

## PCR EVALUATION NOTE

### LIVESTOCK AND PASTURE DEVELOPMENT PROJECT IN THE EASTERN REGION

#### KINGDOM OF MOROCCO

#### 1. The Project

<b>Appraisal</b>	----	<b>Appraisal Cost Estimate</b>	<b>UA 38.00 Million</b>
<b>Loan Approval</b>	<b>May 1990</b>	<b>Loan Amount - ADB</b>	<b>UA 5.46 Million</b>
<b>Loan Agreement Signature</b>	<b>October 1990</b>	<b>Loan Amount - ADF</b>	<b>UA 15.47 Million</b>
<b>Date of Entry into Force</b>	<b>May 1991</b>	<b>- IFAD</b>	<b>UA 10.93 Million</b>
<b>Date of Project Completion</b>	<b>December 2001</b>	<b>Govt. of Morocco</b>	<b>UA 6.14 Million</b>
		<b>Actual Cost at PCR</b>	<b>UA 30.10 Million</b>
		<b>Date of PCR</b>	<b>December 2002</b>

1.1 The Livestock and Pasture Development Project in the Eastern Region of Morocco was appraised in (not given), and in May 1990 an ADB loan in amount of UA 5.46 million and an ADF loan in amount of UA 15.47 million were granted to the Government of the Kingdom of Morocco. The loan agreement was signed in October 1990 and became effective in May 1991. The project was co-financed with IFAD (UA 10.93 million) and the Government of Morocco (UA 6.14 million).

1.2 The objectives of the project were: i) improve the living conditions of the populations of the Eastern Region, ii) limit rural-urban migration, and iii) check the desertification process of the area through appropriate actions on the environment and with the participation of the populations organized into co-operatives.

The sector goal was to improve the well being of the stockbreeders and poverty reduction through sustainable management of the natural resources and promotion of environmental protection.

The project was to undertake - with the participation of the breeders organized into co-operatives, the following activities:

- i) Regenerate rangeland by increasing the pastoral ecosystems through promotion of soil reactivation, the establishment of an organized rangeland management system, the planting of fodder shrubs, re-seeding, scarification, fallow lands, the creation of a network of water points (boreholes, wells, tanks);
- ii) Livestock development by improving animal health and genetic improvement;
- iii) Introduction of a training-extension and research-development system to enhance the technical and management capacities of the breeders, technicians, project officers and women;
- iv) Agricultural credits to finance the restock of the herds of the small breeders, purchase of tanks to transport water and finance activities in favor of women;
- v) Promotion of women's activities: extension of themes related to their activities and identification and initiation of income-generating activities; and
- vi) Institutional strengthening through the creation of a project management unit and a monitoring-evaluation unit.

1.3 The Appraisal and Actual costs were UA 38.00 million, and UA 30.10 million respectively. The project was completed in December 2001 - some 24 months beyond the

date envisaged at appraisal. The deadline for final disbursements was extended twice; the final date for disbursements being June 2002. The PCR was prepared in June 2004 – some 30 months after project completion.

## **2. PCR Conclusions and Success Ratings**

### **2.1 Principal Conclusions**

2.1 The region experienced periods of severe drought during the project implementation phase. The cycles of drought limited the achievement of the goals of the project. The droughts constituted a major constraint on the development of the vegetation and consequently on the maintenance of the project achievements. Nonetheless, without the project, the breeders would already have sold the bulk of their herds, which would have had negative impacts for the Eastern region.

2.2 The major project achievement lies in the taking into consideration of the local populations and their effective involvement in the design and implementation of the project. These factors are determinant for the success of the project: organization, structuring of the local populations, consideration of their representatives as full partners, acceptance of dialogue by the local authorities and commitment of the project officers.

2.3 The project also had an impact on the reactivation of the development process in the project area and sensitization on the necessity for a rational utilization of the pastoral resources. From the institutional point of view, the co-operative proved to be a place of learning, a forum where opinions are discussed or where decisions are taken.

