

# Local Governance Program Mid-Term Evaluation

## Draft Report, General Conclusions and Recommendations

### January 2013

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## Acronyms

ADP	Local Development Agent
ADS	Social Development Agency
ACDI (CIDA)	Canadian International Development Agency
AFS	Communal Fiscal Administration
AMPOC	Moroccan Association for Consumer Protection and Advice
AO	Assistance Objective
ART GOLD	Local Government Support Program of the UNDP
CDCS	Country Development Cooperation Strategy (USAID)
CL	Local Collectivity
CS	Civil Society
CPEC	Commission for Equity and Equal Opportunity
CPC/CPF	Communal Performance Framework
DCL	Office of Local Government (at Provincial Level)
DGCL	General Directorate of Local Government
DAJEDC	Office of Legal Affairs, Studies, Documentation and International Cooperation (of the DGCL)
DFCAT	Office of Training of Administrative and Technical Officials
DPE	Office of Planning and Equipment (DGCL)
DFL	Office of Local Finance (DGCL)
ENA	National School of Administration
INDH	National Initiative for Human Development
GOM	Government of Morocco
GLM	Local Governance in Morocco (Canadian Aid)
IR	Intermediate Result
LGP	Local Governance Program
M&E	Monitoring and Evaluation
MEPI	Middle East Partnership Initiative
NGO (ONG)	Non-Governmental Organization
PAD	Project to Support the Process of Decentralization (French Aid)
PCD (or CDP)	Communal Development Plan
PMP	Performance Monitoring Plan (USAID)
RTI	Research Triangle Institute
SG	Secretary General
SANAD	Civil Society Advocacy Project (“support” in Arabic)
SOW	Statement of Work
TIC	Information Technology Communication
U.A.P	Support Unit of the Canadian Cooperation in Morocco (CIDI)
UNDP	United Nations Development Program (PNUD)
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USG	United States Government

## 1. EXECUTIVE SUMMARY

The principal objectives of this evaluation are to examine the performance of USAID's Local Governance Program (LGP) for Morocco at mid-course, to point out the strengths and weaknesses of the program, and to make recommendations for adjusting the program in its remaining 18 months. The results of this evaluation are intended to assist USAID in promoting one of its primary goals of strengthening democracy and good governance in Morocco. This report is the product of the work of a five-person evaluation team engaged by FHI 360. The team gathered information from September 17 to November 9, 2012, by consulting documentation; conducting 47 individual interviews at the national, regional, provincial and commune level; holding nine focus group discussions with key actors; and performing a household-level survey of 360 respondents in a total of six communes within the regions designated for LGP treatment.

According to the Strategic Framework for 2009-2013 for Democracy and Governance, USAID seeks to assist the Government of Morocco (GOM) in its efforts to improve and democratize local-level governance in order to better serve the Moroccan people. The core of its approach is to expand opportunities for citizens to participate in the governance process, to help local government institutions become more responsive to citizen needs, and to become more credible by increasing participatory practices. In addition, the program attempts to enhance the technical capability of the communes in the areas of planning, fiscal management, complaint management, communication, and transparency.

The national context for this project is complex but may be considered generally favorable to forwarding these objectives, since the GOM is on record in supporting increased participation and local government reform as indicated in the 2011 Constitution and the 2009 Communal Charter, and the majority party in parliament has adopted a platform favoring participatory local governance. The reality on the ground, however, is far different, and achieving the project's objectives necessitates a considerable change in the strategies, interests and practices of the key actors. This report analyzes this context at all levels of the political system and identifies opportunities to cooperate with the GOM in achieving results. It examines the performance of the LGP and the effectiveness of the methods it has employed.

### **Findings**

From the point of view of the quantitative measures of activities that the LGP targeted and achieved after approximately 32 months of implementation (February 2010 to October 2012), the performance of the LGP can be judged to have been fairly successful. These indicators, however, do not give clear indications of impact or results. The only indicators that do give some sense of change in the functioning of local government were the product of an opinion survey that RTI conducted after only 16 months. For a variety of reasons, these indicators do not constitute a baseline nor offer a clear picture of the quality of LGP activities and their impact on the practice of local government, nor on the views of citizens about changes in local governance as a result of the LGP program.

To get a better picture of the nature and results of these activities, the evaluation team developed three data sources (individual interviews, focus group discussions, and a household survey) and conducted field work at all levels of the Moroccan political/administrative system. The team investigated the LGP's activities and operating methods in each of the three major axes of the program: 1) the expansion of participatory practices in elected bodies; 2) strengthening the commune government's capacity to respond to citizen needs; and 3) strengthening the transparency and accountability of communal government.

The report addresses the findings of these investigations in two ways. First it presents the conclusions from the analysis of each of the programs' axes and components. Then it summarizes the conclusions by addressing seven questions that USAID asked the evaluation team to consider to help it better understand how the program has, thus far, achieved its Democracy and Governance objectives.

#### **Conclusions from the analysis of the three axes:**

- 1) The LGP was successful in introducing a large number of activities in pursuit of the objectives of each axis.
- 2) There have been a number of technical outcomes, such as the successful completion of a number of Local Development Plans (PCDs), the creation or support of Equal Opportunity Commissions (CPECs) and youth councils, and the introduction of a new fiscal administrative system, communication plans, complaint management systems, and internal audits in several communes. These activities have added to the technical capacity of the pilot communes where the LGP focused its work.
- 3) The program was much less successful in promoting expanded participation of citizens, particularly youth and women. This was due mainly to the unfavorable context and resistance of local elected officials, but also to the methods that the LGP employed in dealing with the national government— the Directorate of Communal and Local Government (DGCL), the Provincial Government (DCLs), and elected officials at the communal level. These methods weakened the impact of the program and its overall goal of improving local government and building closer relationships between government and its citizens.

#### **Responses to Seven Questions Posed in the Scope of Work**

1. How effectively did the program's activities targeting communes contribute to achieving the AO of increased participation of citizens, especially youth, in governance?

The mechanisms and activities supported by or created by the LGP did enhance the organizational capacity of citizens at the local level. At the same time, however, they did little to expand participation in local governance. This was due to the fact that expansion of meaningful participation required fundamental changes in the behavior, practices and culture of local elected officials that the LGP has been unable to effectively address in the short time it has operated in the targeted communes.

2. To what extent was the program design suitable to address the needs of the targeted beneficiaries? To what extent will LGP interventions be useful for regionalization plans?

The LGP confronted two major issues that weakened its impact and performance. First, the context for reform through greater citizen participation was very unfavorable both from the point of view of elected local officials and from the view of citizens, particularly youth and women who had negative attitudes toward commune-level governance. This meant that the overall strategic objectives of the program were overly ambitious given the project's staff, resources and time. Second, the design of the LGP did not sufficiently consider these constraints and elements of resistance, and the methods that the LGP adopted did not sufficiently address them. While the design did emphasize the involvement of local elected officials, the LGP chose to focus its work on small numbers of largely technical officials. In addition, it did not sufficiently emphasize the need to form strong partnerships with both national (DGCL) and provincial- (Governors and DCL) level authorities.

Question 6 below offers a partial response to this second question. Although the details of Morocco's advanced regionalization plan are not yet known, it is likely to involve two aspects in which the LGP and future USAID and D&G programs can assist. First, it must promote further decentralization to make the regional and provincial levels of government more effective. Second, it must make these levels more participatory and more closely linked to the needs and wishes of the citizens. The LGP and USAID can assist in focusing more attention on the provincial level, and in developing more effective links between this level and the communal governments.

3. Do targeted beneficiaries (including local government officials, civil society organizations and youth groups) feel that the program activities helped institutionalize broader civic participation as well as improve commune performance, transparency and communication? What activities should be modified, expanded, added or eliminated to improve program effectiveness?

Opinions on this issue varied widely. Local technical staff expressed satisfaction with their own skill acquisition and improvement of the commune's planning capacities. Some respondents expressed approval for the efforts to improve accountability, conflict management and transparency of the target communes. At the same time, many of the participants and intended beneficiaries were critical of the functioning of the communal government and felt that little had changed, and that new, more participatory practices by communal government were far from reality. Our analysis revealed that this was mainly due to resistance— and in some cases open opposition— on the part of local authorities, but also due to the LGP's choice to emphasize technical capacity building with a small number of actors while devoting insufficient attention to the interests and strategies of local elected officials.

4. How sustainable are the activities targeting communes? Will activities, systems and established relationships continue to be active and operational past project completion?

Sustainability will depend to a large degree on forces and decisions beyond the control of the LGP and USAID, such as the current administration's vigor in implementing its participatory development strategy and the results of the local government elections. Sustainability is also conditioned by decisions that the LGP made the first phase of its program. To this point the program has focused on

structures rather than on the principal players and these structures such as youth councils and complaint management committees). It was also the case with CPECs, although having a legal institutional status they depend heavily on the interests of elected local officials, mainly commune presidents, and not necessarily enforced. This has affected sustainability of LGP's activities and made their impact less certain.

5. How has donor coordination or lack thereof, affected the efficiency and overall sustainability of LGP activities? How can the LGP effectively avoid duplication of efforts?

There is little coordination either by donors or by the GOM. Local government reform projects, such as the Canadian GLM, operate and terminate with little or no coordination with other programs, such as USAID's LGP. This lack of cooperation has made it more difficult for the LGP to plan for the integration of provincial-level agents (the ADPs). Donors initiate their own planning priorities based on their own criteria, and this may contribute to less-harmonized aid development across the entire country. Thus far, there is no mechanism among donors that can help avoid duplication or overlapping of efforts.

6. To what extent are LGP activities necessary for achieving the USAID Democracy and Governance objectives of improved government-citizen engagement?

USAID's overall assistance objective in Democracy and Governance in Morocco implies a transformation of the behavior and culture of local politics and an expanded role for citizens; the effort required to achieve these objectives exceeds USAID's staffing, resources and time commitment. The focus on conducting experiments in a very small number of communes, with the promotion of participatory mechanisms almost exclusively at the commune level has, thus far, made a very limited impact on USAID's development objective of expanding citizen participation.

Local governance reform and the improvement of decentralized governance in Morocco remains an important objective for the future political stability of this country, and USAID should continue to support this process in ways that are within its manageable interest. The project of advanced regionalization offers USAID the opportunity to do so by reorienting the current LGP and future D&G programs toward improving the coordination and participatory process at the provincial level, encouraging and assisting the DCLs to engage elected officials at the commune level, and motivating the DCLs to adopt more representative and participatory governance practices.

7. To what extent has the project developed and implemented sustainable measures to ensure women's participation in local governance?

Thus far the LGP has had very little impact on expanding the participation of women either as elected officials or in a variety of LGP activities and mechanisms at the local level. There is as yet no structure for coordinating the input of elected women in local decision-making, and structures like the CPECs, have been institutionalized and accorded legal status as per article 14 of communal charter of 2009, but they play more a consultative role and don't have a de facto autonomy from commune officials.

## Recommendations

Each section of the report dealing with the three axes (sub-IRs) of the LGP offers a number of specific recommendations for improving performance and the impact. The overriding message of this evaluation, however, can be summarized in one proposition and in two recommendations.

**General Proposition:** Local government reform is, naturally, a political matter. Any design of the program to assist in the reform process must make this a central concern and offer a strategy for dealing with the political factors that will arise in attempting to change the behavior, practices and even the culture and values of local political actors.

**Recommendation 1:** The LGP should concentrate on working with the principal actor in local government—the local elected official. The report suggests some ways in which local officials can be encouraged to alter their own strategic interests and become more effective partners in the strengthening of local government, such as introducing, with the active support of the DCL, a set of specific activities that will illuminate the possibilities and benefits of sharing management decisions and building popular support. The focus on creating new participatory structures and even on improving management practices such as communication strategies, complaint management facilities, and fiscal management and auditing structures, will only succeed if they can gain the support of these local officials.

**Recommendation 2:** The LGP should create a platform to facilitate communication and cooperation between local officials and the provincial agencies of decentralized governance, the DCL, and with its field personnel, the Provincial Development Agents (ADP).

This mechanism can both improve technical development activities at the local level and help infuse them with a more participatory approach. This arena of consultation and cooperation can help bridge the gap between more local autonomy and the gradual transition to less top-down oversight (*tutelle*) on the one hand, and more competence and good governance practices on the other. In its remaining time the LGP can begin to lay the groundwork for helping the DCL become the key player in the promotion of better governance between local elected officials and governments at the regional and provincial levels.

## 2. Introduction

This report presents the results of a midterm evaluation of the Moroccan Local Governance Program (LGP). The program, financed by USAID, began in February 2010 and is expected to conclude in September 2014 (EPP-1-08-04-00037). The midterm evaluation was conducted by FHI 360 (under contract 4345-06-10) from September 17 to November 15, 2012. The Government of the United States, through USAID, supports the Government of Morocco to become, “a well-governed, democratic and prosperous Morocco that meets the needs of its people, especially youth.” The Results Framework for

2009-2013 (see Annex 2) set its first Assistance Objective (AO) as, “increased participation of citizens, especially youth, in governance.” Based on this objective, USAID emphasized the role of citizen participation in promoting democratic local governance in Morocco.

Within this broad AO, USAID defines the Intermediate Result 2 (IR2) as, “more effective and accountable local government.” Subsequent sub-IRs include, “more effective representational bodies,” “improved capacity of local government to respond to citizen priorities,” and “increased transparency and accountability.” The strategic objectives of USAID are twofold: increase citizen participation and strengthen the communal government’s capacity to respond to citizens’ demands.

According to the Scope of Work (see Annex 3), the objectives of this evaluation are:

- Provide the Mission with concrete evidence regarding the extent to which the LGP is achieving its goals at all levels of the Results Framework.
- Recommend modifications to the program and its management structure.
- Inform how the Mission will (if at all) support Moroccan regionalization efforts.

The results of this evaluation will help orient the Democracy and Governance activities of the USAID/Morocco Mission and, in particular, its Youth and Democracy Office. It will also help to determine the Democracy and Governance objectives and programming for the period 2013-2018.

### 3. Challenges

It should be noted that this evaluation took place after about 32 months of project implementation with about one year and half remaining. This was admittedly a short amount of time in which to implement the wide array of program activities that the LGP was mandated to do in an uncertain and difficult environment. It has also become clear that political events particular to the capital region of Rabat-Salé made implementation in that region difficult if not impossible.

From the point of view of the evaluation, several methodological issues arose regarding the analysis of results that could be attributable to the LGP treatment. First, no baseline existed against which changes could be compared. The fact that the project had gone on for 16 months when the initial RTI opinion survey was conducted, and 32 months when the evaluation and our own survey took place, made the comparison of data from these two sources problematic. The decision to use the two Rabat-Salé communes as “controls” given the near-total absence of LGP activities in them was a second-choice strategy, since this region differed significantly from the other experiential communes targeted by the LGP in its first phase, and had been the subject of other governance projects including a USAID project for non-governmental association capacity building.

### 4. Evaluation Context

#### General Context

Modern-day Morocco is a vast construction site undergoing transformation at both the political and institutional levels as well as at the economic and territorial levels. The February 20 Movement led to a new constitution in July 2011 that has defined new directions for public action toward a redefinition of

the missions, functions, and positions of the strategic players of the State, in this case the local authorities. As a result, the Moroccan government is being challenged to come up with organic laws that will direct political and institutional life in the coming decade. A new law on the regions will appear within a few months, and the law that will define the roles of the territorial actors will follow soon after. These laws integrate the different policy projects underway and should clearly define the organizational structure and assure a shift toward new political directions for the State. Public actors will be required to gradually implement the tools of modern local public management through a strategic approach that takes into account the unique features of the Moroccan political and institutional context.

Although Morocco was able to weather the Arab Spring without destabilizing its social cohesion, its institutional arrangements and political system are nevertheless at risk if it does not respond to social demands that are becoming ever more insistent.

The current government, formed in the legislative elections of 2011, has opted for a strategic approach that will try to modernize the modes of public action and of State structures. Because of this, the question of local governance is becoming one of the priorities of the Moroccan government in terms of being able to bring about decentralization of public policies that comprise the institutional and organizational prerequisites for advanced regionalization in Morocco.

### **Context of Local Governance in Morocco**

Today, elected officials are being put to the test: law 78-00 of 2002 elevated the status of elected officials. The new roles assigned to local elected officials, plus the maneuvering room granted by the law, places elected officials at the center of a process of change that was, until now, initiated at the level of communal administration. In the midst of so much political and institutional change, the roles and authority of elected officials in local development are felt to be increasingly urgent. This underlies a repositioning of these key players in local government in relationship to the economic, social, and political contexts at hand.

In 2009, there appeared two laws with important bearings on administrative, managerial, and socio-economic conditions. These were Law 17-08 and Law 45-08, both published in the Official Bulletin dated February 18, 2009.

- The new Communal Charter: Dahir no. 1-08-153 dated the 22nd of Safar 1430 (February 18, 2009), addressing the promulgation of Law 17-08 modifying and supplementing Law 78-00 addressing the Communal Charter, as modified and supplemented;
- The Organization of the Finances of the Local Authorities and their Groupings: Dahir no. 1-09-02 dated 22nd of Safar 1430 (February 18, 2009), addressing the promulgation of Law 45-08 relating to the organization of the finances of the local authorities and their territorial units.

In effect, the local authorities, and especially the communes, are henceforth called upon to assign ranges of efficiency and flexibility, along with a clarification of the missions and the tasks incumbent on the players therein, specifically the President, the Secretary General of the commune (with function indicated and limits of action clarified) and those of the President's Deputies.

The two laws referenced above revise the law dating from 1967 and cover two important sections of commune management. One, the review of the commune administration procedures and a clarification of the jobs within the commune through a new Charter; and two, the new accounting and financial organization of the local authorities and their groupings. As a result, the organizational (procedural and

structural) dimensions are the primary concerns of the communes as they work to support decentralization and administrative deconcentration.

The jobs in the commune are being diversified, but the ability to effectively administer local finances and to improve how they are used is at stake. The development of the commune is a goal that structures the budget and the resources significantly. Local taxes are a lever for raising the funds that are essential for financing the local services. The elected officials are now assigned a variety of areas that they must administer efficiently with limited resources (urban management, trash collection, roadways, transportation, water purification, health, security, hygiene, etc.).

### **Strategic Directions of Local Governance in Morocco**

Facilitating the work to be accomplished by the local entities in Morocco and developing their institutional and organizational capacities will constitute a leading concern in the dynamics of change to which the commune must respond by 2015. Participatory strategic planning, multi-year budgetary planning, local tax reform, and the development of communal communication and information systems are the major instruments for current reform. They will be introduced into the communal administration to enable the Communal Development Plan (PCD), which will meet the needs of the local population in a concrete fashion.

These strategic management mechanisms are new. It is appropriate for elected officials to make use of them and explore them. In this regard, the directions of the General Directorate of Local Government (DGCL) to the officials who administer the local entities are justified.

According to the conclusions that our evaluation team drew from direct interviews with DGCL officials, and from the speech delivered by the DGCL's Wali Director General at the LGP seminar held in Rabat on October 11, 2012, the DGCL's primary governance strategy is to develop good governance practices in the management of communes and other territorial subdivisions (regions, provinces, prefectures and communes) and to provide for these structures the following: strategic planning tools needed to carry out local-level plans through the development of a system of organization of communal information; tools for mastering the strategic budget and the multi-year budgetary programming; and systems for checking, monitoring, and risk management. These are steps that the DGCL hopes to accomplish while waiting for the draft law on regionalization, which is expected to be high on the government's legislative agenda in 2013.

The DGCL plans to implement methodological responses and practices for these new reforms, which are established and articulated around the following axes:

1. Strategic planning (the Commune Development Plan/PCD);
2. Multi-year budgetary programming (sliding three-year communal budget);
3. Communal tax reform;
4. Administration based on the results (use of performance indicators by the communal administrative services);
5. Development of a logistical administrative approach and practice within the commune (administration of physical and informational flows and the like);
6. Survey of the holdings and of assets and receivables;
7. Evaluation and audit of the communal administration programs and operations.

The operational question is whether and to what degree the DGCL can effectively concentrate its resources to achieve these objectives, and how it will direct its decentralized agency, the DCL, to do so.

The LGP operates in a context characterized by transformations that affect structural and organizational aspects of the strategic machine of the State of Morocco at every level, from the central to the local and from the all-encompassing to the sector-specific. It made choices during the first two years (2010-2012) according to operational strategies and through a targeting approach that deserves to be adjusted and updated at the level of its functioning modes, so that in the years to come it will adequately meet, via an array of activities, the goals of the USAID policy in Morocco.

## 5. Methodology

This evaluation adopts the approach of strategic analysis in order to understand the interplay of factors that contributed to the relative strengths and weaknesses of the Local Governance Program. A strategic approach attempts to understand and deal with the interplay of three elements: the complex nature of the context; the evidence gathered from the field through the use of multiple data collection tools; and the strategies of the actors concerned. In the case of this evaluation, the interplay of the strategies of USAID, the project (LPG/RTI), and of the government (DGCL) help explain the degree to which the project is meeting its declared objectives.

The evaluation team's strategic analysis of qualitative and quantitative data included: a review of documents, face-to-face individual interviews using a semi-structured interview guide; focus group discussions; and a household survey of the general population in the project zone. The results of each of these methodological tools were analyzed separately, and then triangulated to produce overall findings. This approach permitted the team to address five of the seven questions and the three major components of the project.

