Third Party Evaluation Report 2015
Ministry of Foreign Affairs of Japan

Country Assistance Evaluation of Morocco

February 2016

NTC INTERNATIONAL Co., Ltd.

Preface

This report, under the title of Country Assistance Evaluation of Morocco, was undertaken by NTC INTERNATIONAL Co., Ltd., entrusted by the Ministry of Foreign Affairs of Japan (MOFA) in fiscal 2015.

Since its commencement in 1954, Japan's Official Development Assistance (ODA) has contributed to the development of partner countries, and has contributed to bringing solutions for international issues which vary over time. Recently, in both Japan and the international community, implementing ODA requires higher effectiveness and efficiency. MOFA has been conducting ODA evaluations every year, of which most are conducted at the policy level with two main objectives: to improve the management of ODA; and to ensure its accountability. The evaluations are conducted by third parties, to enhance transparency and objectivity.

This evaluation study was conducted with the objective of reviewing Japan's overall policies on assistance to Morocco, including the Country Assistance Policy for Morocco (May 2012), drawing on lessons from this review to make recommendations for reference in policy planning and its effective and efficient implementation of future assistance to Morocco by the Government of Japan, and ensuring accountability by making the evaluation results widely available to the general public.

Yasuyo Hasegawa, Project Lecturer of the Special Course in International Food and Resource Science, Faculty of Agriculture at Kagoshima University, served as a chief evaluator to supervise the entire evaluation process, and Masatoshi Kisaichi, Professor of the Faculty of Global Studies, Institute of Asian Cultures at Sophia University, served as an advisor to share his expertise on Morocco. They have made enormous contributions from the beginning of the study to the completion of this report. In addition, in the course of this study both in Japan and in Morocco, we have benefited from the cooperation of MOFA, Japan International Cooperation Agency (JICA), and the local ODA Task Force, as well as government agencies in Morocco, donors, and non-governmental organizations (NGOs). We would like to take this opportunity to express our sincere gratitude to all those who were involved in this study.

Finally, the Evaluation Team wishes to note that opinions expressed in this report do not necessarily reflect the views or positions of the Government of Japan.

February 2016

NTC INTERNATIONAL Co., Ltd.

Note: This English version of the Evaluation Report is a summary of the Japanese Evaluation Report of "Country Assistance Evaluation of Morocco".

Country Assistance Evaluation of Morocco (Brief Summary)

Evaluators (Evaluation Team)

- Chief Evaluator: Yasuyo Hasegawa, Project Lecturer of the Special Course in International Food and Resource Science, Faculty of Agriculture at Kagoshima University
- Advisor: Masatoshi Kisaichi, Professor of the Faculty of Global Studies, Institute of Asian Cultures at Sophia University
- Consultant: NTC INTERNATIONAL Co., Ltd.

Period of the Evaluation Study

July 2015 - February 2016

Field Survey Country

Kingdom of Morocco



Training at IFEER(Institut de Formation aux Engins et à l'Entretien Routier), the Implementing Agency of training programs in third countries (Photo: Evaluation Team)

Background, Objectives and Scope of the Evaluation

Japan and Morocco have shared a close relationship between the Imperial and Royal households of both countries, as well as maintaining a good economic relationship and a favorable bilateral relationship in the international arena. The significance of providing assistance to Morocco is high because of Japan's intention to strengthen these relationships further and from the standpoint of securing resources for Japan. In addition, it is necessary for Japan to provide assistance to the reform efforts in Morocco as a member of the "Deauville Partnership". The target of this evaluation consists of the ODA policies of Japan to Morocco. The ODA policies were evaluated comprehensively, taking into consideration the relevance of ODA to Morocco, with the objective of making recommendations and obtaining lessons learned for the planning and implementation of ODA policies in the future.

Brief Summary of the Evaluation Results

The evaluation concluded that the relevance of policies was "high", the effectiveness of results was "high" and the appropriateness of processes was "appropriate to some extent" from the development viewpoints. From the diplomatic viewpoints, the ODA policies of Japan to Morocco were considered diplomatically significant.

Development Viewpoints

(1) Relevance of Policies

Japan's ODA policies for Morocco are consistent with the development needs of Morocco, the high-level development policies of Japan and the international priority issues. They cover the sectors in which Japan has a comparative advantage over other donors. Therefore, Japan's ODA policies have high relevance. However, a review of the development issues in Japan's Country Assistance Policy for Morocco is considered an issue to be addressed in the future in order to address the increasing need of industrial development in Morocco.

(2) Effectiveness of Results

Japan's assistance to Morocco has made a considerable contribution to Morocco in terms of the amount of assistance. This assistance has helped strengthen the economic competitiveness of Morocco and has contributed to the sustainable economic growth in Morocco. The assistance has also contributed to the alleviation of regional and social disparities in Morocco and made a large contribution to the promotion of the South-South Cooperation by Morocco. For the reasons mentioned above, the effectiveness of the results can be considered high.

(3) Appropriateness of Processes

Japan's ODA policies for Morocco have been formulated through appropriate processes to some extent. The implementation processes consist of preparation of a basic system for the provision of assistance, identification of needs, project formulation based on discussions with relevant institutions in Morocco, monitoring and evaluation processes, consideration to society, ethnicity and publicity activities. Although some problems have been identified in the information sharing, needs identification, efficiency of the project formulation processes and the transparency of the project selection, the formulation and implementation processes for the ODA policies were considered appropriate to a certain extent.

Diplomatic Viewpoints

Japan's assistance to Morocco is diplomatically important because of the diplomatic relationship between the Royal household of Morocco and the Imperial household of Japan, frequent exchange of

visits by senior officials of both countries, cooperation at the United Nations General Assembly and the UN World Conference on Disaster Risk Reduction, the geopolitical importance of Morocco as a stabilizing force in the North Africa and Maghreb region, importance of Morocco in pursuing the diplomatic principles of Japan and contribution to the further strengthening of the bilateral relationship. The assistance has also had various impacts, such as the promotion of economic, diplomatic and friendly relationships between the two countries, the increase of pro-Japanese Moroccans through the activities of the alumni of JICA's Training in Japan and JICA volunteers, sustainable development in the Middle East and Africa through the promotion of South-South Cooperation in the fisheries sector, contribution to the stability of the Maghreb region and support to the standpoints of Japan at the United Nations and international arena by Morocco. For the reasons mentioned above, Japan's assistance to Morocco is evaluated as being significant from a diplomatic viewpoint.