2.4 The project introduced improvements on practices already known and implemented by the populations – with regard to the preservation of the ecosystem. However, the outputs remain vulnerable and fragile. Consolidation actions are needed to ensure their sustainability and to remedy the following aspects: pastoral development, conflicts between the various communities on the limits of the grazing lands, ensuring compliance with land resting, mode of sanction for non-compliance, involvement of the populations in the redefinition of responsibilities in the management of co-operatives.

### **2.2 Performance Rating**

2.2.1 The overall performance evaluation tables show that the implementation performance of the project and that of the Bank are Satisfactory. The results on Project outcome are Unsatisfactory.

### **2.3 The Economic and Financial Rates of Return**

### **2.4 Overall Conclusion on PCR Conclusions and Success Ratings**

According to the PCR, the project achieved all its objectives. The project was implemented successfully and is operating satisfactorily. All component indicators were correctly scored - satisfactory ratings for Implementation performance and Bank performance, and unsatisfactory rating for Project Outcome

## **3. Borrower's PCR**

The Borrower submitted to the Bank half-yearly and yearly status reports whose contents reflected the project status. The Borrower also prepared a project completion report and submitted it to the Bank. Audit reports were also regularly sent to the Bank. In general, the project implementation unit took into account the recommendations of the audit and supervision reports. It is not said that the Bank's PCR was sent for Borrower's comments.

#### **4. PCR Quality Rating**

##### **4.1 Consistency with Directive OM 900 of the Operations Manual**

The PCR has been prepared in accordance with the format as provided in the Operations Manual. It was prepared in December 2002, some 30 months after project completion. However, the quality of the PCR is not satisfactory. The PCR has not adequately discussed the issue of fulfillment of loan conditions. It has not formulated lessons learnt from the implementation of the project. The recommendations and follow-up actions table is poorly constructed. However, the performance ratings appear correctly awarded: Implementation performance and Bank Performance rated satisfactory, and Project Outcome rated unsatisfactory.

##### **4.2 Evaluation of the Quality of the PCR Content**

###### **a) Objectives, Formulation and Quality of Entry**

###### **4.2.1 Objectives and Performance Indicators**

4.2.1.1 The objectives of the project were: i) improve the living conditions of the populations of the Eastern Region, ii) limit rural-urban migration, and iii) check the desertification process of the area through appropriate actions on the environment and with the participation of the populations organized into co-operatives.

4.2.1.2 The sector goal was to improve the well being of the stockbreeders and poverty reduction through sustainable management of the natural resources and promotion of environmental protection. The project was to undertake - with the participation of the breeders organized into co-operatives, the following activities:

- i) Regenerate rangeland by increasing the pastoral ecosystems by promoting soil reactivation, the establishment of an organized rangeland management system, the planting of fodder shrubs, re-seeding, scarification, fallow lands, the creation of a network of water points (boreholes, wells, tanks);
- ii) Livestock development by improving animal health (preventive module comprising anti-parasitic treatments and vaccinations) and genetic improvement;
- iii) Introduction of a training-extension and research-development system to enhance the technical and management capacities of the breeders, technicians, project officers and women, and enable them to apply the research the research know-how;
- iv) resort to agricultural credits to finance the restock of the herds of the small breeders, purchase of tanks to transport water and finance activities in favor of women;
- v) Promotion of women's activities: extension of themes related to their activities and identification and initiation of income-generating activities; and

- vi) Institutional strengthening through the creation of a project management unit and a monitoring-evaluation unit.

<p><b>Sector Goal:</b> The sector goal was to improve the well being of the stockbreeders and poverty reduction through sustainable management of the natural resources and promotion of environmental protection.</p>
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<p><b>Project Objective:</b> The objectives of the project were: i) improve the living conditions of the populations of the Eastern Region, ii) limit rural-urban migration, and iii) check the desertification process of the area through appropriate actions on the environment and with the participation of the populations organized into co-operatives.</p>
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## 4.2.2 Project Formulation

4.2.2.1 The PCR indicates that the project was well formulated and that technical, institutional and organizational components were well identified. However, specific actions to improve women's conditions and mechanisms to provide micro-credits were not well defined.

