

## PROGRAMMATIC TECHNICAL ASSISTANCE

### STRENGTHENING PARLIAMENTARY ACCOUNTABILITY AND OVERSIGHT IN MOROCCO

#### Concept Note

##### Background:

**Parliamentary reform in Morocco presents new opportunities for more effective oversight and accountability in the context of the Arab Spring**, which continues to develop in the midst of ongoing transition. The performance of parliaments – the bridge between people and power – is a key indicator of the health of a country’s governance framework. The World Bank is presented with a timely opportunity to support Parliament in its effort to concretize the new scope for oversight and accountability introduced by recent constitutional reforms.

**The proposed Bank-executed program will provide strategic hand-holding technical assistance and capacity building to Parliament** to help shape and inform the design and implementation of key reforms underway which were initiated in 2011. Recent reforms have helped reinforce the integral oversight function of Parliament and position it as a key institution in the overall accountability chain. The program supports reforms directly implicating Parliament in implementation, and those which help to strengthen Parliamentary capacity to engage effectively in its new roles and responsibilities.

**Specific activities supported by the program relate directly to reforms covered by the World Bank Development Policy Loan (DPL)**, namely the Transparency and Accountability DPL (Hakama) series in Morocco, which includes access to information, public engagement, and budget reforms aimed at improving open governance and public sector performance. This program thus complements the World Bank’s ongoing governance engagement by extending much-needed support from the executive to the legislative branch, and in turn, reinforcing the comprehensive and holistic nature of the Bank’s governance engagement in this context. The program will help implement, consolidate and further deepen economic governance reforms that focus on improving government accountability, by (i) strengthening legislative oversight capacity in key oversight functions, (ii) supporting the effective implementation of key innovative reforms such as performance based budgeting and public petitions and (iii) supporting the design and implementation of key institutional reforms such as an e-Petitions platform in Parliament and the establishment of a parliamentary petitions system. The program will also facilitate knowledge-sharing from other transition countries in regards to parliamentary oversight and international experiences in the area of performance based budgeting, access to information, and public petitions.

##### Context and Rationale:

**Morocco has embarked on a peaceful transition toward a more open society.** The revised 2011 Constitution marks a notable transition for Morocco as it presents a revised governance framework, strengthening the powers of the Head of Government and of Parliament and the independence of the judiciary. The Constitution guarantees greater human and social rights, providing for a more open and decentralized system of governance.

**The election of the new Parliament, which was granted new regulations and powers, coincided with important political, social and cultural developments in Morocco.** The prime minister is now appointed from the party that wins parliamentary elections and having been given authority over the cabinet. Consequently, the King selects a prime minister from the party that wins the most seats in parliament. Parliament is also granted more oversight of civil rights and electoral issues. Under the new reforms, the constitution now allows the parliament to delegate its legislative power to the government, thus maintaining control over the executive.

**The 2011 Constitution clearly stipulates the power of the Parliament in overseeing the government and provides it with the tools and mechanisms needed to adhere to this role.** The Parliament has become the sole source of legislation, and its scope of competence expanded to include extensive powers regarding the passing of a large number of organic laws needed to implement the new Constitution. In some cases, (at the King's discretion) Parliament is entitled to amend the Constitution with no need for a referendum. Moreover, the role of the opposition as a full-fledged authority has been enhanced and new means of action have been placed at its disposal, allowing for stronger, more responsible involvement in the work of Parliament. Through constitutional reform, Parliament's role to oversee the work of the government has been strengthened, thus enabling its role in the evaluation of public policies which also opens up promising prospects for Parliament to introduce appropriate, timely amendments to programs to make sure they are properly managed and are in turn, successful.

**The role of Parliament in the budget process has also been strengthened across the drafting, adoption, and oversight phases of the budget cycle.** The Finance and Economic Development Committee is tasked with reviewing the Finance Law and preparing reports to facilitate the discussion of the Budget. Each committee studies the proposed budget for the sectors relevant to their focus. To ensure parliamentary monitoring of budget implementation and governmental accountability, the Parliament also approves the annual Final Accounts Law, submitted by the government, which details the budget implementation during the previous fiscal year (Constitution articles 75 – 77, Bylaws articles 154-163). The Budget preparation, approval, implementation, and the role of Parliament in this process are organized by a regulatory law which allows for (i) involving the Parliament during the budget preparation phase (as opposed to simply submitting a finalized budget to the Parliament for approval as was the case in the past)<sup>1</sup>; and, (ii) obligating the government to submit at least 11 reports with the budget to provide the MPs with a better understanding of the budget including annual reports of each ministry, economic report, local councils report among others.

**The 2011 Constitution significantly improved the Parliament's role in overseeing the implementation of the budget and added a new parliamentary committee to the standing committees.** The Committee on Control of Public Finance (PAC) is tasked with: (i) overseeing the Public Expenditure; (ii) reviewing the Supreme Court of Audit (Cour des Comptes) reports; and, (iii) studying all laws related to the budget. The Committee is composed of 43 MPs representing the different parliamentary groups according to proportional representation. The Parliament's Bureau puts an annual work plan for the committee based on parliamentary groups' suggestions to oversee the public expenditure. The Committee gathers information, conducts the necessary consultations needed to carry out the work plan, studies various fiscal laws and reports, and submits its report to Parliament. The

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<sup>1</sup> At the time of the conduct of this assessment, interviewees focused on the important reference the regulatory law will make to the role of Parliament in the preparatory budget phase, though the draft law has been reviewed after its online publication with no reference to this point. The team has yet to determine whether there will be an additional regulatory law dedicated to this role or whether this point has been entirely omitted.