Recommendations

(1) Reconsideration of the Wording and Objectives of the Country Assistance Policy

Reconsideration of the wording of the Country Assistance Policy for Morocco is necessary for the better understanding of the policy by its readers, especially for the Basic Policy of Assistance and Items to be Considered. In addition, it is recommended that the Development Issues in this policy be re-examined in order to address the industrial development needs in Morocco.

(2) Further Emphasis on the Promotion of South-South Cooperation

South-South Cooperation for countries in Africa that Japan has been promoting in collaboration with Morocco has been highly acclaimed and it has had a large diplomatic impact. Therefore, it is important to further strengthen the contribution of Japan for the promotion of South-South Cooperation by Morocco, keeping in mind its contribution to the stabilization of the region.

(3) Combined Use of Multiple Schemes

Since increasing assistance aiming at creating synergy with the combined use of multiple schemes is both anticipated by the Governments of Morocco and Japan, it is recommended that this approach be further accepted in the preparation for new assistance in the future.

(4) Promotion of Information Sharing

Since Japan's Country Assistance Policy for Morocco is an important document which indicates the direction of Japan's assistance to Morocco, it should be translated and disclosed for the relevant people involved. In addition, it is recommended that a translated version of the Rolling Plan, which indicates the prospects of Japan's assistance to Morocco for the next several years be disclosed as a means to disseminate the information of Japan's ODA to Morocco. Furthermore, further efforts should be made to organize a meeting of relevant partners from both Morocco and Japan in order to facilitate information sharing of Japan's assistance and to identify the development needs of Morocco.

(5) Improvement of Efficiency and Transparency of Processes Efforts need to be made to speed up the project formulation and improve the transparency of the results of project selection.

(6) Continuous Efforts to Strengthen Japan's Project Implementation System in Morocco

It is recommended that continuous efforts be made in the future to further strengthen Japan's ODA implementation system in Morocco in order to facilitate "(4) Promotion of Information Sharing" and "(5) Improvement of the Efficiency and the Transparency of Processes" among the recommendations made in this evaluation.



A Drip Irrigation at Pilot Site in Doukkla-Abda Region (Photo: Evaluation Team)



A Middle School Constructed in El Jadida Province (Photo: Evaluation Team)

¹ In consideration of the debriefing session held at the Embassy of Japan in Morocco (at the end of the field survey for this evaluation by the Evaluation Team) and from the discussions at the third consultation meeting, a French version of the Country Assistance Policy for Morocco was released on February 2, 2016.

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Brief Summary

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Chapter 1 Evaluation Policies

1-1 Background and Objectives of Evaluation

The ODA evaluation of the Ministry of Foreign Affairs, which is generally classified into the policy-level and program-level evaluation, is conducted with the objectives of improving the management of ODA and ensuring its accountability to the Japanese citizens. The Country Assistance Evaluation of Morocco (hereinafter referred to as this evaluation) is a Country Assistance Evaluation at the policy level. The main objectives of this Country Assistance Evaluation are to examine the ODA implementation status in the recipient country, to provide feedback of Japan's ODA policy for the recipient country and to improve the understanding of Japan's ODA by its citizens.

Ever since diplomatic relations were established between Morocco and Japan in 1956, the Imperial household of Japan has maintained a close relationship with the Royal household of Morocco and the two countries have shared a good economic relationship, for example, in the fisheries sector, and a favorable bilateral relationship in the international arena, such as in the United Nations and International Whaling Commission (IWC). The two countries intend to strengthen these collaborative relationships further. In addition, assistance to Morocco is highly significant from the viewpoint of securing resources for Japan, since Morocco is an important supplier of fishery resources and a main producer of mineral phosphate, which is a raw material of fertilizer. Furthermore, as a member of the "Deauville Partnership" launched at the G8 Summit in May 2011 to promote various reform measures such as democratization, job creation and the alleviation of disparities for countries in the Middle East and North Africa, Japan needs to support the reform efforts of Morocco for issues such as unemployment among the youth and to improve regional and social disparities, among other such issues.

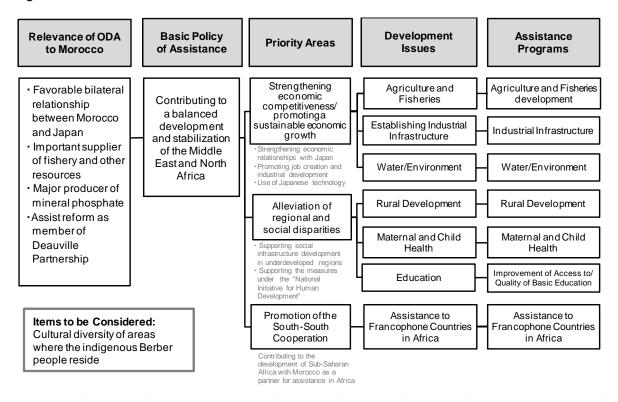
In this evaluation, an overall evaluation of Japan's ODA policies for Morocco was conducted, while taking into consideration the relevance of ODA to Morocco described above, with the objective of making recommendations and obtaining lessons learned for the planning and implementation of ODA policies in future. The accountability to the citizens of Japan will be accomplished by disclosing the evaluation results, and the evaluation results will be fed back to the Government of Morocco and other donors. Furthermore, since this was the first Country Assistance Evaluation after the Country Assistance Policy for Morocco was formulated in 2012, it is expected to provide new insights to Japan's assistance policies for the Middle East and North Africa regions after the "Arab Spring".

1-2 Evaluation Target

The targets for this evaluation are Japan's ODA policies for Morocco.

The Government of Japan has conducted the following evaluations in Morocco: Evaluation of the water resource development sector in Morocco in fiscal 2003, a joint evaluation with the United Nations Children's Fund (UNICEF) in fiscal 2004 and the Country Assistance Evaluation of Morocco in fiscal 2006. Since the evaluation period for the previous Country Assistance Evaluation (in fiscal 2006) was between fiscal 2000 and fiscal 2005, the evaluation period for this evaluation is between fiscal 2006 and fiscal 2014. For the target evaluation projects, the projects launched, implemented and completed in the period between fiscal 2006 and fiscal 2014 were evaluated in this evaluation.

An objective framework for the Country Assistance Policy for Morocco of Japan is shown in Fig. 1.



Source: Country Assistance Policy for Morocco and Rolling Plans, MOFA, the figure created by the Evaluation Team.

