

Third Party Evaluation FY 2006
Ministry of Foreign Affairs of Japan

Country Assistance Evaluation of Morocco

Summary

March 2007

Preface

This report is a summary of the Country Assistance Evaluation of Morocco undertaken by the External Advisory Meeting on ODA Evaluation, which is an informal advisory body of the Director-General of the International Cooperation Bureau of the Ministry of Foreign Affairs of Japan.

Japan has been one of the top donor countries of ODA (Official Development Assistance) and there have been domestic and international calls for more effective and efficient implementation of assistance. The Ministry of Foreign Affairs, as the coordinating ministry for ODA, has been conducting ODA evaluation mainly at the policy level with two main objectives: to support the implementation and management of ODA and to ensure its accountability. This evaluation study was conducted to evaluate Japan's assistance to Morocco in terms of its purpose, results and process of planning and implementation to obtain lessons and make suggestions for conducting more effective and efficient assistance in the future, and to fulfill the government's accountability by disclosing the evaluation results.

The External Advisory Meeting on ODA Evaluation was formed to improve the objectivity in evaluation. The Meeting is commissioned to conduct an evaluation of ODA and to report results and recommendations to the International Cooperation Bureau of Ministry of Foreign Affairs. Prof. Hiroko Hashimoto, a member of the Meeting and Professor of Jumonji University, was in charge of this evaluation.

Prof. Masaki Horiuchi, Professor of Seikei University, being an advisor to the study, made enormous contribution to this report. Likewise, the Ministry of Foreign Affairs, the Japan International Cooperation Agency (JICA), the Japan Bank for International Cooperation (JBIC) and the ODA Taskforce¹ also gave their cooperation. We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study. The ODA Evaluation Division of the International Cooperation Bureau of the Ministry of Foreign Affairs was in charge of coordination. All other supportive works including information collection and analysis was provided by Global Link Management under commission of the Ministry of Foreign Affairs.

Finally, we wish to add that the opinions expressed in this report do not necessarily reflect the view or position of the Government of Japan or any other institution.

March 2007

¹ ODA Taskforces are the coordination bodies of all the Japanese concerned agencies, which are set up in the field in order to achieve efficient and effective development assistance. As of 2007, ODA Taskforces have been established in more than seventy countries including Morocco.

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Country Assistance Evaluation Report of Morocco

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1. Background, purposes and methodology of the evaluation

1.1 Background and purposes

The Official Development Assistance (ODA) of Japan is one of the major pillars of the international contribution of Japan, and Japan ranks among the top donors in terms of ODA volume. In recent years, however, the efficient and effective implementation of the ODA is of crucial importance both internationally and domestically. Therefore, the ODA evaluation has increasingly been played up from the perspective of accountability to the public.

Morocco is located in the geopolitically significant position between Africa and Europe. In the diplomatic relations, it makes efforts in the stability of the North Africa and the Mediterranean region and in the peace process of the Middle East. In the political aspects, Morocco promotes democratization and modernization. In the economic aspects, it makes efforts to activate the domestic economy by opening markets and inviting foreign investment. Nevertheless, regional and social disparities as one of the most important agenda, still remain outstanding and it may lead to the social instability and then to the breeding ground for terrorism. Therefore, there is a need to provide continuous support to Morocco in addressing those agendas. Morocco is one of the primary partner countries for development assistance, and it is only the country, which receives loans from Japan annually besides Asia, Tunisia and Peru. In addition, among the bilateral donors, Japan is the second top donor for Morocco following France.

Considering these circumstances, this evaluation reviewed the outcomes of the Japan's ODA in accordance with the priority areas agreed at the policy consultation between the Japanese and the Moroccan governments in 1999. This evaluation has two objectives: to draw lessons learned and recommendations for implementing assistance more efficiently and effectively towards the formulation of the "Country Assistance Program for Morocco" in the fiscal year 2007²; and to ensure the transparency of ODA, i.e., to fulfill the accountability of the government and to obtain understanding of the public about ODA.

1.2 Target and target period of the evaluation

This evaluation targets the Japan's development assistance policy ("assistance policy" hereinafter) for Morocco as well as the ODA projects, which started, finished or continued between the fiscal year 2000 and 2005. As Japan has not formulated a "Country Assistance Program for Morocco" so far, the evaluation regarded the following three items as the "assistance policy" for Morocco: 1) the six "priority areas" agreed at the policy consultation; 2) the meaning of the ODA for Morocco stated in the Japan ODA Country Data Book of the Japanese Ministry of Foreign Affairs; and 3) the "basic principles" of the ODA for Morocco written in the same book. Based on these, the evaluation team assessed the followings in holistic manner: the objectives of the policy, the process of the

² The Japanese Fiscal Year commences in April, and ends in March.

formulation and implementation and the results of the implementation.

1.3 Evaluation methods and evaluation framework

This evaluation was conducted in accordance with the Third Edition of the “ODA Evaluation Guideline”(May 2006), which was published by the Ministry of Foreign Affairs. The evaluation team studied and analyzed the following three aspects as per the assistance policy for Morocco: 1) the relevance of the purposes; 2) the effectiveness of the results; and 3) the appropriateness of the processes. Drawing upon the analysis, the evaluation has provided overall assessment and recommendations for the future Country Assistance Program.

1.4 Limitations of the Evaluation

The evaluation team regarded mainly the six “priority areas” as the “assistance policy” and conducted evaluation accordingly. However, it was not possible to conduct assessment in a manner to measure achievements in response to the objectives of the policy because no specific objectives were formulated for the six “priority areas”.

In evaluating the effectiveness of results, there were wide ranges of limits as follows: 1) it is difficult to measure the contribution of Japan’s assistance to the improvement of conditions in Morocco in a concrete manner due to the complexity of various social and economic factors; 2) the achievement of outcomes and impacts as well as the data availability vary from project to project due to the different progress of projects; 3) there are a number of such cases that the achievement of project purposes does not necessarily bring expected impacts; and 4) there are a number of such cases that the measurement of outcomes counts on qualitative data rather than quantitative data. Thus, in addition to quantitative data, the evaluation team actively made the best use of the qualitative data, which was collected through interviews at the field survey.

1.5 Members of Evaluation Mission

The evaluation method was determined based on the consultations among the Chief Evaluator, Advisor, the Ministry of Foreign Affairs and external consultants. Based on the consultations, the evaluation was conducted accordingly.

