



# Program Information Documents (PID)

Appraisal Stage | Date Prepared/Updated: 20-Apr-2023 | Report No: PIDA275723

**BASIC INFORMATION****A. Basic Program Data**

Country Morocco	Project ID P178763	Program Name Morocco Climate Operation / Support to NDC	Parent Project ID (if any)
Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 19-Apr-2023	Estimated Board Date 08-Jun-2023	Practice Area (Lead) Environment, Natural Resources & the Blue Economy
Financing Instrument Program-for-Results Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Caisse Nationale de Sécurité Sociale, Ministère de la Transition Énergétique et du Développement Durable (MTEDD), Agence Nationale des Eaux et Forêts (ANEF), Ministère de l'Agriculture, de la Pêche Maritime, du Développement Rural et des Eaux et Forêts, Direction Générale de la Météorologie (DGM), Ministère de l'Équipement et de l'Eau (MEE), Agence Nationale de Développement des Zones Oasiennes et Arganier (ANDZOA)	

**Proposed Program Development Objective(s)**

The Objective of the operation is to strengthen the institutional capacity to implement the NDC and enhance climate resilience of targeted vulnerable groups and ecosystems in the Program area.

**COST & FINANCING****SUMMARY (USD Millions)**

<b>Government program Cost</b>	750.00
<b>Total Operation Cost</b>	300.00
Total Program Cost	300.00
<b>Total Financing</b>	300.00
<b>Financing Gap</b>	0.00

**FINANCING (USD Millions)**

<b>Total World Bank Group Financing</b>	300.00
World Bank Lending	300.00

#### Decision

The review did authorize the team to appraise and negotiate

## B. Introduction and Context

### Country Context

**1. Morocco's development priority is to accelerate inclusive private sector-led growth and job creation, and human development.** Gross Domestic Product (GDP) per capita grew by 3 percent in 2000-2019, at par with lower middle-income countries (3.2 percent) but slower than upper middle-income countries (4.9 percent). Moreover, growth was mostly driven by capital accumulation and a state-led infrastructure building program. More recently growth was negatively impacted by pandemic and climate shocks (COVID-19 and drought). The Kingdom's New Development Model adopted in 2021 aims to double per capita income by 2035 by improving private sector-led growth and improve economic opportunities for women, youth, and more lagging territories. To this end, authorities are implementing ambitious reforms for renewing the social contract including universalizing health insurance, widening the coverage of cash transfers in a targeted manner, improving learning outcomes among children. They have also initiated reforms aimed at improving fiscal space and stimulating private sector investments, including gradually implementing the framework tax law, and operationalizing the State-Owned Enterprises (SOE) ownership entity aimed at improving the performance of strategic commercial SOEs as well as the Mohamed VI Strategic Fund.

**2. The Kingdom recognizes that climate change is a major threat for Morocco's development.**<sup>1</sup> Morocco is classified as one of the world's climate hotspots.<sup>2</sup> Average temperatures have increased by almost 1.36°C between the 1970s and the 2010s (0.34°C per decade), and nine of the ten warmest years recorded in the country's history have taken place in the 21st Century. Moreover, precipitation patterns have followed an overall downward trend with more erratic patterns (more frequent and intense droughts as well as severe rain events). Over the past 60 years, the overall water inflows have been reduced by about 30 percent, exacerbating the problem of water scarcity and placing Morocco in a situation of structural water stress.<sup>3</sup> Rainfall shocks have become a major source of macroeconomic volatility<sup>4</sup>: through backward and forward transmission channels, adverse impacts of droughts on the agriculture sector have knock-on effects on the rest of the economy. Floods also represent a threat to development. Floods are the most frequent weather-related natural hazards in Morocco, causing average direct losses estimated at US\$450 million per year, with a disproportionate impact on vulnerable households.<sup>5</sup> Climate change and the trend towards reduced rainfalls and prolonged heat periods

<sup>1</sup> World Bank, 2022. Morocco Climate and Development Report. Washington, DC.