Fig. 1 Objective Framework of Japan's ODA Policies for Morocco

1-3 Evaluation Implementation Methods

1-3-1 Evaluation Methods

In this evaluation, Japan's ODA policies for Morocco was evaluated comprehensively from the development viewpoints, which are the (1) Relevance of Policies, (2) Effectiveness of Results and (3) Appropriateness of Processes, in compliance with the "ODA Evaluation Guidelines (9th Edition)" of MOFA. The ODA policies were also evaluated from the (4) Diplomatic Viewpoints, taking into consideration the geopolitical positioning of Morocco in the Middle East / North Africa Region and the standpoint of the national interest of Japan. The framework of this evaluation is shown in Table 1.

Table 1 Framework of Evaluation of "Japan's ODA Policies for Morocco"

		of Evaluation of "Japan's ODA Policies for Morocco"
	argets: Japan's ODA P	
	arget Period: Fiscal 200	JU - FISCAI 2014
Evaluation Viewpoint	Evaluation Item	Evaluation Content / Evaluation Indicators
Evaluation fr	om Development View	
	Consistency with the Development Needs of Morocco	 Consistency with the National Initiative for Human Development (Initiative Nationale pour le Développement Humain, INDH)² and the Sector Development Plans
Releva	Consistency with Japan's High-Level Development Policies	2.1 Consistency with Japan's ODA Charter (2003), Development Cooperation Charter (2015) and Medium-Term Policy on ODA (2005)2.2 Consistency with Japan's Assistance Policies for the Middle East and Africa
Relevance of Policies	Consistency with International Priority Issues	 3.1 Consistency with the Millennium Development Goals (MDGs) and the Sustainable Development Goals (SDGs) 3.2 Consistency with the "Deauville Partnership" 3.3 Consistency with Counter-Terrorism Policies of International Society
icies	Relevance to the Assistance of Other Donors / Comparative Advantage of	 4.1 Synergy and Complementarity with Directions (Policies, Priorities, etc.) of Assistance to Morocco of Other Donors and International Organizations 4.2 Comparative Advantages of Modalities, Schemes and Sector (Fisheries, Rural Development, Road Development, Maternal and Child Health etc.) of Japan's Assistance to Marrage.
Effectiveness o	Japan 1. Performance and Contribution of Japan's Assistance	Child Health, etc.) of Japan's Assistance to Morocco 1.1 Performance and Contribution of Japan's Assistance to Morocco (Comparison between Amount of Japan's Assistance and Budget for Development Projects, GDP and the Amount of Received ODA Assistance of Morocco, etc.) 1.2 Performance and Contribution of Japan's Assistance to Morocco in Development Issues in Japan's ODA Policies for Morocco (Comparison with Performance of Assistance of Other Donors, etc.)
of S	Effectiveness of Assistance in Priority Areas	2.1 Performance and Contribution of Japan's Assistance to Morocco in Respective Priority Areas of Japan's ODA Policies for Morocco
Appro	Appropriateness of the Formulation Process of Japan's Country Assistance Policy for Morocco	 1.1 Appropriateness of the Policy Basis for the Formulation of the Country Assistance Policy 1.2 Status of Discussions and Exchange of Opinions Between the Relevant Parties of Morocco and Japan in the Formulation of the Country Assistance Policy 1.3 Status of Cooperation and Coordination with Other Donors, International Organizations, NGOs and Other Concerned Organizations for the Formulation of the Country Assistance Policy 1.4 Status of the Use of the Results of the Country Assistance Evaluation of Morocco in fiscal 2006 for the Formulation of the Country Assistance Policy
ropriateness of Processes	Appropriateness of the Implementation Process of Japan's Assistance to Morocco	 Status of the Operation of Japan's Assistance Implementation System in Morocco and Japan (ODA Task Force of Morocco, Aid Acceptance Organizations in Morocco, MOFA, JICA Headquarters, Ministries and Agencies related to Japan, Cooperating Organizations, etc.) Ongoing Status of the Identification of Assistance Needs in Morocco (Policy Dialogue, Sectoral Meetings, etc.) Implementation Status of Efforts and Approaches in the Priority Areas indicated in the Country Assistance Policy (Method and Process of Selection of Schemes and Projects, Coordination and Cooperation between Projects, etc.) Status of Periodic Monitoring and Evaluation of Policy Implementation and Periodic Feedback of Results of Monitoring and Evaluation to Policy Implementation Status of the Collaboration and Cooperation with Other Donors (Bilateral Donors, International Organizations, etc.) and Japanese Organizations concerned (Local Governments, Corporations, etc.) Consideration of the Society and Ethnicity of Morocco (Berber Language and Culture, Gender Issues, etc.) Implementation Status of Publicity Activities (In Morocco and Japan)

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² INDH is a policy announced by the Government of Morocco in 2005 with the objective of implementing measures to address poverty and alleviate regional and social disparities, with the view that human development is a central issue. Phase 2 of the INDH was commenced in 2011.

Evaluation from Diplomatic Viewp	points
Diplomatic Importance	 1.1 Diplomatic Importance of Morocco (Strengthening Bilateral Relations in the International Arena, Importance of the Geopolitical Positioning, Sharing of Core Values, etc.) 1.2 Importance of Morocco based on the Diplomatic Philosophy of Japan 1.3 Importance of Assistance in Bilateral Relations
2. Diplomatic Impact	 2.1 Effect of Bilateral Relations (Promotion of Economic, Diplomatic and Friendly Relations, Expanding the Number of Pro-Japanese Moroccans, etc.) 2.2 Impact on the Middle East and Africa (Sustainable Development through South-South Cooperation, Contribution to the Stabilization of the Maghreb Region, etc.) 2.3 Positive Effect on the Position of Japan in the International Society (Better Understanding of Japan's Standpoints, Strengthening of Japan's Presence, etc.)

Source: Evaluation Team

1-3-2 Evaluation Implementation Procedure

At the beginning of this evaluation, a evaluation implementation plan which includes the objectives and targets of the evaluation, evaluation methods, work schedule and the evaluation framework was first formulated. The plan was completed, taking into consideration the discussions with the relevant divisions of MOFA and JICA.

Later, existing documents and information, such as information available on the Internet, the socio-economic and statistical data of Morocco, the diplomatic relations with and assistance efforts to Morocco and the Middle East and North Africa region of Japan and the trend of assistance to Morocco of other donors, were reviewed, organized and analyzed. An interview survey was also conducted with researchers studying the Middle East and North Africa, as well as the relevant people involved in Japan's assistance to Morocco in MOFA, JICA, in the local governments and the Japanese private corporations. In addition, a fourteen-day field survey was conducted in Morocco in September 2015. During the field survey, an interview survey was conducted with the Embassy of Japan in Morocco, the JICA Morocco Office, Moroccan government ministries and agencies involved in Japan's assistance, other donors and NGOs, JICA experts, Japan Overseas Cooperation Volunteers (JOCV), Senior Volunteers (SV) (hereinafter JOCV and SV are collectively referred to as "JICA volunteers") and the beneficiaries of Japan's assistance and the field survey was conducted at project sites.