2. Development situations of Morocco and development assistance trends of Japan and other donors

2.1 Development status of Morocco

2.1.1. Political and economic situations

In principle, Morocco has the governing system determined by the King’s judgment and decisions, but in recent years, the country has also been introducing democratization initiated by the King. In the principle diplomatic relations, the country maintains the position as a member of Arab-Islamic countries while maintaining good relationships with Europe and the United States. Morocco has

played a central role in the Organization of the Islamic Conference (OIC) since its establishment, and has represented the regional and cultural importance with its influential position.

The Gross National Income (GNI) per capita of Morocco increased from US\$1,220 in 2000 to US\$1,730 in 2005, and the average GDP growth during the same period is approximately 4.8%. However, overall, the economic foundation is unstable due to such external factors that the agriculture counts on the quantity of rainfalls and the trade balance is very much influenced by the oil price in the international market, which Morocco basically imports from other countries. Facing with these challenges, the government has carried out comprehensive structural adjustment with the assistance of the World Bank and International Monetary Fund (IMF). The external economic policy of Morocco consists of the three axes: a) multilateral cooperation led by the World Trade Organization (WTO); b) regional cooperation with the European Union (EU), the Mediterranean and Maghreb countries; and c) bilateral cooperation with other countries such as the US and China.

2.1.2 Systems and capacities for receiving ODA

Morocco is not the target country for the Poverty Reduction Strategy Paper (PRSP). Donors loosely align themselves in line with the Economic and Social Development Plan (2000-2004) and the priority agenda, which was announced by the Prime Minister Jettou. Regarding the system for receiving ODA, the Ministry of Finance and Privatization is in charge of ODA loan in coordination with executing agencies and prioritization of candidate projects. The Ministry also keeps having close contacts with executing agencies throughout the phases of implementation, monitoring and evaluation. Meanwhile, the Ministry of Foreign Affairs is in charge of Grants and Technical Cooperation, but after the adoption of projects, many donors directly contact with relevant ministries and agencies. Overall, the government of Morocco takes initiative in the context of development assistance. While there is a delay in staffing at the counterpart governments in Morocco, the equipment installed at projects have been maintained at the satisfactory level.

2.1.3 Social development situations

Although the Moroccan government has invested a large proportion of its public expenditure in social development (30% out of total public expenditure as of 2004), the country still faces a number of poverty and social related issues such as social and regional disparities, high illiteracy rate, and high unemployment rate mainly in the cities and also among the youth. According to the latest Human Development Index (HDI) released by the United Nations Development Programme (UNDP) in 2006, Morocco ranked the 123rd, whereas Tunisia ranked as high as the 87th. This means that the HDI in Morocco is below the one in other lower medium-developed countries. There has been improvement in the primary Millennium Development Goals (MDGs) indicators in comparison with the data in 1990, but it is obvious that there are still significant regional and gender gaps.

2.1.4 Economic and Social Development Plan (2000-2004)

In August 2000, the Parliament of Morocco adopted the Economic and Social Development Plan for the year 2000-2004, and this plan holds three guiding principles: democratization, economic reform and social disparity reduction. The plan also has the following six goals:

1. Institutional reform for enhanced development administration
2. Economic stability and enlargement of investment for economic growth and job creation
3. Rural development and reduction of regional disparities
4. Development of national land and urban development
5. Human resource development and educational reform
6. Improvement of access to Basic Human Needs (BHN) and social securities, reduction of disparities, and promotion of social development through the participation of all the citizens

The priority agenda announced by the Prime Minister Jettou in November 2002 are basically consistent with the contents of the Economic and Social Development Plan for 2000-2004. The Plan terminated in 2004, but there is no prospect for the formulation of a new plan at least until the next general election in 2007. Accordingly, the former priority agenda is still considered as valid at present.

2.1.5 National Initiative for Human Development (L' Initiative Nationale pour le Développement Humain: INDH)

In May 2005, the King Mohamed VI announced the National Initiative for Human Development (INDH: L'Initiative Nationale pour le Développement Humain). In response to this, the poverty reduction and regional and social disparities reduction are now perceived as development priority issues, and thereby, the National Economic and Social Development Plan and sector plans include above issues. The INDH is the first national initiative centering on community-based, sector-cutting and participatory approaches that directly benefit the poor. The INDH does not replace the Economic and Social Development Plan and sector plans, but complement those plans.

2.1.6 Major sector plans

Most of the sector plans contain objectives in accordance with strategies of each sector for the period of three to twenty years. The common characteristics of the sector plans hold numerical targets as concrete as possible, and respective ministries and agencies have conducted monitoring the targets.

2.2 Japan's Development Assistance towards Morocco

2.2.1 Japan's Development Assistance Policy towards Morocco

The Government of Japan has a basic policy of providing ODA for Morocco through the various forms of aid modalities in order to contribute to the democratization, economic reform and reduction in social/geographical disparities, which correspond to the basic principles of the Economic and Social Development Plan. In particular, as the strategy to reduce the geographical disparities, the

Japanese government articulates that it continues to carry out ODA in the areas relevant to the Millennium Development Goals (MDGs). It has also agreed with the Moroccan government on the following six “priority areas”: a) development of agriculture and marine industry; b) water resource development; c) improvement of infrastructure; d) rural development for the reduction of geographical disparities and for poverty reduction; e) environment; and f) social development.

2.2.2 Achievement of the Japan’s ODA in Morocco (2000-2005)

The total amount of Japan’s ODA for Morocco between the year 2000 and 2005 (calendar year) reached US\$ 990 million (on the OECD’s net expenditure basis). The breakdown of this figure accounts for US\$ 520 million for loans (excluding the amount repaid), US\$ 230 million for grants, and US\$ 250 million for Technical Cooperation. In sorting out all the 41 projects between the fiscal year of 2000 and 2005³ by aid modalities, there were 17 loan projects, 11 grant projects, 8 Technical Cooperation projects and 5 Development Studies⁴. Classified by sector, major projects were agriculture/marine industry, rural water supply and electrification, transport and maternal and child health care. The annual number of the Grassroots Human Security Grant Projects (“Grassroots Projects” hereinafter) adopted between 2000 and 2005 ranged between 12 and 28, and the total number reached 126.