Constitution also obligates the Cour des Comptes<sup>2</sup> to aid the parliament in overseeing the public budget<sup>3</sup>. The Cour des Comptes is responsible for answering questions and providing advice on fiscal legislation and oversight, and also submits to the Parliament its annual report detailing all its activities (Constitution articles 147 – 148, Bylaws articles 218-221, 224-225).

**Despite this empowering legal framework introduced by the 2011 Constitution, the Parliament requires significant strengthening of its capacities** to be able to conduct its legislative, oversight and budgeting roles efficiently. Members of the Parliament struggle to effectively oversee governmental activities according to surveys conducted under the MENA MDTF parliamentary support project's capacity needs assessment. When questioned about the main challenges hindering parliamentary legislative oversight and budgeting role, parliamentarians and parliamentary staff identify limited human resources and available capacities as the major weaknesses according to the Bank's needs assessment survey. The Parliament also lacks clear mechanisms to enforce public consultations and for receiving petitions and legislation proposed by citizens, which is an integral component of engagement under this program which will help provide substantive technical assistance on the development of these innovative parliamentary systems.

**The weight of Morocco's ongoing reform program and the increased scope of Parliamentary authority presents important challenges in the ability of Parliament to respond to its new roles and responsibilities under the new Constitution.** Concerted effort will be required in addressing gaps with regard to legislative performance, and managing the heavy weight of legislative outputs linked to the ongoing reform program particularly in cross-cutting reform areas such as public engagement and open government. This heavy legislative agenda represents a marked increase in Parliament's workload, which now includes the passing of 21 organic laws and over 240 laws and regulations, including both government and parliament-sponsored bills, and ensuring the quality of legislative drafts as well as sources of information and data required for effective legislative and oversight parliamentary activity. Furthermore, with Morocco's interest in joining the Open Government Partnership, the program will support reforms linked to parliamentary openness, in line with the forthcoming access to information law and public petitions policies supporting a more inclusive and participatory governance framework.

**Overall, the success of the new open government reforms introduced in Morocco will require an active involvement of Parliament** in the review and approval process of these laws, as well as in carrying out enhanced oversight functions. The petitions reform implicates Parliament directly and will thus necessitate both institutional reform and capacity building of MPs and staff to respond this new parliamentary function. The programmatic and results-focused budget approach newly adopted will enhance the oversight function of an empowered Parliament by providing it with more say in the budget-setting process and increased external accountability over government use of public resources. Parliament will benefit from: (i) more timely information on budget assumptions and perspectives early in the budget process, (ii) enjoy greater visibility on budget allocations to different programs, intended

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<sup>2</sup> The Cour des Comptes is the supreme body overseeing the public expenditure. It is an independent institution tasked with providing assistance to the parliament and government.

<sup>3</sup> While the Cour des Comptes is obligated to submit its report to the Parliament, there are other governmental bodies that oversee public expenditure that the Parliament can cooperate with including the General Inspectorate at the Ministry of Finance (المفتشية العامة لوزارة المالية), and the General Inspectorate at the Ministry of Interior (المفتشية العامة لوزارة الداخلية). These bodies can also provide valuable information and produce reports that can aid the Parliament to oversee the expenditure.

objectives, and corresponding performance indicators; and (iii) a performance monitoring and evaluation approach. The ongoing budget reforms will also require systematic training of MPs and staff on budget analysis and access to budget data to help improve the capacity and skills needed to ensure effective oversight of the executive.

**The innovative and timely nature of this program is reflected in its complementary approach to the current governance program in Morocco**, by addressing existing gaps in Bank support and extending much needed longer-term technical assistance to the legislative branch. The program, designed in close coordination with the existing Bank governance program in Morocco, is well-targeted and focuses on strengthening the potential wide-reaching impact of important structural reforms by supporting them along the entire reform cycle. This includes support to the executive (both at the national and local level) as well to oversight institutions provided through this program and the existing short-term MDTF project (P151313), closing in March 2016. Building on this important momentum developed by the MDTF, the proposed Bank-executed medium-term program supports the institutionalization of key trainings supporting the implementation of new transformative change introduced by the recent reform programs. Furthermore, the program will provide the Bank with an effective means to help maximize existing synergies between ongoing reforms in the region such as Tunisia, particularly in light of their complementary nature.

### **Development Objective**

The Project Development Objective is to contribute to enhanced legislative oversight and establishing mechanisms for public engagement with Parliament.

The program, will achieve these objectives by (i) supporting open parliament in the area of public access to information and strengthening avenues for public engagement; (ii) improving parliamentary budget oversight linked to budget analysis and the newly adopted performance based budgeting approach to increase accountability, and (iii) reinforcing knowledge development and dissemination of the value and impact of ongoing reforms among citizens and civil society.

### **Link with World Bank Regional and Country Strategies**

**The program is in line with the most recent MENA Regional Strategy focusing on Renewal of the Social Contract**, particularly in strengthening public institutions for more efficient and effective service delivery, and supporting enabling reforms and mechanisms for public engagement. Furthermore, the program's support to regional knowledge exchange under Component III is also in line with the strategy's pillar on regional cooperation.

**The program scope is also fully in line with the objectives of the MENA Multi-Donor Transition Fund in the area of Enhancing Economic Governance** by supporting Parliament in strengthening its oversight role and capacity to ensure the successful delivery of ongoing transformational governance reforms through effective legislative oversight. Ensuring the adherence of Parliament to its new roles and responsibilities will help to strengthen the design of key foundational governance reforms that will have an important impact on the culture of parliamentarians as well as the public sector to better respond to the needs of citizens.