Based on the evaluation results of the interview and the field survey, the data and information collected in the surveys conducted in Japan and Morocco were organized and analyzed. Japan's ODA policies for Morocco was evaluated by each evaluation item indicated in the evaluation framework and the recommendations for the planning and implementation of Japan's ODA policies for Morocco were prepared. The results of the evaluation and the recommendations were compiled in a draft report. Comments on the draft report were obtained from the relevant divisions of MOFA and JICA. This report was thus completed, taking these comments into consideration.

Chapter 2 Japan's Assistance to Morocco

2-1 Japan's ODA Policies for Morocco

The Government of Japan organized a policy dialogue on economic cooperation for the formulation of the ODA policy for Morocco in 1999 and identified priority areas of assistance. There are a total of six priority areas in the policy: (1) Assistance for the development and promotion of the agriculture and fisheries industries, (2) Assistance to the water resource development to facilitate the efficient use of limited water resources for a stable supply of agricultural and drinking water, (3) Assistance in the basic infrastructure development sector to support sustainable economic growth, (4) Assistance in the rural development sector to alleviate disparities between urban and rural areas and to reduce poverty, (5) Assistance in the environment sector to ensure sustainable development and (6) Assistance for social development.

The Country Assistance Policy for Morocco was formulated in May 2012, with a Basic Policy which is "contributing to a balanced development in Morocco and stabilization of the Middle East and North Africa," by alleviating regional and social disparities in the country and achieving sustainable growth based on a stable macroeconomic management. The Policy describes (1) Strengthening economic competitiveness and promoting a sustainable economic growth, (2) Alleviating the regional and social disparities and (3) Promotion of the South-South Cooperation as the Priority Areas of assistance.

The Government of Japan provides ODA based on the Development Issues and Assistance Programs in the Rolling Plans. These are based on the priority areas as stated above.

2-2 Performance of Japan's Assistance to Morocco

The Government of Japan began to provide assistance to Morocco in 1967 with the dispatch of JOCV. Since fiscal year of 1979, Japan has provided grant aid to Morocco in including agriculture and fisheries, rural development, construction/maintenance and maternal and child health, similarly in the forms of Non-Project Grant Aid and Grant Aid for Grassroots Human Security Projects to support socio-economic development to Morocco. Japan has also provided ODA loans to provide assistance in such sectors as urban and rural infrastructure development, water supply/sewerage and education since fiscal 1976. Furthermore, it has provided technical cooperation in various forms such as the Acceptance of Technical Training Participants, dispatch of experts and JICA volunteers, Technical Cooperation Projects and training programs in third countries.

As shown in Table 2, the total amount of Japan's assistance to Morocco from fiscal 2006 to 2014 amounted to approximately 116.2 billion yen. Between fiscal 2007 and fiscal 2011 (with the exception of fiscal 2008 and 2010 in which the total amounts of the assistance were around 1 billion yen because no ODA loan was provided in those years), the total amount of assistance per year was around 20 billion yen. Since fiscal 2011, the amount of assistance has been decreasing gradually, approximately 12 billion yen, 10 billion yen and 0 in fiscal 2012, 2013 and 2014, respectively.

Table 2 Amounts of Japan's Assistance to Morocco by Type of Assistance

(Unit: 100 million yen)

								(0		o y o,
Fiscal Year	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
ODA Loan	137.56	220.54	0	239.42	0	234.21	107.90	88.99	0	1,028.6
Grant Aid	10.61	18.80	1.04	6.97	6.72	3.67	6.35	0.14	0.30	54.6
General Project	9.72	7.82	-	-	-	-	-	-	-	17.5
Non-Project	-	-	-	-	-	3.00	6.00	-	-	9.0
Grassroots Human	0.89	1.29	1.04	0.57	0.86	0.67	0.35	0.14	0.30	6.1
Disaster Prevention/ Reconstruction	-	-	-	-	5.86	-	-	-	-	5.9
Environment/ Climate Change	-	-	-	6.40	-		-	-	-	6.4
Fisheries	-	9.68							-	9.7
Grassroots Culture	-	0.01	-	-	-	-	-	-	-	0.01
Technical Cooperation	10.34	8.28	6.98	8.83	8.02	9.56	7.48	9.34	10.40	79.2
Total	158.51	247.62	8.02	255.22	14.74	247.44	121.73	98.47	10.70	1,162.4

Source: Data for fiscal 2006 – 2013: ODA Country Data Book (Fiscal 2014, 2011 editions), MOFA, websites of MOFA and the Embassy of Japan in Morocco and information provided by MOFA (in Dec. 2015), Data for fiscal 2014: information provided by MOFA (in Feb. 2015); The data were compiled by the Evaluation Team.

Note 1: The yearly figures for Loan Aid and Grant Aid are based on the amount of assistance agreed to through Exchange of Notes (E/N) during the fiscal year. However, Cultural Grassroots and Grassroots Human Security projects within Grant Aid depends on Grant Contracts (G/C). A yearly figure for Technical Cooperation indicates the amount of fund disbursed from the budget of JICA, relevant ministries and local governments in the fiscal year. Fiscal year 2013 shows the amount of Technical Cooperation implemented by JICA while the amount of Technical Cooperation implemented by JICA is noted in brackets.

Note 2: General Project: Grant Aid for General Projects,

Non-Project: Non-Project Grant Aid,

Grassroots Human: Grant Assistance for Grassroots Human Security Projects,

Disaster Prevention/Reconstruction: Grant Aid for Disaster Prevention and Reconstruction,

Environment/Climate Change: Grand Aid for Environment and Climate Change (renamed from

"Program Grant Aid for Environment and Climate Change" in fiscal 2010),

Fisheries: Grant Aid for Fisheries,

Grassroots Culture: Grant Assistance for Cultural Grassroots Projects.

