs and Cooperation is the national counterpart to the Country Office. The Ministry is very involved throughout the programme cycle, from design to M&E and project closure.

For the period 2007-2015, the majority of projects were implemented following the national implementation modality. At the same time, they received significant support from the Country Office, particularly in the procurement process for national partners. The direct implementation modality applied to approximately 30 percent of projects (project ID in Atlas), which represented about 15 percent of expenditures for 2007-2014. The direct implementation modality essentially applied to the ART GOLD programme, preparatory assistance projects and support for the joint AIDS project.

In April 2013, the Morocco Country Office was audited by the UNDP Office of Audit and Investigations who verified \$17 million of expenditures for the fiscal year 2012. The Country Office received a satisfactory rating, meaning that internal controls, governance and risk management processes were adequately established and functioning well and that the audit did not disclose any issues that would significantly affect the achievement of the objectives of the Country Office. The audit made recommendations to improve project and outcome evaluations, project closure and asset management using the Harmonized Approach to Cash Transfers (HACT) framework. The assessment plan for the 2012-2016 programme

cycle includes an evaluation of the three outcomes defined in the CPD and at least one evaluation of large-scale and new projects.

3.4.2 Coordination and cooperation between UNDP and the United Nations system

The United Nations system in Morocco comprises 22 agencies, bodies, funds and programmes with different mandates, most of them resident in the country. In Morocco, the UNDP Resident Representative is also the United Nations Resident Coordinator.

Development of the UNDAF for the 2012-2016 period was influenced by the Delivering as One approach (adopted in April 2010). The result was a simplified UNDAF which is complemented by a Common Action Plan created through a participatory and inclusive process. Both are reference strategy and operational frameworks for United Nations country coordinated activities. The simplified UNDAF covers five areas of cooperation (results) identified jointly with national partners. These include improving access to education and training; ensuring access to health and nutrition; socio-economic development and the reduction of vulnerability and inequality; consolidating democratic and gender-sensitive governance; and preservation of the environment and sustainable development.

Each UNDAF area of cooperation has a "results group". UNDP leads the governance and environment groups. Moreover, Morocco

benefitted from several joint programmes put in place by the United Nations system which stimulated synergies between the comparative advantages of the various agencies and strengthened the coherence of national programmes. They also improved the visibility of the United Nations on the whole and served to mobilize donor resources. UNDP contributes to five joint programmes that started in the 2012-2016 cycle with a total budget of \$9 million.¹⁸

United Nations agencies in Morocco also conduct joint activities through five thematic groups - gender, migration, youth, culture and development, and HIV and AIDS. In addition, three inter-agency groups were created to coordinate M&E, communication and common services.

¹⁸ These programmes are HIV and AIDS, support for the Interministerial Delegation for Human Rights, support for monitoring and drafting of MDG reports, support for the

National Observatory for Human Development, and streamlining and evaluation of public policies.

Chapter 4

UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

This chapter analyses UNDP's contribution to development results in Morocco over the 2007-2015 period in three programme areas: accelerating achievement of the MDGs and decreasing vulnerabilities and inequalities, democratic governance, and the environment and sustainable development.

The analysis begins with a brief presentation of the context and corresponding national

strategy, and UNDP's strategy to support national efforts to reach expected outcomes. The analysis assesses the overall effectiveness of UNDP's contribution, as well as its effectiveness in promoting gender equality and women's empowerment, reducing inequalities and exclusion as well as promoting human rights. Finally, the quality of UNDP's contribution is assessed using the criteria of relevance, efficiency and sustainability.

4.1 EFFECTIVENESS OF UNDP'S CONTRIBUTION

4.1.1 Accelerating achievement of MDGs and reducing vulnerabilities and inequalities

Outcomes (2007-2011): Expanding vulnerable rural populations' access to basic social services and infrastructure, and to means of production and food security; vulnerable populations exercising their rights to access quality social services (education, protection, health, HIV and AIDS prevention), housing and employment; increasing institutionalization of gender mainstreaming in laws and planning mechanisms, programmes and budgets to support women's rights, particularly in political, economic and social participation.

Outcomes (2012-2016): Vulnerability and inequalities, particularly those related to gender, are reduced through policies/strategies and economic and social development programmes.

National context and strategies

Between 2009 and 2012, Morocco's economy, not including the primary sector, grew on average between 3.8 percent and 4.7 percent which contributed to reducing poverty that had been affecting half the population since independence in 1956. According to the HCP, the absolute poverty rate in 2011, as measured at the national level,¹⁹ fell to 6.2 percent.

Similarly, multidimensional poverty declined rapidly, from 36.5 percent in 1990 to 12.1 percent in 2011.²⁰ However, social inequalities persisted and remained high, with a Gini inequality index of 0.408 in 2011.

Poverty reduction in the last 25 years was the result of political will and social and human development policies led by Morocco which saw an increase in public investment in social

¹⁹ Following standards (food component) set by the United Nations Food and Agriculture Organization and the World Health Organization (FAO-WHO) and the World Bank's estimation method of the non-food component of this limit. In 2007, the poverty line was set as 3,835 dirhams per person per day in urban areas and 3,569 dirhams in rural

areas or an average of \$2.15 per person per day (\$1 = 4.88 dirhams).

²⁰ Poverty was measured using indicators for education, health, living conditions, employment, means of communication, access to social services, housing conditions, standard of living, and gender equality in education and health.

sectors, particularly the health sector, with a generalisation of vaccine and health care coverage for the poorest, as well as an increase in the number of hospitals and public health care centres.

Morocco also undertook large-scale programmes for rural areas, which includes 85 percent of municipalities and concerns 45

In 2005, Morocco launched the NIDH whose primary objective was to decrease social inequalities through income- and employment-generating activities. The first phase from 2005-2010, mobilized 14 billion dirhams of investment and provided direct assistance to 403 rural communities and 264 urban municipalities. It also included no less than 22,000 activities that benefitted more than five million people.²¹ The second phase (2011-2015) focused on health, education, drinking water, electricity and roads, as well as income-generating activities.

UNDP Strategy and Programmes

The 2007-2011 Country Programme supported implementation of the NIDH. It also prioritized the creation of national level policies, in particular through impact assessments of state poverty reduction and social development policies and exploration of ways to establish fiscal mechanisms to mobilize national resources towards achievement of the MDGs. At the local level and “in addition to these activities, UNDP planned to support the implementation of regional development programmes in areas recognized as among the poorest, according to the new national poverty map, which have high levels of urban migration [...], encouraging access to microcredit, developing sustainable income generating activities and improving basic services, particularly for the most vulnerable population groups”.²² UNDP also continued to support the

percent of the country’s population. Examples include two national rural roads programmes and the ‘Global Rural Electrification’ programme, as well as programmes to supply drinking water to rural populations, vaccination campaigns, rural schooling, combatting adult illiteracy, mobile health units, debt forgiveness for small farmers, combatting desertification and assistance in times of drought.

development of a labour force with the skills necessary to ensure the country’s development.

The 2012-2016 Country Programme proposed to focus at the national level on the “reduction of poverty, vulnerabilities and inequalities, reduction of maternal mortality and improving access to quality education”. A capacity development programme was to target ministerial departments and development agencies to strengthen strategic analysis, evaluation, and alignment of public policies with intended results and impacts on citizens. According to the CPD, partnerships with the National Observatory for Human Development, the HCP, research institutes, non-governmental organizations (NGOs) and specialized media were to be strengthened in order to develop advocacy, communication and social mobilization tools to support and work with strategic choices, “the ultimate goal being to achieve the MDGs by 2015 by ensuring their systematic, integration in policies, sectoral strategies and finance laws”.²³

To achieve these expected outcomes, UNDP developed a portfolio of projects that included national level activities and others aimed at local development. These activities are briefly presented below, with more details in Annex 4.

At the national level, UNDP and the National Observatory of Human Development have been partners since 2007. Initial short-term support was followed by a more substantial,

²¹ National Initiative for Human Development, *Activity Report 2005-2010*, p. 37. Available from www.indh.ma/pdfrapann/rap3.pdf

²² UNDP, *UNDP Country Programme Document for the Kingdom of Morocco (2007-2011)*, p. 7. Available from

http://www.arabstates.undp.org/content/dam/rbas/doc/CPD/CPD_Morocco.pdf.

²³ UNDP, Country Programme Document 2012-2016, p. 4.

two-phase project.²⁴ The objective of the first phase was to build the National Observatory's strategic capacity to monitor, track and measure human development in the context of the MDGs. The second phase was a joint programme with other United Nations agencies which aimed to continue and consolidate the progress made in support of new human development social reforms. The 'Civil Society Support for the NIDH' project established a partnership between Moroccan and Italian NGOs in order to implement projects to reduce poverty and improve living standards. The 'National Strategic Poverty Reduction Framework' project aimed to assist the Ministry of Social Development, Family and Solidarity in creating this framework. In 2012, a project to support institutionalization of public policy evaluation was launched. The project aimed to develop and implement strategic monitoring tools at the regional and territorial levels in order to better target poor and vulnerable populations, build analysis capacity and increase the practice of public policy evaluation in the field of human development. A project to support monitoring and reporting on MDGs aimed to capitalize on lessons learned with a view of assessing and preparing for the post-MDG agenda.

UNDP also supported youth-targeted initiatives, including the 'Forum for Youth Dialogue on Morocco's Possibilities' which aimed to facilitate dialogue with young people on the UNDP report *50 Years of Human Development and Perspectives for 2025*. The 'National Integrated Strategy for Youth Support' joint project was launched in 2010 to provide a strategic activity framework specifying the roles, requirements, rights and obligations for all stakeholders, including young people, to raise awareness about the MDGs. The 'YES Green' project was developed to support Morocco's efforts to

increase youth and women's employability in green jobs.

At the sub-national level, three local development programmes contributed to all three programme outcomes, accelerating achievement of MDGs, democratic governance and the environment.²⁵ The 'Southern Oasis Programme' was the result of an intense consultative process between the Agency for the South (*Agence du Sud*) and UNDP which began in 2005. These consultations initially led to the design of three integrated projects under the 2004 National Oasis Strategy Framework, namely: a 'Localizing Agenda 21' programme; a programme to combat desertification and alleviate poverty by safeguarding and preserving oasis; and a programme by the Employment and Development Initiative. In parallel, and using the same process, the Agency for the South initiated three other programmes that addressed proximity (NIDH), rehabilitation of the Ksar d'Assa and cactus recovery. A year after their implementation, and given concerns of programme overlap, the Agency for the South merged the Ksar d'Assa and cactus recovery projects with the 'Southern Oasis Programme' and, following an addendum to both the 'Southern Oasis' and 'Employment and Development Initiative' programmes in June 2010, they were merged into the 'Sustainable Territorial Development of Southern Provinces' programme. The successive modifications helped substantially increase the budget from \$3.3 million in 2006 to \$34.6 million in 2013 making it the largest programme of the overall portfolio in financial terms. The initial objective of the 'Tafilalet Oasis Programme' was to rehabilitate oasis habitats that had been made increasingly fragile by desertification. After two years, the programme redefined its direction and partnerships to put local authorities at the centre of territorial development and introduce new thematic areas. The 'Integrated Development Programme for the Eastern Region' (DELIO)

to outcomes 45, 46 and 47, while the 'Tafilalet Oasis Programme' is only linked to outcome 47 (environment). As there are similar elements to the approaches for the three programmes, they are considered together.

²⁴ Project to 'Support Implementation of National Observatory of Human Development'.

²⁵ The 'Southern Oasis Programme' and the 'Integrated Development Programme for the Eastern Region' contribute

was launched in 2006 and aimed principally to improve human development among the population of the Eastern region. It focused on three topics, namely poverty, local governance and pilot activities for integrated local development. It should be noted that other programmes such as the new initiative promoting sustainable development in the ksours and Kasbahs of Morocco and regional development in the Sidi Ifni province, as well as projects in the environment portfolio, contribute, or will contribute, to improving living conditions among local populations, but for simplicity are not discussed in this section.

Effectiveness of UNDP's contribution

UNDP helped build monitoring and analysis capacities at the institutional level and improved access to MDG-related data which contributed indirectly to decreasing vulnerability and inequalities. At the local level, results, although moderate in scope and not very sustainable to date, were more tangible, creating jobs and increasing income among beneficiaries.

UNDP's activities, with support from the United Nations system, helped raise awareness among key development actors, particularly the Government, about the need to adopt more participatory and innovative approaches in order to achieve the MDGs and social development in general. Advocacy efforts led by UNDP and other United Nations agencies and the "8 out of 8" communication campaign (which mobilized United Nations agencies, government partners and other development actors) ensured that achieving the MDGs occupied a central place in Morocco's policy agenda. This was further confirmed by King

Mohammed VI's participation at the 2010 United Nations Summit on the MDGs (20-22 September). More recently, consultations organized by the United Nations on the post-2015 Development Agenda, to which UNDP contributed, brought together over 800 people from government institutions, diplomatic missions, bilateral and multilateral cooperations, NGOs and the private sector, as well as representatives of the media, vulnerable groups,²⁶ parliament and elected women officials. These consultations, organized for the first time in Morocco, constituted a new type of social dialogue based on an innovative, participatory approach. Social groups that had been too often ignored in the past participated in the global dialogue on "The Future We Want" and contributed to the report of the United Nations Resident Coordinator for Morocco.²⁷

Sustainable development public policy tools for M&E created by the National Observatory of Human Development and the HCP with UNDP's support revealed the limits of public policies to reduce vulnerabilities and inequalities, and provided solid arguments to influence social development strategies. The National Strategic Poverty Reduction Framework, supported by UNDP, raised questions and led to discussions among decision makers about streamlining and merging public policies, in particular social policies that led to the development of a related project.

Support from UNDP also made it possible for the HCP to consider multidimensional facets of poverty²⁸ which enhanced the income poverty approach used previously. Considerations of additional parameters revealed significant

²⁶ According to the document Post-2015 development priorities: Moroccans speak out on "the future we want" (*Priorités de développement de l'après-2015 : Les Marocains s'expriment sur "l'avenir que nous voulons"*), the participating vulnerable groups included sex workers, housewives, persons with disabilities, migrants, refugees, the elderly, homosexuals, female victims of violence, young people in school and school leavers, people living with HIV and intravenous drug users.

²⁷ United Nations in Morocco: Report of the United Nations Resident Coordinator for Morocco on Consultations about the post-2015 Development Agenda.

²⁸ Based on the index of living standards created by the HCP which measures multidimensional poverty and covers access to education, health, health foods, housing conditions, employment opportunities, social equity and gender equality, access to communication and transport.

disparities and inequalities that still existed in the country. Decision makers reacted positively and prioritized social spending in the national budget. An action plan for 2013-2015 was drawn up for nine priority regions (out of 16) which focused in particular on MDGs 4 and 5 (reducing child mortality and improving maternal health respectively).

UNDP's support to the National Observatory of Human Development helped foster a culture of human development through the launch of the Al Bacharia information system and a breakdown by municipality of the main human development indicators for all five national regions. The Al Bacharia information system consists of a database, a dashboard, a virtual document centre and a geographic information system which gives access to structured and documented information from government departments, and public or private national and international organizations.²⁹ When evaluated, only the regional information system for the Gharb-Chrarda-Beni Hssen region was accessible through the National Observatory's site.

Training, awareness raising and advocacy activities helped strengthen individual and institutional capacities, as did establishing partnerships and organizing research visits. UNDP and United Nations partner agencies helped the National Observatory connect with other institutions such as the National Council for the Evaluation of Social Development Policy (CONEVAL) in Mexico, the University of Rennes in France, the University of Oxford in the United Kingdom, Statistics Canada and other institutions in Brazil, Chile and Colombia, allowing them to share ideas, expertise and experiences.

Achievements made in reducing vulnerabilities and inequalities resulted principally from

territorial development projects. However, the number of employment opportunities created, which would have improved living conditions among the most vulnerable populations in disadvantaged regions, was modest. The Employment and Development Initiative aimed to support entrepreneurship and development of financial services for business from 2007-2009. However, it only created 201 permanent jobs and 72 temporary jobs within 80 projects that continue to operate. These results fall well below the initially intended strategic scope of the initiative. Similarly, in 2014, the 'YES Green' project created five environmental microenterprises, including one managed by a woman, which resulted in the creation of 19 jobs. Again the impact on reducing unemployment in these regions was negligible. The 'Southern Oasis' and 'Tafilalet Oasis Programmes' and the 'Integrated Development Programme for the Eastern Region' rolled out multiple activities to support the local economy and vulnerable populations. However, these activities were not integrated into a shared regional vision and were not always viable.

UNDP's activities did, however, add value to regional products by establishing economic cooperative structures and introducing certification, labelling, packaging and marketing practices that helped create ties between the local economy and regional, national and international level markets. The assistance provided raised awareness among members of cooperatives about the advantages of ecological practices, which improved the quality of products, and health and working conditions for workers who stopped using chemical products. Setting up organic and fair trade agriculture led to additional revenue for the producers concerned. The creation of ecotourism accommodations generated temporary or seasonal jobs which, despite the absence of any marketing, gave rise to a developing local economy. Of the owners

²⁹ Mohamed Mouime and Mohamed Benkassmi, "Morocco: Information System and National Observatory of Human Development Household Panel for the Evaluation of Public Policy on Human Development" in *Proceedings from the Second National Conference on National Evaluation*

Capacities (New York, UNDP, 2012, pp. 131-139). Available from <http://web.undp.org/evaluation/documents/nec/2011/NEC-2011Proceedings.pdf>.

interviewed, most used social networks to promote their business activities, rather than establish direct contracts with tour operators. Moreover, occupancy rates did not generally exceed 30 percent according to interviews with the evaluation team. The successes of income-generating activities and community groups (cooperatives or similar created as part of the ‘Southern Oasis’ and ‘Tafilalet Oasis Programmes’, and the ‘Integrated Development Programme for the Eastern Region’) should be welcomed with some reserves given that many beneficiaries still cannot achieve substantial, stable revenue through their work.

The needs and expectations of beneficiaries in the areas where UNDP is intervening are both high, making the contributions of local development programmes to receiving communities seem marginal. These programmes reach a small number of people and create a certain level of expectation among those who do not benefit from them. A misunderstanding of UNDP’s mission and objectives means beneficiaries forget that the objectives of these pilot and test projects is to stimulate other similar initiatives that will allow more significant outcomes. **At the local level, while UNDP’s income-generating activities resulted in women’s social empowerment, they did not affect their economic empowerment. At the national level, consideration of gender was seen particularly in the disaggregation of data in the studies by the National Observatory and the HCP.**

The activities of the decentralized ‘Southern Oasis’ and ‘Tafilalet Oasis Programmes’ created a number of economic interest groups and cooperatives in agriculture and artisan activities, with 60 percent of cooperatives made up entirely of women. Although the activities of the ‘Southern Oasis Programme’ were quantitatively modest, between 100 and 180 jobs were created of which at least 20 percent benefited women. Nearly half of the 581 people

mentored and trained in growing medicinal and aromatic plants (MAPs) as part of the ‘Tafilalet Oasis Programme’ were women, and 30 percent of associations assisted were women’s associations. Although it was not possible to confirm whether women beneficiaries were empowered economically and financially through field visits to the Eastern and Southern regions of Morocco, all participants interviewed expressed their appreciation for being able to participate in these income-generating activities (the number of members in the cooperatives visited regularly increased). These activities gave them the occasion to leave their homes and socialize showing progress in a conservative society where women still have little place in public life.

At the national level, gender issues were considered in all of the studies conducted by the National Observatory, particularly the household panel study, and the HCP’s reports on the MDGs and management training, the latter in cooperation with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), as well as the regional geographic information systems.

UNDP’s institutional projects were not designed to directly reduce inequalities and exclusion, rather they generated disaggregated information to serve decision makers. Some projects focused in particular on young people.

Some UNDP supported projects (in conjunction with the National Observatory, the HCP, the National Strategic Poverty Reduction Framework), because of their institutional nature, were not designed to directly reduce inequalities and exclusion. Nonetheless they did have an indirect impact and allowed decision makers to take corrective measures such as revising the approach to the NIDH,³⁰ prioritizing social spending in the national budget after the limits of social policies were

³⁰ Confirmed in a royal speech in July 2015.

identified and drafting the 2013-2015 action plan to accelerate achievement of MDGs 4 and 5. The number of excluded and poor whose lives were changed remains minimal but the projects raised awareness as to the scope of the problem and provided the necessary means and methods to address it. Furthermore, they introduced a new culture and approach (in terms of planning, participation, transparency, gender mainstreaming and inclusion of

environmental issues) which can be developed within other institutions and NGOs.

Three youth-focused projects that raised awareness about the MDGs and the role young people can play in reaching them included the 'Forum for Youth Dialogue on Morocco's Possibilities', 'development of a national integrated youth strategy' and 'YES Green'.

4.2 Democratic Governance

Results (CPD 2007-2011): Strengthening the decentralization system and reform processes; increasing civil and civic participation and exercise of human rights

Result 46 (CPD 2012-2016): Institutional partners and civil society take ownership of and implement the principles of gender sensitive democratic governance to ensure integrated, fair and sustainable human development.

National context and strategies

Morocco is signatory to the principal tools of international law. The national political framework is characterized by democratic and institutional renewal, supported by major reforms carried out during the last decade. Morocco implemented innovative policies in public management based on "the protection of public services, local affairs, individual and collective freedoms, preservation of security and stability, local management and maintaining social peace."³¹

New areas of State-building, such as modernizing and streamlining public services, were based on governance, access to justice, ethics, regulations, local management, reorganization of state structures and, in particular, the process of decentralization and regionalization, quality of public services, as well as the participation of civil society in public administration and decision making processes. Advanced regionalization provided the opportunity to bring about change in the State and local government and improve development governance. This complex

process goes beyond simple expertise sharing between institutional actors at different levels of country management and demonstrates the complexities of modern regionalization. The 2011 Constitution provides that local government be administered freely by legally elected councils which marked major progress in firmly grounding the management of local public affairs in democracy.

At the municipal level, a deep process of reform was finalized in the Communal Charter of 2009, which expanded the representation of local elected officials and civic participation in public life and local governance, particularly through the drafting of municipal development plans. The Local Authorities Office, convinced of the central role that municipalities play in local development, included it as a pillar of its strategic plan for increased decentralization 2015.

Municipalities draft six-year local development plans, which are participatory and take into account gender, that will enable them to become real development actors able to play a role in coordinating all activities in their area.