The section is scored unsatisfactory. A detailed project matrix is included, however the disbursement figures in the matrix are not quite the same as those tabulated in the Project Data Sheet.

### b) Project Implementation:

4.2.2.2 Project implementation experienced delays, due to the following causes:

- i) Delay between the signing date and its entry into force (7 months);
- ii) Long delay between the time bids were launched and their approval (8 -12 months);
- iii) Time required to form the co-operatives, select and limit the fallow sites and publication in the Official Bulletin;
- iv) New administrative divisions, which increased the number of rural communes from six at project start to nine, and the number of provinces concerned from two to three.

4.2.2.3 All the key components of the project were successfully executed, with the exception of the credit component intended for the small breeders.

This section is scored unsatisfactory. Loan conditions are merely listed - their fulfillment is not discussed. The performance of contractors, consultants and suppliers is not discussed.

### c) Project Performance and Results

4.2.2.4 From 1996, the region experienced droughts, which interfered with project actions, notably those relating to pastoral improvement. The following outputs were achieved:

- The land resting exercise covers 461,000 ha (of which 300,000 ha are functional), representing 98% of the revised objective of 470 000 ha;
- Roughly 18 450 ha are planted: 14 350 ha with atriplex and 4 100 ha with firewood;
- 9 500 ha are scarified;
- Water and soil conservation works have been effected on 6 650 ha;

- 900 000 sheep/goats receive health care per annum;
- Major hydraulic infrastructure has been put up (115 water points, 98 tanks, 29 ghdir, drinking water supply on 53.6 km and 186ml of retention dikes);
- 44 pastoral co-operatives were established, in addition to the training of officers, technicians and members of the co-operatives;
- 83 technicians and workers benefited from training courses and internships, 200 information meetings, competitions and radio broadcasts organized for the breeders, in addition to training for members of co-operatives, and group leaders.

4.2.2.5 The results obtained for the monitoring-evaluation component are average owing to the monitoring system put in place by the project and lack of co-ordination of the various types of monitoring.

4.2.2.6 The project is said to have been well managed but not without institutional problems. The Manager of the Figuig Provincial Department of Agriculture was entrusted with project management, whereas several institutions independent of one another were concerned (DPA of Oujda, Water and Forest Resources, the Local Authorities and the Oujda Veterinary Laboratory). This situation posed problems of co-ordination and mobilization of the necessary human and material resources.

4.2.2.7 An inter-provincial co-ordination committee, which was to meet every year to deal with co-ordination difficulties, met only once under the chairmanship of the Secretary-General of the Ministry of Agriculture. However the local development committees where the co-operatives are represented facilitated the implementation of the project activities.

4.2.2.8 A review of the status situation of the co-operatives reveals following: i) about one third of the co-operatives can continue to function independently, and constitute a model to be followed; ii) 12% of the co-operatives function normally from the institutional standpoint, but have problems of resources and need support to ensure their sustainability; iii) 12% of the co-operatives are affected by conflicts and iv) 42% of the co-operatives are threatened with extinction.

4.2.2.9 The project involved a large number of contracts whose management activity occupied much of the time of the project officers, thereby taking them away from other tasks.

This section is unsatisfactory - the role played by the executing agency is not fully brought out.

#### d) **Social and Environmental Impacts**

4.2.2.10 This project has brought about considerable changes in the project area. The land resting exercise and improvement of the water points have greatly lessened the shocks of the drought. Land resting has, thanks to the grazing charges, helped replenish the funds of the co-operatives, while the water points have shortened for the breeders the distance covered to obtain water.

4.2.2.11 The other important socio-economic impact of the project is the ability to quickly supply and send, without too many problems, livestock feeds to members of the co-operatives during drought periods in addition to an increase in house acquisition.

4.2.2.12 Impact on the Female Population: Actions initiated under the project, such as disease prevention, immunization of children, family planning, livestock management, sanitation and

environmental awareness have been very beneficial. The project has also enabled the construction of three community development centres two of which are equipped with solar energy and equipped with sewing and knitting machines.