The amounts of Japan's ODA assistance to Morocco, the GDP of Morocco, the total expenditures of the Government of Morocco and the total amounts of ODA received by the Government of Morocco are shown in Table 3. The annual amount of ODA provided by Japan accounted for 3% to 12% of the total amount of ODA received by the Government of Morocco in the years between 2006 and 2014. Japan is ranked third among the bilateral donors³ in terms of the total amount of ODA provided to Morocco in the same period. As the amount of ODA received by the Government of Morocco increased between 2006 and 2014, the ratio of the amount of ODA provided by Japan to the total amount of ODA received by the Government of Morocco has been on the decrease in recent years. However, Japan has made significant contributions to Morocco as the third largest bilateral donor in the period between 2006 and 2014, as stated above.

³ ODA disbursement base, from the Creditor Reporting System, an online database of OECD-DAC.

Table 3 Amounts and Levels of Contribution of Japan's Assistance to Morocco

(Unit: Million US Dollars)

								(0	THE IVENIOUS C	o Dollaro)
Year	2006	2007	2008	2009	2010	2011	2012	2013	2014	Total
Amount by Japan's ODA	88	122	142	138	174	98	146	138	80	1,126
Morocco's Nominal GDP	65,640	75,223	88,879	90,907	90,770	99,210	95,903	103,914	107,004	817,450
Morocco Gov't Expenditures	12,173	13,699	15,242	16,556	15,912	18,088	18,441	19,711	20,164	149,986
Total ODA Received by Morocco Gov't	1,110	1,345	1,405	1,415	1,447	1,891	2,011	2,580	2,794	15,998
Percentage of ODA Funds to GDP	2%	2%	2%	2%	2%	2%	2%	2%	3%	-
Percentage of Japan's ODA Funds to GDP	0.1%	0.2%	0.2%	0.2%	0.2%	0.1%	0.2%	0.1%	0.1%	-
Percentage of ODA Funds in Gov't Expenditures	9.1%	9.8%	9.2%	8.5%	9.1%	10.5%	10.9%	13.1%	13.9%	-
Percentage of Japan's ODA Funds in Gov't Expenditures	0.7%	0.9%	0.9%	0.8%	1.1%	0.5%	0.8%	0.7%	0.4%	-
Percentage of Japan's ODA Funds in Total ODA Received	7.9%	9.1%	10.1%	9.8%	12.0%	5.2%	7.3%	5.3%	2.9%	-

Source: The amounts of ODA provided by Japan and total amount of ODA received by the Government of Morocco: Online Database of the Creditor Reporting System of OECD, the other figures: the World Data Bank of the World Bank, the table compiled by the Evaluation Team.

Chapter 3 Evaluation Results

3-1 Evaluation from Development Viewpoints

3-1-1 Relevance of Policies

Japan's ODA policies for Morocco are consistent with the development needs of Morocco, the high-level development policies of Japan and international priority issues and includes assistance in areas where Japan has a comparative advantage over other donors. Therefore, the relevance of the policies is considered high. However, a reconsideration of the Development Issues in Japan's Country Assistance Policy should be addressed in the future in order to maintain the consistency of the policies with the increasing needs of industrial development in Morocco. The main results of the evaluation of the relevance of the policies on the respective evaluation items are described in Table 4.

Table 4 Evaluation Results on the Relevance of Policies

Evaluation Item	Evaluation Results
1. Consistency	The objective of the INDH, which is reducing poverty and alleviating disparities,
with	is highly consistent with one of the Priority Areas in Japan's ODA policies for
Development	Morocco, that is the alleviation of regional and social disparities. In addition,
Needs of	Japan's ODA policies for Morocco are consistent with the development plans in
Morocco	the relevant sectors. However, reconsideration of the Development Issues in
	Japan's Country Assistance Policy is an issue to be addressed in the future in
	order to maintain the consistency of the policies with the increasing need of
	industrial development in Morocco.
2. Consistency	Japan's ODA policies for Morocco are consistent with the priority issues in
with Japan's	Japan's ODA Charter and Japan's Medium-Term Policy on ODA, i.e. "(1) Poverty
High-Level	reduction", "(2) Sustainable growth" and "(3) Addressing global issues," as well
Development	as the assistance policy for the Middle East and Africa stated in Japan's ODA
Policies	Charter. The policies are also consistent with the priority issues and the
	assistance policy for Africa and the Middle East of the Development Cooperation
	Charter.
	Japan's ODA policies for Morocco are not only consistent with (1) Human
	resource development and (2) Job creation and industrial development stated in
	Japan's policies on the international cooperation in the Middle East and Africa,
2 Consistency	but also relevant to the agenda in TICAD IV and V Yokohama Action Plans.
3. Consistency	Japan's ODA policies for Morocco include not only assistance for the
with	achievement of almost all MDGs and SDGs, but also assistance in the four key

International	priority areas of the Deauville Partnership.
Priority Issues	
4. Relevance to	Because of the similarity between the sectors designated as the Development
Assistance of	Issues in Japan's ODA policies for Morocco and those of other donors, it is
Other Donors /	considered meaningful to examine the possibility of further cooperation with them
Comparative	in those sectors. South-South Cooperation and assistance in the water and
Advantage of	fisheries sectors are among the characteristics of Japan's assistance to
Japan's	Morocco. Japan has an advantage in these areas compared to other donors.
Assistance	

Source: Evaluation Team

3-1-2 Effectiveness of Results

Japan's assistance to Morocco has made a large contribution in terms of the amount of assistance. This assistance has helped strengthen the economic competitiveness and facilitate sustainable economic growth of Morocco. It has also been contributing not only to the alleviation of the regional and social disparities in Morocco but also to the promotion of the South-South Cooperation by Morocco significantly. Therefore, it can be said that the results have a high level of effectiveness. The main results of the evaluation of the effectiveness of results on the respective evaluation items are described in Table 5.

