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Report No: PP5250

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT AND  
INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED GRANT

IN THE AMOUNT OF

US\$ 5 MILLION

TO THE

KINGDOM OF MOROCCO

FOR A

ACCELERATING BLUE ECONOMY DEVELOPMENT IN THE KINGDOM OF MOROCCO (P179612)

25 January 2023

Environment, Natural Resources & The Blue Economy Global Practice  
Middle East And North Africa Region

## CURRENCY EQUIVALENTS

Exchange Rate Effective January 1, 2023

Currency Unit =

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US\$ 1 = MAD 10.4492

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## GOVERNMENT FISCAL YEAR

January 1 - December 31

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Country Director: Jesko S. Hentschel

Global Director: Valerie Hickey

Practice Manager: Lia C. Sieghart

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## ABBREVIATIONS AND ACRONYMS

ANEF	National Agency for Water and Forest ( <i>Agence Nationale des Eaux et Forêts</i> )
ASA	Advisory Services and Analytics
BE	Blue Economy
CCDR	Country Climate and Development Report
DAAG	Department of Administrative and General Affairs ( <i>Direction des Affaires Administratives et Générales</i> )
DB	Budget Department ( <i>Direction du Budget</i> )
DPDPM	Department of Ports and Maritime Public Domain ( <i>Direction des Ports et du Domaine Public Maritime</i> )
DPM	Department of Maritime Fisheries ( <i>Département de la Pêche Maritime</i> )
ESIA	Environmental and Social Impact Assessment
GoM	Government of Morocco
GRM	Grievance Redress Mechanism
INRH	National Institute of Fisheries Research ( <i>Institut National de Recherche Halieutique</i> )
IPF	Investment project finance
IT	Information Technology
MEF	Ministry of Economy and Finance ( <i>Ministère de l'Economie et des Finances</i> )
MPA	Marine-Protected Areas
MSMEs	Micro, Small, and Medium Enterprises
MSP	Marine Spatial Planning
MTEDDD	Department of Sustainable Development ( <i>Direction du Développement Durable</i> )
NDC	Nationally Determined Contributions
NDM	New Development Model
NGO	Nongovernmental Organization
ONMT	Morocco National Tourism Office ( <i>Office National Marocain Du Tourisme</i> )
PDO	Program Development Objective
PforR	Program-for-Results
PIU	Project Implementation Unit
POM	Program Operations Manual
PP	Procurement Plan
PPSD	Project Procurement Strategy for Development
RA	Results Area
SDR	Regional Development Corporation ( <i>Société de Développement Régional</i> )
SMIT	Society of Tourism Engineering ( <i>Société Marocaine d'Ingénierie Touristique</i> )
STEP	Systematic Tracking of Exchanges in Procurement
UNFCCC	United Nations Framework Convention on Climate Change
US\$	US Dollar
WB	World Bank
WBG	World Bank Group

**BASIC INFORMATION**

Is this a regionally tagged project? No		Country (ies)
Financing Instrument Investment Project Financing		Classification Small Grants
Approval Date 23-Jan-2023	Closing Date 30-Sep-2025	Environmental and Social Risk Classification Moderate
Approval Authority CDA	Bank/IFC Collaboration No	
Please Explain N/A		

**Proposed Development Objective(s)**

To inform collaborative policy development for the blue economy and integrate climate actions into coastal tourism and fisheries management in Targeted Areas.

**Components**

Component Name	Cost (USD Million)
Component 1: Develop collaborative governance for the blue economy	3,215,000.00
Component 2: Strengthen resilience and integrated planning	1,060,000.00
Component 3: Project management	725,000.00

**Organizations**

Borrower :	Ministry of Economy and Finance
Implementing Agency :	Ministry of Economy and Finance

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**

Total Project Cost	5.00
Total Financing	5.00
Financing Gap	0.00

**DETAILS****Non-World Bank Group Financing**

Trust Funds	5.00
PROBLUE MDTF	5.00

**Expected Disbursements (in USD Million)**

Fiscal Year	2023	2024	2025	2026
Annual	0.50	2.50	1.50	0.50
Cumulative	0.50	3.00	4.50	5.00

**INSTITUTIONAL DATA****Financing & Implementation Modalities****Situations of Urgent Need of Assistance or Capacity Constraints**

☐ Fragile State(s)      ☐ Fragile within a non-fragile Country      ☐ Small State(s)      ☐ Conflict      ☐ Responding to Natural or Man-made Disaster

**Other Situations**

☐ Financial Intermediaries (FI)      ☐ Series of Projects (SOP)  
☐ Performance-Based Conditions (PBCs)      ☐ Contingent Emergency Response Component (CERC)  
☐ Alternative Procurement Arrangements (APA)      ☐ Hands-on Expanded Implementation Support (HEIS)



### Practice Area (Lead)

Environment, Natural Resources & the Blue Economy

### Contributing Practice Areas

Climate Change

Poverty and Equity

## OVERALL RISK RATING

Risk Category	Rating
Overall	● Moderate

## COMPLIANCE

### Policy

Does the project depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No



## Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Not Currently Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

## Legal Covenants

## Conditions

## PROJECT TEAM

Bank Staff			
Name	Role	Specialization	Unit
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Najat El Moutchou	Team Member	Technical support	SMNEN
Victoria Ahlonkoba Bruce-Goga	Team Member	Team Assistant	SMNEN
Zeina Afif	Team Member	Behavioural Science	EPVGE
Zoubida Al Tayib	Team Member	Legal	LEGAM
<b>Extended Team</b>			
<b>Name</b>	<b>Title</b>	<b>Organization</b>	<b>Location</b>





MOROCCO

ACCELERATING BLUE ECONOMY DEVELOPMENT IN THE KINGDOM OF MOROCCO

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## I. STRATEGIC CONTEXT

### A. Country Context

1. **Morocco's post-COVID rebound has stalled amid headwinds emanating from a severe drought and a deterioration of global conditions.** Morocco staged a solid post-COVID rebound in 2021 (7.9 percent GDP growth), recovering the output loss undergone in 2020. However, the economy began to face headwinds towards the end of the year, and a significant slowdown is underway in 2022 (1.1 percent GDP growth during the first semester). This is mostly due to a combination of mutually reinforcing shocks: the collapse of cereal production due to a drought and a surge in commodity prices intensified by the war in Ukraine, which has triggered inflationary pressures long unseen in Morocco (8.3 percent in September 2022). The central bank has responded to the shock with a moderate tightening of monetary policy, putting an end to a 14-years easing cycle. The government has also responded to the shock with various measures to support households' purchasing power, farmers and the tourism and transport sector, adding pressures on public spending. However, the solid performance of revenues is allowing for a reduction in the budget deficit.

2. **The GoM is committed to developing a greener, more resilient, inclusive and sustainable economy.** The GoM adopted the New Development Model (NDM) in 2021, setting the course for a new development pathway. As part of the strategy for shaping an inclusive and sustainable development, the NDM recommends harnessing the full potential of the blue economy (BE) and developing existing and emerging blue activities such as aquaculture, seaweed farming, and marine renewable energy. The NDM further notes that unleashing the potential of the BE requires an accelerated implementation of the development plans in coastal regions and calls for developing 'coastal clusters' to attract investments and generate jobs while ensuring sustainability.

3. **Morocco has a high potential for developing the BE.** Facing the Mediterranean Sea and the Atlantic Ocean, the country has rich blue assets. Coastal areas are the driver of economic growth. The coastal areas are home to 60 percent of the population, host 90 percent of industries, contribute 59 percent of GDP and provide 52 percent of jobs in the country. Tourism and fisheries are key blue sectors, contributing 7 percent and 1.5 percent of GDP, respectively. These two sectors alone provide over 1.2 million direct and indirect jobs. Other blue sectors such as maritime transportation, contributing to 1-1.5%, also play key roles in Morocco's economy.

4. **Climate resilience needs to be at the heart of the strategy to develop the BE in Morocco.** It is a climate hotspot with observed average increases of 0.2°C per decade since 1960s, exceeding the global average.<sup>1</sup> It is already facing increasingly frequent and intensifying droughts, rising temperatures, and changing rainfall patterns. The coastal ecosystems are among the most vulnerable ecosystems as described in its Nationally Determined Contributions (NDC). Sea-level rise is leading to coastal erosion, coastal flooding, and saltwater intrusion. Average annual coastal erosion rates are 0.14 centimeters on the Mediterranean coast and 0.12 centimeters on the Atlantic coast, exceeding the global average of 0.07 centimeters. Coastal erosion has negative impacts on blue sectors, such as coastal tourism, and pose critical infrastructures at risk. The estimated annual asset destruction

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<sup>1</sup> World Bank Group. 2022. Morocco Country Climate and Development Report. CCDR Series;. World Bank, Washington, DC. © World Bank Group. <https://openknowledge.worldbank.org/handle/10986/38240> License: CC BY-NC-ND



cost from coastal erosion amounts to 0.4% of GDP.<sup>2</sup> Ocean acidification, warming and change in circulation affect the distribution patterns of marine species, including commercially important species. Marine heat wave events, especially in the Mediterranean Sea, are increasing and intensifying. Low-income, marginalized populations, especially women and youth, are particularly vulnerable as they often rely on natural resources and lack the means to adapt to these changes.

5. **Against this backdrop, the GoM has launched a government BE program to unleash the potential of the climate-resilient BE.** The government program establishes BE as a cross-sectoral development framework for coastal and marine areas. The government program has three pillars: (a) economic growth and job creation, (b) food security, and (c) sustainability and resilience of natural resources.