³¹ Speech by His Majesty King Mohammed VI to heads of regions, wilayas, prefectures and provinces of the Kingdom, administration managers and citizens representatives on 12

October 1999. Available from www.maroc.ma/fr/discours-royaux/discours-de-sa-majesté-le-roi-mohammed-vi-devant-les-responsables-des-régions

To assist in this process, the Local Authorities Office, with support from development partners, drafted a guide to creating a local development plan and a procedure manual that outlines official processes to which local authorities must adhere.

UNDP strategy and programmes

In the **CPD 2007-2011**, UNDP proposed continuing support for the decentralization process by sharing and institutionalizing the Agenda 21 approach at the national level. UNDP's 'ART GOLD' programme also strengthened a regional approach by enabling regions to market and promote themselves to partners in Europe as a result of decentralized cooperation that aimed to accelerate the development of disadvantaged regions through investment and job creation. The programme proposed complemented the Government's reform programme on issues central to democratic governance. In this context, UNDP continued to work towards decentralizing the Court of Auditors and strengthening Parliament's oversight role through its network of national and international experts. It also proposed to continue working to defend and protect rights, including women's rights, in light of the provisions of the new family legal code.

In the CPD 2012-2016, UNDP applied lessons learned from past experiences to help strengthen knowledge management systems to spread strategic local planning by focusing on youth, equal opportunity and creating high value-added job opportunities, particularly in the most vulnerable areas. It intended to capitalize on its experience in modernizing public administration systems working at a decentralized level and implementing shared information systems and relying on access to e-government. It proposed furthermore to contribute to efforts towards transparency and combatting corruption through a targeted advocacy and capacity building strategy.

As in the previous programme outcome area, projects contributing to this outcome can be

categorized in two groups - those working at the national level and those at the local level. At the national level, projects worked to build capacity in public administrations and promote human rights. The goal of the 'Harmonization and Evaluation of Public Policies' project was to create a shared, consensual vision on how to make public policies coherent. The 'Map for Development: Geographic Information System' project focused on creating a map of development projects financed by official development assistance (ODA) using a geographic information system. The United Nations system joint programme to contribute to 'Accelerating the Reduction of Maternal and Child Mortality in Morocco' aimed to build the capacity of the Ministry of Health to coordinate aid, monitor and follow-up on the national action plan, standardize and optimize services delivered and mobilize social figures for communication and advocacy. Support for 'Modernizing the Civil Registry I and II' included two phases which focused on entering historical records, and data entry for civil status records, offering new services to citizens and capacity building. The project 'Improving the Reception of Public Service Users' used an audit of services offered and a user opinion poll to test methodologies for improving service to users in certain public services located in rural and urban territories. A recent project, 'Assistance to the Ministry of Tourism to Implement a New Rating System for Tourist Accommodation Establishments in Morocco', aims to build the capacity of the Ministry of Tourism and auditors establishing tourist accommodation rankings and their alignment with international standards. The 'Support for the Interministerial Delegation for Human Rights' project aims to support integration of human rights in Morocco's public policies. It assists the Interministerial Delegation in its role to coordinate monitoring and implementation of Universal Periodic Review recommendations and provide better tools, and better prepares it to develop mechanisms to monitor implementation of these recommendations. The 'Support for Implementing the National Anti-Corruption Strategy' project provided assistance over

several months to the Ministry of Modernization of the Public Sector in preparation of the launch of the National Anti-Corruption Strategy (2011-2012) which would allow Morocco to respect its commitments as a signatory to the United Nations Convention Against Corruption.

UNDP's activities at the local level were comprised of six multi-phase flagship programmes that were launched in 2006. The 'Southern Oasis Programme', 'Tafilalet Oasis Programme' and the 'Integrated Development Programme for the Eastern Region' were described previously. The 'Programme to Assist Cities in El Hajeb Province Implement Localizing Agenda 21' was implemented from July 2006 to December 2008 and aimed to help local authorities and actors in the province implement their own Agenda 21. 'ART GOLD' was one of the main initiatives to provide international support for Moroccan decentralization. The programme in Morocco focused on technical and administrative decentralization, sustainable and high-quality local services, local economic development, environmental protection and strengthening the role of women as an integral part of gender as a cross-sectional axis in all the processes mentioned. The new 'Support for Local Governance in a Perspective of Advanced Regionalization' (AGORA) project aims to support the work of advanced regionalization. Two new regional development projects, the 'Programme to Support Sustainable Development in the Ksours and Kasbahs of Morocco' and the 'Integration of Sustainable Integrated Development in the Sidi Ifni Province', have not yet been implemented.

The 'ART GOLD' programme as well as the 'Agenda 21 El Hajeb', 'Southern Province' and 'AGORA' projects were fully dedicated to promoting democratic governance at the decentralized level. Other projects and programmes, although initially designed to promote sustainable human development and contribute to poverty reduction, also made substantial contributions to local governance (the 'Southern Oasis Programme', the

'Tafilalet Oasis Programme' and the 'Integrated Development Programme for the Eastern Region'). A third category of projects were classed under environment outcomes. These included the 'Africa Adaptation Programme' (AAP) and the 'Cross-Cutting Capacity Building' (CB2) project which were organized around building capacity for institutions, local government and civil society to ensure environmental concerns were included in the strategic planning process.

A final cross-sectional project, 'Support for Common Action Plan', aims to strengthen partnerships between the Ministry of Foreign Affairs and Cooperation and UNDP in two areas of cooperation - capacity building for RBM, M&E and communication - and promote Morocco's participation in international cooperation and development networks.

Effectiveness of UNDP's contribution

At the national level, during the period under review, UNDP helped build the capacity of certain institutions through training, awareness raising and advocacy activities, as well as studies, sharing of experiences and best practices, implementation of pilot projects, creation of management structures, adoption of regulatory tools (laws) and putting in place results-based M&E systems. The tools and knowledge acquired through the projects are beginning to be put in place and an atmosphere of dialogue and cooperation has been fostered among various actors.

UNDP's contribution to building capacity was particularly effective in the civil registry project which prepared trainers to train and build the capacity of 12,000 employees of the Ministry of the Interior and managers in Local Authorities Offices. The project 'Support for Improving the Reception of Public Service Users' improved the capacity of managers in the Ministry of Public Sector Modernization through which eight documents, including a public services charter, and a training kit were prepared. The charter and the reference

documents for welcoming public service users were tested in selected pilot sites (a hospital, one city district, the property registry and a court). However, users did not report any concrete changes.

The Interministerial Delegation for Human Rights received support from several agencies to build their skills in report writing. They were able to prepare the Universal Periodic Review report for the Human Rights Council as part of a discussion that brought together nearly 400 representatives of civil society, unions, the media, universities and governmental and national institutions throughout the country. This constituted a new, participatory and inclusive approach to report writing in close coordination with various ministerial departments. In the health sector, UNDP's support helped improve the institutional capacities of health career training centres and those of the National Health Administration Institute; it also meant confidential audits were carried out and the M&E system of the Ministry of Health was strengthened.

The National Anti-Corruption Plan was prepared by the Ministry for Public Sector Modernization which demonstrates an initial implementation of the tools and knowledge acquired through UNDP projects. Training on the application of the United Nations Convention Against Corruption also strengthened national expertise and allowed Morocco to draft and submit a *Review of Mechanisms to Implement the United Nations Convention Against Corruption* which was prepared by national experts in 2011. A map of ODA-financed development projects is another tool which makes it possible to for example, visualize the number of national projects underway, as well as financial disbursements by donor and region.³² In the tourism sector, 10 auditors who received training and were certified in March 2015 are today able to monitor and evaluate the quality of different

types of tourist accommodation and make suggestions for improvement.

The first phase of support to the civil registry saw 4.7 million data entries for the greater Casablanca area, the creation of a technical platform and provision of equipment for a regional control centre. The visual identity of civil registry offices was also updated, the communication and publication centre of the Local Authorities Office received support, and ties between central Government and the Municipal Information System were developed. However, the online system tested by the evaluation team was not yet fully operational.

UNDP projects and advocacy campaigns strengthened existing regulatory frameworks. As a result of the 'Harmonization and Evaluation of Public Policies' project, two decrees were adopted which allowed the Ministry of General Affairs and Governance to play a larger role in harmonizing and monitoring implementation of government policies in the areas of governance, economic affairs, competition and pricing. The principle of surprise audits was introduced into law n°80-14 and adopted by Parliament in 2015 as a result of the 'Tourism Accommodation' project.

UNDP-fostered dialogue and consultations raised awareness among ministerial department representatives³³ of the need to coordinate and consolidate public policies, in particular social protection policies, at different levels in those institutions. The Ministry of General Affairs and Governance subsequently strengthened its position as a cross-sectional department responsible for coordination and good governance of public policies, implementation of structures to coordinate social public policies, and drafting studies and reports on the convergence of these policies and capacity building actions.

³²<https://sig-cdm.finances.gov.ma>.

³³ Workshops were organized on 12 February and 17 March 2015 and were attended by 32 ministerial departments.

At the local level, the capacities of institutions to draft strategic local development plans and coordinate decentralized cooperation were also strengthened. Local actors strengthened their skills in innovative topics such as participatory approaches, gender, RBM, and inclusion of environmental concerns in local planning, etc. which contributed to the creation of local expertise and a better understanding of sustainable development. Improving skills in civil society associations means they are now vital partners for local authorities.

There were a number of examples where institutional capacities have been strengthened. UNDP's support to the Local Authorities Office through the 'ART GOLD' programme resulted in the consensus to create a national coordination body for decentralized cooperation that would promote their actions internationally.

UNDP supported 140 local governments in primarily rural areas to draft local development plans³⁴ and a provincial development plan for the Tata province. The programme reinforced strategic planning processes proposed by the Local Authorities Office which are included in the official guide to creating a local development plan. These different methodological approaches³⁵ were developed, field tested and adopted by stakeholders before being included in methodological guides which are being disseminated nationally.

In addition to the specific, horizontal approaches to building capacity, pilot projects identified in local development plans received technical and financial support from UNDP programmes (the 'Southern Oasis Programme', the 'Tafilalet Oasis Programme', the

'Integrated Development Programme for the Eastern Region', 'ART GOLD', etc.). In addition to testing new approaches, regional development projects were also an opportunity to introduce local government actors to new and unfamiliar themes, such as global environment management (preservation of biodiversity, combatting desertification and land degradation, climate change risk reduction, preservation and conservation of cultural heritage, gender mainstreaming, agro-ecology, ecotourism, integrated water resource management, as well as enhancement of regional products through sectors such as MAPs, dates, olive oil and ecotourism). However, at this phase of the projects, such issues were not yet included in sector policies to make them more widespread.

Local stakeholders participated in a variety of trainings on a range of innovative topics: decentralization and decentralized cooperation ('ART GOLD'); participatory approaches, geographical approaches, gender, social cohesion, participatory strategic planning, advocacy, communication for development ('Southern Oasis Programme', 'Tafilalet Oasis Programme' and the 'Integrated Development Programme for the Eastern Region'); project management, responsibility and accountability, RBM, M&E, methods and tools to integrate climate change in local development plan ('Tafilalet Oasis Programme', 'AAP'), and methods and tools to integrate global environmental concerns in local development plan ('CB2'), as well as thematic courses on water-management, agro-ecology, enhancing the value of regional products, ecotourism, etc. The main beneficiaries of these training courses were local elected officials, municipal managers, members of municipal technical teams and civil society representatives.

³⁴ The local development plan is defined by the municipality charter as a strategic document based on a participatory process and reflects the goal to establish "a municipality model for the future".

³⁵ These are the human rights-based and gender sensitive strategic planning process ('Southern Oasis Programme',

'Tafilalet Oasis Programme', 'Integrated Development Programme for the Eastern Region', 'ART GOLD', etc.), the climate change adaptation integration process and integration of global environmental issues process ('African Adaptation Programme', 'CB2').

UNDP also focused on strengthening associations in Morocco through networking, training, learning by doing, designing and implementing projects and participating in national and international consultation platforms. The ‘Tafilalet Oasis Programme’ for example provided assistance to 26 local development associations. The ‘Southern Oasis Programme’ undertook several capacity-building activities for NGOs and cooperatives in the Guelmim Es-Semara region which resulted in the creation of local networks, a network of elected women officials (organized as a non-profit association), the Southern Oasis Cluster and the Sahara Oasis Tourism Association. The ‘ART GOLD’ programme also made significant efforts and provided major support to approximately 70 local associations in the Tangier-Tétouan and Eastern regions.

As a result of efforts to build their capacity, associations are now recognized as key partners for local authorities. Local elected officials have become aware of how important it is to include them in the strategic planning process and in implementing sustainable development activities.

Training activities were particularly innovative. For example, as part of the ‘ART GOLD’ programme, social worker trainers in the Eastern region created a centre of excellence in social work and strengthened the skills of those working in the field in response to guidelines which called for “support for local processes to implement NIDH through training for social workers”. Thirty-four managers from different institutions and associations received this training which was carried out in cooperation with local, national and international partners. The programme also contributed to a university’s opening towards its broader environment, including that of social development. Evaluator peer review training was also an innovative initiative of the

‘ART GOLD’ programme.³⁶ Finally, to support the national local authority capacity-building strategy launched by the Local Authorities Office in June 2010, the ‘ART GOLD’ programme, the Directorate for Training Territorial Administration Officers (DFCAT), the National Administrative School (ENA) in Rabat and the TARGA-Aide association launched a first round to prepare trainers in decentralization and decentralized cooperation which included 32 national- and local-level managers. The second round in September 2011 trained 30 urban and rural municipal managers from 13 regions in Morocco and concerned mostly women. The ‘ART GOLD’ programme has since organized a six-module training programme for 60 managers from municipal, provincial, and regional administrations and institutions, and for members of the thematic province and regional working groups. The training uses an approach based on reference data and involves local experts and practitioners, including representatives from the Ministry of the Interior, cooperation partners from Belgium, France, Italy and Spain, as well as associations.

UNDP’s projects and programmes at the regional level (the ‘Southern Oasis Programme’, the ‘Tafilalet Oasis Programme’, the ‘Integrated Development Programme for the Eastern Region’, ‘ART GOLD’) provided opportunities for stakeholders to test and combine several approaches adapted to the local context and realities. These included a participatory approach; a territorial approach; an integrated approach; and an approach based on partner synergies, a shared vision of territorial development, convergence, the establishment of effective partnerships and optimization and sharing of funds. In addition to providing training, the opportunity to learn by doing meant participants were able to take full ownership of new tools and modalities for action. In particular, a number of municipalities went a long way with these processes and were

³⁶ Peer groups were asked to define the criteria for indicators used to assess the quality of the content of local development plans, the planning process and similarities

among different municipal systems. They then drafted evaluation reports that will serve as a reference for any review and reorientation.

able to integrate them when drafting or updating their local development plans.

Furthermore, knowledge of sustainable territorial development was improved and local expertise was developed. UNDP's support undeniably contributed to the development of a shared vision of sustainable territorial development. It encouraged stakeholders to get to know each other (analysis and landscape of partners) and better understand their territory, in particular through extensive studies (including a feasibility study, technical studies which outlined elements for implementation, audits and evaluation which refined project approaches and measured obtained results, as well as prospective studies to develop a long-term vision). Although they require considerable time and resources, these studies have proven to be very useful as they mobilize stakeholders and ensure their solid engagement.

Through the various programmes it supports, UNDP has developed a wealth of experience (significant documentation) and expertise on oases (creation of a network for sustainable development of Morocco's oases), particularly in terms of climate change vulnerability and adaptation. UNDP has also promoted resilient agriculture, rational use and sustainable management of water management in particular in agriculture, introduction of crop varieties with low water needs, sustainable management of palm groves, promotion and use of renewable energies, recognition of regional products, support to implement M&E systems for the state of natural oasis resources and management of those resources. More than half (approximately 650) of activities undertaken under the 'Southern Oasis Programme' directly

concern safeguarding natural palm grove resources and the preservation of cultural heritage. However, UNDP is yet to make significant progress in amending laws and regulations to include the sustainable management of oases and desert zones. The assessment of the 'Southern Oasis Programme' therefore highlights the need for a large-scale advocacy and a campaign to raise awareness of the need for these changes.

UNDP support also allowed key local stakeholders to form networks. As with oases-related projects, UNDP's real added-value was in promoting coordination, bringing together and networking of key stakeholders in the projects it supported through processes of regionalization and decentralization. UNDP is committed to encouraging interaction among stakeholders particularly through multi-stakeholder (decentralized state services, regional officials, NGOs, private sector representatives, etc.) and multi-level (regional, provincial municipal) platforms. Each experience is unique, innovative and has a large impact.³⁷ Concerned decision makers are currently reflecting on how to extend these practices.

An intermunicipal approach was fundamental for decentralization and, as the number of intermunicipal cooperations across the country is limited, UNDP focused on promoting this type of clustering in areas such as water resource management ('Southern Oasis Programme'), waste management ('Tafilalet Oasis Programme'), and management and support of the Bouhachem Nature Park ('ART GOLD').

³⁷ The Strategic Cities Network was created to strengthen territorial cohesion and highlight the cultural and economic diversity of cities. It regroups eight urban municipalities in the Tangier-Tétouan region; coordination platforms such as the Tangier-Tétouan development house whose goals are to become centres to coordinate international and decentralized cooperation, training, information and dialogue; regional and provincial working groups in charge of participatory strategic planning in their regions, following on from the

NIDH's provincial committees; regional working groups for cross-cutting environmental concerns implemented as pilot projects in three regions and bringing together planning stakeholders and those in charge of the environment; the Eastern Region Foundation for Decentralised Cooperation, an association that supports local authorities (prefectures/provinces, urban and rural municipalities) wanting to be in contact with their counterparts in the North and the South.

UNDP also focused on increasing the involvement of Moroccans living abroad in local development, having previously only contributed occasionally in informal and non-structured ways. A database listing Moroccans from the Guelmim-Esmara region living abroad was created which enabled them to network online and be involved in sustainable development in Morocco. However, the project did not meet expectations.

UNDP support improved communication, capitalization and knowledge management skills. The review of project documents shows each project had an output dedicated to these issues. Experts helped draft strategy and communication plans of most projects. A variety of communication tools have been developed (brochures, flyers, documentaries, podcasts, websites, newsletters, etc.) and the majority of projects publish quality documents.³⁸ However, in many cases, dissemination of these tools and guides has been insufficient. At best they are distributed to concerned partners but rarely go beyond the ministry responsible for the project. Notable efforts include, for example, encouraging the ‘Southern Oasis Programme’, the ‘Tafilalet Oasis Programme’, the ‘Integrated Development Programme for the Eastern Region’ and ‘ART GOLD’ programme to share their experiences. Moreover, lessons learned from these and other projects show good practices that can eventually be transferred to other sectors of the country or even other countries in the South.

At the local level, most gender-related activities were conducted in cooperation with UN Women. In the majority of cases, it was not easy for women to participate in project activity sites due to the conservative, segregated nature of Moroccan society where women are not generally included in

community decision-making. Gender was not taken into account to the same extent in different projects around the country.

The ‘ART GOLD’ programme integrated a cross-cutting gender approach in the local development process and approximately 50 women (out of 420 members) participated in the regional and provincial working groups. Any project financed by the programme at the local level respected gender equality in its design and implementation and included a capacity building component for women. Women-led projects related to implementation of local development plans constituted more than 60 percent of the total. Support focused on women’s associations and cooperatives working in production, and enhancing the value of regional products and MAPs. The capacities of NGOs to integrate gender-mainstreaming in their projects was also strengthened. The majority of projects and programmes supported income-generating activities, most often through projects led by women’s associations.

UNDP also contributed to the operationalization of gender equality in 38 communal commissions, and equal opportunities in 37 rural and one urban commune. These municipalities have an action plan for equal opportunity. Following training and awareness-raising activities in four municipalities in 2009, 12 women were elected and a network of 80 women representatives was created.

Finally, in partnership with the Sidi Ifni Divorcees and Widows Association, approximately 70 women learned about issues relating to physical, economic and institutional violence against women and girls.

National level projects did not always include a notable gender dimension (for example,

climate change adaptation in local planning and a methodology guide for including environmental issues in strategic planning aimed at municipal managers were printed, and a guide to including HIV response in local planning was written in French and in Arabic.

³⁸ For example, a guide on how to systematize support for urban municipalities with more than 35,000 residents who are in the process of drafting a local development plan was published in French and in Arabic and 300 copies were printed; more than 1500 copies of a guide for integrating

support for modernizing the civil registry, improving the welcome of public service users or combatting corruption). Others considered issues such as the number of women and men targeted by projects, or included activities related to the issue of gender. The project to support the Interministerial Delegation for Human Rights, a joint programme with other United Nations agencies, includes activities to train “various institutional actors on how to integrate women’s rights and gender equality in the process of legal and institutional reforms” and introduced disaggregated gender indicators in its 2014 work plan. Approximately half of those involved in capacity-building training and workshops in the framework of the Ministry of General Affairs and Governance and Interministerial Delegation for Human Rights projects are women. Generally, the nature and approach taken by projects at the

national level meant they have not made significant or direct contributions to reducing gender inequality.

At the local level, democratic governance projects aimed to help reduce inequalities and exclusion. Centralized projects did not have a direct impact on these issues.

At the local level, regional development projects contribute to reducing exclusion, particularly through support to income-generating activities that especially benefit women in vulnerable areas such as in oases. By improving governance in general, national-level projects were designed to serve the poorest or most vulnerable indirectly. However, the impact of most results are yet to be seen.

4.3 Environment and sustainable development

Outcome (CPD 2007-2011): National and local institutions have the capacities to integrate international sustainable development conventions in national, decentralized action plans, with particular attention to the issue of gender and vulnerable populations.

Outcome (CPD 2012-2016): The provisions of the National Charter for the Environment and Sustainable Development are implemented while ensuring coherency between sectoral strategies, and environmental and climate change priorities.

National context and country strategy

Over recent decades, urban development and the growth of vital socio-economic sectors such as agriculture, industry, fishing, infrastructure and tourism, have had negative impacts on the quality of the environment and the living conditions of Moroccans.

Forest ecosystems in the Middle Atlas have been severely affected by uncontrolled overgrazing, over-harvesting of firewood and lumber and agricultural deforestation, thereby increasing poverty levels common in these regions. Similarly, traditional plain and middle altitude pastures have been exhausted by overgrazing and farming, groundwater is

drying up, soil degradation is increasing, and wild animal habitats are being destroyed as a result of uncontrolled and chaotic cultivation, intensive agriculture development and non-nomadic animal husbandry. Over the last two decades, oases have also severely degraded.

