

Morocco: Agricultural Development in Had Kourt-Ouezzane

Ex-post evaluation

OECD sector	31120 / Agricultural Development	
BMZ project ID	1) 1989 66 087 (investment measure) 2) 1990 70 350 (complementary measure)	
Project-executing agency	Direction Provinciale de l'Agriculture de Sidi Kacem	
Consultant	1) Local consultants for construction planning 2) INSTRUPA/HYDROPLAN/SCET and AHT	
Year of ex-post evaluation	2005	
	Project appraisal (planned)	Ex-post evaluation (actual)
Start of implementation	2nd quarter 1991	2nd quarter 1991
Period of implementation	5 years	10 years
Total cost	1) EUR 28.1 million 2) EUR 1.1 million	1) EUR 27.2 million 2) EUR 0.8 million
Counterpart contribution	1) EUR 8.4 million	1) EUR 10.0 million
Financing, of which Financial Cooperation (FC) funds	1) EUR 19.6 million 2) EUR 1.1 million	1) EUR 17.2 million 2) EUR 0.8 million
Other institutions/donors involved	-	-
Performance rating	2	
• Significance / relevance	2	
• Effectiveness	3	
• Efficiency	2	

Brief Description, Overall Objectives and Project Objectives with Indicators

The project is an integrated agricultural development project implemented on the basis of mostly production-oriented and production-supporting measures such as small rural roads, consolidation of land, small irrigation, advisory services and protection of natural resources (olive tree plantations, erosion control) as well as rural water supply. Both office buildings and employee flats were newly constructed or expanded for the project-executing agency. In the context of a complementary measure the executing agency was given expert support and advice.

The overall objective of the project was to secure and improve the basis of livelihood of the population in the project regions and active in agriculture, whose incomes from agriculture were planned to increase by 50%. On the basis of the different project components altogether four project objectives were defined: 1) increase in agricultural production, 2) protection and appropriate use of natural resources through the sustainable management of areas protected under erosion-control measures and systematic pasture farming, 3) selective measures to

improve the drinking water supply in the project region and 4) the year-round passability of the newly constructed and extended road sections.

Project Design / Major Deviations from the original Project Planning and their main Causes

The project aimed at supporting the agricultural development in the project region. Agricultural yields and incomes were to be raised by facilitating the access to the project region through the construction of roads in combination with measures to train the population. This was to be achieved in the context of a participatory approach and by providing advice to the population. It was expected to achieve positive development impacts through land consolidation measures, the extension of small irrigation perimeters and improved water supply. Besides generating incomes, the planting of olive trees was designed to contribute to reducing the degradation of the natural resources.

Apart from few exceptions, the measures were implemented as planned and in some cases even on a much larger scale. The use of the participatory advisory approach, however, turned out to be insufficiently adjusted to the existing institutional framework.

Key Results of the Impact Analysis and Performance Rating

It turned out that the definition of the overall objective and its indicator was too narrow in its focus on agricultural incomes. In particular smaller farms are dependent on income diversification in order to survive, i.e. they need to create income from outside agriculture. Thus, an increase in agricultural income does not constitute the most important impact of the project for them. According to information available to us, agricultural incomes of the model farms increased between 28% and 65%, with the highest income effects achieved in the poorer parts of the target group. The achievement of the additional overall objective of improving the living conditions of the target group is undisputable. The impacts that are decisive and, from the viewpoint of the target group, relevant in terms of improvement of the living conditions in the project region are the supply with electricity, schools and health stations, which is possible after the opening up of the region through roads.

In the framework of the implementation of the different measures, the components of water, olive tree plantations and rural roads benefited approximately 70,000, 100,000 and 60,000 persons, respectively. Due to the project measures the living conditions of more than 25% of the rural population in the project region were improved.

The roads, which helped to open up the region, are of decisive importance for the project success. According to the results of the impact analysis of a comparable project it can be assumed that the reduction in vehicle operating costs due to the rural roads had direct impacts on transport prices for persons and goods and led to lower transport costs for rural households. The intensification of agriculture led to an expansion in the more profitable cultivation of fruit and vegetables at the expense of subsistence grain production and to highly profitable production increases in the irrigation perimeters. Moreover, non-agricultural employment and, thus, family incomes have been also increasing. Besides the economic impacts achieved, school attendance rates doubled and the increase in the use of health facilities was disproportionately high. This was the result of the improvement in the quality of services due to the fact that the sites have become more attractive for teachers and health care staff.

The rehabilitation of 121 water points, which meant the supply of 68,000 persons with hygienically safe drinking water, is another achievement of the project that deserves to be mentioned. The concept for the water points was specifically adjusted to the needs and, even

though the maintenance of the points by the users is not always satisfactory, they are mostly in an acceptable condition and their sustainable operation is not jeopardized.