<sup>2</sup> IPCC. 2022. Climate Change: Impacts, Adaptation and Vulnerability

<sup>3</sup> With about 620 m<sup>3</sup> of available renewable water per person per year, Morocco is considered a situation of structural water stress (below 1,000 m<sup>3</sup>), fast approaching the absolute water scarcity threshold of 500 m<sup>3</sup> per person per year.

<sup>4</sup> On average, rainfall shocks explain close to 37 percent of the variance of Morocco's output over the medium-term

<sup>5</sup> World Bank, 2013. Building Morocco's Resilience: Inputs for an Integrated Risk Management Strategy. Washington, DC.



represent a major threat on vulnerable ecosystems, with an exacerbation of phenomena such as soil erosion, high temperatures, land degradation and wildfires.

**3. Vulnerable groups are disproportionately impacted by climate change.** Low-income, marginalized populations – particularly women, youth, rural populations – tend to be disproportionately exposed to climate-induced shocks, notably droughts and floods, but also to climate stressors (such as water scarcity and sea-level rise). They are also the ones that face the most challenges to recover from shocks and lack the resources to adapt. In rural areas, a large share of rural workforce<sup>6</sup> depends on rainfed agriculture (*bour*) that remains highly vulnerable to both droughts and water scarcity.<sup>7</sup> Looking ahead, climate-induced changes (25 percent reduction in water availability and the drop in crop yields due to climate change) could reduce agricultural GDP by about 9.3 percent<sup>8</sup> and jeopardize the livelihoods of rural households. In urban areas, disadvantaged neighborhoods are also usually more prone to floods<sup>9</sup> and at risk of sea level rise. Low-income populations also tend to bear the highest losses from extreme weather events (floods and heatwaves) with direct or indirect adverse health impacts. Such trend could also exacerbate climate-induced migration from rural areas: adverse conditions in rural areas could spur migration to urban areas of up to 1.9 million Moroccans (about 5.4 percent of the total population) by 2050.<sup>10</sup> The 2022 Morocco Country Climate and Development Report (CCDR) also highlights that, while climate change and shocks are gender-neutral, their impacts are not: women suffer greater exposure and vulnerability, with a more limited level of preparedness and coping capacity compared to men in the face of disaster.<sup>11</sup> These limitations are due to, among other factors, Moroccan women's limited access to information such as early warning systems or post-disaster recovery interventions.

### Sectoral and Institutional Context

**4. Morocco has set high ambition for climate action, including through its 2021 revised National Determined Contribution (NDC).** Morocco has taken some decisive steps to combat climate change over the past 15 years. In the late 2000s, it notably launched two emblematic programs to tackle climate challenges at the sectoral level: the *Plan Maroc Vert* (PMV) designed to support climate-smart agriculture, and the Moroccan Solar plan (then transformed into the National Energy Strategy) to deploy renewable energy. In 2019, the GoM launched the [2030 National Climate Plan](#) (2030-NCP). Ahead of 2021 COP-26, Morocco put forward a revised NDC with a higher level of ambition on both adaptation and mitigation fronts. The revised NDC deepens and expands the Kingdom's ambitions in terms of adaptation: it notably includes new areas: meteorology, sensitive environments (coastline, mountains, and oases), habitat/land-use planning, and health. On the mitigation front, the revised NDC set an ambitious target in terms of decarbonization, with a target of 45.5 percent reduction of its GHG emissions by 2030 compared to a business-as-usual scenario.<sup>12</sup> Despite being a small emitter (0.2 of

<sup>6</sup> The agricultural sector employs nearly 30 percent of the national workforce, and more than 80 percent of the rural population.

<sup>7</sup> Rainfed agriculture, representing 80 percent of agricultural lands (*bour*), is highly and increasingly vulnerable to droughts. Cereals, and in particular wheat, the most important rainfed crop (both in terms of value and of relevance for food security), are particularly exposed to rainfalls shocks with large swing in production caused by rainfalls patterns.

<sup>8</sup> World Bank, 2020. Water Scarcity in Morocco: Analysis of Key Water Challenges. Washington, DC.

<sup>9</sup> The hazard and vulnerability maps developed for various cities in Morocco suggest that the riskier areas tend to be concentrated in poorer neighborhoods, often in areas that are poorly connected to transportation networks and less likely to be in proximity of health centers and fire stations

<sup>10</sup> World Bank, 2021a. Groundswell Part 2: Acting on Internal Climate Migration. Washington, DC: World Bank.

