

EVALUATION ROADMAP

Roadmaps aim to inform citizens and stakeholders about the Commission's work to allow them to provide feedback and to participate effectively in future consultation activities. Citizens and stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to share any relevant information that they may have.

TITLE OF THE EVALUATION	Evaluation of Budget Support to Morocco over the period 2013-2019
LEAD DG – RESPONSIBLE UNIT	DG NEAR A4
INDICATIVE PLANNING (PLANNED START DATE AND COMPLETION DATE)	Q1–2020 to Q2-2021
ADDITIONAL INFORMATION	https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general_en https://eeas.europa.eu/delegations/morocco_en

The Roadmap is provided for information purposes only. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content. All elements of the initiative described by the document, including its timing, are subject to change.

A. Context, purpose and scope of the evaluation

Context

This evaluation is in line with the [EU Better Regulation guidelines](#), which emphasise the need of systemic and timely evaluation of European Commission programmes, activities, instruments and non-spending activities in order to demonstrate accountability and to promote lesson learning to improve policy and practice.

The external and strategic country evaluations contribute to strengthening the EU's accountability and provide a valuable opportunity for lesson learning and improving future planning and programming cycles. The last strategic [evaluation of the EU's budget support to Morocco](#), carried out jointly with Spain and France, covered the period 2005-2012.

EU cooperation with Morocco takes place in the framework of the European Neighbourhood Policy (ENP) launched in 2003. In 2011, following the 'Arab spring', the ENP was revised to respond to the new context. In 2015, a second revision of the ENP was introduced, targeting the complex political, social, and security developments affecting the region. This second revision introduced alongside the concepts of functioning democracy, respect for human rights and the rule of law, three other elements: 1. economic development for stabilisation, 2. security, 3. migration and mobility.

The European Neighbourhood Instrument (ENI) is the EU's main financial instrument to support Morocco in implementing economic, political, and social reforms. Financial and technical cooperation is guided by the Single Support Framework. Morocco is one of the main beneficiaries of EU financial cooperation (€ 1,105 million in commitments over the period 2014-2018) and the EU is Morocco's leading technical and financial partner in terms of grants. The majority of the financial assistance is allocated through bilateral cooperation and aims to respond to the specific needs of the country.

It is important to note that budget support to Morocco's sectoral policies constitutes almost 75% of the financial commitments between the EU and Morocco. Budget support remained the main aid modality in Morocco and represents the largest share of new commitments and payments. The number and amount of new Budget support operations and the resources devoted to them have nevertheless decreased compared to the previous period (2013-2015), as operations have been reduced and the number of top-ups have increased (4 top-ups in 2016-18 for a total amount of 32.4 million euros, compared with a single top-up in the previous three years). This reflects a period of consolidation of reforms and the opening of new sectors (youth, migration, gender equality) that require less resources compared to the large investments made in the social sectors in the previous period. In 2018, outstanding budget support commitments amounted to € 1.1 billion (of which € 155 million or 14% of supplementary support measures) for a portfolio of 19 operations. This amount includes new commitments approved in 2018 and to be signed in 2019, for an estimated amount of € 149.2 million (82% of new decisions).

Morocco benefits also from other instruments: EU Emergency Trust Fund for stability addressing root causes of irregular migration and displaced persons in Africa; thematic programmes of the Development Cooperation Instrument (DCI) such as Civil Society Organisations and Local Authorities in development, regional and cross-border programmes etc. Morocco participates in a number of EU programmes such as Erasmus+.

Purpose and scope

The generic purpose of this evaluation is to provide an independent assessment and evidence of EU budget support to Morocco in the period 2013-2019. More specifically, the evaluation will have to assess to what extent and in what circumstances (including a design - in terms of objectives, typology and tools - consistent with the political economy context) budget support has allowed strengthen the policies, strategies and expenditures of the Moroccan government to achieve sustainable development results at the national and sectoral level and to have a positive impact on poverty reduction and sustainable and inclusive economic growth.

In line with EU policy on evaluation, this evaluation seeks to be a lesson-learning and forward-looking exercise, as well as an accurate assessment of achieved results. The scope of the evaluation includes:

1. To assess the relevance, implementation conditions and performance of EU budget support to Morocco, in particular its effectiveness, sustainability and added value (at both strategic and implementation levels), taking also into account other interventions financed in the sectors evaluated;
2. To provide conclusions based on objective, credible, reliable and valid data;
3. To provide lessons learned (both positive and negative) and recommendations to improve current support and future strategic choices in particular as regards:
 - i. the conditions under which budget support has had an effect (or not), the intensity and the possible nature (positive or negative) of the effects in Morocco, and in other countries where the lessons learned from the evaluation could to be transferred;
 - ii. the design and implementation of budget support programs in Morocco, as well as complementary interventions that accompany them, taking into account the different instruments implemented by EU support;
 - iii. changes in government policies, institutional structures and administrative arrangements that may increase the overall efficiency and impact of government spending measures and, consequently, budget support.
 - iv. The programming of the proposed new Neighbourhood, Development and International Cooperation Instrument (NDICI) for the 2021-2027 programming period;
 - v. the efficiency and effectiveness of the support to capacity development that is necessary to the supported reforms;
 - vi. Factors that facilitate or hinder the EU's contribution to the process of implementing the reforms needed for the country's development (for example: changes in Moroccan government policies, institutions and administrative arrangements that could improve effectiveness and impact of public policies and spending and, consequently, budget support).