Table 5 Evaluation Results on the Effectiveness of Results

Evaluation Item	Evaluation Results
1. Performance	
	The amount of ODA provided by Japan accounted for approximately 3 – 12% of
and	the total amount of ODA received by the Government of Morocco annually.
Contribution	Japan was ranked third among the bilateral donors in terms of the total amount
of Japan's	of assistance provided to Morocco between 2006 and 2014. These data prove
Assistance	that Japan has made a considerable contribution to Morocco.
	The Government of Japan has been steadily implementing assistance in the
	respective Development Issues in Japan's ODA policies for Morocco
	(agriculture and fisheries industries, industrial infrastructure development,
	water/environment, rural development, maternal and child health, education and
	assistance to francophone countries in Africa).
2. Effectiveness	Japan's assistance in the agriculture and fisheries industries, industrial
of Assistance	infrastructure development and water/environment has contributed to the
in Priority	efficiency of the distribution process and the increase in the water supply in
Areas	response to the increasing demand for water with the development of the
	transport infrastructure, waterworks and sewage systems, which are all the
	foundation of the industry of Morocco. It has also contributed to sustainable
	fisheries resource management. With these contributions, Japan's assistance
	has helped strengthen the economic competitiveness and has facilitated the
	sustainable economic growth of Morocco.
	Since Japan's assistance in the rural development, maternal and child health
	and education has made steady contribution to the improvement of the living
	environment for the local residents and the school attendance rates in rural
	areas, it has contributed significantly to the alleviation of regional and social
	disparities in Morocco.
	Japan's assistance to Morocco has also contributed to the improvement of the
	training capacity of the Moroccan institutions involved in South-South
	Cooperation and the establishment of networks of Moroccan engineers and
	experts and their counterparts in sub-Saharan African countries through the
	implementation of South-South Cooperation in various sectors over many years.
	In these ways, Japan's assistance has not only promoted South-South
	Cooperation by Morocco significantly, but also contributed to human resource
	development in African countries in many sectors.
Source: Evaluation	

Source: Evaluation Team

3-1-3 Appropriateness of Processes

Japan's ODA policies for Morocco have been formulated through appropriate processes to a certain extent. The implementation processes of Japan's assistance to Morocco consist of the development of a basic implementationsystem, identification of needs, project formulation through discussions with the relevant institutions in Morocco, monitoring and evaluation of projects, consideration to society, ethnicity and publicity activities. Although, issues have been identified in the information sharing, efficiency of the project formulation processes and the transparency in the project selection, it is concluded that the processes used in the formulation and implementation of the ODApolicies were appropriate to a certain extent. The main results of the evaluation of the appropriateness of processes of the respective evaluation items are shown in Table 6.

Table 6 Evaluation Results on Appropriateness of Processes

Evaluation Itam	Evaluation Popults
Evaluation Item	Evaluation Results
Appropriateness of Formulation Processes of	The Country Assistance Policy was formulated through discussions with the Government of Morocco, taking into consideration the development situtations in Morocco, measures of the Government of Morocco, the
Japan's Country Assistance	regional situations, bilateral relations between Morocco and Japan, efforts made by the international society, as well as the results of the previous
Policy for Morocco	Country Assistance Evaluation. Therefore, the formulation processes of Japan's Country Assistance Policy for Morocco were appropriate for the most part.
2. Appropriateness of Implementation Processes of Japan's Assistance to Morocco	 Although Japan has a basic implementation system of assistance, the information of Japan's ODA policies has not been shared with the Government of Morocco and other relevant donors adequately. Although efforts have been made to identify the needs of Morocco, there were concerns that these efforts were not adequate. Although projects have been formulated based on the discussions with the Government of Morocco, there is room for improvement in the efficiency of the project formulation processes and the transparency of
	 the project selection. The implementation status of each project has been monitored and each project has been evaluated by experts and implementation institutions, the Embassy of Japan in Morocco and the JICA Moroccos Office and other relevant parties, to elucidate its outputs and verify its impact. Aid Coordination among donors, including Japan, has been promoted under the leadership of the Government of Morocco and coordinated assistance including co-financing of Japan and other donors have been implemented. Financial assistance has also been provided to projects of local NGOs. The relevant ministries and agencies of Japan, the Japan External Trade Organization (JETRO), Japanese corporations and local governments have been exchanging information with MOFA and JICA as well as participating in ODA surveys and projects implemented by Japan. Japan's assistance has given consideration to poverty, gender issues and the linguistic diversity of the Berber residential areas. Also, Japan's assistance has contributed to the improvement of the living conditions of women, children and the poor in remote areas by taking measures that contribute to the alleviation of regional and social disparities. Publicity activities of Japan's ODA for Morocco have been performed in an effort to enhance recognition of Japan's ODA in Morocco.

Source: Evaluation Team

3-2 Evaluation from Diplomatic Viewpoints

Japan's assistance to Morocco is diplomatically important because of the diplomatic relationship between the Imperial household of Japan and the Royal household of Morocco, frequent exchange of visits by senior officials of the two countries, cooperation at the United Nations General Assembly and the UN World Conference on Disaster Risk Reduction, the geopolitical importance of Morocco as a stabilizing force in the North Africa and Maghreb region, the importance of Morocco in the realization of the diplomatic principles of Japan and the contribution to the strengthening of the bilateral relationship between the two countries.

Japan's assistance has also had various impacts, such as promoting an economic, diplomatic and friendly relationship, increasing the number of pro-Japanese Moroccans through the activities of the alumni of JICA's Training In Japan and JICA volunteers, sustainable development in the Middle East and Africa through the South-South Cooperation in the fisheries sector, contribution to the stabilization of the Maghreb Region and support of Japan's standpoints at the United Nations and international arena.

Therefore, Japan's assistance to Morocco is evaluated to have diplomatic significance.

Chapter 4 Recommendations

4-1 Recommendations Concerning Relevance of Policies

(1) Reconsideration of the Wording and Objectives of the Country Assistance Policy

In Japan's Country Assistance Policy for Morocco (formulated in May 2012) and the Rolling Plans (formulated in April 2015), "Contributing to a balanced development and stabilization of the Middle East and North Africa" is specified as the Basic Policy of Assistance and, in order to realize the policy objective, the following Priority Areas are specified (1) Strengthening economic competitiveness and promoting a sustainable economic growth, (2) Alleviation of regional and social disparities and (3) Promotion of the South-South Cooperation. These documents define (1) Agriculture and fisheries, (2) Establishing industrial infrastructure, (3) Water and environment, (4) Rural development, (5) Maternal and child health, (6) Education and (7) Assistance to francophone countries in Africa as the Development Issues and state that assistance should be provided while taking into consideration the cultural diversity of the areas where the indigenous Berber people reside.

Although nearly four years have passed since the Country Assistance Policy was formulated, there has not been a particularly significant change in the environment that surrounds Morocco and Japan. Therefore, the basic structure of the Basic Policy of Assistance and Priority Areas are still considered relevant. However, it is recommended that (1) the wording of the Basic Policy and Items to be Considered be improved for the better understanding of readers and that (2) the Development Issues be reconsidered since the economic growth of Morocco has increased the contribution from the secondary and tertiary industries to the GDP and resulted in a wide variety of sectoral development plans in the industry and commerce sectors.