The Scope of Work highlighted the need to assess the views of all categories of beneficiaries with specific regard to the sub IRs (civic participation, commune performance, commune transparency and communication). Accordingly, this evaluation relied heavily on the views of the people directly involved with the program, as determined in both individual interviews and focus group discussions. The three principal field data gathering tools employed in this evaluation were:

- Key Informants – forty-seven (47) individual interviews were conducted with a range of officials from the national to the local level, field project personnel, technical service personnel at the provincial and communal levels, and elected officials. In addition, members of civil society associations, particularly from youth and women organizations, were interviewed (Annex 4 and Annex 9).
- Focus Group Discussions – nine (9) focus group discussions were held with members of civil society, elected officials, technical service personnel and women (Annex 5 and Annex 8). Three of these focus groups involved only women participants in an effort to allow women to contribute their ideas and perspectives more freely.
- Household Survey – The team interviewed 240 randomly selected members of households in four communes where the LGP had conducted activities, and 120 members of households in

two communes where very little if any treatment by the LGP had taken place. The objective of the survey was to present a picture of how ordinary citizens felt about their local government, how they related to the LGP's activities and how involved they were in public affairs (Annex 6). The survey, however, was limited in terms of comparing the responses in the intensively targeted communes with those in the "control communes." This is because a number of demographic and environmental factors were not controlled for and the communes selected for the control had somewhat different social and economic characteristics due to their proximity to the capital, Rabat. In addition, our sample was not purely random. Rather it was randomized, using a table of random numbers (i.e. Kish tables) within purposive sampling (the choice of communes with high levels of project activity, and the limitation of respondents to the targeted populations of the program—youth and females). If anything, this purposive sampling should have yielded respondents more familiar with and involved in the activities of the LGP than would have been the case for a purely random population.

Program performance was first analyzed using data from program reports and its Performance Monitoring Plan (PMP). This analysis established the degree to which the program's activities met targets and corresponded with the Results Framework in quantitative terms. The main aspects of analysis were:

- Content analysis of data gathered in the focus group discussions. (Annex 5.3)
- Analysis of individual key informant interviews regarding the program's methods and impact, and of the informant's general satisfaction with the program's efforts. The interviewer's notes and digital recordings of responses were reviewed by the team leader and in team group discussions. (Annex 5.2)
- Survey data was coded and entered into a database under the supervision of the team's methodology expert. Data analysis was facilitated through the use of SPSS v20. Initial findings are found in Annex 6. For the purpose of this report, the analysis of the household surveys plays a small but important role in the triangulation of data. It contributes to a better understanding of the context in which the program operates.

## 6. Findings

This section analyzes the degree to which the LGP is meeting its objectives and how they correspond with the objectives of USAID.

In the PMP, the LGP organized results and activities under the following headings: AO 1: Expanded participation of citizens; IR 2.1: More efficient and responsive communes; IR 2.2: Strengthening commune government capacity; and IR 2.3: Greater transparency and accountability of communal government. The PMP and the program refer to these three IRs as "directions" and to its specific activities as "components."

## Activities

According to the activity data produced by the LGP, the program undertook 231 activities between February 2010 and September 2012. Most activities were conducted to support the Commune Development Plan (55 activities) and to support youth organizations (49 activities). (Annex 7) Other areas of activity with significant frequency were: communal communication (29), complaint management (20), internal audit (17), and training of elected women (17). Activities were concentrated in four partner communes; El Jadida (61), Safi (55), Sefrou (40) and Fes city (18) (See Annex 7).

Although project resources were concentrated in these communes, there was also a dispersion of effort in eight additional communes, and dozens of other communes where only one activity, usually support to the Communal Development Plan, was undertaken (See Annex 7). Some of these activities involved communes in group training, awareness sessions, and forums.

### Performance Review as Indicated by the Program Performance Monitoring System (PMP)

#### AO 1 Expanded participation:

- The number of actions taken by the commune that favor participation of citizens, especially youth (target exceeded).<sup>1</sup>

#### IR 2 More efficient and accountable communes:

- Citizens express more confidence in their commune and think that the commune is institutionalizing participatory practices (see note: about 30%, no baseline).<sup>2</sup>
- Progress on actions defined in Communal Development Plan (below target).

#### IR 2.1 Participatory practices in elected bodies (IR 2.1.1 to IR 2.1.4):

- Measures associated with specific activities generally met or exceeded targets.
- The percentage of elected women actively participating in local affairs (data unclear).
- Number of participatory mechanisms (at target).
- Support to NGOs (below target).
- Involvement of youth (above target).

#### IR 2.2 Strengthening commune government capacity (IR 2.2.1 to 2.2.5):

- 30% of citizens say that the commune's response to their needs has improved.<sup>3</sup>
- The number of communes adopting a Framework for Commune Performance (CPF) (below target).
- The number of functioning Commissions for Equity and Equal Opportunity (CPEC) (below target).
- The number of people trained in management, taxes or decentralization (at target).
- The number of communes with operational plans to increase revenue (below target).

#### IR 2.3 Strengthen transparency and accountability of communal government (IR 2.3.1 to 2.3.6):

- 35% of citizens surveyed agree that the commune communicates more with the public.<sup>4</sup>
- Communication Strategy developed (below target).
- The number of specific communication actions (below target).

<sup>1</sup> Not clear what is counted or how this is coded

<sup>2</sup> Local Governance Programme: Performance Monitoring Plan: Rapport d'analyse des résultats du Sondage auprès des citoyens, November 2011.

<sup>3</sup> Ibid

<sup>4</sup> Ibid

- Staff anti-corruption training (above target).
- Ethics initiatives (above target).
- Functioning internal audit (below target).

### **Quantitative Assessment of Performance**

Based on the objectives and goals set out in the PMP, the program has achieved (targets versus actual achievements) about half of its indicators. Another four indicators produced very positive results (based on a survey of direct beneficiaries). The results of one indicator on the participation of elected women in local affairs were unclear.

This PMP review is a quantitative analysis of where the LGP stands after approximately 32 months of operation (February 2010 through October 2012) with approximately 20 months left. Clearly the LGP undertook numerous activities in its attempt to further the objectives of USAID/Morocco and its own contract. In purely quantitative terms the number of activities achieved seems satisfactory for a program at this stage of its implementation.

For the most part, however, the indicators employed measured activities in terms of outputs. The opinion survey of program beneficiaries conducted in October, 2011, after approximately 16 months of program treatment, involved several questions that can be interpreted as measures of impact or results. The survey contained two questions (for IRs 2.2.1 and 2.3.1) that indicated that aspects of local governance have improved (responsiveness and communication). For a number of technical reasons, however, this survey did not permit the evaluation team to draw conclusions about the impact of the program on the general population of the communes treated. Specifically, the RTI opinion survey was conducted in a non-random population of direct beneficiaries of program activities. It was, for the most part, self-administered. For these reasons it could not be considered a baseline, nor could it be seen as a statistically valid method for examining the opinions of the broader population of the communes in the study.

It is also difficult to draw conclusions from the PMP reports about the quality of a number of the activities undertaken due to the absence of clear definitions of several of the key indicators, such as “participatory mechanisms,” and “actions taken by the commune that favor participation of citizens.” For example, to what degree did the “participatory mechanisms” actually expand citizen participation? For these conclusions, the evaluation turns to an analysis of field work data, including interviews with key respondents, focus group discussions and a household-based citizen survey.

### **Qualitative Assessment of Performance**

#### **General Outline of the Field Results**

After the field survey and the collection of information from different data sources, the evaluation team developed a number of comments about the type, the convergences, and the divergences of results:

- At the level of project goals, the results diverge from one region to another for several reasons and for causes specific to each region.
- The targeted regions did not benefit from the same quantity of activities, which made some data stand out as divergent within a single component of the program.

- The Rabat-Salé region did not benefit from the program activities in the first two years, outside of some activities in the rural commune of Ameer, which is located in the peripheral area of the Salé Province.
- Focus group discussions conducted by the evaluation team had a tendency to focus on the negative results of the program and attainment of its goals. Direct interviews with the key resource persons were less critical, but often revealed some difficulties in the methods employed by the program in the target regions.

By examining the LGP's operating modalities in the different regions, and by better understanding the different players' strategies, the evaluation team was able to assess the strengths and the weaknesses of the program as well as the opposing forces facing the LGP, and has developed some recommendations for improving the program. (See recommendation section).

The three program components corresponding with IR 2.1, 2.2 and 2.3 will each be analyzed separately in subsequent sections. The analysis addresses both the activities and the methods used to carry them out, and explains in greater detail their impact.

## **Observations**

### **a. The activities to support the PCDs**

According to Article 36 of the Communal Charter of 2009, the PCD(s) constituted the DGCL's highest priority. The commune presidents were expected to prepare Communal Development Plans that would incorporate citizens' expectations regarding local development projects. The Local Government Directorate of the Ministry of Interior— the DGCL— provided a guide with instructions on how to produce this document. To effectively include citizen expectations, the commune must conduct a participatory diagnosis, and engage the participation of different population segments. By 2010 it became clear that many communes still were unable to prepare their PCDs while relying on their own capabilities, and instead relied on paid consultants. While this approach was effective in producing a plan, it often didn't strengthen the capacity of the commune or broaden participation. It was also often beyond the financial means of many communes. To rectify this situation, the LGP offered training and coaching to about forty communes. These communes were able to prepare their PCDs during 2011 and most of the communes assisted had their plans approved by the local government councils.

The LGP approach was designed to focus on "learning-by-doing," and to build the technical capacity of communal officials to improve their planning and budgeting skills. The data collected in the evaluation team's field work revealed that this approach did broaden public involvement and the involvement of decentralized public officials at the DCL level in the first phase— the diagnostic process. However, the field interviews showed that the actual number of people involved in the second phase varied greatly, and in some instances only involved a small group of local officials and council presidents; often, most of the elected local council members were not involved. This process did allow the assisted communes to successfully develop their PCDs and most were subsequently approved by their communal councils. As such, the PCD process is more clearly a marker of strengthened commune-level government than of expanding participation. Not surprisingly, the LGP's PMP categorizes the PCD process in IR 2.2— Local Government Capacity Building.

One problem revealed by the field work is that in some cases the PCDs were not workable because they were unrealistic, with little or no correlation between their plan and the resources available to execute

it. The LGP staff sees this as an ongoing learning process towards the gradual improvement of local planning skills, and in 2012 launched Phase 2 of the PCD process, which includes a monitoring and evaluation system. At the time of this evaluation the Phase 2 system was in its early stages.

#### **b. The activities concerning the CPECs**

The process of participation through the CPECs is mentioned in the Communal Charter. Furthermore, the president of the commune can create a commission of parity and equal opportunity on his/her personal initiative and be its president. This committee would assure participation of the different points of view within the commune to facilitate the preparation of public policies. In theory, these committees play a consulting function for leaders of the communal council, and as such they are called upon to play a decisive role in promoting broader participation in local governance.

Through September 2012, the LGP had assisted six communes in creating their CPECs and was able to reinvigorate several others that had never been functional. To integrate the CPECs in the consulting process, the LGP focused on training activities for CPEC members. This program involved three training programs and the development of a curricular tool kit that is now being finalized and tested. As of the time of this evaluation, the LGP has provided technical training to 100 CPEC members. Responding to community requests, the LGP even assisted with the creation of a CPEC in the commune of Aneur, outside its area of intensive work.

In time, CPECs could significantly increase local government responsiveness and broaden participation in its activities. Field interviews have pointed to a number of problems that will have to be addressed in order to meet these goals:

- First, the training and coaching that the LGP provided were useful in the creation of CPECs, but do not appear to have been guided by a long-term perspective. Many CPEC members expressed that the training undertaken by the LGP was insufficient, and voiced a need for more guidance and coaching.
- Second, focus groups revealed a strong resistance on the part of some local government officials, who viewed CPECs as infringing on their prerogatives and authority. While the LGP encouraged local authorities to work with the newly formed CPECs, it did too little to coach them in their potential role toward a more participatory local governance structure.
- Interviews conducted through this evaluation revealed that the majority of the CPECs remain marginalized by the elected officials. In fact, the CPEC doesn't play an independent role. It is also important to note that according to the LGP's records of its training sessions, the majority of CPEC members trained by the LGP have been men.

#### **c. Youth councils and other activities involving youth**

Integrating the youth in local public affairs and encouraging them to participate actively in the commune is considered a strategic goal of USAID and hence of the LGP. From the beginning the LGP has focused a great deal of its energy and activities on youth participation in public policy, and has encouraged young people to feel that they have a stake in local public decisions. During the first period the LGP organized 49 activities to establish a platform for dialogue between communes and youth. It has worked with youth associations, held large forums where youth leaders could express their views, and assisted communes in forming youth councils. The latter has been very difficult, because our interviews showed

that youth do not trust the communal administration and do not feel that they can participate in an institution that is so far removed from their concerns and their expectations.<sup>5</sup>

The LGP approach has been to encourage the communes to make a place for youth around their own interests, such as sports facilities. In the urban commune of Safi, for example, elected officials partnered with the youth council to organize activities and events. In Fes, involvement of youth in the management and maintenance of their own sports facilities is potentially one of the most successful participatory mechanisms. The communal council there has already programmed this decision into the agenda of its next annual program. It should be noted that this case remains exceptional.

In some other communes, youth councils have conflicted with commune councils and presidents over the selection of youth council leaders. Here again, some local government officials resent their perceived loss of power at the hands of young people, whom they do not deem fit to deal with public affairs.

#### **d. Involvement of women**

The LGP adopted two approaches to achieving a higher level of participation of women in local affairs: improving the skills and leadership of women elected to local government councils, and a cross-cutting approach of inserting gender considerations into all of its activities. According to the all-female focus groups (involving both elected women and women mainly involved in NGOs), the training program for women representatives does seem to have encouraged a creation of informal networks that have promoted information sharing. But participants in these focus groups also repeatedly stated that they did not feel integrated into the life of the commune.

Although the LGP has encouraged elected women to play a bigger leadership role in local affairs, these women expressed that they have achieved very little thus far in terms of changing their roles in public life. A number of women also raised considerable criticism of the LGP training program for women leaders. Some expressed that training was lacking in the instruction of practical skills that they could use to leverage a role for themselves, and was instead focused more on personal style and presentation.

The second approach—integration of gender consideration across all activities at the communal level—was not always respected, and did little to integrate women more fully into public life. Some of those interviewed raised questions about the gender equity aspect of the CPEC mechanism, which appears in some cases to be dominated by men and by allies of the council president. Given the historical and cultural contexts of exclusion of women from public roles, these results are not surprising.

#### **e. Activities for Broadening Participation**

This section analyzes the methods employed by the LGP to increase program participation. Our analysis focused on all three levels of the Moroccan political/administrative system: nationally, (principally the DGCL); the decentralized administrative level, mainly provincially and including prefects and the DCLs; and the local commune government. The most common critique that the evaluation team heard regarding the first two levels was that the LGP operated with little coordination with officials and technical staff. The field study revealed that the LGP adopted multiple methods that were effective only some of the time. This shortcoming is not directly due to poor functioning of the LGP but is primarily

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<sup>5</sup> Our survey of youths and women in the general population showed that trust in and support for local government was very low for all categories of respondents and not just for youth. See Annex 6.

related to the context within which the program works, and to the strategies of the players in the relevant regions.

To implement the activities related to the “participation” component, the LGP team chose to support communes that requested assistance in developing their PCDs. The PCDs preparation guide detailed a participatory process, by which the technical teams of the commune could include input from citizens for future development plans at the commune level. This afforded the LGP the opportunity to cooperate with the targeted communes in order to incorporate training, guidance, and coaching within the PCD process as a whole. It also provided an opportunity to work closely with provincial level authorities (DCL) and decentralized technical services.

For a variety of reasons, the LGP chose to conduct the initial phase of the PCD with little involvement of the DCL. Closer involvement of the DCL would have not only established a better and more effective relationship to the decentralized government authorities, but it could have also yielded better information, since the DCL possessed in-depth knowledge about the real needs of the communes. Subsequently, the LGP approach to the development of the PCDs focused mainly on providing technical assistance, training and coaching using its own management staff, including its sole regional managers for Fes and El Jadida, as well as contracted consultants and trainers. This decision was probably driven by the lack of sufficient personnel at the provincial level until mid-2012, when a new corps of provincial agents— the Provincial Development Agents (ADPs)— became available following the completion of their training.<sup>6</sup>

Despite the fact that the LGP chose to work in its first phase with a very limited number of “pilot” communes, the number of staff available to provide close support as well as adequate monitoring and evaluation was still insufficient to assure continuity and accumulated learning.

Once the ADPs were in place, they expressed that they had difficulty working with the LGP staff both because the methods they had been trained on for supporting the PCD process differed from those promoted by the LGP, and because they did not feel included in the LGP’s planning and decisions. The ADPs interviewed complained that the training approach employed by the LGP consultants was excessively theoretical and insufficiently based on real-life practice.

As for the LGP personnel, the staffing model did not allow sufficient time and resources to station long-term agents; specifically, there was not enough time and effort allowed to LGP staff to foster meaningful participation at the local level. LGP consultants frequently worked with a very limited number of local actors, usually commune presidents and general secretaries, and with some commune technical staff; elected council members were rarely involved. Some CPEC members, for example, expressed the need for more guidance and coaching in order to master the tools needed to maintain momentum.

In addition, interviews with local officials pointed to the problem of long intervals between contact with LGP staff and trainers, resulting in limited accumulation of knowledge by the commune-level actors.

As for its work with young people, the LGP’s limited staff did succeed in helping to create youth councils, but they were insufficient to affect local government practices and attitudes; elected officials and

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<sup>6</sup> The ADPs were an innovation of the Canadian Local Governance Project (Projet de Gouvernance Local au Maroc-- GLM). In the last year of this project 166 Provincial Development Agents (ADP) were recruited with 95 including 23 women completing the training. Two ADPs were then assigned to each province where they were to work under the authority of the Prefet and the DCL. With the completion of the GLM their status and financing has been in flux making them marginal partners for the LGP.

council committees provided for in the Communal Charter ultimately did not give greater attention to the issues brought before them by the now better-organized youth. There is some indication that as a result of LGP involvement, youth have become increasingly interested in local affairs but don't have enough knowledge and skills to become involved; they express the need for more training in this area. Given the absence of a legal and regulatory framework for mandating closer relationships between youth and their communes, local elected officials have felt little motivation to forge such relationships and to regard youth councils as partners in local governance.

In summary, the methods the LGP employed to work at the commune level may have been adequate for achieving some of the goals of IR 2.2 (strengthened communal capacity) and IR 2.3 (increased transparency and accountability) but did little to help promote the objectives of IR 2.1 (broadening participation).

#### **f. Strengthening the Capability of the Communes**

The communal management practices are hindered by both organizational deficiencies and insufficient skills. In the area of taxation, the majority of the communes are functioning in a classic system of government control. In the area of budgetary planning, the logic of budgeting-by-revenue still prevails to the detriment of budgeting-toward-results. This continues in spite of a law about local public finances (Law 45-08), constructed according to the philosophy of strategic budgeting, which attempts to direct the budgetary practices in accordance with a mission-program approach— an approach that enables good budgeting of the PCDs. The absence in the commune of human resources competent in the basic professions adds to these constraints, and slows commune performance where the integration of information technology tools (IT) still remains very weak.

The LGP has selected three components to strengthen the performance of the communes, and focused its interventions and contributions on training, with the goal of establishing a new commune tax administration system and a system of monitoring commune performance.

##### *Support for the development of the Communal Development Plan (PCD)*

The approach that the LGP has adopted in assisting communes to develop their own PCD involves working primarily with the technical staff and training them in developing and budgeting for projects. In the pilot communes that received significant amounts of assistance, the technical staff did acquire new skills. Our interviews with these officials indicate that they were quite satisfied with this training and were able in at least some instances to parlay it into career advancements.

##### *Support for the training of commune personnel*

This component is still under development. It involves improving the skills of the commune technical staff for a variety of tasks through training. The LGP has employed two types of support for this. The first involved preparing a menu of six thematic tool kits linked directly to various program activities. Depending upon their own needs and preferences, communes could choose which of these modules they would request training in. At the time of this evaluation these modules were still being prepared and covered training activities for the CPECs, evaluation and monitoring of the PCDs, further training of elected women, and handling of complaints.

The second initiative was the creation of an entire training program for two urban communes (Fes and Sefrou). The training plans have been prepared and are in the process of gaining approval.

Despite these successes, the LGP ran into some serious difficulties with its training program. The most important constraint has been that the Ministry of Interior's Office of Training of Administrative and Technical Officials (DFCAT), which is supposed to develop training for administrative and technical personnel— and which has significant capability in that domain— the relation between the DFCAT and the LGP has been negatively impacted due to an internal conflict within the Ministry of Interior's Directorate for Local Governance (DGCL). Previously DFCAT did work with the LGP to develop training programs for elected women, but the agency has been completely frozen out of its role as a counterpart to the LGP. The LGP was not responsible for this constraint, but it undoubtedly slowed the development of these materials.

#### *Mobilization of Fiscal Resources*

The LGP has provided support for implementing the new communal fiscal administration (AFC) in the pilot communes of Moulay Abdellah and El Jadida (in the regions involved in the program), and for the urban communes of Marrakech, Ben Guérir, and Kenitra (not included in the LGP target regions). The LGP engaged several Moroccan consulting firms to test the adaptability of the organizational kit proposed by the DGCL for the target communes, and to define the measures required for its full implementation. The communes involved have accepted this technical assistance. At the time of this evaluation, implementation of the AFC was underway pending the completion of the studies from the consulting firms.