6. **The World Bank supports the GoM in establishing the foundation of the government BE program through the Blue Economy Program for Results (PforR - P172926).** The PforR aims to develop Morocco's institutional frameworks, improve integrated management of natural resources, and strengthen selected sectors for a climate-resilient blue economy in targeted areas. It stimulates transformational changes for integrated governance and uses budget programming to incentivize collaborative and integrated planning across blue sectors.

## **B. Sectoral and Institutional Context**

7. **The GoM identified that fragmented planning and limited intersectoral cooperation across blue sectors were undermining the potential of the BE.** Sector-based siloed approaches had led to inefficient resource use and, in some cases, had caused user conflicts. The blue sectors had no coordinated strategy and had worked based on their respective sectoral strategies. In addition to intersectoral (horizontal) coordination, the GoM also recognized that vertical coordination between the central government and different coastal regions need to be strengthened in line with the government's strategy for decentralization.

8. **The GoM has already started developing new institutional mechanisms for the BE with the support of the World Bank (WB).** Under the PforR, the inter-ministerial commission for the BE will be established under the Office of the Chief of the Government. It will serve as the national mechanism for the blue sectors to exchange information, coordinate policies and make decisions on the development of BE in the country. The commission will also serve as a space for blue sectors to coordinate public investments and align their actions towards a common national vision. The GoM will thus be able to move away from the traditional sector-based planning and budgeting towards a more integrated and coordinated budget programming. As a first step to coordinate the BE development, the inter-ministerial commission is expected to create a BE strategy. The strategy will set a common vision to guide the future course of the climate-resilient BE development in the country.

9. **As the GoM is embarking on the implementation of the BE program and is taking a new integrated approach, highly specialized technical support is paramount.** The GoM needs underpinning assessments and analyses to enrich the work of the inter-ministerial commission to develop the BE strategy. For example, the GoM will need to first review existing policies, strategies and legal frameworks related to the BE in the country. To ensure that the strategy will guide sustainable use of marine and coastal resources, the GoM will also need to prepare an updated assessment of the current status of the marine and coastal ecosystems and their vulnerability

<sup>2</sup> World Bank (2021) Disappearing coasts in the Maghreb: Coastal erosion and its costs.

<https://thedocs.worldbank.org/en/doc/8320c30ab5eee11e7ec39f7f9496b936-0280012021/original/Note-Cost-of-Coastal-Erosion-En.pdf>



to climate change. The GoM will also conduct additional analyses to examine the developmental potential of coastal regions and explore potential approaches to develop coastal clusters. These analyses will serve as analytical bases and ensure that the BE strategy is developed according to scientific evidence and international best practices.

10. **The GoM sees the opportunities for enhancing stakeholder engagement and consultation for coordinated BE development in pilot regions** (Souss Massa and Tangier-Tetouan-Al-Hoceïma). The 2011 Constitution provides the framework for decentralization and advanced regionalization. As the GoM continues with regionalization and participatory policymaking, it is vital to ensure that the BE stakeholders in coastal regions become fully aware of and understand the concept of BE and the government's strategy. To do so, the GoM not only needs to continue developing the coordination between central and regional levels in each line ministry but also needs to further strengthen the engagement of regional stakeholders to design appropriate coordination modalities by using different consultation approaches and tools. Under the PforR, the Ministry of Economy and Finance (*Ministère de l'Economie et des Finances*, MEF) will work with the regions and the Directorate of Local Governments (*Direction Générale des Collectivités Territoriales*, DGCT) of the Ministry of Interior (MI) to identify appropriate and coherent coordination mechanisms for two pilot regions' BE development. This process requires for the MEF to put additional investments in consultation processes and engage stakeholders, including non-governmental organizations (NGOs) and the private sector.

11. **The GoM is taking an innovative approach and applying insights from behavioral science and collaborative leadership skills to foster cooperation among BE stakeholders.** This approach is expected to complement institutional and strategic development to drive changes towards a more integrated management of marine and coastal resources. The MEF plans to establish a Nudge Unit<sup>3</sup> (Unit for behavioral science) to integrate behavioral science into public policy making. Once established, it is expected to be the first Nudge Unit in the Middle East and North Africa (MENA) region. To improve this process, the GoM has requested technical support based on international best practices to design a dedicated training program, develop a toolbox, and apply the tools on priority issues of the government BE program, such as the inter-ministerial commission.

12. **The blue sectors have the opportunities to enhance the integration of climate actions in the face of accelerating climate change.** The GoM recognizes that the blue sectors can further contribute to climate actions to create a climate-resilient BE. For example, key blue sector activities, such as fisheries management and coastal tourism, can contribute even more to both mitigation and adaptation to climate change if they enhance technical capacity and further mainstream climate considerations in their sectoral work. To do so, planning is a key step to ensure that downstream actions will build climate resilience.

13. **In this context, the GoM has requested the Bank to provide technical assistance to accelerate the implementation of the PforR** and thereby help build the foundation of the government BE program. The request was expressed during the negotiation of the PforR and it was reiterated during the first supervision mission of the PforR conducted in October 2022. The GoM stressed that the innovative nature of the PforR, which entails creating a new integrated and collaborative operational model across the blue sectors, led by the MEF, calls for additional capacity building and technical support.<sup>4</sup>

<sup>3</sup> MEF (2022) Blue Economy: Creation of the Nudge Unit within the Ministry of Economy and Finance. Available at : <https://www.finances.gov.ma/En/Pages/detail-actualite.aspx?fiche=6182>

<sup>4</sup> This request was reaffirmed through the letter from the GoM to the WB (No. 11896) of December 26, 2022.



14. **Therefore, this Project, funded by the PROBLUE Trust Fund, will serve as a parallel financing to the PforR and will provide technical support for the GoM.** The Project will support the GoM with technical inputs and capacity building to develop collaborative policy making practices, carry out multi-stakeholder consultations, provide analytical evidence to support strategic development, enhance the participation of stakeholders and integrate climate actions in key blue sector activities.

### **C. Higher Level Objectives to which the Project Contributes**

15. **The Project is fully in line with the strategic vision of the New Development Model (NDM).** The NDM calls for harnessing the potential of the BE and developing existing and emerging blue sectors. This Project will contribute to the implementation of NDM by providing technical assistance to the implementation of the BE PforR, which is supporting the GoM to establish the foundation of the government BE program.

16. **The Project also supports the key priorities of the World Bank Group (WBG) Country Partnership Framework (CPF) (2019–2024) for Morocco<sup>5</sup>.** The Project will especially contribute to CPF Objective 10 “Strengthen Adaptation to Climate Change and Resilience to Natural Disasters”, by supporting the GoM to conduct climate vulnerability analyses and by strengthening climate actions in the fisheries and coastal tourism sectors.

17. **By supporting climate actions of the blue sectors, the Project will contribute to the implementation of NDC,** especially to the objective to “create a forward-looking vision and an adequate governance model and support for stakeholders for an integrated management of the coastal area”. It is also in line with the Morocco Country Climate and Development Report (CCDR – P177376) and will examine coastal vulnerability and long-term coastline changes, especially coastal erosion and flooding, to better plan adaptation measures in coastal development planning. Furthermore, the Project will contribute to the **World Bank Climate Change Action Plan (2021-2025)** and the **Middle East and North Africa (MENA) Climate Roadmap (2021-2025)**.

18. **The Project will also contribute to the World Bank MENA Regional Gender Action Plan (FY18–23)** by encouraging the participation of women in the BE development process, including the strategy development and the application of the marine spatial planning (MSP) approaches. The Project will also promote digital transformation by providing technical assistance to the development of the BE data portal.

## **II. PROJECT DEVELOPMENT OBJECTIVES**

### **A. PDO**

19. **The Project Development Objective is to inform collaborative<sup>6</sup> policy development for the blue economy and integrate climate actions into coastal tourism and fisheries management in targeted areas.** The blue economy means “sustainable use of ocean resources for economic growth, improved livelihoods, and jobs

<sup>5</sup> Report No. 131039 discussed by the Executive Board of Directors on February 19, 2019

<sup>6</sup> Collaboration focuses on the implementing entities of the PforR (MEF, ANEF, ANDA, DPM, DPDP, MTEDDD, INRH, ONMT, SMIT). The strengthening of institutional frameworks for collaborative implementation is measured under the PforR with PDO Indicator 1. (Strengthened institutional frameworks to guide collaborative implementation of the BE strategy in targeted areas)



while preserving the health of ocean ecosystem.”<sup>7</sup> Targeted areas refer to the Recipient’s coastal regions and provinces as described in its Project Operations Manual (POM).

20. **This Project provides technical inputs to the PforR and thereby contributes to accelerating the implementation of the BE PforR.** Thus, the PDO of the Project and its indicators are closely aligned with the Theory of Change (Figure 1).