<sup>11</sup> In the rural areas, it is estimated 57 percent of the women participates in agricultural work. Yet, their contribution often remain unpaid or underpaid, and they have limited access to land, finance and technical advice. This increases their vulnerability to shocks.

<sup>12</sup> Under the revised NDC, 18.3 percent of this target is unconditional, and the remaining 27.2 percent are conditional to international assistance. According to the Climate Action Tracker, Morocco's climate targets and policies are "Almost sufficient" and the targets set under its unconditional commitment meet its fair-share contribution to the Paris Agreement: this indicates that Morocco's climate



global GHG emissions), the CCDR report shows that the decarbonization agenda could bring Morocco multiple benefits, with positive spillovers and multiplier effects on GDP and jobs.<sup>13</sup> The decarbonization agenda is also expected to be largely shouldered by the private sector.

**5. Adaptation to climate change represents the core priority for the Kingdom.** The revised NDC recognizes the adaptation agenda as a high priority for the Kingdom, with more than half of the financing needs to be targeted to this agenda.<sup>14</sup> The Morocco CCDR shows that water scarcity could impact almost every aspect of Morocco's future socioeconomic development, with the most devastating impact in rural areas, jeopardizing the livelihoods of millions of rural households and deteriorating vital ecosystems (such as forests and oases). As such, the CCDR highlights the urgency for Morocco to strengthen its resilience to climate change and recommends that high priority be given to enhancing rural resilience in the 2023-2030 period.<sup>15</sup>

**6. The level of complexity posed by climate change calls for a “whole of economy” approach.** While the sector-specific approach to climate change has certainly yielded an impact over the past 15 years (e.g. in agriculture and energy sectors), it will not be enough to put forward a comprehensive and forceful response to climate challenges in Morocco. The recent institutional assessment on climate change<sup>16</sup> reveals that a large majority of the ministries at the central level are involved in climate action one way or another, but coordination is limited.<sup>17</sup> The Government of Morocco has identified the siloed sector-based approach to climate change and the fragmented policies as key undermining factors for a strong and ambitious climate action. In line with the recommendations of the CCDR, the GoM has committed to more policy integration and coordination to tackle climate change, through a “whole-of-government” approach<sup>18</sup> spearheaded by Ministry of Economy and Finance (MEF).<sup>19</sup> The new Commission on Climate Change and Biodiversity created in 2020<sup>20</sup> to foster consultation and coordination among governmental entities, is also well positioned to strengthen climate action coherence but needs to be strengthened.

**7. Financing for climate action remains insufficient and by large is focused on mitigation measures.** The total cost of the revised NDC amounts to a total of US\$78.8 billion for the 2020-2030 period, i.e. an average

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policies and commitments are almost consistent with the Paris Agreement's 1.5°Celsius temperature limit and could reach consistency with moderate improvements.

<sup>13</sup> By decarbonizing its economy, Morocco can reduce its dependency to fossil fuel imports, improve the competitiveness of its industrial products in the European Union market, position itself a hub for green investment and export and increase its attractiveness for foreign direct investment (FDI).

<sup>14</sup> The total costs associated to mitigation commitments amount to \$38.8 billion (out of which \$21.5 billion under conditional commitment) while the costs associated to adaptation actions amount to \$40 billion.

<sup>15</sup> The CCDR estimates that about \$23 billion would be needed to kick start the transition to a resilient and low carbon path between now and 2030, with two thirds of that devoted to address urgent adaptation needs.

<sup>16</sup> A rapid Climate Change Institutional Assessment (CCIA) was conducted as part of the preparation of the CCDR.

<sup>17</sup> The Ministry of Energy Transition and Sustainable Development (MTEDD), through its Department of Climate Change is responsible for coordinating climate issues but faces some limitations in doing so.

<sup>18</sup> Adopt of “whole of economy” approach” is one of the five principles prioritized in the CCDR to inform and support the Moroccan authorities in their policy-making processes to put the Kingdom on a low-carbon and resilient development path, while synergistically pursuing development objectives.