4.2.2.13 It should be noted that women are aware of the activities of the co-operatives and their organizational mechanisms. Which implies that women have a non-negligible place within the family. Moreover, one notes a sensitization by women of the region on the creation of women's co-operatives, the processing and marketing of woollen products and women's participation in local and regional events (Casablanca, Oujda, Errachidia, etc.)

4.2.2.14 Environmental Impact: The project has positive and negative impacts on the environment. The positive impacts are: i) land resting and the formation of co-operatives have enabled the settlement of farmers thereby limiting the movement of the breeders and environmental destruction; ii) the grazing charges introduced by the project have considerably reduced the livestock population and consequently the charges; iii) the implantation of atriplex, water and soil conservation works, the fixation of dunes and the improvement of certain small dams favour water infiltration, contribute to environmental conservation and the protection of the area against desertification; iv) sensitization of the breeders to stop practicing clearing and the excessive ploughing of alfa and mugwort steppes.

4.2.2.15 The negative impacts are: i) lack of specifications defining the responsibility of each department (Agriculture, Interior, Forestry) in order to clarify and mark out community lands and the alfa-covered area; ii) lack of specific data on livestock population and of a master plan for the rational utilization of pastoral resources; iii) the herd safeguard programme put in place by the Government enabled the larger breeders, who have a lot of resources, to maintain their livestock population, which constituted a strain on the grazing lands. The section is satisfactory.

e) **Project Sustainability**

4.2.2.16 The co-operative has made it possible to safeguard the grazing lands through its capacity to determine the opening and closing dates, the utilization period of the grazing land, in addition to the fixing of the grazing prices. The elected management officers (chairman, treasurer, secretary-general...) guarantee the sustainable development of the project.

4.2.2.17 The current staffs of the Implementation Unit master at present the establishment and formation of co-operatives, the grazing lands improvement techniques, and livestock management. However, the high mobility of managerial staff constitutes a serious problem for the sustainability of the project. The project has started equipping the various water points with meters for judicious price setting and conferring ownership of these investments on the breeders. However the financial position of certain co-operatives remains fragile – which constitutes a risk to project sustainability. The establishment of the communicable diseases surveillance network, the training of the breeders in modern livestock management methods, the drawing up of plans for the selection of the Beni Guil species, are important assets for project sustainability.

The section is satisfactory.

f) **Performance of the Bank and Borrower**

4.2.2.18 Overall, the Bank Group met its commitments and organized 12 supervision missions, including five joint missions with IFAD. These made it possible to monitor the

implementation of the project and to be involved in the most important decisions on the project. However, it would have been desirable for the Bank to focus its support during the supervision missions more on the technical and organizational aspects relating to the financial implementation of the project. The composition of the supervision missions should have included a livestock officer in addition to an agronomist and /or an agro-economist. The section is scored unsatisfactory; the role played by the Bank is not fully brought out.

**g) Overall Performance Rating**

4.2.2.19 The overall performance rating tables show that the implementation performance of the project and Bank performance are Satisfactory. The results on Project outcome are Unsatisfactory.

The section is scored unsatisfactory; the IP and BP averages are 2.6 and 2.5 respectively – and not 3 as implied in the report. The PCR includes “political environment “ which is not a rating component in terms of the format.

**h) Conclusions, Lessons and Recommendations**

4.2.2.20 The region experienced periods of severe drought during the project implementation phase. The cycles of drought limited the achievement of the goals of the project. The droughts constituted a major constraint on the development of the vegetation and consequently on the maintenance of the project achievements. Nonetheless, without the project, the breeders would already have sold the bulk of their herds, which would have had negative impacts for the Eastern region.

The major project achievement lies in the taking into consideration of the local populations and their effective involvement in the design and implementation of the project. These factors are determinant for the success of the project: organization, structuring of the local populations, consideration of their representatives as full partners, acceptance of dialogue by the local authorities and commitment of the project officers.

4.2.2.21 The project also had an impact on the reactivation of the development process in the project area and sensitization on the necessity for a rational utilization of the pastoral resources. From the institutional point of view, the co-operative proved to be a place of learning, a forum where opinions are discussed or where decisions are taken.