## **B. Project Beneficiaries**

21. **Project beneficiaries include the following:**

- (a) Government officials of the implementing entities, participating in the BE PforR: MEF, Department of Sustainable Development (*Direction du Développement Durable*, MTEDDD), National Agency of Water and Forest (*Agence Nationale des Eaux et Forêts*, ANEF), National Institute of Fisheries Research (*Institut National de Recherche Halieutique*, INRH), Department of Maritime Fisheries (*Département de la Pêche Maritime*, DPM), National Agency for Aquaculture Development (*Agence Nationale pour le Développement de l’Aquaculture*, ANDA), Department of Ports and Maritime Public Domain (*Direction des Ports et du Domaine Public Maritime*, DPDPM), Society of Tourism Engineering (*Société Marocaine d’Ingénierie Touristique*, SMIT) and Morocco National Tourism Office (*Office National Marocain Du Tourisme*, ONMT).
- (b) Regional public institutions, private companies, research institutions, universities and NGOs in two pilot regions.
- (c) Stakeholders that will participate in the consultations at the national level as well as in two pilot regions (Souss Massa and Tangier-Tetouan-Al-Hoceima).
- (d) General public that become aware of the government’s BE program and the BE strategy for the targeted areas through the communication activities.
- (e) Staff of coastal tourism Regional Development Corporation (*Société de Développement Régional, SDR*)<sup>8</sup> in the targeted areas.
- (f) Local stakeholders, including fisheries associations and the private sector, that will participate in the process to apply MSP approaches to establish MPAs for fisheries management

## **C. PDO-Level Results Indicators**

22. **The progress towards the PDO will be measured based on the PDO-level results indicators** (Table 1). The Project Implementation Unit (PIU) will be responsible for collecting data and supporting evidence to monitor the progress towards the PDO. The details including methodology and frequency of monitoring are found in the Results Framework (Section VII). The monitoring data that will be collected during the implementation will be used to refine project activities and to inform activities under the BE PforR.

<sup>7</sup> World Bank. 2017. *What Is the Blue Economy?* <https://www.worldbank.org/en/news/infographic/2017/06/06/blue-economy>.

<sup>8</sup> SDRs are SMIT’s regional execution mechanisms. Which support regionalization. Under the PforR, SMIT is creating four SDRs: (a) a SDR for “Aghroud Aménagement” for the tourism side development in Aghroud (DLR 4.1); and (b) three SDRs to support coastal tourism MSMEs incubator programs in the targeted areas (DLR 6.1). For further details, see the Project Appraisal Document of the PforR.



**Table 1: PDO-Level Results Indicators**

Indicator	Baseline	Target
National policy reforms in fisheries & aquaculture and coastal tourism informed (PROBLUE inter-mediate Outcome Indicator 2.25 and 2.29)	0	2
A climate action plan for the Aghroud tourism area, in line with NDC, approved (Text)	No action plan	Final action plan approved
MPA management plans integrate climate actions in alignment with NDC	0	2

### III. PROJECT DESCRIPTION

#### A. Project Components

##### **Component 1: Develop collaborative governance<sup>9</sup> for the blue economy (approx. US\$ 3,215,000)**

23. **The objective of this component is to enable the GoM to establish an analytical foundation for BE policy development and create an enabling condition for collaborative governance.** Enhancing coordination and collaboration among BE stakeholders is necessary for managing marine and coastal natural resources in a sustainable manner, in line with the Paris Agreement and Morocco's NDC, and reducing carbon footprint of the growing BE sectors. The component has three sub-components: (a) Sub-component 1.1 Accelerate institutional and policy development; (b) Sub-component 1.2 Apply behavioral science and collaborative leadership; and (c) Sub-component 1.3 Deepen the analysis of long-term coastline changes. All the activities will be conducted in the targeted areas.

24. **Linkage with the PforR: This component will contribute to PforR Result Area (RA) 1: Strengthen integrated institutional frameworks for blue economy development.** Both sub-components 1.1 and 1.2 will support Sub-RA 1.1 and Sub-RA 1.2 by enabling institutional and strategic development at the national and regional levels. Subcomponent 1.2 will mainly contribute to Sub-RA 1.2 activity (a) conducting trainings for government officials to promote the uptake of the BE through collaborative leadership approach. Sub-component 1.3 contributes to Sub-RA 1.3, particularly to activity (a)(iii) monitoring programs by the DPDPM on shoreline changes with the support of the Royal Center for Remote Sensing (*Centre Royal de Télédétection Spatiale*) using high resolution satellite images.

<sup>9</sup> In this Project, collaborative governance refers to collaboration among the implementing entities of the PforR, two pilot regions as well as other BE stakeholders including the civil society and the private sector, to produce joint results for the development of the BE.





*Sub-component 1.1: Accelerate institutional and policy development*

25. **This sub-component aims at providing technical assistance for the GoM to carry out analytical work for the BE strategy development and enhance stakeholder participation for transparent and inclusive BE development in targeted areas.** The Project will enable the participation of a range of stakeholders, including women and the youth in the BE development. The MEF will implement the activities with the technical inputs from the Technical Committee of the PforR. For the activities to improve coordination in the two pilot regions, the MEF will work closely with DGCT.

26. This sub-component will finance the following activities: (a) enriching the work of the inter-ministerial commission during the initial phase, such as by bringing in experts from different disciplines, such as to incentivize inter-sectoral budgeting; (b) carrying out analyses to support the development and the implementation of the BE strategy; (c) developing capacity for the Strategic Environmental and Social Impact Assessment (SESA) for the BE strategy; (d) strengthening public consultations and enhancing contents for targeted communication campaigns on the BE strategy; (e) providing technical improvements for the development of a BE data portal by bringing in international best practices and enabling multi-sectoral data integration; (f) enhancing the Grievance Redress Mechanism (GRM) for this Project for coordinated reporting by the blue sectors; (g) enhancing consultation approaches, including through organizing business and science forums, to identify appropriate regional coordination mechanisms and potential BE investments in the two pilot regions; and (h) supporting the analyses of existing regional planning documents to identify BE development opportunities in the pilot regions.

27. The analyses and assessments to support the BE strategy under activity (b) will include the following: (i) preparing an updated mapping of marine and coastal ecosystems and their climate vulnerabilities, including social vulnerabilities; (ii) conducting a policy and legal analysis of the blue sectors to identify gaps, overlaps and opportunities for better coordination; (iii) analyzing the potential of coastal regions to identify approaches to sustainably develop coastal clusters; (iv) establishing a monitoring and evaluation framework of the BE strategy; and (v) designing the future phases of the government BE program based on the draft BE strategy. These analyses will build on the recommendations from the existing analytical work, including those prepared under the programmatic Advisory Services and Analytics (ASA) for North Africa Blue Economy and Coastal Management (MENA BLUE - P170596) and the CCDR for Morocco. The analyses will be used to develop a climate-resilient BE strategy for the targeted areas as well as for other future BE planning purposes.

*Sub-component 1.2: Apply behavioral science and collaborative leadership*

28. **This sub-component aims at fostering vertical and horizontal coordination and enhancing the capacity and awareness of the BE among stakeholders.** The Project will enable the GoM to enhance the quality of training by bringing in experts who will share international best practices on behavioral science and collaborative leadership. By applying behavioral science and collaborative leadership, the Project aims to improve coordination among stakeholders and foster integrated management of marine and coastal ecosystems to build climate resilience. The MEF will implement all the activities under the sub-component with the technical support of the Mohammed VI University of Health Sciences. Government officials in the departments and agencies participating as implementing entities of the PforR will benefit from the training under the framework of the PforR.<sup>10</sup>

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<sup>10</sup> The results of the training program will be measured with intermediate indicator 2 of the PforR (Government officials at the national and regional levels certified in capacity building to promote the BE in alignment with NDC).





29. The sub-component will finance the following activity: (a) enhancing the existing programs on behavioral science and collaborative leadership for a climate-resilient BE; (b) piloting the modernized components of the executive program; (c) developing the capacity of local universities in the BE, behavioral science and leadership; (d) developing a strategy and toolkit to apply behavioral science and collaborative leadership for the BE; (e) applying the toolkit for priority issues of the government BE program including, (i) collaboration in the inter-ministerial commission, (ii) cross-sectoral budget programming and (iii) BE strategy development; and (f) knowledge sharing with selected universities and institutions through seminars, workshops and study tours.

*Sub-component 1.3: Deepen the analysis of long-term coastline changes*

30. **This sub-component aims at improving the technical analyses on the long-term shoreline changes** under the existing monitoring program by DPDPM. The MEF will implement this sub-component in close technical cooperation with DPDPM. The Project will finance the following activities: (a) analyzing internationally available evaluation methods and their suitability to Morocco's environmental context; and (b) developing a methodological guide to assess coastline changes. The guide will outline steps to analyze satellite images and assess long-term change and coastal erosion and submersion trends. The analyses will help monitor the impact of climate change and inform future development plans in the coastal areas. These long-term analyses are necessary as the country faces intensifying climate change effects.

**Component 2: Strengthen resilience and integrated planning (approx. US\$ 1,060,000)**

31. **This component aims at applying integrated spatial planning tools and enhancing climate action by the blue sectors.** The Project will focus on two key blue sectors: coastal tourism, and fishery. The component has two sub-components: (a) sub-component 2.1: Strengthen climate action with coastal tourism, and (b) sub-component 2.2: Support climate-informed spatial planning for fisheries management. The activities under the component will contribute to the implementation of NDC.

32. *Linkage with the PforR:* **This component provides technical assistance to PforR RA2:** Improve integrated management of natural resources and strengthen selected sectors. Sub-component 2.1 will contribute to Sub-RA 2.1, especially to the following activities led by the SMIT: (a) supporting sustainable tourism planning and provision of utilities to 594 ha of area, owned by the SMIT, in Aghroud while keeping 63 percent of the area for green, open space, utilities, and access roads; and (b) implementing an incubator program to support 713 tourism MSMEs through training, financial support, TA, and digitalization. Sub-component 2.2 will enable technical improvements and integration of climate action under activity (d) of Sub-RA 2.2 developing and implementing sustainable fish stock management plans through community participation by establishing three MPAs for fisheries management in Agadir, Larache, and Cape Three Forks (*Cap des Trois Fourches*).