2.3 Trends of development assistance towards Morocco

2.3.1 Overall characteristics of development assistance for Morocco

Since 2000, among the bilateral donors, Japan has been the second top donor for the government of Morocco following France. Among donors including multilateral donors, Japan is the third largest donor following EU and France. Out of the total ODA the government of Morocco has received, the Japan’s share used to be approximately 20% in 2000-2001, but shrank to 10% in 2002-2004. This is due to the increase both in the total ODA amount Morocco received and the other donors’ ODA volume, while the Japan’s ODA volume has declined between 2000 and 2004. In sorting out the ODA amount that Morocco has received between 2000 and 2005 by sector, the most outstanding sectors are social infrastructure such as education, water and sanitation, followed by the economic infrastructure. Among the economic infrastructure, transport sector is dominant, and the energy sector has received more financial allocation in recent years.

2.3.2 Trends of development assistance of major donors

There are several commonalities among the donors’ latest strategy papers of development assistance for Morocco. Such similarities include the followings: 1) to attempt to align their strategies to the national priority agenda, and, in recent years, make efforts to respond to disparity reductions and

³ The number includes the projects which started, continued or terminated between the Japanese Fiscal Year 2000 and 2005. It excludes the number of the Grassroots Human Security Grant projects.

⁴ Development Studies are part of JICA’s Technical Cooperation, which support the formulation of plans for public projects that are beneficial to social and economic development in partner countries.

INDH; 2) to intend to ensure consistency between long-term development objectives/strategies and priority areas by using matrices; 3) to analyze the assistance of other donors and complementarities/ and areas for cooperation with other donors; 4) to hold long-term goals of sustainable economic development aiming at job-creation and of the poverty/disparity reduction; 5) to reinforce the governance as cross-cutting agenda or a priority area; and 6) to lengthen the target period of strategy papers compared with the previous papers.

2.4 Alignment to the national strategy/ systems and trends of donor coordination

It was confirmed that donors make better use of the existing systems of Morocco in terms of disbursement, procurement, audit, and Monitoring and Evaluation (M&E), or combine the systems of donors and Morocco. The Government of Morocco takes relatively high initiative and has coordination capacity in development assistance. In principle, the Government of Morocco makes a request to each donor for assistance from its own initiative, and in turn, donors carry out ODA projects through their own aid modalities in accordance with the Moroccan government's development plans and programs. In this basic principle, many co-financing (parallel financing in precise) projects have been implemented in a manner that the government of Morocco divides and allocates phases, target areas and zones of government's programs to each donor. Such projects are mostly the improvement of infrastructure such as road construction, rural electrification and water supply.

Basically, there is no regular consultation meeting between the government of Morocco and donors. Since 2005, however, the government has hosted meetings on INDH with donors. For the purpose of information sharing and opinion exchanges, there have been donor meetings along with thematic issues such as water resource development, environment and gender. There are also meetings of EU and of Islamic organizations among their members respectively. Recently, the initiative for establishing a project database has been undertaken by Spain, EU, UNDP and other donors in cooperation with the Ministry of Finance and Privatization for the purpose of mapping ODA projects by donors in Morocco.

3. Overall evaluation

3.1 Evaluation of the consistency with the purpose

3.1.1 Relevance with the Japan's ODA Policy

The six "priority areas" of the "assistance policy" for Morocco have high relevance with the basic policy and priority issues of the previous/current ODA Charters and the previous/current Mid-term Policies.

3.1.2 Relevance with the national development plan in Morocco

The six "priority areas" are relevant to the Economic and Social Development Plan and the priority agenda of the Prime Minister Jettou. However, the issue of institutional reform, though important

to the Plan, is not included in the six “priority areas”. The reduction of poverty and disparities, which is the goal and spirit of the INDH, has been taken into account in the “assistance policy”. For example, “Support in the rural development for the reduction of regional disparities and poverty”, which is one of the six “priority areas” falls under the above category. In addition, a number of projects relating to the reduction of poverty and disparities have been carried out under other “priority areas”. Although a number of projects address women’s needs, gender perspective is not sufficiently articulated in the “basic principles” and “priority areas” of the “assistance policy”.

3.1.3 Relevance with international priority agenda

Comparing with the Millennium Development Goals (MDGs) and the six “priority areas”, the following MDGs are consistent with the “priority areas”: Eradicate extreme poverty and hunger (MDG 1), Achieve universal primary education (MDG2), Reduce child mortality (MDG 4), Improve maternal health (MDG 5), and Ensure sustainable environment (MDG 7). However, as mentioned before, while many projects are addressing women’s needs, promotion of gender equality and empowerment of women (MDG 3) has not been articulated in the “assistance policy”.

3.1.4 Comparison with development assistance policies of other donors

Similarities between the Japanese “assistance policy” and that of other donors are as follows. During the evaluation period, a number of non-Japanese donors aimed at economic growth with an emphasis on job creation, while ensuring reductions in poverty and disparity. These goals overlap with “democratization”, “economic reform” and “reduction of social disparities,” which are Japanese Government’s “basic principles” of the “assistance policy”. In comparison with the priority areas of other donors, it was confirmed that other donors also provide more or less assistance in the areas of water resource development, basic infrastructure construction, environment and social development.

On the other hand, the differences are as follows: 1) Japan did not provided assistance regarding governance and democratization in comparison with other donors; 2) Japan has a comprehensive coverage of Moroccan development issues, while other donors focus on fewer numbers of areas; and 3) it is not clear how Japan’s “priority areas” relate to its overall goal (“basic principle”) and what kind of approach Japan takes in order to implement ODA projects. This may be partly because the Country Assistance Program has not been formulated so far, and there has been no fundamental review of the policy.

3.1.5 Relevance with regional development assistance frameworks

Morocco plays dual roles as a member of Arab Islamic world and as a leader for francophone Sub-Sahara Africa. The Japan’s “assistance policy” has the high consistency with the regional development assistance frameworks for the Middle East and Africa except inapplicable items such as peace building.

3.1.6 Conclusions and observations

The “assistance policy” has high relevance with the development plans and needs of Morocco, the Japanese overall ODA policies (such as ODA Charter), international priority agenda, and regional development assistance frameworks. On the other hand, looking into the structure of the Policy, the relationships among the overall goal (“basic principle”), “priority areas”, and cross-cutting issues are not systematically linked. As a result, the policy has been an exhaustive list of priority areas with meager strategic characteristics.