The temporal scope is 2013-2019.

The geographic scope of the evaluation is the territory of Morocco.

The thematic scope will cover: public administration reform (including public financial management), economic growth and competitiveness, education (including vocational training and literacy), Health and social protection and justice.

The assessment will be made against the following evaluation criteria: relevance, efficiency, effectiveness, impact and coherence. Furthermore, sustainability, coordination and complementarity will also be considered.

B. Better regulation

Consultation of citizens and stakeholders

Not being an evaluation in the sense of the Better Regulation guidelines and not referring to a major initiative, the present study will not develop an on-line open public consultation (OPC), nor of a Staff Working Document. Furthermore, this study not being linked to legislative and non-legislative initiatives, delegated acts or implementing measures, no impact assessment is required. Only the evaluation roadmap will be the subject of stakeholders' consultations, and will require their comments and feedback.

However, consultation activities will be undertaken to gather data, opinions and test hypotheses.

The main stakeholders to be consulted during the evaluation exercise from inception to final/reporting phase (either via interviews, workshops and/or surveys) are:

- Moroccan stakeholders: a) national authorities and institutions in charge of targeted reforms and co-responsible for the design, implementation, monitoring and reporting of EU budget support; and (b) other national stakeholders including local civil society (non-governmental organizations, research institutes, private sector, etc.) and local authorities
- EU stakeholders, including: EU Delegation, DG NEAR, DG DEVCO, the EC Secretariat General, DG EAC, DG ECFIN, the Service for Foreign Policy Instruments (FPI) and the EEAS.
- International stakeholders, including: relevant international organisations, relevant civil society organisations and research institutions.

The above-mentioned stakeholders shall be included in the evaluation. They shall be consulted via phone or face-to-face interviews, focus groups, and questionnaires. The list will be further defined during the Inception phase.

The progress of the evaluation will be followed closely by an Inter Service Steering Group (ISG) consisting of representatives of: EC Secretariat-General, DG NEAR, DG DEVCO, DG EAC, DG ECFIN, the Service for Foreign Policy Instruments (FPI) and the EEAS.

Data collection and methodology

The evaluation process will be carried out in four phases: an Inception Phase, a Desk Phase, a Field Phase, and a Synthesis Phase. In terms of methodology, the following key elements can be already pinpointed:

- A. Evaluation Questions. A draft set will be presented in the Terms of Reference and the evaluation team, in consultation with the Inter Service Steering Group, will finalise and complete it (with Judgement criteria (JC) and indicators for each JC and relevant data collection sources and tools) during the inception phase. When relevant, cross-cutting issues will be considered.

The indicators will need to allow cross-checking, triangulation and strengthening the evidence base on which the evaluation questions are answered. The information gathered for each indicator will be presented as an annex of the desk and final reports.

- B. Data collection tools. Several tools will be used for collecting, structuring, processing and/or analysing data throughout the evaluation process: Inventory of interventions, Literature review, Interviews, Case studies, Survey, Quantitative analysis (mainly in relation to the statistical and macro-economic evaluation of impact).

Data collection will take place in the Inception, Desk and Field phases of the evaluation. The choice of consultation activities (e.g. face-to-face interviews, focus groups, survey) should allow for the collection of detailed data from a broad sample of stakeholders and for triangulation.

Deliverables in the form of reports and/or slide presentations should be submitted by the evaluation team at the end of the corresponding phases.

Key sources of information already available are (this list will be further detailed):

1. EU policy and strategy documents for Morocco (e.g. Association Agreement, the Advanced Status granted in 2008, Strategic Priorities, Single Support Frameworks, Annual Action Programmes, Special Measures, Reports on EU-Morocco relations, Commission Decisions and Financing Agreements);
2. Morocco official documents;
3. EU Budget support programmes related documents;
4. Reporting documents, e.g. annual reports, European Court of Auditors reports, Results Oriented Monitoring reports, evaluation reports (e.g. evaluation of macro-financial assistance or evaluation of general budget support operations);
5. National and international strategies and statistics;
6. Evaluations, studies and reports from EU Members States and international organisations;
7. Other reliable and well-documented sources.

The Terms of reference will provide a non-exhaustive list of documents.