*Sub-component 2.1: Strengthen climate actions by coastal tourism*

33. **The objective of this sub-component is to enhance climate actions in coastal tourism activities** to stimulate the transition towards a more sustainable and resilient coastal tourism development. The Project will enable the GoM to enhance the capacity and prepare planning tools for climate actions by financing the following activities: (a) preparing a climate action plan for the development of the coastal tourism area in Aghroud; and (b) developing the capacity of coastal tourism SDRs in applying sustainability standards and certificates. The MEF will implement the activities in close technical cooperation with the SMIT.



34. Under activity (a), the Project will support the development of a climate action plan for the Aghroud tourism area to provide an operational guide for sustainable tourism development. The action plan will include climate mitigation and adaptation measures such as actions to improve energy efficiency, in line with the NDC. The action plan will also include other measures such as water conservation measures, wastewater reuse, provision of climate-smart utilities, and awareness raising activities for operators and visitors. This climate action plan will improve sustainable tourism planning, and help the government develop a more sustainable tourism model in line with the GoM's tourism development strategy.

35. In addition, the Project will further support the sustainable development of coastal tourism by conducting training and developing the capacity of the SDRs (Activity (b)). This training will help coastal tourism SDRs in applying standards and certification schemes to ensure sustainability. These standards will include sustainability design and planning standards, such as green building certificates, to be applied before civil works. The training will also be conducted for SDRs to set up quality and sustainability standards for coastal tourism products offered by Micro, Small, and Medium Enterprises (MSMEs). These standards will consider social and environmental aspects, such as aspects related to the prevention of gender-based violence and sexual exploitation in coastal tourism.

*Sub-component 2.2 Support climate-informed spatial planning for fisheries management*

36. **The sub-component aims to enhance planning process for fisheries management** by (a) supporting the application of marine spatial planning approaches for the identification of appropriate locations for marine protected areas (MPAs) in Larache and Cape Three Forks; and (b) integrating climate actions in MPA management plans for the MPAs in Agadir and Larache. The MEF will implement the activities with close technical cooperation with DPM.

37. For activity (a), the Project will build on the analytical work under the Programmatic ASA MENA BLUE. Through the technical assistance, funded by the Korea Green Growth Trust Fund, the Bank supported the DPM in developing the capacity to apply MSP approaches for MPA planning through the participatory mapping of multi-sectoral spatial use and multi-criteria analyses to highlight conflicts or compatibilities with other activities. This process was informed by the opinions from vulnerable stakeholders, such as local fishers. Based on the experience in Agadir, the ASA has supported the GoM to produce a "Methodological Guide for the development and future application of the MSP approach to the selection of new MPAs in the country". This Project will use the methodological guide and conduct multi-sectoral and multistakeholder planning process to support the planning for MPAs in Larache and Cape Three Forks.

38. Under activity (b), the Project will provide technical support for the GoM to integrate climate actions in the MPA management plans. These management plans will serve to augment the benefits of MPAs for climate change mitigation and adaptation. Climate-smart management plans will describe the climate vulnerability context, set management objectives and strategies to support climate mitigation and adaptation, and have operational monitoring indicators and targets. For example, management objectives for mitigation could include conservation of blue carbon ecosystems while adaptation actions could include enhancing ecological connectivity and building resilience of local communities.



### **Component 3: Project management (approx. US\$ 725,000)**

39. **This component is dedicated to project management** and enables the implementation of activities under components 1 and 2.

40. *Linkage with the PforR:* The PIU of the PforR will serve as the PIU for the Project. This arrangement will ensure that the Project activities will contribute to the implementation of the PforR.

#### *Sub-component 3.1. Project Management*

41. **The PIU will be responsible for overall project coordination, including environmental and social risk management and fiduciary management.** The Project will bring additional technical experts on board to support the implementation of the project activities (See section IV.A).

#### *Sub-component 3.2. Monitoring and Evaluation*

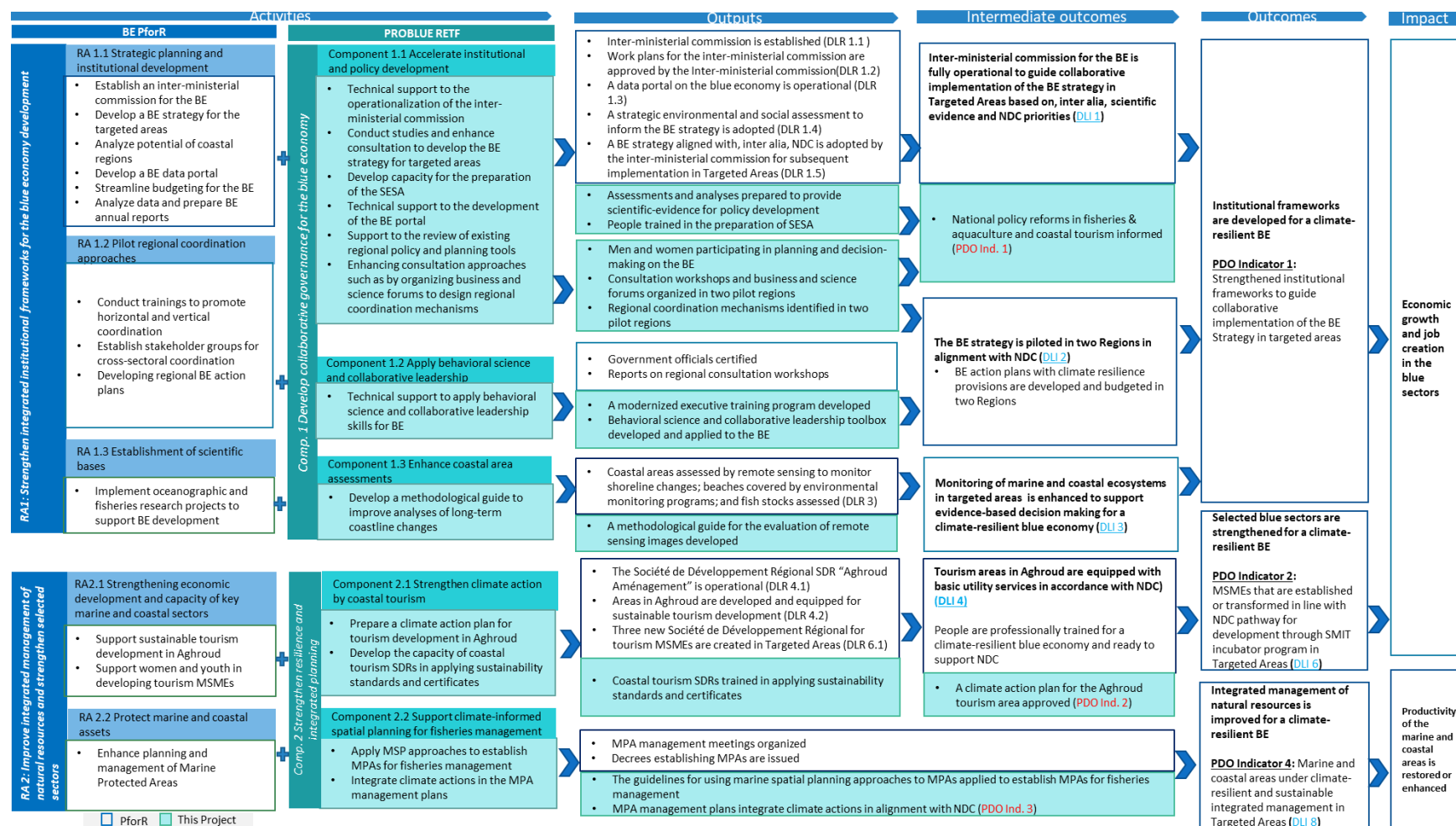
42. **The PIU will establish a Monitoring and Evaluation (M&E) mechanism for the project activities.** Throughout the project cycle, the PIU will track progress and results of the project activities, prepare regular progress reports, monitor emerging risks and issues, capture lessons learnt and plan response actions to new circumstances.

#### *Sub-component 3.3. Communication and knowledge sharing*

43. **The Project will support communication and outreach to mobilize stakeholders and raise awareness of the BE and the project activities.** The PIU will collect and share Project results and lessons learnt and will disseminate them. It will organize knowledge sharing events and webinars, inviting national and international stakeholders working on the blue economy, including the PROBLUE donor countries. These knowledge sharing events will not only enhance the visibility of the Project and the overall government BE program but also help contribute to the capacity development of the blue sectors involved in the government program.



Figure 1: Contribution of the Project to the relevant sections of the Theory of Change of the BE PforR (P172926) <sup>11</sup>



<sup>11</sup> Key assumptions for the Project's success are as follows: (a) policymakers are committed to carry out evidence-based policymaking; (b) regional stakeholders are willing to work in line with the BE strategy and pilot coastal cluster approaches; (c) tourism and fisheries sectors put a priority on sustainability actions, including climate actions; and (d) stakeholders are willing to participate in the BE development and its consultation processes



## B. Project Cost and Financing

Project Components	Project cost	Trust Funds	Counterpart Funding
Component 1 Develop collaborative governance for the blue economy	3,215,000	3,215,000	0
Component 2 Strengthen resilience and integrated planning	1,060,000	1,060,000	0
Component 3 Project management	725,000	725,000	0
<b>Total Costs</b>	<b>5,000,000</b>	<b>5,000,000</b>	<b>0</b>
Total Project Costs	5,000,000	5,000,000	
<b>Total Financing Required</b>	<b>5,000,000</b>	<b>5,000,000</b>	

## IV. IMPLEMENTATION

### A. Institutional and Implementation Arrangements

44. **The MEF through the Budget Department (*Direction du Budget*, DB) will be the implementing agency of the Project.** The MEF has a long-standing experience with the World Bank and is familiar with its instruments. The MEF has convening power to coordinate multiple sectors and it currently leads multisectoral operations such as the Morocco Public Sector Performance (ENNAJAA) Program (P169330) and the Blue Economy PforR. Previously, the MEF implemented policy reform supported by a programmatic series of Transparency and Accountability Development Policy Loans (Hakama I P130903 and Hakama II P154041).

45. **The MEF has established a Program Implementation Unit (PIU) for the BE PforR within the DB. This PIU in DB, with the support of the Department of Administrative and General Affairs (*Direction des Affaires Administratives et Générales*, DAAG) will directly implement all project activities.** The same PIU for the PforR will serve as the PIU for the Project. This arrangement ensures that this Project will closely support the implementation of the PforR. For the implementation of the Project, additional staff will be recruited in the PIU. Project staff will include the following: project manager/M&E specialist, administrative assistant, blue economy expert, environmental specialist, social and gender specialist, communication expert, and procurement and financial management specialists.

46. **The PIU will be responsible for overall project management**, including coordination, monitoring and evaluation of the project activities. The PIU will also oversee fiduciary management, environment, and social risk management. For all the activities, the MEF will maintain the fiduciary responsibility.



47. **The MEF will work in close technical partnerships with sectoral departments and higher education institutions under Sub-components 1.2, 1.3, 2.1 and 2.2.** The MEF will enter into agreements (“Cooperation Agreement”) with the Mohammed VI University of Health Sciences (sub-component 1.2), DPDPM (Sub-component 1.3), SMIT (sub-component 2.1), and DPM (sub-component 2.2) under terms and conditions satisfactory to the World Bank. These conditions shall include, inter alia: (a) the obligation of the MEF to promptly provide services and technical resources required to implement the activities; and (b) the obligation of the partners to provide technical advice for the implementation of the Project activities under their respective areas.

48. **This implementation arrangement will be a subset of the overall implementation arrangements of the PforR.** As such, this Project will benefit from the existing implementation structure, such as the Technical Committee of the BE PforR. The Technical Committee will provide guidance, especially in relation to the development of analytical evidence for the BE strategy development in targeted areas.

## **B. Results Monitoring and Evaluation**

49. **The PIU will be responsible for project monitoring, reporting and evaluation.** The PIU will have a Project manager who is familiar with M&E. The Project manager will set up a detailed implementation plan along with monitoring and evaluation process at the onset of the Project. The PIU will collect data and supporting documents to measure the progress based on the PDO-level and intermediate indicators, as presented in the Result Framework (Section VII). Project monitoring will be conducted in close coordination with technical partners, especially for Sub-components 1.2, 1.3, 2.1 and 2.2. The development of a module for coordinated GRM system will help the PIU improve monitoring and management of complaints associated with the Project.

50. **The PIU will also be responsible for regular progress reporting.** The PIU will also be responsible for regular progress reporting. The PIU will ensure that progress reports are made available in a timely manner in a format that is agreeable to the Bank, including the Project’s annual progress reports. The PIU will ensure that each annual report is furnished to the Bank not later than 45 days after the end of each calendar semester.

51. **The PIU will collect lessons learnt throughout the project lifecycle.** The PIU will apply adaptive management to adjust Project activities. The lessons learnt from the Project activities will inform the implementation throughout the project cycle. The PIU will share these lessons learnt with technical partners, as needed, in order to reflect the lessons learnt from the Project for the implementation of the PforR. In this manner, the experience of the Project is expected to benefit the implementation of the PforR.

## **C. Sustainability**

52. **The GoM’s strong commitments in the BE assures the sustainability of the Project interventions.** In the framework of the BE PforR, the GoM has already demonstrated strong ownership to the government BE program. The MEF has engaged the blue sectors and established regular communication with the focal points. Once established, the inter-ministerial commission for the BE will be the long-lasting institutional mechanism. These existing enabling conditions assure sustainability of Project results. In addition, the fact that the Project provides technical support and capacity development to the existing and budgeted government activities, supported under the PforR, warrants government ownership of the Project activities and hence long-term commitments to their results.



53. **The Project will contribute to building resilience and sustainability.** The Project activities put emphasis on the integration of climate actions and building capacity for sustainability in line with the GoM's vision to build a climate-resilient and sustainable BE. For example, assessments and analyses under the Project will guide the BE strategy development and provide recommendations to guide sustainable development. The technical support to the blue sectors also aims at enhancing the environmental and social sustainability of their existing work. For instance, the application of MSP approaches will allow the GoM to analyze existing spatial use across blue sectors and to consult with a wider range of stakeholders with a view to ensuring environmental and social sustainability of MPAs for fisheries management. The development of a climate action plan for Aghroud tourism area also aims at improving climate resilience and promote sustainable tourism development.

## V. KEY RISKS

### A. Overall Risk Rating and Explanation of Key Risks

54. **The overall Project risk is Moderate** (Table 1). The risk ratings were informed by the assessments conducted during the Project preparation. The GoM has demonstrated strong commitments to the Project and the blue sectors involved have been actively participating in the prioritization of Project activities led by the PIU. The Project will have dedicated environmental and social specialists as well as procurement and financial management specialists to mitigate potential risks identified during the preparation (See Sections VI D, E, F for further details).

**Table 1: Systematic Operations Risk-Rating Tool (SORT) ratings**

Risk Categories	Rating
Political and governance	Low
Macroeconomic	Moderate
Sector Strategies and Policies	Moderate
Technical Design of Project or Program	Moderate
Institutional Capacity for Implementation and Sustainability	Moderate
Fiduciary	Moderate
Environment and Social	Moderate
Stakeholders	Moderate
Other	Moderate
<b>Overall</b>	<b>Moderate</b>

## VI. APPRAISAL SUMMARY

### A. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No





## **B. Technical analysis**

55. **Strategic relevance.** The Project will provide technical assistance and help accelerate the implementation of the PforR. By doing so, it will contribute to the development of the BE, aligned with the vision of the NDM. The Project will particularly support the GoM in fostering collaborative governance and enhancing climate resilience of marine and coastal ecosystems. Thus, the Project is strategically aligned with Morocco's NDC and will contribute to its implementation.

56. **Technical soundness.** The Project design is adequately made to achieve the Project objective. The design follows the structure of the PforR, ensuring close linkages for the Project to provide parallel financing for technical assistance purposes. The Project activities are adequately selected to address the needs for technical assistance raised by the GoM. In addition, the Project will help enhance climate resilience of the key sectors, based on the results of the assessment conducted during the PforR, which indicated opportunities for strengthening climate actions. The Project activities are realistic and adequate as they are structured to provide technical assistance to the budgeted government activities, which are supported by the PforR.

57. **Project readiness.** The Project activities have a high level of readiness. The PIU, established in DB, is ready to implement Component 1 activities. The PIU has already started preparatory process to develop the BE strategy and the Project will contribute to the ongoing process by providing additional analytical bases. The Bank has also provided a series of capacity building sessions to the PIU on behavioral science and leadership skills and thus the readiness for sub-component 1.2 is adequate. Component 2 activities directly contribute to the ongoing and budgeted activities under the PforR. Therefore, the MEF as well as technical partners' readiness are high.

58. **Program innovation.** The Project helps the GoM apply behavioral science and collaborative leadership skills to catalyze integrated management across the blue sectors. This approach is expected to complement institutional as well as strategic development and strengthen vertical and horizontal coordination. This is an innovative endeavor, which has not been tested elsewhere. This approach to the BE aims to shift away from sector-based investments towards more coordinated and collaborative investments across the blue sectors. While the innovation is tailored to Morocco's national context, the experience could provide insights and serve as a model for future BE operations.

59. **Private sector.** The Project contributes to developing an enabling environment for the private sector engagement. For example, the climate action plan for the Aghroud tourism area, to be developed under Component 2, will provide opportunities for the business to provide climate-smart solutions, such as for improved energy and water efficiency. In two pilot regions, consultation workshops as well as science and business forums will be held to engage the private sector for the development of coastal clusters. These consultation processes are expected to provide opportunities and enabling conditions for the private sector to further engage in the BE.

60. **Gender.** The Project contributes to the empowerment of women and girls, the promotion of gender equity and the participation of women and the youth in BE development processes, in line with the vision of the NDM. The Project will address gender gaps related to the participation in decision-making and strategy development related to BE. Although progress has been made, historically, women have limited participation in the blue sector activities and consequently their participation in the decision-making related to BE has been limited. Thus, the Project will promote improved participation by enabling the GoM to enhance stakeholder consultation at the national and regional levels. The Project will also promote the participation of women in the planning of MPAs for fisheries management. The level of women's participation will be monitored through the intermediate indicator "Men and women participating in planning and decision-making on the BE, of which women" (PROBLUE Outcome Indicator 3.5).





61. **Citizen engagement.** The Project supports public participation and citizen engagement at the national and sub-national (regional) levels. At the national level, the Project will strengthen public participation and consultation for the BE strategy development. At the pilot regions, the project will enable the GoM to conduct additional regional consultations with BE stakeholders, including the civil society and the private sector.

### **C. Economic benefits and costs**

62. **The main expected economic benefit of the Project is associated with the capacity development of the coastal tourism SDRs** in applying sustainability standards and certifications. The Project will help SDRs to apply sustainability certificates so that the tourism products and tourism infrastructures are developed in a socially and environmentally sustainable manner. This will support tourism MSMEs by guaranteeing quality and improving product images and branding, and thereby help improve their economic sustainability, even after the incubator program. The incubator program, supported under the PforR, is estimated to lead to 3,000 jobs and this Project contributes to enhancing the business potentials and the sustainability of these MSMEs.

63. **The Project will also generate economic benefits through improved climate actions, and enhanced governance coordination mechanisms.** While it is not quantifiable, the Project will contribute to the conservation and management of blue assets through improved scientific knowledge, cross-sectoral coordination, and integrated planning, which mainstream climate actions. By doing so, the Project will support long-term sustainability of the BE development, underpinned by healthy marine and coastal ecosystems. The Project will also provide intangible benefits through stakeholder engagement and strengthened transparency.

64. **World Bank Group added value.** The WB possibility to bring a TA project to accompany the implementation of a PforR is the main value addition. This offers the opportunity to strengthen the existing systems: the budget planning system, the technical capacity of the institutions and environmental and social management and fiduciary systems. The proposed Program will expose a set of government departments to international best practices to encourage improvements in their respective systems.

### **D. Environmental and Social**

65. **The Project environmental and social risks are classified as Moderate.** The risk classification was conducted in an integrated manner considering the nature of the Project activities. The activities financed by the Project are mostly technical assistance and capacity building, which will support the GoM in establishing an analytical foundation and creating enabling conditions for the government BE program. The Project will not support any physical interventions or carry out any studies that will focus on the delivery of infrastructure. No activities under the Project will involve construction or other activities that will involve physical interventions to the environment. Institutional strengthening activities proposed under the project will include purchasing and/or replacement of IT software and hardware for the BE data portal.

66. **The Project will not involve any modifications or the creation of new policies or regulations.** It rather provides support to the GoM to conduct assessments and analyses and to carry out stakeholder consultations to identify potential areas for future improvements. The Project will also enhance analytical rigor for MPA planning through the application of MSP approaches. The MPAs will be established offshore with the objective of avoiding the over-exploitation of marine resources for fishing purposes. The approach will enhance multi-stakeholder consultation across blue sectors.



67. **The Project activities do not envisage any land acquisition, activities that would restrict land use, or cause impacts relating to involuntary resettlement.** In this sense, the activities supported by the Project are likely to have minimal adverse impacts, if any. Instead, the Project will contribute toward good governance and greater social accountability and would strengthen the overall business environment, especially for coastal tourism. In this regard, the component 2 activities are envisaged to have a positive social impact through enhancing gender equity and social inclusion since they are intended to improve sustainability and promote participatory planning.

## **E. Financial management**

### **Summary of the FM assessment**

68. **A Financial Management (FM) assessment of the MEF represented by its Department of Budget (DB) and Directorate of General and Administrative Affairs (DAAG), was conducted** in accordance with the World Bank Policy on the World Bank Policy on Investment Project Financing and in line with the Small Recipient-Executed Trust Fund Grants Guidance Note dated 2021.

69. **DAAG's financial management system was appraised to determine if it complies with the requirements of the World Bank in respect to OP/BP10.02.** The financial management assessment of DAAG covered accounting and financial management, as well as the reporting and auditing process of the Project. The financial management system, including necessary arrangements to respond to the needs of the financial monitoring of the Project, satisfies the minimum requirements of the World Bank. DAAG will support DB in implementing the Project as supervising recipient of the Grant following established procedures.

70. **DAAG's accounting system is compliant with the acceptable accounting rules applicable in Morocco. Its financial statements are submitted to an annual external audit.** With the support of the DAAG, DB will prepare bi-annual Interim Unaudited Financial Reports (IUFR), covering all activities and sources of Project funds and transmit them to the World Bank within 45 days after the end of each period. The external annual audit report of the Project accounts and the management letter covering recommendations to improve the internal controls and the accounting system (Financial Statements of the Project, FSP). The implementing agency audit report will be transmitted to the World Bank within nine months after the end of each exercise to ensure consistency with the timeline for the BE PforR and optimize audit resources as this Project supports the implementation of the PforR. The audit will be carried out in accordance with the World Bank guidelines by the Inspectorate General of Finance (*Inspection Générale des Finances*, IGF) acceptable auditor and according to terms of references acceptable to the World Bank. The Project's annual external audit reports will be transmitted to the World Bank as well within nine months after the end of each exercise.

71. **The overall residual FM risk for the project is rated moderate.** The risk of residual financial management at this stage is considered **moderate**, given all the measures to be taken to reduce the level of exposure, to manage and to reduce the risks and weaknesses identified (See detailed FM assessment).

72. **The World Bank will disburse the funds to the MEF. The flow of funds will be based on the World Bank's procedures and will flow from the World Bank to MEF's Designated Account to be opened through the Treasury General of the Kingdom.** The MEF will budget equivalent funds in local currency to DAAG/DB to implement Project's activities through annual budgeting. DAAG, as delegated authorizing office for the MEF, is directly responsible of the implementation of project's expenditures under the budgeting program 115: "Economic policy and public finance strategy". Notwithstanding the implementation arrangements, MEF will ensure that the World Bank's rules are complied



with, including, inter alia (a) ensuring that the advanced funds provided to DB are used for their intended purposes and the financing of eligible expenditures, or are returned to the World Bank; and (b) DB/DAAG maintain continuous and adequate record keeping and submits to the World Bank required financial reports.

### Detailed FM assessment

73. **The FM assessment was conducted** to determine whether the Project has acceptable FM arrangements in place to ensure that the project funds will be used only for intended purposes, with due attention to considerations of economy and efficiency. FM Arrangements are acceptable if they allow for accurate complete recording of all transactions and balances related to the Project, supporting the preparation of regular, timely and reliable financial statements, safeguarding the Project's assets, and are subject to auditing arrangements acceptable to the World Bank.

74. **The FM assessment covered DAAG.** DB, as supervising entity, has the relevant experience in Bank financed projects. Both directorates contributed to the preparation and implementation of Bank-funded operations, using the IPF instrument, such as the closed Trust Fund “Morocco Microfinance Development Project” (P144500), and the IPF with PBCs “Morocco COVID-19 Social Protection Emergency Response Project” (P172809). Both projects have respectively Moderately Satisfactory and Satisfactory financial management ratings. Both Directorates are also implementing entities of the BE PforR (P172926) and ENNAJAA PforR (P169330).

75. **The DB, with the support of the DAAG, will maintain appropriate Project accounts, preparing annual financial statements, and periodic financial reports by component, category, and source of funding.** DB will act as the supervision agency to coordinate the Project’s activities and will be in charge of consolidating financial management reporting and projects financial statements.

76. **The overall FM arrangements for the project will be based on the country public financial management (PFM) systems which provides the assurance that the Bank funds will be used for the intended purposes: The 2016 Public Expenditure and Financial Accountability Assessment (PEFA) and other fiduciary assessments concluded broadly that the legal and regulatory framework and institutional arrangements for public financial management are in line with international standards.** Morocco’s compliance with rules and regulations and existing accountability arrangements provides an adequate framework for the use of public funds, and PFM is considered broadly transparent. The project like the on-going Bank-financed operations in the country will make use of the Moroccan PFM systems such as the procedures for planning, budget preparation and execution including internal control, flows of funds (Treasury single account), financial reporting relying on the national integrated expenditures system (GID); and audits performed by the public institutions of controls.

77. **Risk Assessment and Mitigation. The overall residual FM risk for the project is rated moderate.** Though the FM team of the PIU at DB and DAAG are familiar with the IPF Bank procedures, as well as related FM procedures, they may face some capacity challenges in complying with the Bank requirements because of several ongoing bank-financed operations under their responsibility. The lack of dedicated FM staff at the level of DB and DAAG may be challenging, impacting the quality and timeliness in the preparation of consolidated unaudited interim financial reports (IFRs) and project annual financial statements. The following key mitigation measures will be incorporated into the design of the project FM arrangements: (i) assign to the PIU or recruit under TOR acceptable to the Bank of, an experienced FM specialist familiar with Bank FM procedures and requirements; this action will be combined with capacity strengthening activities to be carried out by Bank FM Team ; and (ii) configure the Excel Spreadsheet to allow the preparation of the Project



consolidated IFR and annual financial statements for financial reporting purposes. Table 2 below summarizes the risk assessments results, risk rating summary and mitigation measures incorporated into the design of the Project FM arrangements.

78. **Residual FM risk.** The risk of residual financial management at this stage is considered **moderate**, given all the measures to be taken to reduce the level of exposure, to manage and to reduce the risks and weaknesses identified.

**Table 2: Financial Management Risk Assessment and Mitigation**

Risk	Rating	Mitigation of risk	Risk rating after mitigation
<b>(a) Inherent risks</b>			
<b>Country level</b> The Public Expenditure and Financial Assessments (PEFA) undertaken in 2016 has highlighted several areas of strengths in PFM. However, there is a need to work on the weaknesses identified in reports.	Moderate	Beyond the control of the project. The government is committed, with the support from the WB and other donors to a reform project that includes the public investment management (PIM) and budget reform (e.g. project budgeting, etc.)	Low
<b>Project level</b> DB/DAAG are familiar with traditional IPF Bank-financed FM procedures and requirement.	Moderate	<ul style="list-style-type: none"> <li>The PIU will have a dedicated financial management specialist, that will work closely with the Director of the PIU.</li> <li>Capacity building of financial management staff of the project.</li> <li>FM section in the POM will be developed to include specific sections on the procedures to observe and prepare consolidated IFR and annual financial statements, and Excel will be used as an alternative arrangement option.</li> <li>WB team will assist the FM team of DB/DAAG to continue building capacity in the area such as financial controls and financial reporting, internal and external audit.</li> </ul>	Low
<b>Inherent risk before mitigation</b>	<b>Moderate</b>	<b>Inherent risk after mitigation</b>	<b>Low</b>
<b>(b) Control risks</b>			
<b>Budget</b> The administrative and financial management units responsible at DAAG/DB will prepare an estimate of budget needs based on project's activities. The Finance officer of DAAG with the support of DB staff will use these forecasts to prepare the six months cash forecast stated in the IFRs.  There are risks in regard to i) delays budgetary execution and control; and (ii) cost overrun or under run and reasons not detected on timely manner.	Substantial	(i) Annual work plan (AWP) and budget required each year and proclaimed. AWP reviewed and approved by the Bank to ensure appropriate allocation of funds to DB. (ii) The FM section in the POM will define the arrangements for budgeting, budgetary control and the requirements for budgeting revisions. IFR will provide information on budgetary execution and analysis of variances between actual and budget.	Moderate
<b>Accounting</b> DAAG's accounting system is compliant with the government PFM system and is acceptable to the Bank.	Moderate	(i) Accounting procedures will be documented in the POM (ii) Assignment to the project of dedicated staff or recruitment of a financial management specialist (iii) Capacity building on WB FM procedures of the staff as needed.	Low
<b>Financial Reporting</b> DB/DAAG will use GID to extract financial data. The Financial report will require the presentation of the funds by category as well. Hence, an Excel spreadsheet will be prepared where it will provide the formation needed. Reconciliation with the system will be performed to ensure accuracy.	Moderate	(i) Design the content and format of the IFR and use a Spreadsheet (EXCEL) to prepare the IFR (ii) Build capacity of the Teams in financial reporting applicable to the WB FM procedures. (iii) Recruit a financial management specialist to the PIU to consolidate data from DB/DAAG and will ensure that complementary information requested in the financial report, if not able to extract it from GID, are completed in an excel	Low



Inaccurate and delay in submission of IFR and annual financial statement due to lack of dedicated FM staff, which may affect timely reconciliation for production of final payments reports.		spreadsheet and reviewed and submit it to the PIU coordinator for approval and timely submission to the Bank. (iv) POM will include sections on the collection of information and data to prepare consolidated IFR and PFS.	
<b>Funds Flow</b> Risk of misused or inappropriate use of the project funds. Delays in payments of invoices by the PIU due to the inefficiency in prior control and approval mechanisms.	Substantial	(i) Payment requests will be paid as per the FM manual applicable to the operation including prior approval of commitments and payment request by the controller and public accountant; (ii) The Terms of Reference (ToRs) of the external auditors will include physical field visits (controls of works, goods and services acquired) and compliance with eligibility criteria; and (iii) FM staff capacity will be strengthened prior and during project implementation period.	Moderate
<b>Internal control</b> Internal control system may be weak due to weak FM capacity of the team or their availability; the lack of procedures manual and Bank FM procedures may lead to inappropriate use of the funds and delays in financial report. Unavailability of HR or financial constraints may limit the effectiveness of internal control.	Substantial	(i) POM will detail the control environment to be applied for this project. (ii) The external auditor of the project will submit a report on internal control (iii) Prepare or update the FM procedures section as part of the POM and training on the use of the manual. (iv) Update the FM section of the existing manual of procedures of each IE to reflect the Bank FM procedures and requirements. (v) Recruit a financial management specialist to support the PIU	Moderate
<b>Auditing</b> Delay in the submission of the audit report of the project because of delayed preparation and submission of Project financial statements (PFS).  Audit findings/ recommendations may not be implemented in a timely manner or effectively.	Substantial	(i) The Bank team will ensure the auditor; its term of reference is acceptable to the Bank and that the audit work is started timely to deliver the required report within the deadlines. (ii) The PIU will prepare signed PFS at least two months before launch of audit mission. (iii) The project's institutional arrangements allow for the appointment of adequate external auditors both for the PIU, and the ToRs (to be reviewed by the WB) will include activities financed by the WB.	Moderate
<b>Inherent risk before mitigation</b>	<b>Substantial</b>	<b>Inherent risk after mitigation</b>	<b>Moderate</b>

79. **Accounting:** DAAG will use the accounting principle applicable to government institutions. An acceptable system of cash accounting, including the components of the budget, is operational and complies with the rules described in the law on public accounting. Transactions, commitments and payments are recorded in the integrated financial management information system called GID (Integrated Expenditure Management), which works well.

80. **External audit:** DAAG's financial statements will be prepared in accordance with government institutions and public agencies. DB/DAAG will be responsible for preparing annual Project financial statements which will include a detailed statement of commitments and disbursement. The integrated system will be used to extract PFS for annual external audit purposes. The annual financial statements of the Project will be audited by the IGF, which is deemed acceptable by the Bank, and submitted to the Bank within nine months of the end of each exercise. The audit will be carried out in accordance with international auditing standards and will cover all aspects of the project.

81. **Internal Control:** DAAG has adequate internal control systems. Since 2009, DAAG has developed an internal control system for the expenditure chain RIMAD (Risk Management of Expenditure). The system put in place is based on the COSO reference system. Additional internal control procedures will be specified in the financial management section of the POM to bridge any gaps and to promote outcome/output focused accountability. Additional capacity development will be provided by Bank team to DAAG to process periodic review/update of its internal control procedures.

82. **Internal audit:** The DAAG has an operational internal audit department since 2001 in charge of internal control



assessments and risk management. The internal audit department will ensure that appropriate internal control and audit procedures are in place for the Project and acceptable to the Bank.

83. **Disbursement and Flow of Funds:** A Designated Account (DA) at the TGR will be opened and managed by DB. The DA disbursement method will be stated in the Disbursement and Financial Information Letter (DFIL). The DFIL will define the threshold for direct payment, which will be the preferred method for all payments exceeding that threshold. Disbursement from the Bank to DA is simplified to ensure timely availability of funds and will be made based on the IFRs. Withdrawal Applications will be submitted to the Bank every three months to document funds disbursed and to request a new advance to cover an amount representing the project's good faith projection of the expenditures for the following six months, up to the project's closing date. The Project will finance 100 percent of eligible expenditures inclusive of taxes.

84. **Planning and budgeting:** The PIU will prepare a detailed annual work program and budgets (AWPB) based on the POM and submit it to the Bank for 'no objection' not later than November 30 of the year preceding the calendar year during which the work plan is to be implemented.

85. **Financial Reporting:** The PIU will prepare consolidated IFRs each six months and submitted to the Bank no later than 45 days after the end of each civil semester. The IFR and annual financial statements for the Project should include the following financial statements: (a) reports on the sources and uses of funds (by component, cumulative) and for the period, showing budgeted amounts versus actual expenditures, including a variance analysis, by project component; (b) forecast of sources and uses of funds (by component), (c) reconciliation of advances to the DA; (d) explanatory notes; and (e) DA activity statements (if advance is an eligible disbursement method).

## **F. Procurement**

86. **Applicable procurement rules and procedures.** Procurement will be carried out in accordance with the World Bank Procurement Regulations for IPF Borrowers for Goods, Works, Non-Consulting and Consulting Services, dated November 2020 (Procurement Regulations). The Project will be subject to the World Bank's "Guidelines on Preventing and Combating Fraud and Corruption in projects Financed by IBRD Loans and IDA Credits and Grants", October 15, 2006, revised in January 2011. The Project will use STEP to plan, record, and track procurement transactions. When the Recipient uses its own national open competitive procurement arrangements, such arrangements shall be subject to paragraph 5.4 of the Procurement Regulations. When other national procurement arrangements other than national open competitive procurement arrangements are applied by the Recipient, such arrangements shall be subject to paragraph 5.5 of the above-mentioned Procurement Regulations.

87. **Bidding procurement documents.** The MEF will use the Standard Procurement Documents (SPDs) developed by the World Bank, as is the case for other projects in the portfolio. SPDs shall be used for all contracts subject to international competitive procurement, national competitive procurement, Standard Request for Proposals (RfP) for consultants selection and the contracts specified in the procurement plan tables in STEP. For bidding processes with a national market approach, bidding and request of quotations documents will be agreed with the Bank.