**As a key accountability institution, Parliament will have an important impact on the success of the ongoing reforms aimed at make tangible the new constitutional principles derived from popular demands of the Arab Spring.** At a country-level, the most recent country strategy for Morocco places particular emphasis on the importance of strengthening the overarching governance framework. The program reinforces the most recent Country Partnership Strategy's pillar on Strengthening Governance and Institutions for Better Public Interventions, with the objective of supporting the concretization of key reforms introduced by the new Constitution in line with institutional strengthening and the development of a stronger accountability framework.

**Morocco's government prepared a program that aims to establish a more open and inclusive governance framework in response to the demands of the Arab Spring** to help strengthen the development process and improve the delivery of public services. The 2012-2016 government program, which was presented to Parliament on January 26, 2012, is structured around five key pillars, including: (i) deepening national identity and social cohesion; (ii) the rule of law and advancement of regionalization and governance; (iii) job creation and economic development; (iv) national sovereignty and social development; and (v) improving access to social services for all Moroccans. The government program is strongly anchored in the new Constitution and the 2012-2016 economic and social development plan approved by Parliament, which introduce transparency, accountability, and participation as three essential facets to effective public sector management. The program thus focuses on the second pillar linked to good governance, encompassing a range of organic laws and policy reforms foreseen in the government's legislative plan, approved on November 22, 2012. The concretization of this ambitious reform program will require the passing of 21 organic laws and 240 laws and regulations, signifying a heavy burden on the Parliament in its capacity to effectively engage in its oversight particularly in innovative reform areas such as performance based budgeting and public petitions which will require new competencies and skills.

**The program is also in line with the Parliament's *Strategic Plan for Upgrading and Enhancing the Work of the House of Representatives***, developed in 2012, which outlines the reform strategy of Parliament and actions needed to respond to its new roles and responsibilities introduced by the Constitutional reform. The 5-year plan focuses on a range of focus areas targeted at improving the work of the House of Representatives for enhanced legislative oversight, including (i) upgrading the institutional management framework, (ii) developing legislative action; (iii) strengthening government oversight; and (iv) outreach and communication. Much of the capacity building focus under this strategy emphasizes the overwhelming task facing Parliament in light of the new organic laws that will be enacted and the need to ensure their alignment with the provisions of the Constitution and their successful implementation. Furthermore, key reforms such as performance based budgeting and public petitions will require adequate capacity within Parliament not only in regards to legislative analysis but also in regards to the institutionalization of parliamentary procedure responding directly to these reforms. The success of parliamentary engagement in these areas will in turn be an integral link to ensuring the success of the country's ongoing transition towards a more open, inclusive, and accountable governance framework.

**On an operational level, the World Bank's ongoing program supports the government's reform agenda through a comprehensive package**, including (i) policy advice for the design of these new policies and laws, (ii) a multi-donor Development Policy Operation (DPO) to support the adoption of a new legal and institutional framework and (iii) through parallel technical assistance

projects supporting the implementation of this new governance framework. The proposed program is thus fully integrated with the World Bank development policy operation and builds on existing efforts to ensure a holistic and comprehensive approach to governance in the country by extending much-needed long-term support to Parliament. Many activities supported by the proposed program correspond directly to reforms being covered by the ongoing Bank DPL program and parallel TA engagement. The proposed program also builds on previous engagements in Morocco supporting the Parliament on just on time short-term training on key policy reforms that are now entering the phase of institutionalization and which will require concerted long-term engagement to ensure successful implementation on the ground.

### **MDTF Results and Lessons Learned:**

**Under the existing Bank-executed MENA MDTF parliamentary strengthening project, (closing March 2016), the Bank has been supporting the Parliaments of Morocco and Tunisia in the area of budget oversight and public engagement.** Targeted support was requested for members of the Finance and Economic Development Committee; (ii) the Public Accounts Committee; (iii) and line committees directly involved in financial oversight functions. Through this instrument, the Bank has been proactively supporting Parliament with its task of adhering to its new roles and responsibilities linked to the ongoing transition, including the weight of the tasking legislative agenda and transformative reforms underway that have had a direct impact on parliamentary oversight.

**Since the project's inception in May 2014, activities supported by this project are well underway and important work has been achieved thus far.** A capacity review of the House of Representatives has been completed, which looks at de jure and de facto aspects of the strength of parliamentary capacity along the two main project components. The assessment is a mix of quantitative and qualitative analysis of the main capacity constraints facing Parliament in the midst of ongoing change. The review has helped set the stage for the design and implementation of subsequent trainings in a range of topics related to budget oversight. Over twelve training sessions have been developed and conducted by international experts on (i) performance-based budgeting; (ii) macro-fiscal forecasting; and, (iii) the evaluation of public policies. The participants of these trainings included mostly administrative staff as well as parliamentarians implicated in aspects of financial oversight. Three of these trainings were attended by the Speaker of the House of Representatives.

**The timetable for the trainings was developed with the aim of accompanying the budget reform and building capacity among staff and MPs to better understand the performance approach newly introduced by the organic budget law.** On performance based budgeting, this training was designed in close collaboration with the Bank's parallel engagement with the Ministry of Finance supported through a twinning arrangement with the French administration on program budgeting and ministerial performance plans. This twinning arrangement was funded through the Bank's ongoing governance engagement, namely the Morocco Governance Transition Fund (P143979) and was thus a timely opportunity to mobilize similar expertise to address substantial capacity gaps linked to Parliamentary oversight in this area. On macro fiscal forecasting, expertise was mobilized from the Lebanese Economic Association to provide technical assistance to the Parliament on issues such as budget preparation contextualized for Morocco, the evaluation of expenditure policy and forecasting, tax policy, and the development of a macro-economic model for Morocco. The training was designed as a hands-on

and concrete support based on an initial capacity review and needs-assessment conducted in February 2014.