Thus, the impacts of the project greatly exceed the objectives defined at the time of the project appraisal, both in terms of quality and quantity, namely to increase the agricultural incomes of the target group by making the project region more easily accessible and by offering adjusted advice.

The measures to improve the water supply and rural road construction had clearly positive effects on the situation of women in the sense that their work has been facilitated and on gender equality (school attendance of girls). Due to the better access to the project region the availability of butane gas was increased. This in turn reduces the workload of women because they need to carry less fuel wood.

The environmental impacts of the project are assessed very positively because erosion was reduced overall as a result of the extensive olive plantations and the upgrading of formerly overgrazed fallow land.

Overall, we assess the impacts of the project as follows:

The overall objectives have been met. Due to the promotion of the agricultural development, which was particularly emphasized at project appraisal, and certain deficiencies in the maintenance of the infrastructure financed we assess the effectiveness of the project as sufficient (rating 3).

Due to the investments made especially in the infrastructure the project made an important contribution to the achievement of the overall objective, i.e. the improvement of the living conditions of the population in the project region. Therefore, we consider the significance and relevance of the project to be satisfactory (rating 2).

Overall, the unit costs of the investment measures financed from FC funds was adequate. The macro-economic rate of return of the project is positive. From a micro-economic perspective the project is highly justified. The high efficiency of the funds invested especially in rural road construction is to a small extent reduced due to the deficiencies in the areas of maintenance, the promotion of the project-executing agency and the implementation of erosion control measures. The project's efficiency can be classified as satisfactory overall (rating 2).

Taking the above mentioned key development criteria into account, we judge the developmental efficacy of the programme to be satisfactory (overall rating: 2).

General Conclusions and Recommendations

The project aimed at integrating a multi-sectoral participatory advisory approach in the structures of state administration in Morocco. With hindsight it appears, however, that this endeavour was doomed to failure because a realistic analysis would have revealed the incompatibility between the necessary prerequisites to be established in order to be able to successfully apply a more complex participatory approach (socio-economic understanding, high motivation and flexibility) and the reality prevailing in the state administration in Morocco (technical education, sovereign claim, orientation towards project implementation). While participatory approaches limited to one sector (irrigation, water supply) and to a clearly defined user group are currently being successfully implemented, the suitability of state structures for more complex participatory approaches should on principle be called in question and the

conditions for success in the implementation of such approaches should be more critically looked at when preparing a project.

During the planning process the positive development impacts of opening up rural areas through road construction measures had been expected exclusively in the context of improved advisory services and were reduced to the envisaged agricultural intensification. In particular the opening up of rural areas through paved roads, which will allow year-round accessibility of these areas, is a fundamental prerequisite for the social and economic development of the region concerned. It is also the starting point to satisfy further basic needs such as education, health and water. Without ensured access the efficacy of measures to support the social and economic development in rural regions will be very limited. These aspects need to be given more attention in the process of planning a project.

Legend

Developmentally successful: Ratings 1 to 3	
Rating 1	Very high or high degree of developmental effectiveness
Rating 2	Satisfactory developmental effectiveness
Rating 3	Overall sufficient degree of developmental effectiveness
Developmental failures: Ratings 4 to 6	
Rating 4	Overall slightly insufficient degree of developmental effectiveness
Rating 5	Clearly insufficient degree of developmental effectiveness
Rating 6	The project is a total failure

Criteria for the Evaluation of Project Success

The evaluation of the "developmental effectiveness" of a project and its classification during the ex-post evaluation into one of the various levels of success described in more detail below concentrate on the following fundamental questions:

- Are the **project objectives** reached to a sufficient degree (aspect of project **effectiveness**)?
- Does the project generate sufficient **significant developmental effects** (project **relevance** and **significance** measured by the achievement of the overall development-policy objective defined beforehand and its effects in political, institutional, socio-economic and socio-cultural as well as ecological terms)?
- Are the **funds/expenses** that were and are being employed/incurred to reach the objectives **appropriate** and how can the project's microeconomic and macroeconomic impact be measured (aspect of **efficiency** of the project conception)?
- To the extent that undesired (**side**) **effects** occur, are these tolerable?

We do not treat **sustainability**, a key aspect to consider for project evaluation, as a separate category of evaluation but instead as a cross-cutting element of all four fundamental questions on project success. A project is sustainable if the project-executing agency and/or the target group are able to continue to use the project facilities that have been built for a period of time that is, overall, adequate in economic terms, or to carry on with the project activities on their own and generate positive results after the financial, organisational and/or technical support has come to an end.