88. **Project Procurement Strategy for Development (PPSD).** A simplified PPCSD and a Procurement Plan (PP) for the first 18 months of the Project have been prepared by the GoM. The PP can be updated at least every 12 months, or as required, to reflect the actual Project implementation needs. Each update shall require the Bank's approval. All procurement plans will be publicly disclosed in accordance with the Bank's disclosure policy. The expected procurement activities mentioned in the PP for the first 18 months and of a total value of \$2,9 million will consist of the following: (i)





consultant services that include assessments for strategic development and individual consultants to support the PIU, such as a procurement specialist; (ii) procurement of hard and soft IT systems; and (iii) communication materials (flyers, kakemonos, toolkit). At this stage, all contracts will be below US\$200,000, except for one contract of \$1.1 million related to non-consulting services to support the field activities in the targeted areas covered by the Project.

89. **Frequency of procurement supervision.** The Bank will perform annual procurement post review missions with a minimum sample of 20 percent of all post review contracts. Procurement will also be part of the regular supervision missions of the Bank.

90. **Risk. The procurement risk is assessed as Moderate at this stage.** The implementing agency is familiar with the Bank procedures on PforR instruments and implemented several PforRs. However, it has rather limited experience in using the Bank procurement procedures for IPFs. It has previously implemented a few IPFs, including “Morocco Microfinance Development Project” (P144500), and the IPF with performance-based conditions (PBC) “Morocco COVID-19 Social Protection Emergency Response Project” (P172809). Under the Project, there are no complex or high value contracts planned. However, there is a risk associated with slow procurement processing by the PIU since it will be implementing the Blue Economy PforR in parallel, and there is only one procurement officer that has experience in the Bank procurement procedures, in charge of all the procurement activities including STEP management. In addition, as shown by the PPSD, the preparation of TORs and technical specifications will require additional support. The risks can be addressed if the following mitigation measures are carried out: (a) incorporating a procurement section in the POM that defines roles, responsibilities, and timeframes for executing procurement activities following the Bank’s Procurement Regulations; (b) hiring a procurement specialist with knowledge of and experience in the Bank procurement procedures to support the Project and foster its successful implementation, and provide training sessions on the Bank procurement regulations; (c) hiring experts to support drafting the technical aspects of TORs when needed; and (d) planning and initiating the procurement activities as soon as possible, as allowed in Bank Procurement Regulation.

## **VII. World Bank Grievance Redress**

89. **Grievance Redress.** Communities and individuals who believe that they are adversely affected by a project supported by the World Bank may submit complaints to existing project-level grievance mechanisms or the Bank’s Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the Bank’s independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted to the AM at any time after concerns have been brought directly to the attention of Bank Management and after Management has been given an opportunity to respond. For information on how to submit complaints to the Bank’s Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the Bank’s Accountability Mechanism, please visit <https://accountability.worldbank.org>.



## VII. RESULTS FRAMEWORK AND MONITORING

### Results Framework

COUNTRY : Morocco

Accelerating Blue Economy Development in the Kingdom of Morocco

#### Project Development Objectives

To inform collaborative policy development for the blue economy and integrate climate actions into coastal tourism and fisheries management in Targeted Areas.

#### Project Development Objective Indicators

Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
<b>Name:</b> National policy reforms in fisheries & aquaculture and coastal tourism informed (PROBLUE Inter-mediate Outcome Indicator 2.25 and 2.29)		Number	0.00	2.00	Annual	Validation of: (i) recommendations related to reforms in coastal tourism, fisheries and aquaculture in the assessments and analyses prepared under the Project; and (ii) meeting minutes of the inter-ministerial commission for the BE, attesting the submission and the review	MEF (UGP)





Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
						of the recommendations in the assessments and analyses prepared under the Project.	
<b>Description:</b> The indicator measures the progress in informing policy reforms for the development of BE through the analyses prepared under the Project. This intermediate indicator corresponds to PROBLUE intermediate outcome indicators 2.25 and 2.29.							
<b>Name:</b> A climate action plan for the Aghroud tourism area, in line with NDC, approved		Text	No action plan	Final action plan approved	Annual	Verification of the action plan document finalized and approved by SMIT	MEF(PIU)
<b>Description:</b> The indicator measures the integration of climate action for the development of the Aghroud tourism area through the preparation and approval of the climate action plan.							
<b>Name:</b> MPA management plans integrate climate actions in alignment with NDC		Number	0.00	2.00	Annual	Verification of the MPA management plans and its content, showing the integration of climate mitigation and adaptation actions.	MEF(PIU)
<b>Description:</b> The indicator measures the number of MPAs management plans which integrate climate actions with the assistance of the Project							



### Intermediate Results Indicators

Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
<b>Name:</b> Men and women participating in planning and decision-making on the Blue Economy (PROBLUE Outcome Indicator 3.5)		Number	0.00	1,000.00	Annual	Verification of reports on consultation processes on the BE strategy, including the list of participants.	MEF(PIU)
Of which women		Number	0.00	400.00	Annual	Verification of reports on consultation processes on the BE strategy, including the list of participants with gender disaggregation.	MEF(PIU)
<b>Description:</b> The indicator measures the number of people participated and consulted on the development of the BE strategy in targeted areas. This indicator corresponds to PROBLUE Outcome Indicator 3.5.							
<b>Name:</b> People trained in the preparation of Strategic Environmental and Social Impact Assessments		Number	0.00	50.00	Annual	Verification of training reports, including the list of participants.	MEF (PIU)
<b>Description:</b> The indicator measures the number of people trained for the preparation of the Strategic Environmental and Social Assessments.							
<b>Name:</b> An enhanced executive training		Yes/No	N	Y	Annual	Verification of the final and approved syllabus of the	MEF(PIU)



Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
program on behavioral science and collaborative leadership for the blue economy developed						training program, which is ready for implementation.	
<b>Description:</b> The indicator assesses the progress in developing an executive training program on behavioral science and collaborative leadership for the BE. The number of government officials certified by the training program will be monitored through Intermediate Indicator 2 of the BE PforR.							
<b>Name:</b> Behavioral science and collaborative leadership toolbox developed under the Project applied to BE priorities		Number	0.00	3.00	Annual	Verification of technical reports which demonstrate application of the toolbox on priority BE issues and prepare reports.	MEF(PIU)
<b>Description:</b> This indicator measures the numbers of BE priority issues to which behavioral analyses and other relevant analytical tools are applied to foster vertical and horizontal coordination.							
<b>Name:</b> Consultation meetings and workshops including business and science forums conducted in two pilot regions		Number	0.00	6.00	Annual	Verification of reports of workshops and forums	MEF(PIU)
<b>Description:</b> The indicator measures the progress in stakeholder consultations in two pilot regions to identify appropriate coordination mechanisms and to consult on the preparation of the respective regional BE action plans.							



Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
<b>Name:</b> Regional coordination mechanisms for the BE are designed for future development of coastal clusters in two pilot Regions		Number	0.00	2.00	Annual	Verification of minutes of consultation meetings or any other official documents demonstrating the designs and structure of regional coordination mechanisms for the respective regions.	MEF(PIU)
<b>Description:</b> The indicator measures the progress in identifying and designing appropriate coordination mechanisms for the BE stakeholders in the respective two pilot regions.							
<b>Name:</b> A methodological guide for the evaluation of shoreline change using remote sensing images developed		Yes/No	N	Y	Annual	Verification of the methodological guide approved by DPDPM	MEF(PIU)
<b>Description:</b> The indicator measures the progress in developing methodological guide for the evaluation of shoreline changes with remote sensing images.							
<b>Name:</b> The guidelines for using marine spatial planning approaches to marine protected areas (MPAs) applied to establish MPAs		Number	0.00	2.00	Annual	Verification of technical reports and records of consultation workshops with the stakeholders.	MEF(PIU)
<b>Description:</b> The indicator measures the progress in applying marine spatial approaches to identify suitable locations of MPAs in consideration of existing spatial use and							



Indicator Name	Corporate	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
in consultation with stakeholders.							
<b>Name:</b> Coastal tourism SDRs trained in the application of sustainability standards		Number	0.00	30.00	Annual	Verification of training reports. The training report should cover the content of the training and the list of participants.	MEF(PIU)
Description: The indicator measures the number of coastal tourism SDR staff and other relevant stakeholders trained in the application of sustainability standards.							



## Target Values

### Project Development Objective Indicators

Indicator Name	Baseline	End Target
National policy reforms in fisheries & aquaculture and coastal tourism informed (PROBLUE Inter-mediate Outcome Indicator 2.25 and 2.29)	0.00	2.00
A climate action plan for the Aghroud tourism area, in line with NDC, approved	No action plan	Final action plan approved
MPA management plans integrate climate actions in alignment with NDC	0.00	2.00

### Intermediate Results Indicators

Indicator Name	Baseline	End Target
Men and women participating in planning and decision-making on the Blue Economy (PROBLUE Outcome Indicator 3.5)	0.00	1,000.00
Of which women	0.00	400.00
People trained in the preparation of Strategic Environmental and Social Impact Assessments	0.00	50.00
An enhanced executive training program on behavioral science and collaborative leadership for the blue economy developed	N	Yes
Behavioral science and collaborative leadership toolbox developed under the Project applied to BE priorities	0.00	3.00
Consultation meetings and workshops including business and science forums conducted in two pilot regions	0.00	6.00
Regional coordination mechanisms for the BE are designed for future development of coastal clusters in two pilot Regions	0.00	2.00
A methodological guide for the evaluation of shoreline change using remote sensing images developed	N	Yes
The guidelines for using marine spatial planning approaches to marine protected	0.00	2.00



Indicator Name	Baseline	End Target
areas (MPAs) applied to establish MPAs		
Coastal tourism SDRs trained in the application of sustainability standards	0.00	30.00