**The second phase of the project, to be launched in November 2015, focuses on providing support on the recently adopted public petitions law.** Designed to follow the priority needs of Parliament throughout the legislative term, the project was divided as a sequenced approach. The topic of budget oversight was thus emphasized in Phase 1 as a response to the new organic budget law, already underway. The petitions reform, now recently adopted, implicates Parliament directly in its implementation and will thus require substantial capacity building efforts to ensure a successful reform impact.

**In regards to knowledge-exchange on a regional and international level,** a three-day study visit took place in March 2014 for four members of the Parliamentary bureau and staff to Washington D.C. The objective of the study visit, as requested by Parliament, was to provide the delegation with an opportunity to learn more about the work of the World Bank in its support to Parliaments as well as its engagement with Morocco, particularly in relevant areas of reform such as governance. Furthermore, representatives from the Moroccan Parliament participated in a Regional Parliamentary Conference co-organized by the MENA MDTF project, the Westminster Foundation, and the Arab Institute for Parliamentary Training and Legislative Studies based in Beirut, from April 20-23, 2015.

**A participation training questionnaire was developed to assess direct feedback from parliamentary staff and MPs on quality of trainings and technical assistance provided and impact of project support.** This questionnaire allows the team to receive feedback on ongoing technical assistance and readjust throughout the implementation phase to meet the demands and needs of the participants. To date, 64% of participants attest to the pertinence and relevance of the training programs and 79% believe the project has successfully achieved its stated objective.

**The proposed Transition Fund program builds on the results and the lessons learned from past engagement in Morocco in terms of scope, design and approach.** Firstly, the previous MDTF's short-term duration was a useful means to support the urgent needs of Parliament in a quick and timely fashion yet stopped short of ensuring long-term sustainability of these complex and structural changes. In terms of design, the proposed program also builds on lessons learned under the DPL series in line with these reform levels, particularly in regards to the need for a more integrated and holistic design aimed at maximizing synergies across policy reforms and stakeholders. In this light, the current proposal adopts an iterative and adaptive approach through a programmatic approach that allows for adequate sequencing and prioritization of activities, while integrating quick wins to support the reform momentum such as the development of an e-Petitions portal and the website linked to the performance plans.

**Overall, the Bank's previous engagement has proven to be particularly valuable in the current regional context given its targeted approach.** With the capacity of legislatures to function effectively being a major concern in the MENA region<sup>4</sup>, recent constitutional reforms strengthening the potential oversight role of Parliament illustrates the opportunity arising from such important advancements, and the timeliness of Bank support in this area. Building on this important momentum, the proposed

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<sup>4</sup> When it comes to measuring parliamentary oversight, Global Integrity places most of MENA well below comparable regional averages on similar measures. [www.globalintegrity.org](http://www.globalintegrity.org)

program responds directly to demand from the Parliament of Morocco for longer-term support to help institutionalize mechanisms for improved budget oversight and public engagement.

### **Partnership Arrangements**

The Bank's program was designed in coordination with parallel donor initiatives supporting Parliament in Morocco. The UNDP and the EU are supporting different aspects of the Parliamentary Strengthening Strategy of 2012-2016. The UNDP team is focusing primarily on communication and information strategies for constituent outreach, supporting MPs— an area outside the scope of this program— and the EU team aims to support capacity building in the area of budget oversight. While the program was signed in 2014, twinning activities with an OECD Parliamentary institution, to be supported under the EU project, have not yet been launched. Both components covered under this program will be collaborated closely with active institutions on the ground in order to ensure maximum impact of respective engagements and to pursue potential partnerships as relevant. In terms of international networks and knowledge-exchange, the program components will maximize the potential for sustainability of such knowledge transfers by developing strong international linkages with likeminded practitioners through south-south exchanges. The project team will explore potential linkages with international institutions such as the Westminster Foundation who is active in supporting the Public Accounts Committee (outside the scope of this program), and regional institutes such as the Basel Fuleihan Institute in Beirut to provide trainings on budget oversight in order to further develop the continuity of such support past the program duration (and election cycles). Furthermore, the program will identify complementarities across different Bank programs such as the recently approved Kuwait RAS support parliamentary oversight and potential for regional initiatives where possible. Capacity building effort provided through this program will also support Morocco's eligibility to join the Open Government Partnership and further solidify its reform engagement in key areas of public engagement and access to information.

### **Implementation plan and sequencing**

The Bank will provide strategic advice, technical assistance and capacity building to Parliament, leveraging its global expertise and country experiences, as relevant. This program is fully integrated with the Bank's Development Policy loan and provides technical assistance to Parliament in support of key prior actions foreseen in Morocco's Transparency and Accountability DPL series (P154041). In line with this operations and the medium-term nature of the reforms supported, this technical assistance program is programmatic and comprises different phases in line with different reform implementation phases. The current concept note and results framework focus on Phase 1 of implementation. The Bank will be administering the procurement, contract and financial management arrangements for the development of all of the contracts for Parliament supported by this program and ensuring supervision of program activities and results achieved. Annual output reviews will be carried out in line with the guidelines for programmatic TAs. During these reviews, the subsequent activities and corresponding results framework will be agreed upon. In regards to specific components including the training of trainers, the participants and the trainers will be identified in coordination between the Bank team and the Parliament based on pre-established criteria, in line with specific requirements of each project component as relevant. Where possible, the training program will aim to transfer capacity building to

the Parliament's in-house legislative training arm to ensure sustainability of this support past the project duration.

