

# Independent Reporting Mechanism (IRM): Morocco's Transitional Results Report 2018–2020

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This report was prepared in collaboration with Stephan Anguelov, an independent researcher.

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## I. Introduction

The Open Government Partnership is a global partnership that brings together government reformers and civil society leaders to create action plans that make governments more inclusive, responsive, and accountable. Action plan commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate an entirely new area. OGP's Independent Reporting Mechanism (IRM) monitors all action plans to ensure governments follow through on commitments. Civil society and government leaders use the evaluations to reflect on their progress and determine if efforts have impacted people's lives.

The IRM has partnered with Stephan Anguelov, an independent researcher, to carry out this evaluation. The IRM aims to inform ongoing dialogue around the development and implementation of future commitments. For a full description of the IRM's methodology, please visit <https://www.opengovpartnership.org/about/independent-reporting-mechanism>.

This report covers the implementation of Morocco's first action plan for 2018-2020. In 2021, the IRM will implement a new approach to its research process and the scope of its reporting on action plans, approved by the IRM Refresh.<sup>1</sup> The IRM adjusted its Implementation Reports for 2018-2020 action plans to fit the transition process to the new IRM products and enable the IRM to adjust its workflow in light of the COVID-19 pandemic's effects on OGP country processes.

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<sup>1</sup> For more information, see: <https://www.opengovpartnership.org/process/accountability/about-the-irm/irm-refresh/>

## II. Action Plan Implementation

The IRM Transitional Results Report assesses the status of the action plan's commitments and the results from their implementation at the end of the action plan cycle. This report does not re-visit the assessments for "Verifiability," "Relevance" or "Potential Impact." The IRM assesses those three indicators in IRM Design Reports. For more details on each indicator, please see Annex I in this report.

### 2.1. General Highlights and Results

Morocco's first action plan made notable open government gains in furtherance of citizens' rights to government transparency and civic participation enshrined under the 2011 constitution. Overall, Morocco fully or substantially completed 17 out of 24 commitments. This level of completion is around average when compared to all OGP member countries (65%) and above the average for OGP members in Africa (46%).<sup>2</sup> This report evaluates the open government early results for three commitments in particular, of which two achieved major results (commitments 8 and 15) and one achieved marginal results (commitment 6).

In regard to government transparency, the administration moved toward simplified and transparent administrative services (commitment 8 and 9), and improved the publication of information by the Lower House (commitment 20) and of environmental data (commitment 5). The government also improved budget transparency (commitments 11 and 12). In terms of civic participation, implementation of commitments 15 and 19 enabled citizens to submit petitions to the head of government, parliament, or local government, and legislative motions to parliament. The government also provided an online platform for official complaints to public bodies (commitment 10).

Morocco's first action plan advanced proactive government transparency and civic participation through implementation of its commitments. However, the action plan was largely government-led, thereby missing opportunities to strengthen civil society engagement through the implementation process. The IRM recommends that Morocco's second action plan engage civil society beyond awareness-raising and government-led trainings. Many of the commitments were evaluated for their level of completion but not for generating early results because they prioritized training, awareness raising, and the organization or release of government data. These are important supporting activities for larger open government aims. However, they are only modestly ambitious and were therefore not conducive to direct results.

Late in the second half of the action plan cycle, in September 2019, the Parliament's Lower House decided to add six commitments to the action plan. Mohammed Doukha, General Councilor—a senior civil servant in the administration—in the House,<sup>3</sup> explained that the Parliament organized a debate on Open Parliament on 23 May 2019, with the participation of many civil society organizations. Based on this forum, the House produced an addendum to the OGP action plan without further CSO input. None of the civil society interviewees for this report, some of whom had participated, or their organizations had participated in the forum – like Sim Sim<sup>4</sup> or Transparency Morocco<sup>5</sup> – knew that the House had included these commitments in the OGP action plan or monitored their implementation. The lack of awareness among relevant civil society organizations of the addition and implementation of these commitments indicates that parliament fell

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<sup>2</sup> OGP Data Dashboard, "At a Glance," data retrieved 2 August 2021: [https://docs.google.com/spreadsheets/d/1AkPoj2FTDI0UAK\\_ElfyN8lkQOItyYJW94IZGVb7ult4/edit#gid=113111183](https://docs.google.com/spreadsheets/d/1AkPoj2FTDI0UAK_ElfyN8lkQOItyYJW94IZGVb7ult4/edit#gid=113111183)

<sup>3</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>4</sup> Ayoub Touati and Zineb Bouzar, SimSim interview with IRM researcher 20 July 2021

<sup>5</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021

short of following the minimum expectations for the co-creation and shared implementation of commitments.

## **2.2. COVID-19 Pandemic impact on implementation**

As with countries around the world, the COVID-19 pandemic impacted Morocco's economy and underscored governance challenges.<sup>6</sup> The government imposed a state of emergency on 20 March 2020, which included curfews and travel restrictions. A decline in tourism, remittances and agricultural exports increased Morocco's economic vulnerability and inequality. Specifically, "economic output contracted by 13.8 per cent, leading to a tax revenue shortfall that increased the budget deficit. Morocco's poverty rate rose from 17.1 per cent in 2019 to 19.8 per cent in 2020. The unemployment rate went up from 8.1 per cent to 12.3 per cent. A third of Morocco's families lost their main source of income due to the imposed quarantine measures."<sup>7</sup>

Accordingly, the COVID-19 crisis affected at least nine of the action plan commitments by postponing or prevented a series of in-person events. The government adapted to the situation somewhat by organizing webinars like in commitment 18 and by holding online meetings for the multi-stakeholder forum in October 2020.<sup>8</sup>

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<sup>6</sup> Morocco: Glaring gaps revealed by response to the coronavirus pandemic, Transparency Morocco, 12 February 2021, <https://www.transparency.org/en/blog/morocco-glaring-gaps-revealed-by-the-management-of-the-coronavirus-pandemic>

<sup>7</sup> Morocco: Glaring gaps revealed by response to the coronavirus pandemic, Transparency Morocco, 12 February 2021, <https://www.transparency.org/en/blog/morocco-glaring-gaps-revealed-by-the-management-of-the-coronavirus-pandemic>

<sup>8</sup> Réunion des comités de pilotage et d'implémentation, Morocco Open Government Portal, <https://gouvernement-ouvert.ma/event.php?id=68&lang=fr>

## 2.3. Early results

The IRM acknowledges that results may not be visible within the two-year timeframe of the action plan and that at least a substantial level of completion is required to assess early results. For the purpose of the Transitional Results Report, the IRM will use the “**Did It Open Government?**” (DIOG) indicator to highlight early results based on the changes to government practice in areas relevant to OGP values. Moving forward, new IRM Results Report will not continue using DIOG as an indicator.

Section 2.3 focuses on outcomes from the implementation of commitments that had an ambitious or strong design, per the IRM Design Report assessment, or that may have lacked clarity and/or ambition but had successful implementation with “major” or “outstanding” changes to government practice.<sup>9</sup> Commitments considered for analysis in this section had at least a “substantial” level of implementation, as assessed by the IRM in Section 2.4.<sup>10</sup> While this section provides the analysis of the IRM’s findings for the commitments that meet the criteria described above, Section 2.4 includes an overview of the level of completion for all the commitments in the action plan.

<b>Commitment 6. Transparency Portal</b>	
<b>Aim of the commitment</b>	This commitment aimed to establish an online platform that brings together various ongoing open government initiatives. These initiatives include a portal for citizens to submit and monitor access to information requests, channels for citizens to participate in the OGP co-creation process and policymaking, and proactive disclosure of data and information by the government. <sup>11</sup> This commitment is therefore connected to Commitments 1 through 4 on access to information and to Commitments 15 and 16 on civic participation in this action plan, as well as to Commitment 18 on OGP membership and progress communication plan.
<b>Did it open government?</b>  <b>Marginal</b>	Ouiame El Moustamide from the Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform <sup>12</sup> explained that the initial idea was for the creation of a single portal; however, during the implementation period, two portals were created instead: the Morocco Open Government Portal ( <a href="http://gouvernement-ouvert.ma">gouvernement-ouvert.ma</a> ) and the Transparency Portal <a href="http://chafafiya.ma">chafafiya.ma</a> . The Open Government Portal publishes information on Morocco’s participation in OGP, on the progress of the individual commitments, on the work of the multi-stakeholder forum and the implementation committee, as well as on other Moroccan open government efforts. <sup>13</sup> Since the Open Government Portal ( <a href="http://gouvernement-ouvert.ma">gouvernement-ouvert.ma</a> ) is also subject to Commitment 18 on OGP membership and progress communication, please see the details about it in the section on Commitment 18.

<sup>9</sup> IRM Design Reports identified strong commitments as “noteworthy commitments” if they were assessed as verifiable, relevant, and having a “transformative” potential impact. If no commitments met the potential impact threshold, the IRM selected noteworthy commitments from the commitments with “moderate” potential impact. For the list of Morocco’s noteworthy commitments, see the Executive Summary of the 2018-2020 IRM Design Report: <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>10</sup> The following commitments assessed as noteworthy in Morocco’s IRM Design Report are not included in this section because their limited implementation means there is not enough progress to assess results:

Commitment 14: National and Regional Consultation Bodies

Commitment 17: Civil Society Access to Audio-visual Media

<sup>11</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 32, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>12</sup> Ouiame El Moustamide, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 16 July 2021

<sup>13</sup> Morocco Open Government Portal, <https://gouvernement-ouvert.ma/index.php?lang=fr>

The Department of Administrative Reform officially launched the Transparency Portal [chafafiya.ma](http://www.chafafiya.ma)<sup>14</sup> in March 2020.<sup>15</sup> The portal offers the possibility for every citizen or resident of Morocco to submit and track an access to information request and receive an answer from the respective access to information officer. The Department held trainings on the functioning of the portal for the members of the multi-stakeholder forum,<sup>16</sup> for trainers of central government bodies in October 2019,<sup>17</sup> and for trainers of local government bodies in July 2020.<sup>18</sup> Overall, this commitment was substantially completed.

Immediately following the full implementation of the Access to Information law in March 2020, the civil society organization Sim Sim 0 carried out a test of the portal by sending 80 access to information requests.<sup>19</sup> They received 11 positive responses and in a report outlined several deficiencies, such as the fact that requests disappeared from the portal after the expiration of their timeline, the lack of designated access to information officers for some institutions, the average response time in excess of the legal limit, and the impossibility of browsing through the requests and information received by other users. Zineb Bouzar from Sim Sim<sup>20</sup> explained that the Department rectified some of the technical problems, such as the disappearance of requests. However, ATI requests and the information in them are still not published openly, but are only available to the requester.<sup>21</sup> Sim Sim also tested the appeals mechanism and, through the portal, sent 63 complaints about the requests that didn't receive an answer to the higher-positioned administrative bodies and to the Commission on the Right of Access to Information. None of these complaints received a response.<sup>22</sup>

Sim Sim also helped to address some of the deficiencies in the functioning of the portal by compiling a list of access to information officers on its platform Article27,<sup>23</sup> which allows citizens to find the respective access to information officer for more than 1,800 institutions, including some local government bodies, and to then use the Transparency Portal [chafafiya.ma](http://www.chafafiya.ma) to send access to information requests directly to these officers.

It should be noted for context that the access to information law differs from international best practice in many respects, including the time period for response, by limiting the scope of the right to Moroccan citizens, and by setting restrictions on the reuse of public sector information.<sup>24</sup> Moreover, Article 6 of

<sup>14</sup> Transparency Portal, <http://www.chafafiya.ma/>

<sup>15</sup> Lancement du portail d'accès à l'information, Open Government Portal, News, 13 March 2020, <https://gouvernement-ouvert.ma/event.php?id=50&lang=fr>

<sup>16</sup> Self-assessment of the Morocco National Action Plan 2018-2020, page 31, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>17</sup> Session de formation des formateurs sur le système de gestion électronique des demandes d'information, Open Government Portal, News, 3 October 2019, <https://gouvernement-ouvert.ma/event.php?id=33&lang=fr>

<sup>18</sup> Collectivités Territoriales : Formation des formateurs sur le système de gestion électronique des demandes d'information, Open Government Portal, News, 16 July 2020, <https://gouvernement-ouvert.ma/event.php?id=52&lang=fr>

<sup>19</sup> SimSim's report on using the National Access to Information Online Platform [www.chafafiya.ma](http://www.chafafiya.ma), Article27, July 2020, <https://bit.ly/3fCRWh>

<sup>20</sup> Zineb Bouzar, Project Coordinator, SimSim interview with IRM researcher 20 July 2021

<sup>21</sup> Zineb Bouzar, Project Coordinator, SimSim interview with IRM researcher 20 July 2021

<sup>22</sup> SimSim's second report on using the National Access to Information Online Platform [www.chafafiya.ma](http://www.chafafiya.ma), Article27, July 2020, <https://bit.ly/3zYfPfX>

<sup>23</sup> Article27.ma, Sim Sim, <https://article27.ma/fr/accueil/>

<sup>24</sup> World Bank. 2020. Data Governance Practices in MENA: Case Study - Opportunities and Challenges in Morocco. World Bank, Washington, DC. © World Bank. Page 18. <https://openknowledge.worldbank.org/handle/10986/35312>  
License: CC BY 3.0 IGO.