<sup>19</sup> The Kingdom has recently joined the Coalition of Finance Ministers for Climate Change and has committed to the “[Helsinki Principles](#)”: using fiscal planning, budgeting, public investment management and procurement practices as instruments to accelerate the transition towards a low-carbon and climate resilient economy.

<sup>20</sup> Décret n° 2-19-721 du 3 ramadan 1441 (27 avril 2020).



amount of about US\$7.2 billion per year.<sup>21</sup> A recent evaluation<sup>22</sup> estimated that Morocco invested an average of US\$1.5 billion per year on climate action during the 2011-18 period (i.e. about 1.3 percent of GDP), largely focused on mitigation measures (energy and transport).<sup>23</sup> While there has been an upward trend during this period, total climate financing falls short in terms of the ambitions described in the NDC: it represents less than one fifth of the annual financial needs estimated. The financing for adaptation in particular is falling behind, despite the massive needs as re-emphasized in the revised NDC.

### PforR Program Scope

**8. The Government program consists of a subset of the activities to support the 2021 NDC implementation, with a focus on its Adaptation chapter.** While the NDC provides the overall framework for this operation, a filtering exercise was jointly carried out with the Government to carve out a subset of activities to form the Government Program. The criteria used for this prioritization exercise were the following ones: (i) activities prioritized under the CCDR, (ii) activities that would support processes, tools and systems that would leverage climate action, (iii) activities that require an integrated approach, with multiple stakeholders (central and local) and strong coordination mechanisms to maximize impacts on the ground, (iii) activities that would deliver benefits on both adaptation and mitigation, and (iv) activities that would create green jobs opportunities (particularly for women and youth). The filtering exercise also took into account all the activities/programs covered by ongoing or planned World Bank operations<sup>24</sup>, as well as complementarities with programs from other partners. The prioritization exercise defined the new boundaries of the government program, articulated around the following three pillars: (i) Accelerate climate action through enhanced coordination and dedicated tools, (ii) Preserve ecosystems vulnerable to climate change, through a territorial and integrated approach and (iii) Protect groups vulnerable to climate change.

**9. The PforR's scope and boundaries are defined to encompass specific elements under the government program that are considered a priority for the next 5 years (2023-2027).** As an overarching objective, the Program aims at laying the foundations to catalyze climate action, through enhanced institutional coordination and dedicated mechanisms and tools. In addition, the boundaries of the PforR also take the following parameters into account: (i) the Program will pilot a territorial approach to climate resilience, by focusing on critical ecosystems (Oases and Forests) (ii) the Program activities are prioritized in the revised NDC and registered in the 2023 Finance Law (and associated multi-year performance programs); (iii) the Program implementation period is 2023 to 2027; and (iv) the Program excludes activities which are highly complex and have a large social and environmental footprint.

**10. As such, the proposed PforR is organized around two Results Areas.** Overall, the PforR will aim at tackling coordination failures in climate action by strengthening the institutional framework on climate change, including through the reinforcement of the National Commission on Climate Change and Biodiversity (and associated committees) as well as the operationalization of the new Climate Unit at the Ministry of Economy and Finance

<sup>21</sup> The total costs associated to mitigation commitments amount to US\$38.8 billion (out of which US\$21.5 billion under conditional commitment) while the costs associated to adaptation actions amount to \$US40 billion.

<sup>22</sup> Source: "Panorama of the Financing of Climate Action in Morocco 2011-2018", carried out by the *Caisse de Dépôt et de Gestion* (CDG) and the Institute for Climate Economics (I4CE).

<sup>23</sup> It is worth noting that, given the absence of climate-sensitive public expenditures tagging, and the lack of a green taxonomy for the private sector, computing Morocco's total mitigation and adaptation investments is not an easy task; the reported numbers likely underestimate the overall effort.

<sup>24</sup> For instance, the filtering exercise exclude the water sector, for which a new operation is under preparation, and the DRM sector that is supported through an ongoing PforR operation.



and the establishment of cross-sectoral working groups dedicated to specific climate topics (rural resilience, climate data, green taxonomy...).