The project introduced improvements on practices already known and implemented by the populations – with regard to the preservation of the ecosystem. However, the outputs remain vulnerable and fragile. Consolidation actions are needed to ensure their sustainability and to remedy the following aspects: pastoral development, conflicts between the various communities on the limits of the grazing lands, ensuring compliance with land resting, mode of sanction for non-compliance, involvement of the populations in the redefinition of responsibilities in the management of co-operatives.

The conclusions and recommendations are pertinent but lessons learnt from the project are not formulated. The matrix on follow-up actions is poorly presented. The list of documents consulted by the PCR mission is not attached. This section is unsatisfactory.

**i) Priority of Project for Performance Evaluation Report, Impact Evaluation, Country/Sector reviews or Thematic Evaluation Studies**

4.2.2.22 The project is part of a series of Bank funded agricultural projects in Morocco; it is thus suitable for an evaluation study on Bank Assistance to the Agricultural sector. But also - given the poor quality of

the PCR, a project performance evaluation would be appropriate to draw lessons learnt from implementation of the project.

**PCR EVALUATION NOTE**

**LIVESTOCK AND PASTURE DEVELOPMENT PROJECT IN THE EASTERN  
REGION**

**KINGDOM OF MOROCCO**

**PCR Rating Format**

**Project Loan No.:**B/MRC/ELV/90/32

**Title:** Livestock and Pasture Development  
Project in the Eastern Region

**Country:** Kingdom of Morocco

**Sector:** Agriculture

PCR EVALUATION CRITERIA	RATING (4-point scale)	REMARKS
1. Adequacy of analysis of Project goals, objective and Formulation (including the verifiable indicators, consistency with appraisal and subsequent revisions)	2	The section is scored unsatisfactory. A detailed project matrix is included, however the disbursement figures in the matrix are not quite the same as those tabulated in the Project Data Sheet.
2. Adequacy of analysis of Project execution (including procurement issues, disbursements, Borrower's reporting, and assessment of monitoring and evaluation achievements)	2	This section is scored unsatisfactory. Loan conditions are merely listed - their fulfillment is not discussed. The performance of contractors, consultants and suppliers is not discussed.
3. Soundness of judgments on Project Performance and Results (including operating results, economic and financial and related conditions/covenants and their fulfillment, institutional, performance of consultants, contractors, suppliers and other parties)	2	This section is unsatisfactory - the role played by the executing agency is not fully brought out.
4. Adequacy of analysis of social and environmental impacts	3	The section is satisfactory.
5. Soundness of judgments on project sustainability, plan for future project operation's phase and maintenance	3	The section is satisfactory.
6. Soundness of judgment on Performance of the Bank, Borrower and Co-financiers	2	The section is scored unsatisfactory; the role played by the Bank is not fully brought out.
7. Consistency of Overall rating with individual rating components	2	The section is scored unsatisfactory; the IP and BP averages are 2.6 and 2.5 respectively – and not 3 as implied in the report. The PCR includes “political environment “ which is not a rating component in terms of the format.
8. Adequacy of analysis and clarity of conclusions, lessons learned and recommendations	2	The conclusions and recommendations are pertinent but lessons learnt from the project are not formulated. The matrix on follow-up actions is poorly presented. The list of

		documents consulted by the PCR mission is not attached.
9. Other (Specify)	-	
<b>Overall Rating</b>	<b>2. 25</b>	<b>PCR quality is Unsatisfactory.</b>
<b>OPEV and Country Department agree/disagree on Project Performance Rating Y/N</b> OPEV is in general agreement with the performance ratings of the PCR – satisfactory ratings for Implementation performance and Bank performance, and unsatisfactory rating for Project Outcome.		