This program is closely coordinated with the EU the UNDP, and the Westminster Foundation as relevant. The EU and the UNDP are associated with the above mentioned DPLs. All three mentioned institutions have an ongoing engagement with Parliament. The Bank team is working closely with these teams to ensure the complementarity of the proposed activities and to avoid any potential overlaps or redundancies in the above-mentioned areas.

### **Budget and Financing:**

<b>I: OPEN PARLIAMENT</b>			
	<b>Activity</b>	<b>TF Budget</b>	<b>Country co-financing (Parliament)</b>
Support to public petitions reform	Technical assistance and policy advice	200,000	
	Training of trainers	200,000	
	Twining arrangements	750,000	
	Development of e-petitions portal	100,000	
	Information and Communication (media, awareness raising) and outreach with civil society	300,000	
	Estimated Sub-total:	<b>1.55 million</b>	<b>155,000</b>
Support to access to information reform	Development of an information and communication strategy	75,000	
	Development of guidelines and training modules on ATI	50,000	
	Training of trainers	125,000	
	Development of information systems (for request and response management)	100,000	
	Update and reform of the archiving and record management system	150,000	
	Estimated Sub-total:	<b>500,000</b>	<b>50,000</b>
<b>PILLAR II: PARLIAMENTARY BUDGET OVERSIGHT</b>			
Support to performance based budgeting	<b>Activity</b>	<b>Budget</b>	
	Training of trainers on the new performance based budgeting approach	200,000	
	Technical assistance and coaching on performance based budgeting	200,000	
Strengthening budget oversight	Support on performance program assessment	150,000	
	Training of trainers on report writing for staff of the finance committee	150,000	
	Training of trainers on the budget cycle and budget analysis for MPs and staff	300,000	
	Estimated Sub-total:	<b>USD 1 million</b>	<b>100,000</b>
<b>PILLAR III: KNOWLEDGE DEVELOPMENT AND DISSEMINATION</b>			
	<b>Activity</b>	<b>Budget</b>	

Knowledge development and dissemination	Regional knowledge exchange through workshops and seminars	300,000	
	Development of guiding documents and knowledge products on petitions reform, performance based budgeting and budget oversight	150,000	
	Estimated Sub-total:	<b>450,000</b>	<b>45,000</b>
<b>Item</b>		Estimated budget	
<b>Total subcomponents</b>		USD \$ 3.5 million	
<b>Country co-financing</b>		USD \$350,000	
<b>Reserve (Misc. expenditures)</b>		USD \$ 500,000	
<b>Overall Program Estimate</b>		USD \$ 4, 350,000	
<b>Overall Program Estimate Funded by Transition Fund</b>		<b>USD \$ 4 million</b>	

### **Intended beneficiaries:**

Parliamentarians, parliamentary staff, government officials and citizens benefiting from more open and accountable Parliament with enhanced legislative oversight functions.

### **Expected results:**

The program aims to contribute to the following results: (ii) improving parliamentary budget oversight linked to budget analysis and the newly adopted performance based budgeting approach to increase accountability, and (iii) reinforcing knowledge development and dissemination of the value and impact of ongoing reforms among citizens and civil society.

The results framework for this program (Annex 1) represents the first phase (Phase 1), which goes until the end of FY 2016. The second phase will be determined for FY 17 and onward at the stage of the program review. The results framework will be complemented each fiscal year in line with the corresponding budget allocation.

### **Outreach:**

The project's outreach strategy is policy specific by supporting major outreach and consultations events linked to policies of particular interest to citizens such as that of public petitions, access to information and more contextualized policy areas such as climate change or sectoral level reforms which will necessitate coordination and collaboration with relevant Global Practice teams. The Bank team is closely engaged with the relevant line ministries implicated in the roll-out of these key reforms. Support to Parliament through this program will complement these efforts by providing a more holistic approach to Bank support targeting relevant government entities and institutions in sequence. Policy notes and guidance documents produced through this program will be developed in English and translated into French and/or Arabic for dissemination.

### **Program description**

**The ongoing transformational reforms underway in Morocco will require a more active Parliamentary institution and substantial capacity building, to which this activity contributes.**

This program will provide long-term support to Parliament to respond to new roles and responsibilities attributed to it by the country-specific transitions and Constitutional reforms. More specifically, the program will provide technical assistance on the institutionalization of key transformative reforms implicating Parliament directly such as performance based budgeting which will enhance the government’s accountability towards parliament and tax payers, and public petitions reform which will enhance the inclusive nature of public policy making.

The program will also provide capacity building to increase effective parliamentary oversight, particularly in these areas, as well as the development of a standardized training program on key functions such as budget analysis and access to budget data. The successful implementation of these ambitious reforms both through enhancing parliamentary capacity to engage throughout the legislative cycle as well as in supporting the development of institutional parliamentary mechanisms to support reforms, will transform the Moroccan governance frameworks into one focused on citizen satisfaction, performance, and results. The below section describes the transformative impact of each reform area and a description of specific activities supported under each respective component.

**COMPONENT I: OPEN PARLIAMENT**

Activities under this component aim to support the development of a strong, open and accountable parliament through enhancing citizen participation in public policy making and improving access to information. The program will include policy guidance and capacity building relating to the establishment of a parliamentary petitions system in line with the newly adopted organic petitions law, which implicates Parliament directly. Support will also be provided on access to information, a key innovative reform taking place in Morocco. The access to information law will be adopted in the coming months. Capacity building on access to information will be focused on the development of training guidelines as well as the development and implementation of an institution-wide training program linked to the implementation of this reform.