The annual cost of environmental degradation is estimated at 4 percent of GDP³⁹ and has significant impacts on the country’s socio-economic development, in particular on the most fragile populations and regions.

In 2009, as part of a long process of national and regional consultations, Morocco drafted its National Charter for the Environment and Sustainable Development which aims to

³⁹ Information from the deputy minister for Energy, Mines, Water and the Environment, in charge of the environment,

Ms. Hakima El Haite, during a meeting on examining local environmental issues, organized in Fez in April 2015.

improve efforts to include environmental considerations in policies and programmes of ministerial departments, public and private operators and local authorities.

In Morocco, environmental issues fall under the responsibility of a host of ministerial departments and public, semi-public or private establishments. While this division of responsibility allows for a certain level of specialization, efforts are scattered meaning there is a lack of harmony and consultation in decision-making.

As for international commitments, Morocco ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995 and the Kyoto Protocol in 2002 and put in place a designated national authority in the framework of the Clean Development Mechanism that same year. In 2001, Morocco organized the Seventh session of the Conference of the Parties (COP7) on climate change in Marrakech. It submitted its first and second national communications to the UNFCCC in 2001 and 2009 respectively. The third national communication is expected shortly. The National Plan to Combat Climate Change set the first goals for reducing GHG emissions in the energy and industry sectors and was adopted in 2009. It was presented at the COP15 in Copenhagen, Denmark. In the framework of the Clean Development Mechanism, a portfolio of some 60 projects at different stages of development was compiled.

Despite notable progress, national environmental legal frameworks remain incomplete and the application of environmental laws depends on the drafting of implementation of regulations. Moreover, considerable time is needed for them to be adopted and published.

Morocco remains highly dependent on imports of commercial conventional energy and the use of traditional energies (firewood) particularly in rural areas (more than 90 percent⁴⁰). Widespread, unregulated use of firewood is responsible for a decrease of an estimated 30,000 hectares per year in forest resources. Morocco's energy strategy has five pillars: optimizing the energy mix in the electricity sector; accelerating the development of renewable energies, especially wind, solar and water; national prioritization of energy efficiency; promoting upstream foreign investment in petroleum and gas; and promoting greater regional integration. Morocco enjoys favourable conditions in terms of wind (600 megawatts installed and 1000 megawatts underway), solar (five solar energy plants have already been constructed and a project to sell concentrated solar energy has been launched in Ouarzazate) and hydroelectric energy. As a result, renewable energies are expected to represent 42 percent of Morocco's energy capacity by 2020.

At the same time, a legal and institutional framework has been put in place to implement stricter energy efficiency standards, allow private industry to supply energy into the grid (high voltage at the beginning), lay the groundwork for an electric and gas sector regulatory authority, and support energy efficiency and renewable energy programmes. Additionally, in 2013, the Government of Morocco decided to only partially index liquid fossil fuel prices in order to reduce the cost of subsidies granted by the Moroccan compensation fund.

Morocco's efforts to protect the environment were recognized by the climate change performance index which, in 2014, ranked it in

⁴⁰ According to World Bank energy import data the figure was 91 percent (<http://data.worldbank.org/indicators/EG.IMP.CON.S.ZS>). The Department of Studies and Financial Predictions, Ministry of Economy and Finances in the Government of Morocco, put the figure at 96 percent

www.finances.gov.ma/Docs/2015/DEPF/Comp%C3%A9titivit%C3%A9%20%C3%A9nerg%C3%A9tique.pdf, undated.

15th place⁴¹ on the global scale. This marked an improvement by 13 places since 2010.

UNDP strategy and programmes

From 2007-2011, UNDP focused on supporting the drafting of a policy to promote renewable energies through the implementation of a vast programme to integrate energy concerns in three key sectors of Morocco's development policy - health, hospitality and social housing. In the area of climate change, UNDP/GEF assistance was to improve and strengthen effective operationalization of the Clean Development Mechanism at both the national and regional level through creation of a portfolio of projects in partnership with the private sector. Additionally, a climate change adaptation programme was to be created with GEF support. In the area of natural resource management, principal actions were to support implementing a national strategy for developing and managing oases in Morocco, in a "country" type of local process focused on including all development stakeholders and mobilizing them around jointly defined goals. UNDP support was intended to make it possible to build capacities within the communities to allow for participative and inclusive restoration and management of forest ecosystems in the Middle Atlas region.⁴²

From **2012 to 2016**, UNDP proposed to support implementation of national and regional low-carbon, sustainable development, climate change and natural disaster resilient strategies that generated jobs. UNDP also planned to support implementation of the National Charter for the Environment and Sustainable Development. As part of the decentralization process, UNDP would assist local stakeholders build their capacities, provide them with M&E resources and tools to make and implement coherent strategies for and in the most vulnerable regions and the poorest populations.

Stakeholders were to be encouraged to engage in climate change mitigation and carbon neutral cities/regions processes, as well as processes to create jobs, benefit from natural and cultural heritage and promote quality regional products, all with a particular attention on gender issues. UNDP was also to contribute to strengthening the National Observatory for the Environment and its networking with regional observatories, using them as tools to support decision making, planning and M&E in this field.

Approximately 20 projects that contributed to environmental protection and sustainable development have been reviewed in this evaluation. Other projects (such as the 'Southern Oasis Programme', the 'Tafilalet Oasis Programme' and 'Yes Green') covered under the other two outcomes also have an environment component. The main projects are presented briefly below and a more detailed description follows in Annex 4.

The 'Transhumance for Biodiversity Conservation in the Southern High Atlas' (CBTHA) project adopted an original, innovative approach (bio-friendly livestock migration) which included participatory planning and strengthened local organization of those using natural resources. The goal of the 'Project for the Integrated Management of Forests of the Middle Atlas' (GIFMA) was to develop new, innovative models for integrated, consultative forest management. A third biodiversity project was the 'Mainstreaming Biodiversity into Value Chains for Medicinal and Aromatic Plants (MAP) in Morocco'. The 'Circular Economy Approach to Agrobiodiversity Conservation in the Souss Massa Draa Region' project contributed to sustainable management of natural resources.

In the area of energy, the project to support the 'National Programme for Development of

⁴¹ Of a total of 58 countries. Denmark, the top ranked country, only occupies the fourth position with the top three

being left empty to signify that no country has yet to make the efforts necessary to prevent climate change.

⁴² UNDP, CPD 2007-2011.

Energy Houses in Rural Areas’ aimed to spread the concept of “energy houses” and create 500 new energy microenterprises. Another project focused on ‘Energy Efficiency Codes in Residential Buildings and Strengthening Energy Efficiency in Commercial Buildings and Hospitals’.

Several projects related to Morocco’s international commitments, including the project ‘Strengthen the Capacity of the Social Development Agency to Implement Conventions on Climate Change, Biodiversity, Combatting Desertification, International Waters and POPs’. The GEF enabling activity, ‘National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan in Morocco’, aims to integrate Morocco’s obligations under the CBD into its national sectoral and development planning through a new participatory process. The ‘PCB (Polychlorinated Biphenyls) Safe Management and Disposal Programme in Morocco - Pillar I’ project aimed to enhance Morocco’s capacity to manage and dispose of PCB oils and PCB containing equipment in a sustainable manner once they were deemed waste and in accordance with the Stockholm Convention on POPs.

The project, ‘Enabling activities to prepare the its second and third national communications’, supports Morocco to fulfil its commitments on climate change to the UNFCCC.

Similarly, the ‘Adaptation to Climate Change in Morocco: Resilient Oases’ project aimed to manage and reduce the risks posed by climate change in the country’s productive oasis systems. The ‘Low Emission Capacity Building (LECB) in Morocco’ programme aimed to build the capacities of stakeholders concerned by decreasing GHG emissions.

‘AAP Food Security Morocco’ was part of a regional project and aimed to test a country-wide climate risk management system.

Two additional cross-sectional projects in this field included the programme ‘Strengthening Partnerships with Environmental and Sustainable Development Associations’, a partnership between the Ministry of the Environment and GEF microfinance programme which aimed to improve the quality of financed projects, strengthen their management and consolidate the programme’s impact; and the project to ‘Integrate aspects of the global environment in local strategic planning and monitoring processes of the NIDH (CB2).’ This project aimed to integrate global environmental goals in the NIDH’s programmes and local strategic development plans, as well as in the budgeting and monitoring processes, thereby providing a regional governance model.

Effectiveness of UNDP’s contribution

Most environment and sustainable development activities supported by UNDP led to a number of immediate outcomes. Training, awareness raising, information activities and the production of knowledge materials (studies, guides, research trips, etc.) created a greater understanding of the importance of environmental issues. They also led to a certain number of national discussions and made it possible to include these issues in national, sectoral and local planning tools.

UNDP was particularly effective in individual and institutional capacity-building in terms of information and organization, as well as awareness raising and training, which often consisted of introducing innovative approaches, concepts and tools both at the national and local level.⁴³ Local pilot projects

⁴³ For example, the concept of Energy Houses, biodiversity conservation through livestock migration, a multifunctional integrated model and tools for management of pastureland and forests, the rational ecological management approach to

PCBs, integration of climate change and risk management in municipal planning, the concept of low-carbon development strategies, the model of regional governance that facilitates

allowed concepts, approaches and tools to be tested thereby generating better understanding and ownership on the part of beneficiaries.

Many projects were extended to achieve their expected results which led to most of them having a certain number immediate outcomes including a greater understanding of environmental issues. Training, awareness-raising and information activities and the production of knowledge materials (studies, guides, research trips, etc.) created a greater understanding of the importance of environmental issues that, in a certain number of cases, led to national discussions which made it possible to include these issues in national, sectoral and local planning tools. The expectation is that they will become generalised practices and lead to expected impacts. Beneficiaries of the 'GIFMA' and 'PCB' projects visibly implemented the management tools and knowledge they had acquired on a daily basis.

The 'CBTHA' project also changed the perceptions among the different stakeholders about the importance of biodiversity and livestock migration, which allowed for some reflection at both the provincial and national level on how to best integrate these concepts into planning. The Ministry of Agriculture subsequently took the informed decision to include protection, preservation and regeneration of biodiversity, and livestock migration in all of its next generation projects.

The 'GIFMA' project provided the opportunity to engage in holistic reflection of the deep causes of forest ecosystem degradation and also examine the issue in a more general context in order to create new management systems based on participatory processes, and inter-sectoral integration models with tools and standards that support and improve governance. Forestry authorities were convinced of the need to revise legislative frameworks and this work is part of

the short-term priorities of the High Commission for Water, Forestry and Desertification Control. Also as part of this project, two of the country's forests were certified and the High Commission is replicating this approach to a further 10 forests.

The 'Energy Efficiency Codes in Residential Buildings (CEEB)' project had a real impact in mobilizing (public and private) property owners and the relevant ministries (housing, tourism) who now intend to use the project's results in their own activities.

The 'PCB' project increased stakeholders' awareness of the difficulty in securely managing PCB-containing equipment. As a result, numerous owners of such equipment immediately included management procedures into their business, while others are completing their inventory and organizing training sessions and raising awareness about the related risks. Some businesses have accelerated replacement of their equipment (for example, the Cherifian Office of Phosphates). Similarly, laboratories involved in the project are able to take and test samples for PCBs, and customs agents and environmental inspectors have learned methods to identify and manage this type of equipment.

Capacity building activities in the framework of the 'LECB' project improved knowledge of new mitigating concepts such as low-emission development strategies, nationally appropriate mitigation actions, and measuring, reporting and verification, and raised awareness among decision makers of the importance of these instruments to attract additional climate funding.

Various studies conducted through AAP Morocco helped improve the understanding of the relationship between climate change and oases regions. A network of stakeholders was formed around a shared vision of the

systematic inclusion of global environmental issues at the local level, the ecosystem services payment model, and a participatory approach to forest and pastoral management.

importance of climate change and of implementing adaptation and risk management measures for oasis areas. The four pilot municipalities in the project integrated climate change into their planning. Following training and awareness raising sessions, the Tata municipality was able to enforce a construction ban in areas identified in the municipal development plan as at-risk, which had previously not been possible.

The 'CB2' project also increased awareness of the importance of including global environmental concerns in regional development. Local government managers subsequently adopted the method and implemented a budgeted environmental action plan with appropriate monitoring indicators.

Some projects resulted in the implementation or strengthening of regulatory frameworks and/or the emergence of new markets that would eventually create jobs and increase revenues, thereby improving living standards and helping to protect the environment.

The 'Energy Houses' project created a network of 500 microenterprises for energy products and services in rural areas (photovoltaics, solar water heaters, improved ovens and homes, installation, equipment maintenance and upkeep), thereby developing and promoting renewable energies. Without a national legislative framework, the project provided incentives for their use and encouraged its creation in the future.

The 'CEEB' project led to the implementation of an encouraging regulatory framework and the adoption of law 47-09 on Energy Efficiency, thereby developing the market for energy efficiency in home electronics, heating, ventilation and air-conditioning systems and also insulating building materials.

The PCB project led to the adoption of a decree on managing hazardous waste in July 2014. A

decree to institutionalize the National PCB Commission in charge of legal issues relating to PCBs was to be adopted at the time of evaluation.

As part of the 'MAP' project, a specifications document using good practice guidelines on harvesting and processing MAPs was drafted and submitted for approval. It establishes the initial boundaries of a regulatory framework on harvesting and using MAPs for cooperatives and users of Morocco's entire forest system and all MAP species.

The 'GIFMA' project proposed amendments to forest legislation in order to make implementation of integrated and participatory forest and trail management a reality.

Pilot projects, by definition, do not contribute significantly in quantitative terms to expected results such as effective environmental protection, improving living conditions or reducing poverty. However, they do serve as models to be replicated on a larger scale and will doubtless lead to significant changes in the long term.

As part of the 'GIFMA' project 4135 people benefited from training, collective ovens and improved stoves, 1800 hectares were reserved and eight hectares of land were ecologically restored. While these results may seem modest, the gradual application of the approach used by the project and implementation of its tools in the Tazekka-Kroucheen corridor, the forests of the Middle Atlas and all of the forests of Morocco, will lead to major long-term changes.

By the end of 2014, the 'PCB' project had been responsible for the elimination of 250 tonnes out of a total goal of 500 tonnes of equipment containing PCBs.

Pilot activities by AAP Morocco highlighted the interest in establishing sustainable economic systems to safeguard oases (with water conservation, resilient agriculture, etc.).

The ‘Public Lighting with Solar Energy’ project in the municipality of Fezna was a successful public-private partnership that received the Green Apple Award in 2014 and was ranked in the Gold Winners Africa category determined by the international NGO, the Green Organization. The project improved residents’ daily lives and allowed the municipality to put money saved towards other development projects.⁴⁴

UNDP’s project and knowledge management activities resulted in behavioural changes following the institutionalization of a culture of dialogue, consultation and collaboration, knowledge sharing and dissemination, and RBM and evaluation.

Disagreements between the populace and local forest ecosystem managers were prevalent at the beginning of the ‘GIFMA’ project. However, relations gradually turned to dialogue and collaboration thanks, in particular, to a consultation platform that brings stakeholders together and mobilizes them around the implementation of consultative development plans.

Only when greened local development plans (35) are adopted and implemented by municipal councils will an improvement in the environmental situation be noticeable.

Transparency, sharing of information and consultation around AAP Morocco’s management were the main factors behind success and approval.

Capacity-building activities (of different types depending on the project) reached all levels of society, from the beneficiary community member to governmental decision makers. Activities systematically targeted the inclusion of women, both as decision makers and

beneficiaries of training and income-generating activities. In many cases, income-generating activities only partially empowered women and even then only in terms of socialization and participation in economic and public areas, as opposed to in economic terms or at the level of political participation (only in a few cases).

Improving gender equality and/or women’s empowerment were not central axes in environmental projects such as the ‘PCB pillar I’, ‘CEEB’ and ‘LECB’ projects which were technical by nature. However, a qualitative assessment showed that gender is increasingly being taken into consideration and women are holding leadership roles or are among the beneficiaries of capacity-building activities, particularly in more recent projects. In decentralized projects that included pilot activities, women were even more targeted.

A relatively large number of women were involved in the interministerial monitoring committee (19 women and 15 men) of the LECB project and their participation in the capacity-building programme was estimated at approximately 50 percent. In the ‘MAP’ project, which includes decentralized activities, 37 percent of women were involved in harvesting and processing MAPs and 30 percent were trained in good practices around those activities. Despite a clear focus in the project document, the ‘CB2’ project nonetheless only included gender mainstreaming following recommendations from the Country Office. Consequently, women participated in the project’s governing body (on average representing 25 to 30 percent of participants) and benefited from training on methodological tools developed as part of the project (approximately 23 percent of participants). The Country Office also recommended including gender in the guide to integrate environmental issues in strategic local planning and greening local development

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www.youtube.com/watch?feature=player_embedded&v=2n1g5o2juWs - =481

plans. The 'CBTHA' project document stipulates that activities must benefit both women and men, and that women must be increasingly included in the decision making process. A rule whereby a minimum level (30 percent) of renewable funds are to be allocated to women for biodiversity conservation projects was introduced but not respected. Other activities aiming to alleviate the pressure on natural resources focused on women. For example, the use of gas as a substitute for wood energy was encouraged. However, the project was not completely successful in changing behaviours because only 15 percent of women use it for baking bread. These women do, however, appreciate the time they save by not having to go out to pick up wood.

Activities concerning the use of wood for heating in the 'GIFMA' project focused on women as they play a significant role in managing the use of the collective improved ovens that were installed as part of the project. They improved their skills in using non-wood forest products, animal-husbandry and agriculture but, according to a final evaluation of the project, the project lacked some capacities and technical resources to define and implement a true gender strategy. Nonetheless, two female development workers were included in the team.

Overall, the more technical projects do not take into account the issue of gender. Nonetheless, the evaluation team found that projects systematically sought to and did ensure gender parity in terms of participation in project activities or steering committees. For projects implemented in the field, capacity-building and income-generating activities were used to empower women both economically and politically but, for reasons addressed elsewhere, the outcomes were limited.

Most environmental projects implemented are either technical or institutional and therefore do not aim directly at reducing inequality and exclusion. However, projects with a goal of sustainable development of

natural resources in various ecosystems (oasis, forest, mountain, etc.) affect local populations and attempt to improve their livelihoods.

Although poverty, degradation and over exploitation of natural resources typically go hand in hand, local level projects engaged the population in income-generating activities allowing the preservation of the ecosystem where they live and enhancing the value of natural resources. For example, the 'GIFMA', 'MAP' and 'circular economy' projects are pilot projects whose impact to date remains limited but the spread of these innovative approaches will lead to significant results in time.

It is important to note that the approach adopted by these projects is not aimed specifically at the poorest or marginalized populations but at users of these natural resources who are often underprivileged.

4.4 Summary of the effectiveness of UNDP's contribution to development results

In summary, the Country Office supported the Government of Morocco and other stakeholders to implement projects and activities that led to outputs which themselves lead to short- and medium-term outcomes and contributed to expected impact. Outputs of UNDP projects range from strengthened capacities and the introduction of planning concepts, approaches and tools tested through pilot projects, to the development of partnerships and setting up of M&E systems. Immediate or medium-term outcomes noted include a more robust regulatory framework, discussions around new issues, institutionalization of RBM, and the application of new concepts such as sustainable development and climate change. Some actions have already resulted in outcomes that could lead to lasting

change, in particular those that helped improve the populations' living conditions.

The above analysis outlines the Country Office's strategic path to achieve the desired outcomes and the logical sequence of events during the period under review. In short, the Country Office supported the Government of Morocco and other stakeholders to implement projects and activities that lead to outputs with short- and medium-term outcomes and which contributed to the expected impact in several areas including poverty reduction, defending human rights, promoting democratic governance, combatting climate change, and promoting gender equality and women's empowerment. All projects contributed to these impacts to varying degrees depending on their thematic area and within the integrated approach adopted by the Country Office. The outcomes of UNDP implemented projects can be classed in 10 categories:

- strengthened capacities (following training, awareness-raising and advocacy activities)
- regulatory tools proposed (draft bills, texts, standards and directives)
- concepts, approaches and planning and management tools introduced (plans, models, codes, strategies created)
- pilot or demonstration projects implemented (application of concepts/approaches, income-generating activities, physical installations)
- management and/or marketing structures created (community organizations, cooperatives, companies)
- networks (municipal interest groups, intra-municipal groups, networks of towns and elected officials, regional working groups)

- incentive mechanisms set up (financial, tax, institutional)
- knowledge management systems developed (studies and assessments, good practice guides, sharing workshops, films/documentaries, research trips)
- various partnerships developed (public-public, public-private, private-private, mobilizing other agencies in the United Nations system, or technical and financial partners, civil society organizations in the north)
- results-based M&E systems implemented

Some immediate and medium-term effects observed since the projects were implemented include:

- a strengthened regulatory framework
- discussions on new issues were initiated at the national level among decision makers
- an improved understanding among stakeholders of challenges and issues raised, with a view to spreading implementation of approaches, concepts and tools
- tools and knowledge beginning to be put in practice
- creation of a culture of sharing and spreading knowledge
- creation of a culture of RBM
- creation of a climate of dialogue, consultation, collaboration and sharing experiences despite tensions between ministries, and at the local level between various stakeholders

- development of new markets and development models (green economy, social solidarity economy, circular economy)
- application of new concepts (sustainable development, climate change, ecotourism, agroecology, etc.) and approaches (integrated, participatory, inter-municipal, etc.)

Some projects have already resulted in sustainable outcomes, in particular those that helped improve living conditions through sustainable development and eliminating sources of pollution.

4.5 QUALITY OF UNDP'S CONTRIBUTION

Relevance

UNDP supported projects were very relevant to Morocco's national priorities and international commitments. Furthermore, a large number of UNDP activities followed on from previous work, showing a certain coherence in the programme and its strategic relevance.