The level of organization and human resources needed to implement the new communal tax administration are simply not present in many instances. The option to rely on external consulting firms has proven to be very costly and can probably not be sustained across a wide spectrum of communes.

#### *Commune Performance Framework (CPF)*

This activity would have involved the communes in a self-study of their performance. According to the LPG PMP report this activity was cancelled due to the resistance of local elected officials.

#### *Analysis of the methods*

The LGP has attempted to strengthen the capacity of its pilot communes through a strictly technical approach that deals directly with the communes. It has relied heavily on consulting firms to understand how best to create and implement training programs, both for the development of the PCDs and for the adaptation and management of the communal tax administration (AFC). These studies are being finalized but do not seem to have adequately considered the political dimensions, especially the importance of the support of local elected officials. The LGP has also not considered how the learning acquired from these experiments could be shared with the DCLs in order to assure greater support at that level and more continuity between the local and provincial levels.

The LGP has been successful in developing a series of training modules and in training a significant number of people in management (principally in planning and development of the PCDs), and in tax management. This has led to an improvement of the skills of local technical staff and an improvement in revenue generation for those communes where it is operational.<sup>7</sup>

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<sup>7</sup> According to an interview with Mr Hamza Belkbir, Chief of the Division on Budget and Markets of the Mol's Office of Local Finance

1. The LGP's approach to strengthening the capacity of communes to respond to citizens' priorities was purely technical, and thus it was insufficient given the reality of local politics and historical attitudes of the population toward communal government.
  - I. There is no clear evidence that public satisfaction with communal government improved due to the activities of the project. The principal objective of IR 2.2 was to improve the responsiveness of the commune to public priorities, and the PMP measure of this was public opinion. Although no good baseline exists for the level of public satisfaction, our survey showed that only 16% of those surveyed agreed that elected public officials reflected their priorities (only 12% for youth) and nearly half strongly disagreed with the proposition that "public officials work for the interest of citizens." Although the difference is not statistically significant, it is interesting to note that respondents in the "control communes" had slightly more positive responses.
  - II. The Communal Performance Framework and the Communal Fiscal Administration confronted difficulties due to the opposition of some elected officials. This opposition reduced the significance and effectiveness of the training undertaken.
3. The LGP encountered some problems and delays in the development of its training programs due to internal conflicts within the DGCL that were beyond its control.
4. Overall, the methods adopted by the LGP to implement its activities in IR 2.2 did not directly contribute to expanding citizen participation, or directly foster closer cooperation with the provincial level government. Because of this, the LGP did not build technical skills as broadly as they might have done. Reliance on consulting firms to conduct studies of training needs for the AFC was costly and probably not generalizable.

#### *Transparency and Communication*

The development of transparency and communication are decisive for creating a climate of confidence between the citizens and their commune. When elected officials express a commitment to the population and develop a willingness to assure quality communication, citizens will also commit to the dialogue and consequently become integrated into the communal initiative. The participatory diagnostics that the commune must perform in developing its PCD are critical to creating a climate of confidence between the administration, the elected officials, and the population because it is through this mechanism that the PCDs reflect citizen priorities and needs.

Our household survey reveals the strong need for improvement in this area. Nearly 60% of the respondents strongly disagreed with the proposition that the commune is efficient in its communication with its citizens, and 65% strongly disagreed that the commune has adopted a transparent approach to the management of local affairs.

The LGP has set forth a three-part solution to address this deficiency. The first concerns communication and exchange with the population; the second involves the management of complaints and claims; and the last consists of establishing and monitoring internal auditing structures.

#### *Communication and exchange with the citizens*

This activity is underway in three urban communes (Sefrou, Safi, and El Jadida) and is based on training workshops and brainstorming sessions with the staff of the commune. This activity worked to broaden participation by setting up a consultation process for establishing communication committees in the three communes. The cells are complete in the communes of Sefrou and Safi, and the establishment in El Jadida is in progress. A communication strategy is in the process of being finalized. The LGP has sufficiently trained 13 commune officials to help them manage the new communication cells.

This activity has been slowed by the difficulty in finding local experts in communication to undertake the training. This is a constraint reflecting the state of this special area of consulting in Morocco rather than a criticism of the project.

There have been other problems, however, that reflect political and bureaucratic obstacles. The first question posed was where the new communication unit would be located— within an existing government structure such as the case of Sefrou (in the Planning Department) or in an independent structure. It was also difficult simply to convince other actors— specifically, elected officials— to actively support the creation of the communication unit. Provincial level administrative actors (the DLC) have not weighed in and this has slowed the launch of this program.

Thus far, the communication strategies are in their early phases and do not reflect the latest and most efficient means of linking citizens to local government. This could negatively influence public perceptions, particularly of youth, of the efficiency of the system. For example, the target communes have not been able to keep their website current and thus have not been able to attract youth who are major consumers of web content. Nor have the communes taken advantage of the opportunity to include text messaging in their communication program, despite the fact that this has become a very important source of real-time news, particularly among the youth.

#### *Management of complaints and claims*

This activity, highly important in strengthening local governance, touches upon interests and strategies of powerful actors and is therefore bound to generate opposition. As such it must have significant external support in order to succeed. The LGP has tried to establish structures to manage complaints in the target urban communes of Safi, El Jadida, Fes, and Kenitra. Despite considerable delays, it has succeeded in El Jadida, where it has launched a full complaint management system with an accompanying training guide. Similar complaint systems are being tested in several of the other communes as well. Training workshops on the techniques of complaint management, their operational modes, the reception of complainants, and complaint tracking via a guide, have been organized to help members who might participate in these structures.

Delays in the implementation of this program seem inevitable. For example, the evaluation team noted a one-year delay between the completion of the phase I study and the implementation of the system in the communes. This was due, it seems, to the insufficient involvement of the public authorities particularly at the provincial level, but also at the level of elected communal officials.

#### *Establishment and monitoring of internal audit structures*

As a management practice, auditing is vital to enhancing citizen confidence in and support of government. Communal administrations, however, are highly resistant to this practice both because of

very poorly organized administrative structures that make auditing difficult and because the existing structure virtually guarantees a strong motivation to behave in a manner that avoids control. In essence, lack of accountability is an entrenched behavior that overwhelms the administrative logic of better governance.

The LGP has tried to integrate the audit structure into a commune by shifting communal values as well as organizational structures. It has attempted to create a climate of transparency and for strengthening the commune's capability to conduct internal auditing and to communicate with its surroundings. Three pilot communes have been targeted by this activity (Safi, El Jadida, and Salé), where the LGP has initiated actions of training and communication to support the establishment of internal audit structures. The activities conducted during the first two years are: a) a diagnosis of the "as-is" situation in each of the three pilot communes, which enabled better discernment of the context and the conditions within which the internal audit structures would operate; b) sensitization, training, and supervision of the auditors of the target communes; c) preparation of the audit charter and of a procedures manual for internal auditing; d) preparation of the risk-mapping and establishment of a plan to enable each of the three communes to improve control of the risks identified by officials to be critical or significant. The diagnostic studies have provided these communes with basic documents that will be useful for strategic development of every activity. The three communes are now at the halfway point in the total process.

The major difficulty the LGP approach encounters is that technical training, while important, is not likely to prevail unless local actors can overcome their entrenched resistance to strengthening transparency. According to field data collected, elected officials have resisted involvement in the process because they are reluctant to be exposed to total transparency. In addition, elected officials believe that their ability to protect their base of electoral support depends on their ability to create situations characterized by lack of transparency. The LGP has apparently not taken this complex dimension of resistance into account. They have not initiated any activities that target the resistance to change and show elected officials how they can benefit from providing the commune administration with a system of internal auditing, management of complaints, and communication. This situation is likely to persist in the absence of strong external governmental directives.

Given the complexity of the existing situation and sets of interests, the LGP has registered some success in the area of promoting better communication and transparency. The success of the establishment of the communication cells in Sefrou and Safi and another success in the establishment of a complaint management structure in El Jadida are apparent. The first phase of the auditing process— the diagnostic study— has been successfully completed in the three target communes (Salé, Safi, and El Jadida); in these three communes auditing has been approved and is awaiting the response of the DGCL for dissemination.

The technical preparation for establishing internal audits in several communes represents a significant achievement that may be capable of spreading. A number of factors may still slow the process of regular internal audits and may compromise their sustainability and institutionalization. Primary among these is the prevailing culture in the commune of resistance to "inspection," which values short-term political concerns over the modernization of local public administration.

The establishment of a functioning complaint management system in a single commune and its testing in several others are significant accomplishments. As it begins to function, however, it will become entangled in political interests and therefore confront serious resistance.

## 7. The Regionalization Issue (SOW Question 2.a)

Regionalization has always been present in traditional Morocco. Regionalization among Moroccan tribes has always been observed but on a smaller scale (M. Darif, 2010).

The issue of institutionalizing regionalization in Morocco is not a modern phenomenon. The regionalization process assumed its initial form in 1971 with the creation of seven regions. But it wasn't until 1997 (Dahir of August 20, 1997) that the region was considered as a basis for economic development. It was in this spirit that 16 regions were created. Four years later, the Finance Law included a specific budget line for the regions.

The wave of institutional reforms has led Morocco to give the region the status of a strategic territorial player and to push toward functional autonomy in the southern provinces. Autonomy is certainly a form of regionalization, but, aside from the southern provinces, regionalization will not result in autonomy.

Therefore, the Moroccan model of “advanced regionalization” could not be copied directly from a European pattern of regionalization. The directives of the King enjoy a strong inspiration from the Moroccan tradition; neither the Spanish nor the German models could apply in Morocco. Morocco is not a federal State; it is a unitary State trying to respond to institutional transformation needs in order to develop regional integration capabilities and align with globalization process requirements. The new politics of regionalization are therefore a response to a geopolitical situation.

The new territorial division will not be based on demographic data, nor will it strictly be based on economic potentials of regions. Indeed, differences between rich and poor regions promise to be extremely challenging and difficult to overcome. The wealthy regions will not favorably view having to “pay” for the other territorial subdivisions. Regionalization could highlight the territorial inequalities and even deepen them.

A logical multidimensional approach— administrative, historical, ecological, economic, and others— directs the possibilities for a converging homogenous division of regions that is aligned with development needs. The regionalization project will therefore be a long-term process for Morocco. Several questions emerge:

- What are the constraints of the advanced regionalization project?
- Will decentralization and the system of autonomies enable more citizen involvement in the management of local affairs and in conflict resolution related to economic development?
- Can regionalization succeed in the absence of good governance practices?
- Is there a methodology for regional development, and would the criteria applied at the national level be adequate for the regional level, too?

- Given gaps and differences among regions, will there be different models at the national and regional levels?

For the time being, given that the whole structure of advanced regionalization is not yet known, it is not evident that the kind of regionalization described above will conflict with the policy of local governance reform via decentralization. Instead it appears that regionalization will require both significant improvements in good governance practices and in the planning and management capabilities of lower levels of government, particularly the regional and provincial levels. In addition, the political institutions, notably elected regional councils and presidents likely be established at those levels, will need to be more effective and representative.

## 8. Donor Coordination

The evaluation team interviewed two international donor organizations, the Canadian International Development Agency and the United Nations Development Program, and met with USAID, the Coordinator for International Cooperation and Studies of the DGCL, and the Governor Director of Legal Affairs, Studies, Documentation and International Cooperation. From these discussions it became apparent that there is a complete lack of coordination between donors and their programs in the area of local governance reform and decentralization. Although there are a number of international donors active in this area, most notably French Aid (PAD) and the European Union, neither the General Directorate of Local Government (DGCL) nor the donors have created any formal mechanism for cooperating, sharing information, or deciding upon the territorial and functional divisions of labor.

An informal thematic group of members from these organizations holds periodic meetings to discuss specific issues of interest. In 2007, the Governor Director of the DGCL called a meeting to discuss more effective coordination, but this effort has not been repeated. Canadian Aid published a document, “Letters from the Local Communities,” which gathered information on a number of local governance support programs. However, this document did not involve other donors nor was it widely circulated within the international donor community.

The consequence of this lack of coordination is that donors often select specific geographic areas and/or particular kinds of activities for their programs that are suited to their own agenda. Often, programs are designed and implemented without consultation with other donors or the DGCL. This results in a pattern of international aid that often does not serve the communes most in need of support. In addition, when these programs conclude, there is often no planned follow-up, which compromises the sustainability of the program. In this context, it is suggested that USAID can only improve the situation and the LGP (or successor programs) by forging a much closer relationship with the DGCL and particularly with the Directorate of Legal Affairs, Studies, Documentation, and International Cooperation. In doing so, USAID will be in a better position to negotiate and focus its assistance programming.

## 9. General Conclusions

Each section above on program directions or components has contained a set of relevant conclusions. This section is intended to address a series of broader questions that USAID posed for the midterm evaluation of the LGP in the Scope of Work. The methodology followed here is to first respond to each question succinctly and then to amplify these responses in a longer, more detailed section.

### Brief Response to SOW Questions

1. How effectively did the program's activities targeting communes contribute to achieving the AO of increased participation of citizens, especially youth, in governance?

Although the mechanisms and activities supported by or created by the LGP did enhance the organizational capacity of citizens at the local level, they did little to expand participation in local governance. Expansion of meaningful participation requires fundamental changes in the behavior, practices and culture of local elected officials that the LGP has been unable to effectively address in the short time it has operated in the targeted communes.

2. To what extent was the program design suitable to the targeted beneficiaries? To what extent will LGP interventions be useful for regionalization plans?

The principal weaknesses in the program were due to two things. First, the context for reform through greater citizen participation was very unfavorable, both from the point of view of elected local officials and from the view of citizens, particularly youth and women, who had negative attitudes toward commune level governance. Second, the design of the LGP did not sufficiently consider these constraints and resistance, and the LGP methods did not sufficiently address them. While the design did emphasize the involvement of local elected officials, the LGP chose to focus its work on small numbers of largely technical officials. In addition, it did not form sufficiently strong partnerships with both national and provincial authorities.

Since details of the regionalization plans were not yet clear at the time of this evaluation, we can only speculate about the relationship between administrative decentralization and regionalization. It does seem likely, however, that a major focus of regionalization will be strengthening the provincial level and making it more participatory. The LGP can assist this process in its remaining time by supporting linkages among actors at the provincial level, and linkages between this level and the communes.

3. Do targeted beneficiaries (including local government officials, civil society organizations and youth groups) feel that the program helped them institutionalize broader civic participation as well as improve commune performance, transparency and communication? What activities should be modified, expanded, added, or eliminated to improve program effectiveness?

Our individual interviews and focus group discussions with local officials, commune-level technical officials, non-governmental citizen associations, and with women revealed a range of responses to the program. Some, principally local technical staff, expressed satisfaction with their own skill acquisition and improvement of the commune's planning capacities. Some respondents expressed approval for the efforts to improve the accountability, conflict management and transparency of the target communes where these programs had been initiated. At the same time many of the participants and intended beneficiaries were critical of the functioning of the communal government. At the time of this evaluation, in the mid-course of this project, few felt that the changes introduced on an experimental basis had been or were being institutionalized. This was due largely to resistance and in some cases open opposition on the part of local authorities.

4. How sustainable are the activities targeting communes? Will activities, systems, and established relationships remain active and operational past project completion?

It is difficult to assess the sustainability of these activities. Much will depend on how the current government implements its participatory development strategy and on the results of the local government elections. At present, a major weakness of the program is that it has focused on structures rather than on the principal players, and these structures (youth councils, CPECs, and complaint management systems) depend heavily on the interests and strategies of elected local officials, mainly commune presidents.

5. How has donor coordination, or lack thereof, affected the efficiency and overall sustainability of LGP activities? How can the LGP effectively avoid duplication of efforts?

Interviews with several other donors and with officials in the Ministry of Interior and the Directorate of Local Government Affairs (DGCL) indicate that there is little coordination by donors or by the GOM. Because local government reform projects such as the Canadian GLM operate and terminate with little or no coordination with other programs such as USAID's LGP, it has been difficult for the LGP to plan for the integration of provincial-level agents (the ADPs). Donors initiate their own planning priorities based on their own criteria, which may contribute to a lack of more harmonized development across the entire country. Thus far, there is no mechanism among donors that can help avoid duplication or overlapping of efforts.

6. To what extent are LGP activities necessary for achieving USAID Democracy and Governance objectives as they relate to improved government-citizen engagement?

USAID's overall assistance objective in Democracy and Governance in Morocco implied a transformation of the behavior and culture of local politics and an expanded role for citizens. The magnitude of these goals exceeded the program's available staffing, resources, and time. The promotion of participatory mechanisms undertaken in a very small number of communes and almost exclusively at the communal level has, thus far, proven to have a limited impact on USAID's development objective of expanding citizen participation.

This does not mean that USAID should abandon its efforts to assist the reform and decentralization process. To improve government-citizen engagement, this evaluation recommends that USAID orient more of its program activities to: 1, improve the coordination and participatory process at the provincial level; 2, encourage and assist the DCLs to engage elected officials at the commune level; and 3, provide motivation for elected officials to adopt better governance practices.

7. To what extent has the project developed and implemented sustainable measures to ensure women's participation in local governance?

According to the interviews and focus group discussions that the evaluation team ran exclusively with women, very little has been achieved in expanding the participation of women either as elected officials or in a variety of activities and mechanisms at the local level. There is as yet no structure for coordinating the input of elected women in local decision making, and structures like the CPECs have not accorded de facto autonomy from commune officials.

### **Analysis and Explication of General Conclusions**

The LGP was born out of the USAID and the Moroccan government's shared interest in strengthening local governance. This goal was based on the notion that increasing citizen participation and improving

the capacity of local governments to respond to citizen needs and priorities would lead to popular support for government, thereby reducing political conflict and threats to the stability of the system. At the heart of the LGP was the desire to transform local government into a better and more democratic entity, largely through active participation of its citizens. (IR 2.1, 2.2 and 2.3 – technical activities to improve the capacity of local government by enhancing its practices; and to improve the credibility of local government by making it more transparent and accountable)

Strengthening of local governance via citizen participation in the affairs of their communes is a Herculean task. The LGP was confronted with an extremely difficult context, described in some detail in earlier sections of this report. First, the governance context could be generally described as one in which ordinary citizens, especially young people, have serious unmet needs. Increasingly, they are demanding to be heard, but are essentially alienated from local government (see survey data in Annex 7). At the same time, the actors who control local government lack a sense of representation or service orientation. They are interested in retaining control and resist democratic change. Finally, the policies of the GOM have been in full transition, but lack the willingness to implement a reform and regionalization program that would transform historically dominant government structures and practices.

*In this context, USAID's strategic objective for Democracy and Governance, and consequently its local government reform program (LGP) in Morocco, have been ambitious about transforming local government practices and culture with the resources at its command.*

Throughout this report the evaluation team has pointed to issues in the political administrative context that limited the results of the LGP's interventions. Certainly, as our conclusions from the field work demonstrate, the LGP was able to achieve some success in demonstrating the feasibility of improved administrative practices such as fiscal systems, communication plans, and even internal audits on an experimental basis in a limited number of pilot communes. Even when this has been the case, however, the team has noted (often from the LGP's own reports) that political factors involving the interests and electoral strategies of local officials have slowed or impeded progress. Even activities which were not designed to foster expanded participation directly, and which involved only a small number of trainees and participants, have been subject to these constraints. Hence, it has not been possible to separate technical activities from those directly bearing on expanded participation. The LGP's strategy seems to have emphasized technical interventions at the expense of working closely with local political authorities who were often perceived as being resistant to the changes implied, and particularly to the notion of broader consultation and to demands for some sharing of the process of decision-making.

The report repeatedly comes back to the LGP's insufficient attention to the interests of local elected officials, who need extensive sensitivity training— including efforts to help them understand the value to them of better-managed local public affairs. It also points to the fact that the LGP did not elicit sufficient support and partnership from the provincial level of government in implementing its reform program and in mobilizing local elected officials. There is real question, however, in the context of Morocco at the time of the evaluation, whether the GOM and specifically the DGCL were able to mobilize their resources to this end. Without this support, USAID and the LGP could not effect these profound changes.

Even if the political will and capacity had existed at the national and provincial levels, the design of the LGP was inadequate for the tasks at hand—using technical mechanisms such as the PCD process to produce technical and political results. The LGP's staffing and the deployment of its human and material resources were insufficient.

In addition to the central staff of the project, the LGP had only one agent in each region, and depended on supplemental part-time consultants and consulting firms. Help from the creation of the corps of new Provincial Development Agents (ADP), and from a closer relationship with the DCL, could have made a difference, but even full involvement of the ADPs would have only added two additional agents to help implement the broad array of tasks that the LGP attempted to undertake at the commune level. The result was that it had insufficient capacity to assure long-term and continued technical and motivational support even to the pilot communes; extended periods between intervention activities also limited the accumulation of knowledge in these communes. This problem was intensified by the decision of the LGP to extend a light version of its activities (particularly in support of the PCDs) to other communes in its region and even to communes entirely outside its designated region of concentration. It was also made worse by the loss of DFCAT as a training partner due to circumstances entirely beyond the LGP's control.

*In this context, the LGP was able to achieve some positive results at the local level by emphasizing the creation and reinforcement of structures such as the CPECs and the youth councils. Our field work analysis, however, points to significant limitations and challenges to this structural approach.*

These structures depend largely on the interests and strategies of commune presidents. These structures, therefore, are embryonic and vulnerable.

Thus far CPECs function only to a limited extent as a structure that encourages the participation of marginal community members, especially women. There are even some communes where the creation of CPECs has been resisted by local elected officials.