	<p>the law, which criminalizes conduct that “promotes false information, aiming to damage the reputation of individuals, compromises rights or impairs the public interest,” risks having a significant chilling effect on use and reuse of public information and public sector data.<sup>25</sup> The factors limit the commitment’s ambition and probably affect the early results of its implementation. A future open government commitment could be designed to address them and thus further align Morocco’s access to information rules with international standards and best practices.</p> <p>Despite the problems, the Transparency Portal <a href="http://chafafiya.ma">chafafiya.ma</a> has received more than 3,600 requests for access to information to date, more than 2,300 of which have been processed.<sup>26</sup> Ouiame El Moustamide from the Department of Administrative Reform explained that various institutions and administrations have proactively published information on their sites. However, the information is not yet centralized on the <a href="http://chafafiya.ma">chafafiya.ma</a> platform.<sup>27</sup> Overall, the government’s efforts to establish the Transparency Portal and the Open Government Portal are very important steps and have significant potential to improve access to information in general and open government initiatives in particular. Some technical and organizational challenges, such as the ones detailed above, as well as the deficiencies in the access to information legislation, point to the conclusion that so far these are incremental steps rather than a big breakthrough for open government. Additionally, early results during the implementation period were likely limited by the fact that the Access to Information Law only took full effect in March 2020. However, several commitments in Morocco’s second OGP action plan continue to strengthen and expand access to information. This commitment will likely have a greater open government impact in the longer term provided the government remains committed to access to information reform under Morocco’s second action plan.</p>
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<b>Commitment 8: Establish a Legally Binding Public Service Framework</b>	
<b>Aim of the commitment</b>	<p>Article 157 of the 2011 Moroccan Constitution states that a charter of public services determines all rules and procedures for good governance relating to public administrations, regions, local collectivities and public organizations.<sup>28</sup> At the time of drafting of the action plan, administrations were ruled by differing decrees and procedural laws, creating confusion for citizens on the correct procedures for accessing public services.<sup>29</sup> This commitment sought to standardize and proactively publish procedures on the website <a href="http://service-public.ma">service-public.ma</a> to reduce confusion on the part of citizens and administrations.<sup>30</sup> The commitment also sought to give citizens an opportunity to seek redress for</p>

<sup>25</sup> World Bank. 2020. Data Governance Practices in MENA: Case Study - Opportunities and Challenges in Morocco. World Bank, Washington, DC. © World Bank. Page 18. <https://openknowledge.worldbank.org/handle/10986/35312>  
License: CC BY 3.0 IGO.

<sup>26</sup> Transparency Portal, <http://www.chafafiya.ma/>

<sup>27</sup> Ouiame El Moustamide, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 16 July 2021.

<sup>28</sup> Constitution du Royaume du Maroc, 2011, [http://www.sgg.gov.ma/Portals/0/constitution/constitution\\_2011\\_Fr.pdf](http://www.sgg.gov.ma/Portals/0/constitution/constitution_2011_Fr.pdf)

<sup>29</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 39, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>30</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 39, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

	<p>discrepancies between published and actual procedures.<sup>31</sup> According to the action plan, the implementation of this commitment would provide a binding legal framework. Its application will require government bodies to normalize, publish and respect public services, subject to sanctions.<sup>32</sup></p>
<p><b>Did it open government?</b></p> <p><b>Major</b></p>	<p>Hatim Mouradi from the Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform<sup>33</sup> explained that the initial idea was to implement the commitment through the Public Services Charter. However, after the speech by His Majesty the King in July 2018,<sup>34</sup> the government decided to proceed through two different laws: one on simplification of administrative procedures and one on the Charter. This commitment was substantially completed.</p> <p>The law no. 55-19 on the simplification of administrative procedures and formalities was adopted promulgated on 6 March 2020.<sup>35</sup> The law provides for: the establishment of a list of all procedures in a single portal accessible to all users; the elimination of procedures and supporting documents without a legal basis, or those that are not necessary for the completion of a procedure; harmonization of the modalities and deadlines for procedures, in particular by reducing the processing phases and the operational services involved; the promotion of the use of information technology in procedures, through the generalization of online services.<sup>36</sup></p> <p>The Department launched the National Portal of Procedures and Administrative Formalities “Idarati” in April 2021, after the end of the implementation period.<sup>37</sup> The portal lists more than 1,700 descriptions of administrative procedures.<sup>38</sup> Mouradi explained that the government is currently working on the description and standardization of about 3,000 administrative procedures.<sup>39</sup> According to him, the effort to simplify some services has started, however, it will be fully deployed in the next steps.</p> <p>In June 2021, the Parliament also adopted law no. 54-19 on the Charter of Public Services,<sup>40</sup> which provides for good governance rules and a common framework on public services, along with a new grid for the evaluation of public services, guarantees for citizens through redress procedures, accountability and transparency mechanisms, and civic participation through tri-annual action plans</p>

<sup>31</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 39, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>32</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 31, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>33</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>34</sup> SM le Roi adresse un Discours à la Nation à l’occasion de la fête du Trône, Head of Government of the Kingdom of Morocco, 27 July 2018, <https://www.cg.gov.ma/fr/discours-et-activites-royales/sm-le-roi-adresse-un-discours-a-la-nation-a-loccasion-de-la-fete-du>

<sup>35</sup> Dahir n° 1-20-06 du 11 rejev 1441 (6 mars 2020) portant promulgation de la loi n° 55-19 relative à la simplification des procédures et des formalités administratives, Ministry of Justice,

<sup>36</sup> Simplification des procédures, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, <https://www.mmsp.gov.ma/fr/decline.aspx?r=10&m=4>

<sup>37</sup> Portail National IDARATI, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, <https://www.mmsp.gov.ma/fr/decline.aspx?m=6&r=332>

<sup>38</sup> IDARATI, <https://www.idarati.ma/web/pna>

<sup>39</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>40</sup> Chambre des Conseillers: La Charte des services publics adoptée à l’unanimité, L’ Opinion, [https://www.lopinion.ma/Chambre-des-Conseillers-La-Charte-des-services-publics-adoptee-a-l-unanimite\\_a15681.html](https://www.lopinion.ma/Chambre-des-Conseillers-La-Charte-des-services-publics-adoptee-a-l-unanimite_a15681.html)



	<p>on public services. It also provides for the digitalization of public services within a five-year period.<sup>41</sup></p> <p>Hatim Mouradi explained that in the wake of these legislative reforms, which are binding for all central and local government bodies and public organizations,<sup>42</sup> and the efforts of the central administration to implement them, it is now up to the individual public bodies to make an effort to describe, simplify and digitize administrative procedures.<sup>43</sup> To this end, the Department organized several awareness-raising meetings with representatives of different administrative bodies and created multiple guides for civil servants and citizens.<sup>44</sup> Overall, the commitment achieved its goal of providing a new and common legal basis for administrative services. Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>45</sup> considers that the Department made a significant effort in terms of publishing the descriptions of administrative services. However, he thinks that the digitization of services will be a long task. (The law set a five-year deadline for the digitization of specific public services.) According to Bernoussi, COVID-19 has demonstrated the weakness of administrations in terms of the stability and provision of public services under pressure from the health crisis. The pandemic might push administrations to adopt the new models faster and thus improve services, including online ones.<sup>46</sup> As such, the new legal framework on public services and access to information through the Idarati Portal represent a major effort in opening up government, which will need the sustained work of all administrations to achieve the goals of simplification and digitization. As next steps, the government could support public bodies, including local government, by providing the training and resources needed to implement the new legal framework in a timely manner.</p>
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<p><b>Commitment 15. Online Citizen Participation Platform</b></p>	
<p><b>Aim of the commitment</b></p>	<p>Morocco's 2011 constitutional reforms and subsequent organic laws fundamentally changed the relationship between citizens and the state by creating spaces for civic participation where none previously existed. Articles 14 and 15 of the Moroccan Constitution grant citizens the right to submit motions and petitions to public authorities.<sup>47</sup> Organic Law 44.14 (2015)</p>

<sup>41</sup> Charte des services publics: le projet de loi adopté à l'unanimité par la Chambre des conseillers, Medias 24, <https://www.medias24.com/2021/06/16/charte-des-services-publics-le-projet-de-loi-adopte-a-lunanimite-par-la-chambre-des-conseillers/>

<sup>42</sup> Article 2, Dahir n° 1-20-06 du 11 regeb 1441 (6 mars 2020) portant promulgation de la loi n° 55-19 relative à la simplification des procédures et des formalités administratives., Ministry of justice, <https://adala.justice.gov.ma/production/legislation/fr/Nouveautes/Simplification%20des%20proc%C3%A9dures%20et%20des%20formalit%C3%A9s%20administratives.pdf>

<sup>43</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>44</sup> Guide de l'usager sur les nouveautés de la loi 55.19, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, [https://www.mmmsp.gov.ma/uploads/documents/GUIDE\\_TABSET\\_10062021\\_Ar.pdf](https://www.mmmsp.gov.ma/uploads/documents/GUIDE_TABSET_10062021_Ar.pdf) ; Dépliant sur la loi 55.19 relative à la simplification des procédures et formalités administratives, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, [https://www.mmmsp.gov.ma/uploads/documents/Depliant\\_Loi\\_55-19\\_06042021\\_Fr.pdf](https://www.mmmsp.gov.ma/uploads/documents/Depliant_Loi_55-19_06042021_Fr.pdf) ; Guide pratique à l'élaboration des recueils des actes administratifs, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, [https://www.mmmsp.gov.ma/uploads/documents/GuideElaborationReceuil%20desAA\\_VF\\_24122020.pdf](https://www.mmmsp.gov.ma/uploads/documents/GuideElaborationReceuil%20desAA_VF_24122020.pdf)

<sup>45</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>46</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>47</sup> Constitution of Morocco, 2011, [http://www.sgg.gov.ma/Portals/0/constitution/constitution\\_2011\\_Fr.pdf](http://www.sgg.gov.ma/Portals/0/constitution/constitution_2011_Fr.pdf)

	<p>established the regulatory framework for the right to submit petitions,<sup>48</sup> while Organic Law 64.44 (2016) established the regulatory framework for citizens to submit motions on legislative matters.<sup>49</sup> Article 139 of the constitution and complementary organic laws established the right to petition local government.<sup>50</sup> This commitment sought to implement this legal framework through the launch of the eparticipation.ma platform,<sup>51</sup> which would enable citizens to submit motions and petitions directly to the national and local government.<sup>52</sup></p>
<p><b>Did it open government?</b></p> <p><b>Major</b></p>	<p>The Department in charge of Relations with Parliament of the Ministry of Human Rights and Relations with Parliament built and launched the eparticipation.ma platform in July 2018,<sup>53</sup> several days before the start of the OGP national action plan in August 2018. The Department also drafted and published on the platform guides on submitting petitions with the central<sup>54</sup> and local<sup>55</sup> governments, as well as on filing motions with the central government,<sup>56</sup> and on using the portal.<sup>57</sup> According to the self-assessment report, the Department started awareness-raising activities on the new platform in one region—Souss-Massa—but did not carry out these activities in the other 11 regions of Morocco<sup>58</sup> due to the COVID-19 crisis, according to Halima Ghiate, Director of Directorate in the Ministry.<sup>59</sup> However, as discussed under commitment 16, the government carried out a country-wide awareness-raising campaign on the right to submit petitions and motions. Overall, this commitment was substantially completed.</p> <p>The IRM researcher could not access the list of petitions in late July 2021, because of a security problem related to the platform’s expired certificates.<sup>60</sup> This is evidence of the technical problems that hamper the functioning of the</p>

<sup>48</sup> Organic Law 44.14 (2015), Government of Morocco, [http://www.sgg.gov.ma/Portals/0/lois/Loiorgnique\\_44-14\\_Fr.pdf?ver=2017-02-08-171743-837](http://www.sgg.gov.ma/Portals/0/lois/Loiorgnique_44-14_Fr.pdf?ver=2017-02-08-171743-837)

<sup>49</sup> Organic Law No. 64.14 setting out the conditions and modalities for exercising the right to file petitions in the field of legislation, National Platform for Citizen Participation, “Laws and other documents” section, [https://www.eparticipation.ma/sites/default/files/documents/Motion/loi/Loi-orgnique\\_64.14\\_Fr\\_motions.pdf](https://www.eparticipation.ma/sites/default/files/documents/Motion/loi/Loi-orgnique_64.14_Fr_motions.pdf)

<sup>50</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 60, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>51</sup> National Platform for Citizen Participation (Plateforme Nationale de la Participation Citoyenne),

<sup>52</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 60, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>53</sup> Lancement du Portail national de la participation citoyenne en vue de renforcer la participation de la société civile à la prise de décision publique, Maroc.ma, 23 July 2018, <https://www.maroc.ma/fr/actualites/lancement-du-portail-national-de-la-participation-citoyenne-en-vue-de-renforcer-la>

<sup>54</sup> Guide to the right to submit petitions to public authorities (Guide du droit de présenter des pétitions aux pouvoirs publics), National Platform for Citizen Participation, “Laws and other documents” section,

[https://www.eparticipation.ma/sites/default/files/documents/PetitionNationale/guide/Petitions\\_nationales\\_Guide\\_Ar.pdf](https://www.eparticipation.ma/sites/default/files/documents/PetitionNationale/guide/Petitions_nationales_Guide_Ar.pdf)

<sup>55</sup> Guide to the right to submit petitions to local authorities (Guide du droit de présenter des pétitions aux collectivités territoriales), National Platform for Citizen Participation, “Laws and other documents” section,

[https://www.eparticipation.ma/sites/default/files/documents/PetitionLocale/guide/Petitions\\_locales\\_Guide\\_Ar.pdf](https://www.eparticipation.ma/sites/default/files/documents/PetitionLocale/guide/Petitions_locales_Guide_Ar.pdf)

<sup>56</sup> Guide to the right to submit motions to public authorities (Guide du droit de présenter des motions aux pouvoirs publics), National Platform for Citizen Participation, “Laws and other documents” section,

[https://www.eparticipation.ma/sites/default/files/documents/Motion/guide/Guide\\_Motion\\_Ar.pdf](https://www.eparticipation.ma/sites/default/files/documents/Motion/guide/Guide_Motion_Ar.pdf)

<sup>57</sup> User guide for the National Platform for Citizen Participation (Guide d’utilisation du portail national de la participation citoyenne), National Platform for Citizen Participation, “Laws and other documents” section,

[https://www.eparticipation.ma/sites/default/files/documents/Guide\\_d\\_utilisation\\_du\\_portail\\_eParticipation\\_FR.pdf](https://www.eparticipation.ma/sites/default/files/documents/Guide_d_utilisation_du_portail_eParticipation_FR.pdf)

<sup>58</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 68, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>59</sup> Halima Ghiate, Director of Directorate in the Ministry of Human Rights and Relations with Parliament, interview with IRM researcher on 19 July 2021.