A) Reconsidering the Wording

- In the Basic Policy, "the Middle East and North Africa" are mentioned while the country name, "Morocco" is not. This gives the impression as if assistance to Morocco is to be provided as part of a regional assistance to the Middle East and North Africa. In addition, the intended beneficiaries of the Priority Areas, "South-South Cooperation," are francophone countries in sub-Saharan Africa. By revising this expression by stating this Basic Policy as "contribution to the stabilization of the Middle East and North Africa and the development of francophone countries in Africa through balanced development and stability in Morocco" will make it easier for the readers to understand the intention of the Basic Policy of Assistance.
- In one of the Items to be Considered, the cultural diversity including the Berber language has already been addressed by the Government of Morocco with such a measure as the promulgation of a new Constitution in 2011 that designates the Berber language as an official language of Morocco. Japan has also been providing assistance in compliance with this new Constitution of Morocco when providing assistance. Therefore, the necessity to state the need of consideration to the cultural diversity of the Berber residential areas in the Country Assistance Policy is not high.

B) Re-examination of Objectives

• Stable growth in the economy is expanding in Morocco and the proportion that the secondary and tertiary industries hold in the GDP is large. In addition, the Government of Morocco is proactively seeking to attract foreign corporations and improving the investment environment. In view of these circumstances, JICA has dispatched long-term experts to the Moroccan Investment Development Agency in order to promote investment in Morocco by Japanese corporations (in the automobile and electronics industries, in particular) as well as JICA volunteers in the industry sector for human resource development. These forms of assistance are classified in the Development Issue, "establishing industrial infrastructure," under the current policy. However, the needs in the industry sector are expanding to areas other than infrastructure development, as a result of the development of the secondary and tertiary industries. When considering the shift of the needs in Morocco, it is recommended that the Development Issues be re-examined and an adequate system be designed after a thorough discussion of the medium- to long-term goals of assistance to Morocco. Additional surveys need to be conducted to identify the new focus of the industrial sectors⁴. Meanwhile, it is important for Japan to proactively offer assistance for sectors in which Japan has competitiveness for expanding business of Japanese corporations in Morocco by referring to the existing sectoral development plans of Morocco.

4-2 Recommendations Concerning Effectiveness of Results

(1) Further Emphasis on the Promotion of South-South Cooperation

Morocco has a history of practicing its distinctive form of international cooperation by the

⁴ JICA conducted the "Data Collection Survey on Private Sector Development in Morocco" in fiscal 2013, and proposed the "Project for Strengthening Human Resource Development Functions in the Automotive Industry" (The Final Report of the "Data Collection Survey on Private Sector Development in the Kingdom of Morocco" by JICA, 2014).

acceptance of students mainly from francophone countries in sub-Saharan Africa and by the dispatch of Moroccan experts. In addition, as the promotion of the South-South Cooperation has been stipulated in the amended Constitution of 2011, the Government of Morocco as a whole is making efforts to implement South-South Cooperation, bearing in mind that such efforts will give Morocco regional leadership. During the field survey, a proactive stance for South-South Cooperation was seen among the Government and other donors.

Morocco began South-South Cooperation centering on the acceptance of trainees in 1998. Since then, Morocco and Japan has jointly provided assistance to Africa. In 2003, the Governments of Morocco and Government of Japan agreed on a framework document for the "Japan-Morocco Triangular Technical Cooperation Programme for the Promotion of South-South Cooperation in Africa" in order to provide effective and efficient technical cooperation mainly to the sub-Saharan African countries. The training has been provided to engineers of mainly francophone countries in sub-Saharan Africa in the sectors including fisheries, water supply, road development, maritime transport and maternal and child health in the form of training programs in third countries. This training has led to the capacity development and the networking of the regional engineers. Since the achievement of this cooperation is highly evaluated and because of its large diplomatic impact, Japan is expected to strengthen its contribution for stabilizing the regions.

Since Japan plays the role of a supporter in this cooperation, Japan now has an issue of making its presence known. The Embassy of Japan in Morocco and the JICA Morocco Office have made strong efforts to publicize Japan's assistance to the promotion of South-South Cooperation by attending various ceremonies and being covered by the mass media. These efforts need to be continued in the future. Also, the relevant people of the South-South Cooperation in Morocco have pointed out that a follow-up assistance to the alumni of the trainings is an issue to be addressed. JICA is now in the process of considering this issue and it is hoped that a more concrete output will be seen in the near future.

(2) Combined Use of Multiple Schemes

In the education sector, Japan is utilizing a combination of a Development Policy Loan (a Project Loan for the construction of schools) and technical cooperation (for the improvement of the quality of education). This use of the combination of schemes is highly appreciated by the Moroccans and this may have an impact on the education policy of Morocco. One of Japan's efforts are the error analysis being introduced by technical cooperation, that has been presented to the Minister of National Education and Vocational Training. As part of the efforts of the technical cooperation, Japanese experts can appeal to the relevant parties in the education sector be aware of the assistance provided by Japan and improve the efficiency of Japan's assistance by working not only at the government levels but also at the fields. It is also effective to utilize the JICA Volunteers, who are in high demand at many places and in diverse sectors in the field.

During the field survey, government officials of the Ministry of Agriculture and Fisheries mentioned that it would be effective to provide technical assistance of consultants by combining it with a loan project, as a complementary project for the promotion of the loan project, in the same way as the other donors have implemented theirs. Japan has also provided assistance aiming at the synergy derived from the combined use of different assistance schemes. For example, Japan has implemented technical cooperation projects

to enhance the effectiveness of ODA loan assistance not only in the education sector, as mentioned above, but also in the agriculture sector as well. Since the synergy generated by the combined use of different assistance schemes is what both Governments have anticipated, it is recommended that projects be formulated while taking into consideration the feasibility of the different combined schemes in its project formulation for new assistance.

4-3 Recommendations Concerning Appropriateness of Processes

(1) Promotion of Information Sharing

While Japan's Country Assistance Policy for Morocco and the Rolling Plans have been formulated and disclosed, only a few members of the Government of Morocco and the donor organizations knew of the presence of such Policy, since one reason behind this issue was that there were no translations available. The World Bank, the European Union, the African Development Bank and the Islamic Development Bank, etc. are providing assistance after submitting a medium-term assistance plan that the Government of Morocco has agreed upon, which includes the amount of assistance for a period of three to five years. The Government of Morocco requested Japan to submit an assistance plan that presents Japan's future assistance to Morocco.