The exception appears to be youth organizations that were the subject of intense support by the LGP. Although the role of youth councils— and even their internal organization— have been challenged by some local elected officials and commune leadership, they clearly have become a means by which youth are insisting on a greater role in local governance. In one instance, for example, youth leaders successfully contested the appointment of a youth council member by the commune president. However, encouraging a higher level of demands on the part of civil society can be problematic when elected officials resist or ignore these demands. Social science literature has demonstrated that in a transitional period of governance change, the confrontation of these forces can lead to increased frustration on the part of civil society actors, particularly youth, and this frustration can lead to destabilizing mass action such as was seen in the Arab Spring.<sup>8</sup>

It is difficult to scientifically ascertain the extent to which the intended beneficiaries of the LGP feel that the program has addressed their needs or helped institutionalize civic participation. At the time of this evaluation the LGP had only been operational for about 32 months— far too short a time for many of its activities to have produced the profound changes needed in the political and structural environment. It should also be pointed out that no baseline of public attitudes toward local government and its operation existed against which to measure changes in perceptions and feelings. Finally, the concept of “beneficiary” in this project has been somewhat confusing. On the one hand we might consider only those directly involved in program activities to be beneficiaries. On the other, the project aimed at transforming the operational mode of public officials at the local level, thereby impacting all of its citizens (we call these indirect beneficiaries).

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<sup>8</sup> Samuel P. Huntington. *Political Order in Changing Societies*, New Haven: Yale University Press, 1968.

Given these limitations and caveats, the evaluation team concluded that at the mid-course *direct and indirect beneficiaries perceive that improvements in communal performance and in the institutionalization of expanded civic participation have been modest at best.*

We base this finding on two sources of information: our household survey, and focus group interviews with women and civil society associations members. The survey merely reflects the fact that at the level of youth and female members of households the LGP had a very limited impact. Very few respondents even knew about the program or the new institutions created (youth councils and CPECS, as well as PCO operational committees) (See Annex 6 for detailed data).

In general, the level of appreciation for the operation of commune government was low. More than 50% of those interviewed strongly disagreed with the proposition that “the commune improves the life of citizens” or expressed confidence that the commune has the capacity to resolve problems. The survey also found high levels (58%) of discontent with the commune’s efficiency in communication with its citizens and with the transparency of commune decisions (65% percent strongly disagreed that the communal council had adopted a transparent approach). Although for technical reasons it is not statistically meaningful to draw direct comparisons, it is interesting to note that the level of dissatisfaction was slightly lower in the control communes. Interviews and focus groups (see Annexes 5.3.3, 5.3.4, 5.3.7, 5.3.10, and Annex 8) revealed significant discontent with the commune’s low levels of inclusion of women and youth. While the work that the LGP has done with elected women officials has encouraged them to form an informal information-sharing network, it has yet to result in new and more powerful roles for women in councils or broader participation in the LGP’s activities. The councils do not appear to have systematically incorporated a gender approach in the way participants are selected or in the way they function.

Interviews, as well as a study of the relevant documents, pose questions about the sustainability and institutionalization of the structures and practices that the LGP has initiated on an experimental basis, including the CPECs and the complaint management systems. Commune presidents with the support of councils could suspend the functioning of these institutions or replace their members, thus barring strong directives from the decentralized agencies of the central government (the provincial level DCLs). It is for this reason that evaluation team has recommended that USAID supports empowering the legalization and autonomy of these institutions.

## 10. Recommendations

Each section of the report that deals with data from the field work offers recommendations that could improve the performance and impact of the LGP. For convenience, a complete list of these recommendations follows. (10.2)

### Two Principal Recommendations

Two key recommendations are below. The argument here is not that these recommended shifts in the project’s working methods would be sufficient to achieve the objectives of the project— we have already outlined the contextual factors that make it difficult for this project to achieve its most basic goal of expanding citizen participation and democratization of local governance in Morocco. Rather, the argument is that focusing on these two recommendations could help at least lay the groundwork for long-term local government reform.

**Recommendation No. 1: The LGP must intensify its work with the primary player of local governance, i.e., the local elected official:**

Local governance reform is first of all a willingness on the part of the local elected official to practice shared management of local public affairs. Such a choice means providing this communal actor with the necessary skills to understand the difference between old practices that have been learned through a perspective of representative democracy, and the new teachings of political and managerial culture for implementing participatory democracy. Given the state of mind of the local elected officials, the development of governance structures that converge on the practices of shared management will only yield a satisfactory result if the necessary and sufficient conditions are met. This means that initially, there must be political will at the central level. As explained in the section on context, the constitutional framework is favorable to the practices of participatory governance, but there needs to be a clear plan that defines the spheres of authority of deliberative bodies (councils, parliaments and administrative bodies). In addition, the regulatory authorities must play a decisive role in the exercises of accountability and responsibility. This architecture is not yet clear or mature in Morocco. This has created difficulties for the LGP in developing a clear intervention strategy and a set of priority activities. The creation of many youth councils and many CPECs, for example, will increase and structure the social demands in the target communes, but the organizational capacity to absorb these demands is not yet in place.

The LGP's activities must be directed toward sensitizing elected officials through a whole set of applied actions to the culture of participatory democracy. This same process must be undertaken with the different categories of players in the territorialization of the country. It will be necessary to have other actors in the regionalization scheme encourage actors at the provincial level to comply and commit to the process of participatory local governance. Governors also can play a significant role in encouraging the whole set of players to work with elected officials in developing more democratic local governance processes. This is vital, as local integrated development presupposes the presence of decentralized technical services when PCDs are prepared, and then later when they are implemented. The proposed outline of the regionalization plan makes it clear that although central control (*tutelle*) will decline, it will be a gradual process requiring the central and deconcentrated administrations to monitor and give impetus to the participatory process at the provincial and local levels.<sup>9</sup>

**Example of proposed activities:**

- Sensitization seminars on the linkage between strategic planning and a democratic approach to governance.
- Training in best practices regarding shared management.
- Workshops in the practices of meaningful consultation.
- Training seminars on the new missions of the communal councils in the era of the new constitution.

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<sup>9</sup> Royaume du Maroc, Commission Consultative de la Régionalisation, Rapport sur la régionalisation avancée, no date.

- Seminars on the forms of exercise of power discussed in the Communal Charter.

**Recommendation No. 2: The LGP must create a platform for collaboration with provincial authorities, DCLs and the ADPs, in order to coordinate and focus its targeting strategies:**

To remain consistent and to build up integration between the different activities aimed at elected officials, the DCLs (Provincial Local Government Authority) can play a central role in promoting good governance between elected officials of the different provinces in the target regions. The provincial administration has at its disposal much of the information as to what the communes need, their resources, their state of progress in the preparation of the PCDs, their fiscal potential, and their level of mastery of their financial resources. The lack of coordination with the different DCLs during the first period of the LGP resulted in missed opportunities to adequately target its service packages. Conducting the needs-assessment through the use of questionnaires, for example, was not the best way to determine and respond to the priorities and needs of the communes. Furthermore, the LGP should seek the support of authorities to more fully involve the DCLs and ADPs. Several interviews with ADPs, for example, confirmed that they have useful tools which they acquired in their training and that they could provide valuable support to development actions at the commune level. The LGP should also collaborate with the ADPs in an effort to mobilize elected officials in the target provinces. The DCLs would probably see this collaboration as assisting them in implementing elements of the central government's strategy for local planning. At the central level the DGCL would have to make an additional effort to strengthen administration at the commune level. For its part, the LGP could contribute by offering a substantial body of experience and a very rich cache of information to elected officials, providing them with different perspectives on the development of their projects.

**Example of proposed activities:**

- The LGP could facilitate meetings among the DCLs, ADPs and local elected officials from the target regions to share information on commune priorities and look for ways in which the interests of the various parties could converge.
- The LGP could help create a database by province and region that could be useful in promoting inter-commune cooperation and the integration of officials in the process.
- The LGP could work with the provincial-level government to develop a mobilization strategy for involving elected officials in governance practices mandated in the Communal Charter.

**Additional Recommendations Covering Questions 2a (regionalization) and 6 (LGP and USAID Democracy & Governance (DG) Objectives):**

**Recommendation 3.** (Question 6: To what extent are LGP activities necessary for achieving USAID Democracy and Governance objectives as they relate to improved government-citizen engagement?)

This report argues that USAID's Democracy and Governance objectives in Morocco are too ambitious given its resources and timeframe. In terms of its principal focus— expansion of citizen participation in local government— we have argued that despite the success that the LGP has had thus far in promoting participatory structures and mechanisms on an experimental scale, the process of democratizing local government in Morocco is beyond the capacity of a single, relatively short-term (four years), project.

The focus on the communal level in USAID's DG strategy is understandable given the logic of decentralization, but is beyond USAID's manageable interest at present. A number of things must be resolved and made operational within the GOM before this will become a realistic goal.

Nonetheless, the goal of supporting public administrative reform and restructuring is and should be part of USAID's DG strategy for the long-term. It will be important to support better and more effective government if Morocco is to be able to weather the storm launched by the Arab Spring. To make progress toward this goal, USAID should continue to be a partner in the administrative reform process that may flow from Morocco's advanced regionalization program at the regional and provincial levels. This program is likely to offer opportunities to reinforce the decentralized agencies of government at the regional and provincial levels, bringing with it the possibilities to improve government management as well as new representative institutions (regional and perhaps provincial councils).

Meanwhile, in the short period remaining, the LGP can contribute to regionalization to the extent that it demonstrates that its approach can enhance the planning and information capacities of commune-level government at reasonable cost in terms of financial and human resources. Although the LGP does not have this as one of its objectives in its current project agreement, in its final phase it can work to form closer partnerships with the provincial level of government and support it in becoming a more effective partner in the development and implementation of PCDs, and begin to lay the groundwork for a strategy of more effective regionalization. Since this report recommends the LGP increase its relations with the provincial-level development actors, it may be able to contribute to this process of preparing for more effective regionalization.

With its experience in local government reform, USAID is in a good position to assist in this process. It can transfer some of the lessons learned from its two local government reform programs to assisting in the training of regional councils and to the sensitization of newly elected representatives. It can also help reinforce the planning and information capacities at the regional and provincial levels. Both actions will promote citizen involvement in this vital reorientation of government, and will help build the skills for a more effective central state and local government.

## LIST OF ALL RECOMMENDATIONS IN THIS REPORT

### Recommendations on Expanding Citizen Participation

1. More local citizens, especially women and youth, should be brought into the planning, budgeting, and monitoring processes. The LGP should attempt to work out an agreement with commune presidents to designate a number of citizens and elected officials in these vital commune-level activities.
2. The LGP should emphasize a team approach to its capacity-building activities at the commune level by working with prefects and DCLs to involve decentralized technical service personnel in the ongoing planning and project implementation resulting from PCDs.
3. The LGP should work with the DGCL to mobilize relevant national government ministries to encourage and provide incentives to decentralized technical service personnel to become members of commune development teams.
4. The LGP should encourage commune presidents to allow a more open process for the selection of CPEC members and should particularly encourage the involvement of women, youth and other marginal groups.
5. The LGP should work more intensively with both youth leaders and local elected officials to develop practical partnerships that help address local problems, including those of specific interest to young people, in learning-through-doing approaches to build confidence and change confrontational behaviors.
6. The LGP should intensify its gender approach in all of its commune-level activities, and encourage commune presidents and general secretaries to set informal quotas for women's involvement.
7. The LGP should consider supporting a formal association of elected women and making a small grant to this group to develop its information exchange capacity.
8. In this experimental phase the LGP should limit its activities to four communes (two urban and two rural in each of the target regions) and deploy three teams permanently in order to focus on the monitoring/evaluation of the activities begun and produce, in real time, adjustments that would lead to the attainment of the anticipated goals.
9. In its next phase of program implementation the LGP should work closely with the provincial level of government, notably the DCLs and the ADPs in place, to develop an improved deployment of personnel to provide close support to a small number of communes. This will be

especially important as the LGP attempts to institutionalize a monitoring and evaluation system that the local communes can eventually assume.

10. The LGP should undertake a systematic program of sensitization of local elected officials to their new roles in a reformed local government administration. This should be based on practical experiences of co-management of activities between elected officials and citizens.

#### **Recommendations on Strengthening Commune Capability to Respond to Citizen Needs**

11. The LGP should integrate political considerations into its capacity-building by adopting a training-on-the-task approach that teaches technical and management skills. It should attempt to involve local elected officials and members of community-based associations in the conception and implementation of these projects.
12. The LGP must conceive of enhancing technical skills more broadly than for a specific activity. Since the communes will often lack the human resources necessary to implement and monitor complex activities such as the AFC, the LGP must consider the totality of its professional skills and assist the human resource department in acquiring the personnel and skills needed to master management planning and respond to citizen demand.
13. In most cases, acquiring these skills will involve the reorganization and restructuring of the communal administration, actions that necessitate the involvement of the provincial level and especially of the DCL to rethink this dimension within the communes and set up appropriate structures for the requirements of the new DGCL orientations.

#### **Recommendations on Promoting Transparency and Communication**

14. The LGP must open up the process of creating communication strategies and choices of communication vehicles to all strata of the population, especially to youth who are the main consumers of electronic communication. In urban communes the emphasis must be on electronic communication and current content if the commune wishes to retain its connection to its audience.
15. The LGP must intensify its program to sensitize the players who can influence the internal audit process by supporting or resisting it. It can best do this by demonstrating to these authorities how good governance practices can serve their own interests.
16. The LGP will need help from the provincial government (DCL) in order to convince local elected authorities to continue working towards a culture of performance and transparency. To do this it must address its program not only to communes but to provincial authorities as well.
17. Like internal auditing, the process of establishing a complaint management system is fraught with political difficulties. In order to institutionalize such a system the LGP will initially need to

get the support of provincial-level authorities to help motivate local political actors to support it. In the longer term, the viability of such a system will depend on the modernization and democratization of local government in all of its dimensions— something that is beyond the capacity of the project to accomplish.

## LGP Midterm Evaluation

### Annexes

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## **ANNEX 1: Research Team**

### **Team Leader:** Robert B Charlick

Dr. Charlick is a retired Professor of Political Science at Cleveland State University with more than 30 years' experience as a consultant working on assessments, evaluations and project design in Africa and around the world. He served as the Senior Governance Advisor to the Africa Bureau of USAID in Washington from 1991 to 1994. He is fluent in French and speaks the African language Hausa. Dr. Charlick's areas of expertise are: assessment and analysis of local-level and macro-level democratization processes, corruption assessment and prevention design, monitoring and evaluation of civil society, and local organizations and conflict management and mitigation. He has worked extensively on local government, decentralization and issues of participation in development programs.

### **Local Government Expert:** Dr. Saad Bouachrine

Dr. Bouachrine is an expert in governance and organizational strategy and is a Professor of Governance and Public Management in the Department of Law, Economy and Sociology at Mohammed Hassan II University and in the National School of Pubic Management (ENA). He holds a Doctorate in Strategic Management. Since 2005 he has worked on a number of consultancies related to governance issues.

### **Methodology Expert:** Mhammed Abderebbi

Dr. Abderebbi is a Professor of Sociology at Mohammed Hassan II University and an expert in survey research, interviewing and focus groups. He has conducted a number of national surveys in Morocco including the Arab Barometer and a number of studies of youth labor markets and women in local government. Dr. Abderebbi has worked for UNIFEM, The World Bank, MEPI and USAID, where he served for three years as a community participation specialist in the Morocco Education for Girls Project.

### **Research Assistant:** Mustapha El Mnasfi

Mr. El Mnasfi is a PhD candidate at the University of Versailles (France). He holds two master's degrees from French universities. His research includes studies of citizen participation and poverty in urban areas of Morocco and France. He recently completed an evaluation for USAID on the Civil Society Advocacy Project (SANAD). He has worked on issues of youth participation and assisted the evaluation team in this area.

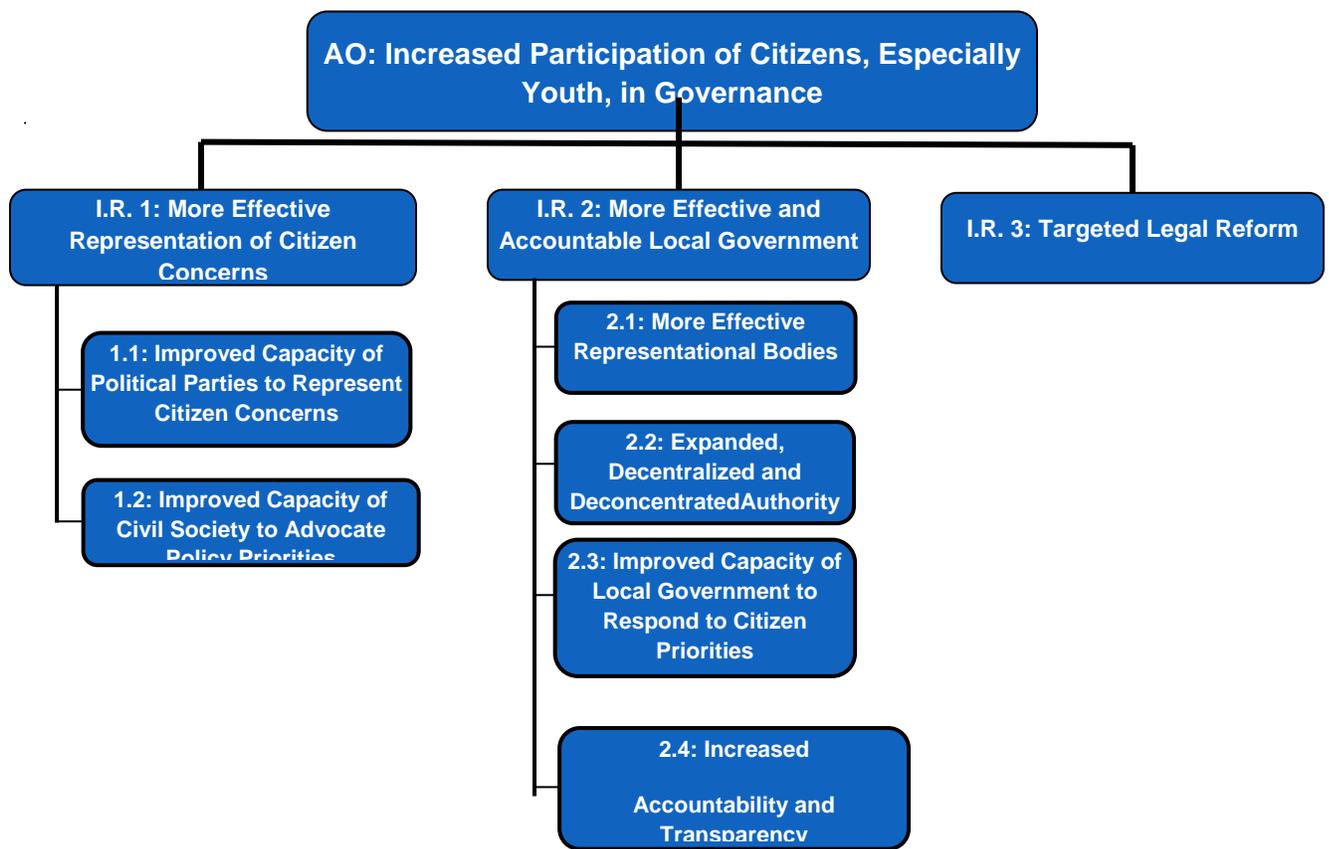
**Research and Logistics Associate:** Ibtissam Mzibri

Ms. Mzibri holds a Master's Degree in Economics from the School of Law, Economics and Sociology, Salé, Morocco. Her research includes studies of female entrepreneurs. Ibtissam's recent consultancies include a study of the evaluation of the participatory community project to adapt to climate change. She is a member and project manager of the Democracy Center in Rabat working on youth rights and governance.

**ANNEX 2: Results Framework**

**2009-2013 RESULTS FRAMEWORK**

Democracy and Governance Results Framework



### **ANNEX 3: Scope of Work**

#### **Evaluation of USAID/Morocco Local Governance Program (LGP)**

**# EPP-I-08-04-00037**

**Implementer: Research Triangle Institute (RTI)**

**USAID/Morocco Assistance Objective 1: Increased Participation of Citizens, Especially Youth, in Governance**

#### **BACKGROUND INFORMATION**

##### **Project Information**

**Project Title:** Local Governance Program (LGP)

**Award Number:** EPP-I-08-04-00037

**Award Dates:** February 2010 – September 2014

**Funding:** \$14.7 million

**Implementing Partner:** Research Triangle Institute (RTI)

**Contracting Officer Representative:** Alae eddin Serrar

##### **Development Context**

The Local Governance *Jamaat Al Ghad* Program (LGP) was designed to support interaction between citizens and their local governments (communes) by promoting participative practices and encouraging increased transparency and accountability of locally elected officials. The purpose of the project is to make communes more responsive to citizens' needs and expectations.

One-year into implementation, the political climate made a drastic change as Moroccan youth took to the streets on February 20<sup>th</sup>, 2011 calling for wide-ranging political and socio-economic reforms. King Mohammed VI's response to protesters' grievances came through a constitutional reform and early parliamentary elections in November of 2011. Although occasional protests continue to highlight political marginalization as a key source of tension, the new Government of Morocco appears committed to the implementation of the new constitution (which includes greater input from civil

society in governance) as well as ambitious plans for decentralization, good governance, and improved socio-economic opportunities for all citizens.

It remains to be seen whether these reforms will translate into tangible and meaningful change in practice. The U.S. Government (USG) is working within the framework of the new constitution to support the reform process through LGP. Although Morocco has made remarkable progress in decentralization since 1976, the capacity of local governments to engage with their citizens remains weak. As a result, LGP was designed to strengthen the capacity of communes to respond to their citizens' needs and promote principles of good governance.

### **Target Area and Target Population**

LGP is a \$14.7 million project (February 10, 2010 to September 30, 2014), working primarily in three target regions: Rabat- Salé, Fès-Boulemane, and Doukkala-Abda. The project targets primarily rural and peripheral urban communes, where local governments are confronted with greater challenges and more significant management incapacities<sup>10</sup>. As part of a larger portfolio of democracy and governance activities, LGP supports efforts to make communes more responsive to citizen needs, especially for youth and women in three key areas: participation and coordination; commune performance; and communication and transparency.

### **Intended Results**

USAID's goal for the five-year period 2009-2013 is "a well-governed, democratic and prosperous Morocco meeting the needs of its people, especially youth". Three Assistance Objectives (AOs) contribute to the attainment of the country goal:

- 1) Increased Participation of Citizens, Especially Youth, in Governance;
- 2) More Relevant Education and Opportunities for Youth; and
- 3) Reduced Barriers to Trade and Investment.

USAID/Morocco's Democracy and Governance program is built around citizen participation in civil society, in political parties, and in local governance. Each of these areas offers opportunities to engage youth, as well as other segments of society, in order to bring a broader array of groups into public life: a more effective representation of citizens' concerns (IR 1.1), combined with improved transparency and efficiency at the local level (IR 1.2) will lead to a more democratic and participatory governance, as will targeted legal reforms (IR1.3-provisional).

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<sup>10</sup> According to a recent report by the Ministry of Habitat, more than 65% of Moroccan city-residents are concentrated in sub-urban and peripheral areas.

LGP supports the Directorate General of Local Communes' (DGCL) efforts to implement key provisions in the new communal charter and constitution, including the creation of mechanisms that institutionalize broader civic participation. For example, LGP's activities work with communes in establishing Committees for Parity and Equality of Chances (CPECs), as well as the drafting of six-year Development Plans (PCDs) using an unprecedented participatory approach with civil society, women and youth groups. Now that these CPECs and PCDs have been adopted by tens of commune councils, LGP continues to coach the committees to operationalize plans and to introduce a monitoring and evaluation system to help communes and citizens actively manage the implementation of these plans and take necessary actions when plans are not meeting targeted performance levels.

Along with LGP, USAID/Morocco supports projects supporting civil society and political parties in promoting broader civic – in particular youth participation in the country. USAID/Morocco envisions that upon the completion of the activities under the five-year assistance objectives, Morocco's youth will be more engaged in local government decision making, political party activities and civil society engagement with government; and civil society will be more actively engaged in regular dialogue with government.

### **Project Approach**

The strategic objective of LGP is to promote “more effective and accountable local government” (IR2),<sup>11</sup> to contribute to the ultimate goal of USAID in Morocco for a “greater citizen involvement in local governance, especially by young people.”

To achieve this objective, the program works with the various DGCL departments and local officials (elected officials, authorities and others) within the LGP target provinces and communes to achieve Sub-Intermediate Results (SIR) as follows:

- Participatory practices spread and institutionalized within elected bodies
- More efficient local authorities, to serve populations
- More transparent and accountable local authorities
- Greater collaboration between communes, public services and others.

Based on the objective and the IRs, LGP has focused on three main areas of intervention:

#### **1) Increasing citizen, especially youth participation and consultation in local governance**

LGP promotes participative practices for greater input in local governance by citizens at the commune level. Activities in this area include support in developing and implementing Communal Development Plans, establishing Equity and Equal Opportunities Commissions, supporting local youth councils and programs, and encouraging the active participation of elected women officials.

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<sup>11</sup>USAID Intermediary Result n°2

## **2) Improved performance of the communes, specifically local government's ability to provide better services to citizens**

LGP improves the performance of targeted communes by building technical personnel skills (including direct training/technical assistance), mobilizing financial resources, and monitoring commune performance.

## **3) Transparency and communication in local governance**

LGP works with targeted communes in making local governance more transparent and accountable by communicating with citizens, improving complaints management systems, and implementing internal audit structures.

See Project reports and work plans for descriptions of activities and attached Performance Management Plan for results, sub-results and indicators.

### **I. RATIONALE**

#### **Evaluation Purpose and Audience**

USAID/Morocco intends to conduct an evaluation of its Local Governance Project which contributes directly to the Mission's Democracy and Governance Intermediate Result 1, "More effective representation of Citizen Concerns." This evaluation will serve the following purposes:

- To provide the Mission with concrete evidence regarding to what extent LGP achieved its goals at all levels of the results framework
- Determine any recommended course adjustments in the ongoing program and LGP's management structure
- To inform how the Mission will (if at all) support regionalization in new Country Development Cooperation Strategy (CDCS).

The primary task of the evaluation team will be to analyze the performance of LGP midway through program implementation and make recommendations for improvements in future programming. This evaluation will cover the period from the award date through June 30, 2012. The USAID/Morocco Mission, specifically the Youth and Human Development Office Democracy and Governance Team, will use the analysis of this evaluation to decide the direction of Democracy and Governance activities in the 2013 – 2018 CDCS. The implementing partner, RTI, will learn about the strengths and weaknesses of

project activities to date and adjust the upcoming work-plan based on the evaluation recommendations. Final recommendations should also specify ways to focus project priorities and use more specificity in project activities.

### **Evaluation Questions**

The following questions shall guide the evaluation in order of importance:

1. How effectively did the project's activities targeting communes contribute to achieving the assistance objective?
2. Do targeted beneficiaries feel that project activities are effectively meeting their needs? What activities should be modified, expanded or eliminated to improve project effectiveness?
3. How sustainable are the activities targeting communes?
4. How well do the project's interventions respond to changing priorities and needs, especially in light of the new political dynamics and reform movement?
5. Is the current donor coordination on local governance sufficient and has RTI worked sufficiently to avoid duplication and leverage work of other donors?
6. To what extent are project activities value added to other USAID implemented democracy and governance activities?
7. To what extent has the project developed and implemented sustainable measures to ensure women's participation in local government?

### *Gender Considerations*

Has the project developed sustainable measures to ensure women's participation in local governance?

### **Existing Data & Proposed Sources of Information**

#### Desk review of existing literature: bibliography

- "Rapport Relatif aux Résultats du Diagnostic Participatif sur l'Etat de l'Exercice de la Fonction d'Elue et de la Participation des Femmes à la Gouvernance Locale", study conducted by LGP, Novembre 2010.
- Report on the Evaluation of the USAID 2004-2009 Local Governance Program.
- Morocco Communal Charter in French, available at [http://www.anclm.ma/IMG/pdf/La\\_charte\\_communale\\_FR.pdf](http://www.anclm.ma/IMG/pdf/La_charte_communale_FR.pdf)
- Policies, "Brahim Boudarbat and Aziz Ajbilou, September 2007.
- "La stratégie Nationale intégrée de la Jeunesse", PowerPoint Présentation, Octobre 2011
- "[Supporting Youth at Risk: A Policy Toolkit for Middle Income Countries.](#)" The World Bank, 2008.
- "Les jeunes de 201: Leurs colères, leurs tabous, leurs espoirs. La Grande Enquête L'Economiste/Sunergia".

- ["The Cost of Youth Exclusion in the Middle East,"](#) Jad Chaaban, Middle East Youth Initiative, May 28, 2008.
- ["Morocco Corruption Assessment,"](#) USAID, October 2008.
- ["Morocco Rule of Law Assessment,"](#) USAID, September 2010.
- ["Empowering Youth in Poor Neighborhoods in the Region of Casablanca,"](#) Near East Foundation Final Assessment Report, December 2010.
  
- Project related Documents and Sources
- New USAID guidance on Local Capacity Development
- Acquisition Assistance and design documents
- USAID/Morocco Country Assistance Strategy
- Portfolio Reviews
- Progress Reports: Quarterly, Annual
- Results Framework and Performance Monitoring Plan (PMP)
- Mission Data Quality Assessment
- Work Plans
- Field Trip Reports
- LGP Grants Manual
- Success Stories and highlights
- Signed MOUs (between USAID-DGCL/ LGP-El Jadida Commune/ LGP-Fes Commune).

## **II. General Methodological Guidelines**

This scope of work requires that the team develop and submit for approval a work plan with proposed methodology within the first 7 days of the evaluation schedule. The following should be included in the team's methodology:

- Completion of desk review before arrival of expats to country (see proposed information sources);

- Evaluation must include the use of three methods of data collection, suggested data collection tools are a brief survey for beneficiaries (which will take fewer than 20 minutes to complete) and accompanying observation checklist, key informant interviews, and focus groups discussions.
- A representative sample of beneficiary individuals, including civil society organizations, must be included in the survey. Other beneficiaries may be included in either the key informant and/or the focus group interviews. Note: It is expected that partner communes and stakeholders, including women elected officials and youth associations, will have the opportunity to discuss how LGP helped improve their capacity and provide suggestions on how to improve future activities in this area.
- A convenience sample of Government-linked stakeholder individuals including, at a minimum, the DGCL, Office of Legal Affairs, Studies, Documentation and International Cooperation (DAJEC), Office of Training of Administrative and Technical Officials (DFCAT) and Office of Planning and Equipment (DPE) and a sample of walis/governors, will be included in key informant interviews.
- Ensure that each one of the three methods (surveys, key informant interviews and focus group interviews) is coded separately.
- Survey questionnaire and observation items must be entered and analyzed using SPSS or SAS.
- Qualitative data must be coded using viva coding. Software is optional but coding will be included in the appendix of the final report.
- Gender, geographic, and role (beneficiary, implementer, government official) desegregation must be included in the data analysis where applicable.

### **Limitations in Methodology**

Internal reliability and external reliability limitations must be considered during the evaluation process. Due to internal reliability issues, it is not certain that specific project interventions are the cause of changes which may be observed over the course of the evaluation. Not unrelated, researchers and readers must be mindful of external reliability limitations and the fact that findings of this study may not be entirely generalizable. While these limitations exist, the mixed-methods approach suggested in this section will help boost confidence in internal reliability by establishing and comparing separate findings. It is important to note, therefore, that the data must be analyzed separately but conclusions should be based on the results of all the findings in total. Specifically, the researchers and the readers must not rely too heavily on any one method but consider how they fit together to inform our understanding of the project.

In addition to data analysis, researchers will be asked to conduct a literature review and include findings from secondary sources which include high quality data (such as scholarly articles and reports) in order to address the need for high quality data. The Mission is confident that a careful literature review combined with this mixed-methods approach (which includes a representative survey of beneficiaries) will address the importance of data quality and control cost.

**Other recommendations:**

- Plan and manage for brief survey questionnaires and observation sheets as to avoid survey fatigue;
- Avoid making field visits/interviews alone. Team may break into two or more sub teams to cover more ground if necessary;
- Triangulate the three methods, most likely surveys, key informant interviews, and focus group interviews with findings from the literature review and specific scholarly studies especially relevant to the evaluation.

**Team composition and participation of customers and partners**

USAID/Morocco anticipates the evaluation team to be comprised of a team leader, three subject-matter experts, and two research/logistic assistants.

The Team Leader should be an evaluation expert combining academic credentials, demonstrable local governance experience, knowledge of the Moroccan political environment and local governance scene, and USG foreign policy and foreign assistance programming. S/he should have considerable experience working as a part of, as well as leading, democracy and governance evaluation teams and writing analytic but actionable reports in a clear, coherent and compelling way.

The evaluation team together should have expertise in the following areas: local governance, youth development, and gender. Two of the three experts shall have a solid knowledge of English and either French, Darija, or Arabic. These languages are preferred as a skill for the other team members. At least one member should have extensive experience in facilitating interviews and/or group discussions in the targeted languages. Gender analysis skills are desirable. The local governance expert should preferably be Moroccan.

It is recommended that the research assistants be young Moroccan researchers or university students with a mixed set of skills and backgrounds in local governance, civil society, youth development, evaluation, gender equity and related areas.

Other personnel and skill mixes may be proposed.

**Deliverables, Reporting and Dissemination requirements**

The following reports and deliverables are required:

- A. Work Plan:** An evaluation work plan shall be submitted for approval to the USAID/Morocco Office of Youth and Human Development on day 7 (from start of evaluation)
  - B. Methodology Plan:** A methodology plan will be discussed with and approved by USAID prior to implementation. The Methodology plan will be included in the work plan.
  - C. Interim Briefing:** An interim briefing on the assessment team’s overall progress and preliminary findings shall be presented to USAID/Morocco after 2 full weeks of fieldwork in country
  - D. Draft Report:** A draft evaluation report, with executive summary and major findings and recommendations, shall be presented in writing to USAID during week 5. USAID will provide comments on the draft evaluation report during the 4 business days following submission of the draft
  - E. Debriefing with USAID:** Evaluation findings shall be presented orally to USAID Staff before departure of expat team member(s) from Morocco.
  - F. Final Report in English:** A final report shall be submitted that incorporates and adequately addresses all Mission comments received. The final report should not exceed 30 pages, excluding annexes.
  - G. Presentation of results to Implementing partners and stakeholders:** The evaluation team shall make an oral presentation on evaluation findings to project partners and stakeholders before departure of expat team member(s) from Morocco.
  - H. Thorough Executive Summary in Arabic:** An executive summary in Arabic will be provided as part of the final report.
  - I. One Page Report Summary in French and Arabic:** A one page overview of evaluation findings in French, Arabic and English shall be provided as part of the final report.
- The final report is subject to approval by USAID and should clearly address each of the research questions and their supporting issues. The evaluation team shall submit a suggested table of contents for the final report to USAID for approval. The evaluation report will include the following appendices:

- A copy of the scope of work;
- Team composition and study methods (1 page maximum);
- USAID/Morocco DG results framework; and
- A list of documents consulted, and of individuals, communes, associations, and partners contacted.

The Team Leader shall be responsible for providing the final deliverable to USAID in electronic format (in Microsoft Word, Excel, maps in PDF) and 5 hard copies. The Executive Summary, and main report without appendices, should also be presented as separate electronic documents for easier internal USG dissemination. Language of the final report is to be English.

The Team Leader is expected to keep close communication with USAID/Morocco activity manager throughout the evaluation (at minimum, 3x per week – via email or phone).

To help ensure the quality of the evaluation report, the evaluation team is asked to adhere to the following criteria:

**USAID Evaluation Policy: Criteria to Ensure the Quality of the Evaluation Report**

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an Annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology, or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence, and data and not based on anecdotes, hearsay or the compilation of people’s opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an Annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

**Timeline for Deliverables and Logistics**Illustrative schedule

## Week 1

- Logistical preparations, including hiring of research assistants

- Desk review of literature
- Develop and submit work plan with detailed methodology for USAID approval

#### Week 2

- Meet with USAID/Morocco to discuss proposed schedule and meetings list.
- Submit evaluation instruments to USAID for approval
- Team consultations/meetings, including early consultation with stakeholders on evaluation approach and instruments
- Work plan and instruments approved. Data collection process starts

#### Weeks 3 and 4

- Interviews with stakeholders and staff in Morocco
- Meetings, interviews and field visits

#### Week 5 and 6

- Tabulate and Analyze data
- Presentation of draft report
- Prepare PPT presentations and one-pagers for dissemination of results. Submit to USAID for approval
- Presentations of results to stakeholders: USAID, GOM counterparts, communes, CSOs, other donors
- Insert feedback from Mission in Report. Submit final report in English as well as a thorough summary in Arabic and a one pager in French before expat team members depart Morocco.

#### End of Week 6

- Expats, if any hired, depart Morocco

#### Logistics

**Travel:** In general, in-country travel will be the responsibility of the evaluation team. Taxis are readily available in Morocco and there is good train to the project's target areas. Most interviews and other meetings are anticipated to occur in the region of Fes, Rabat/Salé, and Doukala-Abda.

**Support:** The evaluation team will be responsible for providing the workspace, office supplies, computers, communications (cell phone rental), and administrative services it may require. USAID will provide contact information for key informants and, in agreed cases, provide support in securing appointments, but in general the evaluation team will also be responsible for setting up and managing most of its meetings.

## **ANNEX 4: Key Informants**

### **USAID**

- Andrew Coburn, Head of Democracy Governance Program 0661104493
- Tamika Cameron, Head of the Program Office 0661828406
- Grace Lang, Deputy Director 0661294122
- Alae eddin Serrar, Coordinator for the LGP 0661485030

### **LGP/RTI**

- Harry Birnholz, Director
- Larbi Rharbi, Deputy Director 0661369387, 0537276590
- Driss Benjellon, Principal Advisor/Acting Deputy Director 0661369317, 0537276590
- Malika Ghesrane Geori, Advisor for Women's Program 0671393714
- Mahmoud Bchini, Advisor for the Youth Program (RTI, Near East Foundation) 0661476237  
mbchini@neareast.org
- Mohamed Boukhaffa, Specialist in Monitoring and Evaluation, LGP/ RTI, 0661586292  
boukhaffa@yahoo.com

### **Government of Morocco**

#### **Direction General des Collectivites Locales (DGCL)**

- Jaffar Jossef, 0661401598
- Abdelouahad Ourzik, Governor, Director of Legal Affairs, Studies, Documentation and International Cooperation (0537286427/ 0537286425)
- Touti Mohammed, Interim Director of the Office of Planning and Equipment
- Hamza Belkbir, Chief of the Division on Budget and Markets of the Office of Local Finance
- Aissam Kebdani, Head of the Office of International Cooperation of the Directorate of Training of Administrative and Technical Officials (DFCAT)

**EL JADIDA****Region**

- Abdelhak Drissi, Coordinator of the Region for the LGP
- Mohammed Chokri, Wilaya de Doukkala-Abda, Head of Legal and Regional Affairs

**Province of El Jadida**

- Mme Tahira, Agent Développement Provincial, El Jadida

**Commune of El Jadida**

- Abdessamad Kordane, Coordinator of activities for the LGP in the commune of El Jadida
- Najwa Mondib, Council Member of El Jadida
- Dalila Satii, Head of Social Affairs of the Commune
- Mandli Aicha, Head of the Communication Commission and Complaint Management (El Jadida)
- Dr. Redad Sardi, Secrétaire Général of the Commune of El Jadida

**Province of Safi**

- Said Hmidat, Agent Développement Provincial, Safi
- Mohammed Haddaji, Secrétaire Général de la Commune Urbaine de Safi

**Non-Governmental Organizations**

- Abdel Ali Hajjini, President of Association Al Gorba (culture and social development) and member of the youth council of El Jadida
- Hamza Rwigaa, Member of local youth council; member of association Lamarne-Culture and Development (El Jadida)
- Souad Fahim, Member CEPEC Mouilly Abdallah (El Jadida)

**FES****Region**

- Younes Etaib, LGP Regional Coordinator

### **Urban Commune of Fes**

- Mohammed Mellouki, 5th Vice President of the Urban Commune of Fes, responsible for Youth and Sports
- Aissaoui Rachid, DCL, Head of Division, Province of Fes
- Abdesslem Ziuggar, Governor of the Province of Sefrou
- Lahlou Anas, Agent Développement Provincial, Fes
- Mme Kenza el Gghali, Elected Woman, President of Finance Committee Urban Fes (Deputy in the National Assembly)

### **Province of Moulay Yacoub**

- Abderahman Ben Tahar, Secretary General of the Province
- Missouri Mohamed, DCL
- Mohamed Touil, Secretary of the Rural Commune—Ainkanssara
- Mme Zaida Chouhaibi, Agent Développement Provincial, Rural Commune El Ouadaine

### **Province of Sefrou**

- Maknassi Mohamed, DCL

### **Commune of Sefrou**

- Houssa Ahmed, Chief of Division of Planning, Cooperation and Communication
- Chakir Alaoui Abdelhak, Elected President of Committee Culture and Youth
- Soukaina Selmane, Youth Council of Sefrou and Member of the Culture Committee

### **RABAT-SALÉ**

#### **Non-Governmental Organizations**

- Seddik Semlali and Mme Soumaya Mesmoudi, President and Vice President of Rural Commune and President of the Association Moroccan Pour le Développement Locale
- Naji Jilali, Member du Conseil des Jeunes, Salé
- Abdelillah Abdalaoui, Member du Conseil des Jeunes, Salé

- Mohamed El Masmoudi, President of the Association AMPOC Salé Tabriquet

**Elected Officials**

- Saida Oulad Aziz, Elected Woman from Salé
- Khalifi Kdadra, President of the Commune of Aneur

**ANNEX 5: Data Collection Tools**

5.1 Household Survey (English)

Questionnaire N°: | \_\_\_\_ |

1. Region:.....
2. Prefecture:.....
3. Commune:.....
4. Name of Interviewer .....Code: | \_\_\_\_ |
5. Date: | \_\_\_\_ | | \_\_\_\_ | / | \_\_\_\_ | | \_\_\_\_ | / 2012

**Demographic Information**

6. Sex:
- 1 )Male 2) Female

7. How old are you?
- |        |         |             |
|--------|---------|-------------|
| 8 – 25 | 26 – 30 | 31 – 35     |
| 6 – 40 | 41 - 45 | 46 and over |

8. What is your level of education?
- 1) Primary school 2) Secondary
- 3) University
- 4) none
- 5) Other, specify:.....

9. What is your marital status?
- 1) Single 2) Married 3)
- Divorced 4) Widowed/Widower 5) Separated

10. What kind of profession do you have ?
- 1) Housewife 2) Government worker 3) Private sector salaried worker
- 4) Self-employed 5) Farmer 6) Student
- 7) Retired 8) Unemployed



- 3) Youth oriented activity
- 4) Women oriented activity
- 5) Other (Specify) .....

**18. Do you know about the Local Governance Project (LGP)?**

- 1) Yes            2) No (If no go to question 20)

**19. Have you been involved in any of the activities supported by the LGP?**

- 1) Yes            2) No

**20. Do you know about the development of the Communal Development Plan (PCD)?**

- 1) Yes            2) No (If no, go to question 22)

**21. Were you involved in one of the activities associated with the development of the PCD ?**

Awareness activity	1) Yes	2) No
Deliberation meetings	1) Yes	2) No
Training session	1) Yes	2) No
Participation in a local development committee	1) Yes	2) No
Participation in a participatory diagnosis study	1) Yes	2) No
Participation in evaluation of the communal project	1) Yes	2) No

**22. What is your opinion about how the commune involves women in the management of public affairs ?**

- 1) Strongly Favorable
- Moderately favorable
- 2)

3) Not at all favorable                      4) I don't know

**23. What is your opinion about how the commune involves young people in the management of public affairs?**

1) Strongly Favorable                      2) Moderately favorable  
 3) Not at all favorable                      4) I don't know

**24. Have you heard anything about the Equal Opportunity Committee (CPEC)?**

2) No (If no, go to Question 27)

**25. If yes, have you been personally involved in an activity organized by the CPEC?**

1) Yes            2) No

**26. Do you want to be involved in the activities organized by the CPEC?**

1) Yes            2) No

**27. In the past year have you had occasion to:**

	No	Yes
1. Look at the minutes of a communal council meeting	?	?
2. Attend a meeting of the communal council	?	?
3. Know about the budget of the commune	?	?
4. Ask for information about the communes expenses	?	?

**28. In the last year how many times have you done the following:**

	Never	Once every three months	Once a month	Once a week or more

1. Attend a neighborhood meeting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Sign a petition relating to local matters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Attend a political meeting on local matters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Sent letters to higher authorities to complain about communal matters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**29. Do you agree or disagree with the following statements**

	<b>Strongly agree</b>	<b>Somewhat agree</b>	<b>Some what disagree</b>	<b>Strongly disagree</b>
1. The commune always works in the interests and needs of its citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. The actions that the local government takes help improve the life of its citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. Women benefit from communes activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Young people benefit from the communes activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**The Communal Government's communication with its citizens**
**30. During the past year how have you learned about the programs and activities that your commune has undertaken?**

<b>Source of Information</b>	<b>No</b>	<b>Yes</b>

1. Newspapers	?	?
2. Radio	?	?
3. Television	?	?
4. Internet	?	?
5. Open forums	?	?
6. From political parties	?	?
7. From neighborhood elected officials	?	?
8. From signs or posters put up by the commune	?	?
9. From family or friends	?	?
10. Others (Specify).....		

**31. Do you agree or disagree with the following statements about the way your commune communicates with its citizens?**

	<b>Strongly agree</b>	<b>Somewhat agree</b>	<b>Some what disagree</b>	<b>Strongly disagree</b>
1. The commune makes available to citizens all the information about its activities	?	?	?	?
2. The commune regularly makes available to citizens minutes of its meetings, its administrative budget and other documents la commune	?	?	?	?

**32. How efficient do you think your commune is in terms of communicating with its citizens?**

- 1) Very efficient                      2) Somewhat efficient                      3) Not at all efficient

**Communal Government services**

		Highest priority	Next highest	Third highest
1. of trash	Collection	?	?	?
2. drinking water	Provide	?	?	?
3. electricity to the homes	Provide	?	?	?

**33. How efficient do you think your commune is in terms of providing for the priority needs of its citizens?**

- 1) Very efficient                      2) Somewhat efficient                      3) Not at all efficient

**34. Which services do you think should be the highest priority to help improve your daily life?**

4. lighting	Public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. transportation	Public	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. repair	Road	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. Liquid waste disposal		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. Infrastructure for schools		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**35. Which of the services mentioned above does your commune not yet provide?**

- 1) Drinking water      2) Electricity to the home      3) Public Lighting
- 4) Solid waste disposal      5) Liquid waste disposal      6) Public transportation
- 7) Road repair      8) Infrastructure for schools

**36. To what degree do you agree or disagree with the following statements**

	<b>Strongly</b>	<b>Somewhat</b>	<b>Somewhat</b>	<b>Strongly</b>
--	-----------------	-----------------	-----------------	-----------------

	<b>agree</b>	<b>agree</b>	<b>disagree</b>	<b>disagree</b>
1. The communal council serves the best interest of its citizens	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The communal council is well aware of its citizens' problems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. I have confidence in the capacity of the communal council to resolve communal problems)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The communal council has adopted a transparent approach to the management of local affairs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

## ANNEX 5.2: Household Survey questionnaire in Arabic

دراسة حول تقييم مشروع الحكامة المحلية "جماعة الغد"

تقديم الباحث نفسه للفرد الذي استقبله في البيت

### اختيار الشخص الذي سوف تجري معه المقابلة

باش نحصل على عينة علمية، لا بد لي من اختيار عشوائي للأشخاص البالغين 18 سنة و ما فوق غير المتزوجين، و اللي كييعيشوا بشكل دائم في هذا الدار اللي اختاريتها بشكل عشوائي. ماشي ضروري تقول لي الاسم ديالهم ولكن أنا بغيت نعرف فقط سنهم و جنسهم و أش كيجيوك، باش نقدر نختار واحد منهم ندير معه المقابلة.

ودابا قل من فضلك، شحال من واحد اللي عندهم 18 سنة أو أكثر اللي تيعيشو في هذا الدار باش نقدر نعرف شكون اللي نعمر معه هذا الاستمارة؟

جدول أفراد المنزل										
الشخص المختار للمقابلة هو:	اختيار (الأكبر سنا من الشباب 1 إلى الأصغر 10)									
	0									
										1
										2
										3
										4
										5
										6
										7
										8
										9
										10

جدول اختيار الشخص الذي سوف تجري معه المقابلة

جدول اختيار الشخص الذي ستجري مقابلته (الرقم الذي يمثل مجموع الشباب ذكورا و إناثا في المنزل (18 سنة فما فوق))										رمز الاستمارة
10	9	8	7	6	5	4	3	2	1	
	8	7	5	2	4	4	2	1	2	1
	9	8	6	3	5	5	3	2	1	1

	10	9	7	4	6	1	4	3	2	1		3
	1	1	8	5	1	2	1	1	1	1		4
	2	2	1	6	2	3	2	2	2	1		5
	3	3	2	7	3	4	3	3	1	1		6
	4	4	3	1	4	5	4	1	2	1		7
	5	5	4	2	5	1	1	2	1	1		8
	6	6	5	3	6	2	2	3	2	1		9
	7	7	6	4	1	3	3	1	1	1		0

بالاعتماد على هذه اللائحة، وقع الاختيار بشكل عشوائي على الشخص الفلاني.....واش ممكن نديرو معاه المقابلة دابا أو في وقت آخر. (إعادة تقديم الباحث نفسه للشخص اللي وقع عليه الاختيار و اللي غادي نديرو معاه المقابلة)



استمارة خاصة بالشباب و النساء

	1. المنطقة:.....	2
	2. العملة:.....	2
	3. الجماعة:.....	2
	4. جامع البيانات و رمزه:..... (.....)	2
	5. تاريخ إجراء المقابلة:.....	2
		2
معلومات	<b>-I- حول المبحوث</b>	
	الجنس	2
	1, ذكر 2, أنثى	
	السن	
	(1 18-25 سنة (2 26-30 سنة (3 31-35 سنة	
	(4 36-40 سنة (5 41-45 سنة (6 46 سنة و ما فوق	2
	حتى الين قريتي؟	
	الابتدائي (2 الثانوي (3 الجامعي (4 بدون	
	آخر، حدد.....	2
	واش متزوج (ة) و لا باقي بلا زواج أو شي حاجة أخرى؟	
	عازب (2 متزوج (ة) (3 مطلق (ة)	
	متوفية له المرأة/ أرملة (5 مفارقين	
	أشن هي خدمتك؟	2
	ربة بيت (2 موظف (ة) (3 ماجور في القطاع الخاص	
	(4 صاحب عمل مستقل (5 فلاح (6 عاطل (ة)	
	واش انت منخرط في شي جمعية أو كتشارك في الأنشطة ديالها؟	
	نعم (2 لا ← ( انتقل إلى السؤال رقم 14)	2
	إذا كان الجواب نعم، أش من نوع ديال الجمعيات منخرط أو مشارك فيها؟	2



	<p>جمعية للتنمية المحلية (2) جمعية حقوقية (3) جمعية نسوية (4) جمعية شبابية (5) جمعية رياضية (6) آخر، حدد.....</p> <p>6. من امتي وانت منخرط أو مشارك في هذه الجمعية؟</p> <p>أقل من 6 أشهر (2) أقل من 12 شهر (4) منذ 18 شهرا (4) أكثر من سنتين</p>
مشاركة	<p><b>-II السكان في أنشطة الجماعة</b></p> <p>7. أش من درجة أنت كنتهم بالمسائل التي كتحص تسيير الجماعة، مهتم بزاف، شوية أو ما مهتمش بمرة؟</p> <p>(1) مهتم بزاف (2) مهتم شوية (3) ما مهتمش بمرة</p> <p>8. واش كنتشوف بأن المرشحين ديال الجماعة قرابين من السكان وكيفضوا لهم المصالح ديالهم أو أن المرشحين بعادين على السكان و كيهتموا ع بالمصالح الشخصية ديالهم؟</p> <p>(1) المرشحين قرابين من السكان (2) المرشحين بعادين على السكان</p> <p>9. في هذا 12 الشهر الأخيرة، واش سبق لك شاركتي في شي نشاط نظمته الجماعة ديالكم؟</p> <p>(1) نعم (2) لا ← (انتقل إلى السؤال رقم 18)</p> <p>10. إذا كان الجواب نعم، أشن هو نوع النشاط اللي شاركتي فيه؟ ← (قرأ)</p> <p>ورشات التكوين و تقوية القدرات (2) المنتديات العامة (3) أنشطة خاصة بالشباب (4) أنشطة خاصة بالنساء (5) آخر، حدد</p> <p>11. واش سمعتي بمشروع جماعة الغد اللي كاين في الجماعة ديالكم</p> <p>(1) نعم (2) لا ← (انتقل إلى السؤال رقم 20)</p> <p>12. واش اتاحت لك الفرصة باش تشارك في الأنشطة اللي كيدير مشروع جماعة الغد؟</p> <p>(1) نعم (2) لا</p> <p>13. واش سمعتي بالمخطط الجماعي للتنمية اللي دارتو الجماعة ديالكم؟</p>



		(1) نعم (2) لا ← (انتقل إلى السؤال رقم 22)
	14. واش اتاحت لك شي فرصة باش تشارك في بعض الأنشطة اللي نظمتها الجماعة باش تصاوب المخطط الجماعي للتنمية؟ ← (قرا)	
	المشاركة في الأنشطة الخاصة بالتحسيس :	1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>
	المشاركة في اللقاءات التشاورية :	1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>
	المشاركة في ورشات التكوين :	1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>
	المشاركة في لجان التنمية المحلية :	1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>
	المشاركة في التشخيص التشاركي :	1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>
	المشاركة في تتبع و تقييم المشاريع اللي كتديرها الجماعة : 1 نعم <input type="checkbox"/> 2 لا <input type="checkbox"/>	
بجدية	15. واش كتشوف بأن المجلس الجماعي واخذ بجدية مسألة إشراك النساء في تسيير الشؤون المحلية أو بقليل من الجدية أو ما شي جدي؟	
	(1) قليل من الجدية (3) ما شي جدي (4) لا أعرف	
بجدية	16. واش كتشوف بأن المجلس الجماعي واخذ بجدية مسألة إشراك الشباب في تسيير الشؤون المحلية أو بقليل من الجدية أو ما شي جدي؟	
	(1) قليل من الجدية (3) ما شي جدي (4) لا أعرف	
	17. واش سبق لك سمعتي بلجنة المناصفة و تكافؤ الفرص اللي تخلقت في الجماعة؟	
	(1) نعم (2) لا ← (انتقل إلى السؤال رقم 26)	
	18. إذا كان الجواب نعم، واش سبق لك شاركتي شخصيا في الأنشطة اللي نظمتها هذا اللجنة ديال المناصفة و تكافؤ الفرص ؟	
	(1) نعم (2) لا	
	19. واش تبغي تشارك في الأنشطة اللي كتنظمها هذا لجنة المناصفة و تكافؤ الفرص ؟	
	(1) نعم (2) لا	
	20. في 12 شهر الأخيرة، واش اتاحت لك الفرصة باش تدير شي حاجة من هذا الشي اللي غادي نقول لك: ← (قرا)	
تقرا	1. المحاضرات ديال الاجتماعات ديال الجماعة	(1) نعم (2) لا
تشارك	2. في الاجتماعات ديال المجلس الجماعي	(1) نعم (2) لا
تتعرف	3.	



<p>تطلب</p>	<p>على الميزانية ديال الجماعة 4. معلومات على مصاريف الجماعة</p> <p>1) نعم 2) لا</p> <p>1) نعم 2) لا</p>
<p>الفئة</p>	<p>-III المستفيدة من أنشطة الجماعة</p> <p>21. في 12 شهر الأخيرة، شحال من مرة درتي شي حاجة من هذا الشي اللي غادي نقول لك:</p>



← (اقرأ و ضع دائرة حسب الترميز التالي : 1) حتى مرة 2) مرة وحدة في 3 شهور  
الأخيرة 3) مرة وحدة في الشهر 4) مرة وحدة أو أكثر في الأسبوع

1) تحضر لشي اجتماع في الحي باش تناقشوا المسائل ديال الجماعة : 1 2 3 4

2) تسييني على شي لائحة مطلبيّة خاصة بالمسائل المحليّة : 1 2 3 4

3) تحضر لشي اجتماع باش تناقشوا المسائل السياسيّة المحليّة : 1 2 3 4

4) تراسل الجرائد أو الإداعة أو شي جهة عليا باش تشكي بالجماعة : 1 2 3 4

22. أش من درجة انت راض أو ماشي راض على هذا الشي اللي غادي نقول لك:  
← (اقرأ و ضع دائرة حسب الترميز التالي :

1. الجماعة خدامة ديما على المشاغل ديال الناس : 1 اراض 2 راض شوية

3 شوية ماراضيش 4 مرضيش بمرة

2

2. الجماعة دايرة مبادرات باش تحسن حياة الناس : 1 اراض 2 راض شوية

2

3 شوية ماراضيش 4 مرضيش بمرة

3. العيالات هما اللي استافدوا من داك الشي اللي تدير الجماعة : 1 اراض 2 راض شوية

2

3 شوية ماراضيش 4 مرضيش بمرة

4. الشباب هما اللي استافدوا من داك الشي اللي تدير الجماعة : 1 اراض 2 راض شوية

2

3 شوية ماراضيش 4 مرضيش بمرة

2

2





	<p>2</p> <p>2</p> <p>2</p>
<p><b>-V المقدمة من طرف الجماعة</b></p> <p><b>الخدمات</b></p> <p><b>26. كيفاش كتشوفالنجاعة ديال الجماعة ديالكم باش تلبى حاجيات الناس، واش ناجعة، شوية أو ماشي ناجعة :</b></p> <p>(1) ناجعة مزيان 2 ناجعة شوية 3. ماشي ناجعة بمرة</p> <p><b>27. من بين هذا المصالح اللي غادي نقول لك، قل لي حسب الترتيب من 1 إلى 3، شكون فيهم اللي يمكن يحسن حياة الناس هنا :</b> ← (قرأ و ضع دائرة واحدة على كل سطر حسب الترميز التالي :</p> <p>(1) جمع الأزيال : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (2) الماء ديال الشرب : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (3) الضوء ديال الديور : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (4) الضوء ديال برا : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (5) النقل العمومي : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (6) إصلاح الطرقات : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (7) إصلاح الواد الحار : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة  (8) الصحة و التعليم : 1) المرتبة الأولى 2. المرتبة الثانية 3. المرتبة الثالثة</p> <p><b>28. من بين هذا المصالح اللي نكرنا، شكون منهم اللي باقي الجماعة ما خدمتوش :</b> ← (قرأ</p> <p>(1) جمع الأزيال : 2. الماء ديال الشرب : 3. الضوء ديال الديور  (4) الضوء ديال برا (5) النقل العمومي : (6) إصلاح الطرقات  (7) إصلاح الواد الحار (8) الصحة و التعليم (بناء السبيطارات و المدارس..)</p> <p><b>29. أش من درجة انت راض أو ماشي راض على هذا الشي اللي غادي نقول لك:</b>  ← (قرأ و ضع دائرة واحدة على كل سطر حسب الترميز التالي :</p> <p>1. المجلس الجماعي كيخدم مصالح الناس: 1 راض 2 راض شوية 3 شوية ماراضيش 4 ماراضيش بمرة</p> <p>2. المجلس الجماعي كيغرف مشاكل الناس: 1 راض 2 راض شوية 3 شوية ماراضيش 4 ماراضيش بمرة</p> <p>3. كتنشيق في المجلس الجماعي في معالجته لمشاكل الناس: 1 راض 2 راض شوية</p>	<p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p> <p>2</p>

3شوية ماراضيش 4 ماراضيش بمره	2
4. الجماعة عندها طريقة شفافة في تدبير الشؤون المحلية : 1 راض 2 راض شوية	2
3شوية ماراضيش 4 ماراضيش بمره	2

شكرا على مساهمتك

### ANNEX 5.2.1: Guidance for conducting individual interviews

**NOTE:** The questions which follow are designed both as guides to the individual interviews and for the focus groups. In the case of the focus groups the method of guiding the discussion will be different and it will be possible to go deeper into the details.

In the course of conducting the individual interviews with different categories of respondents considered as key resource people, it is important to keep the following three points in mind as this evaluation is designed to be a strategic evaluation focusing on the actors and their strategies and interests:

- 1 – The support that the Local Governance Project provided to reinforce the participation of citizens and especially young people and women in the development of local public policy.
- 2 – The support that the LGP provided to strengthen the capacity of the elected officials and the administration of the communes to provide good service to its citizens;
- 3 – The support which the LGP provided in terms of strengthening the communication and transparency between the commune and the local population.

To facilitate the task that the experts will undertake in conducting the interviews four guides have been developed, each with 12 questions relative to the area that will be investigated. Interviewers can of course ask additional questions as lines of inquiry develop, These 12 questions, however, help to assure that the approach of this evaluation which consists of gathering precise information on the ground in order to compare the information with documents and reports of the LGP. These same 12 questions are designed to structure a second method of data collection through the use of focus groups.

The interviews should be arranged with principal actors, especially actors at the provincial and prefectural levels (DCL, ADP, INDH), because these actors represent the central administration in each region. It is important to understand the degree of involvement at the regional level and below of the tutelary administration in all the different aspects of the program. Au fur et à mesure que les équipes de l'évaluation avancent sur le terrain, des résumés de rapports d'entretiens doivent être envoyés au chef de l'équipe pour servir à la restitution du rapport préliminaire.

All documents and recordings of the different interviews must be saved in order to put them in an archive of the evaluation report.











- To institutionalize citizen participation
  
- 2. To what extent was civil society involved in decision making and monitoring? (associations, youth organizations, CEPECs)
  
- 3. Have you participated in monitoring and evaluation exercises performed at the local level?  
How?
  
- 4. What should the LGP set as priorities in the future to improve local government?

## ANNEX 5.3.2: Focus Group Guide For Women's Focus Groups

### 1. General Advice

This methodological tool contains open ended questions. You should enter the responses of the respondents in a notebook and follow the order of the questions posed.

### 2. Objective

The objective of this discussion is to facilitate a discussion among principal female actors who have, such as elected women, members of CEPECs and women involved in associations as well as with women from the private sector and ordinary women. In the course of the discussions the participants should focus on the effectiveness of actions taken to benefit the integration of women in local governance. They will also show what their perceptions are about how well they feel that their needs are being met in terms of the activities that have been undertaken. They can do this in an all-female environment in which they may be freer to talk and express their opinions

### QUESTIONS

1. In general what is your opinion of the activities conducted by the LGP intended to help integrate women in local life?
2. How has the LGP participated in the integration of women in local governance?
3. Have the training and support activities contributed to reinforcing your professional skills? How?
4. To what degree has the LGP responded to the specific needs of women and taken into consideration their limited integration in local management?
5. Can you cite examples of changes that have taken place in the behavior of official where you work that have reinforced your role in the governance process?
6. How have the activities supported including the leadership training that the LGP offered reinforced including the leadership training that the LGP offered reinforced your active participation?
7. How has the GLP reinforced your participation in communal councils and in the elected commissions?
8. How has the consideration of the role of women in the commune and in local affairs in general evolved?
9. What activities do you consider to be the most effective in assuring the sustainability of the program and should be repeated?

**Annex 5.3.3: Focus Group Recording Sheet for Women in Fès (FG1)**  
*(Recording sheets from Focus Groups)*

### Focus Group – Women Fes (FG 1)

**Instructions**

In the table below to the left note the theme each time it is evoked and the number of times it was mentioned. In the column to the right note the themes or words/expression that were used repeatedly during the discussion. At the bottom of the form fill in the box with your remarks about what you learned from the focus group discussion.

**Date:** 16/10/2012 **Where:** Hotel Zahrataljabal, Fès **Number of Participants:** 8

**Length:** 2 hours **Moderator:** Ibtissam Mzibri **Assistant:** Fadoua Brour

Themes	Subthemes	Speech patterns, expressions, key words, terms	Frequency used
1. Women in local management	1.1. The LGP	Training on personal development not useful for daily life.	5
		The reality is completely different from what we learn in training sessions.	
		The biggest problem that women face is the impossibility of women to integrate into the society.	4
		Women don't know the rules of the political game. When they are included it is most often for decoration.	2





Narrative—what did we learn about the activities and impact of the LGP and about the state of participation in local governance?

With the exception of two elected women who attended very few training sessions, the others did not know of the LGP or other programs of that nature.

The participants were able to easily identify the obstacles to their integration into local management. The efforts furnished to this end are insufficient and in most cases do not achieve their objectives. They spoke about the training centers for economic integration that reach a very small percentage of women.

According to the participants, women, unlike men, cannot confront the sphere of local management. It is sometimes linked to politics. Women lack information and training in this area and need more support in practical terms rather than theoretical information. For them the reality is much different than the training.

They keep coming back to the lack of serious will to integrate women. There are gaps in the law and an absence of permanent structures to support women.

The participants are unable to propose solutions because the problem is structural and cultural. Serious action must be based on qualitative results and not on diverse activities that they don't find useful. All women are interested in local affairs, but women who have a role in the commune do not represent women in general, and efforts must not be restricted to these women.

### ANNEX 5.3.4: Focus Group Recording Sheet for Representatives of Civil Society Associations, Fes (FG2)

**Date:** 16 October 2012, Fès **Number of Participants:** 12 of which 5 were women

**Length of session:** 2 hours **Moderator:** Mhammed Abderebbi

Themes	Sub Themes	Categories that emerged as terms, words, expressions	Frequency of use
1. Involvement with the activities of the LGP	<p>1.1. consultation for starting up an LGP activity</p> <p>1.2. Impact of the LGP training sessions</p>	<p>Some associations invited to participate in meetings at Fes for startup.</p> <p>The form of involvement was deliberation and participation in the diagnostic study but not in its actual implementation.</p> <p>Associations were invited to the training programs organized by the LGP but they did not consult us on the implementation of these trainings. That is why many people did not attend. They wanted a certificate of attestation of attendance and a coffee break.</p> <p>The training sessions did not have a positive impact in organizational or institutional terms.</p> <p>The LGP did not improve citizen participation. Citizens are “far from the commune.”</p> <p>In the commune of Ain Chegag, the youth</p>	<p>Consulted: 7</p> <p>Not consulted : 5</p> <p>Planning for the training was not well adapted to the needs of the potential: 5</p> <p>Little or no positive impact:</p>



2.The LGP did impact on governance at the communal level	2.1. Promotion of citizen participation	training had a negative impact on their relationship with the council. The youth adopted a critical approach and organized demonstrations against the communal council that did not want to involve the youth.	10
	2.2. Promotion of sharing in decision making	Youth and civil society actors were not involved in decision making.  Institutional actors were involved in the development of the PCD especially in the diagnostic deliberation phases but not in decision making because decisions were made at the central ministerial level.	11
	2.3. Satisfaction of citizen needs and those of institutional actors	Interests of the citizens have not yet been taken in consideration by the commune.  Some youth councils were created but the only one functioning well was in Sefrou. Others having problems with the commune.	2  7
	2.4. Institutionalization of citizen		10



### ANNEX 5.3.5: Focus Group Recording Sheet Elected Officials El Jadida (FG3)

**Date:** October 11 2012, El Jadida **Number of Participants:** 11 of which 5 were women

**Length:** 2 hours **Moderator:** Mhammed Abderebbi

Themes	Sub-themes	Categories that emerged as terms, words, expressions	Frequency of use of category
1. Involvement in LGP activities	1.1. Consultation for start-up of LGP activities	The LGP had an action plan that it presented to the commune. Discussion with the commune involved only aspects of implementing the plan.	8
		The communal council identified which people could participate in the LGP activities. Representatives of the commune of Oulad Hcein did not know the LGPs objectives. That explains why only three people from that commune participated in the LGP activities, and only for the creation of the CEPEC. Others were not interested in creating the CPEC.	11
	1.2. Impact of the LGP activities	The LGP did not base its interventions on the elected councilors, only on the technical staff and civil society. The result was that the different actors gained different levels of skills and knowledge.	1
		The LGP adopted a top-down approach. There wasn't enough discussion between the LGP and the various actors. That is why the	11



<p>2. The LGP and the improvement of commune-level governance</p>	<p>2.1. Promotion of citizen participation</p>	<p>impact was not very significant.</p> <p>Thanks to the LGP actors did acquire a more objective vision of the commune— its strengths and weaknesses. In the past there were a lot of subjective criticisms in the communal council. Now people try to understand the various constraints linked to the management of the commune. This helps overcome conflicts and non-constructive criticisms.</p> <p>The LGP supported the communes in developing their PCDs. It reinforced the skills of the actors involved in the PCD. They became skilled in involving citizens and in the development of the PCD.</p> <p>The amount of intervention by the LGP varied tremendously from commune to commune. This is why the level of participation varied so much in different communes. Where the LGP had a lot of activities there was much more participation.</p> <p>When commune presidents did not want to involve the council, how would they involve the ordinary citizens? The elected officials were excluded in many cases.</p> <p>The LGP did strengthen the skills of elected</p>	<p>7</p> <p>8</p> <p>10</p>
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	<p>2.2. Promotion of decision making</p>	<p>women in leadership and management, but the communal councils did not want to involve women in significant ways in the management of the commune.</p> <p>Thanks to the LGP the commune has become more open and participatory. It now involves more actors and the communes have developed a more strategic vision of their intervention strategy.</p>	<p>11</p>
	<p>2.3. Satisfying the needs of citizens and institutions</p>	<p>Only the actors directly involved in the LGP program benefited from it.</p> <p>Needs of ordinary citizens are not taken into consideration as much as they should be by the communal council</p> <p>Our experience as elected officials shows that there has not been much change at the level of local governance. The governor or <i>wali</i> continue to intervene in communal budgets and management.</p> <p>The way the commune is managed is incompatible with the objectives of the LGP. We are far from the commune that the LGP would like to put in place.</p>	<p>8</p>
		<p>The communes have not gotten to the point of involving the young people in decision making.</p>	<p>6</p>
		<p>Thanks to the LGP there has been an important evolution at the commune level. In</p>	<p>7</p>



	<p>2.4. Institutionalizations of citizen participation</p>	<p>El Jadida there is now an office of complaint management. A number of complaints have been resolved in this way.</p> <p>The LGP has supported the communes in the development of their PCDs. Most of the communes now have teams that have become expert in developing a PCD.</p> <p>El Jadida, My Abdellah and Safi have functioning plans now.</p> <p>Four communes did create youth councils—the only commune with a functioning CPEC is My Abdellah, although Oulad Hcein is in the process of creating one.</p> <p>Safi and El Jadida have internal audit and communication strategies in place.</p>	<p>7</p> <p>4</p> <p>6</p> <p>4</p>
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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

Elected officials have an important role in the improvement of local governance because they are more in touch with the citizens. To attain its objectives the LGP must put in place other activities and not rely so heavily on the council president. But the elected officials are not very motivated by the LGP. To involve them the LGP must coordinate its activities at the central level with the DGCL and at the provincial level with the *wali*/governors. A guidance committee (*pilotage*) could be formed to do this.

The LGP could also think about creating a mechanism at the central and provincial levels to assure continuing training, especially for elected officials and candidates for communal council seats.

The LGP must think about spreading its different mechanisms to other communes in the Doukkala-Abda region.

**ANNEX 5.3.6: Focus Group Recording Sheet-The Technical Services , El Jadida (FG4)****Date:** 11 October 2012, El Jadida **Number of participants:** 7**Length:** 2 hours **Moderator:** Mhammed Abderebbi

Themes	Sub themes	Categories that emerged as terms, words, expressions	Frequencies
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<p>1. Involvement in activities of LGP</p>	<p>1.1. consulted for start-up of GP activities</p>	<p>The LGP organized several meetings with the technical services at the beginning of the project.</p> <p>The decentralized technical services were involved in particular with the development of the PCD.</p> <p>There is a communication problem with the LGP. We don't know who to coordinate with. Sometimes it's with the president of the commune, sometimes with the secretary general, sometimes with the leaders of the operational teams. That's why there was a slowdown of activities. Sometimes they arrive at the last minute. This explains why people are not present at their trainings.</p> <p>The LGP supported the formation of operational teams within the communes.</p> <p>The LGP trained the technical staff of the commune to put in place the different mechanisms of the LGP— youth councils, communication strategy, internal audit.</p>	<p>7</p>
	<p>1.2. The impact on training programs organized by the LGP.</p>	<p>Thanks to the personnel of the LGP the personnel of the commune did acquire the skills needed to respond to different needs of the commune.</p>	<p>5</p>
	<p>2.1. Promotion of citizen participation</p>	<p>The LGP didn't give the same attention to the different components of its program. It gave most of its attention to youth organization and spent most of its resources on that. The other components were marginalized.</p>	<p>7</p>
<p>2. The LGP and</p>			



the improvement of communal governance	2.2. Promotion of decision making	Thanks to the LGP young people changed their relationship with the commune. They started to participate in local management. Before the LGP they were suspicious of the communal government. Now they come and make proposals and participate.	6
	2.3. Satisfying the needs of citizens and institutional actors	The problem is with the elected officials of the commune who don't want to involve the youth and the civil society.	5
		The PCD process created a new dynamic in the society. It involved all segments of the society— citizens' associations and technical services. But this dynamic was centered on the diagnosis of needs and not on satisfying them.	5
	2.4. Institutionalization of citizen participation	The LGP was able to open the commune up to its citizens. This same dynamic is absent in the other components of the LGP. There isn't participation in the other components in comparison with the PCD.	7
That is why the other mechanisms have not spread to other communes. Neither the LGP nor the commune have		6	



		<p>provided the resources and the logistics needed to make the intervention work.</p> <p>We have to work with the resources we have and that has a negative impact on putting into practice these mechanisms.</p> <p>There is no coordination between the LGP and the elected officials. No involvement of the governor or <i>wali</i>. Without that the elected officials are not going to be mobilized to institutionalize citizen participation.</p>	<p>7</p> <p>6</p> <p>5</p>
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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

The LGP should constitute an advisory committee (*comate de pilotage*) at the provincial level to coordinate with the various actors and to mobilize the designated actors— elected officials, civil society, and youth.

The LGP should adopt an integrated approach to its interventions, selling its products as an integrated package instead of a series of activities dispersed in time and space. The different mechanisms that the LGP has put in place need ongoing support.

### ANNEX 5.3.7: Focus group Recording Sheets -Representatives of Civil Society, El Jadida (FG5)

**Date:** 11 October 2012, El Jadida **Number of participants:** 7

**Length:** 2 hours **Moderator:** Mhammed Abderebbi

Themes	Sub themes	Categories that emerged as terms, expressions, words	Frequency
1. Involvement in the activities of the LGP	1.1. consultation at the start-up phase of LGP activities	<p>The LGP identified the needs of the actors through the use of a questionnaire, and established a plan for training.</p> <p>It organized several meetings for awareness and information in the various communes to set its objectives and approach.</p> <p>To inform the civil society it sent out invitations and fliers to the homes of young people.</p>	7
	1.2. Impact of the training organized by the LGP	<p>The LGP organized several training sessions for the representatives of civil society and in particular around the PCD, the youth council and the creation of projects.</p> <p>The selection criteria for choosing associations included was not clear. The criteria were not objective.</p> <p>Thanks to this training the LGP strengthened the capacity of youth organizations and of civil society.</p>	5
	2.1. Promotion of citizen participation		7



2. The LGP and the improvement of commune-level governance	2.2. The promotion of decision making	<p>Today we avoid conflicts and have an adequate accounting system that makes the associations more transparent.</p> <p>The LGP fostered an understanding between the commune, the youth and the associations. Now there are ties between these different actors.</p>	4
		<p>Thanks to the LGP, young people are taking more interest in local management issues. They have become a force and can make proposals. They negotiate their status and role in local governance.</p>	7
		<p>Thanks to the LGP, young people are taking more interest in local management issues. They have become a force and can make proposals. They negotiate their status and role in local governance.</p>	6
		<p>Thanks to the LGP young people are now involved in decision making. That is because the youth councils have gone through two stages of development. At first the youth council was created by the communal council. This produced demonstrations and protests leading to a second stage in which the young people were involved in the creation of a new youth council. This council was elected only by representatives of civil society without the intervention of the commune.</p>	5
	2.3. Satisfaction of citizen and institutional actors	<p>Thanks to the LGP young people are going to participate in the next elections and will choose their own elected officials.</p>	7
		<p>Civil society and youth were involved in the development of the PCD in the diagnostic phase.</p>	5
	2.4. Institutionalization	<p>Citizens were not involved in the PCD and the commune has not addressed their needs.</p>	7

	of citizen participation	<p>The LGP has put into place youth councils in several communes— El Jadida, Safi and My Abdellah— and a complaint bureau, a communication strategy and an internal audit in El Jadida.</p>	7
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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

The representatives of civil society want the LGP to organize a press conference each year and to invite media and other actors. During this conference they would present a report on their state of advancement for everyone to see. The civil society would present its own report parallel with that of the LGP.







	<p>2.4. Making citizen participation more institutionalized</p>		<p>The technical services don't have decision making power: 10</p> <p>The creation and operation of these different participatory mechanisms depend on the communal council and its president: 10</p>
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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

To improve local governance the LGP should focus on elected officials and civil society, which in most cases are in permanent conflict with the council.

The elected officials need to be reassured that the involvement of civil society will not force them to give up their power. They need special assistance in areas such as communication and conflict resolution. For its part, civil society suffers from a number of weaknesses, such as lack of experience and

lack of financial and material resources.

The LGP focused its assistance on the commune, particularly on the technical staff of the commune. Due to this assistance the staff has gained skills needed to make the commune perform better and to be more open to its citizens. But without the agreement of the council the staff cannot put into practice the practical objectives foreseen by the LGP.

### ANNEX 5.3.9: Focus group Recording Sheets-Elected Officials from Fes (FG7)

**Date:** 15 October 2012, Fès **Number of participants** 3, of which 1 was a woman

**Length:** 40 minutes **Moderator:** Mhammed Abderebbi

Themes	Sub themes	Categories emerging from the conversation— terms, expressions, words	Frequency
1. Involvement in activities of the LGP	1.1. Consulted for the start-up	At Sefrou, the LGP strengthened the capacity of the actors in terms of their knowledge of the Communal Charter, especially with regard to the PCD, CEPEC, youth councils and communication strategy.	
2. The LGP and improving commune-level governance	1.2. Impact of the LGP	The LGP supported the commune in the development of its PCD. They made an expert available and several facilitators for the different steps in the LGP process.	
	2.1. Promotion of citizen participation	In spite of the efforts of the LGP, even in the framework of the PCD, we were not able to get everyone involved. A small number of citizens and civil society actors had the chance to be heard during the diagnostic process.	
	2.2. Promoting	The commune has become more open to its citizens, but there are only about a dozen associations that have permanent relations with the commune. The citizens are still far from the	



	<p>decision making</p> <p>2.3. Satisfying the needs of citizens and institutional actors</p> <p>2.4. Institutionalizing citizen participation</p>	<p>commune. They are consulted but never involved in decision making.</p> <p>The technical services were involved actively in the diagnostic phase of the PCD but their involvement with the other commissions remains minimal. Thus far they do not get involved in monitoring and evaluation.</p> <p>A youth council and CEPEC were created. The CEPEC has been blocked for political reasons. The communication strategy is in process.</p> <p>The CEPEC and the youth council had some difficulties when first started but have overcome these now.</p>	
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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

The impact of the LGP remains limited to a small number of elected officials, the staff of the commune, and some civil society actors.

The LGP succeeded in producing a tool kit of support for training in several areas but remains unable to

open the commune up to its citizens. It can't apply the content of its training.

Citizen involvement is not at the forefront of the LGP's approach or concerns. All of its attention is focused on the elected officials, civil society and the staff.

### **ANNEX 5.3.10: Focus group Recording Form - Women's Group at El-Jadida (FG8)**

**Date:** 19/10/2012 **Where:** Hotel El Morabidine **Number of participants:** 8

**Length:** 2:30 Hours **Moderator:** Ibtissam Mzibri **Assistant:** Raouiaousdi

Themes	Sub themes	Categories that emerged from the discussion- terms, expressions, words	Frequency
1. Women and the LGP	1.1. Elected women  1.2. Women in the other components of the LGP  1.3. Sustainability of the program's benefits	<p>The training did not take into consideration the level of some of the elected women who did not have sufficient education to effectively follow the training.</p> <p>Some women did not participate because of the lack of reimbursement for transportation.</p> <p>The training only involved the personality of elected women (leadership) and not technical skills that could be used in their daily lives and that would help them have their opinion taken seriously.</p> <p>In most cases it was the officials close to the president who got the training.</p> <p>Male officials attended only the opening session about the role of women.</p> <p>Apart from the training program for elected women the LGP has not undertaken any other action to benefit other categories of women and to strengthen their participation. The commissions function with no consideration of a gender approach. In most cases only</p>	

		<p>men are present.</p> <p>The LGP program has created a certain dynamic among the women officials, and now they communicate more among themselves and inform each other of professional matters.</p> <p>The training did support some women in developing a spirit of research and self-help, but only for a very small number of women because of the low level of education among many women.</p> <p>There are no permanent structures to integrate women into local management— just sporadic activities.</p>	
The integration of women into local management in general	<p>Training</p> <p>Changing mentalities</p> <p>Efforts of a more militant civil society</p>	<p>It is vital to fight against sexism. It is vital for the success of women.</p> <p>Need to have permanent structures to encourage women and put them on the road to integration.</p> <p>It is vital to oblige those with the power to decide to consider gender and base their evaluation of success of their programs on this.</p>	
Recommendations	<p>Training</p> <p>Awareness</p>	<p>Make programs available to women in associations and not just to elected women.</p>	

<p>Gender approach with results</p> <p>Ongoing technical assistance</p>	<p>Programs of donors more aware of gender approach.</p> <p>Creation of mechanisms for integration of women and of communication.</p> <p>Respect the gender approach in budgeting to help women accomplish projects.</p> <p>More transparency in the criteria used to enroll women in training programs.</p> <p>Training more useful for professional advancement.</p> <p>Make council presidents more responsible to the LGP for respecting its approach.</p> <p>Encourage those who benefit from the training to share their knowledge more widely.</p> <p>More follow-up of the actions to ensure more sustainability.</p>	
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Narrative—what did we learn about the activities and impact of the LGP and about the state of participation in local governance?

The LPG is mainly interested in its program to integrate women by training elected women representatives in general themes. But it does not provide them with concrete tools to help them perform in a professional environment. The result is that women may have a strong personality but lack practical needed competence. These women want to be able to act on the budget, intervene in discussions of tax revenues and on other areas of local governance.

Apart from strengthening the capacities of elected women there is no mechanism to integrate women into various structures created in the commune. Even if they exist they limit women to a quantitative participation only.

According to the participants in this focus group it is necessary to prepare the environment to integrate women and strengthen their competences.

What is notable is the absence of a role for civil society in this dimension of the LGPs program.

Various participants stated that they had no idea what the LGP had as a clear vision of its objectives and means. These kinds of actions require participation that cannot be gained by sitting down at a table with the potential beneficiaries and discussing the working methods.

**ANNEX 5.3.11: Focus group Recording Sheets for a mixed group of actors from the commune of Aneur- Salé (FG9)**

**Date:** 23 October 2012, Commune of Aneur- Salé **Participants:** 12; 7 women, one elected woman, 2 decentralized technical services officials, and 6 representatives of civil society and members of the CEPEC **Length:** 2 hours **Moderator:** Mhammed Abderebbi

Themes	Sub themes	Categories that emerges from the discussion : terms, expressions, words	Frequency
1. Involvement in the activities of the LGP	1.1. Consultation on the activities at start-up	None of the participants know of the LGP and its objectives. They don't know about it directly from LGP personnel. They have only heard about it from mail sent to the commune.	12
		The LGP never consulted with the participants. Whatever consultation occurred was only with the president of the commune without involving anyone else.	12
		The president receives invitations from the LGP and he appoints people who can participate in meetings or training sessions.	
		The LGP sent a questionnaire to the commune to identify the needs of those people designated for the training.	12
		The LGP held several training sessions for women elected to offices outside the commune.	
		Each of the four women attended one training session.	5
		The LGP organized several trainings and encounters for members of the CEPEC which is still in the process of being created.	



2. The LGP and improvement of local governance	1.2. Impact of the trainings organized by the LGP	<p>The Sanad project organized training for youth councils, but these sessions did not lead to the creation of a youth council in this commune.</p> <p>The Sanad project supported the development of the PCD and organized training to benefit designated members of the commune.</p>	2
	2.1. The promotion of citizen participation	<p>It organized individual interviews and focus group meetings to identify the needs of the commune.</p> <p>SANAD helped them with an expert to help write their PCD. It is still in process.</p>	2 10
	2.2. Promoting participation in decision making	<p>Apart from the CEPEC there has been no initiative to promote citizen participation.</p> <p>Associative life in the commune is weak and suffers from a lack of experience and competence. Of the 30 associations that exist in the commune the majority are just looking for financing and small grants. There are no NGOs specially trained in lobbying or the rights of youth and human rights.</p>	9
	2.3. Satisfaction of the needs of citizens and institutional actors	<p>The inhabitants of this commune suffer from a lot of problems— lack of proper sanitation, drinking water and electricity, and insecurity.</p> <p>Since the commune was created in 2008 it has been unable to meet the needs of its population.</p> <p>This is a rural commune classified by the central authorities as one of the poorest in the country.</p>	11
	2.4. Institutionalization of citizen participation	<p>The president of the commune designated the members of the CEPEC.</p> <p>The communal council approved the creation of the CEPEC on October 22, 2012.</p>	10

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Narrative—What did we learn about the activities and impact of the LGP and about the state of participation in local governance?

The LGP should consider paying some attention to this commune. It offers great opportunities to help put in place different mechanisms to promote citizen participation and local governance—youth councils, management of complaints, and a plan for communication.

This is a young commune with young staff and newly created associations that have a strong need for training.

The LGP should communicate its objectives and its approach to the actors involved and not limit itself to the president of the commune.

**ANNEX 6: Household Survey Data- Preliminary results**

## Annex 6.1 By Commune

		Commune						Total
		El Jadida	My Abdellah	Sefrou	Ain Chegag	Ameur	Tabrekt	
Have you heard anything about the Equal Opportunity Committee (CPEC)?	yes	13,3%	6,7%	5,0%	11,7%	5,0%	10,0%	8,6%
	no	86,7%	93,3%	95,0%	88,3%	95,0%	90,0%	91,4%
Do you know about the development of the Communal Development Plan (PCD)?	yes	10,0%	5,0%	3,3%	13,3%	8,3%	15,0%	9,2%
	no	90,0%	95,0%	96,7%	86,7%	91,7%	85,0%	90,8%
How interested are you in local government affairs?	Very interested	8,3%	6,7%	6,7%	15,0%	16,7%	10,0%	10,6%
	Somewhat interested	35,0%	18,3%	20,0%	23,3%	21,7%	15,0%	22,2%
	Not at all interested	56,7%	75,0%	73,3%	61,7%	61,7%	75,0%	67,2%
Do you think that the elected officials of the commune are responsive to the priorities of citizens or are only interested in their own needs ?	Elected officials are responsive	18,3%	10,0%	8,3%	11,7%	28,3%	20,0%	16,1%
	Elected officials are distant	81,7%	90,0%	91,7%	88,3%	71,7%	80,0%	83,9%
The commune always works in the interest of the citizens	Strongly agree	5,0%	1,7%	1,7%	5,0%	11,7%	10,0%	5,8%
	Somewhat	28,3%	15,0%	28,3%	15,0%	18,3%	36,7%	23,6%



	agree							
	Somewhat disagree	15,0%	23,3%	18,3%	25,0%	20,0%	23,3%	20,8%
	Strongly disagree	51,7%	60,0%	51,7%	55,0%	50,0%	30,0%	49,7%
<b>The actions of the commune help improve the life of its citizens</b>	Strongly agree	5,0%	6,7%	1,7%	6,7%	10,0%	3,3%	5,6%
	Somewhat agree	21,7%	13,3%	18,3%	13,3%	21,7%	30,0%	19,7%
	Somewhat disagree	21,7%	20,0%	11,7%	11,7%	21,7%	26,7%	18,9%
	Strongly disagree	51,7%	60,0%	68,3%	68,3%	46,7%	40,0%	55,8%
<b>Women have benefited from the commune's activities</b>	Strongly agree	5,0%	5,0%	1,7%	3,3%	1,7%	5,0%	3,6%
	Somewhat agree	16,7%	11,7%	23,3%	15,0%	23,3%	18,3%	18,1%
	Somewhat disagree	20,0%	23,3%	13,3%	8,3%	15,0%	26,7%	17,8%
	Strongly disagree	58,3%	60,0%	61,7%	73,3%	60,0%	50,0%	60,6%
<b>Young people have benefited from the activities of the commune</b>	Strongly agree	3,3%	3,3%	1,7%	3,3%	3,3%	3,3%	3,1%
	Somewhat agree	16,7%	11,7%	25,0%	10,0%	20,0%	25,0%	18,1%
	Somewhat disagree	13,3%	20,0%	13,3%	21,7%	16,7%	20,0%	17,5%
	Strongly disagree	66,7%	65,0%	60,0%	65,0%	60,0%	51,7%	61,4%



<b>How efficient is your commune in communicating with its citizens</b>	Very efficient		1,7%	1,7%	3,3%	6,7%	5,0%	3,1%
	Somewhat efficient	36,7%	33,3%	31,7%	46,7%	43,3%	41,7%	38,9%
	Not at all efficient	63,3%	65,0%	66,7%	50,0%	50,0%	53,3%	58,1%
<b>I have confidence in the capacity of my commune to resolve problems of the commune</b>	Strongly agree		1,7%		3,3%	6,7%	13,3%	4,2%
	Somewhat agree	20,0%	6,7%	18,3%	15,0%	18,3%	20,0%	16,4%
	Somewhat disagree	13,3%	26,7%	16,7%	30,0%	23,3%	30,0%	23,3%
	Strongly disagree	66,7%	65,0%	65,0%	51,7%	51,7%	36,7%	56,1%
<b>The commune has adopted a transparent approach to the management of public affairs</b>	Strongly agree				1,7%		6,7%	1,4%
	Somewhat agree	18,3%	6,7%	18,3%	13,3%	16,7%	20,0%	15,6%
	Somewhat disagree	13,3%	11,7%	15,0%	15,0%	26,7%	28,3%	18,3%
	Strongly disagree	68,3%	81,7%	66,7%	70,0%	56,7%	45,0%	64,7%

Knowledge/Involvement with LGP Program and Structures		Commune						Total
		El Jadida	My Abdellah	Sefrou	Ain Chegag	Ameur	Tabrekt	
Do you know about the LGP Project ?	yes	1,7%	5,0%		11,7%	1,7%	1,7%	3,6%
	no	98,3%	95,0%	100,0%	88,3%	98,3%	98,3%	96,4%
Have you had the opportunity to be involved with an activity supported by the LGP?	yes				3,3%			0,6%
	no	5,0%	10,0%	3,3%	10,0%	1,7%	5,0%	5,8%
	Not relevant	95,0%	90,0%	96,7%	86,7%	98,3%	95,0%	93,6%

Analysis: The level of knowledge of the Local Governance Program is extraordinarily low (3.6%) for the whole sample and is virtually identical for the pilot and control communes.

Knowledge of the two most important participatory mechanisms— the CPEC and the Communal Development Plan (PCD)— is very low. Only about 10% of those sampled reported knowing about either one.

Confidence in local government varies from commune to commune with the most supportive population being in the control commune of Salé Tabrekt— a semi-urban commune near the capital of Rabat. This was the only clearly statistically significant difference by commune found in this study.

Respondents reported that they did not believe that women and youth benefited from the activities of the communal government and there was no statistically significant difference between the pilot communes (El Jadida, My Abdellah, Sefrou and Ain Chegag) and the control communes of Ameur and Tabrekt.

## 6.2 Results of household survey by sex of respondent

		Sex		Total
		Male	Female	
How interested are you in local government affairs	Very	7,4%	12,1%	10,6%
	moderately	20,7%	23,0%	22,2%
	Not at all	71,9%	64,9%	67,2%
Do you think that local elected officials are close to the citizens and care about the priorities and needs or are not close to them and only care about their own interests ?	They are close to the citizens	9,9%	19,2%	16,1%
	They are not close to citizens	90,1%	80,8%	83,9%
Have you been involved in any of the activities supported by the LGP?	Yes	2,5%	4,2%	3,6%
	No	97,5%	95,8%	96,4%
Do you know about the development of the Communal Development Plan (PCD)?	Yes	10,7%	8,4%	9,2%
	No	89,3%	91,6%	90,8%
Have you heard anything about the Equal Opportunity Committee (CPEC?)	Yes	9,9%	7,9%	8,6%
	No	90,1%	92,1%	91,4%
What is your opinion about how the commune involves women in the management of public affairs ?	Strongly Favorable	3,3%	6,3%	5,3%
	Moderately favorable	28,1%	16,7%	20,6%
	Not at all favorable	57,9%	62,3%	60,8%

	I don't know	10,7%	14,6%	13,3%
<b>The commune always works in the interests and needs of its citizens</b>	Strongly agree	3,3%	7,1%	5,8%
	Somewhat agree	14,0%	28,5%	23,6%
	Somewhat disagree	26,4%	18,0%	20,8%
	Strongly disagree	56,2%	46,4%	49,7%
<b>The actions that the local government takes help improve the life of its citizens</b>	Strongly agree	4,1%	6,3%	5,6%
	Somewhat agree	11,6%	23,8%	19,7%
	Somewhat disagree	20,7%	18,0%	18,9%
	Strongly disagree	63,6%	51,9%	55,8%
<b>Women benefit from communes activities</b>	Strongly agree	4,1%	3,3%	3,6%
	Somewhat agree	11,6%	21,3%	18,1%
	Somewhat disagree	21,5%	15,9%	17,8%
	Strongly disagree	62,8%	59,4%	60,6%
<b>Young people benefit from the communes activities</b>	Strongly agree	3,3%	2,9%	3,1%
	Somewhat agree	7,4%	23,4%	18,1%
	Somewhat disagree	24,0%	14,2%	17,5%
	Strongly disagree	65,3%	59,4%	61,4%
<b>How efficient do you think your commune is in terms of communicating with its citizens?</b>	Very efficient	1,7%	3,8%	3,1%
	Somewhat efficient	33,1%	41,8%	38,9%
	Not at all efficient	65,3%	54,4%	58,1%
<b>I have confidence in the capacity of</b>	Strongly agree	1,7%	5,4%	4,2%

the communal council to resolve communal problems)	Somewhat agree	10,7%	19,2%	16,4%
	Somewhat disagree	23,1%	23,4%	23,3%
	Strongly disagree	64,5%	51,9%	56,1%
The communal council has adopted a transparent approach to the management of local affairs	Strongly agree		2,1%	1,4%
	Somewhat agree	7,4%	19,7%	15,6%
	Somewhat disagree	16,5%	19,2%	18,3%
	Strongly disagree	76,0%	59,0%	64,7%

**Analysis:** There are no statistically significant differences between the views of men and women. Women are no more likely to know about the CPEC than men (92% don't know about it). Women interviewed stated that they were slightly more interested and less critical of local government than were men. About 60% of the women interviewed stated that they were not at all favorable to the way the communal government involves women, but this was not statistically different than men.

### 6.3 RESULTS OF HOUSEHOLD SURVEY BY AGE OF RESPONDENT

		18-25 years	25 and plus
How interested are you in local government affairs ?	Very interested	10,20%	11,38%
	Somewhat interested	23,80%	22,00%
	Not at all interested	66,00%	66,62%
Do you think that the elected officials of the commune are responsive to the priorities of citizens or are only interested in their own needs ?	Elected officials are responsive	12,20%	17,94%
	Elected officials are distant	87,80%	82,06%
Do you know about the Local Governance Project (LGP)?	yes	4,10%	3,70%
	no	95,90%	96,30%
Have you been involved in any of the activities supported by the LGP?	yes	1,40%	0,00%
	no	2,70%	8,18%
	not concerned	95,90%	91,82%
Have you heard anything about the Equal Opportunity Committee (CPEC?)	yes	12,90%	5,40%
	no	87,10%	94,60%

Do you know about the development of the Communal Development Plan (PCD)?	yes	10,00%	8,98%
	no	90,00%	91,02%
The commune always works in the interests and needs of its citizens	Strongly agree	4,80%	6,76%
	Somewhat agree	19,00%	25,00%
	Somewhat disagree	24,50%	19,10%
	Strongly disagree	51,70%	49,14%
The actions that the local government takes help improve the life of its citizens	Strongly agree	5,40%	5,92%
	Somewhat agree	18,40%	19,76%
	Somewhat disagree	20,40%	17,44%
	Strongly disagree	55,80%	56,90%
Young people benefit from the communes activities	Strongly agree	4,80%	2,06%
	Somewhat agree	14,30%	19,82%
	Somewhat disagree	21,80%	15,66%
	Strongly disagree	59,20%	59,92%
How efficient do you think your commune is in terms of communicating with its citizens?	Very efficient	1,40%	3,72%
	Somewhat efficient	38,80%	39,78%
	Not at all efficient	59,90%	56,46%
I have confidence in the capacity of the communal council to resolve communal problems)	Strongly agree	2,00%	5,06%
	Somewhat agree	12,20%	17,88%
	Somewhat disagree	25,90%	23,48%
	Strongly disagree	59,90%	53,62%
The communal council has adopted a transparent approach to the management of local affairs	Strongly agree		2,24%
	Somewhat agree	10,20%	17,00%
	Somewhat disagree	15,60%	21,46%
	Strongly disagree	74,10%	59,28%

Analysis: Age Differences (18-25, versus over 25)

The responses of both age groups were virtually identical. About 66% of both age groups reported that they were not at all interested in local affairs. One difference that did appear to be significant was the view by youth respondents that the communal council did have the capacity to resolve communal problems (23% of the youth interviewed strongly or moderately agreed as compared to 14% of those over 25).

## 6.4 HOUSEHOLD SURVEY RESPONSE BY EDUCATIONAL LEVEL

Relationship between citizens and communal government		Level of Education					
		PRIMARY	SECONDARY	UNIVERSITY	NO EDUCATION	Other	TOTAL
How interested are you in local government affairs ?	Very interested	14.3%	8.6%	16.6%	8.5%	20.0%	10,6%
	Somewhat interested	20.4%	24.1%	24.0%	16.0%	80.0%	22.2%
	Not at all interested	65.3%	67.3%	60.0%	75.5%	0.0%	67.2%
Do you think that the elected officials of the commune are responsive to the priorities of citizens or are distant	Elected officials are responsive	20.4%	12.3%	8.0%	23.4%	40.0%	16.1%
	Elected officials are distant	79.6%	87.7%	92.0%	76.6%	60.0%	83.9%
The commune always works in the interest of the citizens	Strongly agree	10.2%	3.1%	4.0%	8.5%	20.0%	5.8%
	Somewhat agree	24.4%	19.8%	20.0%	33.0%	20.0%	23.6%
	Somewhat disagree	14.3%	26.5%	16.0%	17.0%	20,0%	20.8%
	Strongly disagree	53.1%	50.6%	60.0%	41.5%	40.0%	49.7%
The actions of the commune help improve the life of its citizens	Strongly agree	8.2%	4.9%	4.0%	6.4%	0.0%	5.6%
	Somewhat agree	26.5%	13.6%	22.0%	24.5%	40.0%	19.7%
	Somewhat disagree	12.2%	21.0%	26.0%	16.0%	0.0%	18.9%
	Strongly disagree	53.1%	60.5%	48.0%	53.2%	60.0%	55.8%

<b>Women have benefited from the commune's activities</b>	Strongly agree	4.1%	3.7%	4.0%	2.1%	20.0%	3.6%
	Somewhat agree	28.6%	12.3%	12.0%	24.5%	40.0%	18.1%
	Somewhat disagree	16.3%	20.4%	26.0%	10.6%	0.0%	17.8%
	Strongly disagree	51.0%	63.6%	58.0%	62.8%	40.0%	60.6%
<b>Young people have benefited from the activities of the commune</b>	Strongly agree	4.1%	3.7%	0.0%	3.2%	0.0%	3.1%
	Somewhat agree	26.5%	14.8%	10.0%	22.3%	40.0%	18.1%
	Somewhat disagree	12.2%	20.4%	26.0%	11.7%	0.0%	17.5%
	Strongly disagree	57.1%	61.1%	64.0%	62.8%	60.0%	61.4%
<b>How efficient is your commune in communicating with its citizens</b>	Very efficient	4.1	1.9%	0.0%	6.4%	0.0%	3.1%
	Somewhat efficient	44.9%	40.1%	32.0%	36.2%	60.0%	38.9%
	Not at all efficient	51.0%	58.0%	68.0%	57.4%	40.0%	58.1%
<b>I have confidence in the capacity of my commune to resolve problems of the commune</b>	Strongly agree	6.1	3.7%	0.0	5.3%	20.0%	4.2%
	Somewhat agree	20.4%	13.0%	14.0%	21.3%	20.0%	16.4%
	Somewhat disagree	18.4%	22.8%	32.0%	21.3%	40.0%	23.3%
	Strongly disagree	55.1%	60.5%	54.0%	52.1%	20.0%	56.1%
<b>The commune has adopted a transparent approach to the management of public affairs</b>	Strongly agree	2.0	0.6	0.0	3.2%	0.0	1.4%
	Somewhat agree	16.3%	12.3%	8.0%	23.4%	40.0%	15.6%
	Somewhat disagree	18.4%	15.4%	16.0%	25.5%	0.0%	18.3%
	Strongly disagree	63.3%	71.6%	76.0%	47.9%	60.0%	64.7%

Knowledge/Involvement with LGP Program and Structures	Level of Education					
	PRIMARY	SECONDARY	UNIVERSITY	NO EDUCATION	OTHER	TOTAL
Do you		2.5%	6.0	3.2%	0.0%	3.6%



know about the LGP Project ?	no	93.9%	97.5%	94.0%	96.8%	100.0%	96.4%
Have you had the opportunity to be involved with an activity supported by theLGP?	yes	0.0	0.6	2.0	0.0%	0.0	0.6
	no	8.2%	3.1%	6.0%	9.6%	0.0%	5.8%
	Not relevant	91.8%	96.3%	92.0%	90.4%	100.0%	93.6%

**ANNEX 7: Table of concentration and dispersion of activities of LGP by type and locality**

	Total	PCD	ELECTED WOMEN	YOUTH	COMMUNICATION	CONFLICT/COMPLAIN T	CEPEC
El Jadida Ville	61	13	4	10	11	7	3
My Abdellah	7			1	1		3
Safi	55	12	1	11	11	5	
Fes Ville	18		5	3	1	7	1
Ain Chegag	8	1		5	1		
Sefrou	40	14		14	3	1	5
My Yacoub	7	6					
Rabat-Salé	14		3	2			2
Ameur	2						2
Other communes							
Azemour	6	6					
Mohammedia	1	1					
Sidi Hrazem	8			3	1		1
Ben Mellal			1				
	AUDIT	GENERAL	NGOS	Elected others	Gender	Public Forums	Other
El Jadida Ville	7	6	2				



My Abdellah			2				
Safi	7	5					
Fes Ville		1					
Ain Chegag		1					
Sefrou		2	1				1
My Yacoub					1		
Rabat-Salé	3	1				3	
Ameur						2	
Other communes							
Azemour							
Mohammedia							
Sidi Hrasem		1				1	
Ben Mellal							

## **ANNEX 8: Focus Group Observations Relevant to Expanded Participation, Especially of Youth**

### **I. Expanded participation, especially youth**

#### **Achieved objectives**

The LGP did open up participation somewhat in terms of consultation and initial stages of the PCD process. (FG3, FG7)

It helped create a more positive relationship between citizens and the communal government. (FG3)

This point is refuted by a number of others who say that participation did not permit a real role to civil society or youth. (FG2, FG5)

The functioning of the communal government did not significantly change (“still far from the citizens”). (FG3, FG2) Local governmental officials still not prepared to share power (decision-making roles). FG1

Women were not integrated into its programs at the commune level. (FG3)

#### **Methods**

Coordination between the LGP and elected officials was poor. (FG4)

Training of women councilors was not appropriate to their needs and did not reach beyond a very small number of women (FG1); Project did not improve representation or skills of council members. (FG1 FG3)

#### **Institutionalization of participation**

Some institutions created (youth councils, CPEC). (FG7) (See El Jadida, Safi, My Abdellah). (FG5)

No permanent structures for these new institutions. (FG8)

New institutions lack coordination with the Ministry Interior DGCL, DCL. (FG3)

#### **Sustainability of practices**

LGP did strengthen youth organizations through training. (FG5)

Most of these are not functioning (Sefrou and El Jadida excepted) (FG2) or are having difficulties with communal councils. (FG2) Only My Abdellah functioning (FG3)

Youth organizations in a few cases demanded a say and protested, but this process was not institutionalized. (FG5)

New institutions did not integrate women. (FG8)

Only those directly involved benefited—no institutional spreading. (FG3)

### **Involvement of citizens**

Important results achieved in El Jadida. (FG3)

Various actors were involved, especially in early stages of PCD, but not much later. (FG7)

Youth feels itself more involved now in local affairs. (FG5)

The PCD was developed with civil society involvement (participatory methods). (FG6)

Councils resisted decision-making roles for citizens— any form of power sharing. (FG6, FG1, and FG2)

Not everyone was included. (FG7) Only beneficiaries profited from the trainings. (FG3),

Communal government still distant from citizens. (FG7)

Ordinary citizens not involved. (FG6)

Involvement often depended on the will of the communal president. (FG6)

Needs of ordinary citizens not taken into consideration. (FG3)

LGP method of coming with an already decided-upon program and consulted only on implementation not seen as inclusive. (FG3)

### **Women's involvement**

LGP did enhance the skills of some women councilors in leadership and management. (FG3)

LGP training did help elected women form informal network for exchanging information. (FG8)

Program very narrowly defined— why only women officials? (FG1)

Program not open— president often named those to be trained. (FG7)

Communal council did not want to share power or decision making with women. (FG3)

Apart from CPEC no other activity specifically involved women. (FG8)

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