Transformative impact: Activities under this component will help to concretize new constitutional rights related to openness and transparency and will create structures for participatory governance where little existed before. Reforms relating to public engagement, including public petitions, introduced by the new Constitution will create the space for a more collaborative, sustainable, and inclusive governance framework by supporting the creation of an enabling environment for greater citizen engagement in public policy making. This reform will help build trust between the public administration and citizens and will directly respond to popular demands derived from the Arab Spring for greater government transparency and social accountability. Access to Information reforms will implicate all public entities in its implementation, including Parliament. A targeted capacity building program will be integral to ensuring the success of this key transformative reform.

*Sub-component one: Public Petitions*

Specific activities will include:

<p>1. Technical assistance and policy advice</p> <p>The right to public petitions is being concretized in the form of an organic law that will also be applied to Parliament, as enshrined in the Constitution of 2011. In anticipation of this reform, the program will provide targeted technical assistance and policy advice to the Parliament on the establishment of a parliamentary petitions procedure in line with international good practice.</p>
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2. Training of trainers
Building on previous capacity building support provided through the World Bank's project, financed by the MENA Multi-Donor Trust Fund, the program will support the Parliament in its effort to institutionalize the targeted training provided to parliamentarians and administrative staff in line with the transformative reforms underway linked to public petitions. The program will provide both technical assistance as well as guidance on the design and development of these training programs in coordination with a local training institute or university charged with the formalization and institutionalization in the medium to long term.
3. Twinning arrangement
The program will establish a twinning arrangement with a relevant parliamentary institution with the aim of providing deep and consistent hand-holding support in the area of public petitions in line with the specific needs and sequencing of Parliament's internal reform process. The twinning will pair practitioners from Morocco and a relevant parliamentary institution to assess current regulatory initiatives linked to petitions reforms, and, through exploration of alternative methods and comparison with international colleagues, provide advice on their contextual reform in regards to institutionalization of a parliamentary petitions procedure in line with country-specific considerations.
4. Development of an e-petitions portal:
As part of the implementation of the public petitions reform and key legislation strengthening mechanisms for public engagement in Morocco, the World Bank is supporting the development of a centralized e-participation platform which will provide a one-stop-shop for participation in public policy making. The program will provide support to Parliament in the development of a dedicated online parliamentary platform for e-petitions, integrated with the national e-participation platform and with the information system handling parliamentary questions. This support will be in the form of direct policy guidance and technical assistance on the conception and design of the online platform as well as support in its development and roll-out.
5. Information and Communication (media, awareness raising)
Given the transformative nature of this reform as well as the need to ensure strong uptake of this public engagement mechanism, a comprehensive and well-targeted information and communication strategy will be integral to raising awareness among citizens about the implementation of this new right within Parliament. The program will support the development of such a strategy, and its eventual roll-out in line with the timing of different phases of the reform.
6. Outreach with civil society
Civil society outreach, particularly at the onset of the reform, will help to strengthen the success of reform implementation. The program will provide support on the design of outreach programs with citizens at both the national and local level. Given the parallel technical assistance being provided to the government on the petitions reform, this program will also help to provide important coordination between parallel efforts. This coordination will help to ensure a holistic and consistent implementation process across the entire accountability chain and will help take advantage of potential synergies that may arise that can help build momentum around this reform.

*Sub-component two: Access to information*

Specific activities will include:

1. Development of an information and communication strategy
As part of the roll-out of the access to information reform across the whole of government (including Parliament), a key element of ensuring its impact is a well-conceived and targeted information and communication strategy. As part of this program, support will be provided to the Parliament in the development of its own information and communication strategy in line with its adherence to this new reform and the relevant structural changes implicating it directly.
2. Development of guidelines and training modules
Similar to support provided to the executive, the program will provide support to the Parliament on the development of guidelines and training modules linked to ATI. This material will be targeted to both MPs and administrative staff across the institution. Proper sequencing and phasing of this reform will be taken into account.
3. Training of trainers
A training of trainers program, based off of the guidelines and modules developed as part of this program will be conducted with the aim of institutionalizing this capacity building effort within Parliament. The program will be catered to the specific legislations and operational considerations of the country context.

4. Development of information systems
The Bank will support the development of information systems relating to request and response management. Support will include conceptual design, and development of technical specifications in line with international experience in this domain.
5. Update and reform of archiving and record management system
Implementation of this reform will require the update and enhancement of Parliament's archiving and record management system. Activities under this sub-component will support the development of an archiving reform strategy and to ensure the successful phasing of this process.

## **COMPONENT II. PARLIAMENTARY BUDGET OVERSIGHT**

Activities under this component support the institutionalization of a well-designed training program in line with budget reforms underway. Technical assistance and training will be provided to the Parliamentary team and an academic institution tasked with ensuring the continuity of this capacity building program past the program duration.

Transformative impact: Performance budgeting represents an important opportunity to strengthen policy outcomes by improving the government's internal and external accountability in the implementation of public policies and the use of corresponding resources. By increasing accountability and managerial flexibility within Parliament, institutional capacity to oversee the newly adopted budget management approach will help improve the efficiency of the administration since MPs and parliamentary staff will be able to better monitor and oversee the allocation of resources corresponding to current needs and adequately enforce adherence to performance and results. Support to Parliament in this area will lead to better government accountability by encouraging increased fiscal transparency, in addition to providing a strengthened link between policy priorities and budget allocations.

