



# Project Information Document/ Identification/Concept Stage (PID)

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Concept Stage | Date Prepared/Updated: 02-Jan-2018 | Report No: PIDC130068



**BASIC INFORMATION**

**A. Basic Project Data**

Project ID	Parent Project ID (if any)	Environmental Assessment Category	Project Name
P165411		B - Partial Assessment	Morocco - Community-Based Rural Roads Maintenance
Region	Country	Date PID Prepared	Estimated Date of Approval
MIDDLE EAST AND NORTH AFRICA	Morocco	02-Jan-2018	
Financing Instrument	Borrower(s)	Implementing Agency	Initiation Note Review Decision
Investment Project Financing	Ministry of Equipment, Transport, Logistics and Water, Directorate of Roads	Regional Directorate of Equipment, Transport, Logistics and Water	The review did authorize the preparation to continue

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**Financing (in USD Million)**

**SUMMARY**

<b>Total Project Cost</b>	0.00
<b>Total Financing</b>	0.00
<b>Financing Gap</b>	0.00

**DETAILS**

**B. Introduction and Context**

Country Context

While facing significant demands for increased social and economic inclusion, Morocco has proved relatively resilient in recent years compared to its peers in the MENA region. Part of the reason lies in the vast reform program that Morocco has put in place over recent years. Since the early 2000s, sustained growth, relatively effective economic management, and wide-ranging reforms have helped attenuate mounting social demands. Several initiatives, notably the Rural Roads Programs (PNRR1 and PNRR2) and the National Initiative for Human Development (INDH), both co-financed by the World Bank (P094007 and P116201), were



launched by the Government with the objectives of combating social and economic exclusion and improving the living conditions of poor and vulnerable groups through enhanced economic opportunities, better access to basic services, and improved governance.

Critical gaps in Morocco's development trajectory remain to be addressed. GDP growth rates averaging around 4 percent over recent years have combined with active social investment programs to reduce the poverty rate from 9 percent of the total population in 2007 (2.8 million people) to 4 percent currently. Persistent disparities however remain. Morocco's high Gini coefficient (0.4) has not changed substantially for the last 10 years. The rural-urban gap remains large, with widespread rural poverty where roughly 20 percent living in poverty or just above the poverty line. In addition to supply-side weaknesses, insufficient voice and accountability mechanisms affect the performance of social expenditures, with investments in basic services not fully translating into real improvements in human and social outcomes, particularly for young people and women.

Morocco's youth (15-24 years old) represents around a third of the population and close to half the total working age population. Morocco's large youth population suffers from particularly poor social indicators resulting in low participation in decision-making and challenges to economic inclusion. 12 percent of male youth and 26 percent of female youth are illiterate; this figure climbs to nearly 60 percent for rural female youth. The average unemployment rate of around 11 percent nationwide reaches more than 20 percent for youth, with young women twice as likely than men to be in this situation.

Despite notable progress, women are still marginalized from the economy and decision-making processes. Cultural, social, and institutional barriers to the full participation of women remain, limiting their physical mobility and access to opportunities and resources. At least 60 percent of rural women cannot read, and maternal and infant mortality is high in relation to regional standards. Although women in rural areas actively contribute to the local economy, the vast majority are non-salaried members of the family.

#### Sectoral and Institutional Context

As a significant proportion of the rural population lives in mountainous areas (some living at high elevations), walking and access to basic services and economic opportunities remains difficult. As a result, one of the priorities of the Government of Morocco (GoM) noted in its 2020 Rural Development Strategy was to improve conditions of the rural populations by increasing their access to basic infrastructure and social services. Despite significant progress in terms of infrastructure delivery in recent years due to the PNRR1 and PNRR2 (funded by Government, local governments, the World Bank as well as other development partners), the rural road network in the country, whose purpose is facilitating the mobility of citizens and ensuring their access to social services, jobs and economic opportunities, has significantly deteriorated, mainly due to inadequate maintenance over the last few decades.



The challenge facing Morocco in rural areas is particularly that of inclusion, namely how to bring social and economic development to the poor and vulnerable and include them in nationwide governance improvements. Sustained social investments by sector top-down programs have been slow to translate into concrete results. Regionalization is inscribed in the new Constitution of 2011 and the new legal and regulatory framework under preparation is anticipated to operationalize it shortly. The management of basic infrastructure, particularly of roads, is particularly relevant to Morocco's decentralization policy and aligned with its ongoing regionalization agenda with regards to its role in strengthening sub-regional levels of Government. The employment and livelihood (particularly non-farm revenue generation) agenda is also an integral and a pioneering element of the Government's overall push toward decentralization. The progressive introduction of community-driven development (CDD) principles and the transferring of resources to local governments and communities is aimed at an overall strategy of bringing decision-making closer to the end-beneficiary and reinforcing local government capacities to improve service delivery. These objectives are at the core of the decision to further empower regional governments.