<sup>60</sup> The list of petitions is inaccessible due to “Connection not secure” message, consulted by IRM researcher on 28 July 2021, National Platform for Citizen Participation, [https://www.eparticipation.ma/espace/liste\\_petitions](https://www.eparticipation.ma/espace/liste_petitions)

platform. A research paper by Abderrafie Zaanoun points out other technical difficulties related to scanning certain documents, as well as failing to update the portal's services or upgrade the digital solutions it offers to promote citizen participation.<sup>61</sup> The paper notes the need to further the use of electronic signatures, but also notes low numbers of electronic signatures used for petitions so far, after an option for this type of signature was introduced in 2021.<sup>62</sup>

As of August 2021, there was one motion and 11 petitions uploaded to the platform, with four petitions meeting the requirements for consideration by the parliamentary committee. In particular, Zaanoun notes two examples of successful national petitions. One concerns the establishment of a fund to fight cancer, which was accepted by the government on 28 September 2020; however, it was still awaiting implementation in May 2021.<sup>63</sup> The other petition accepted by Parliament on 7 June 2021,<sup>64</sup> concerns the establishment of true constitutional gender parity by 2030.<sup>65</sup> At the time of writing, Morocco's second action plan includes a draft commitment to increase gender parity in government administrations. The IRM was unable to determine whether this draft commitment is in response to the petition accepted by parliament. So far, no legislative motions have been presented to the parliament through the portal. However, at the time of writing in August 2021, the first motion, related to women's economic rights during a divorce, was in the process of collecting signatures.<sup>66</sup>

Besides technical challenges, Zaanoun also notes that the integrity of the process is threatened by procedural complexity. The government should partner with civil society to continue efforts to make the petition and motion submission process accessible to the general public. If citizens are hindered by a complex legal and regulatory process, this may leave the process vulnerable to politicians interested in coopting petitions to further their political aims, as the paper notes in its conclusion.<sup>67</sup>

On a positive note, in July 2021, the Lower House passed amendments to lower the signature threshold, legally accept electronic signatures, and remove the requirement for signatories to include a national identity card.<sup>68</sup> Lowering

<sup>61</sup> Abderrafie Zaanoun "The Role of Petitions in Strengthening Citizens' Participation in Morocco: Stakes and Outcomes", Arab Reform Initiative, 19 May 2021, <https://www.arab-reform.net/publication/the-role-of-petitions-in-strengthening-citizens-participation-in-morocco-stakes-and-outcomes/>

<sup>62</sup> Abderrafie Zaanoun "The Role of Petitions in Strengthening Citizens' Participation in Morocco: Stakes and Outcomes", Arab Reform Initiative, 19 May 2021, <https://www.arab-reform.net/publication/the-role-of-petitions-in-strengthening-citizens-participation-in-morocco-stakes-and-outcomes/>

<sup>63</sup> Government of Morocco National Citizen Participation Platform. Petition n°: 692515 to create a cancer fund. [https://www.eparticipation.ma/espace/detail\\_petition/673](https://www.eparticipation.ma/espace/detail_petition/673)

<sup>64</sup> Acceptation de la pétition pour « l'effectivité de la parité constitutionnelle à l'horizon 2030 », Maroc diplomatique, 17 June 2021, <https://maroc-diplomatique.net/acceptation-de-la-petition-pour-leffectivite/> ; Government of Morocco National Citizen Participation Platform. Petition 514607. [https://www.eparticipation.ma/espace/detail\\_petition/776](https://www.eparticipation.ma/espace/detail_petition/776)

<sup>65</sup> Abderrafie Zaanoun "The Role of Petitions in Strengthening Citizens' Participation in Morocco: Stakes and Outcomes", Arab Reform Initiative, 19 May 2021, <https://www.arab-reform.net/publication/the-role-of-petitions-in-strengthening-citizens-participation-in-morocco-stakes-and-outcomes/>

<sup>66</sup> e Government of Morocco National Citizen Participation Platform. Motion n°: 738547 [https://www.eparticipation.ma/espace/detail\\_petition/960/motion](https://www.eparticipation.ma/espace/detail_petition/960/motion) ; Bladi.net, "Morocco: for a better division of property in the event of divorce" <https://www.bladi.net/partage-biens-couple-divorce,84782.html>

<sup>67</sup> Abderrafie Zaanoun "The Role of Petitions in Strengthening Citizens' Participation in Morocco: Stakes and Outcomes", Arab Reform Initiative, 19 May 2021, <https://www.arab-reform.net/publication/the-role-of-petitions-in-strengthening-citizens-participation-in-morocco-stakes-and-outcomes/>

<sup>68</sup> " Petitions: the new solutions of the deputies" LesEco.ma. 4 August 2021. <https://leseco.ma/maroc/petitions-les-nouvelles-solutions-des-deputes.html>; Moroccan Chamber of Representatives, "Legislation," <https://www.chambredesrepresentants.ma/fr/legislation/textes-votes-chambre-representants>

	<p>the signature threshold and accepting electronic signatures promises to significantly increase the ability of civil society and the public to make their voices heard through petitions. Previously, petitions required collecting paper signatures from registered voters only. Overall, the launch and operation of the eparticipation.ma platform is a major step toward opening government by helping citizens submit and track their petitions and motions online. However, there continues to be opportunity to address technical difficulties, and low awareness and use in the platform's early stages.</p>
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## 2.4. Commitment implementation

The table below includes an assessment of the level of completion for each commitment in the action plan.

<b>Commitment</b>	<b>Completion:</b> <i>(no evidence available, not started, limited, substantial or complete)</i>
<b>1. Increase Public Awareness of the Right to Information</b>	<p><b>Complete:</b></p> <p>This commitment, related to commitments 2 and 6, seeks to inform the general public and civil society about the legal rights and processes surrounding access to information. Article 27 of the 2011 Constitution granted citizens the right to access government-held information.<sup>69</sup> The law on access to information was adopted by parliament in 2018. The law came into force one year later, with the exception of Articles 10 and 13, which took effect in 2020.<sup>70</sup></p> <p>Hatim Mouradi from the Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform<sup>71</sup> explained that the Department started implementing the commitment by drafting an internal action plan on access to information, which includes a communication plan presented before the general secretaries of ministerial departments in 2018. According to the self-assessment report,<sup>72</sup> a new action plan on access to information will be drafted for the period 2021-2023, including measures on furthering awareness of the right, creating a call center, etc.</p> <p>Implementation resulted in several new documents to clarify and facilitate access to information procedures. In February 2020, the Department drafted and published a reference guide on access to information, in Arabic and French, on the access to information platform <a href="http://www.chafafiya.ma">chafafiya.ma</a>.<sup>73</sup> In June 2020, the Minister of Economy, Finance, and Administrative Reform issued a circular on access to information.<sup>74</sup> The Ministry, in partnership with the OECD, published a guide on access to information for citizens<sup>75</sup> along with</p>

<sup>69</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 17, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>70</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 17, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>71</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>72</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d'auto-évaluation du plan d'Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, page 13, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>73</sup> Références sur la loi n° 31-13 relative au droit d'accès à l'information, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, February 2020, in French – <http://www.chafafiya.ma/documents/R%C3%A9f%C3%A9rentiel%20DAI-FR.pdf> and a more detailed version in Arabic - <http://www.chafafiya.ma/documents/R%C3%A9f%C3%A9rentiel%20DAI-AR.pdf>

<sup>74</sup> Circulaire de Monsieur le Ministre de l'Economie, des Finances et de la Réforme de l'administration n°05/2020 relative à la mise en œuvre du d'accès à l'information, Ministry of Economy, Finance, and Administrative Reform, 16 June 2020, [https://www.mmisp.gov.ma/uploads/documents/CirculaireDAI\\_05-2020\\_17062020.pdf](https://www.mmisp.gov.ma/uploads/documents/CirculaireDAI_05-2020_17062020.pdf)

<sup>75</sup> Le droit d'accès à l'information Guide relatif à la loi no 31.13, Ministry of Economy, Finance, and Administrative Reform, 16 June 2020, [https://www.mmisp.gov.ma/uploads/documents/Guide\\_DAI\\_VersionFrancaise.pdf](https://www.mmisp.gov.ma/uploads/documents/Guide_DAI_VersionFrancaise.pdf)

	<p>the circular.<sup>76</sup> Mouradi added that another guide on training for officials and civil servants was also prepared by the Ministry, although it has not been published.<sup>77</sup></p> <p>As part of the awareness-raising activities, the Ministry participated in a seminar on access to information as part of a conference organized by the civil society organization Tafra in November 2018.<sup>78</sup> The Department also organized a seminar on access to information and media coverage.<sup>79</sup> Mouradi also provided several examples of TV shows discussing access to information in Morocco.<sup>80</sup></p> <p>While complete, this commitment was not evaluated for early open government results as it was limited to the important but modest ambition to increase awareness surrounding the access to information law.</p>
<p><b>2. Designate and Train Public Information Officers</b></p>	<p><b>Substantial:</b></p> <p>This commitment is related to commitments 1 and 6, as is part of the general framework to support the implementation of law 31.13 on the right to access information.<sup>81</sup> Article 13 of law 31.13 specifies that all institutions covered should designate an individual to receive and process access to information requests.<sup>82</sup> The objective of this commitment is to set the criteria for selecting staff who will receive information requests, to provide training on processing requests, and to prompt all government departments to designate an officer through an official circular from the Head of the Government.<sup>83</sup></p> <p>Hatim Mouradi from the Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform<sup>84</sup> explained that the Minister issued a circular in late 2018<sup>85</sup> that defined the criteria for appointment and invited all relevant government bodies to nominate an access to information officer.</p>

<sup>76</sup> Diffusion d'une circulaire et d'un guide opérationnel relatifs à la mise en œuvre du droit d'accès à l'information, Ministry of Economy, Finance, and Administrative Reform, 16 June 2020, <https://gouvernement-ouvert.ma/event.php?id=49&lang=fr>

<sup>77</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>78</sup> Rapport de restitution de la journée d'études « Droit de l'accès à l'information : De la loi à sa mise en œuvre », Tafra, Rabat, 23 November 2018, <http://tafra.ma/wp-content/uploads/2019/05/Rapport-Web-finale.pdf>

<sup>79</sup> Séminaire autour du thème : « Pratiques et conformité avec la Loi 31-13 relative au droit d'accès à l'information : Quel apport des médias nationaux ? », 28 October 2020, <https://www.mmmsp.gov.ma/Fr/agenda.aspx?m=5&r=152&id=196>

<sup>80</sup> TV shows on access to information: M1, 3 March 2019, <https://www.youtube.com/watch?v=moRyVSSStP-0> ; TelePlus Maroc, 15 March 2021, <https://www.youtube.com/watch?v=zDnElnr5UPA> ; M1, 16 March 2021, <https://www.youtube.com/watch?v=IAaQN-GqgLk>

<sup>81</sup> Loi 31-13 relative au droit d'accès à l'information, Bulletin Officiel N6670 (3-5-2018), chafafiy.ma, <http://www.chafafiya.ma/documents/R%C3%A9f%C3%A9rentiel%20DAI-FR.pdf>

<sup>82</sup> Loi 31-13 relative au droit d'accès à l'information, Bulletin Officiel N6670 (3-5-2018), chafafiy.ma, <http://www.chafafiya.ma/documents/R%C3%A9f%C3%A9rentiel%20DAI-FR.pdf>

<sup>83</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 21, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>84</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>85</sup> Circulaire de Monsieur le Ministre de l'Economie, des Finances et de la Réforme de l'administration n° 2 du 25 décembre 2018 relative à la nomination d'une personne ou des personnes chargées de l'accès à l'information au niveau des établissements et les corps concernés par la mise en œuvre de la loi n° 31.13 relative au droit d'accès à l'information, Ministry of Economy, Finance, and Administrative Reform, <https://www.mmmsp.gov.ma/fr/actualites.aspx?id=1654>

	<p>Another circular letter from 2020<sup>86</sup> led to a network of access to information officers under the supervision of the Department for Administrative Reform. According to the publication on Morocco's open government portal, this network aims to mobilize and strengthen the skills of its members and to continuously support them in the implementation of this law.<sup>87</sup></p> <p>Mouradi added that the Department, in partnership with UNESCO, organized two two-day training sessions for the trainers of the access to information officers in June 2019<sup>88</sup> and July 2019,<sup>89</sup> in which a total of 55 trainers participated.<sup>90</sup> According to the self-assessment, another training session on proactive publication for access to information officers was organized in March 2020.<sup>91</sup> As a result of these efforts, according to the government's report, 1,148 access to information officers in central government bodies have been appointed and trained.<sup>92</sup> The government notes that the number of access to information officers had increased to 1,914 by 20 September 2021.<sup>93</sup></p> <p>Mouradi added that the launch of the access to information platform <i>chafafiya.ma</i> in March 2020 also served as a stimulus for the appointment of access to information officers.<sup>94</sup> Currently, according to Mouradi, all ministries have appointed access to information officers.<sup>95</sup> However, the nomination of access to information officers in public institutions remains a challenge. A full list of the appointed officers has not been compiled, since each public body publishes a list on its own website. Through access to information requests, the civil society organization Sim Sim obtained a list of appointed officers, which it compiled on its platform <i>Article27</i>,<sup>96</sup> allowing citizens to find the access to information officers for more than 1,800 institutions, including some local government bodies.</p> <p>Zineb Bouzar from Sim Sim explained that their project showed that not every institution has appointed an officer, especially local</p>
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<sup>86</sup> Circulaire de Monsieur le Ministre de l'Economie, des Finances et de la Réforme de l'administration n°05/2020 relative à la mise en œuvre du d'accès à l'information, Ministry of Economy, Finance, and Administrative Reform, 16 June 2020, [https://www.mmsp.gov.ma/uploads/documents/CirculaireDAI\\_05-2020\\_17062020.pdf](https://www.mmsp.gov.ma/uploads/documents/CirculaireDAI_05-2020_17062020.pdf)

<sup>87</sup> Diffusion d'une circulaire et d'un guide opérationnel relatifs à la mise en œuvre du droit d'accès à l'information, Open Government Portal, News, 16 June 2020, <https://gouvernement-ouvert.ma/event.php?id=49&lang=fr>

<sup>88</sup> 1ère Session de Formation des formateurs en matière d'accès à l'information, Morocco Open Government Portal, 17 June 2019, <https://gouvernement-ouvert.ma/event.php?id=34&lang=fr>

<sup>89</sup> Formation des formateurs en matière d'accès à l'information, Morocco Open Government Portal, 4 July 2019, <https://gouvernement-ouvert.ma/event.php?id=29&lang=fr>

<sup>90</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d'auto-évaluation du plan d'Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, page 15, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>91</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d'auto-évaluation du plan d'Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, page 15, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>92</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d'auto-évaluation du plan d'Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, page 16, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>93</sup> Information provided by the Government of Morocco during the report's prepublication review period. September 2021.