3.2 Evaluation of the effectiveness of results

3.2.1 Achievements in the priority areas

(1) Agriculture and marine industry

a) Agriculture

Japan has provided support in agriculture in two aspects: the improvement of agricultural technology and agricultural water supply (irrigation). Regarding the former aspect, Japan has provided support in the training of extension officers for agricultural machines, and in turn, those who completed their trainings are now conducting trainings for farmers. It is expected that the capacity development of farmers in agricultural technology will have positive impacts such as the reduction of agricultural labor hours and the enlargement of crop acreage. Concerning the latter one, the actual achievements included one large-scale loan project, one Development Study for traditional irrigation system, 18 Grassroots Projects for traditional irrigation and for 10 other kinds of irrigation, and these achievements were appreciated by the local people. As Morocco has already achieved the certain level of agricultural technology, the assistance for increasing harvest by commercial incentives and quality improvement is feasible. In order to conduct Japanese ODA more strategically, it would be necessary to assist the effective management of water resource development (irrigation) and agricultural development from the perspectives of reducing regional disparities and poverty, rather than development of agricultural technology.

b) Marine products industry

As one of the world-leading countries in the marine industry, Japan has comparative advantage in supporting the marine industry in Morocco. Thanks to the continuous large volume of the cooperation in the marine industry, the Moroccan Ministry of Fisheries has high recognition about the Japan’s aid. The conducted projects during the evaluation period can be divided into two categories: 1) the construction of research and training facilities and the development and dissemination of fisheries technology through the staff capacity building; and 2) the support to low-income fishermen and fishing villages. While some projects have not brought expected outcomes and impacts yet, it is expected that other projects will bring impacts such as the dissemination of technology to the fishing industries.

(2) Water resource development

Japan has provided support in water resource development in four areas: water facilities in general, water supply for agricultural use (irrigation), supply for drinking water, and sewerage. The counterparts in Morocco have high recognition on those areas. In the construction of water facilities in general, Development Studies have been conducted respectively for water resource development and preventive measures for flooding. These Projects have contributed to the capacity development of the responsible agency (Secrétariat d'Etat chargé de l'Eau: SEE) throughout the formulation process of master plans.

For supplying drinking water, Japan implemented water supply projects in the small and medium cities in rural areas. At the same time, in rural villages, Japan conducted projects in line with a government's program for water supply in rural areas, called PAGER (Programme d'Approvisionnement Groupé en Eau Potable des Populations Rurales). During the evaluation period, looking into the total amount provided to ONEP (Office National de l'Eau Potable), which is one of the responsible agencies for water supply, Japan is the second donor to ONEP (16.4%) following Germany (27%). 25 Grassroots projects were implemented for supply of drinking water in rural areas. The rate of access to safe drinking water in rural areas soared from 43% in 2000 to 70% in 2005, and it is said that Japan has contributed to its improvement to a great extent. Meanwhile, one sewerage loan project has been conducted, and it is expected that the living conditions of 300,000 residents in the medium cities, who did not have access to sewerage facilities, will improve.

(3) Infrastructure development

a) Roads

Japan's contribution to the construction of highways during the evaluation period is limited in terms of the length of the roads constructed, but Japan is responsible for the zones which require high technology. For the construction of rural roads, two loan projects and 25 rural road construction projects through the Grassroots Grant were implemented. For the Training Center of road maintenance and construction machines, various supports have been provided such as the provision of equipment, dispatch of experts and the third country trainings. Since its establishment, the Center has provided trainings for about 3,600 Moroccan engineers and 100 engineers from the Sub-Saharan African countries. The number of applicants for the admission to the Center has been constantly high, and the number of recruitment of graduates by private companies has also been stable. The Center also receives a high recognition from the workplaces of ex-trainees, and it is considered that the center has contributed to the advancement of technology for road maintenance in Morocco.

b) Railway

Japan's contribution to the railway sector is limited to one loan project of expanding the railway to multiple tracks between Meknes and Fez during the evaluation period. However, it is worth mentioning that the constant cooperation in the railway sector in line with the Moroccan government's priority agenda since the 1970s has contributed to the economic development of Morocco through the vitalization of distribution of goods.

c) Electrification

All the Japan's cooperation in the rural electrification has been performed in line with PERG, the government's comprehensive program for rural electrification since 1996. Japan's support accounts for a certain portion of the program both in the number of responsible areas and the total amount of assistance, and the electrification rate in rural areas soared from 45% in 2000 to 81% in 2005. Thus, it is assumed that Japan's support has contributed to this increase to some extent.

(4) Reduction of regional disparities

23 out of 41 implemented projects during the evaluation period⁵ hold regional disparity reduction and rural development as their overall goals or project purposes. Japanese projects were implemented throughout the country. The prefectures where more than three rural development projects were conducted include Ouarzazate, Tiznit, and Safi (electrification, water supply and building of junior high schools), and Kenifra (water supply, maternal health and basic education). The areas where more than two rural development projects were implemented (any two of electrification, water supply, maternal health, basic education or junior high schools were executed) concentrated in the North and Central area. The project documents' data reveal that, within the prefecture assigned, Japan selected villages that are highly relevant in terms the indicators such as poverty rate, enrollment rate, water supply rate, and electrification rate.

(5) Environment

In comparison with other priority areas, both inputs and outcomes were limited in the area of environment except sewerage projects, i.e., the dispatch of experts and trainings in Japan. As Japan has comparative advantages in the environment, it is essential to provide enhanced support in this area considering the environmental issues of Morocco such as air pollution, disposal of solid waste, sewerage and renewable energy, which have been increasingly emerging with the economic development.

⁵ The number includes the projects which started, continued or terminated between the Japanese Fiscal Year 2000 and 2005. It excludes the number of the Grassroots Human Security Grant projects.

(6) Social Development

a) Health

In the area of health, grant and Technical Cooperation projects were implemented for the improvement of maternal health care. In the target areas, some effects have been observed such as the increase of health workers, their capacity development and increased awareness, upgrading medical facilities and equipment, and the increase in the number of pregnant women who give births in medical facilities. Grassroots Grants were offered to 15 projects relating to health issues.

b) Education

In the Development Study for the rural basic education, a plan was drafted to improve the school management committee. As a result, in some pilot schools of the project, dropout rate declined. Meanwhile, in the loan project of the expansion of junior high schools in rural areas, Japan is responsible for one-third of the government's program. In some completed schools, some positive impacts were observed such as the increase of enrollment, particularly of female students. It is meaningful to provide support to the expansion of junior high schools now as the enrolment rate of elementary schools has increased in recent years. Finally, the contribution of Japan Overseas Cooperation Volunteers (JOCVs), senior volunteers and Grassroots Projects in the education sector is also worth mentioning.