In this context, the Government is interested in introducing, for the first time in Morocco, the participation of community-based organizations (associations, cooperatives, etc.) in rural areas in the identification and implementation of maintenance activities of local roads, an approach that is widely used in Latin America with substantial results. This approach is therefore intended as a pilot to experiment and establish new institutional mechanism and delivery approach that aims to improve the governance and efficiency of preventive road maintenance programs, to strengthen the capacity of local authorities to implement them, and to improve the livelihood of local population in lagging areas. If proven successful, it is intended to be scaled up in new programs in the road subsector in Morocco in the mid-term with financial support of the Bank and/or other development partners with co-financing from the Government as well as local governments and communities in the context of the ongoing decentralization reform.

#### Relationship to CPF

The proposed project will support the second pillar of the current Country Partnership Framework, "Increasing access to and quality of service delivery for all". The project will contribute directly to the CPF Area 2.4, "Reducing vulnerability and social exclusion" and in particular to the following CPF outcomes: (a) improved access to basic infrastructure, social services, and economic opportunities by poor and vulnerable groups, including women and youth; (b) sustainable and improved quality of services to vulnerable groups; and (c) consolidation of participatory approaches to ensure that basic infrastructure and socio-economic services meet the basic needs of excluded and vulnerable groups, particularly women and youth.

### C. Project Development Objective(s)



#### Proposed Development Objective(s)

The Development Objectives of this proposed project are to provide employment and livelihood to disadvantaged rural inhabitants in lagging areas (particularly women and youth) and to maintain the road access of local communities to markets and essential services in the project area.

#### Key Results

- Indicator 1: Disadvantaged rural inhabitants that have been employed by the project (number);
- Indicator 2: Ratio of youth and women among the people employed by the project (%);
- Indicator 3: Contribution of local communities in total project cost (%);
- Indicator 4: Community-based organizations (CBOs) that participated in the project (number);
- Indicator 5: Rural inhabitants who live within two kilometers of a road maintained by the project (number).

### **D. Preliminary Description**

#### Activities/Components

The project will include the following components to achieve its objectives:

#### *Component 1: Rural roads preventive maintenance activities*

The first sub-component of this Component will finance the maintenance works for around 1,000 kilometers of rural roads by civil society associations, cooperatives and/or social microenterprises employing rural citizens in socio-economically lagging areas with the goal of improving the living conditions of the population in a highly participatory manner. Maintenance activities will include clearing of the road, the road shoulders, the road slopes, culverts, drainage ditches, and bridges from landslides, obstacles, and loose materials that cause damage to the road, and repairing minor damages (potholes, cracks, joints, etc.) to the road, the road shoulders, and retaining walls. The specific road sections to be maintained by the project will be identified and prioritized with the participation of local rural communities during the first year of implementation within the geographic scope of the proposed project which is select socio-economically lagging regions in Morocco, namely the Oriental, Beni Mellal – Khenifra, Draa – Tafilalet, Souss – Massa and/or Marrakesh – Safi regions that include most of the poorest provinces in the country (Tata, Jerada, Figuig, Driouch, Zagora, Chichaoua, El Haouz, Ouarzazate, Errachidia, Essaouira, etc.) with a poverty rate at least 50 percent above the national average. The second sub-component of this Component will provide as direct income support and other benefits such as healthcare checks, literacy (particularly for women and girls), work and health insurance, access to mobile banking if available (to avoid potential governance issues), etc. to the participants (around a thousand).

#### *Component 2: Capacity building activities*

The first sub-component of Component 2 will finance capacity building activities to participating regional and local governments staff (around 20 professionals in total) in efficient decentralized road asset management



and performance-based contracting and supervision. The second sub-component will finance capacity building activities (in the form of both theoretical and hand-on trainings) to select members (around a thousand in total) of participating community-based organizations (CBOs) in (i) the soft and technical skills and know-how required for carrying out the financed maintenance activities and on (ii) entrepreneurship to foster non-farm rural entrepreneurial activities (in particular by youth and women) in the targeted communities, both by members of the microenterprises themselves and by their family members and neighbors.

*Component 3: Project Management and Administration, Monitoring and Evaluation, and Knowledge Dissemination*

The first sub-component of Component 3 will finance project management and administration incremental costs, including administrative costs, reporting costs (including annual audits), and general operational costs through the provision of goods, consulting and non-consulting services. The second sub-component of Component 3 will finance M&E activities for the project through the provision of consulting and non-consulting services, including (i) a web-based Management Information System based on third-party monitoring by local communities, and (ii) an impact evaluation study entailing a baseline survey, a mid-term evaluation, and a final outcome-impact evaluation feeding into the implementation completion report by the implementing agency focusing on the project’s successes and shortfalls. The third sub-component of Component 3 will finance, through the provision of non-consulting services, knowledge dissemination activities in the form of public awareness workshops, local media campaigns, etc., to share lessons of this project and raise awareness about this initiative within central and regional levels of government as well as local communities and civil society to increase likelihood of replicability and scalability of this initiative.

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**SAFEGUARDS**

**E. Safeguard Policies that Might Apply**

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01	X		
Natural Habitats OP/BP 4.04		X	
Forests OP/BP 4.36		X	
Pest Management OP 4.09		X	
Physical Cultural Resources OP/BP 4.11		X	
Indigenous Peoples OP/BP 4.10		X	
Involuntary Resettlement OP/BP 4.12		X	



Safety of Dams OP/BP 4.37		X	
Projects on International Waterways OP/BP 7.50		X	
Projects in Disputed Areas OP/BP 7.60		X	

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