<sup>94</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021.

<sup>95</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021

<sup>96</sup> Article27.ma, Sim Sim, <https://article27.ma/fr/accueil/>

	<p>government institutions.<sup>97</sup> As for the trainings, she doubts how efficient they will be, since some officers were unsatisfied with them and concerned about the multiple exceptions and restrictions in the access to information law, which holds them accountable for any violation.<sup>98</sup> Mouradi explained that a future effort for the continuation of this commitment would be the training of local government bodies, which have not been covered up to this point.<sup>99</sup> As future steps, the self-assessment points to the capacity building of access to information officers through the established network.<sup>100</sup></p>
<p><b>3. Public Archives Management</b></p>	<p><b>Substantial:</b></p> <p>The government had set out to address the lack of proper archiving systems within the Moroccan central administration.<sup>101</sup> According to the national action plan, only 18 out of 44 ministerial departments had administrative bodies, which managed the documentary heritage. These departments did not have relevant governance bodies, including, in particular, planning and monitoring committees. Moreover, the tasks entrusted to the administrative structures responsible for archives were limited to managing the documents for a few administrative entities (staff, finance and accounting files, etc.). The government based its efforts on a study of the state of the archives carried out in 2017.<sup>102</sup></p> <p>For the provision of technical assistance, the Moroccan Archives (a government body) divided the ministerial departments into two groups based on the existence or absence of internal archive units. The first group of 18 departments needed to reorganize their archive units and create an internal Archives Committee. The second group of 26 ministerial departments needed to establish both an internal Archives Committee and an archives unit. The government, the Moroccan Archives, and the Department of Administrative Reform carried out awareness-raising activities through the organization of information meetings with the general secretaries of the ministerial departments. Additionally, an invitational letter (“circular”) was sent by the head of government for the establishment of archive units and committees, and the Department of Administrative Reform sent another letter asking for the support of the ministerial departments.<sup>103</sup></p>

<sup>97</sup> SimSim’s Report on using the National Access to Information Online Platform [www.chafafiya.ma](http://www.chafafiya.ma), Article 27, July 2020, <https://bit.ly/3flCRWh>

<sup>98</sup> Zineb Bouzar, Project Coordinator, SimSim interview with IRM researcher 20 July 2021.

<sup>99</sup> Hatim Mouradi, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, interview with IRM researcher on 19 July 2021

<sup>100</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d’auto-évaluation du plan d’Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, page 16, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>101</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 24, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>102</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020 (Rapport d’auto-évaluation du plan d’Action National du Gouvernement Ouvert pour la période 2018-2020), Morocco Open Government Portal, Documents, pages 18 and 19, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>103</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 19, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)



	<p>However, the reorganization of the internal archive structures in the ministries was not fully completed, since some of the departments did not take measures to implement it. The government's self-assessment<sup>104</sup> and the minutes of the implementation committee's final meeting for the first action plan<sup>105</sup> both state that the creation of new archive structures was hampered by the cumbersome organizational changes and by the budget impact on the departments.</p> <p>The Moroccan Archives, along with the School of Information Science, made full efforts to select trainers, setting up and delivering two trainings for 44 participants in ministerial departments.<sup>106</sup> The participants rated the training on archive management highly.<sup>107</sup> As a result of implementation of the commitment, 89% of the ministries have established internal archive units compared to 65% in 2018. Also, 64% of the ministries have established internal archive committees compared to 2% in 2018.<sup>108</sup> As most of the activities under this commitment are internal to government, the IRM did not find any evidence that implementation of this commitment led to the public gaining greater access to information.</p>
<p><b>4. Increase Publication and Reuse of Open Data</b></p>	<p><b>Substantial:</b></p> <p>This commitment aimed to promote the proactive publication of data across government ministries and levels on the national portal data.gov.ma.<sup>109</sup> The milestones focused on establishing the baseline for data policies and published data in Morocco, putting in place a comprehensive data strategy and governance framework for open data, producing a manual on open data, training public servants, and raising awareness about open data.</p> <p>The government's analysis efforts resulted in a report that includes a draft action plan on open data, comprising recommendations on improving open data governance.<sup>110</sup> The government is working to establish a working group to update the open data legal framework.<sup>111</sup> The government also established a steering committee on open data<sup>112</sup> to better coordinate open data governance. Two procedure manuals intended respectively for</p>

<sup>104</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 20, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>105</sup> Meeting of the implementation committee (Réunion Du Comité d'implémentation), 21 December 2020, Morocco Open Government Portal, News, <https://gouvernement-ouvert.ma/event.php?id=74&lang=fr>

<sup>106</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 20, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>107</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 20, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>108</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 21, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>109</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>110</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 23, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>111</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 23, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>112</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 23, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

	<p>open data managers and data managers were drawn up in late 2020, and were validated by the open data steering committee.<sup>113</sup></p> <p>In December 2020, the Digital Development Agency, in partnership with the World Bank, carried out two online trainings for around 250 officials and civil servants from different administrations, public bodies and public companies,<sup>114</sup> as well as other awareness-raising events for 160 civil servants and officials.<sup>115</sup> In 2020, the Open Data Inventory (ODIN) noted Morocco's progress in open data efforts, ranking it 41<sup>st</sup> globally.<sup>116</sup> The government did not meet its objective of a twofold increase in both the open data publishing institutions and the open data sets on the portal data.gov.ma. These indicators remain at their initial levels from 2018: 16 participating administrations and 136 published data sets.<sup>117</sup> Both ODIN<sup>118</sup> and the 2020 World Bank report on data governance in Morocco<sup>119</sup> note that Morocco is still lacking a comprehensive open data governance and policy/legal framework. The World Bank report further lists challenges flowing from the restrictions on data re-use provided in Article 6 of the 2018 Access to Information Law (No. 31-13), which risk deterring, rather than encouraging, the use and reuse of public sector data.<sup>120</sup> As this commitment did not directly increase the amount of open data published, it was not evaluated in depth for early open government results. Commitment 22 in Morocco's second OGP action plan continues this reform.</p>
<p><b>5. Establish an Environmental Data Sharing Mechanism</b></p>	<p><b>Complete:</b></p> <p>This commitment aimed to increase and standardize environmental data across government and with the public.<sup>121</sup> In 2018, the Ministry of Energy, Minerals and Environment sought to better inform decision-making by establishing, for each of Morocco's 12 regions, a Regional Information System on Environment and Sustainable Development (SIREDD).<sup>122</sup> The</p>

<sup>113</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 24, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>114</sup> Organisation d'ateliers (à distance) sur l'Open data au profit des Responsables de l'Administration publique marocaine, Digital Development Agency, 11 December 2020, <https://www.add.gov.ma/organisation-dateliers-a-distance-sur-lopen-data-au-profit-des-responsables-de-ladministration-publique-marocaine>

<sup>115</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 24, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>116</sup> Morocco Country Report, Open Data Inventory, Open Data Watch, 2020, <https://odin.opendatawatch.com/Report/countryProfileUpdated/MAR?year=2020>

<sup>117</sup> Morocco Open Data Portal, <http://www.data.gov.ma/data/fr/organization> <http://www.data.gov.ma/data/fr/dataset>

<sup>118</sup> Morocco Country Report, Open Data Inventory, Open Data Watch, 2020, <https://odin.opendatawatch.com/Report/countryProfileUpdated/MAR?year=2020>

<sup>119</sup> World Bank. 2020. Data Governance Practices in MENA: Case Study - Opportunities and Challenges in Morocco. World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/35312> License: CC BY 3.0 IGO.

<sup>120</sup> World Bank. 2020. Data Governance Practices in MENA: Case Study - Opportunities and Challenges in Morocco. World Bank, Washington, DC. © World Bank., page 19, <https://openknowledge.worldbank.org/handle/10986/35312> License: CC BY 3.0 IGO.

<sup>121</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>122</sup> The 12 Regional Information Systems on Environment and Sustainable Development are available at: <https://siredd.environnement.gov.ma/Dakhla-Oued-Ed-Dahab>, <https://siredd.environnement.gov.ma/Laayoune-SakiaElhamra/Home/Index>, <https://siredd.environnement.gov.ma/Guelmim-Oued-Noun/Home/Index>, <https://siredd.environnement.gov.ma/Draa-Tafilalet>, <https://siredd.environnement.gov.ma/Marrakech-Safi/Home/Index>, <https://siredd.environnement.gov.ma/Casablanca-Settat/>, <https://siredd.environnement.gov.ma/benimellal-khenifra>, <https://siredd.environnement.gov.ma/Rabat-Sale-Kenitra/Home>, <https://siredd.environnement.gov.ma/fes-meknes>,

	<p>Regional Observatories of the Environment and Sustainable Development (OREDD) are charged with publishing environmental data on their respective SIREDD.<sup>123</sup> An OECD working group report<sup>124</sup> identified several challenges to SIREDDs, including capacity building of regional partners and data modeling and aggregation, which is important to facilitate the production and collection of information at the regional level. Currently, SIREDDs target more than 400 indicators in total, which is very ambitious and complicates the production and collection of information at the regional level.<sup>125</sup></p> <p>Sabrina Nassih, a founding member of civil society organization Green Youth,<sup>126</sup> sees the establishment of the SIREDDs as a good step forward for publishing environmental data. Nassih added that the architecture of the sites is well built, however the content is more problematic. The different data sets, in her experience, could not be combined as linked data, and the data available on the SIREDDs is generally already publicly available on other sites. According to the government's self-assessment, next steps will target the harmonization of the SIREDDs with a view to setting up the National Environmental Information System (SINE), which will gather data from the regional level to combine it at the national level.<sup>127</sup> The 12 regional governors (wallis) adopted the 12 respective orders, which established the regional networks for the collection and exchange of environmental data and information.<sup>128</sup> On average, the Ministry held five awareness-raising events and trainings per region for all stakeholders and distributed information materials.<sup>129</sup></p> <p>While complete, this commitment was not evaluated for early open government results, as it was limited to the important but modest ambition to publish available environmental information for each region in one place.</p>
<p><b>6. Transparency Portal</b></p>	<p><b>Substantial:</b></p> <p>For details regarding the implementation and early results of this commitment, see section 2.3.</p>
<p><b>7. Integrity Portal</b></p>	<p><b>Limited:</b></p>

<https://siredd.environnement.gov.ma/oriental> , <https://siredd.environnement.gov.ma/Tanger-Tetouan-AIHoceima/Home> , <https://siredd.environnement.gov.ma/Souss-Massa/Home>

<sup>123</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>124</sup> OECD, Promouvoir la démocratie environnementale au Maroc, Groupe de Travail sur les performances environnementales, 15 June 2020,

[https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=ENV/EPOC/WPEP\(2020\)8&docLanguage=Fr](https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=ENV/EPOC/WPEP(2020)8&docLanguage=Fr)

<sup>125</sup> OECD, Promouvoir la démocratie environnementale au Maroc, Groupe de Travail sur les performances environnementales, 15 June 2020,

[https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=ENV/EPOC/WPEP\(2020\)8&docLanguage=Fr](https://www.oecd.org/officialdocuments/publicdisplaydocumentpdf/?cote=ENV/EPOC/WPEP(2020)8&docLanguage=Fr)

<sup>126</sup> Sabrina Nassih, founding member of the Green Youth (Association Jeunesse verte), interview with IRM researcher, 19 July 2021.