UNDP supported projects were very relevant to national priorities as they were aligned with national policies and strategies defined in the 2011 Constitution, in the Government's suggested programme 2012 and various general policy documents (speeches by His Majesty the King and State budgets). They were also aligned with goals defined by the Economic, Social and Environmental Council and the Social Development Agency and other institutions including the Central Authority for Corruption Prevention, Vision 2020 by the Ministry of Tourism, the Sectoral Strategy (2012-2016) by the Ministry of Health and the Interministerial Delegation for Human Rights'

work plan. All environment-related projects are part of the Government of Morocco's political vision and meet national environmental priorities. Such priorities include integrating biodiversity and combatting degradation of natural resources (oases, forests, paths) in development policies at the national, sectoral or local level, and combatting climate change by reducing GHG emissions in sectors with the highest energy use, promoting renewable energies and adaptation measures in the most vulnerable regions and for the most vulnerable populations.

Furthermore, UNDP projects also helped Morocco meet its international commitments including the Human Rights Convention, the United Nations Convention Against Corruption and the MDGs. GEF-financed projects and enabling activities are, by definition, perfectly aligned with and contribute to meeting the requirements of international environmental conventions.

A large number of UNDP's environment-related activities are ongoing, demonstrating a certain coherence in the programme and its strategic relevance. The 'Energy Houses' development project in rural areas in particular capitalized on experience gained during the initial phase to disseminate the concept at the national level. The 'GIFMA' project grew out of the successes of previous projects⁴⁵ financed by UNDP which promoted biodiversity conservation and poverty alleviation through an approach that combined participatory management and responsible use of natural resources. The 'PCB Pillar I' project was the continuation of a project implemented between 2004-2005 which established the existence of a dump site for old equipment containing pure PCBs or containing mineral oils contaminated with PCB and which Morocco was exporting to processing centres in the Netherlands and France. Similarly, the 'CB2' project was a result of the priorities identified in the framework of a GEF project to self-evaluate

⁴⁵ 'Programme for rural poverty alleviation, combatting desertification and the effects of drought' (2004-2008); the

'Transhumance for Biodiversity Conservation project' ('CBTHA' 2001-2009).

national capacities for global environmental management implemented between 2004-2006, as well as lessons learned from other initiatives intended to support sustainable development at the local level ('Agenda 21'). The 'CBTHA' project was inspired by the 'GIFMA' project and is an initiative aiming to compensate for the modest results from previous projects (e.g. the 'Project in High Central Atlas') on sustainable management of natural resources.

Efficiency

UNDP's programme in Morocco is both programmatically and operationally efficient. The programme's delivery rate was below 80 percent for the first cycle but above 80 percent during the second cycle. The majority of projects ran behind schedule.

UNDP programme and project management relies on a structure and organizational model which is very operational. They generally have the necessary human resources which, for certain projects, were excessively numerous. UNDP also makes its internal resources, including the operations team (facilitators and mission managers) available for its programmes and projects.

Implementation of territorial development projects and programmes benefits from iterative management processes thanks to a local team that allows it to be receptive to the needs of local stakeholders. Such customized management means programmes can provide daily support to processes and activities, as well as be more reactive to unforeseeable difficulties encountered. It also gives UNDP the capacity to identify changes and better integrate contextual information. Readjustments can be specific to particular activities but can also address the foundations of the programme and lead to its conscious and proactive reorientation (for example the 'Southern Oasis' and 'Tafilalet Oasis' programmes).

Exchanges between projects on knowledge, methods and tools created synergies which allowed UNDP to better organize information and be more accountable during UNDAF mid-term and annual reviews. For example, in the framework of the 'PCB Pillar I' project, by identifying synergies with projects by other agencies in the United Nations system, in this case the United Nations Industrial Development Organization (UNIDO), the project developed complementarities that enabled it to achieve its goals. Similarly, on an operational level, the project optimized costs by combining certain activities and taking advantage of similarly organized activities within the 'GEF/Global monitoring programme phase II' project. The project to support implementation of the CBD relied on members of the Steering Committee of the German Development Cooperation 'Adaptation to Climate Change/Implementation of the Nagoya Protocol' (ACCN-GIZ) programme for logistical support in conducting national and thematic workshops.

The efficiency of UNDP's activities was nonetheless affected by slow implementation which, for most projects reviewed, meant completion dates were extended. In certain projects delays arose from the rotation of institutional managers, national contextual events (the 2013 political crisis, the population census organized by the HCP in 2014) or even changes in project direction, as was the case for Ministry of Public Sector Modernization and Ministry of Youth and Sports projects. To manage these delays and still achieve expected results, UNDP sometimes extended its projects or brought in other partners ('Southern Oasis Programme', 'Integrated Development Programme for the Eastern Region Programme'). Few of the environment-related projects reviewed were completed by the date initially scheduled in the project document. Delays often arose in the setting up of "soft" or "institutional" projects which, when launched, require support to raise awareness and mobilize stakeholders. Sometimes, adoption of a progressive approach to implementation, which, whilst cautious, results in slow

implementation and low delivery rates. However, the quality or achievement of the expected results were not affected by delays as the deadlines were extended.

Delays were almost never considered a weakness by partners or beneficiaries interviewed during the evaluation mission. In fact, according to some of those interviewed, UNDP's management and monitoring support ensured that a certain momentum and speed in project-execution was maintained, without which delays would have been even longer.

Resources allocated to projects were assessed by the evaluation to have been generally satisfactory given the outputs achieved. The evaluation noted that budgets were not always entirely used but the rate of disbursement for regional development projects was either stable or higher than other projects. As mentioned in Chapter 3, the disbursement rates for the programme on the whole were higher from the beginning of the current cycle (since 2012) than during the previous cycle (2007-2011) suggesting an improvement in planning and monitoring.

Sustainability

Given the high level of ownership and a solid strengthening of capacities at the individual and institutional level, and despite exit strategies frequently not being included in the design phase of projects, the conditions for sustainability of project results do exist. However, this potential for sustainability can be threatened by delays in decision making processes at project completion and before replication or upscaling are implemented. The results of the activities at the community level show varying degrees of sustainability.

All UNDP's activities, be they institutional or in the field, are pilot projects that consist of testing innovative approaches, concepts and tools. Consequently, the question of how to

repeat or replicate them arises particularly when projects have been successful.

Few projects implemented since 2007 included an exit strategy in their design phase. When they did, it was often designed at the last minute and was not available before the end of the project, which is already somewhat late. For example, the 'CEEB' project concentrated on new or rebuilt buildings which represent a relatively small portion of the overall building stock. More broadly, there also remains much to be done in terms of energy efficiency. However, despite its success, the project did not have an exit strategy. Similarly, the 10-year 'CBTHA' project ended abruptly in 2012, despite its achievements which were generally recognized as significant. However, project completion remains a concern which is dealt with on a case by case basis. The Country Office is aware of these concerns and systematically reminds stakeholders of the need to prepare the post-project phase in their project reviews when they are almost completed.

Stakeholders are highly involved and are prepared to take ownership of projects. This provides a certain surety for the sustainability of project results, which is further strengthened when institutional and legal frameworks are established. For example, the High Commission for Water, Forestry and Desertification Control was so convinced by the concepts of ecological restoration and forest certification in the 'GIFMA' project, that it applied them to 10 other national forest ecosystems. Furthermore, it officially expressed its commitment to respect the certification standards. Continuation of the process will be ensured by a programme financed by the European Union. Additionally, at the regional level, activities to correct action plans have been included and budgeted for in programme-contracts with the Regional Department for Water, Forestry and Desertification Control. Similarly, the Ministry of Energy, Mines, Water and Environment responsible for the 'PCB Pillar I' project took measures to integrate project activities in its

planning processes (annual action plans, assessments and dashboard). Additionally, as a result of information, consultations, their involvement in implementing project activities, awareness raising activities and training, stakeholders are able to maintain achievements, continuing safe management of PCBs and even sharing their knowledge with other countries in the same situation, such as Rwanda. The 'CB2' project meanwhile developed methodological tools to integrate global environmental concerns in strategic local planning and tools which the Local Authorities Office adopted and added to a training kit for municipality Secretary Generals.

The significant efforts taken to strengthen the capacities of both individuals and institutions - which involved individuals (elected officials, technicians, external service managers) as well groups of individuals (municipalities, cooperatives, associations, external departments - resulted in improved knowledge, and, more importantly, fostered ownership of new approaches and innovative themes as well as commitments to the programmes that contribute to the sustainability of results. However, in some cases, these capacities are not yet systematized (i.e. integrated at the system level) and too often there have been long breaks between the end of a project and the next phase of consolidation or extension. The 'CBTHA' project, for example, raised awareness among a wide range of those concerned (farmers, women, local and provincial authorities, technical services, etc.) by the importance of preserving natural resources, the environment and biodiversity, and yet these results may not be sustainable if they are not consolidated through significant, concrete actions in the field in the near future.⁴⁶ At the time of the evaluation, project results were still being discussed by decision makers.

As for communities, the sustainability of activities varied. At the local level, beneficiaries and project partners were

involved in the design of UNDP-supported projects, which certainly represented added value in terms of sustainability. When they were not sufficiently involved, difficulties arose (such as those encountered during the first phase of the 'Tafilalet Oasis Programme' when certain local partners would not adopt the project's philosophy) and as a result the activity was only partially successful. A shared project culture or a dynamic that focused around either associations or specific projects within other larger projects, improved the effectiveness of planned projects. From this point of view, the pre-existing skills of stakeholders leading the project, as well as the conditions under which stakeholders can be mobilized, represent a key factor for the success of activities and their sustainability.

For many of the organizations created, such as women's cooperatives ('Southern Oasis Programme', 'MAP' projects), the question of post-project sustainability arose because of their financial fragility, in particular because they depend on the sale of their products which is not guaranteed especially if they are seasonal. For example, beneficiaries of the 'Southern Oasis' and 'Integrated Development Programme for the Eastern Region' programmes experienced difficulties in marketing their products because of certification, marketing and pricing issues. Most stakeholders interviewed expressed regret that these projects, initially developed to last between two or three years, stopped receiving assistance once completed although they were not yet mature and partners' obligations had not been clearly defined in an exit strategy. Income-generating activities developed as part of the 'GIFMA' project experienced similar issues for neighbouring populations in forest areas which still require significant support in order to consolidate activities and make them fully operational and sustainable. For this reason, the High Commission for Water, Forestry and Desertification Control signed an agreement with the Crédit Agricole bank to

⁴⁶ 'Transhumance for Biodiversity Conservation project', *Final Project Evaluation Report*, p. 161 February 2011.

financially support activities without sufficient capital and which do not meet the short-term credit criteria included in the current forest project regulation.

Integrated projects that include additional activities in their value chain have better chances of being sustainable. Projects designed and managed like businesses from the start have a greater chance of success and sustainability (such as the promotion of dates in the ‘Southern Oasis Programme’ and the

production of olive oil in Tafoughalt in the ‘Integrated Development Programme for the Eastern Region’). The preparation of feasibility studies prior to start-up when projects include production units is another factor for sustainability. In pilot projects conducted by AAP Morocco as part of its resilient oasis project, institutional backing ensured the project’s sustainability (for example, the national network maintains and upkeep 10 meteorological stations that were installed and the early warning system is connected to and managed by the watershed basin agencies).

Chapter 5

STRATEGIC POSITIONING AND CROSS-SECTIONAL ISSUES

This chapter presents a brief analysis of UNDP's contribution to cross-sectional issues related to poverty eradication, reducing inequalities and exclusion, gender equality and women's empowerment, and issues relating to opportunities for poor/excluded populations to have their concerns heard and participate in the programme's initiatives and those of its partners. It also examines UNDP's strategic positioning in terms of its comparative advantage, partnerships and programme management, taking into account country-specific factors.

5.1 UNDP's Vision

5.1.1 Eradicating poverty and reducing inequalities and exclusion

UNDP-supported projects aim directly or indirectly to eradicate poverty and reduce inequalities and exclusion, although impact measured in terms of volume may be relatively modest.

Although Morocco is ranked as a medium-income country with an economy that has generally performed well in recent years and noticeable progress in poverty alleviation, it still faces sizeable challenges related to social and regional disparities and precariousness that exist particularly in rural areas.

UNDP supported projects aim directly or indirectly to eradicate poverty and reduce inequalities and exclusion. Institutional or technical projects provide national partners with approaches and tools while giving them the capacities to reorient certain public policies. In the field, the majority of projects (if not all) are implemented in disadvantaged regions, impacting local populations by striving to improve their living conditions and livelihoods. Therefore, these projects contribute directly to

outcomes even if impact measured in volume is relatively modest (that is not the goal sought). Impact is still important in terms of raising awareness of the scope of the problem among decision makers and acquiring approaches to overcome these problems. The shift in scale that will take place over the long term (thanks to replication or extension of pilot or demonstration projects) will yield more significant outcomes.

Several events sponsored or supported by UNDP demonstrate its capacity to include previously excluded stakeholders such as young people in school and school leavers or vulnerable groups including housewives, persons with disabilities, migrants, refugees, the elderly, homosexuals, female victims of violence, persons living with HIV, intravenous drug-users and sex workers.

5.1.2 Gender equality and women's empowerment

Results on gender equality and women's empowerment were modest in UNDP's oldest projects (where gender was not mainstreamed during the design phase), in projects with a national scope and technical projects such as those dealing with the environment. Results were more notable at the local level following the implementation of income-generating activities which most often targeted women's associations and cooperatives.

Morocco ratified the principal international instruments for women's human rights and has undertaken a variety of legal reforms to recognize

women's fundamental rights.⁴⁷ This progress culminated with the adoption of the 2011 Constitution. However, gender equality is still not fully realized nationwide, particularly in terms of combatting sexist stereotypes and in the poorest regions which are often conservative and where women are not generally included in community decision making and have greater difficulty in accessing work and decisions.

UNDP in Morocco has worked hard to advocate for and build capacity among its various partners in order to mainstream gender in all the activities it supports and called upon UN Women, for example, in the field of combatting violence against women or for gender-sensitive budgeting.

Nonetheless, the results in gender equality and women's empowerment remain modest for UNDP's oldest projects (that were designed just before or at the beginning of the period covered by the evaluation and which had not mainstreamed gender in their design phase), for projects with a national scope in general, and for those that can be considered as "technical" such as those dealing with the environment. These projects guaranteed a certain gender parity in participation in capacity-building activities and/or good representation in steering committees and governance structures.

However, results were more notable at the local level following the implementation of income-generating activities which most often targeted women's associations and cooperatives and socially empowered women (giving them the opportunity to leave home, meet and socialize). They also, to a lesser extent, economically empowered women because the organizations that were created remain fragile and their sustainability was not guaranteed. Great efforts were made to involve women in the process of drafting municipal development plans, both in determining issues and planning as well as in implementing and monitoring, which gave them

an assured, new role in local governance. As a result, the rate of projects proposed by women to be implemented in local development plans rose to above 60 percent.

During the 2012-2016 programme cycle, the Country Office intensified its gender equality-related activities, thanks in particular to unconditional support from senior management. The Country Office introduced the gender marker in the monitoring of projects in its portfolio (mid-year and yearly reviews). A comparison was done between the theoretical classification of projects based on project documents and their classification based on results achieved after implementation. Projects performed worse in fact than their initial gender marker score predicted

In 2013, to measure efforts to promote gender equality and identify areas for improvement, the Country Office joined the Gender Seal initiative, an institutional label that rewards good performance by country offices. UNDP Morocco was one of 11 offices to be granted a silver medal⁴⁸ which, while very respectable, highlights the need for some improvement. The Country Office consequently formed a gender focus team led by the Deputy Resident Representative and comprised of nine people from different departments, including the operations department. Gender is now systematically considered in all of the Country Office's actions and projects, as well as in partner-led actions, in keeping with the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP). Every new member of staff systematically receives training in gender mainstreaming. The Country Office has a Gender Equality Strategy and an implementation action plan 2013-2016. In 2014, a checklist was created to review project documents and logical frameworks from a gender standpoint. The action plan includes a review of all business processes, a review and development of new communication tools, training for all

⁴⁷ Including a review of the Labour Code in 2003, reform of the Family Code in 2004, reform of the Nationality Code in 2007 and, finally, lifting of CEDAW reservations in 2011.

⁴⁸ Twenty-nine country offices participated in 2013-2014. Three received a gold medal, three received a silver medal plus, 11 received a silver medal, eight received bronze medals while four did not receive certification.

partners and a campaign to raise awareness among the general public.

Internally, the Country Office pays particular attention to gender mainstreaming and ensures a good balance of gender among its staff. Of 14 professional positions, seven are held by women. Similarly, women are encouraged to apply to vacancy announcements. Gender is also taken into consideration in the makeup of various management committees in the office.

5.2 STRATEGIC POSITIONING

5.2.1 UNDP's Comparative Advantage

UNDP is viewed by various stakeholders as an indispensable, key and historic partner and an effective project manager.

At the strategic level:

The UNDP “label” provides an international guarantee. Its neutrality allows it to act and be accepted in difficult areas and to bring to the table different stakeholders who do not generally have the opportunity to interact. The multi-sectoral, multi-dimensional approach adopted by UNDP allows it to work on various issues using international standards. The increasingly widespread use of a national execution model has mobilized and strengthened national expertise, thereby creating national centres of expertise. Among partners, UNDP is recognized for building individual and institutional capacity through training, study tours, knowledge sharing and exchanging experiences through its network. It is often a pioneer and introduces innovative approaches, concepts and tools (such as the concept of sustainable development particularly in university cursus, human rights, gender, strategic local planning, participatory approaches, payment for ecosystem services, forest certification, natural resource conservation and management through livestock migration, etc.). It also served as an entry point for financing, such as GEF financing, and the support it provided helped Morocco meet its commitments

to ratified international conventions, agreements and treaties.

At the operational level:

The Country Office has a dedicated, technically-skilled team and works in disadvantaged regions through the projects it supports. Such in-country presence means UNDP has a comparative advantage over other technical and financial partners. It enjoys a good understanding of the country and the national priorities thanks to its close work with national institutions at both the central and local level. Among its national partners, UNDP is recognized for its ability to listen to and include vulnerable and marginalized groups; its transparent and clear procedures; its professionalism and proven effectiveness in project management (the Government of Morocco relies on UNDP for its abilities in this area); its flexibility (compared to partners who provide budgetary support); its ability to adapt and react (able to come back with rapid, relevant responses given the constraints and numerous changes in Morocco); and its role to facilitate (it structures and speeds up processes that would have been slower without its support). Results are also attributed to UNDP for its participatory approach and M&E, gender mainstreaming at all levels (from designing the terms of reference to project implementation) in particular in rural areas, and including major environmental issues in sector and local policies. UNDP encouraged the emergence of new markets in the fields of energy and the environment (solar water heaters, energy microenterprises, energy efficiency in buildings, insulation products, MAPs). It also has the capacity to mobilize other United Nations agencies financial partners (UNIDO's 'PCB' project, UNIDO and UN Women's 'Southern Oasis Programme', European Union financing for energy efficiency demonstration projects, the introduction of a municipal investment programme and action plans by the Asian Development Bank, in addition to local development plans and decentralized cooperation) and find synergies between programmes (for example, between the 'CBTHA' project and the NIDH, the Social Development Agency, PMF/GEF, NGOs etc.). Finally, it facilitates benchmarking by sharing and drawing on experiences in other countries, particularly from other countries in the global South.

5.2.2 Strategic Partners

UNDP's ability to establish partnerships was unanimously recognized and welcomed by the development actors interviewed.

Seeking partners is a core element to UNDP's approach in Morocco and, in so doing, it is able to identify synergies and/or complementarities between its own programmes/projects and initiatives launched by national partners, other United Nations agencies, and even other technical and financial partners. These partnerships fulfil several objectives including mobilizing and pooling resources, calling on additional or specific expertise and capitalizing its leverage on ongoing initiatives.

UNDP Morocco particularly relies on UNVs. These international and national collaborators are currently divided among the various Country Office departments or in the field for a period of one to two years. They support programme managers in areas of quality assurance, capacity building, consulting, results reports, fundraising, identifying new projects, monitoring financial performance and activity budgeting. UNVs also support the Country Office and its departments by organizing meetings, discussions and events and contributing to UNDAF thematic groups. They also monitor to ensure their field of expertise (gender, youth, local development) is considered when a project is designed or implemented. In the framework of its project to strengthen community resilience to climate change, UNDP established a partnership with UNV to strengthen community mobilization, encourage voluntary contributions and ensure inclusive participation, all whilst developing the capacities of NGOs and partner community organizations. UNV also guarantees project coordination. The project also aims to test a participatory tool to assess vulnerability reduction, as well as other community mobilization methods.

UNDP generally fostered opportunities for exchange between countries in both the South and the North. Study tours have been organized in other countries to allow Moroccan partners to learn from the experiences and good practices of others, and to allow an exchange of knowledge between all partners. For example, a visit to Indonesia by 10 senior ministry managers and training for 80 public policy governance managers helped build their capacity to harmonize public policies and enabled the

creation of a structure to coordinate public policy for social concerns. In its work to support the National Observatory of Human Development, UNDP facilitated discussions with CONEVAL in Mexico and the University of Rennes in France, as well as institutions in other countries thereby fostering discussions about multidimensional poverty measures. Similarly, foreign delegations visited Morocco to learn from Morocco's experiences and requested their expertise. Such cooperation is seen as one of UNDP's principal missions and is highly appreciated when it promotes a positive image of Morocco abroad and highlights its accomplishments on the international stage. However, work in this area is considered insufficient and below UNDP's capacity to mobilize its international partners.

5.3 PROGRAMME MANAGEMENT

5.3.1 Programme Management and Interdisciplinary Approaches

The Country Office's programme management team is divided into three departments (environment and sustainable development, democratic governance and local development). Their professionalism and expertise was appreciated by all and their skill in project management was also regularly recognized by the majority of partners interviewed. The operations unit also contributes to good project implementation and its staff showed excellent working relations, providing back up and support when necessary. The positive atmosphere of cooperation that exists between programme and operations staff deserves to be highlighted.

In 2010, following recommendations in the UNDAF 2007-2011 mid-term review, the Country Office reduced the number of expected outcomes from eight to three, and revised the programme architecture without changing the projects. The Country Office adopted an integrated, interdisciplinary approach to development issues, instead of siloing its many small projects as had been done in the past. The Country Office programme is consequently organized around two major pillars, one dedicated to supporting national policies and the other to local development, the latter impacting on the former. The approach adopted stirred the interest of national partners and increased UNDP's credibility. The most recent project came as a request by the Governor of the Sidi Ifni province to create an integrated, sustainable development

programme. To do so using a participatory approach, the entire programme team travelled to the area to draft the project document.