(7) Results other than the six "priority areas"

a) Marine transport

The Technical Cooperation Project for the Institut Superior Etudes Maritimes (ISEM), which is the only educational institution for sailors in Morocco, has significantly contributed to the institute's capacity development as well as the upgrading of Moroccan sailors' skills. The third country trainings have also been conducted between the fiscal year 2000 and 2004.

b) Mineral industry

The implementation of one Technical Cooperation Project and one Development Study for advancing technology in the search of minerals contributed to the advancement of the state own company for mineral searching, called BPRM (Bureau de Recherches et de Participations Minières). The projects also contributed to the establishment of a number of new searching projects. As a result, BPRM is now internationally recognized and strengthened its tie with domestic and international organizations.

(8) Cross-cutting issues

a) Poverty reduction

Out of 41 implemented projects, 21 projects include poverty reduction as overall goals and/or project purposes. A great number of the Grassroots Projects also set poverty reduction as the overall goal. It is hard to figure out to what extent the Japanese assistance has contributed to the poverty reduction in Morocco. It is confirmed, however, that the Japanese assistance has brought various impacts in upgrading the living conditions of residents in the targeted areas. Such impacts includes the enhancement of living conditions through electrification and water supply, the increase of enrolment rates in schools, and the improvement in the access to maternal health care.

b) Governance

So far, Japan has not provided assistance to the governance in Morocco. It is considered that Japan does not have comparative advantages in the assistance for the governance in Morocco. Thus, it is encouraged to provide cooperation in sector reforms in the areas where Japan has comparative advantages, for example, in water resource development. Concerning the development of the civil society, 126 projects were carried out to support Moroccan NGOs with the Grassroots Grant in the 6 years of the evaluation period.

c) Human resource development

The contribution to human resource development was confirmed in the projects of research/training and in the loan project of the expansion of junior high schools, both of which directly targeted human resource development. In addition, the Moroccan counterparts provided positive feedback on the contents of trainings in Japan, the results of technical transfer by each project and the guidance and instructions by JICA experts, JOCVs, and Senior Volunteers. The ex-trainees of JICA's training (921 members as of November 2006) play active role in respective areas, and the Ex-trainee Association (Association des Participants Marocains aux Programmes de L'Agence Japonaise de Coopération) was also established recently.

d) Gender

Out of 41 projects, 15 projects included the projects which aimed to reduce gender gaps and/or to improve women's living conditions as the project purpose or project activities. In addition, 11 out of 126 Grassroots Projects included the word of "women" in the project titles. From the perspective of the Gender and Development (GAD) Initiative announced by the Japanese Government in 2005, the Japan's assistance did not take a systematic gender approach, but, in each project formulation, gender consideration has been made, and impacts or outcomes have been observed in upgrading living conditions of women in various aspects. Such results include the reduction of burden in water

fetching, improvement of maternal health care, and promotion of school education, informal education and vocational training.

e) **Tripartite Cooperation**

During the evaluation period, the third country trainings have been carried out in the areas of marine industry, water supply and sewerage, road construction, and marine transport. Assessing the solid implementation of trainings, positive feedback on the Japanese assistance and the continuation and enlargement of cooperation, it is considered that Japanese tripartite cooperation has contributed to the capacity development as training centers of the Moroccan executing agencies. It is also assumed that the tripartite cooperation has contributed to the capacity development of participating countries, but it is difficult to assess its impacts due to the lack of evaluation on this regard.

3.2.2 Conclusions and observations

With respect to the contribution of Japan's aid, there is a positive feedback from the Moroccan government. Most of the relevant ministries and agencies in Morocco pointed out that the strengths of Japan's aid are its high quality, reliability and relevance with the development needs of Morocco. Looking at the Japanese achievements in each sector, there have been great achievements in water resource development (irrigation, supply for drinking water) and infrastructure (roads and electrification). However, there were limited results with the area of environment both in inputs and outcomes. Looking at the linkages among projects, most of the project purpose and activities were independently planned, and thus did not bring synergy effects or impacts.

3.3 Evaluation of the appropriateness of the process

3.3.1 Formulation process of the "assistance policy"

Up to present, "Country Assistance Program" for Morocco has not been formulated, and the Japanese government has provided assistance in the six "priority areas" which were agreed with the Moroccan government at the comprehensive economic cooperation policy consultation in 1999. Prior to the policy consultation, the Ministry of Foreign Affairs, other relevant ministries, JICA and JBIC drafted guidance for policy consultation, and then based on the guidance, agreed upon the "priority areas". Therefore, it can be said that the formulation process involving all the stakeholders was appropriate. Meanwhile, there were no sufficient opportunities to fully discuss the significance of the assistance for Morocco, principles, strategies, and appropriate budget size because "Country Assistance Program" has not been formulated so far. Thus, the "basic principles" and "priority areas" of the current policy are exhaustive. Moreover, the relationships among the principles, "priority areas", and cross-cutting issues – including reduction of poverty and disparities – are not systematically linked. In the future formulation process of a Country Assistance Program, it is essential to clarify the significance of and the positioning of the development assistance for Morocco in the development assistance framework in the Middle East and Africa.

3.3.2 Implementation process

The JICA's and JBIC's country programs for Morocco were properly formulated, as they fully reflected the Japanese Government's aid policy and the development needs of the Moroccan government. The formulation processes also involved proper coordination with the relevant ministries and agencies, including the Ministry of Foreign Affairs. Meanwhile, respective agencies have just started to embark on drafting joint country program/principle. For example, towards the integration of JICA and JBIC in 2008, they are currently preparing the JICA/JBIC Joint Country Program for Morocco as a pilot country.