<sup>127</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 30, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>128</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 28, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>129</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 29, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

	<p>This commitment aimed to establish an online platform that brings together information about corruption and anti-corruption institutions, policies, and initiatives in Morocco to educate the public.<sup>130</sup> The platform would also prove a space for citizens to submit information about instances of corruption and engage the government.<sup>131</sup></p> <p>According to the government’s self-assessment the institution responsible for this commitment, the National Authority for Probity, Prevention and Fight against Corruption (INPPLC) made some first steps in developing the idea and project of the platform but did not complete the commitment.<sup>132</sup> The reasons for the lack of implementation listed by the government are the COVID-19 crisis, financial problems and a legal reform of Morocco’s anti-corruption law which changed some of the INPPLC’s functions and the vision for the online platform.<sup>133</sup> The future platform will have to additionally publish data from partner organizations and guaranty interoperability with the integrity Observatory of the INPPLC.</p> <p>Transparency Morocco,<sup>134</sup> a civil society organization, noted some positive aspects of the legal reform such as the increase of the powers of the anti-corruption body in cases of criminal offenses. Transparency Morocco stressed that the independence of INPPLC and its ability to directly refer to justice are necessary for the success of its mission. However, according to Transparency, some persisting weak spots of the law include conflicts of interest, anonymous protection of witnesses, and the risks of blocking the body’s functions.<sup>135</sup> According to the government’s self-assessment, in the future 2021-2023 Morocco national action plan the INPPLC will continue and upgrade this commitment by establishing a national integrity observatory that includes an internal monitoring system as well as data from partners’ platforms.<sup>136</sup></p>
<p><b>8. Establish a Legally Binding Public Service Framework</b></p>	<p><b>Substantial:</b></p> <p>For details regarding the implementation and early results of this commitment see section 2.3.</p>

<sup>130</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 36, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>131</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 36, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>132</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 36, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>133</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, pages 36 and 37, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>134</sup> Transparency Morocco, Rapport moral 2020, addressed to the House of Representatives of Morocco, 17 April 2021, Rabat, pages 9 and 10, <https://transparencymaroc.ma/transparency-maroc-lance-son-rapport-moral-au-titre-de-lannee-2020/tm-rapport-moral-2020fr-03/>

<sup>135</sup> Transparency Morocco, Rapport moral 2020, addressed to the House of Representatives of Morocco, 17 April 2021, Rabat, pages 9 and 10, <https://transparencymaroc.ma/transparency-maroc-lance-son-rapport-moral-au-titre-de-lannee-2020/tm-rapport-moral-2020fr-03/>

<sup>136</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 28, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<p><b>9. Improve Public Service Through IDARATI Pilot Sites</b></p>	<p><b>Substantial:</b></p> <p>This commitment relates to commitments 8 and 10 in aiming to improve the quality of public services. The Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform implemented this commitment, according to the self-assessment report,<sup>137</sup> through the preparation of calls for tenders for the redesign of reception facilities and the installation of new equipment, such as visual displays and queue systems for four pilot sites: the Rabat vehicles registration center, the provincial hospital in El Jedida, the Morocco Consulate in Algeciras, Spain, and the Ain Sbaa correctional facility in Casablanca.</p> <p>The government also provided trainings on reception techniques for the civil servants in the front offices of each center. According to the self-assessment,<sup>138</sup> this commitment made it possible to improve the quality of services provided at the pilot sites, thanks to the improvement of reception conditions and the transparency of administrative services: posted procedures, clear procedures, etc., to strengthen the principles of equity between users and trust between the administration and the user. Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>139</sup> considers that these government efforts will remain limited in impact for as long as the crucial document setting the public service model and standards—the Public Services Charter—<sup>140</sup> is not yet adopted by the Parliament. The government will continue the efforts in a similar commitment in the upcoming OGP action plan.<sup>141</sup></p>
<p><b>10. Public Service Complaint Mechanism</b></p>	<p><b>Substantial:</b></p> <p>Chikaya.ma<sup>142</sup> is a national platform that was launched on 9 January 2018 to process user suggestions, complaints, and observations. Chikaya aims to provide a common online platform for the government to collect and respond to complaints related to public services. This portal was intended to make the government more accountable and aligned with the needs of citizens. This commitment complements Commitments 8 and 9 of this action plan.<sup>143</sup></p> <p>During the implementation, the Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform expanded the number of public bodies receiving complaints via Chikaya from 116 to 1,723 by December 2020, and to 1,730 by July 2021.<sup>144</sup> These include practically all ministries and</p>

<sup>137</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, pages 43-46, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlfs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlfs.pdf)

<sup>138</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 46, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlfs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlfs.pdf)

<sup>139</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>140</sup> Services publics : comment la nouvelle Charte sera appliquée, LesEco.ma, 24 June 2021, <https://leseco.ma/maroc/services-publics-comment-la-nouvelle-charte-sera-appliquee.html>

<sup>141</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 46, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlfs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlfs.pdf)

<sup>142</sup> National complaints portal Chikaya.ma, <https://www.chikaya.ma/index.php?page=reclamation.Accueil>

<sup>143</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 45, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>144</sup> National complaints portal Chikaya.ma, <https://www.chikaya.ma/index.php?page=reclamation.Accueil>

	<p>high commissioners, all regions, provinces and local government, as well as more than 80 other public bodies.<sup>145</sup> The Department of Administrative Reform provided training for all public bodies<sup>146</sup> and, in partnership with UNDP, also published in the “Documents” section of Chikaya five guidance documents addressed at civil servants and citizens.<sup>147</sup> According to the government’s self-assessment, 47 annual sectoral reports on the complaints, comments, and proposals received, arranged by theme, were drafted in 2019, and 16 in 2020.<sup>148</sup> For 2018, all ministerial departments prepared their reports. The government does not detail the reasons for the discrepancy in the number of annual reports, nor whether all sectoral reports were drafted. The self-assessment also states that the Department of Administration Reform prepared two summary reports for 2018 and 2019, which it sent to the head of government.<sup>149</sup> None of the sectoral or summary reports had been published at the time of writing of this report.<sup>150</sup></p> <p>The self-assessment states that the complaint response rate was 70% in 2018, and 82% in 2019, whereas the average complaint response time was 36 days in 2018, and 29 days in 2019.<sup>151</sup> As of July 2021, the Chikaya platform reports that 69.43% of complaints have been processed since its launch in 2018, with an average response time of 44 days.<sup>152</sup> It states a positive feedback rate for the complaints handling of 54.7%. Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>153</sup> observed that Chikaya is a notable effort and a facilitation tool that is not provided for by the law. However, the website suffers from a lack of suitable digital infrastructure at the local level, which sometimes leads to a lack of response to complaints and citizen frustrations. Tellingly, the “stats” section of Chikaya also shows that despite the increase in participating public bodies, the number of complaints filed decreased from over 48,000 in July 2020, to fewer than 16,000 in May and June 2021, respectively, and to fewer than 11,000 just before the end July 2021.<sup>154</sup></p>
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<sup>145</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 48, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>146</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 50, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>147</sup> Decree of the Minister R.A.F.P n ° 2488.17 relating to model form for the presentation of complaints and the notification of their receipt; Outline of the sectoral report relating to users’ observations, suggestions and complaints; Circular from the Minister concerning the outline of the sector report; Decree n ° 2-17-265 setting the modalities for receiving comments and proposals from users, monitoring and processing their complaints; Guide to observations, suggestions and complaints, Chikaya.ma, Documents sections, consulted by IRM researcher on 27 July 2021, <https://chikaya.ma/index.php?page=reclamation.EspaceTelechargement>

<sup>148</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 48, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>149</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 48, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>150</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 48, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>151</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 50, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>152</sup> National complaints portal Chikaya.ma, Statistics, <https://www.chikaya.ma/index.php?page=reclamation.Statistiques>

<sup>153</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>154</sup> National complaints portal Chikaya.ma, Statistics, last consulted by IRM researcher on 27 July 2021, <https://www.chikaya.ma/index.php?page=reclamation.Statistiques>

<p><b>11. Promote Budget Transparency by Publishing Budget Reports</b></p>	<p><b>Substantial:</b></p> <p>This commitment aimed to strengthen transparency and civic participation in the budget process through the publication of key budget documents.<sup>155</sup> The Ministry of Economy, Finance, and Administrative Reform implemented it substantially by publishing preliminary budget reports under the International Budget Partnership standards for 2019<sup>156</sup> and for 2021,<sup>157</sup> as well as citizen budgets in relation to the Budget Review Laws for 2016, 2017, 2018, 2019, and 2020.<sup>158</sup> The Ministry did not publish the preliminary budget report for 2020 due to technical reasons.<sup>159</sup> The Ministry also organized a one-off consultation with civil society on the content and form of the citizens' budget in mid-2019.<sup>160</sup></p> <p>According to the Open Budget Survey 2019, the government's efforts had already led to an improvement in Morocco's "budget oversight" since the 2017 survey. However, Morocco's budget transparency score stayed around the world average. Additionally, Morocco's level of public participation in budget processes remained very low at 6/100.<sup>161</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>162</sup> noted that the government subsequently put a lot of effort into adopting Open Budget standards, however, some documents, such as the mid-year report, still have yet to be published. Bernoussi thinks that a crucial improvement in terms of citizen participation would be the timely publication of preliminary budget reports, which would allow for an informed public consultation and debate before the Finance Bill reaches Parliament.<sup>163</sup></p>
<p><b>12. Implement Organic Law No. 130-13 on Finance</b></p>	<p><b>Complete:</b></p> <p>This commitment aimed to increase access by Parliament and the public to budget information in order to inform their debate and participation in budget formulation and monitoring.<sup>164</sup> Specifically, the Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform published administrative decrees</p>

<sup>155</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 48, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>156</sup> Pre-budget report for the Finance bill 2019, Ministry of Economy, Finance, and Administrative Reform, 11 October 2018, [https://www.finances.gov.ma/Publication/db/2019/EN-Rapport\\_PB\\_PLF2019Final.pdf](https://www.finances.gov.ma/Publication/db/2019/EN-Rapport_PB_PLF2019Final.pdf)

<sup>157</sup> Pre-budget report for the Finance bill 2021, Ministry of Economy, Finance, and Administrative Reform, <https://www.finances.gov.ma/Publication/db/2020/Rapport%20pr%C3%A9alable%20PLF2021.pdf>

<sup>158</sup> Citizen Budgets from 2012 to 2021, Ministry of Economy, Finance, and Administrative Reform, <https://www.finances.gov.ma/fr/Nos-metiers/Pages/Budget-citoyen.aspx>

<sup>159</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 53, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>160</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 53, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>161</sup> Open Budget Survey 2019: Morocco, <https://www.internationalbudget.org/open-budget-survey/country-results/2019/morocco>

<sup>162</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>163</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>164</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 51, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

	<p>(circulars),<sup>165</sup> guides,<sup>166</sup> information,<sup>167</sup> three-year budget programs plans for 2018, 2019 and 2020,<sup>168</sup> as well as budget performance reports for the government departments' three-year plans for 2019,<sup>169</sup> 2020,<sup>170</sup> and 2021.<sup>171</sup> The self-assessment report also states that the Ministry presented a performance audit report for the 2018 budget to Parliament.<sup>172</sup> The government also held trainings and awareness-raising events for officials and civil servants.<sup>173</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>174</sup> noted that three-year planning, and the establishment of performance and audit reports, is a positive step toward achieving stability in public finance. In terms of opening government, he believes that the impact of these efforts is uncertain as long as there is a lack of meaningful public consultations on public budgets.</p>
<p><b>13. Civil Society Public Funding Transparency</b></p>	<p><b>Limited:</b></p> <p>The government sought to increase transparency on public funding for civil society by upgrading the Chakara Portal through proactive publication of the funding opportunities for CSOs online and of the increase in the number of government departments that publish calls for projects.<sup>175</sup> It also aimed to publish annual reports of ongoing projects and activities on the platform.<sup>176</sup> However, the portal was not upgraded.</p>

<sup>165</sup> Circular of the Head of Government n° 5/2018 of 22 March 2018 relating to the establishment of the 2019-2021 Triennial Budget Programming proposals (Circulaire du Chef du Gouvernement n°5/2018 en date du 22 mars 2018 relative à l'établissement des propositions de Programmation Budgétaire Triennale 2019-2021), and Circular from the Minister of Economy and Finance NOI 724 / E from 06 February 2019 regarding the preparation of performance reports (Circulaire de M. le Ministre de l'Economie et des Finances NOI 724/E en date du 06/02/2019 a/s de l'élaboration des rapports de performance), Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Textes législatifs et réglementaires, <http://lof.finances.gov.ma/fr/documentation-et-publications/textes-legislatifs-et-reglementaires>

<sup>166</sup> Guide to three-year budget planning (Guide de la programmation budgétaire triennale), and Performance Reports Guide, Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Rapports et guides, [http://lof.finances.gov.ma/sites/default/files/guide\\_pbt\\_version\\_du\\_28\\_fevrier\\_2019\\_vf.pdf](http://lof.finances.gov.ma/sites/default/files/guide_pbt_version_du_28_fevrier_2019_vf.pdf) [http://lof.finances.gov.ma/sites/default/files/Guide\\_performance.pdf](http://lof.finances.gov.ma/sites/default/files/Guide_performance.pdf)

<sup>167</sup> Canvasses for the performance projects and reports for 2018-2021, Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Rapports et guides, <http://lof.finances.gov.ma/fr/documentation-publications/rapports-et-guides>

<sup>168</sup> Three-year budget programs for Budgets 2018, 2019 and 2020, Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Lois de finances par année, <http://lof.finances.gov.ma/fr/budget>

<sup>169</sup> Overall budget performance report 2019 (Recueil des programmes - objectifs - indicateurs - sous indicateurs pour l'année 2019), Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Rapports et guides, Rapports, [http://lof.finances.gov.ma/sites/default/files/recueil\\_2019\\_programmes-objectifs-indicateurs-francais.pdf](http://lof.finances.gov.ma/sites/default/files/recueil_2019_programmes-objectifs-indicateurs-francais.pdf)

<sup>170</sup> Overall budget performance report 2020 (Recueil des programmes - objectifs - indicateurs - sous indicateurs pour l'année 2020), Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Rapports et guides, Rapports, [http://lof.finances.gov.ma/sites/default/files/recueil\\_2020\\_fr.pdf](http://lof.finances.gov.ma/sites/default/files/recueil_2020_fr.pdf)

<sup>171</sup> Overall budget performance report 2021 (Recueil des programmes - objectifs - indicateurs - sous indicateurs pour l'année 2021), Budget Directorate of the Ministry of Economy, Finance, and Administrative Reform, Documentation & publications, Rapports et guides, Rapports, [http://lof.finances.gov.ma/sites/default/files/recueil\\_2021\\_vfr.pdf](http://lof.finances.gov.ma/sites/default/files/recueil_2021_vfr.pdf)

<sup>172</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 58, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>173</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 58, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>174</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>175</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 54, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>176</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 54, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>



	<p>The Department in charge of Relations with Parliament of the Ministry of Human Rights and Relations with Parliament drafted a report on public financing for civil society for 2016-2017, but has not published it.<sup>177</sup> The commitment will be continued in Morocco's upcoming OGP action plan.<sup>178</sup></p>
<p><b>14. National and Regional Consultation Bodies</b></p>	<p><b>Limited:</b></p> <p>This commitment aimed to revitalize and expand public consultation mechanisms at the regional level.<sup>179</sup> The Department in charge of Relations with Parliament of the Ministry of Human Rights and Relations with Parliament organized seven regional meetings in Rabat, Casablanca, Marrakech, Fès, Agadir, Dakhla, and Errachidia, and signed memoranda of understanding with seven regions, seven municipalities and seven universities.<sup>180</sup> The Department also organized consultation meetings with civil society organizations and signed nine memoranda of understanding with regions, municipalities and universities on building civil society capacity to fight drugs.<sup>181</sup> Fourteen CSOs were involved in capacity building on fighting drugs.<sup>182</sup> According to the self-assessment report, no meetings were organized in the other five regions because of the COVID-19 crisis.<sup>183</sup></p> <p>The Department in charge of Relations with Parliament carried out an awareness-raising campaign on the legal framework of participative democracy.<sup>184</sup> The work was started on improving service centers and support for civil society, on the creation of an electronic library on participative democracy, and on drafting guides for the local consultative bodies, and the results will be made public by September 2021, according to Halima Ghiate, Director of Directorate in the Ministry.<sup>185</sup> According to the self-assessment, the testing of a pilot consultative body in the municipality of Salé saw its first steps, but was not carried out.<sup>186</sup> Hence, while some awareness-raising and preparatory work on signing memoranda of understanding has been carried out, the core elements of the commitment, such as the e-library, guides, and a fully functional pilot project, are yet to be completed, and</p>

<sup>177</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 62, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>178</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 63, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>179</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 57, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>180</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 65, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>181</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 65, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>182</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 65, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>183</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 65, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>184</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 65, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>185</sup> Halima Ghiate, Director of Directorate in the Ministry of Human Rights and Relations with Parliament, interview with IRM researcher on 19 July 2021.