5.3.2 Monitoring and Evaluation

Following a recommendation made in the framework of the 2011 CPAP evaluation, the Country Office established an M&E unit and introduced annual and mid-year reviews in partnership with the Ministry of Foreign Affairs and Cooperation; these activities are funded through a project financed by 11888 funds (interests generated) and renewed yearly. Annual and mid-year reviews gradually improved following the adoption of a single report format for project coordinators and the possibility to report activities and results online using Di-monitoring, a simplified, standardized tool developed based on Dev Info. This improved reporting of activity results considerably improved the quality of the Country Office's reports to headquarters and its ROAR rating from 14 out of 20 in 2011 to 18 out of 20 in 2013.

The M&E specialist also helped create a culture of RBM outside the Country Office by conducting training for project teams in Rabat and the field or as part of certain projects. She also helped implement an M&E system for local development plans. Demand for this is constantly increasing which attests to partners' interest and the high-quality of the service provided.

5.3.3 Risk management

GEF financed projects are required to include a risk evaluation in the project design phase and identify mitigation measures, while other projects did not systematically include a risk analysis. However, annual and mid-year reviews have generalized this practice and now all projects include a risk review, with responses provided or to be provided and recommendations.

5.3.4 Knowledge Management and Communication

A review of project documents showed that a system for knowledge management has been put in place explicitly (specifically defined output) or implicitly for nearly all projects. The system includes studies, operational guides and guides to good practices, knowledge sharing through workshops, project visits and research trips, etc. Partners indicated that outputs were generally of high quality and

were accessible on websites set up as part of the projects. However, outputs were only disseminated among immediately concerned stakeholders, rather than among stakeholders who could use them or capitalize upon them to start similar initiatives.

Following the UNDAF 2007-2012 mid-term review in April 2009, the Country Office created a small communications team and regular resources, commonly known as Target for Resource Assignment from the Core (TRAC) funds, were used to develop the 'Communication for Development (C4D)' project to support the CPAP (2007-2011). Considerable effort was made to create a new image of UNDP and thereby mobilize additional partners and funds. These efforts resulted in the redevelopment of the UNDP Morocco website (www.ma.undp.org/) which improved information sharing about UNDP supported project activities at national and local levels, coverage of events organized, beneficiary testimonials, annual activity reports, made available an institutional film on how UNDP works and provides an outlet for the population to express their opinions.

Efforts were also made to improve communications about projects during their implementation, particularly to capitalize on the knowledge produced. In the field, the evaluation team noted UNDP's weak or nearly non-existent visibility, in particular in terms of promoting a corporate identity for projects supported by the organization.

5.4 COUNTRY SPECIFIC FACTORS

Morocco's governance model is particular because it is not outlined in a single strategy document. Rather it is defined by many sectoral policies and royal speeches that play an important role in reform decisions which led in particular to the launch of the NIDH in 2005 to alleviate poverty. The national political context was also marked by the Municipal Charter adopted in 2009, a new Constitution adopted in 2011 and an advanced regionalization strategy that was underway at the time of the evaluation. This context sets the backdrop for UNDP's work given its experience and expertise already acquired in the field of strategy planning and support and sustainable territorial development. UNDP should position itself as a key partner to support effective regionalization and the success of new regional councils,

who are stakeholders in development, and government partners in this democratic, socio-economic transition undertaken in Morocco.

As a medium-income country, Morocco has a high level of human capital and good, although somewhat bureaucratic, administrative capacities. It has solid institutions and competent human resources allowing it to successfully rely on a national execution model. UNDP support facilitates and accelerates project implementation while guaranteeing effective and transparent management based on international standards. The country's absorption capacity should be satisfactory but the slow pace of decision-making processes and the nature of projects, which for the most part are institutional, mean that delivery rates remain average and projects are often

extended in order to allow expected results to be achieved or the entire budget to be dispersed.

Morocco provides UNDP with adequate resources to manage projects it hopes to implement. This is an interesting opportunity for UNDP whose own resources are being regularly reduced. UNDP, however, must ensure that the programmes it manages include activities in line with its own mandate and that have real, strategic added value. Additionally, UNDP is facing heavy competition from other technical and financial partners who are often working on the same thematic areas with greater financial resources.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

This chapter sets out the evaluation team's conclusions on UNDP's performance and contribution to Morocco's development results over the period 2007-2015. It also offers recommendations based on the results presented in Chapter 4 and Chapter 5 for discussion with stakeholders, with a view to providing input to draft the next country programme.

6.1 CONCLUSIONS

Conclusion 1: UNDP is considered to be a longstanding, trusted, credible, responsive partner with convening power.

During the period under review, UNDP introduced innovative approaches, methodologies and tools relevant to the national context and priorities. UNDP adapted and responded to the many changes facing the country, particularly in the areas of local governance, sustainable development and combating climate change. Moreover, both at local and national levels, UNDP convened stakeholders who were unaccustomed to working together and secured the participation of those considered to 'non-traditional' development actors (for example young people), owing to its image as a neutral and impartial stakeholder.

Conclusion 2: Partners find UNDP's competencies in project management and its contributions in the area of capacity development are its greatest added value.

In addition to the projects implemented using its own resources or those it mobilizes, UNDP also manages programmes and projects funded primarily by the Government of Morocco because of its relatively fast and flexible procedures, as well as its transparent and robust management and the quality of its reports.

UNDP's emphasis on capacity-building - through training and support, research tours, exchanges of experience and managing knowledge outputs - is seen as the area where it adds the greatest value and partners see capacity-building as its main area of activity.

Conclusion 3: UNDP has achieved positive results through its pilot projects (notably in the environment portfolio) but there have been challenges in translating localized results into wider outcome level changes.

The time taken between the end of a pilot project and the decision to reproduce or roll out the pilot approach in other regions and sectors, or to amend or strengthen the regulatory framework in question, is often too long and there is a risk of losing the momentum arising from promising results. Projects supported by UNDP are often innovative in nature and their relatively short duration means they do not reach the maturity needed to be quickly scaled up.

Conclusion 4: UNDP has been a pioneer and a recognized partner in Morocco in the field of decentralization and territorial anchoring of democratic governance.

UNDP introduced and tested the concept of local strategic planning through the 'Localizing Agenda 21' programme, 10 years before the endorsement of the Communal Charter (2009) aimed at developing municipal development plans. Although UNDP has not been the driving force behind the movement towards greater decentralization, it has been able to adapt its activities to the changing national context, for example by turning integrated local development programmes (the 'Southern Oasis' and 'Tafilalet Oasis Programmes' and the 'Integrated Development Programme for the Eastern Region') into local governance programmes through strategic planning with municipalities and initiating the

‘AGORA’ programme which accompanies advanced regionalization.

Conclusion 5: The results of UNDP projects are not significant in quantitative terms but rather in terms of their qualitative contribution to policy debates.

Projects that were implemented focused on inclusion (of women, young people and marginalized groups), tackling poverty and job creation and protecting the environment. However, as these were institution-led or pilot projects, they did not produce any significant quantitative results. They did, however, encourage discussions at the highest level of decision making and, consequently, may effect change in the long term.

Conclusion 6: Over the course of the last two programme cycles, results in terms of gender equality and women’s empowerment were not significant. However, recent measures taken by the Country Office should begin to yield positive results in the next programme cycle. With respect to other forms of inequality, UNDP facilitated the participation of stakeholders who have not traditionally been engaged in development debates, notably youth but also representatives of other vulnerable groups.

The projects reviewed were, for the most part, conceived at the beginning of the programming cycle and were limited to ensuring gender parity in activities, in particular income-generating activities. These activities enabled only the partial and, primarily, social empowerment of women. Political and economic empowerment remained embryonic due to cultural resistances and the fragility of the structures created (cooperatives, associations). Implementation of the Country Office’s gender equality strategy (2014-2017) should produce tangible results in the years to come.

UNDP also contributed, both directly and indirectly, to reducing other forms of inequality, for example targeting deprived areas. It facilitated the participation of non-traditional stakeholders, particularly young people, in debates on development and supported the development of a national integrated youth strategy.

Conclusion 7: Efforts by the Country Office to restructure the 2012-2016 programme and adopt an integrated approach to programming are to be

commended and encouraged as they should lead to more significant results in the future.

Since 2012, the Country Office has adopted an integrated and interdisciplinary approach to programming. This means projects incorporate several thematic areas promoted by UNDP and they are designed through a collective process that involves all relevant units and national stakeholders (for example, the programme to integrate sustainable development principles in the Sidi Ifni province), as well as a system of regular monitoring (meetings to review and approve projects, semi-annual and annual reviews) involving partners, including a representative of the Ministry of Foreign Affairs and Cooperation. Finally, the promotion of gender equality is incorporated both in the way the Country Office operates and in its activities.

Conclusion 8: The country programme is heavily dependant on a limited number of funding sources.

Over 60 percent of resources are from contributions by the Government of Morocco, with the remainder from the GEF (10 percent) and Spain (7 percent), whose contribution is declining as a result of the country’s economic situation.

6.2 RECOMMENDATIONS

Recommendation 1: UNDP must ensure that the interventions it supports remain innovative and that it does not become confined to a role of fund manager. While continuing to capitalize on its project management capacities, UNDP should strengthen its thought leadership and advocacy work so that it can continue to be a leading voice in development debates at all levels.

In the case of project extensions, UNDP must ensure that it continues to offer new and innovative elements in the new phase and refrain from repeating previous activities or those which, in some cases, fall beyond its remit and/or priority areas (such as construction work). When designing new programmes, UNDP must select activities that fall within its mandate and for which it has a genuine comparative advantage.

Recommendation 2: UNDP should continue its role as a convenor, bringing together different institutional

stakeholders, as well as traditional and non-traditional stakeholders.

UNDP must build on its ability to unite various institutional stakeholders and focus on integrated, multi-sector and/or cross-cutting activities favouring improved coherence and synergy between public policies and/or responses to horizontal issues. Moreover, through national debates and dialogues organized by the Government, as well as activities at local level, UNDP must continue to support the participation of partners considered to be non-traditional, belonging to civil society and/or marginalized and vulnerable groups.

Recommendation 3: UNDP should create conditions conducive to the sustainability of results achieved through its support.

The majority of UNDP's activities are pilot schemes and limited in time. In order for any results to bring about medium- or long-term change, exit strategies must be developed sufficiently in advance, before the end of the project. This strategy may involve either identifying another financial partner to replicate the approach, or through sustained advocacy, encouraging the government to roll out the pilot within a reasonable timeframe following project completion.

Recommendation 4: UNDP should further capitalize on its programmes and projects by putting greater emphasis on knowledge sharing between different national institutions as well as with other countries.

Most projects have produced highly informative studies, methodological guides and other documents which would benefit from being more widely disseminated beyond the project's immediate stakeholders to allow the approach to be replicated. Similarly, UNDP should draw more on its network and promote the sharing of good practice among countries.

Recommendation 5: UNDP should continue to support the establishment of monitoring systems by national partners in order to institutionalize a culture of RBM.

UNDP is one of the few partners to have introduced an M&E system which goes beyond M&E activities set out in project documents. Efforts have been made to measure any changes resulting from its activities. They must continue and be systematized at partner level.

Recommendation 6: UNDP should take advantage of new financing and partnership opportunities.

Opportunities may be explored with the private sector, such as Moroccan nationals living overseas; other bilateral cooperation agencies; decentralized cooperation; and major public-private sector industrial projects (such as the Morocco Agency for Solar Energy in the regions of the North and East) implemented in Morocco. UNDP should develop a partnership and resource mobilization strategy.

ANNEX 1: TERMS OF REFERENCE

ASSESSMENT OF DEVELOPMENT RESULTS IN MOROCCO

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) regularly produces country Assessment of Development Results (ADRs). These assessments are intended to bring to light and analyse UNDP's contribution to the results of a country's development activities. The purpose of an ADR is to:

- Support the development of the next UNDP Country Programme Document (CPD)
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ADRs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board.⁴⁹ The responsibility of IEO is twofold: (i) provide the Executive Board with reliable and credible information taken from evaluations for the purpose of institutional accountability, decision-making and improvement; and (ii) strengthens the independence, credibility and usefulness of the evaluation function, as well as its coherence, harmonization and alignment with United Nations reform and national ownership. Given the principle of national ownership, the IEO strives to work with national governments when conducting ADRs.

The IEO is to conduct an ADR in Morocco in 2015, as the current country programme comes to an end in 2016. This evaluation will feed into a new country programme to be implemented from 2017 by the Country Office and the national stakeholders in question.

2. NATIONAL CONTEXT

Morocco, located in the extreme north-west of Africa is classified as a lower middle-income country. Its human development index is 0.617, ranking it 129th out of 187 countries.⁵⁰ According to the High Commission for Planning (HCP), Morocco appears likely to achieve a majority of the MDGs in 2015. However, concerns remain around poverty, illiteracy and unemployment, particularly among young people in general and graduates in particular. Significant disparities and inequalities remain: 67.5 percent of the deprived population and 58.8 percent of vulnerable people live in rural areas, which are home to over 42 percent of the Moroccan population. According to the HCP, multidimensional poverty rates are two and a half times higher in the countryside (18.3 percent) than in urban areas (7.4 percent).⁵¹

Morocco is a constitutional, democratic, parliamentary and social monarchy. Executive power is held by a member of the political party that wins a majority in the elections of members of the House of Representatives, and appointed by His Majesty the King. Legislative power is exercised by Parliament which is composed of the House of Representatives and the House of Councillors.

At the beginning of 2011, Morocco underwent significant political, institutional, legal and socio-economic changes. One of these initiatives was the launch by King Mohammed VI of a new draft Constitution and plans for an extensive reform programme in response to popular demand for better governance and an improved economic outlook.

⁴⁹ UNDP Evaluation Policy:

<http://web.undp.org/evaluation/policy.shtml>. The ADR shall be carried out in accordance with the United Nations Evaluation Group (UNEG) Norms and Standards and Ethical Guidelines (www.unevaluation.org).

⁵⁰http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MAR.pdf

⁵¹Morocco – ROAR 2013

Parliament's duties include legislative procedures, holding the Government to account and evaluating public policies. The opposition has a new status and new prerogatives.

His Majesty the King is the Head of State, its Supreme Representative, Guarantor of the perpetuation and continuity of the State. He is the Supreme Arbitrator between these institutions.

The Government holds executive power and, under the authority of the Head of Government, implements its governmental programme, ensures that laws are enforced, is responsible for administration, and oversees and supervises public bodies and companies.

Due to its geographical location, Morocco has a remarkable range of highly varied bioclimates, ranging from humid and subhumid to the Saharan and desert climate, as well as arid, semi-arid and mountainous climates. In addition to these diverse climates, Morocco has a range of reliefs which means extensive bioecological diversity and a wide range of natural habitats.⁵² However, urban growth and the development of vital socio-economic sectors, particularly agriculture, industry, fishing, infrastructure and tourism, have had negative repercussions on the quality of the environment over recent decades. Environmental problems include severely degraded natural resources and a fall in standards of living of the population due to air and inland and coastal waters pollution; desertification; the destruction of forests, biodiversity and the coast; and pollution caused by illegal landfills. Pollution not only negatively affects the health of the local population but also economic development due to the depletion of certain natural resources required to ensure the sustainable development in the country.⁵³

In response to these challenges, and in keeping with its international commitments under the Earth Summits of Rio de Janeiro and Johannesburg, Morocco embedded the concept of sustainable development in its development strategy, a concept which promotes a balance between environmental, economic and social dimensions, the aims of which are to improve living standards, strengthen

sustainable management of natural resources and promote environmentally-friendly economic activities. Morocco laid the groundwork to implement national sustainable development through a range of political, institutional, legal and socio-economic reforms. This process has been bolstered by the adoption of a national environment and sustainable development charter.

The process resulted in a process of embedding sustainable development principles in sectoral strategies, the implementation of the Environmental Modernization Strategy and the National Initiative for Human Development, as well as the launch of plans for the:

- Framework law for a National Charter for the Environment and Sustainable Development, in keeping with His Majesty the King's instructions in his speech on Throne Day, 30 July 2010
- National Strategy for the Environment (SNPE)
- National Strategy for Sustainable Development (SNDD)

The principle of sustainable development has been embedded in Morocco's sectoral strategies, including the Green Morocco Plan, the Solar Plan (for energy), the Azur Plan (tourism) and e-government.

Of these strategies, the National Initiative for Human Development is a major initiative to combat poverty and exclusion aiming to address the social deficit by extending access to basic social services, promoting employment-generating activities and regular sources of income, taking creative action towards the informal sector and assisting the extremely vulnerable or those with specific needs.⁵⁴

3. UNDP'S STRATEGY IN MOROCCO

In Morocco, UNDP is working to ensure the MDG goals are achieved more quickly; strengthen decentralization, modernization and the fight against corruption; and combat vulnerabilities and inequalities. UNDP is also helping to implement national and local low carbon sustainable development strategies which create jobs.

⁵² Kingdom of Morocco, *Fifth National Report to the Convention on Biological Diversity*. 2014 p.15, <https://www.cbd.int/doc/world/ma/ma-nr-05-fr.pdf> (accessed 6 April 2015, French only).

⁵³ www.environnement.gov.ma/PDFs/RDEEM.pdf

⁵⁴ www.maroc.ma/fr/content/indh

UNDP's activities since 2007 are defined in the Country Programme Documents (CPD) which are aligned with the United Nations system's focus areas. These are set out in the United Nations Development Assistance Framework (UNDAF) Joint Action Plan, as well as the Country Programme Action Plans (CPAP) 2007-2011 and 2012-2016.

The 2007-2011 CPD identified six expected outcomes (Table 1) which, with some changes, have been carried over to the CPAP 2007-2011. At the start of the programme, 14 outcomes were defined in the UNDP internal management system, Atlas. In 2009, the number of outcomes was reduced to eight. In 2010, following a mid-term assessment of the CPAP, the programme outcomes were revised and reduced to three.⁵⁵

Table 1: Programme outcomes and indicative budgets					
Period	2007-2011			2012-2016	
Area	UNDAF 2007-2011 (based on country programme 2007-2011)	Country programme 2007-2011 outcomes (CPD 2007-2011)	Resources (CPD)	UNDAF and country programme 2012- 2016 outcomes	Resources (CPD)
Accelerating the achievement of MDGs	Inclusion of rural populations living in poverty in development mechanisms through appropriate policies and programmes	Expanding access of vulnerable rural populations to basic social services and infrastructure, means of production and food security	\$10,020,000	Vulnerability and inequalities, particularly those related to gender, are reduced through policies/strategies and economic and social development programmes	\$7,800,000
	Support for stakeholders to ensure access to social services for children, youth and vulnerable populations and facilitate their inclusion in the development process	Vulnerable populations exercise their rights to access quality social services: education, welfare, health, HIV/AIDS prevention, housing and jobs	\$1,849,000		
	Make significant progress in gender equality, defence of the rights of women and girls and their participation in political, economic, social and cultural public life	Increase institutionalization of gender in laws and planning mechanisms, programmes and budgets to support women's rights, particularly in political, economic and social power and participation	\$2,806,000		

⁵⁵The revised outcomes for the 2010-2011 period are: (i) the Government successfully implements reforms and national and regional strategies to accelerate the achievement of the MDGs and in the area of climate change, (ii) regional and local stakeholders are able to engage in sustainable

development in their regions in cooperation with target populations, (iii) government, national institutions and civil society gain analysis and advocacy capabilities in the field of sustainable human development.

Governance	Strengthen State and civil society's democratic governance capacities for human development and to achieve the MDGs	Strengthen the decentralization/devolved system and the reform process	\$2,850,000	Institutional partners and civil society to take ownership of the principles of gender-sensitive democratic governance, and put them into practice for mainstreamed, equitable and sustainable human development	
		Increase civil and civic participation and the realization of human rights			
Environment and sustainable development	Improve organizational conditions for protecting and showcasing natural and cultural heritage to support human development	Strengthen legal and institutional frameworks for protecting and showcasing cultural and natural heritage, including the impacts of climate change, in line with international instruments	\$6,906,000	The principles of the National Charter for the Environment and Sustainable Development are implemented, ensuring coherence between sector strategies and priorities for the environment, climate change, risk management, and strengthening territorial convergence in the most vulnerable areas and among the most vulnerable populations, with a particular focus on gender.	\$15,200,000

Source : CPD

Sustained system-wide planning efforts in 2011-2012 resulted not only in the UNDAF, but also a United Nations system-wide action plan (UN-SWAP) for 2012-2016. This common action plan replaces each agency's operational documents, including UNDP's which has a country programme 2012-2016 approved by the Executive board, but no CPAP. The three UNDAF outcomes to which UNDP is contributing are set out in Table 1 above.

Despite the multiple expressions of outcomes for the 2007-2011 period, and the adoption of joint programming with other United Nations agencies from 2012-2016, there was some continuity between the two UNDP programmes whose activities fell in three main areas. The first area includes support for governance and accelerating the achievement of the MDGs. In this area, UNDP supported institutional development by, for example, supporting Parliament, the Interministerial Delegation for Human Rights and the National Observatory for Human Development; helping modernize the civil registry; and capacity building for the evaluation of public policies. The second work area pertains to territorial development. UNDP supports several regional programmes such as the 'Southern Oasis Programme', the 'Tafilalet Oasis Programme' for sustainable territorial development and the 'Eastern Locally Integrated Development Plan'. The aims of UNDP Morocco's 'Support for Territorial and Thematic Networks for Governance and Local Development' ('ART GOLD') programme

(2007-2014), part of the Articulating Territorial and Thematic Networks for Human Development (ART) global initiatives, include promoting decentralized democratic governance through a participatory and collaborative approach, both in terms of programming local development and managing resources from international cooperation. The aim of the 'Support for Local Governance in a Perspective of Advanced Regionalization (AGORA)' project is to support local government, particularly regional councils and the General Directorate for Local Government, implement the advanced regionalization area of work.

UNDP's other major area of activity is the environment and sustainable development. This portfolio includes, for example, projects that support efforts intended to protect biodiversity, promote energy efficiency and renewable energies, reduce GHG emissions, eliminate POPs, incorporate environmental issues in local planning, improve employability and entrepreneurship among young people in green jobs and improve the integrated management of forests. UNDP seeks to organize its activities in an integrated way, strengthening links between its main areas of activity. Thus, an activity or project can contribute to several of the outcomes described in the results frameworks of the programme documents. The relationship between UNDP's areas of activity and 2012-2016 programme outcomes is illustrated in Table 2.