It is inferred that project formulation and adoption has reflected the development needs of the Moroccan government on the basis that the Government of Japan adopts a request-basis principle and that requested projects basically coincide with the agreed six "priority areas" with some exception. The ODA Taskforce and relevant officials in Tokyo coordinate well in conducting the overall assessment of expected outcomes, contents and maturity of candidate projects in the project selection process. The issues regarding project formulation/adoption are as follows: 1) the improvement of aid predictability; 2) continuous support to counterparts in strengthening the capacity for project formulation; 3) acceleration of the procedure for project adoption; and 4) increasing the transparency of process. Regarding the predictability, Japan has made use of "long lists" showing prospective loan projects for consultations with the Moroccan government for long time, but there has been no system until recently which enables a quick overview of all the candidate projects of Japan as a whole. The "rolling plan" illustrating prospective projects for the next three to five years, which is, adopted by the Government of Japan for loan projects, illustrates other ongoing/candidate projects including Technical Cooperation and Development Studies. This could contribute to the enhancement of aid predictability.

Occasionally, the ODA Taskforce and counterparts have consultations and information exchange. For loan projects, JBIC Representative Office in Paris frequently sends monitoring missions to Morocco. Overall, it is deduced that the monitoring and evaluation has been properly performed within the current M&E system.

The counterparts have sound understanding of the Japanese "priority areas", aid modalities, procedures and contributions. Meanwhile, the donors in Morocco have limited comprehension of those in spite of the fact that Japan is the second top donor in Morocco. This is partly because information exchanges among the donors in Morocco have not been so active.

3.3.3 Linkages among different aid modalities

There have been a few confirmed cases showing the linkages between grant projects and Technical Cooperation for the construction of facilities. Some cases also illustrated the linkages among the above two modalities and the tripartite cooperation. It is worth mentioning that a Technical Cooperation project for water supply and a loan project for rural electrification were conducted in

the same areas, and as a result, there was synergy effect. In Morocco where rural development is crucial, it is vital to promote rural development systematically in the targeted areas across sectors and aid modalities.

3.3.4 Alignment to the national strategies and systems of Morocco, harmonization with other donors and cooperation with NGOs

Following up the Paris Declaration for the improvement of aid effectiveness internationally agreed in 2005, Japan has been making efforts towards the capacity development of Morocco in project formulation as well as the enhancement of aid predictability. On the one hand, the Government of Morocco recognizes the reliability and high quality of the Japanese ODA. However, it was pointed out that Japan misses appropriate timing, which the Moroccan counterparts expect. This is partly because Japan takes longer time than other donors for the project adoption process, and partly because Japan has little flexibility in the agreed contents.

With regard to donor coordination, in the basic infrastructure development projects, there are many projects with the use of parallel financing, which the Moroccan government divides phases and target areas of the sector program to donors. No other coordination modality was seen except the parallel financing projects. Concerning cooperation with local NGOs, although the number of adopted number of Grassroots Grant was limited to as little as 20 cases per year, the satisfaction of NGOs was high. According to the questionnaire, there was a request to increase the budget caps on per project. However, in principle, there is positive feedback about the response to the needs of local residents, the equity in the selection of projects, and sound managerial system. It proved that NGOs expect Japan to further support in their activities.

3.3.5 Conclusions and observations

Assessing whether the “process” was taken to ensure the relevance of the objective and the effectiveness of results, it is deduced that the process was appropriate. The reasons are the followings: 1) contacts had constantly been kept among the relevant officials between Tokyo and the Embassy of Japan in Rabat, and full consultation and opinion exchanges had been made with the Moroccan government; and 2) Japanese ODA was carried out in response to the local needs through the continuous efforts to pay full respects to the initiative of Morocco. Meanwhile, the Moroccan counterparts call Japan to expedite the procedure for project adoption.

4. Overall evaluation and recommendations

4.1 Overall evaluation

In assessing the “assistance policy” for Morocco in terms of the relevance of the objectives (although the six “priority areas” do not set goals), the “priority areas” have high relevance with the development needs of Morocco. Those “priority areas” also have great relevance with the Japanese overall ODA policies, international priority agenda, and regional development assistance framework,

when applicable. In particular, Japan's "assistance policy" keeps the reduction of disparities and poverty as its top agenda. It was appropriate to have addressed these issues in all the six "priority areas" since they are major issues in Morocco. On the other hand, looking into the structure of the Policy, the relationships among the overall goal ("basic principle"), "priority areas", and cross-cutting issues are not systematically linked, and as a result, the policy is scarce in strategic characteristics.

As regards the effectiveness of results, it is said that the contribution of the Japanese assistance to Morocco's development is significant in general. While there were very few cases bringing greater impacts across sectors or throughout the country, at the project level, various outcomes and impacts have been observed such as the improvement of living conditions in the targeted areas, the capacity development of counterparts and their human resources. By sector, visible results have been observed in the areas of water resource development (irrigation and water supply) and infrastructure (roads and electrification) while there were limited results with the area of environment both in inputs and outcomes. Looking into the linkage among projects, there were a series of projects along with the sector plans such as PERG (Programme d'électrification rurale globale), a program for rural electrification and the combinations of Grants and Technical Cooperation such as CSVTPM (Centre Spécialisé de Valorisation et de Technologie des Produits de la Mer), a center for the development of marine industry technology. However, most of the project purpose and activities were independently planned, and thus did not lead to synergy effects or impacts.

Overall, the process of the assistance was appropriate. The reasons are as follows. First of all, the assistance was carried out in response to the Morocco's development needs through close contacts among the relevant officials between Tokyo and the field and then through the full consultation and opinion exchanges with the Moroccan government. They also made efforts in fully respecting the initiative of Morocco, and that made the Japanese assistance responsive to the local needs. However, due to the lack of full discussion on the significance of the development assistance for Morocco, the current "assistance policy" is not systematic enough, and is scarce in strategic characteristics. Second, the assistance policies of executing agencies such as JICA and JBIC have been drafted and projects have been adopted in reflection of the "assistance policy" for Morocco, the ODA Charter and the Mid-term Policy of the Japanese government. However, concerning aid predictability, it has been a problem until recently that there was no system, which makes possible for "All Japan"(Japanese aid ministries and agencies as a whole) to have a quick overview of the prospective projects and implementation plans. Also, since Japan takes long time for the project adoption and is not flexible enough with the agreed contents, Japan often could not adopt projects as timely as the Moroccan counterparts expected. Third, regarding the linkages among different aid modalities, it was almost limited to the combination of grant and Technical Cooperation. In the future, it is desirable to undertake comprehensive regional development in targeted areas across sectors and aid modalities. Fourth, donor coordination was almost limited to the parallel financing

projects in the infrastructure. Considering the strong initiative of the Moroccan government, however, it may be no problem for each donor in continuing to align itself in line with the government's sector plans and to implement in its aid modality respectively. Fifth, considering that the Moroccan government understood the Japanese aid well and had positive feedback on the Japanese contribution, it was appropriate to make the efforts to inform the concerned ministries and agencies. In comparison, the donors in Morocco had limited understanding about the Japanese assistance in spite of the fact that Japan is the second top donor in Morocco.