Since the Country Assistance Policy for Morocco is an important document which indicates the direction of Japan's assistance to Morocco, it should be translated and disclosed in order to publicize it to a wide range of people involved in international cooperation. Although the Rolling Plans does not include future projects or the project budget like the plans of other donors mentioned above, it does indicate the prospects for Japan's assistance for the next several years. Therefore, the disclosure of its translation will facilitate the dissemination of information of Japan's assistance in Morocco. Although the disclosure of the translation itself is not sufficient enough, it is considered an important first step⁵.

Further efforts are required for the provision of opportunities to exchange the information of Japan's assistance and identify the needs of Morocco. Some Moroccan officials have stated that Japan's information exchange as being provided inadequate. Information exchange is an important element in identifying Morocco's needs accurately, utilizing them in the project formulation effectively and increasing the impact of individual assistance projects. It is important to hold discussions with the Government of Morocco on the details of those opportunities and frequency to set up such opportunities. It will also be useful to consider the possibility of preparing opportunities for inter-ministerial information sharing in the Government of Morocco.

(2) Improvement of Efficiency and Transparency of Processes

During the field survey, relevant officials of Government of Morocco have stated that the project selection process took too much time and that the result of the project selection was

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⁵ In consideration of the debriefing session held at the Embassy of Japan in Morocco (at the end of the field survey for this evaluation by the Evaluation Team) and from the discussions at the third consultation meeting, a French version of the Country Assistance Policy for Morocco was released on February 2, 2016. The possibility of holding a meeting to explain its contents to the officials of the Government of Morocco involved in the international cooperation is being considered (the information provided by the Embassy of Japan in Morocco (in January and February 2016)).

unclear and the priority of Morocco differed from that of Japan. Therefore, the efficiency of the processes and the transparency of the results need to be improved.

For now, the Ministry of Economy and Finance compiles a list of ODA loan project plans once a year, while the Ministry of Foreign Affairs and Cooperation compiles the request survey of technical cooperation and grants aid projects every August and submits the compiled list and the survey results to the Embassy of Japan. The JICA Morocco Office accepts applications for JICA volunteers four times a year. Due to the need to consider and discuss the requests at MOFA and the head office of JICA, it is considered difficult to accept requests more frequently and to reduce the time required for project formulation.

Meanwhile, the Ministry of National Education and Vocational Training in charge of Japanese projects in the education sector⁶ stated that, although the time required for the project formulation had been long, this process had allowed thorough discussions on the project plans to ensure its quality and, thus, it had been a necessary period which was by no means too long. This comment indicates the importance of involving the government officials of Morocco in the project formulation process in an adequate manner. In recent years, Japan is formulating projects by having many discussions with relevant Moroccan ministries and agencies, before Morocco submits the requests for the projects. This is in order to increase the probability of their acceptance instead of just receiving lists of requests, in recent years. The use of such an approach should be continued. Also, through this process, it is important for Japan to propose project plans to the Government of Morocco that complies with the sectoral strategy of Morocco, as some other donor do, instead of just waiting for requests from Morocco.

Although the Government of Japan informs the Government of Morocco of the projects selected for implementation (from the request survey results for grant aid and technical cooperation projects and the long list of ODA loan projects⁷) by letter, it is expected that the transparency of the project selection process can be improved by disseminating the information to the ministries and agencies that submitted the requests through the collaboration with the Government of Morocco.

(3) Continuous Efforts to Strengthen Japan's Project Implementation System in Morocco

In the previous Country Assistance Evaluation (in fiscal 2006), it was recommended that the cooperation with the ODA Task Force be strengthened and the national staff of JICA Morocco Office and the alumni of Training in Japan be utilized in order to strengthen the project implementation system of Japan's assistance in Morocco. It has been confirmed that the number of staff at the Embassy of Japan in Morocco, as well as the numbers of Japanese and national staff at the JICA Morocco Office have increased slightly since 2006. However, since the transfer of work from the Paris office of the Japan Bank for

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⁶ An ODA loan project, "Basic Education Sector Support Project" and a technical cooperation project, "Project for Promoting Education with Equity and Quality (PEEQ)"

⁷ The project formulation processes for (1) ODA loan projects and (2) grant aid and technical cooperation projects are different. (1) The Ministry of Economy and Finance is the point of contact for ODA loan projects. It compiles the requested projects and prepares a long list, where the Ministry of Foreign Affairs and Cooperation submits this list to the Government of Japan every year. (2) As a general rule, the Ministry of Foreign Affairs and Cooperation compiles the results of the request survey for grant aid and technical cooperation projects once a year (in August) and submits the compiled results to the Government of Japan. However, the Government of Japan accepts requests for an important project at any time.

International Cooperation (JBIC) in 2008 has increased the workload, it is not appropriate to conclude that the implementation system has been strengthened by simply comparing the numbers of staff. On the other hand, as a result of this transfer of work, it has led to the concentration of work and improvement was seen by the combined use of the assistance schemes. It is recommended that continuous efforts be made to increase the number of staff to further strengthen the implementation system of Japan's assistance because it will make it possible to take measures for the fulfillment of recommendations of this evaluation, "4-3 (1) Promotion of Information Sharing" and "4-3 (2) Improvement of Efficiency and Transparency of Processes".

The recommendations (mentioned above), the institutions responsible, the periods necessary for follow-up and its priority are described in Table 7.

Table 7 Recommendations of this Evaluation, Institutions Responsible, the Periods necessary for follow-up and its Priority

		Name of Institutions 1					
Recommendation		In Ja	apan	In Mo	rocco	, 2	င့်
		MOFA	JICA Head quarters	Embassy of Japan	JICA Office	Period *2	Priority*3
Recommendation Concerning Relevance of Policies	(1) Reconsideration of the Wording and Objectives of the Country Assistance Policy	0	0	0	0	Short Term	0
Recommendation Concerning Effectiveness of Results	(2) Further Emphasis on the Promotion of South-South Cooperation	0	0	0	0	Mid Term	0
	(3) Combined Use of Multiple Schemes	0	0	0	0	Mid Term	0
Recommendation Concerning Appropriateness	(4) Promotion of Information Sharing	0	0	0	0	Short Term	0
of Processes	(5) Improvement of Efficiency and Transparency of Processes	0	0	0	©	Mid Term	0
Causes Frakration	(6) Continuous Efforts to Strengthen Japan's Project Implementation System in Morocco	0	©	0	0	Long Term	0

Source: Evaluation Team
*1. Responsible and Supporting Institutions:
O...Responsible Institutions, O...Supporting Institutions

^{*2.} Period: Short Term...Within 1-2 years, Mid Term...3-5 years, Long Term...5 years or more

^{*3.} Importance: @...High, O...Medium