- The RA-1 will support the adoption of a “*whole of economy*” approach to climate change by greening the public finance tools and using them as a lever for public action on climate. The RA-1 will also strengthen the climate data systems to better integrate climate considerations to inform decision-making processes for public and private stakeholders and will enhance the monitoring of the progress towards the implementation of climate commitments.
- The RA-2 “*Enhance Climate Resilience for Vulnerable Groups and Ecosystems*” will target key interventions that require a coordinated approach to deliver tangible outcomes in terms of enhanced resilience to climate change/shocks: (i) first, the focus on Oases rehabilitation and Nature-based solutions will pilot a coordinated/multi-sectoral approach at the territorial level: these activities will deliver a double dividend on adaptation and mitigation fronts, as well as other environmental benefits (notably on sustainable water resource management), and (ii) second, the program will foster the collaboration between the Ministry of Agriculture, the Ministry of Economy and Finance and the CNSS to accelerate the deployment of the Social Protection system for rural populations. The climate data systems supported under RA-1 will help adjust/finetune the Social Protection system towards a more climate-adaptive one.

**11. The proposed PforR will operationalize the principles defined in the CCDR.** The CCDR puts forward five principles intended to inform and support the Moroccan authorities in their policy-making processes to put the Kingdom on a low-carbon and resilient development path, while synergistically pursuing development objectives: (i) Adopt of “whole of economy” approach, (ii) Protect the Most Vulnerable, (iii) Strengthen the System of Climate Information and Analysis, (iv) Unleash Innovation and (v) Stakeholder Engagement. Through the prioritization of the two Results Areas described above as well as the institutional arrangements put in place for the implementation of the different interventions, the proposed Program will put in practice all five principles, both a central level (under RA-1) and at territorial level (under RA-2).

### C. Proposed Program Development Objective(s)

#### Program Development Objective(s)

**12. The Objective of the operation is to strengthen the institutional capacity to implement the NDC and enhance climate resilience of targeted vulnerable groups and ecosystems in the Program area.** The Program area<sup>25</sup> refers to the geographical scope of the PforR Program that will be defined in the Program Operational Manual (POM).

**13.** The PDO indicators are the following:

- **Indicator 1:** Public financing of Morocco’s revised NDC in Finances Law is adequate (DLI 1/DLR 1.2)
- **Indicator 2:** The National Climate Network is operational and delivers services to users (DLI 5)
- **Indicator 3:** Number of farmers and family members enrolled in Social Protection system (DLI 7)

<sup>25</sup> The “Program Area” means: (a) the regions of Tanger-Tétouan-Al Hoceima, l’Oriental, Fès-Meknès, Rabat-Salé-Kénitra, Béni-Mellal-Khénifra, Casablanca-Settat, Marrakech-Safi, Draâ-Tafilalet, and Souss-Massa, and (b) the provinces of Guelmin, Tan-Tan and Sidi-Ifni”. As per practice in Morocco, this definition will be included in the POM.





- **Indicator 4:** Areas of vulnerable ecosystems under climate-resilient land uses (hectares) <sup>26</sup>

#### D. Environmental and Social Effects

**14. The Program will bring numerous and significant environmental and social benefits.** The Program has been designed to support climate action and as such will deliver substantial environmental and social benefits (both short- and long-term). The greening of public financial management tools, under RA 1, can yield several positive environmental impacts. Firstly, by including the costs of adaptation and mitigation in budget planning, Morocco. Secondly, reflecting climate commitments in budget laws can create a favorable political environment for implementing environmentally friendly policies and practices and encourage businesses to reduce their carbon footprint. Other benefits of reliable weather/climate information and other weather monitoring systems to enhance climate adaptation and awareness among government agencies and local communities. The activities implemented under RA 2 will enhance the resilience of vulnerable ecosystems, notably oases, while creating opportunities for local populations. The reforestation/Sustainable Forest Management activities in priority watersheds will reduce the risks of erosion and sedimentation in downstream dams and preserve the water mobilization capacity (particularly crucial in times of water scarcity). The RA 2.1. will also support farmers and families to cope with shocks, contributing to the overall resilience of this vulnerable group.