Table 2: UNDP activities and programme outcomes			
Area of activity	UNDAF/UNDP country programme outcomes		
	Vulnerability and inequalities, particularly on the grounds of gender, are reduced	Institutional partners and civil society take ownership and implement gender-sensitive principles of democratic governance	The principles of the National Charter for Environment and Sustainable Development are implemented
UNDP areas of activity			
Capacities of national institutions, strategies, policies, monitoring	For example, supporting the National Observatory for Human Development, and monitoring and reporting on MDGs	For example, supporting the Interministerial Delegation for Human Rights, modernizing the civil registry, anti-corruption measures	'Environmental' projects - aspects relating to strategies and national institutions <div>'Environment'</div>
Capacities of regional and local institutions / Vulnerable communities	Programmes for territorial development - e.g. aspects promoting local produce	Territorial development programmes - aspects relating to local development plans; 'ART GOLD', 'AGORA'	Environmental projects, territorial aspects, for example livestock migration and biodiversity, circular economy Programmes for territorial development - aspects relating to natural and cultural heritage
		<div>'Governance - MDGs'</div>	
		<div>'Local governance'</div>	

4. SCOPE OF THE EVALUATION

The ADR is carried out in the penultimate year of the current country programme so as to feed into the process of drawing up the new country programme and usually covers two programme cycles. The Morocco ADR covers the period 2007 to mid-2015 or, more specifically, the 2007-2011 programme cycle which is likely to have achieved its outcomes given the time elapsed since, and the first three years of the current (2012-2016) programme. Given the natural continuity between the two cycles, particular attention will be paid to projects implemented over both periods. A detailed list of projects implemented over

both periods and the amounts of project expenditure is set out in Section 9 of these terms of reference.⁵⁶

The ADR will cover country programmes approved by the UNDP Executive Board. Depending on the programme and country cycle, country programmes are defined in the CPD, CPAP and, in the case of Morocco for the 2012-2016 period, the UNDAF Joint Action Plan. However, the scope of the ADR includes all UNDP activities in the country and thus covers activities funded from all funding sources, UNDP core funds, donor funds etc. The ADR will also cover regional and global UNDP initiatives. It is

⁵⁶The list was drawn up on the basis of data available in the Atlas system. Projects conceived and implemented primarily before 2007 and/or closed at

the start of the period covered by the ADR are not taken into account.

also important to note that the Country Office may be involved in a number of activities that are not articulated in a specific project document. Some of these 'non-project' activities, such as coordination or advocacy, may be an essential part of the country's political and social agenda and must be taken into account in the ADR.

Particular efforts will be made to understand the role and contribution of United Nations Volunteers (UNV) in working alongside UNDP. This information will feed into the summary so as to provide evidence at the organizational level to evaluate the contribution to development results of both entities.

5. METHODOLOGY

The evaluation methodology comprises two main components: (i) assessment of UNDP's contribution to development results by themes/programmes; and (ii) assessment of the quality of this contribution. The ADR will present its findings and assessment according to the set of criteria provided below, based on an analysis by three key programme areas as identified above, in order to generate findings, broad conclusions and recommendations for future action.

- UNDP contribution by thematic and programmatic area: The ADR will assess the **effectiveness of UNDP** in contributing to development results of Morocco through its programme activities. Specific attention will be paid to assess the contribution related to UNDP's overall vision of helping countries achieve poverty eradication and reduce inequalities and exclusion, and its contribution to furthering gender equality and women's empowerment.⁵⁷

⁵⁷ Using the United Nations System-wide Action Plan (UN SWAP) to improve gender equality and the empowerment of women across the United Nations system.

The analysis will be set out by thematic and programmatic area.

- **The quality of UNDP's contribution:** The ADR will also assess the quality of UNDP's contribution based on the following criteria:
 - **Relevance** of UNDP projects and outcomes to the country's needs and national priorities, as well as UNDP's mandate;
 - **Efficiency** of UNDP interventions in terms of use of human and financial resources (programmatic efficiency and managerial and operational efficiency); and
 - **Sustainability** of the results to which UNDP contributes (design for sustainability, scale and scaling up, capacity development and implementation issues).

Key Explanatory Factors: The ADR will also examine how certain factors explain UNDP's performance, particularly the engagement principles set out in the Strategic Plan 2014-2017. For example, in addition to examining UNDP's contribution to gender equality and the empowerment of women, the evaluation will examine the issue of gender as a factor in UNDP's performance. For each country programme outcome, this will involve analysing how gender is mainstreamed across programmes and operations. UNDP's strategic positioning will be analysed from the standpoint of the organization's mandate and recognized or emerging needs and national priorities for development in Morocco. This will include a systematic analysis of UNDP's positioning vis-à-vis the country's development policies as well as the strategies used by UNDP to maximize its contribution. The ADR will pay particular

www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf

attention to good practice and lessons learned, including non-technical assistance associated with its strategic positioning which may be applied to other countries and regions. Finally, the ADR will examine how management methods have had an impact on achieving programme objectives.

In analysing the above, particular attention will be paid to identifying country-specific - or country office-specific - factors that influence UNDP performance including:

- The promulgation of a new Constitution in 2011 which, among other things, guarantees extensive regionalization;
- Morocco's status as a middle-income country and access to development aid resources;
- Joint programming under the United Nations system;
- The internal organization of the Country Office and relations between programme and operations sections;
- The 'integrated' approach to programming;
- The communication approach for development (C4D);
- The introduction of a culture of M&E and RBM.

The outcomes of the last two programme cycles will be analysed together. Three separate reports on the 2012-2016 programme outcomes will be produced to assess progress made in achieving these outcomes and measure UNDP's contributions to these desired changes. Where appropriate, a theory of change will also be used to guide the evaluation team, in consultation with UNDP and national stakeholders. In drawing up the theory of change, the assumptions underlying the expected changes in the programmes and the relationship between cause and effect should become clear and form the basis for the data collection methodology required to verify the theories behind the observed changes. The

specific outcome reports will evaluate UNDP's contribution to each outcome according to a predefined evaluation criteria and will also identify the factors specific to each area having influenced this contribution. Each outcome report will be drawn up on the basis of a standard model which will make it easier to summarize results and formulate conclusions. The findings and conclusions of each outcome report will then be summarized in the global ADR report.

6. DATA COLLECTION

Assessability: An analysis of constraints was carried out before and during the advance mission in order to understand the constraints and opportunities involved in data collection. This process serves as a basis for identifying data collection methods and gives an initial idea of ADR requirements in terms of the necessary resources and timeframe for data collection. The Country Office conducted 10 project/programme evaluations in 2013 and 2014, as well as a mid-year assessment of the CPAP 2007-2011. A mid-year evaluation of the UNDAF was conducted in 2014. These evaluations will provide important inputs for the ADR analysis.

Data collection: A mixed-method approach will be used and will include:

- **A review of reference documents:** A number of documents will be consulted, including country programming documents; project/programme documents produced by UNDP and the Government of Morocco, such as the results of the census carried out by the High Commission for Planning (HCP) in 2014, and its various national reports; UNDP institutional documents (for example, global staff surveys, strategic plan, multi-year funding frameworks, results-oriented annual reports); any available reports on previous project assessments; and any available research and publications on the country.
- **Interviews:** Direct face-to-face and telephone interviews will be conducted

with relevant stakeholders, such as government representatives, civil society organizations, private sector representatives, United Nations and development agencies, donors and beneficiaries of the country programme, to gather their opinions on any assessment questions arising from the ADR, including UNDP's services, project and programme delivery and impact (strengths, weaknesses and funding allocated).

- **Field trips:** The evaluation team will visit the selected project sites to record results in person. The regions selected will be those where UNDP has a high concentration of projects and where representative projects and/or those with significant funding are in the process of being implemented. Relevant stakeholders and sites for interviews, as well as sites to visit in Rabat and the provinces, will be identified based on available programme documents and discussions with UNDP programme managers and national partners.

Sign-off: All assessment findings will be supported by relevant evidence. Robust and consistent analysis of the issues under evaluation will be conducted by triangulating findings.

Stakeholder involvement: At the start of the evaluation, an in-depth analysis of stakeholders (already under way during the advance mission) will be conducted to identify any relevant UNDP partners, as well as those who are not UNDP partners but who play a key role in achieving outcomes in priority areas. The evaluation will employ an inclusive approach in designing and rolling out the evaluation and validating its outputs. The Country Office will involve national stakeholders from government and civil society, United Nations agencies and other donors and partners in this process.

7. IMPLEMENTATION AND MANAGEMENT

The evaluation process involves a large range of different offices.

UNDP IEO: The IEO will lead the ADR in collaboration with the Country Office and the Government of Morocco. The IEO has drawn up these terms of reference for the evaluation and will set out the main overview of each outcome report which will be incorporated into the final report. It will select the team of consultants, manage the data collection team, offer advice, organize feedback sessions and a meeting with stakeholders, prepare the first provisional version of the report, finalize it and oversee the review and monitoring process. The IEO will bear all the costs related to carrying out the ADR directly.

UNDP Country Office in Morocco: The Country Office will provide support for the evaluation by: i) working with the national Government and other stakeholders in the country; ii) helping the evaluation team identify and collect all relevant reference documents for the country programme and UNDP; iii) providing timely logistical and administrative support required by the evaluation team during the data collection process (notably arranging appointments), as well as ensuring that adequate security measures are taken; iv) reviewing the draft ADR report, making any necessary factual corrections and any adding comments by facilitating the setting up of a national reference group; and v) facilitating the organization of a final stakeholder workshop, and/or various working meetings aimed at the various stakeholder categories.

National reference institution: National participation and the appropriation of the ADR process and its results will be ensured by a partnership in the evaluation process with the Ministry of Foreign Affairs and Cooperation, as UNDP's principal interlocutor, but also by bringing in any other relevant administrations and entities. The Ministry of Foreign Affairs and Cooperation is expected to: i) examine the terms of reference of the evaluation; ii) offer suggestions in relation to the choice of

stakeholders to interview and sites to visit; iii) help facilitate data collection on the ground; iv) make observations on the second draft version of the ADR report; and v) facilitate the organization of the stakeholder workshop alongside the Country Office.

Regional Bureau for the Arab States (RBAS): RBAS will assist the evaluation by sharing **information**, examining the terms of reference and the first provisional version of the ADR and by taking part in the stakeholder workshop. RBAS is also responsible for supervising and overseeing the implementation of monitoring actions by the Evaluation Resource Centre (ERC).

The national reference group: A national reference group for the ADR will be set up with government, **civil** society and the community of donors representatives. The group will be responsible for examining the ADR draft report and taking part in the feedback workshop.

The evaluation team: The IEO will put in place an evaluation team for the ADR comprised of the following **members**:

- **Evaluation Manager (EM):** An IEO staff member will have the overall responsibility for managing the ADR; preparing and revising the provisional and final report; co-leading the stakeholder workshop; and providing any clarification required by the Country Office in the preparation of its logbook for the first version of the ADR, and the answers from the management team which will be published with the final ADR report and in the ERC.
- **Senior Research Officer (consultant):** An independent evaluation expert from the region will be responsible for

contributing to the advance mission and drawing up the terms of reference, overseeing data collection throughout the main field visit, helping draft the ADR report and facilitating the process of discussion and sharing of results with stakeholders. Given their experience, in addition to their responsibilities as senior expert, the consultant will also be responsible for the environment thematic area.

- **Two national specialists:** Independent national consultants will be recruited, notably in the areas of governance and the MDGS, as well as regional/local development. They must also, where possible, cover other areas of UNDP's work in Morocco, in particular cross-cutting areas such as gender, human rights and capacity-building. National consultants will be responsible for the respective outcome reports and specific contributions to the main ADR report in relation to the areas assigned to them.
- **Research Assistant:** A research assistant based in the IEO will be involved in the collection of reference documents and the preparation of data and information, particularly for Chapters 2 and 3 of the ADR and on programme information.
- **Support staff:** An assistant will be recruited to offer support for the mission including planning the field visit, making appointments, arranging travel within the country and any other secretarial work to support the mission.

The **breakdown** of tasks and responsibilities of the evaluation team members is given in Table 3.

Table 3: Evaluation team duties	
Governance and MDGs	National specialist
Local governance and development	National specialist
Environment	Team leader
Gender	Senior research officer/EM/National specialists
Strategic positioning	Senior research officer and EM
Operations/management	Senior research officer and EM

8. EVALUATION PROCESS

The evaluation will be conducted according to the approved IEO process as outlined in the *ADR Method Manual*. The following represents a summary of key elements of the process. Four major phases provide a framework conducting the evaluation.

Phase 1: Preparation. The IEO will prepare the baseline documentation with the assistance of the Country Office and will receive the information from the regional office and other central administrations. The evaluation manager and assistant evaluation manager conducted a one-week advance mission in Rabat on 23-27 March 2015 and met with the Country Office, the Government and a few national stakeholders. The objectives of this mission were to: i) ensure key stakeholders understand the aim, process and methodology of the evaluation; ii) gather their opinions and feedback on all the important issues to be addressed in the evaluation; and iii) determine the scope of the evaluation, its approaches, timetable and the ADR evaluation team selection criteria.

These terms of reference were drawn up as a result of the advance mission and were communicated to key stakeholders for their comments. Based on the finalized version, and in accordance with the rules governing internal recruitment, the IEO will recruit two national evaluation experts in the areas covered by the evaluation.

Phase 2: Data collection and analysis. Data will be collected according to the terms defined in the terms of reference. Data collected from a variety

of sources will then be analysed against the evaluation criteria outlined above.

- **Pre-mission activities:** Members of the evaluation team will analyse the reference documents and prepare a provisional outcome report prior to the data collection mission. This initial report will identify evaluation issues specific to each outcome, the scenarios arising from a review of the reference documents, and gaps and problems to be validated during the field data collection phase.
- **Data collection and validation mission:** The evaluation team, led by the EM and the associate evaluation manager, will undertake a mission to the country to engage in data collection activities. The mission is expected to last for three weeks, from 15 June to 3 July 2015. National specialists will carry out a few project visits outside Rabat from 1 to 15 June 2015.
- **Analysis and synthesis:** Once collected, the evaluation team will review the data and prepare the main observations and recommendations, with the aim of producing the outcome reports.
- **End of mission report:** The evaluation team will report to the Country Office at the end of the mission to present the main preliminary findings and conclusions.

Phase 3: Synthesis, report writing and review. The aim is to collate all the evaluations (outcome reports) and consult with relevant stakeholders to obtain solid and factual observations, conclusions and recommendations.

An initial draft report will be prepared and submitted to the IEO for internal review. Once approved by the IEO, the draft report will be sent to the Country Office and RBAS to identify any major factual errors, inaccuracies or omissions. The IEO will carefully review the comments received and propose changes to the document where necessary. Detailed analysis of comments and responses will be carried out and documented in a transparent way. A second draft report will be sent to the Country Office to be sent on for review by national stakeholders.

In close collaboration with the Country Office and the Ministry of Foreign Affairs and Cooperation, a meeting with the main national stakeholders will be scheduled to present the results of the evaluation and examine ways forward. Workshop participants will include IEO senior management and the EM, the senior research officer, the Country Office, RBAS representatives and national stakeholders. The main aim of this meeting is to obtain the broadest country-wide buy-in to make the most of the lessons learned and recommendations made by the report and to strengthen national ownership of the development process and the empowerment required for UNDP's work in the country. The report will be finalized at the end of the workshop.

Phase 4: Production, dissemination and monitoring. The ADR will be shared internally and externally, both in hard copy and electronically. The report will be made available to the Executive Board to coincide with the approval of a new CPD. It will be circulated by the IEO within UNDP and to the evaluation bodies of other international organizations, companies and networks of assessors and institutions within the region. The Country Office and the Government of Morocco will circulate the report to national stakeholders. The evaluation and the management response will be published on the UNDP website, as well as within the ERC. The Regional Office will be responsible for overseeing and supervising the implementation of monitoring activities.

TIME-FRAME FOR THE ADR PROCESS

The provisional time-frame for the evaluation process and respective responsibilities are set out below. The Country Office and RBAS will be preparing a new CPD in 2016. The ADR is therefore taking place at an ideal moment to feed into and enrich the future planning process with its conclusions and recommendations. Thus, the key messages from the evaluation can be validated appropriately and incorporated into the new country programme with confidence. The final draft of the report should be available to the Country Office and the Regional Office in the first quarter of 2016.

Table 4: Provisional time-frame (in 2015)

Activity	Responsible party	Provisional time-frame
Phase 1: Preparation		
Advance mission	EM/senior research officer	23 – 27 March 2015
Terms of reference for Country Office/RBAS/Government observations Morocco	EM	28 April 2015
Final version of terms of reference completed and approved by the IEO	EM	15 May 2015
Selection of evaluation team	EM	April-May 2015
Phase 2: Data collection and analysis		
Preliminary analysis of outcomes	EM/senior research officer/consultants	May-June 2015
Field / project visits	National consultants	1 – 15 June 2015
Main data collection mission	Senior research officer/consultants/EM	15 June - 3 July 2015
Specific outcome reports	Senior research officer/consultants	16 July 2015
Phase 3: Synthesis and report writing		
First draft of report in French for translation into English	Senior research officer/EM	14 August 2015

First draft of report for approval by the IEO (in French and English)	Senior research officer/EM/IEO	4 September 2015
First draft for observations by Country Office/RBAS	EM/IEO/Country Office/RBAS	18 September 2015
Second draft for Government of Morocco comments	EM/Country Office/RBAS/Government	23 October 2015
Feedback received and review of report	EM/Senior research officer	27 November 2015
Preparation of draft management response	Country Office/RBAS	December 2015/January 2016
Stakeholder workshop in Morocco	EM/IEO/Senior research officer/Country Office/Government	January 2016
Finalization of report	EM	February 2016
Drafting of final management response	Country Office/RBAS	February 2016
Phase 4: Production and monitoring		
Editing and formatting	EM	March-April 2016
Publication and dissemination of final report	IEO	May 2016

9. LIST OF PROJECTS

No. ⁵⁸	Project description/title	Total spent (2007-2014)	Outcome 2007- 2011	Outcome 2012- 2016	Implementation period (spending)									
					2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Governance - Institutional development and MDGs														
00046 077	Supporting family sections in implementing the Family Code	\$650,029	1.1											
00050 444	Modernizing the civil registry	\$5,620,544	1.1											
00074 654	Modernizing the civil registry 2	\$688,524		46										
00059 583	Prog. Joint - Maternal and child health	\$296,848	1.1	46										
00060 997	National anti-corruption strategy	\$42,837	2.1	46										
00071 407	Governance and capacity-building: new rating system for tourist accommodation establishments in Morocco (Ministry of Tourism)	\$322,855		46										
00073 284	Improving user experience in Public services	\$5,612		46										
00013 670	Human rights centre	\$94,554	34											
00074 741	Interministerial Delegation for Human Rights	\$193,982		46										
Monitoring MDGs / National Observatory of Human Development / INHD														

⁵⁸ Relevant Atlas Award

00060900	National integrated youth strategy supported	\$132,705	3.1	45															
00066199	YES Green	\$969,981		45															
n/a	Arab youth volunteering for a better future (AYV4BF) (UNV Regional programme)																		
Other																			
00039542	Funds in Support of UNAIDS Programmes	\$184,178	1.1	47															
00046916	ARC: Support for Implementing the Common Action Plan (support for the NEX - GAR-S&E)	\$1,008,130	3.1	46															

Governance - Regional / local development

'ART GOLD' and 'advanced regionalization'																			
00043363	ART GOLD Morocco programme	\$99,730	38																
00047187	Multi-donor programme ART GOLD Morocco	\$8,314,167	2.1	46															
00077441	AGORA (support for local governance-regionalization)	\$181,819		46															
Sustainable Development																			
00044048	Prep. assist. Eastern development (environmental aspects)	\$35,365	2.1																
00049616	Integrated Development Programme for the Eastern Region	\$3,206,428	2.1	46															

ANNEX 2: LIST OF PEOPLE CONSULTED

Government of Morocco

Ministries and national institutions (Rabat)

ABDALLEH, Boumia, Judge, Court of Auditors

ABDOUH, Manal, Ministry of Finance

ABOUDRAR, Abdesslam, President, Central Authority for the Prevention of Corruption (ICPC)

ACHERGUI, Abdelmalek, Minister Plenipotentiary, Head of the United Nations System Development Division, Ministry of Foreign Affairs and Cooperation

AHADAD, Mohamed, Director of Governance, Ministry of General Affairs and Governance

AJBILLOU, Aziz, Secretary General, Ministry of General Affairs and Governance

ALAOUI, Abdelali Belghiti, Secretary General, Ministry of Health

AYOUB, Houda, Head of Administrative and Financial Affairs, Joint Programmes, National Observatory for Human Development/United Nations

BELLARAB, Yacine, Director of Cooperation, Communication and Legal Studies, Ministry of Youth and Sports

BEN YAHIA, Mohamed, Director of Partnership, Cooperation and Communication, Ministry Delegate from the Ministry of Energy, Mines, Water and Environment

BENHADDOU, Hamid, Director, National Council of Human Rights

BENMOKHTAR, Rachid, President, National Observatory for Human Development

BICHA, Moha, Head of Department for Asia, Africa, America and Arab Funds, Ministry of Finance

BOUAZZA, Abdellatif, Director, Social Development Agency

BOUSSEDRA, Khalil, Head of Administration, High Commission for Planning

BOUZINEB, Yasmine, Administrative and Financial Assistant, High Commission for Planning

CHARGUI, Radouane, Ministry of Foreign Affairs and Cooperation

DAKKINA, Abdelali, Director of Strategy and Development, National Agency for Renewable Energy Development and Energy Efficiency

DRAOUI, Faouzia, Communications Officer, National Observatory for Human Development

EL ANDALOUSSI, Myriem, Environment and Climate Change Service, Agricultural Development Agency

EL HAOUARI, Mohamed, Director, Renewable Energy and Energy Efficiency Centre, National Agency for Renewable Energy Development and Energy Efficiency

EL HOUDI, Khadija, Acting Director for the Planning Officer, High Commission for Planning

EL KHADI, Najib, Secretary General of the House of Representatives, Parliament

EL MAHDAOUI, Fatiha, Senior Technical Advisor Research and Development, Ministry Delegate to the Ministry of Energy, Mines, Water and Environment

EL MANSOURI, El Hassan, Secretary General, National Observatory for Human Development