<sup>186</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 66, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

	<p>the level of implementation by the end of the action plan period is limited.</p> <p>Meanwhile, a number of local initiatives on participative democracy, some of which overlap with this commitment, were started in Morocco. In December 2018, the Ministry of Human Rights and Relations with Parliament and the United Nations Development Program (UNDP) launched<sup>187</sup> a project on implementing Morocco's National Action Plan for Democracy and Human Rights (2018-2021),<sup>188</sup> which features measures on improving access to information and civic participation at the regional and local levels. Houdna Bennani from the Democratic Association of Women of Morocco<sup>189</sup> explained that her civil society organization, like others, acted at the local level in training and supporting participation in local consultative bodies. Their work yielded some results, but the lack of a culture of participation and support among local government bodies, like in Tetouan, is so far hampering the stable functioning of local consultative bodies, and sustained future efforts will be needed.</p>
<b>15. Online Citizen Participation Platform</b>	<p><b>Substantial:</b></p> <p>For details regarding the implementation and early results of this commitment, see section 2.3.</p>
<b>16. Participatory Democracy Civil Society Training</b>	<p><b>Complete:</b></p> <p>As mentioned under Commitment 15, the Constitution of Morocco and subsequent organic laws established citizens' right to submit petitions and motions at the national and local level. This commitment aimed to implement annual trainings across the country on participatory democracy, with a focus on submitting petitions and motions.<sup>190</sup> The self-assessment report states that the Ministry of Human Rights and Relations with Parliament led multiple trainings for trainers and for citizens on participatory democracy tools, involving around 1,400 civil society actors.<sup>191</sup> As mentioned under the previous two Commitments 14 and 15, one-off trainings are a positive step forward for civic participation that require sustained efforts in the future to bring substantial impact. As a follow-up, the government plans to build an online training platform for civil society on public participation, according to the self-assessment report.<sup>192</sup></p>

<sup>187</sup> PNUD - Ministère d'Etat : Signature officielle du projet « Appui à la mise en œuvre du Plan d'Action National en matière de Démocratie et des Droits de l'Homme (2018-2021) », Ministry of Human Rights and Relations with Parliament, Press releases, 3 December 2018, <https://didh.gov.ma/fr/communiqu/pnud-ministere-detat-signature-officielle-du-projet-appui-la-mise-en-oeuvre-du-plan/>

<sup>188</sup> National Action Plan for Democracy and Human Rights (2018-2021) (Plan d'action national en matière de démocratie et des droits de l'Homme (2018-2021)), Ministry of Human Rights and Relations with Parliament, <https://didh.gov.ma/fr/publications/plan-daction-national-en-matiere-de-democratie-et-des-droits-de-lhomme-2018-2021/>

<sup>189</sup> Houdna Bennani, Democratic Association of Women of Morocco, interview with IRM researcher on 20 July 2021.

<sup>190</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 63, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>191</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, pages 70 and 71, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>192</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, pages 70 and 71, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<p><b>17. Civil Society Access to Audio-Visual Media</b></p>	<p><b>Substantial:</b></p> <p>Since the end of the state media monopoly in 2006, Moroccan television and radio have struggled to include a diversity of viewpoints and narratives.<sup>193</sup> One barrier to diversifying the Moroccan media landscape is the CSOs' inability to access airtime.<sup>194</sup> Through this commitment, the High Audio-Visual Communication Authority (HACA) seeks to increase civil society's understanding of the legal landscape and ability to participate in television and radio broadcasts.<sup>195</sup></p> <p>According to the self-assessment, the Ministry of Human Rights and Relations with Parliament developed a training program with HACA and other partners. This program informed awareness-raising and trainings for more than 400 civil society actors in the 12 regions of Morocco.<sup>196</sup> The trainings continued online during the COVID-19 crisis for another 70 CSOs from different regions.<sup>197</sup> The Ministry provided support for trainers at the local level for another 30 CSOs in Dakhla, and 29 in Kasbat Tadla 29.<sup>198</sup> As a result, some of the trainees presented their organizations and causes in the national media: 10 on national television, 10 on national radio, 10 on the Moroccan international channel, and 50 on websites.<sup>199</sup> The self-assessment<sup>200</sup> also highlights, as a result, the creation by trainees of a blog (<a href="https://ogpmediasmaroc.blogspot.com/">https://ogpmediasmaroc.blogspot.com/</a>) to convey information about the activities carried out within the framework of this commitment.<sup>201</sup> When consulted by the IRM researcher in late July 2021, the blog's content consisted of "reprinting" on different websites the same official information about the trainings. The self-assessments state that a guide on the media legal framework was drafted, but not yet finalized or published.<sup>202</sup></p> <p>Overall, the Ministry carried out an important training and awareness-raising campaign among civil society. The 2019 OECD report "Citizen Voice in Morocco" notes that radio and TV continue to play an important role, especially in rural areas because of the illiteracy of some citizens, and that further efforts</p>
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<sup>193</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 66, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>194</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 66, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>195</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 66, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

<sup>196</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 78, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>197</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 78, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>198</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 78, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>199</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 78, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>200</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 78, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>201</sup> 17 OGP RENFORCEMENT DE L'ACCÈS DE LA SOCIÉTÉ CIVILE AUX MÉDIAS AUDIOVISUELS, blog, <https://ogpmediasmaroc.blogspot.com/>

<sup>202</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 74, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

	<p>are needed to include civil society in the media landscape, recognize the potential of citizen journalism, and strengthen inclusive dialogue.<sup>203</sup> Meanwhile, Morocco's global ranking in the World Press Freedom Index has slightly worsened for 2021, to 136 out of 180 countries surveyed.<sup>204</sup> The government plans to continue its training efforts through a future e-learning platform proposed in the upcoming OGP action plan, as well as to assess the impact of these efforts.<sup>205</sup></p>
<p><b>18. OGP Membership and Progress Communication Plan</b></p>	<p><b>Substantial:</b></p> <p>This commitment consisted of developing and implementing a communication plan to support Morocco's OGP membership and the implementation of its commitments in terms of Open Government.<sup>206</sup> It aimed to raise public awareness about Morocco's OGP commitments.<sup>207</sup></p> <p>The Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform launched Morocco's Open Government Portal <a href="http://www.gouvernement-ouvert.ma">www.gouvernement-ouvert.ma</a>, which provides information on Morocco's OGP efforts and development and implementation of the action plans. According to the self-assessment,<sup>208</sup> the Department established a visual identity for all publicity materials on open government in Morocco, published a video on open government,<sup>209</sup> adopted the hashtag #opengovmorocco for social media use, published and distributed informational materials, carried out a digital awareness-raising campaign, organized 12 webinars with civil society and events with government representatives at the regional level, and held an international conference Morocco-OECD.<sup>210</sup> According to the self-assessment,<sup>211</sup> these efforts resulted in an increase in visits to Morocco's Open Government Portal, from 2,094 in December 2018, to 16,715 in December 2020, as well as 107 cases of media coverage, 73 news publications on the portal before December 2020, and 115 uses of the #opengovmorocco hashtag up until December 2020. The average reach per government-sponsored open government post was 120,000.<sup>212</sup> This contributed to higher</p>

<sup>203</sup> OECD "Voix citoyenne au Maroc: Le rôle de la communication et des médias pour un gouvernement plus ouvert", 19 April 2019, Ministry of Economy, Finance, and Administrative Reform, [https://www.mmsp.gov.ma/uploads/documents/VoixCitoyenneAuMaroc\\_07022020.pdf](https://www.mmsp.gov.ma/uploads/documents/VoixCitoyenneAuMaroc_07022020.pdf)

<sup>204</sup> Reporters Without Borders, 2021 World Press Freedom Index, <https://rsf.org/en/morocco-western-sahara>

<sup>205</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 79, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>206</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 60, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>207</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 60, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>208</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 81, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>209</sup> Gouvernement Ouvert Maroc - Open Government Morocco, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform channel, Youtube, 6 October 2020, <https://www.youtube.com/watch?v=STMUhhlw884&t=11s>

<sup>210</sup> Conférence Internationale MAROC-OCDE: Gouvernement Ouvert et Accès à l'Information, 13 March 2019, Department of Administrative Reform of the Ministry of Economy, Finance, and Administrative Reform, <https://gouvernement-ouvert.ma/event.php?id=26&lang=fr>

<sup>211</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 82, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>212</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 82, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

	<p>participation in the co-creation process for Morocco’s second OGP action plan, reaching 804 participants.<sup>213</sup></p> <p>Some civil society actors pointed out several shortcomings in the Open Government Portal. Sabrina Nassih from the Green Youth,<sup>214</sup> which is not part of the multi-stakeholder forum, pointed at the fact that the documents on implementation could not be found on each commitment’s page, but are published in chronological order in the general Documents and News sections. Houdna Bennani<sup>215</sup> and Ahmed Bernoussi,<sup>216</sup> members of the multi-stakeholder forum, pointed out that the progress percentages for implementation of the different commitments displayed on the portal are difficult to grasp and verify, because of the lack of direct evidence and of the unclear implementation criteria.</p> <p>Another challenge for awareness-raising on open government is communication in rural areas, where digital outreach is limited, as explained in the previous commitment. In the IRM researcher’s experience, communication efforts on open government and on the cocreation and implementation of the OGP action plans require further efforts. To illustrate this, very few of the civil society actors interviewed for this report knew that the action plan had been expanded in 2019, with six commitments by the Lower House, and none of the interviewees had a clear idea what the House’s efforts are.</p>
<p><b>19. Implementation of the legislative and constitutional provisions in terms of participatory and citizen-based democracy (Commitments of the Lower House of the Parliament of Morocco)<sup>217</sup></b></p>	<p><b>Substantial:</b></p> <p>This commitment relates to commitments 15 and 16 on the online participation platform <a href="http://eparticipation.ma">eparticipation.ma</a> and to awareness-raising and trainings for citizens on participative democracy. Articles 13, 14, and 15 of the Moroccan Constitution grant citizens the right to submit motions and petitions to public authorities.<sup>218</sup> Organic Law 44.14 (2016) establishes the regulatory framework for the right to submit petitions,<sup>219</sup> while Organic Law 64.14 (2016) establishes the regulatory framework for citizens to submit legislative motions.<sup>220</sup> The House aimed to further access to information and public participation by establishing a committee on receiving petitions and motions, drafting a workplan for the committee, organizing meetings with NGOs that monitor and supervise citizen initiatives surrounding legislative petitions and motions, and further developing the awareness-raising tools (a</p>

<sup>213</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 82, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlfs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlfs.pdf)

<sup>214</sup> Sabrina Nassih, founding member of the Green Youth (Association des jeunes verts), interview with IRM researcher, 19 July 2021

<sup>215</sup> Houdna Bennani, Democratic Association of Women of Morocco, interview with IRM researcher on 20 July 2021.

<sup>216</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>217</sup> Commitments 19 through 24 are an addendum to the original national action by the Lower House of the Parliament of Morocco. The commitments were implemented from September 2019 to December 2020.