### *Sub-component one: Performance Based Budgeting*

Specific activities will include:

1. Training of trainers on performance based budgeting
Building on previous support provided through the MENA MDTF project for administrative staff on performance based budgeting, the program will develop an institutionalized training program on this topic for both staff and MPs. The program duration will be catered to the specific needs of each target group and will range from a 2-3 day or one-week intensive course to provide participants with the main elements and hands-on training needed to adequately understand and respond to the new performance based approach.
2. Technical assistance and coaching
Technical assistance and coaching will be delivered to parliamentary commissions and staffers for the analysis of ministerial budget programs, performance plans and reports, in line with the budget cycle.
3. Support on performance program evaluation
Support the conduct of quick assessments for 2 ministerial programs and their performance outcomes, based on the guidelines developed by the Ministry of Finance. Dissemination of the findings with the said departments.

### *Sup-component two: Budget Oversight*

1. Training of trainers on report writing for finance committee staff
A training of trainers program will be developed and implemented on the new budget law and development of parliamentary questions. The training program will be designed as a 1 week for training of staff. Support through the program will also include the development of relevant accompanying documentation (i.e. guides, manuals) to be used as part of the training program once adopted.
2. Training of trainers on the budget cycle and budget analysis

A training of trainers program will be developed for MPs and parliamentary staff including training of basic skills on budget cycle and budget analysis. Support will include the conduct of trainings with selected local trainers to be identified by the Moroccan Parliament. The support will also include the development of a training program and relevant accompanying documentation (i.e. guides, manuals) to be used as part of the training program once adopted. The overall trainings will be designed as one-week programs for each respective group. The programs will be adjusted as relevant for each participant group based on their functional demands.

3. Development of a budget and performance review website

Support to the development of a website dedicated to the budget and performance reviews embedded on the Parliament's Site. This will include an intranet for parliamentarians and staffs to share resources and information

**COMPONENT III. KNOWLEDGE DEVELOPMENT AND DISSEMINATION**

Activities under this component are linked directly to the overarching policy reforms underway in Morocco, including broad cross-cutting reforms such as access to information, public petitions and performance based budgeting. The knowledge development and dissemination activities linked to this component will focus on strategic information and communication support to strengthen awareness of citizens and civil society in regards to reform implementation, and will aim to contextualize the policy dialogue on these broad reform areas where relevant. This component will also reinforce the demand side which will determine the success of reforms, such as is relevant for reforms on public access to information and public petitions.

Specific activities will include:

1. Regional knowledge exchange and dissemination

A series of workshops and seminars will be developed in coordination with other regional parliaments (i.e. Tunisia, Iraq, Lebanon, and Kuwait, as relevant) in addition to international parliaments as relevant. These series of seminars are intended to provide a platform for knowledge exchange between practitioners on key elements of reforms underway supported under this project as well as provide forums for effective dissemination of reform efforts and relevant policy reform initiatives linked to the program. Coordination with other donors and relevant partners both regionally and internationally will be targeted to ensure maximum impact of knowledge exchange and dissemination activities and to minimize potential overlaps of efforts between these institutions.

2. Development of knowledge products

The program will support the production of a series of knowledge products, including policy documents, guidelines and reports on parliamentary petitions systems, performance based budgeting, budget oversight, and access to information. As these products may have broader regional relevance, the program will ensure the translation and dissemination of these products into French and/or Arabic as relevant.

**Methodology and Implementation Arrangements:**

**In terms of methodology, the program will target both parliamentarians and administrative staff to build institutional capacity** and help strengthen the foundation for knowledge-transfer across Parliament. While a focus on parliamentarians is important to ensure adequate targeting of those MPs and staff implicated directly in legislative oversight of ongoing reforms. This targeted approach to the identification of participants throughout the program will help to ensure the institutionalization and continuity of capacity building efforts by identifying those less vulnerable to election cycles.

**This comprehensive approach (both institutional and individual) will help to build coalitions for reform within the institution** as well as ensure that the capacity building impact of this program feeds into the ongoing reform processes on the ground. This complementary approach also helps to reinforce World Bank support under a previous MDTF project on the development of a legal framework on public engagement and the short-term MENA MDTF parliamentary support project closing in March 2016. All

components of the program are mutually reinforcing and help to support overall parliamentary oversight capacity. Cross-cutting themes, such as enhancing parliaments engagement during the budget process and support on public engagement reforms helps to ensure programming across themes is aligned, and lessons learnt during the implementation of one component benefits the other component of the project.

**In terms of implementation arrangements, the program will be Bank-executed given lack of Parliamentary capacity to administer funds.** A programmatic approach will also provide for a flexible work program that aims to respond to the complexity of the ongoing reforms and the nature of the challenges and counterpart needs. Activities will be directed towards supporting policy dialogue in Parliament's reform agenda through a combination of: (1) policy notes; (2) the provision of technical assistance, and; (3) capacity building and training programs, including through videoconference and distance learning as necessary to sustain momentum of learning activities. The Bank will be administering the procurement, contract and financial management arrangements for the development of all of the contracts for Parliament supported by this program and ensuring supervision of program activities and results achieved.

The Programmatic Governance Task is proposed to cover activities over a period of three years, starting from FY16. The forthcoming FY17 and FY18 activities are less defined and will build on the outcomes of the FY16 activities. The planned outputs and a results matrix are described in the next section. The team proposes to have annual reviews at the beginning of each FY to evaluate progress achieved and determine the activities and outputs to be delivered in the year ahead. The review will provide an update and an opportunity to receive guidance on program design. The review meeting will decide on the quality assurance process for outputs.