EL MIDAOU, Takia, Plenipotentiary Minister, Director of Multilateral Cooperation and International Economic Affairs, Ministry of Foreign Affairs and Cooperation

EL MOATA, Jalal, Committee for Tafilalet Oasis, Tafilalet think-tank, Ministry of Urban and Regional Planning

EL MOUMNI, Nadir, Studies and Research Directorate, National Council of Human Rights

ESSAOUABI, Mohammed, President of the First Chamber, Court of Auditors

FELLOUN, Hamid, Director of Project Management, Agricultural Development Agency

FERHAT, Youssef, Director of Budget, Ministry of Finance

FIKRAT, Abdelouahed, Secretary General, Ministry Delegate to the Minister of Energy, Mines, Water and Environment

FIRADI, Rachid, Cooperation Division, Ministry Delegate to the Ministry of Energy, Mines, Water and Environment

GUEDIRA, Fatima Zahra, External Relations Officer, Central Authority for the Prevention of Corruption

HAMID, Faïk, Chef External Financing Manager, Agricultural Development Agency

HOUMY, Abderrahim, Secretary General, High Commission for Water, Forests and Combating Desertification

KARAKI, Abdelaziz, Director for Promotion Coordination, Interministerial Delegation for Human Rights

KARRACHOU, Selima, Department of Health and Environment, Ministry Delegate to the Minister of Energy, Mines, Water and Environment

LAAMOUMRI, Ahmed, Director of Studies, Communication and Cooperation, Ministry of Modernization of Public Service Administration

LALAMI, Khalid, Deputy Director for Climate Change, Biodiversity and the Green

Economy, Ministry Delegate of Energy, Mines, Water and Environment

MADBOUHI, Mustapha, Head of Department for Natural Sites, Ministry Delegate to the Minister of Energy, Mines, Water and Environment

MASSAF, Aziza, Chairperson to the First Chamber, Court of Auditors

MOULINE, Said, Director General, National Agency for Renewable Energy Development and Energy Efficiency

NACIRI, Yassine, Judge, Court of Auditors

NEHNAHI, Latifa, Acting Director of Planning, Ministry of Urban and Regional Planning

RHERRAS, Mohammed, Director of Youth, Childhood and Women's Affairs, Ministry of Youth and Sports

ROUWANE, Abderrazak, Secretary General, Interministerial Delegation for Human Rights

SALHDDINE, Mohamed, former Secretary General, Ministry of Modernization of Public Service Administration

SEKKOURI, Lahcen, Principal Private Secretary to the Minister, Ministry of Youth and Sports

TAOUSS, Yamna, Chief Counsellor, Court of Auditors

TERHZAZ, Mustafa, Head of the Pollution Prevention and Control Division, Ministry Delegate responsible for the Environment to the Minister of Energy, Mines, Water and Environment

ZOUBEÏR, Naoual, Head of Division, Persistent Organic Pollutants Intervention, Ministry Delegate responsible for the Environment to the Minister of Energy, Mines, Water and Environment

Sub-national government

ABBOU, Amar, President, Figuig Municipality, Oriental Region

ABBOUDI, Salah, Member, Regional Council of the Oriental Region

BAKADI, Mohamed, Secretary General of Ifni

BOUCHAIEB, Laalou, Provincial Coordinator, Guelmim

EDDAHHA, Salah, Governor of Ifni

KHALIL, Hassan, Governor of Tata

OUADJOU, Youssef, Development Officer, Guelmim

SAADI, Rachida, Head of Cooperation and International Relations, Urban Commune of Oujda

SALAH, Amal, Secretary General, Assa-Zag

SEKDI, Hassan, Governor of Assa

TEMKRACHI, Rachid, Member and Elected President of the Provincial Council

ZEROUALI, Mohamed, Member, Regional Council of the Oriental Region

Head of the Regional Department of Local Government to Tata, Secretary General of Tata

Civil Society

ABBOU, Amar, Chairman, Municipality of Figuig

ACHERGUI, Jamila, Chairwoman, Association of Women of Tghassrout, Oriental Region

ASRIR, Nissa, Member, Women Cooperatives, Asrir

AZIZMANI, Aicha, Administrative Framework for Honey Production Cooperative, Oriental Region

BACHIRI, Najib, Chairman, Human Environment Association, Tghassrout

BAGHADI, Mohamed, Local Coordinator for Tata

BENCHEIKH, Ahmed, Director, EVALUA Development

BENYOUNES, Znasni, Local Coordinator, 'DELIO' Programme

EL IDRISSE, Chairwoman, ANARUZ-ADMF

ELAARASSI, Lahcen, Treasurer for COS-Development

KHALDI, Mohamed, Chief Executive, Regional Directorate for Social Action in Tata

LAMTAH, Nissa, Member, Women Cooperatives, Guelmim

MOUDDENE, Mohammed, Chairman, Carrefour Associative

TAHRI, Otman, Chairman of the Cooperative, Oriental Region

United Nations system in Morocco and bilateral and multilateral development

ALAMI, Kamal, Country Director, Joint United Nations Programme on HIV/AIDS (UNAIDS)

BANNWARTH, Sandrine, Head of Coordination Unit, UNV

BOLATA, Meriem, Programme Officer, UN Women

BRAUN, Marine, Gender Programme Officer, UNV

DELCROIX, Caroline, Programme Officer, UNV

EL JAMALI, Asmaa, Youth Development Specialist, UNV

HAMAYDE, Michael, Chief Operations Officer for Morocco, World Bank

MANHES, Jean-Benoît, Deputy Representative, UNICEF

MUNOZ, Pedro, Youth and Employability Specialist, UNV

ORTEGA CAMARA, Vicente, Deputy
Coordinator, Technical Office of Spanish
Cooperation

OUCHEN NOUSSAIRI, Myriem, Analyst M&E
Office for the Coordination of the United
Nations System

RHIWI, Leïla, Representative, UN Women

SAHMY, Badia, Programme Assistant, GEF
Small Grant Programme

YAAKOUBD, Abdel-ilah, Assistant
Representative and Program coordinator,
United Nations Population Fund (UNFPA)

UNDP Morocco

AFFAQ, Chafika, Programme Officer,
Governance and Human Rights

BARAKAT-BENJAMAA, Leila, Head of
Partnerships and Communication Unit

BENABDALLAH, Nadia, Administrative
Assistant, Operations

BENABDALLAOUI, Yassir, Assistant Resident
Representative and Programme Advisor

BENNANI, Nadia, Assistant, Regional and
Local Development

BERGIGUI, Mohamed Fouad, Biodiversity and
Natural Resources Analyst and member of
the Gender Focal Team

CHAFI, Laïla, Administrative Assistant,
Operations

CHEDDAD, Mohamed, Operations Manager

M. GHARBAOUI Charaf Eddine, former
Operations Officer

ESSAADAUI, Abdallah, Information
Assistant

KOUSSIH, Soufiane, Financial Analyst

MABKHOUTI, Nora, Assistant, Regional and
Local Development

MEDAGANGODA-LABE, Ayshanie, Deputy
Resident Representative

MOKRANE, Bachir, Specialist, Regional and
Local Development

NADIM, Amel, Analyst, Energy and Climate
Change

OUTAMENT, Zohra, Human Resources

POUEZAT, Bruno, Resident Coordinator of the
United Nations System and UNDP Resident
Representative

ROUDIAS, Jihane, Monitoring and Evaluation
Analyst

SARHROUNY, Yasmina, Governance and
Human Rights Analyst and member of the
Gender Focal team

UNDP Project Coordinators

AZZAOUI, Mohamed, Coordinator,
‘Harmonization and Evaluation of Public
Policies’ project

BARKA, Bouazza, National Director, ‘Support
Sustainable Development in the Ksours and
Kasbahs of Morocco’ project

BENYOUNES, Znasni, Local Coordinator of
the ‘Integrated Development Programme for
the Eastern Region’ programme, Oriental
Region

BOUQARTACHA, Farah, Project Coordinator,
PCB (Polychlorinated Biphenyls) Safe
Management and Disposal Programme in
Morocco - Pillar I

CHARAFEDDINE, Lomari, Stagiaire, Intern,
‘Interministerial Delegation for Human
Rights’ Project

HOUMYMID, Mohamed, National Coordinator,
‘Southern Oasis Programme’

JAAFAR, Brahim, National Coordinator,
‘Tafilalet Oasis Programme’

JAFAR, Youssef, National Coordinator,
‘Support for Local Governance in a
Perspective of Advanced Regionalization’
(AGORA) project

NEMMAOUI, Chakib, Coordinator, 'National Biodiversity Strategies and Action Plans' project

RAHHOU, Aziz, Coordinator of the United Nations Office for Project Services (UNOPS) project in Morocco

SIARI, Najwa, National Project Coordinator, 'Cross-Cutting Capacity Building' (CB2) project

ZAID, Omar, Coordinator, 'Interministerial Delegation for Human Rights' project

UNDP New York

ALAOUI, El Kebir Mdarhri, UNDP Regional Bureau for Arab States

CARRIE, Edwine, Programme Specialist, UNDP Regional Bureau for Arab States

MOYROUD, Celine, UNDP Regional Bureau for Arab States

ANNEX 3: LIST OF DOCUMENTS CONSULTED

The following documents do not include many projects descriptions, financial statements, briefing notes or internal documents that were provided by the UNDP Country Office to the evaluation team. This documentation focuses on external documents and UNDP documentation that are key for programme analysis, such as strategy documents or evaluations carried out during the period covered by the ADR.

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FRM Engineering and BETAF Consulting. *Evaluation finale du projet de gestion intégrée des forêts du Moyen Atlas*. December 2014.

CCGEO-Consulting. *Evaluation finale du programme de développement local intégré de l'Oriental-DELIO*. February 2014.

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ANNEX 4: DESCRIPTION OF THE MAIN PROJECTS

The National Observatory for Human Development has been, and remains, one of UNDP's key partners since 2007. Initial short-term support through the project to 'Support Implementation of the National Observatory of Human Development' clarified its institutional positioning, defined its mandate, strategic areas of activity and the human and material resources required to fulfil its remit. It also set out its three-year action plan. It was then the subject of a more substantial two-phase project, with the first phase implemented from 2008-2011 and the second from 2012-2016, with budgets of \$1.6 million and \$2.2 million respectively.⁵⁹ The aim of the first phase was to build the capacity of the National Observatory in terms of strategic oversight, monitoring and measuring human development, whilst working towards the MDGs. The aim of the second phase, which was the subject of joint planning in the United Nations system, was to extend and consolidate achievements to support new societal reforms relating to human development. At the end of these two phases, the National Observatory was to be equipped with the tools allowing it to target impoverished and vulnerable populations more effectively, boost its capabilities in terms of analysing and evaluating public policies on human development and to communicate, build partnerships and perform advocacy in relation to human development, whilst institutionalizing evaluation, in line with new constitutional reforms. Al Bacharia, a human development information system, is now available and is comprised of a database, a decision support system, a virtual documentation network, a national information system and a household panel. This information system allows various development stakeholders to access structured and documented information from numerous government departments and national and international public and private sector bodies. It is intended to feed into work begun by the National Observatory on the one hand, and research and studies undertaken by its partners on

the other. A geographical information system is up and running in the region of Meknès-Tafilalet. By mobilizing the United Nations system, it was possible to organize seminars and round tables on human development and hold international exchanges with, for example, CONEVAL in Mexico and the University of Rennes in France.

The 'Civil Society Support for the NIDH' project (2007-2009) had a budget of EUR2 million and was intended to establish a partnership between Moroccan and Italian MDGs for the implementation of projects aimed at alleviating poverty and improving living standards. Thirty projects involving some 48 NGOs were developed. These NGOs have been able to build their capacity in various areas such as managing and overseeing projects, internal governance, external communication and gender mainstreaming.

The 'National Strategic Poverty Alleviation Framework project' ran for six months in 2008 and had a budget of \$90,000. The aim of the project was to help the Ministry of Social Development, Family and Solidarity (MSDFS) develop a national framework to improve convergence and coordination of national responses to human development. The project also established a ministerial committee with representatives from across all development sectors. Two strategic documents were also developed, one on the impact of public policies on poverty and the other on the conceptual approach to poverty. This project helped raise awareness among decision makers of the need to harmonize public policies, particularly in the social sector.

The 'Support for the Institutionalization of Public Policy Evaluation' project (2012-2014) had a budget of \$1,296,035. It aimed to develop and make operational strategic oversight tools that target poor and vulnerable groups more effectively at regional and national levels, and

⁵⁹ In 2007-2011, this project was placed under outcome 1.1, and in 2012-2016 under outcome 46, but it has been assessed against outcome 45 as its aim is to help the National Observatory of Human

Development fulfil its remit of strategic oversight, monitoring and measuring human development thus enabling Morocco to meet its MDGs

strengthen public policy analysis and evaluation capacity in the area of human development to improve decision making, communication, partnerships and advocacy for equitable human development, in line with the new Constitution. According to a mid-year review of the project in June 2015, the national M&E capacities of Massar (the school management system), Ramed (the medical assistance regime), the NIDH and the Al Bacharia database were strengthened.⁶⁰ At the local level, the main outcomes included the introduction of regional information systems in seven regions, surveys (household panels on education, health etc.) by the National Observatory of Human Development which incorporated gender dimensions and were disaggregated by gender, a report on human development which incorporated a multidimensional approach to poverty, and the establishment of national and international networks of specialists on this issue.

The 'Support for Monitoring and Reporting on the Achievement of the MDGs' project (2013-2016) had a budget of \$1.75 million and capitalizes on the achievements of the HCP in monitoring and reporting on the achievement of the MDGs, so as to prepare for the review and post-MDG period. The project resulted in: the incorporation of gender, youth and migration issues in four regional information systems⁶¹; the publication of two reports on progress towards the MDGs (2009 and 2015); recommendations by the seven regions on the future of the MDGs⁶² being fed into the HCP; an in-depth analysis on regional disparities in achieving the MDGs; and MDG data updated to 2012 being made available to all stakeholders.

The 'Forum for Youth Dialogue on Morocco's Possibilities' project was initially a one-year project with a budget of \$277,614. In 2007, the main aim of the project was to facilitate dialogue among young people on the basis of the report *50 Years of Human Development and Perspectives*.

⁶⁰Through training workshops, conferences, impact studies and programme evaluations, communicating on methods and tools for evaluating public policy on human development, producing data and facilitating access to various government departments, researchers, NGOs etc.

The report aimed to inform and raise awareness among young people of the MDGs and promote their practical involvement in achieving the goals. Over 500 workshops/debates and discussions on the MDGs were organized and attended by some 40,000 youths (girls and boys) from across different regions of the country. A specific website with an online forum was created. The project also contributed to the first regional forum for youth volunteering which was held in Bouznika and was attended by 800 young people. Attendees produced a proposal document for building 'Maroc possible'.

The 'National Integrated Youth Strategy' project (2010-2012) had a budget of \$132,705 and was implemented by the Government of Morocco. The joint project involved three United Nations agencies (UNICEF, UNFPA and UNDP) and offered a strategic framework intervention which set out the roles, obligations, duties and rights of all stakeholders, including youths, to inform and raise awareness among young people about the MDGs and promote their practical involvement in projects connected with those goals. It also helped revitalize the dialogue between young people and state institutions on major human development work areas, laying the foundations, opportunities and barriers involved in building a national integrated youth strategy. Project implementation was significantly delayed and the youth strategy was not adopted until April 2014. Nevertheless, the project raised awareness among young people of issues surrounding the MDGs and human development, in particular through the adoption of a communication strategy (through the Facebook page [chababna.ma](https://www.facebook.com/chababna.ma)), although it was not able to produce a quantitative study of young people's needs.

The 'YES Green' project (2012-2013) had a budget of \$1 million and was implemented jointly by UNDP and the Ministry of Energy, Mines, Water and Environment. The project supported national efforts to improve the employability of

⁶¹Fès-Boulemane, the East, Greater Casablanca, Souss-Massa-Drâa.

⁶²Greater Casablanca, Meknès-Tafilalet, Fès-Boulemane, the East, Tangier-Tetouan, Marrakesh-Tensift-El Haouz and Souss-Massa-Drâa.

young men and women by focusing on reducing poverty, economic empowerment of young women and improving living standards to enhance human development and achieve the MDGs more quickly. To date, 179 young people have received training in priority sectors such as sanitation, energy efficiency, solid waste and ecotourism and five start-ups received support to create 19 jobs.

The 'Southern Oasis Programme' is the result of a major consultation process between the Agency for the South and UNDP in the Guelmim Es-Semara region since 2005. In 2006, the programme resulted in three integrated projects: i) the 'Localizing Agenda 21' programme; ii) the programme for desertification control and poverty alleviation through oasis enhancement; and iii) the 'Employment and Development Initiative'. In parallel, the Agency of the South used the same approach to launch three other programmes covering local issues (NIDH), rehabilitation of the Ksar d'Assa and cactus commercialization. After a year of implementation, and to avoid overlap in its activities, the Agency of the South linked the Ksar d'Assa and cactus programmes to the 'Southern Oasis Programme'. In response to the changing context, this programme underwent a change of strategic direction on two occasions. From June 2010, an addenda to the 'Southern Oasis Programme' and 'Employment and Development Initiative' brought their financial and human resources, as well as their experiences together under the umbrella of the single overarching 'Programme for Sustainable Territorial Development of Southern Provinces'. This programme covers five provinces of the Southern Oases (Guelmim, Tata, Tan, Assa-Zag and Tafaya). Successive reviews contributed to a substantial increase in the programme's budget, from \$3.3 million in 2006 to \$34.6 million in 2013.

The overall objective of the 'Southern Oasis Programme' is to improve the living standards of local populations by putting in place operational structures for strategic local planning. These structures were to be delivered by decentralized institutions and were a means of promoting a climate of territorial investment in the ecotourism sector and local produce that would have a strong

social impact and be conducive to private investment in the economic sectors that create jobs, whilst preserving and promoting natural and cultural resources with a view to sustainable human development.

Approximately 641 agreements have been signed between UNDP, the Agency of the South and various local stakeholders. These have supported 54 municipalities develop their local development plan, local entrepreneurs develop products for tourists, derive value from and market local produce, and put in place structures such as the Saharan Oasis Clusters (to promote local produce) and the Cactopole (a platform to derive value from the cactus).

The 'Tafilalet Oasis Programme for Sustainable Territorial Development' falls within the scope of the action plan of the National Oasis Development and Management Strategy, drafted by the Land Use Planning Directorate, and covers all oases in the Er-Rachidia province. Initially, the objective of the 'Tafilalet Oasis Programme' was to restore oasis habitats fragilized by desertification. After two years of implementation, the change of institutional, social and economic context within the country, brought about in particular by the momentum of the NIDH, as well as the promotion of the territorial and rural development favoured by the Land Use Planning Directorate, pushed the programme towards redefining its direction and its partnerships so as to place local government at the centre of territorial development. Municipalities have, therefore, led the programme and committed to making the preservation of and deriving value from oases one of their long term local development plan priorities. Aside from physical deliverables, the programme has been a means of experimenting with new themes in the areas of protecting and creating value from water resources, agroecology and local produce, introducing alternative energies and promoting ecotourism. Activities in environment education and support for schools, capacity-building among local stakeholders and communicating and managing knowledge have also been implemented.

The 'Integrated Development Programme for the Eastern Region' followed a period of preparatory

assistance and was implemented in two phases. The aim of the first phase, which began in 2006 and cost \$3.44 million, was to improve the level of human development of populations in the Eastern region. Its three specific objectives were to: i) alleviate poverty and improve the level of human development of populations; ii) promote better local governance and building the capacity of local structures; and iii) help determine priority and pilot actions for integrated local development in response to issues around income generation and self-employment, conserving and creating value from the region's natural resources. The second phase was launched in 2008 in the Fingu municipality and cost \$960,217. It had an initial lifespan of four years but was extended twice, once in 2012 and again in 2013, and was rolled out in three other rural municipalities in the region in 2010. The programme's major deliverables concerned local stakeholder capacity-building with a view to drafting local development plans in the four beneficiary municipalities and supporting the implementation of certain activities around local development and creating value from local produce.

The aim of the 'Harmonization and Evaluation of Public Policies' project, which had a lifespan of three years (2013-2015) and an estimated budget of \$1,135,000, was to develop a shared, consensual vision on how to ensure a coherent approach to public policies. Its main outcome was to raise awareness among representatives of government departments of the need to coordinate and converge public policies in general, and those relating to social welfare in particular, across various government departments.⁶³ The project also strengthened the Ministry of General Affairs and Governance's position as a cross-cutting department responsible for coordinating good governance across public policy, implementing a structure to coordinate public policy in social affairs, drafting studies and reports on converging these policies and capacity-building activities.

The 'Development Map: Geographic Information System' project (2008-2011) had a budget of

\$476,928 and aimed to build capacity across the State and civil society in terms of democratic governance to promote human development and achieving the MDGs. One of the means envisaged to achieve the required results was to map out the development projects funded by ODA through a geographic information system. In the medium-term, development partners (State, donors, local government, universities, NGOs etc.) had access to comprehensive, reliable data on ODA activities.⁶⁴

The 'Joint Programme for the Contribution of the United Nations System towards Accelerating the Reduction in Maternal and Infant Mortality' was implemented from 2009-2011 and had a budget of \$3 million. It aimed to strengthen: i) the capacity of the Ministry of Health to coordinate aid, establish partnerships and mobilize resources in accordance with the principles of aid harmonization laid down in the Paris Declaration and the Accra Forum; ii) the system for monitoring and evaluating the national action plan, including the regular monitoring of resources, the process and outcomes of death registration systems; and iii) capacities in terms of standardizing and optimizing services, healthcare provision for new-borns and the working environment of midwives, as well as mobilizing social stakeholders (industry, NGOs and media) to communicate in favour of and advocate for access to maternal and neonatal healthcare as part of a communication strategy.

The 'Modernizing the Civil Registry I and II' project was implemented in two phases from 2009-2011 and 2012-2014 and had a total budget of \$9,214,715. The project had four work areas: i) reviewing records and data entries for 45 million civil registrations; ii) renovating and refurbishing 2,172 civil registry offices and updating their computer hardware; iii) installing telecom networks between offices for the purposes of information sharing; and iv) putting in place innovative document applications and issue systems for citizens. In a pilot phase that involved five civil registry offices, 4.7 million citizens were registered in Grand-Casablanca, a functional operational and technical support

⁶³In workshops on 12 February and 17 March 2015, attended by 32 government departments.