4.2 Recommendations for the future Country Assistance Program towards Morocco

4.2.1 Reinforcement of strategic characteristics

- (1) Review of the significance, positioning and appropriate budget size of the development assistance towards Morocco

In the formulation of a Country Assistance Program for Morocco in 2007, it is required to review the positioning of the development assistance for Morocco in the development assistance framework for the Middle East and Africa, the significance and advantages, and appropriate budget size of the development assistance. Considering the declining trend of grants, it is necessary to consider appropriate budget size of assistance by aid modalities, i.e., whether to maintain the status quo of loans and Technical Cooperation or to increase.

- (2) Restructuring of the "priority areas"

Towards the formulation of a Country Assistance Program for Morocco, it is essential to sort out the relationships among the overall goal (basic policy principle), "priority areas" and cross-cutting issues. Considering the overall goals or framework such as: 1) sustainable economic growth and social development; and 2) poverty reduction and the reduction of the geographical / social disparities, it is suggested to sort out the six "priority areas" from the perspectives of development needs of Morocco, achievements and comparative advantages of the Japanese ODA. Upon the restructuring of the "priority areas", the following points should be discussed: 1) whether to exclude poverty and disparity reductions from the "priority areas" and include them in the "basic principles" or "issues for special attention" instead; 2) whether to focus on specific sectors such as health and/or education rather than on a broad sector of social development; 3) whether to integrate formerly independent rural development projects into a comprehensive rural development program by holistically conducting various projects such as road construction, agriculture, water supply, electrification and health in specific targeted areas; 4) whether to perform assistance in agriculture and marine industry in accordance with the spirit of INDH and in more closely line with the reduction of poverty and disparities.

- (3) “ Selection and Concentration” of targeted areas in reducing geographical/social disparities and comprehensive regional development

It is effective to set up selection standards for high-priority locations for the reduction of poverty and geographical/social disparities. It would be effective to select targeted areas in line with those selection criteria. Selection criteria may include the followings: a) a pocket of poverty, particularly the communes selected as priority locations for INDH; b) locations where the Japan’s ODA has assisted in the past; c) locations where synergetic effects are expected in combination with other ongoing projects and JOCVs/ Senior Volunteers; d) appealing locations to the media and public. In order to provide assistance in the regional/social disparities and INDH more effectively, it is also recommended to implement a comprehensive regional development plan/program as mentioned above.

- (4) Commitments to the National Initiative for Human Development (INDH)

The Japanese government has already expressed to the government of Morocco its commitment to the spirit and goals of INDH by using the existing aid modalities, but not by budget support. However, it is likely that the relevant ministries and agencies have not been informed about it well. Therefore, it is necessary for the Japanese government to continuously express its way of commitment within the framework of the reduction of the geographical/ social disparities in order to obtain the better understanding about the Japanese position on this by the government of Morocco. Further cooperation is expected in accordance with the spirit of INDH through the implementation of projects (including Grassroots Projects) that target rural areas and through the dispatch of JOCVs and Senior Overseas Volunteers.

- (5) Promotion of assistance for environment and sustainable development

It is recommended that the Japan will continue to support in environment issues more actively because of Morocco’s needs as well as the Japanese comparative advantages. At the policy level, Japan has conducted a Development Study for the waste management plan in the past, and it is proposed to consider the assistance in developing legislations and master plans related to the environmental issues. At the project level, Japan has prospective projects of the forestation of river basin, air-pollution prevention, renewable energies, upgrading of sewerage, and disposal of solid waste, and so on. Looking into the list of planned and conducted projects of other donors, it is found that Germany has achievements in renewable energies, disposal of solid waste, and environmental education while donors such as Germany, EU and France have achievements in sewerage systems. It is vital for Japan to exchange information with those donors.

- (6) Promotion of Tripartite Cooperation

The government of Morocco has been actively promoting the Tripartite Cooperation. Given the Japanese contribution in the past, it is beneficial to consider the Tripartite Cooperation as

one of the cross-cutting issues or the points for special attention. Meanwhile, in the project selection, it is useful to select projects strategically by the full consideration of the significance of tripartite cooperation through Morocco. The following criteria for project selection is suggested: 1) thematic areas matching the needs of Sub-Sahara African countries, in particular areas which contribute to the achievement of the MDGs; 2) areas which both Japan and Morocco have comparative advantages such as water resource development, marine industry and road construction/maintenance; and 3) areas which do not overlap with the areas Tunisia has already covered (Tunisia has provided tripartite cooperation in the search of marine minerals, disposal of solid waste and IEC (Information, Education and Communication) in reproductive health and so on.

4.2.2 Reinforcement of the cross-cutting viewpoint such as poverty reduction and the reduction of the gender-gap

- (1) Increased special care to the poor/ the marginalized and the protection of the cultural diversity
In light of the Morocco's social background, it is crucial to pay increased consideration to the poor and the socially disadvantaged in the payment burden in the implementation of rural electrification and water supply projects. Possible solutions consist of the following three components. At the appraisal stage, it is useful to conduct the studies regarding the Capacity to Pay (CAP) and the Willingness to Pay (WTP) of the beneficiaries from the viewpoints of the poor and the socially disadvantaged. At the project implementation stage, it is useful to utilize consulting services in order to reinforce the social considerations. Finally at the ex-post evaluation stage, it is valuable to conduct beneficiary survey in order to detect negative impacts in terms of the payment burden and to eradicate negative impacts if any.

Given the special social fact that the pockets of poverty are mostly located in the Berber region, it is beneficial to incorporate the protection of cultural diversity in the prospective Country Assistance Program as a point for special attention. At the project level, in dispatching volunteers to Morocco, it is suggested to encourage volunteers to learn Arabic and/or Berber languages (depending on the local needs) for the sake of smooth communication. Furthermore, it may be a good idea that volunteers listen to local people regarding the projects funded by Japan and that they report to the ODA Taskforce through JICA. By doing so, the Taskforce could take concrete measures to rectify situations.