<sup>218</sup> Constitution of Morocco, 2011, [http://www.sgg.gov.ma/Portals/0/constitution/constitution\\_2011\\_Fr.pdf](http://www.sgg.gov.ma/Portals/0/constitution/constitution_2011_Fr.pdf)

<sup>219</sup> Organic Law 44.14 (2015), Government of Morocco, [http://www.sgg.gov.ma/Portals/0/lois/Loiorganique\\_44-14\\_Fr.pdf?ver=2017-02-08-171743-837](http://www.sgg.gov.ma/Portals/0/lois/Loiorganique_44-14_Fr.pdf?ver=2017-02-08-171743-837)

<sup>220</sup> Organic Law No. 64.14 setting out the conditions and modalities for exercising the right to file petitions in the field of legislation, National Platform for Citizen Participation, “Laws and other documents” section, [https://www.eparticipation.ma/sites/default/files/documents/Motion/loi/Loi-orgnique\\_64.14\\_Fr\\_motions.pdf](https://www.eparticipation.ma/sites/default/files/documents/Motion/loi/Loi-orgnique_64.14_Fr_motions.pdf)

	<p>practical guide) for stakeholders and the procedures to follow.<sup>221</sup> The House also aimed for the development of an autonomous IT platform to manage motions and petitions in Parliament.<sup>222</sup> This platform would be separate from the eParticipation website that currently accepts motions and petitions submitted to the government.</p> <p>Mohammed Doukha, General Councilor in the House,<sup>223</sup> explained that the Petitions Committee<sup>224</sup> was established in the fall of 2019. He added that the House organized two events: a civil society forum on general open government topics and participatory democracy on 23 May 2019; and a seminar entitled “Participatory Democracy: Reality Constraints and Development Prospects” with academia on 25 February 2020.<sup>225</sup> In late July 2021, the House also published a video on legislative procedure,<sup>226</sup> which includes information on petition and motion procedures, as well as videos on the institutional actors<sup>227</sup> and on parliamentary diplomacy.<sup>228</sup> The councilor explained that, due to COVID-19, the House could not further its activity in terms of awareness-raising events and finalizing the draft citizen guide. Doukha expects that a new platform for motions and petitions to Parliament will be ready by late 2021. He explained that such a platform is needed because of difficulties co-managing the eparticipation.ma platform with the executive branch. According to him, a platform specifically for the House of Representatives reflects the constitution, particularly Article 1 on the separation of powers. In addition, motions are specifically destined for legislators.<sup>229</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco,<sup>230</sup> commented that establishing the right to file petitions and motions is a lengthy process and that the multiplication of platforms could be counterproductive to it.</p>
<p><b>20. Engagement of citizens in the legislative processes (Commitments of the Lower House of the Parliament of Morocco)</b></p>	<p><b>Substantial:</b></p> <p>This commitment aimed at publishing bills and proposals that are subject to the legislative procedures, in order to allow citizens to comment on them, as well as compiling such comments and suggestions and presenting them to the parliamentary groups and committees during the legislative procedure, and finally creating a system to respond to citizens.<sup>231</sup> According to the action plan, the</p>

<sup>221</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 65,

<https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>222</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 65,

<https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>223</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>224</sup> Petitions Committee, House of Representatives, <https://www.chambredesrepresentants.ma/en/petitions-committee>

<sup>225</sup> Recommendations of the Seminar: Address of Chairperson of Petitions Committee Deputy Rachid El Abdi on the Conclusion of the Seminar on Participatory Democracy on February 25, 2020 at the House of Representatives, House of Representatives, <https://www.chambredesrepresentants.ma/en/news/recommendations-seminar-participatory-democracy-organized-february-25th-2020-house?sref=item2388-122393>

<sup>226</sup> Legislative procedure video, House of Representatives, <https://bit.ly/3idclQU>

<sup>227</sup> House of Representatives: Space and Institutional Actors, House of Representatives, <https://bit.ly/3rV3V3X>

<sup>228</sup> Parliamentary diplomacy, House of Representatives, <https://bit.ly/3iey7ng>

<sup>229</sup> Information provided by the Government of Morocco to the IRM during the report’s prepublication review period, September 2021.

<sup>230</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>231</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 68,

<https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

	<p>objective is to ensure the participation and engagement of citizens in legislative processes.</p> <p>Mohammed Doukha, General Councilor in the House,<sup>232</sup> explained that Morocco does not have a formal public consultation procedure on draft laws before their introduction in Parliament. However, the constitution establishes this right to participate. He added that the House’s new website,<sup>233</sup> launched on 7 January 2020, publishes all draft legislation and provides the possibility for every citizen or organization to submit proposals and opinions on every piece of draft legislation. According to Doukha, the House has created an internal organization to present the submitted proposals and opinions to the members, and the parliamentary groups and committees concerned. So far, some proposals from citizens, which were received through the website, have been adopted by the House as a legislative text, according to Doukha, but the IRM did not receive specific examples.<sup>234</sup></p> <p>Ayoub Touati from the civil society organization Sim Sim,<sup>235</sup> commented that the House’s efforts toward opening parliament were significant. According to him, building and launching a new website for the House improved access to information and public participation through the publication of draft legislation and the possibility of submitting comments and proposals. However, so far, citizen engagement is lower than expected, and efforts like Sim Sim’s to gather peoples’ grievances and combine them into a technical document presented to members of parliament, are having a greater impact.<sup>236</sup> Looking forward, Parliament should work toward international best practices by engaging the public before legislation is drafted. This could include forming working groups and inviting experts and affected stakeholders to parliamentary committee meetings.</p>
<p><b>21. Implementation of the constitutional and legislative provisions regarding the right to access information (Commitments of the Lower House of the Parliament of Morocco)</b></p>	<p><b>Substantial:</b></p> <p>This commitment is the third of the commitments added to the action plan by the Lower House, one of the two chambers of Morocco’s parliament.<sup>237</sup> The House aimed to improve access to information on Parliament’s work by forming a committee on the right to access information and the systematic publication of data and documents related to the debates that take place during plenary sessions, reports on other parliamentary activities, and the archives of the House as open data.<sup>238</sup></p>

<sup>232</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>233</sup> House of Representatives, <https://www.chambrederesrepresentants.ma/>

<sup>234</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>235</sup> Ayoub Touati, Project leader at Sim Sim, interview with IRM researcher on 20 July 2021.

<sup>236</sup> Ayoub Touati, Project leader at Sim Sim, interview with IRM researcher on 20 July 2021.

<sup>237</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 71, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>238</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, pages 72 and 73, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

	<p>Mohammed Doukha, General Councilor in the House,<sup>239</sup> explained that, so far, the reports on debates in the parliamentary committees (for example, “Reports and Documents” section, Justice, Legislation and Human Rights Committee)<sup>240</sup> and the minutes of plenary debates are regularly published online and on paper in Arabic, but not in Tamazight, Morocco’s other official language.<sup>241</sup> The House provides live public broadcasts of government question periods, debates on finance laws, and plenary sessions of government programs.<sup>242</sup></p> <p>Sabrina Nassih founding member of civil society organization Green Youth,<sup>243</sup> views the streaming of parliamentary debates as a positive effort that improves transparency and that’s useful for her work on tracking the legislative process in certain fields. Doukha stated that, after the end of the action plan, in July 2021, the President of the House issued a decree on the establishment of a House access to information committee.<sup>244</sup> According to the councilor, important work is in progress: more than 3 million House documents have been electronically archived. Morocco Archives and the High Commission for Planning, Morocco’s statistics and planning body, signed two memoranda to ensure the exchange of expertise and coordination in managing the House’s archives.<sup>245</sup> However, the House had not published any open data by the end of the implementation period.<sup>246</sup></p> <p>According to Mr. Doukha, the House has digitized and published archives since the first term of the national consultative council, from 1956-1959. Documents starting from the establishment of the House in 1963 are largely available. More than 3 million pages of digital archives on parliamentary committees, legislative texts, and written questions and other documents related to parliamentary work can be consulted and used by civil servants, staff deputies, and parliamentary groups. Researchers and the public can submit a request to the archive service, under the administrative services of the House, to consult the archives on-site or receive the documents through electronic transmission, if publicly available.<sup>247</sup></p>
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<sup>239</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>240</sup> Justice, Legislation and Human Rights Committee, Reports and documents section, House of Representatives, <https://bit.ly/3ldJdK>

<sup>241</sup> Information provided by the Government of Morocco to the IRM during the report’s prepublication review process. September 2021. Official Gazette, House of Representatives: <https://bit.ly/3DbJMLm>

<sup>242</sup> House of Representatives, webtv, <https://www.chambredesrepresentants.ma/webtv>; Parliament of Morocco, YouTube channel, <https://www.youtube.com/c/ParlementMa/featured>

<sup>243</sup> Sabrina Nassih, founding member of the Green Youth (Association des jeunes verts), interview with IRM researcher, 19 July 2021.

<sup>244</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021

<sup>245</sup> Information provided by the Government of Morocco to the IRM during the report’s prepublication review period. September 2021.

<sup>246</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>247</sup> Information provided by the Government of Morocco to the IRM during the report’s prepublication review period. September 2021.



<p><b>22. Opening onto the public, namely onto the youth in order to make parliamentary endeavors better known (Commitments of the Lower House of the Parliament of Morocco)</b></p>	<p><b>Limited:</b></p> <p>This commitment is the fourth of the commitments added to the action plan by the Lower House, one of the two chambers of Morocco’s parliament.<sup>248</sup> The House aimed to encourage citizen participation among youth while countering the general trend toward anti-parliamentarianism and low trust in Parliament.<sup>249</sup> The commitment focuses on engaging young people through awareness-raising, setting up a space for the historical memory of the Moroccan Parliament, organizing meetings with youth, and creating a parliamentary TV channel.<sup>250</sup></p> <p>Mohammed Doukha, General Councilor in the House,<sup>251</sup> explained that, so far, the space for the historical memory of the Moroccan Parliament has been set up. One exhibition has been held, which groups of young people could visit; however, it was closed due to COVID-19. He added that the House prepared and published several videos in Arabic, and that their translation into other languages will soon follow. These are the videos published by the House in late July 2021, on legislative procedure,<sup>252</sup> institutional actors,<sup>253</sup> parliamentary diplomacy,<sup>254</sup> and monitoring and evaluating public policies.<sup>255</sup> Thus, this awareness-raising activity overlaps with the House’s commitment on petitions and motions (see commitment 19 in this report). Doukha also explained that some work on the management of the parliamentary channel was done in July 2020—the House voted on a bill to establish a public enterprise to manage the parliamentary channel and submitted it to the Second Chamber for adoption—but the channel has still not been launched.<sup>256</sup> However, as mentioned under the previous commitment, House plenary sessions and committee meetings are streamed online and published as videos on Parliament’s YouTube channel<sup>257</sup> and on the House website.<sup>258</sup> According to Doukha, the regional and national meetings with youth were postponed due to the pandemic.<sup>259</sup></p>
<p><b>23. Consultation and engagement of citizens in the processes of</b></p>	<p><b>Limited:</b></p> <p>This commitment is the fifth of the commitments added to the action plan by the Lower House one of the two chambers of</p>

<sup>248</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 75, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>249</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 75, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>250</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, pages 75 and 76, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>251</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>252</sup> Legislative procedure video, House of Representatives, <https://bit.ly/3idclQU>

<sup>253</sup> House of Representatives: Space and Institutional Actors, House of Representatives, <https://bit.ly/3rV3V3X>

<sup>254</sup> Parliamentary diplomacy, House of Representatives, <https://bit.ly/3iey7nq>

<sup>255</sup> Monitoring government work and evaluating public policies, House of Representatives, <https://bit.ly/3l9Arhe>

<sup>256</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>257</sup> Parliament of Morocco, YouTube channel, <https://www.youtube.com/c/ParlementMa/featured>

<sup>258</sup> House of representatives, webtv, <https://www.chambredesrepresentants.ma/webtv>

<sup>259</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<p><b>evaluation of public policies (Commitments of the Lower House of the Parliament of Morocco)</b></p>	<p>Morocco’s parliament.<sup>260</sup> According to the action plan, the evaluation of public policies is one of the new prerogatives of the Parliament of Morocco, which has been upgraded and fostered to the position of parliamentary function, as stipulated by the new 2011 Constitution.<sup>261</sup> The House aimed to promote access to information on public policies and public participation in its evaluation by publishing research and polls conducted with the target population and the beneficiaries of the policy or program subject to the evaluation, by creating an online channel on the House’s website that would respond to citizens’ requests and demands in terms of the evaluation of public policies, and by receiving citizens’ comments on issues related to the public policies and presenting them to the thematic committee in charge of the evaluation of public policies.<sup>262</sup></p> <p>Mohammed Doukha, General Councilor in the House,<sup>263</sup> explained that the House has established, each year since 2015, a thematic group on the evaluation of public policies, which consists of one representative from each parliamentary group. The evaluation process, according to the councilor, is an in-depth research both with academia and through in-person meetings with the civil society, citizens and other stakeholders concerned, which results in a report containing recommendations on future policy reforms. Doukha added that the evaluation process is based on a referential framework—a guide—drafted and published by the House in 2016.<sup>264</sup> Currently, the House has drafted and published on its website four reports in Arabic, all outside of the action plan period. The level of implementation is limited because no reports were issued in 2018, 2019, or 2020. Also, no specific channels for communication or public comments on the reports were created, other than the channels for all other House documents, through publication on its website. And, lastly, the reports are not yet available in Morocco’s other official language, Tamazight.</p>
<p><b>24. Establishment of a partnership with civil society and academia (Commitments of the Lower House of the Parliament of Morocco)</b></p>	<p><b>Limited:</b></p> <p>This commitment is the sixth and final of the commitments added to the action plan by the Lower House, one of the two chambers of Morocco’s parliament.<sup>265</sup> The House aimed to strengthen and develop a partnership with both civil society and academia by organizing central and territorial meetings/debates with the NGOs, and by encouraging research and studies on democracy and parliamentarianism through the organization of study days</p>

<sup>260</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 78, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>261</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 79, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>262</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 80, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>263</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>264</sup> Cadre référentiel d’évaluation des politiques publiques, House of Representatives, 2016, [https://www.chambredepremier.ma/sites/default/files/cadre\\_referentiel.pdf](https://www.chambredepremier.ma/sites/default/files/cadre_referentiel.pdf)

<sup>265</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 82, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

	<p>and conferences on Parliament within the universities.<sup>266</sup> According to the activities set out in the action plan, the House had projected the establishment of a steering committee with civil society on the development of terms of reference, and the organization of quarterly meetings with civil society organizations in order to discuss questions related to OGP, as well as the organization of two meetings per year with Moroccan universities. Hence, the commitment is relevant to public participation. Mohammed Doukha, General Councilor in the House,<sup>267</sup> explained that most of the projected activities were postponed due to COVID-19 and the need to avoid large gatherings. He added that the Parliamentary Center for Research and Studies<sup>268</sup> has made significant headway by signing memoranda of understanding for cooperation between the Speaker of the House, the Minister for Higher Education and Research, and the presidents of 12 public universities in Morocco.</p>
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<sup>266</sup> Morocco Action Plan 2018-2020, Open Government Partnership, 26 September 2018, page 82, <https://www.opengovpartnership.org/documents/morocco-action-plan-2018-2020/>

<sup>267</sup> Mohammed Doukha, General councilor in charge of international cooperation programs in the House of Representatives of the Kingdom of Morocco, interview with IRM researcher on 22 July 2021 and e-mail correspondence from 26 July 2021.