⁶⁴<https://sig-cdm.finances.gov.ma>

platform was created and a regional control centre was set up. The project built the capacity of civil registry officials and managers of the Local Authorities Office, modernized the visual identity of the civil registry offices, and provided support to the Local Authorities Office's on communications and publications and the linking up of the Municipal Information System to the central administration. Some 116 trainers are now able to relay the training they received on new procedures related to the modernization of the civil registry (digitization, overhaul of the legal framework etc.) to 12,000 civil registry officials across the provinces of the country. However, the online system tested by the evaluation team was not yet fully operational.

The aim of the 'Assistance to the Ministry of Tourism to implement a new rating system for tourist accommodation establishments in Morocco' project (2013-2018) in partnership with the World Tourism Organization (WTO), is to build the capacities of the Ministry and auditors on issues pertaining to the rating of tourist accommodation establishments and how these meet international standards. Ten auditors who completed the training and have been qualified since March 2015 are now able to monitor and assess the quality of the various types of **accommodation establishments** and are in a position to offer them suggestions for improving their products. The project has a budget \$6,711,378.

The 'Support for Improving the Reception of Public Service Users' project (2013-2015) had a budget of \$36,000 and tested a methodology for improving the experience of users of certain public services located in rural and urban areas by conducting audits of the proposed services and a perception survey. Future integrated approaches will need to adopt a quality of user experience framework and specific tools, such as a system to capitalize on and manage knowledge of processes to improve the experience of users, an **M&E** system and a methodological guide. As of June 2015, officials from the Ministry for Public Sector Modernization have built their capacity in the areas of human rights-based and gender-

responsive democratic governance and eight documents, including a Public Services Charter and a training kit, had been prepared. The charter and framework on user experiences of public services were trialled at selected pilot sites (a hospital, a district, the property registry and a courthouse). However, in terms of the plan itself, users have yet to notice any real change.

The project to 'Support Mainstreaming of Human Rights Across Public Policy in Morocco' (2013-2015) had a budget of \$295,577. It supported the Interministerial Delegation for Human Rights, in its coordinating role, to monitor implementation of recommendations of the Universal Periodic Review and other international human rights bodies and mechanisms in general and, more specifically, as part of the process to draft the review's interim report. Its aim was to better equip and prepare the Interministerial Delegation to develop the mechanism to monitor and implement recommendations of the Universal Periodic Review, in drafting reports for United Nations human rights bodies and in being more effective in mainstreaming gender across its activities.

The project to 'Strengthen Implementation of the National Anti-corruption Strategy (PNLCC)' was a preparatory assistance project with a budget of \$40,000, which ran from October 2010 to February 2011. It supported the Ministry for Public Services Modernization in its efforts to operationalize the PNLCC (2011-2012) to enable Morocco to meet its commitments under the United Nations Convention against Corruption.⁶⁵ Support was organized in three work streams: i) giving national experts the mechanisms and tools for the technical evaluation of the Convention; ii) formulating a programme of partnerships to support the operationalization of the strategy; and iii) providing national institutions with the tools to coordinate anti-corruption initiatives and programmes.

The 'Support for Implementing the Common Action Plan' project was launched with the Ministry of Foreign Affairs and Cooperation in 2007 and was renewed every year until 2014. It had a budget of \$999,707. Its purpose was to

⁶⁵Ratified by Morocco on 7 May 2007.

implement the United Nations system common action plan by building the results-based management (RBM) and **M&E** capacities of the Directorate of Multilateral Affairs within the Ministry of Foreign Affairs, as well as promote Morocco's involvement in international cooperation and development networks. Managers from the Directorate of Multilateral Affairs were offered the opportunity to participate in project monitoring field visits, organize annual and mid-year reviews and facilitate Morocco's attendance at international events on human development.

The 'Programme to Support towns in the El Hajeb Province Implement Localizing Agenda 21' ran from July 2006 to December 2008. Its aim was to support local government and stakeholders in the El Hajeb province implement and deliver their own Localizing Agenda 21. It also aimed to assist in setting up projects that reflected the priorities of citizens whilst developing partnerships and mobilizing the necessary resources to implement the Agenda 21 action plans. Sustainable processes for supporting local authorities in the area of participatory planning for sustainable urban development and promoting decentralization, devolution and government were tested. UNDP capitalized on its experiences having operated since 2002 in the towns of Agadir, Marrakech and Meknes. The project added real value because its scale extended beyond the municipality.

The 'Support for Thematic and Territorial Networks for Governance and Local Development (ART GOLD)' programme was one of the main international support initiatives for decentralization in Morocco. It related to technical and administrative decentralization, sustainable and high quality local services, local economic development, environmental protection and strengthening the role of women as an integral part of the cross-cutting issue of gender underlying these processes. The programme was launched in 2007 in two pilot regions, Tangier-Tetouan and the East. The project ended in 2012 and its main deliverables included a number of good practices which, although not all initiated by the programme, benefited from its support, network and expertise.

These include the Development House in Tangier-Tetouan; classes by experts in decentralized cooperation and decentralization; support for urban communities in drafting their local development plan; South-South cooperation; improving services for the citizens of Chefchaouen and Oujda through information technology; the network of strategic towns; peer assessment; and training for trainers of social workers in the Eastern region.

The 'Support for Local Governance in a Perspective of Advanced Regionalization (AGORA)' project is initially envisaged for a three-year period (2014-2016). It aims to support work on advanced regionalization and strengthen regional capacities, both at the individual and organizational level, in the areas of land use planning and regional development, establishing and operationalizing a contract-based system between the State and regions, improving management of decentralized cooperation at the regional level and encouraging South-South and tripartite cooperation.

The 'Programme to Support Sustainable Development in the Ksours and Kasbahs' of Morocco was meant to run between 2014 and 2017 but is yet to begin. The aim of the programme is to improve the living conditions of the people living in these sites

The 'Programme to Integrate Principles for Sustainable Development in the Sidi Ifni Province' is currently pending approval by partners. Its aim is to support the province's sustainable development dynamic and improve living standards, particularly of the most deprived. It will also support the process of decentralization and the territorial dynamic that is already in place.

The 'Transhumance for Biodiversity Conservation in the Southern High Atlas' project was launched in 2001 in Ouarzazate and was devised to compensate for the modest results of a number of grassroots initiatives launched previously, particularly the 'High Central Atlas' *project*, funded by French cooperation. It aimed to protect, conserve and regenerate biodiversity through a set of actions at the grassroots level, within the framework of integrated plans for the

conservation of biodiversity and sustainable land management, prepared and implemented as part of the project, through a range of economic and institutional incentives, awareness-raising and capacity building measures, at national and provincial levels, targeting technicians, decision makers and other stakeholders in support of rural and agricultural development. The project's strategy adopts an original and innovative approach (bio-friendly livestock migration) that incorporates participatory planning and strengthening local natural resource user organizations, as well as capitalizing on the expertise gained. Its aim is to mainstream biodiversity issues into political discussions at national and provincial levels.

The 'Supporting the National Programme for the Development of Energy Houses in Rural Areas' project introduced the concept of energy houses, whose main activity was to market local energy products and services (photovoltaic, solar water heaters, improved ovens and hearths, the installation, upkeep and maintenance of such equipment). It also capitalized on the achievements of an initial phase that tested the concept of creating and operating microenterprises in the energy sector. The project also created 500 additional energy microenterprises, mobilized strategic partnerships, disseminated, and promoted energy equipment, technologies and services adapted to a rural setting, as well as developed viable circuits for marketing, installation and maintenance of renewable energy equipment, all in the absence of national legislation offering incentives to develop renewable energies. The project was meant to run for four years (2003-2006) but ended in 2012.

The 'Building the Capacity of the Social Development Agency in Implementing Conventions on Climate Change, Biodiversity, Desertification, International Waters and POPs' project was implemented between 2006-2010 as part of a partnership between the Social Development Agency and the GEF Small Grants Programme. The aim of the project was to strengthen the agency's capacity to implement five international conventions and increase the impact of GEF's Small Grant Programme pilot

actions by institutionalizing the approaches piloted through a vast local Social Development Agency network. Of the three expected outcomes, only that relating to the financing of joint projects testing innovative approaches was achieved. The others were cancelled following a change in strategic direction (training for Social Development Agency staff and associations in identifying, managing and monitoring environmental projects and embedding measures connected with the five conventions in the response strategy and Social Development Agency procedures). Nevertheless, the Social Development Agency appropriated the tools developed and the agency's regional coordinating bodies became heavily involved in all project management phases (enabling activity and monitoring).

The 'Enabling Activity for the Preparation of the Second National Communication to the United Nations Convention on Biodiversity' enabled Morocco to meet its commitments under the UNFCCC (signed in 1992 and ratified in 1995) by submitting a report which included an updated inventory of GHG emissions, a programme for adapting to climate change and a GHG mitigation plan. It also included support activities such as research, systemic observation, training, education, awareness-raising, capacity-building, information-sharing and developing networks. Moreover, the project produced an in-depth study of technology transfer requirements, an action plan to bring Morocco up to date in terms of technology and increasing its capacity for tackling climate change, as well as a sustainable institutional framework to help incorporate climate change concerns in sectoral development plans.

The 'Energy Efficiency Code in Residential Buildings and Boosting the Energy Efficiency of Commercial Buildings and Hospitals' project ended in 2014. It promoted energy efficiency in Morocco through the adoption of an energy efficiency code for buildings, the development of technical standards for equipment, and building the capacity of public and private sectors to embed energy efficiency measures in new build

and renovation projects. In achieving its outcomes, the project contributed to developing an energy efficiency market in Morocco.

The 'Restoring Environmental Functions, Ecological Integrity and Socio-Economic Services of the Forest Regions of the Middle Atlas' (GIFMA) project ran for eight years (2006-2014). The aim of the project was to develop innovative, original models for integrated forest management models and pathways in the two municipalities of the Tazekka-Kroucheen corridor, as well as build the capacities of NGOs and municipalities to reproduce them along the whole corridor and priority basins of the Middle Atlas.

The 'Strengthening the Programme Partnership with Associations Active in the Field of the Environment and Sustainable Development' project is a partnership between the Ministry for the Environment and the GEF Small Grant Programme which began in 2007 and ended in 2013. Its aim was to strengthen management, improve the quality of projects funded and consolidate the programme's impact. It also allowed the GEF Small Grant Programme to implement its sustainability strategy by disseminating the results of pilot activities it funds on a large scale and institutionalizing the approaches tested as part of the Ministry's strategy. The main activities were intended to fund at least 30 joint projects; train managers from the Ministry to identify, set up and manage environmental community projects; and consolidate the Ministry's response and management procedures. The project was a means of improving the quality of funded projects, and familiarizing grassroots associations with project management and monitoring procedures. Income-generating activities were created within the framework of cooperatives and contributed to preserving natural resources and protecting the environment, but there is a problem of post-project sustainability in terms of the marketing of products.

The aim of the 'Programme for the Rational Management and Elimination of PCBs Pillar I' (PCB) is to increase Morocco's capacity to

manage and eliminate equipment containing PCBs, as set out in the Stockholm Convention on POPs. Initially, the programme was to last three years (2010-2012) but was extended on several occasions until 2014. It achieved very satisfactory results in terms of eliminating equipment containing PCBs and managing the skills of relevant parties in identifying and managing PCBs. Moreover, a National PCB Committee, responsible for managing related legal questions, was established.

The aim of the 'Adaptation to Climate Change in Morocco: for Resilient Oases' project was to manage and reduce the risks posed by climate change in the productive systems of the oases of Morocco and introduce innovative adaptation approaches, as well as build local capacities based on a territorial approach. The project allowed the implementation of a collaborative platform between multiple stakeholders based in various ministerial departments and territorial and civil society stakeholders in two pilot municipalities (Asrir and Fezna), as well as the mainstreaming of existing programmes and strategies with relevance to oasis spaces, particularly the Agency of the South's 'Southern Oasis Programme' and the Land Use Planning Directorate's 'Tafilalet Oasis Programme'. This platform is based on an integrated territorial approach and takes into account issues relating to climate change in local planning.

The 'Inclusion of Biodiversity in Medicinal and Aromatic Plant (MAP) Value Chains in Morocco' project ended in 2015. Its objective was to achieve sustainable production and derive more value from natural MAPs through rational management, conservation of biodiversity and capacity building among the various operators in the sector's value chain. The good practice guide provided the basis for specifications (currently pending approval) thus laying the groundwork for a regulatory framework for the exploitation of MAPs by selected cooperatives across Morocco's forest estates and in all MAP areas.

The aim of the 'Enabling Activity for the Preparation of Morocco's Third National Communication to the CBD' is to help Morocco

prepare, produce and circulate of its third national communication at the Conference of the Parties (COP) of the UNFCCC, in accordance with decision 17/CP.8. The third national communication will update and build on information provided in the second National Communication in 2010 and should help Morocco conduct a climate policy that reflects the policy direction of the UNFCCC. Six project activities due to be carried out by the end of 2014 included: putting in place project management teams and experts; updating the inventory of GHGs; assessing issues around vulnerability, adaptation and mitigation; and updating national circumstances, constraints and gaps.

The aim of the 'Low Emissions Capacity-Building Programme in Morocco (LECB)' project is to develop the capacities of the stakeholders affected by the mitigation of GHG in Morocco in terms of: i) developing and implementing policies and strategies based on a low carbon approach; ii) identifying measures to support and implement mitigation measures supported by the country's development strategies; iii) implementing monitoring, reporting and verification systems for mitigation policies, plans and programmes, in particular for mitigation measures; and iv) sharing knowledge and communicating on GHG mitigation measures and policies. The project is part of a global programme to develop the capacities of developing countries and prepare the UNFCCC's future commitments. Stakeholders now have a better knowledge of new concepts such as low-emission development strategies, mitigation measures, monitoring, reporting and verification systems etc. and are aware of the importance of these new instruments for attracting additional funding in the area of climate change.

The aim of the 'Mainstreaming Aspects of the Global Environment in the Local Strategic Planning Process and Monitoring the NIDH (CB2)' project is to mainstream global environment goals across NIDH programmes and in local strategic development programmes, as well as in the budgeting and monitoring process,

thus providing a model for territorial governance. In addition to raising awareness of the importance of the environment in territorial development and a better understanding of the three Rio conventions for local stakeholders, the project also enabled Local Authorities Office to take ownership of methodological tools devised to complete its training kit for Secretary Generals of municipalities in terms of developing local development plans.

The 'Enabling Activity for National Planning in the Area of Biological Diversity to Support Implementation of the CBD Strategic Plan 2011-2020 in Morocco' is building on progress and achievements in planning and presenting reports on biological diversity. It aims to mainstream Morocco's CBD obligations into its national sectoral planning and development frameworks through a new participatory process to devise plans and strategies on biodiversity. This approach will produce measurable objectives in terms of the preservation and sustainable use of biological diversity. It will also be a means of ensuring that the value of goods and services derived from ecosystems and the opportunities related to adaptation and resilience based on ecosystems are taken into account in the process.

The Africa Adaptation Programme's 'Food Security Morocco' project is part of a regional project across 20 African countries aimed at strengthening capacities to adapt to the impacts of climate change in the area of food security. In the case of Morocco, the aim of the project is to trial a system of climate risk management at territorial level.

The Embedding Climate Change in the National Strategy to Boost Logistical Competition and the Implementation of Platforms project is set to begin in 2016. Its aim is to reduce GHG emissions in this sector by developing the concept of low-carbon logistics through a pilot scheme, including a range of mitigation measures, with a view to replicating it in other logistical areas in other regions of Morocco.

The 'Promoting Photovoltaic Pumping Systems for Irrigation' project aims to support implementation of the corresponding national programme, in the context of a GEF donation of

approximately \$2.6 million. The project will have four components: i) demonstrating the technical and economic feasibility of photovoltaic-powered irrigation; ii) establishing an incentive framework to implement and develop standards for photovoltaic pumping and fertigation drip systems; iii) developing financial support mechanisms; and iv) building the capacities of beneficiaries to manage solar pumps and drip irrigation systems.

The 'Circular Economy Approach to Preserving Agrobiodiversity in the region of Souss Massa

Draa' project was launched in 2014. It aims to contribute to efforts towards the sustainable management of natural resources and agrobiodiversity in the Souss Massa Draa region, as well as the preservation of the internationally important Argan ecosystem, by promoting payment for ecosystem services and sustainable use of the agrobiodiversity associated with it. It is a first in Morocco and the project will contribute to laying the groundwork of this strategic tool for land use and conservation across the country.

ANNEX 5: MANAGEMENT RESPONSE

The Morocco Country Office welcomes this first ADR and would like to thank the UNDP Independent Evaluation Office (IEO), the Government of Morocco and other national partners, civil society and technical and financial partners for facilitating the evaluation process. The ADR comes at the right time for influencing the design of our new country programme for Morocco (2017-2021). Indeed, we take onboard the lessons from the last nine years of the development partnership between UNDP and Morocco and are building on the strengths of the the programme, as well as the conclusions of the evaluators. The assessment conclusions have been duly noted, in particular insofar as they reaffirm certain policy directions and indicate assets and comparative advantages of the Country Office which should continue to be leveraged, as well as areas in need of greater attention such as the sustainability of results, M&E systems and promoting knowledge-sharing as part of South-South cooperation. The Country Office accepts all of the assessment recommendations and a

detailed response to the recommendations is offered below.

Recommendation 1: UNDP must ensure that the interventions it supports remain innovative and that it does not become confined to a role of fund manager. While continuing to capitalize on its project management capacities, UNDP should strengthen its thought leadership and advocacy work so that it can continue to be a leading voice in development debates at all levels.

Management response: The Country Office accepts this recommendation. The Country Office has developed innovative projects such as the introduction of payment for ecosystem services and forestry certification, as well as innovations in the Oasis programmes, in particular those highlighted as part of the COP 21. Moreover, the Country Office will continue to maintain a balance between core and non-core projects.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
1) Incorporating planning parameters in the new CPD, particularly in targeting. 2) In projects, the innovative aspects will be studied, analysed and embedded across the project cycle, from the initial stages to M&E.	UNDP Programme M&E	May 2016

Recommendation 2: UNDP should continue its role as a convenor, bringing together different institutional stakeholders, as well as traditional and non-traditional stakeholders.

Management response: The Country Office accepts this recommendation. UNDP involves traditional stakeholders, particularly young

people across its projects and initiatives. It listened to them within the framework of the post-MDG consultation and also within the framework of the MDG caravans. UNDP intends to continue to involve traditional stakeholders in its 'hard' and 'soft' programmes at national and local level.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
1) UNDP will incorporate planning parameters in the new CPD and its new projects, particularly targeting civil society organizations and young people. 2) In projects already under way it will bring in non-traditional stakeholders and conduct monitoring in the mid-year and annual reviews and in reports	UNDP Programme M&E	May 2016

Recommendation 3: UNDP should create conditions conducive to the sustainability of results achieved through its support.

Management response: The Country Office accepts this recommendation. A draft exit strategy has been drafted. Under the evaluation criteria of sustainability, mid-term and final

project evaluations have been strengthened by the indication of the availability or otherwise of an exit strategy. Exit strategies have been drafted for current projects and are monitored and updated according to changes to the context as part of the mid-year and annual reviews. New projects will have exit strategies written into their project documents.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
1) Drawing up exit strategies for current projects 2) Systematically incorporating exit strategies in the sustainability criterion of the terms of reference for project assessments. 3) Incorporating communication plans in the project documents of new projects. 4) Updating and monitoring exit strategies as part of annual and mid-year reviews.	UNDP Programme Continuous M&E	

Recommendation 4: UNDP should further capitalize on its programmes and projects by putting greater emphasis on knowledge sharing

Management response: The Country Office accepts this recommendation. It favours

between different national institutions as well as with other countries.

participation, exchanges and the creation of synergies between projects of the same type as part of mid-year and annual reviews. It drafts

capitalization reports in French and encourages the use of Arabic and English. The office produces capitalization films available on the UNDP Morocco website. It embeds and will continue to embed communication plans across

all current and new projects. Finally, the office will produce a report for UNDP's 50th anniversary, setting out activities in Morocco.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
1) Incorporate communication plans in current projects 2) Plan to incorporate communication plans in the project documents for new projects. 3) Promote discussions between institutions and projects in annual and mid-year reviews. 4) Draft a report on UNDP in Morocco over the last 40 years	UNDP Programme Continuous M&E	

Recommendation 5: UNDP should continue to support the establishment of monitoring systems by national partners in order to institutionalize a culture of RBM.

Management response: The Country Office accepts this recommendation. The office is currently establishing regional information systems with the National Observatory for Human Development its and sister agencies, as well as a geographic information system for

monitoring the effectiveness of development aid with the Ministry of Economy and Finance. It is also in the process of implementing a system for monitoring and evaluating public policy with the Ministry of General Affairs and Governance, and M&E systems in four urban municipalities in the Tangier-Tetouan-Hoceima region. It will continue to offer technical support to build the capacities of project teams and national and local institutions in RBM, M&E and the implementation of M&E systems.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
1) A training plan for RBM and M&E across the 2017-2021 cycle will be drafted and implemented 2) All new UNDP projects will be systematically equipped with an M&E system "Di Monitoring". 3) Opportunities for convergence will be studied in all existing information systems and M&E systems with UNDP partners to help optimize use and create synergies.	UNDP Programme M&E	2016

Recommendation 6: UNDP should take advantage of new financing and partnership opportunities.

Management response: The Country Office accepts this recommendation. The office's 2012

partnership strategy is currently being updated. This revised strategy and the associated action plan will be monitored on a monthly basis. Moreover, expert opinion will be sought in order to build the office's capacity in terms of resources and identify non-traditional funding partners.

KEY ACTIONS	IMPLEMENTING AGENCY	DELIVERY DATE
Country document drafted: 2017-2021 (CPD) and UNDAF 2017-2021		
<ol style="list-style-type: none"> 1) Updating the strategy for developing partnerships and fundraising. 2) Arranging monthly meetings to monitor the action plan for developing partnerships and fundraising. 3) A partnership mobilization activity will be embedded in UGP products across current and new projects. 4) An expert report on mobilizing resources from non-traditional partners, particularly international financial institutions, the private sector, United Nations agencies and building staff capacity in this area. 5) The partnership approach with the Government of Morocco will be reviewed in order to move towards a cost-sharing arrangement for the 2017-2021 country programme 	UNDP personnel management	2016