- (2) Strengthen support in reducing the gender-gap
Although some projects were formulated and implemented with the special emphasis on the reduction of the gender-gap, the Japanese ODA in Morocco has not reached the stage of formulating and implementing the gender policies like EU. Therefore, in addition to the continuous support for gender issues at the project level, enhanced cooperation would be sought at the policy level in consistence with the Gender and Development (GAD) initiative,

which was adopted by the government of Japan in 2005. It is proposed to comprehend other donors' strategies and ongoing /prospective projects and to seek for possible areas for cooperation through the continuous participation in donor meetings of gender issues.

4.2.3 Optimization and coordination of various assistance modalities and those linkages

(1) Reinforcement and diversification in the combination of different aid modalities

Until now, in Morocco, the pattern of linkage among different aid modalities was almost limited to 1) grant + Technical Cooperation + Tripartite Cooperation". Therefore, it is practical to identify different linkage patterns, which can be applied to the situations in Morocco. Such linkage patterns would include: 2) comprehensive regional development by jointly implementing projects in the same region across aid modalities; 3) dispatching JOCVs and Senior Volunteers and conducting Grassroots Projects in concert with ongoing projects; 4) planning and implementation of a Development Study and a loan project; and 5) combining a loan project with Technical Cooperation so that the latter can complement the former, particularly in social aspects; and 6) considering the feasibility of assistance to sector reforms in the areas where Japan has comparative advantages. One of the challenges is to control the timing of formulation and implementation of different aid modalities. Drawing upon the experience of the "rolling plan", which was recently introduced by the Government of Japan for mapping prospective loan projects, it is beneficial to draft a "rolling plan" illustrating not only loan projects but also other major projects. In such "rolling plan", it is practical to map out project profiles, locations, aid modalities and possible linkage patterns from the long-term point of view (approximately 3-5 year's span).

(2) Continuous support with grants and utilization of various types of grants

The Morocco's development needs are shifting from the stage of "Grant and Technical Cooperation" to that of "loan and investment". Considering several factors such as the deep-rooted poverty, geographical/ social disparities and the vulnerability to natural disasters, however, it is beneficial to consider the continuous application of General Grant Aid to Morocco. It would be beneficial to identify different grand aid modalities applicable in Morocco such as Grant Aid for Fishing Industry, Cultural Grant Aid and Disaster Prevention and Recovery Assistance Grant Aid, which was established in the fiscal year 2006.

(3) Optimization of volunteers and ex-trainees of JICA

Given the constant needs for disparity reduction including the needs in response to the INDH, it is encouraged to allocate senior volunteers with rich experiences and active JOCVs in line with new priority areas in more organized manner, which takes into account the linkages with ongoing projects. Also, it is proposed to find out concrete ways for ex-trainees of JICA and the association of JICA ex-trainees to play a role.

4.2.4 Improvement in the formulation of a development assistance policy and the implementation process

(1) Improvement in the formulation of a development assistance policy

In formulating a Development Assistance Program for Morocco, the following three elements are crucial: 1) to systematically illustrate the linkages between strategies/long-term goals, priority areas, cross-cutting issues; 2) to actively involve the ODA Taskforce with the policy formulation from the first draft as a contact point with the Moroccan side; and 3) to fully utilize the “rolling plan” and the currently formulated the “JICA/JBIC joint country program” as reference in order to enhance the relevance between the Country Assistance Program and development needs at the field level.

(2) Simplification, acceleration and increasing transparency of the procedures in the project formulation, selection and adoption

In the framework of the overall ODA reform in Japan, there is a need to promote the delegation of authority to the field offices, the strengthening of the capacity in the field offices and review of the single-year budget in order to ensure the simplification, acceleration and increasing the transparency of the procedures in the project formulation, selection and adoption. It is also beneficial to utilize the Disaster Prevention and Recovery Grant, which can quickly respond to the rehabilitation after natural disasters including flood control. Finally, as some Moroccan counterparts complained about the lack of explanation for both the adoption and refusal of projects' proposals, the increase of transparency is called for. In light of the mutual trust between Morocco and Japan, it is critical for Japan to inform the concerned ministries and agencies about the steps of procedures and situations at the time even more clearly and to make solid explanation for any rejected proposals/projects.

4.2.5 Reinforcement of the field capacity

(1) Strengthening of the teambuilding of the ODA Taskforce

Currently, JICA and JBIC are formulating a joint country program, and the ODA Taskforce members are keeping close contacts and sharing information. However, in order to enhance the consistency among their strategies and policies, increased collaboration is essential.

(2) Effective utilization of national staff (Moroccan staff) and ex-trainees of JICA

Due to the limited human resources in the field in proportion to the budget size and the number of projects, the enhancement of the field capacity is required. This is also necessary for ensuring representation of Japan in donor meetings for environment and gender issues. From the perspective of maintaining the relations with Morocco as well as promoting public relations in Arabic language, it is encouraged to fully utilize national staff and the ex-trainees of JICA.

4.2.6 Promotion of the alignment to the national strategies and systems of Morocco and the harmonization with other donors

At present, in Morocco, Japan has made utmost efforts for the improvement of aid effectiveness. Nonetheless, in order to make greater contribution to the improvement of aid effectiveness in Morocco, Japan needs to make increased efforts in order to achieve the 12 monitoring indicators of the Paris Declaration. Such efforts include the following concrete actions: 1) the simplification and acceleration of the project adoption procedures; 2) harmonization of formats of Domestic Competitive Bidding; 3) joint implementation of the Country Procurement Assessment Review (CPAR); 4) possibility of Joint Missions with other donors; and 5) exploration of other forms of donor cooperation in addition to co-financing.

With respect to the degree of understanding of the Japan's aid for Morocco, there is a gap among donors. Thus, it is essential to strengthen the Japan's presence in the donor community through various approaches such as the promotion of cooperation with specific donors in specific areas and the enhancement of public relations. Regarding the promotion of donor cooperation, it is beneficial to promote it in the areas where Japan has comparative advantages. For example, it is one of the ideas to promote Japan-French cooperation in water resource development or Japan-German cooperation in the area of the environment. Concerning the enhancement of public relations, for example, it is beneficial to make the best use of Moroccan staff and the ex-trainees of JICA trainings for the public relations; to organize a consultation meeting with donors in the process of drafting a Country Assistance Program; and to translate the new Program and a JICA/JBIC joint country program into French, Arabic and English and to upload at the website of the Embassy of Japan and the JICA Office in Morocco.