<sup>268</sup> Parliamentary Center for Research and Studies, House of Representatives, <https://www.chambredesrepresentants.ma/en/parliamentary-center-research-and-studies>

### III. Multi-stakeholder Process

#### 3.1 Multi-stakeholder process throughout action plan implementation

In 2017, OGP adopted the OGP Participation and Co-Creation Standards intended to support participation and co-creation by civil society at all stages of the OGP cycle. All OGP-participating countries are expected to meet these standards. The standards aim to raise ambition and quality of participation during development, implementation, and review of OGP action plans.

OGP’s Articles of Governance also establish participation and co-creation requirements a country or entity must meet in their action plan development and implementation to act according to the OGP process. Morocco **did not act contrary** to OGP process.<sup>269</sup>

Please see Annex I for an overview of Morocco’s performance implementing the Co-Creation and Participation Standards throughout the action plan implementation.

Table [3.2]: Level of Public Influence

The IRM has adapted the International Association for Public Participation (IAP2) “Spectrum of Participation” to apply it to OGP.<sup>270</sup> In the spirit of OGP, most countries should aspire to “collaborate.”

Level of public influence		During development of action plan	During implementation of action plan
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.	✓	✓
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

After the start of implementation of the action plan, the government established a formal Steering Committee, comprised of 18 members divided equally between government and civil society. Civil society members oversee their own selection process and serve on a two-year rotating basis.<sup>271</sup>

<sup>269</sup> Acting Contrary to Process - Country did not meet (1) “involve” during the development or “inform” during implementation of the action plan, or (2) the government fails to collect, publish and document a repository on the national OGP website/webpage in line with IRM guidance; Morocco acted contrary to OGP process during development of the action plan because the minimum threshold for public participation of “involve” was not met.

<sup>270</sup> “IAP2’s Public Participation Spectrum,” IAP2, 2014. [https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum\\_8.5x11\\_Print.pdf](https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf)

<sup>271</sup> Morocco Design Report 2018-2020 – for public comment, Independent Reporting Mechanism, 11 June 2021, Open Government Partnership, page 12, <https://www.opengovpartnership.org/documents/morocco-design-report-2018-2020-for-public-comment/>

Houdna Bennani<sup>272</sup> and Ahmed Bernoussi,<sup>273</sup> civil society members of the Steering Committee, explained that the committee followed and discussed the implementation of the action plan, however, without taking any major decisions on the implementation. The civil society representatives voiced opinions that indicators measuring the implementation process and its representation on the Open Government Portal should be improved.<sup>274</sup> Civil society members also called for joint meetings with the Implementation Committee, which was comprised solely of the government coordinators for the implementation of the individual commitments. The government organized one joint meeting of both committees in October 2020, toward the end of the implementation cycle.<sup>275</sup>

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<sup>272</sup> Houdna Bennani, Democratic Association of Women of Morocco, interview with IRM researcher on 20 July 2021.

<sup>273</sup> Ahmed Bernoussi, Secretary General of Transparency Morocco, interview with IRM researcher 23 July 2021.

<sup>274</sup> Plan d'action national 2018 - 2020, Morocco Open Government Portal, <https://gouvernement-ouvert.ma/axes.php?lang=fr>

<sup>275</sup> Réunion des comités de pilotage et d'implémentation, Morocco Open Government Portal, <https://gouvernement-ouvert.ma/event.php?id=68&lang=fr>

## 3.2 Overview of Morocco's performance throughout action plan implementation

Key:

Green = Meets standard

Yellow = In progress (steps have been taken to meet this standard, but standard is not met)

Red = No evidence of action

Multi-stakeholder Forum	During development	During implementation
<b>1a. Forum established:</b> There has been a forum to oversee the OGP process since 6 February 2019. <sup>276</sup>	Yellow	Green
<b>1b. Regularity:</b> The forum meets at least every quarter, in person or remotely. <sup>277</sup>	Yellow	Green
<b>1c. Collaborative mandate development:</b> The government wrote a Steering Committee Handbook <sup>278</sup> and presented it to the Steering Committee for input. <sup>279</sup> However, feedback from civil society members was limited. In practice, according to Bennani and Bernoussi, the Steering Committee did not collaboratively develop its formal rules and instead operates on customary rules. <sup>280</sup> Civil society members did adopt rules for rotation and selection of their representatives. The IRM recommends involving civil society representatives early in the draft process. Civil society could clearly identify representatives responsible for collaboratively working with the government to develop the rules.	Red	Yellow
<b>1d. Mandate public:</b> According to the Government, the Steering Committee Handbook defines the mandate. Information on the forum's membership, and governance structure is available on the OGP website/page. <sup>281</sup>	Red	Green
<b>2a. Multi-stakeholder:</b> The forum includes both government and nongovernment representatives.	Yellow	Green
<b>2b. Parity:</b> The forum includes an even balance of nine government and nine nongovernment representatives. <sup>282</sup>	Red	Green

<sup>276</sup> Réunion du Comité de Pilotage du Gouvernement Ouvert, Morocco Open Government Portal, 6 February 2019, <https://gouvernement-ouvert.ma/event.php?id=24&lang=fr>

<sup>277</sup> The meeting and minutes are available in the "Actualités" section of the Open Government Portal - <https://gouvernement-ouvert.ma/events.php?lang=fr>

<sup>278</sup> Steering Committee Handbook, Morocco's Open Government Portal, <https://www.gouvernement-ouvert.ma/docs/ManuelCopil-ycvqY.pdf>

<sup>279</sup> Information provided by the Government of Morocco to the IRM during the report's public comment period. November 2021.

<sup>280</sup> Houdna Bennani, 20 July 2021, and Ahmed Bernoussi, 23 July 2021.

<sup>281</sup> The meeting, membership and selection of civil society results, and minutes are available in the "Actualités" section of the Open Government Portal - <https://gouvernement-ouvert.ma/events.php?lang=fr>

<sup>282</sup> Houdna Bennani, 20 July 2021, and Ahmed Bernoussi, 23 July 2021.

<b>2c. Transparent selection:</b> Civil society members adopted the formal and transparent rules for their rotation and carried out the selection process. <sup>283</sup>	Red	Green
2d. High-level government representation: The forum included high-level experts with decision-making authority from government.	Yellow	Green
<b>3a. Openness:</b> According to Bennani and Bernoussi, <sup>284</sup> the forum would have accepted input from stakeholders outside the forum, however no such input has been sent during the implementation. The government is developing an online platform for CSOs outside of the forum to engage in the co-creation process for the next action plan. <sup>285</sup>	Yellow	Yellow
3b. Remote participation: Some forum meetings were held online. <sup>286</sup>	Red	Green
3c. Minutes: The government publishes short reports on the topics discussed on the Open Government Portal. The government circulates the meeting minutes among the forum’s members for comments and additions before publication. <sup>287</sup> However, these reports do not include a description of the actual opinions voiced in the meetings, and do not fully reflect all views expressed in the meetings. The IRM recommends that meeting minutes extend beyond a list of agenda items discussed to provide a summary of the conversation so that civil society outside the forum can follow the debates and decisions made within the meetings. At the time of writing, all meeting minutes except for two were published on the repository. The two missing reports had disappeared from the portal due to a technical issue. <sup>288</sup>	Red	Yellow

Key:

Green = Meets standard

Yellow = In progress (steps have been taken to meet this standard, but standard is not met)

Red = No evidence of action

Action Plan Implementation	
4a. Process transparency: The Open Government Portal <sup>289</sup> is the national OGP website/webpage that provides regular updates (i.e., at least every six months) on the progress of commitments, including progress against milestones, reasons for any delays, next steps.	Green

<sup>283</sup> Houdna Bennani, 20 July 2021, and Ahmed Bernoussi, 23 July 2021.

<sup>284</sup> Houdna Bennani, 20 July 2021, and Ahmed Bernoussi, 23 July 2021.

<sup>285</sup> Information provided by the Government of Morocco to the IRM during the report’s public comment period. November 2021. 179 proposals for commitments in the 2021-2023 action plan were made through the digital space for co-creation. Morocco Open Government Portal. <https://gouvernement-ouvert.ma/co-creation-3.php?lang=fr>

<sup>286</sup> Réunion des comités de pilotage et d’implémentation, Morocco Open Government Portal, <https://gouvernement-ouvert.ma/event.php?id=68&lang=fr>

<sup>287</sup> Information provided by the Government of Morocco to the IRM during the report’s public comment period. November 2021.

<sup>288</sup> Information provided by the Government of Morocco to the IRM during the report’s public comment period. November 2021.

<sup>289</sup> Morocco Open Government Portal, <https://gouvernement-ouvert.ma/index.php?lang=fr>

4b. Communication channels: The Open Government Portal <sup>290</sup> does not have a specific feature to allow the public to comment on updates on the progress of the action plan. However, it publishes the contact information (e-mail address) for each commitment's focal point.	Green
4c. Engagement with civil society: According to the self-assessment, the Department of Administrative Reform held 12 webinars on OGP action plan awareness-raising during the period 2018-2020. <sup>291</sup>	Green
4d. Cooperation with the IRM: The government shares the link to the IRM report with other government institutions and stakeholders to encourage input during the public consultation phase.	Green
4.e MSF engagement: The multi-stakeholder forum monitors and deliberates on how to improve the implementation of the NAP. <sup>292</sup>	Green
4.f MSF engagement with self-assessment report: The government published its end-of-term self-assessment report on the Portal. <sup>293</sup>	Green
<b>4.g. Repository:</b> The government documented, collected, and published a repository on the domestic OGP website in line with <u>IRM guidance</u> . <sup>294</sup>	Green

<sup>290</sup> Morocco Open Government Portal, <https://gouvernement-ouvert.ma/index.php?lang=fr>

<sup>291</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, page 81, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>292</sup> Houdna Bennani, 20 July 2021, and Ahmed Bernoussi, 23 July 2021.

<sup>293</sup> Self-assessment of the Morocco Nation Action Plan 2018-2020, [https://www.gouvernement-ouvert.ma/docs/Rapport\\_Autoevaluation\\_24062021-eZlbs.pdf](https://www.gouvernement-ouvert.ma/docs/Rapport_Autoevaluation_24062021-eZlbs.pdf)

<sup>294</sup> Morocco Open Government Portal, <https://gouvernement-ouvert.ma/index.php?lang=fr>



## IV. Methodology and Sources

Research for the IRM reports is carried out by national researchers. All IRM reports undergo a process of quality control led by IRM staff to ensure that the highest standards of research and due diligence have been applied.

The International Experts Panel (IEP) of the IRM oversees the quality control of each report. The IEP is composed of experts in transparency, participation, accountability, and social science research methods.

Current membership of the International Experts Panel is:

- César Cruz-Rubio
- Mary Francoli
- Brendan Halloran
- Jeff Lovitt
- Juanita Olaya

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual<sup>295</sup> and in Morocco's Design Report 2018-2020.

### About the IRM

**The Open Government Partnership (OGP)** aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.



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<sup>295</sup> IRM Procedures Manual, V.3: <https://www.opengovpartnership.org/documents/irm-procedures-manual>

## Annex I. IRM Indicators

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.<sup>296</sup> A summary of key indicators the IRM assesses is below:

- **Verifiability:**
  - Not specific enough to verify: As written in the commitment, do the objectives stated and actions proposed lack sufficient clarity and specificity for their completion to be objectively verified through a subsequent assessment process?
  - Specific enough to verify: As written in the commitment, are the objectives stated and actions proposed sufficiently clear and specific to allow for their completion to be objectively verified through a subsequent assessment process?
- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
  - Access to Information: Will the government disclose more information or improve the quality of the information disclosed to the public?
  - Civic Participation: Will the government create or improve opportunities or capabilities for the public to inform or influence decisions or policies?
  - Public Accountability: Will the government create or improve public facing opportunities to hold officials answerable for their actions?
- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
  - Identify the social, economic, political, or environmental problem;
  - Establish the status quo at the outset of the action plan; and
  - Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.
- **Completion:** This variable assesses the commitment's implementation and progress. This variable is assessed at the end of the action plan cycle, in the *IRM Implementation Report*.
- **Did It Open Government?:** This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practice, in areas relevant to OGP values, has changed as a result of the commitment's implementation. This variable is assessed at the end of the action plan cycle, in the IRM Implementation Report.

### Results oriented commitments?

A potentially starred commitment has more potential to be ambitious and to be implemented. A good commitment design is one that clearly describes the:

1. **Problem:** What is the economic, social, political, or environmental problem? Rather than describing an administrative issue or tool (e.g., 'Misallocation of welfare funds' is more helpful than 'lacking a website.')
2. **Status quo:** What is the status quo of the policy issue at the beginning of an action plan (e.g., "26 percent of judicial corruption complaints are not processed currently.")?
3. **Change:** Rather than stating intermediary outputs, what is the targeted behavior change that is expected from the commitment's implementation (e.g., "Doubling response rates to information requests" is a stronger goal than "publishing a protocol for response.")?

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<sup>296</sup> "IRM Procedures Manual," OGP, <https://www.opengovpartnership.org/documents/irm-procedures-manual>

### **Starred commitments**

One measure, the “starred commitment” (★), deserves further explanation due to its particular interest to readers and usefulness for encouraging a race to the top among OGP-participating countries/entities. To receive a star, a commitment must meet several criteria:

- The commitment’s design should be **Verifiable, Relevant** to OGP values, and have **Transformative** potential impact. As assessed in the Design Report.
- The commitment’s implementation must be assessed by IRM Implementation Report as **Substantial** or **Complete**.

This variable is assessed at the end of the action plan cycle, in the IRM Implementation Report.