



**LOCAL DEMOCRACY  
ASSESSMENT IN MOROCCO**



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# Summary of the General Report on : Local democracy assessment in Morocco

- Municipality of Agdaz, Commune of Krama,  
Urban Commune of Essaouira, Urban Commune of Martil -

## I. Introduction :

Within the scope of the project of “local democracy assessment in Morocco”, sponsored by the Spanish Agency for International Cooperation for Development, in partnership with the International Institute for Democracy and Electoral Assistance and the Moroccan Association of Solidarity and Development, four groups prepared four reports where they present the results of their assessment of local democracy in Morocco, namely in the Municipality of Agdaz (Prefecture of Zagora), the Commune of Krama (prefecture of Errachiddia), Essaouira (Essaouira) and Martil (Prefecture of Tetouan). This report, based on the results of the assessment process in the four regions, is considered as the combined national report which sums up the four reports.

The assessment process aims at evaluating local democracy at the level of participation and representation in order to highlight the advantages and the drawbacks of the local representation process via the political parties, on the one hand, and at evaluating the different types of local participating democracy, on the other.

This process is considered as an auto-assessment process in the form of a specific study on local democracy which was carried out by several groups based on the assessment of local democracy guiding book in order to make recommendations at all levels (for the short, medium and the long term).

### 1. Assessment process in Morocco :

Usually, the nature of the studied topic determines the ideal techniques to be followed in any study whatsoever. It determines whether we need to follow quantitative<sup>1</sup> or descriptive methods<sup>2</sup>. Since it is a descriptive study which aims to identify different opinions about and the manifestations of the local democracy, this study used primarily<sup>3</sup> the descriptive techniques.

<sup>1</sup>Quantitative methods use a digital model to classify data and statistics in an attempt to understand orientations and behaviors. It requires no reaction between the researcher and the person concerned. The form which will be analyzed statistically is the most important aspect in such methods.

<sup>2</sup>Descriptive methods aim to obtain the person's visions, points of view, reasons, expectations, emotions, experiences, beliefs and orientations. Interviewing is one of the most important aspects in such methods. An interview, according to a descriptive method, should be analyzed by the analysis of the content, contrary to the form which is analyzed statistically. An interview may be characterized by coldness, hesitation or nervousness, according to the reactions between the researcher and the person concerned.

<sup>3</sup>See :  
- Leon Festinger et Daniel Katz : les méthodes de recherche dans les sciences sociales .Presses universitaires de France.1959  
- Georges Thines et Yves Lempereur : Dictionnaire Général des sciences Humaines. