



## DTF: MA-Local Government Support Program (P144438)

MIDDLE EAST AND NORTH AFRICA | Morocco | Social, Urban, Rural and Resilience Global Practice Global Practice | Recipient Executed Activities | Investment Project Financing | FY 2014 | Seq No: 8 | ARCHIVED on 29-Dec-2017 | ISR30038 |

Implementing Agencies: General Directorate for Local Governments, Ministry of Interior, General Directorate for Local Government, Ministry of Interior

## Key Dates

### Key Project Dates

Bank Approval Date:26-Nov-2013

Effectiveness Date:02-Dec-2013

Original Closing Date:31-Aug-2018

Revised Closing Date:31-Aug-2018

## Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The Objective of the Project is to set up a lasting program to provide Local Governments in the Project Area access to decentralized support services and assistance to institutionalize inter municipal cooperation.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

No

## Components

Name

## Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	● Moderately Satisfactory	● Moderately Unsatisfactory
Overall Implementation Progress (IP)	● Moderately Satisfactory	● Moderately Unsatisfactory

## Implementation Status and Key Decisions

**Component 1: Support centers and project management assistance and consulting (assistance à maîtrise d'ouvrage).** The main objective of this component is to set up deconcentrated local government support centers to provide municipalities in the project area with technical assistance to prepare and manage projects.

The report pertaining to the design of the centers has officially been approved by the 3rd program Steering Committee (Comité de Pilotage, COPIL) on December 20, 2016. Following the recommendations of the 2nd COPIL (held on June 28, 2016) regarding the institutional and financial arrangements of the centers, the report suggests to anchor them within the Wilayas (to ensure their financial sustainability and provide them with a



regional scope) while allowing municipalities to contribute to their funding. In accordance with these recommendations of the Steering Committee and with the objectives of the Program results framework, a first Center has been created in Casablanca by an official decision of the Wali of Casablanca-Settat (arrêté gouvernemental) signed on December 27, 2016. Through this decision, the center is put under the supervision of the Director of Local Governments (DCL) within the Wilaya (such institutional anchorage ensuring its financial sustainability while providing the center with a regional scope). 3 other centers for the regions of Souss-Massa, Oriental and Fès-Meknès were officially created respectively on April 27, 2017, May 11, 2017 and June 22, 2017. The four Center heads (*chefs de centres*) have been appointed, while two additional experts have been hired for the Casablanca CRAMO (expert in waste management and expert in urban mobility and transport), based on the demands of the targeted municipalities. The recruitment process for 6 additional experts (2 experts per center) is ongoing.

Regarding the training activity for municipal staff on contract development and project management (*maîtrise d'ouvrage*), a University has been identified for the provision of trainings, and the detailed training program is under discussion between the PIU and the selected University. The training should benefit around 160 municipal staff in the pilot regions. A specific session will also be developed for the members of the PIU. The training sessions should take place during the first semester of 2018.

**Component 2: Inter-municipal cooperation and institutional reform of local service delivery.** The component aims to accelerate the formation of inter-municipal cooperation structures and the creation of new service delivery models in selected pilot sites, while optimizing the private sector's role and investment sharing with public authorities. The first phase of the technical assistance contract at the core of component has been finalized in May 2017. Presentations were made in 3 of the 4 pilot regions between April 17-21, 2017 in order to raise awareness of municipalities on the importance to develop inter-municipal management of local public services. The second phase of the contract (aimed at providing technical assistance to municipalities on inter-municipal issues) has been launched concurrently. The first deliverable for the second phase (focused on the Financial and fiscal impact linked to the transfer of responsibilities to the ECIs (R3) has been finalized and shared with the pilot cities. The consultancy firm is currently finalizing a report on Sustainable financing models of local public services at the inter-municipal scale (R5). Given the constraints met by the consultant on the ground to collect the financial data needed to refine their proposals, and in light of the high demands of municipalities for support, especially regarding the creation and development of newly created bodies for inter-municipal cooperation (Etablissements de Cooperation Inter-communale, ECI), it was agreed that the consultancy firm will use proxies (based on partial data collected on the ground and a strong methodology) to support its analysis (the approach was validated by all the PIU members). Due to the lack of interest from the Wilaya of Tangiers on this technical assistance component, the PIU confirmed in June 2017 the need to replace it by another pilot region, but the decision has not been taken yet, which jeopardizes the possibility for the consultant to undertake significant work in this new pilot before the end of their contract)

Additional activities have been approved by the COPIL under component 2.2 and integrated in the updated procurement plan reflecting the increase in the total grant budget, which has received the Bank non-objection after having been formally submitted by the PIU through STEP:

- Update of the law pertaining to delegated management (gestion déléguée): following an unsuccessful call for proposals, the ToRs for the study have been revised with the support of the World Bank team (and the envelope reduced to MAD 1.5 million) to focus the work on the drafting of a bill (with its implementing decrees) to implement a legal and institutional reform of delegated public service management.
- Assessment of transport fare integration in Greater Rabat/Sale/Temara for the newly created inter-municipal cooperation authority (AI Assima). The study will explore ways to ensure the financial sustainability for the management system of urban transport and will provide with potential solutions to promote intermodal transport for the benefit of users. The terms of reference were reviewed by the transport GP and the study was launched on May 15 and the first deliverables (diagnostic and benchmark report) were shared on September 29 and finalized on October 15 (envelope for this activity: MAD 2.04 million).
- Assessment of the potential options and scenarios to restructure the electricity, water, and sanitation distribution system in the Souss-Massa region. The study aims to create a single distribution agency involving stakeholders at the regional, provincial and municipal, and the firm will also support the authorities during the implementation and operationalization phase. The consultancy firm has been selected and a first scoping meeting is to be organized by the end of the Calendar Year(envelope: MAD 7.07 million).
- Public Service Delegation Information System: a study for setting in place an information system to ensure better follow-up of the activities ensured under a delegation of public service is to be developed. The procurement process will be launched once the activity is formally included in the updated procurement plan (estimated envelope of MAD 1.5 million).
- Potential new study. Following the upward revision of the grant amount in MAD, the PMU suggested integrating a new study under component 2, focused on the transformation of the Casablanca Autonomous Regulatory Authority (Régie autonome frigorifique de Casablanca, RAFC) into a single Wholesale regulator. Following the agreement in principle given by the WB team, the DRSC has initiated in June preparation of ToRs which have been shared with the WB team (estimated envelope of MAD 1.2 million).

### Component 3: Program Management.

*Institutional management*:. The increased level of appropriation of the project (which remains in line with overall GoM policy) is illustrated by the organization of monthly PIU meetings promoting dialogue and joint decision-making, while a fourth meeting of the Steering Committee is to be



organized by the end of the calendar year.

*The PMU* has continued to improve the implementation performance, particularly in relation to consultation and coordination of teams involved in the PACT. Given continued support needs, the contract of the Institutional Expert (in charge of helping DRSC with component 2 follow-up) has been extended for 2017 through an amendment to his contract cleared by the WB team. The same procedure has been applied for the contract of the Assistant-chef de projet (ACP) as well as for that of the Procurement Specialist.

*M&E specialist.* The assignment of the Monitoring and Evaluation (M&E) specialist was initiated on March 1st, 2017. The expert produced a first deliverable in April. The report has not yet been finalized due to the significant delay by the expert to include the comments made by the PIU and World Bank team.

In terms of results, the project remains mostly in line with the expected progress as initially outlined in its M&E framework, which realistically considered project achievements to materialize in the second half of project implementation. However notable progress is being achieved around key aspects of components 1 and 2:

*Component 1:*

> number of centers created: the final target of 3 centers for 2018 has been exceeded has 4 center have been created and put under the supervision of the Director of Local Governments within the Wilaya.

> number of central Departments providing services through the newly created centers: the target of 1 for 2017 has also been met as the ministry of Interior is ready to provide its support.

> number of municipalities benefitting from the support of the new centers: thorough discussions and initial support have been provided to a total of 20 municipalities ((i) 2 for the Casablanca center – with a main focus on the 2 most urbanized municipalities, that of Casablanca and that of Settat; (ii) 9 for the Agadir center; (iii) 9 for the Oujda center). The target for 2017 (set at 20 centers) should thus be reached or exceeded by end of the CY as this collaboration is to be formalized through an action plan for each center .

*Component 2:*

> number of conurbation associations created and/or expanded with clear/sustainable arrangements: 4 have been created so far (Grand Nador, Grand Agadir, Groupement Al Assima, Al Beida), thus exceeding the final target set for this indicator

> number of conurbations with operational asset companies or similar institutional arrangements: 8 SDL have been created (including Casa Transports, Casa Prestations, Rabat Parking...), here again exceeding the 2017 target.

In preparation of the 4th COPIL meeting (to be organized by the end of the calendar year), close monitoring and coordination efforts will be maintained by the PIU with regular meetings (at least on a monthly basis) to ensure the implementation of the updated action plan and accelerated disbursements.

## Risks

### Overall Risk Rating

Risk Category	Rating at Approval	Previous Rating	Current Rating
Overall	● Moderate	● Moderate	● Moderate

## Results

### Project Development Objective Indicators

▶The Local Government Support Program (PACT) is set-up and operational. (Yes/No, Custom)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	N	N	Y	Y
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

#### Comments

This indicator is to indicate that the Local Government Support Program (PACT) is set-up and operational, given the fact that 4 Regional Support Centers (CRAMO) are now operational and providing support services to the local governments within their respective area.

►The financial incentive of the PACT is financed adequately and there is a formal commitment to fund the Program after grant closure. (Amount(USD), Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.90	1.90	3.00
Date	09-Dec-2013	30-Dec-2016	30-Dec-2016	31-Aug-2018

#### Comments

The updating of this indicator is pending the submission of an updated results framework by the PIU.

►Direct project beneficiaries (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	110,974.00	110,974.00	210,000.00
Date	09-Dec-2013	30-Dec-2016	30-Dec-2016	31-Aug-2018

#### Comments

The updating of this indicator is pending the submission of an updated results framework by the PIU.

▾Female beneficiaries (Percentage, Custom Supplement)

	Baseline	Actual (Previous)	Actual (Current)	End Target
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Value	0.00	40.00	40.00	40.00
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### Overall Comments

PDO Indicator 1 has been updated to indicate that the Local Government Support Program (PACT) is set-up and operational, given the fact that 4 Regional Support Centers (CRAMO) are now operational and providing support services to the local governments within their respective area. The other PDO-level indicators will be updated by February 2018 based on the deliverable of the M&E consultant hired by the PMU to update the Project's results framework. As mentioned in the previous section, this assignment has been delayed and the absence of submission of an updated results framework is the main justification for the downgrading of the Progress towards achievement of PDO to Moderately Unsatisfactory.

As initially envisaged, the PIU supported by the Bank team has developed a methodology to define the nature of the target beneficiaries' indicator (see MTR Aide Memoire, and Annex 4 specifically). The Government has opted to define beneficiaries as 'end beneficiaries' of the TA provided under the project, with a focus on component 2 activities. The number of beneficiaries will be assessed based on the number of users of local public services managed by Intermunicipal Cooperation Entities (ECIs) supported by the PACT". This methodology will allow to reflect the scale of final beneficiaries of the project. To establish the 3rd year target, the number of urban transport sector users for the AI Assima ECI (already supported by the PACT) has been used. For coherence purposes, the targets for the 4th and 5th year have also been defined in terms of urban transport sector users, but will be revised as needed based on the evolution of TA activities by sector under the Project, potentially including beneficiaries of other network services managed by ECIs supported by the project (water and sanitation, electricity, waste management).

### Intermediate Results Indicators

►Local Government support centers established. (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.00	4.00	3.00
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018
<p><b>Comments</b></p> <p>The target set to 1 for CY 17 have been reached as the ministry of Interior supports the creation and supervises the action of the Casablanca center as well as the other centers.</p> <p>Three coordinators (chefs de centres) have been appointed (the coordinator for Casablanca has been identified and should start his mission in January 2018), while two additional experts have been hired for the Casablanca CRAMO (expert in waste management and expert in urban mobility and transport). The recruitment process for 6 additional experts (2 experts per center) is ongoing. The CRAMOs of Souss-Massa, Oriental and Fès-Meknès have developed detailed action plans, and first activities have been initiated with pilot LGs in the 4 centers.</p>				



► Conurbation associations created and/or expanded (geographically or in sector terms) with clear/sustainable legal, financial, governance, and staffing arrangements. (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.00	1.00	2.00
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

Comments

The target for CY17 and CY18 had already been met thanks to the expansion of the El Assima ECI both in terms of number of participating communes and sectors covered. The establishment and operationalization of the Casablanca, Agadir and Nador ECIs - all supported by the Project - is ongoing

► Government Departments offering services through the established support centers. (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.00	1.00	3.00
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

Comments

The target set to 1 for CY 17 have been reached as the ministry of Interior supports the creation and supervises the action of the Casablanca center as well as the other centers. The latter should itself contribute to the convergence of the sectoral support to LGs (by the central services of the different ministries). Focal points within each Department (division) of the Directorate General for Local Governments (DGCLà at the MoI should be appointed in the coming weeks to optimize the coordination with the centers. At least three additional Departments will collaborate to the Program through the CRAMOs: Ministry of Equipment and Transportation on issues pertaining to urban mobility; Ministry of Energy, on matters related to electricity distribution; and Environment (on solid waste management issues). The measure of this contribution will be documented through the activity reports of the centers.

► Municipalities benefiting from support of the LG Support Centers (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	20.00	50.00
Date	09-Dec-2013	30-Dec-2016	30-Oct-2017	29-Jun-2018

Comments

The MTR mission decided that the "number of municipalities benefiting from support of the centers" would be defined on the basis of the



number of municipalities joining the centers. Membership will be formalized and annually updated through the action plan to be established by each center based on the TA needs expressed by municipalities through previous consultations. Discussions are ongoing with a total of 20 municipalities (the 2 main urban municipalities within the Casablanca-Settat center, 9 municipalities for the Oujda center as well as for the Agadir center) to carefully define and assess their demands. The target set at 20 centers for end of 2017 should thus be reached or exceeded by the end of Calendar Year 2017.

► Conurbation associations created and/or expanded (geographically or in sector terms) with clear/sustainable legal, financial, governance, and staffing arrangements. (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.00	1.00	2.00
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

#### Comments

The target for CY17 has already been met thanks to the expansion of the El Assima ECI both in terms of number of participating communes and sectors covered. The establishment and operationalization of the Casablanca, Agadir and Nador ECIs - all supported by the Project - is ongoing.

► Conurbations with operational public asset companies or similar institutional arrangements. (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	2.00	2.00	3.00
Date	09-Dec-2013	30-Dec-2016	30-Dec-2016	31-Aug-2018

#### Comments

The update of this indicator is pending the deliverables from the M&E consultant hired by the PMU.



►Lessons learnt from the pilot phase drawn and program to further support to inter-municipal cooperation developed. (Yes/No, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	N	N	N	Y
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

#### Comments

This indicator will be met towards the end of project implementation to reflect lessons from the overall implementation period.

►The monitoring and evaluation system for the Program is operational. (Yes/No, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	N	N	N	Y
Date	09-Dec-2013	30-Dec-2016	01-Nov-2017	31-Aug-2018

#### Comments

The provision of an updated results framework is pending.

An M&E Specialist has been appointed on March 1, 2017. His first deliverable (focused on the strengthening of the results framework) has been reviewed and updated indicators are expected by the end of the Calendar year.

#### Overall Comments

## Data on Financial Performance

### Disbursements (by loan)

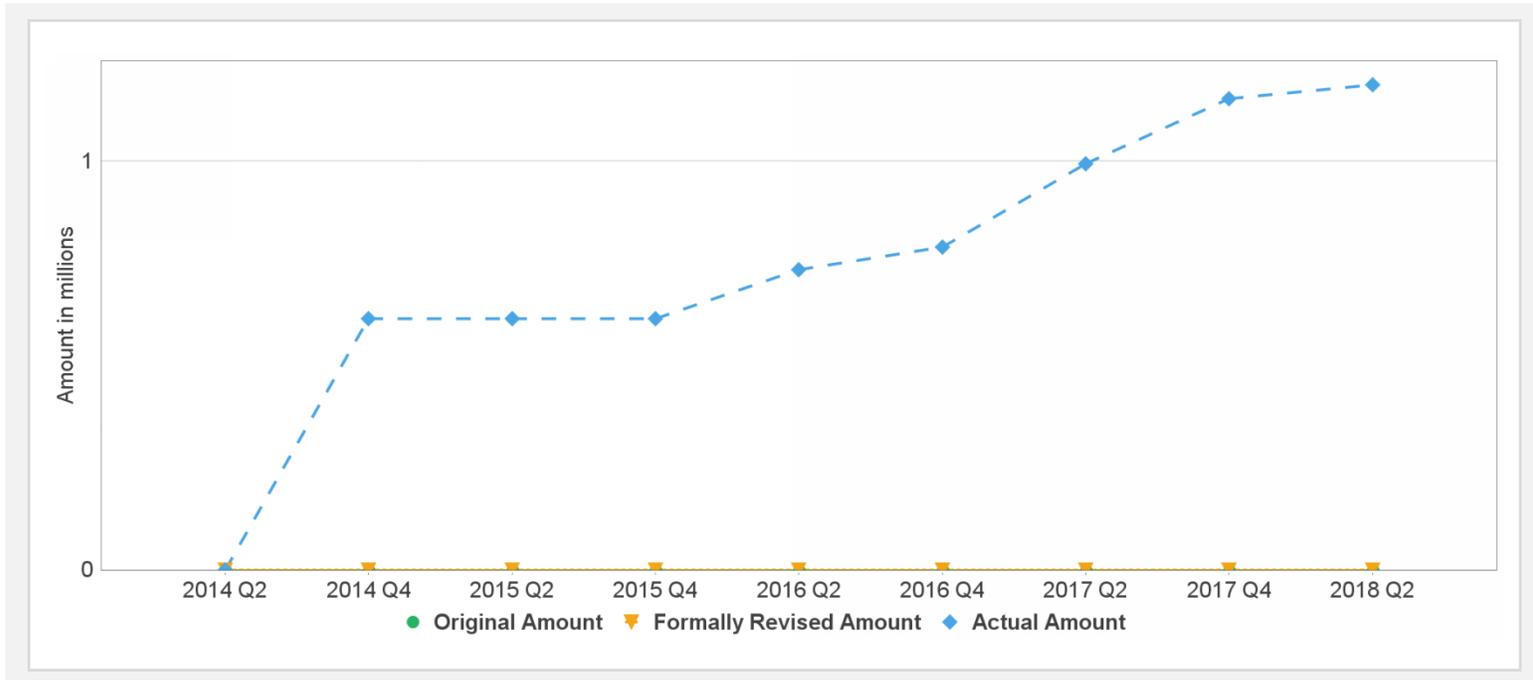
Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	Disbursed
P144438	TF-16151	Effective	USD	4.55	4.55	0.00	1.19	3.36	 26%

### Key Dates (by loan)



Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P144438	TF-16151	Effective	02-Dec-2013	02-Dec-2013	02-Dec-2013	31-Aug-2018	31-Aug-2018

## Cumulative Disbursements



## Restructuring History

There has been no restructuring to date.

## Related Project(s)

There are no related projects.