**15. The Program can potentially generate adverse environmental and social risks and impacts that can be managed or mitigated:** mitigation measures will be embedded in the Program Action Plan (PAP). Social risks associated with RA1, most specifically the green taxonomy and green procurement are considered as Substantial: such risks pertain the potential risk of exclusion/marginalization of vulnerable and informal enterprises/sectors from the green transition. The participative process (*participative justice*) around the discussions on the green taxonomy, the green budget, and green procurement - and climate action in general - are also key to prevent carbon lock-in for the informal sector and other brown sectors. These risks can be managed by setting inclusive governance and consultation processes. Beyond the risks and impacts generated by specific activities and the contextual risk, the innovative scope of the Program presents significant opportunities for inclusiveness and just transition that will be progressively developed with the support of different Technical Assistances.

**16. Environmental and social risks associated with RA2 and RA 1.1. are considered from Moderate to Substantial:** they include risks associated with civil engineering works during the rehabilitation of meteorological substation and tree planting in watershed basins; forests, and traditional oases restoration. Such risks can generate temporary disturbance of biodiversity in oases, a temporary restriction to land and forestland; minor land acquisition in oases areas for the right of the way (ROW)<sup>27</sup> for fire prevention activities; risks associated with labor conditions and OHS; and gender risks. Such risks will be mitigated with the application of good construction and land acquisition practices to be included in the technical manual and the development of a Livelihood Restoration Plan for the ANEF and a Gender Action Plan for the ANEF and ANDZOA. The implementing agencies and MEF will nominate E&S focal points and will benefit from dedicated capacity building.

**17. The Program will bring numerous benefits in climate resilience and opportunities for inclusion and poverty reduction. The Program will also help strengthen country systems in managing E&S risks.** Currently, the country's legal framework is conducive to both environmental protection and natural resource conservation, however, it presents shortcomings in managing the impacts of land acquisition and restrictions on access to

<sup>26</sup> A detailed definition of "Vulnerable ecosystems" will be spelled out in the Results Framework Matrix in Annex 1.

<sup>27</sup> Max 2 meters of width





natural resources, the inclusion of vulnerable groups, in ensuring a meaningful citizen and stakeholder engagement, and in management of grievances. To address the gaps identified, this Program will support specific measures to strengthen the performance of Morocco's environmental and social management system. These measures will be implemented through DLIs, an Environmental and Social Management Action Plan for the Program's activities, and a set of recommendations. Targeted capacity strengthening is deemed necessary for some of the national implementing agencies responsible for civil engineering activities, especially those who are new to the E&S risk management requirements of the World Bank (ANDZOA and DGM).

**18. OP 7.50 on International Waterways is applicable to the Program** given the nature and location of the activities under the RA 2 'Enhance Climate Resilience in Vulnerable Areas', as these will involve the use of water resources in the Draa valley rivers and transboundary aquifers. However, the Program falls under the exception Memorandum to the riparian notification requirement under paragraph 7 (a) since the interventions comprise an ongoing restoration scheme that (a) will not adversely change the quality or quantity of underground aquifers and water flows to other riparians; and (b) will not be adversely affected by the other riparians' possible water use. The Program will positively impact the (i) transboundary aquifers by helping the replenishment of the groundwater reservoir, greatly improving existing schemes for higher water efficiency, slowing down the rate of runoff and allowing rainwater to be absorbed by the soil. The enhancement of the microclimate provided by the landscape will reduce soil moisture loss through evaporation, and (ii) the rivers/superficial waterways since restoring traditional schemes will be leading to a greater availability of water and thus will improve the quality flow of final reaches. Overall, the PforR will contribute to water saving and the impacts of the planned activities on quantity and quality of water in the international waterway will be minimal, as investment in large hydraulic infrastructure and new irrigated perimeters are not financed under this Program.

## E. Financing

**19. Program Financing.** Total Program financing over 2023–2028 is expected to be US\$ 750 million. Of this, an expected US\$ 300 million equivalent (40 percent) will be financed through IBRD.

Table 1. Financing Summary of the Program

Source	Amount (US\$ Million)	% of Total
Government	450	60
IBRD	300	40
Other	0	0
<b>Total Program Financing</b>	<b>750</b>	<b>100</b>

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