### **Risks:**

There are two main risks to the Program:

- **Risks related to the volatility and high turnover related to parliamentary election cycles:** The program focuses on the parliamentary institution, including staff and committees, rather than solely on individual MPs to avoid volatility and minimal impact due to election cycles and turnover. This approach also helps develop institutional capacity and knowledge-transfer through trained resource staff. A targeted approach to the identification of participants throughout the program will also help to ensure the institutionalization and continuity of capacity building efforts by identifying those less vulnerable to election cycles. Furthermore, a concerted effort to building coalitions for reform within Parliament will also help ensure continuity of reform initiatives independent of volatility risks. Linkages have been made with other institutions under the previous MENA MDTF that have a key role in parliamentary support such as UNDP and the Westminster Foundation to help further solidify continuous engagement independent of election cycles. The project will be supported by key institutional actors which solidify project ownership. Demand for support is led by the Speaker of the House of Representatives and the Secretary General, in addition to the parliamentary secretariat and the Ministry in Charge of Relations with Parliament and Civil Society which has been tasked with the development of the draft laws on public engagement.
- **Technical and administrative frameworks required for parliamentary oversight are generally weak.** Particular capacity weaknesses in the areas of public engagement and access to

information/budget oversight functions, remain a challenge in regards to sustainability after program duration. In an effort to mitigate these risks, the program focuses on the important lessons learned from international experience which will help shape and inform the development of a systematic process for improved parliamentary oversight functions and citizen engagement in the legislative process. Adherence to the new laws and regulations will require significant capacity building efforts. The project will focus on providing such support to parliamentary officials tasked with adhering to the principles of parliamentary openness.

## Annex 1- Results framework (Phase 1)

Programmatic TA Results framework				
Component	Phase I [year one]		Phase II [year two] 25% recipient executed	Phase III [year three] 50% recipient executed
	Output			
<b>Open Parliament</b>	Access to Information	<ul style="list-style-type: none"> <li>▪ Development of access to information system relating to request and response management</li> <li>▪ Technical assistance support to reform of archiving system</li> <li>▪ Training of trainers program for MPs and staff on access to information reform</li> <li>▪ Information and communication strategy</li> <li>▪ Guidelines and manuals for MPs and staff on ATI</li> </ul>	30% of petitions responded to in a timely manner (disaggregated by gender) 30% of users satisfied with response to ATI request(disaggregated by gender)	50% of petitions responded to in a timely manner (disaggregated by gender) 50% of users satisfied with response to ATI request(disaggregated by gender)
	Public petitions	<ul style="list-style-type: none"> <li>▪ Policy advice and technical assistance on reform of parliamentary bylaws and establishment of petitions committee</li> <li>▪ Development of e-petitions platform</li> <li>▪ Establishment of twinning arrangement with int'l parliament (tbd)</li> <li>▪ Training of trainers program on public petitions for parliamentary staff and MPs</li> <li>▪ Guidelines and manuals for MPs and staff on petitions</li> <li>▪ Information and communication strategy</li> </ul>		
<b>Parliamentary Budget Oversight</b>	Performance based budgeting	<ul style="list-style-type: none"> <li>▪ Training of trainers programs on performance based budgeting, budget analysis, report writing for MPs and staff, and reform sequencing</li> <li>▪ Development of guidelines, manuals and knowledge products</li> <li>▪ Technical assistance and coaching for the analysis of 16 ministerial performance plans and of the first performance reports</li> </ul>	45% of participants express increased technical capacity on budget oversight (disaggregated by gender)  50% of annual assessments of performance plans published Test of the program evaluations conducted	60% of participants express increased technical capacity on budget oversight (disaggregated by gender) 75% of annual assessments of performance plans published One significant social program has been evaluated
	Budget analysis and program evaluation			
	Report writing			
<b>Knowledge Development and Dissemination</b>	<ul style="list-style-type: none"> <li>▪ A series of workshops and seminars linked to policy reforms with aim of targeted outreach and raising awareness</li> <li>▪ Development of knowledge products, including policy documents, guidelines and reports on parliamentary petitions systems, performance based budgeting, budget oversight, and access to information</li> </ul>		45% of participants express increased awareness of parliamentary public engagement initiatives (disaggregated by gender) 45% of respondents express positive attitude towards exchanges between Parliament and CSOs (disaggregated by gender)	75% of participants express increased awareness of parliamentary public engagement initiatives (disaggregated by gender) 75% of participants express positive attitude towards exchanges between Parliament and CSOs (disaggregated by gender)

**ANNEX II. Snapshot of the Moroccan House of Representatives 2011-2015**

**Snapshot of Moroccan House of Representatives 2011-2015**

**Bicameral Parliamentary System:** House of Representatives, and House of Councillors.  
**Number of MPs:** 395 members; 305 elected through Local Lists and 90 members elected through National Lists.

**Number of Women MPs:** 67 (17%)

**Last Election Date:** 25 November 2011

**Parliamentary Sessions:** Parliament is directly elected for a five year term. Each year the parliament meets over two regular sessions, each four months long. The first begins in the month of April, and the second begins in the month of October (Constitution article 65). The parliament may also convene for an extraordinary session that has a preapproved working agenda.

**Standing Committees (9):** Foreign Affairs, Islamic Affairs and Moroccans residing abroad; Local Government and Urban Policy; Justice, Legislation and Human Rights; Finance And Economic Development; Social Sectors; Productive Sectors; Infrastructure, Energy, Mining And The Environment; Education, Culture And Communication; Control Of Public Finance

**Parliamentary Blocks**