<p><b><u>Borrower's PCR and inputs to Bank Staff PCR</u></b> (quality of Borrower's PCR, reviews of project implementation issues, future operation plan, Borrower's comments on PCR):</p> <p>The PCR indicates that the Borrower prepared a completion report, but no further mention is made regarding the quality of the Borrower's document. It is not indicated whether or not the Bank's PCR was sent for Borrower's comments.</p>
<p><b><u>Conclusion:</u></b></p> <p>The quality of the PCR is unsatisfactory. The PCR has not adequately discussed the issue of fulfillment of loan conditions. The PCR has not formulated lessons learnt from the implementation of the project. The recommendations and follow-up actions table is poorly constructed. However, the performance ratings appear correctly awarded: Implementation performance and Bank Performance rated satisfactory, and Project Outcome rated unsatisfactory.</p>
<p><b><u>Priority of Project for Performance Evaluation Report, Impact Evaluation, Country/Sector reviews or Thematic Evaluation Studies:</u></b>     (x)</p> <p>The project is part of a series of Bank funded agricultural projects in Morocco; it is thus suitable for an evaluation study on Bank Assistance to the Agricultural sector. But also - given the poor quality of the PCR, a project performance evaluation would be appropriate to draw lessons learnt from implementation of the project.</p>
<p><b><u>Major Issues of focus in the performance evaluation report:</u></b></p> <p>Impacts and – lessons learnt.</p>
<p><b><u>Follow Up Action/Decision:</u></b></p>

PCR EVALUATION NOTE

LIVESTOCK AND PASTURE DEVELOPMENT PROJECT IN THE EASTERN REGION

**KINGDOM OF MOROCCO**

Correction of PCR Ratings

**Implementation Performance**

	Indicators	Rating (1-4)	Remarks
1	Adherence to time schedule	2.5	N/A
2	Adherence to cost schedule	3	N/A
3	Compliance with Covenants	3	N/A
4	Adequacy of Monitoring and Reporting	2	N/A
5	Satisfactory Operations	-	N/A
	<b>Total</b>	<b>10.5</b>	
	<b>Overall assessment of Implementation Performance</b>	<b>2.6</b>	<b>Implementation Performance is Satisfactory</b>

**Bank Performance**

	Indicators	Rating (1-4)	Remarks
1	At Identification	N/A	
2	At Preparation of project	3	
3	At Appraisal	2.5	N/A
4	At supervision	2	N/A
	<b>Total</b>	<b>7.5</b>	
	<b>Overall Assessment of Bank Performance</b>	<b>2.5</b>	<b>Bank performance is satisfactory</b>

**Project Outcome Ratings**

No	Component indicators	Rating (1 – 4)	Remarks
1	<b>Relevance and Achievement of Objectives</b>	<b>2.43</b>	The relevance and achievement of objectives is unsatisfactory
i)	Macro-economic policy	2.5	N/A
ii)	Sector policy	3	N/A
iii)	Physical (incl. Production)	3	N/A
iv)	Financial	2	N/A
v)	Poverty alleviation & Social & Gender	2	N/A
vi)	Environmental	2.5	N/A
vii)	Private sector Development	2	N/A
viii)	Other (Specify)	-	N/A
2	<b>Institutional Development</b>	<b>2.5</b>	<b>Institutional development impact is satisfactory</b>
i)	Institutional Framework including restructuring	2.5	N/A
ii)	Financial and Management Information Systems including Audit Systems	2.5	N/A
iii)	Transfer of Technology	2	N/A
iv)	Staffing by qualified persons (including Turnover), training & counterpart staff	3	N/A

3	<b>Sustainability</b>	<b>2</b>	<b>Sustainability of project impacts is unsatisfactory</b>
i)	Continued Borrower Commitment	2.5	N/A
ii)	Environmental Policy	2.5	N/A
iii)	Institutional Framework	2	N/A
iv)	Technical Viability and Staffing	3	N/A
v)	Financial viability including cost recovery systems	1.5	N/A
vi)	Economic Viability	2	N/A
vii)	Environmental Viability	2.5	N/A
viii)	O & M facilitation (availability of recurrent funding, foreign exchange, spare parts, workshop facilities etc.)	2	N/A
4	Economic Internal Rate of Return (EIRR)	<b>2</b>	N/A
	<b>Overall Assessment of Outcome</b>	<b>2.23</b>	<b>Overall Project outcome is unsatisfactory</b>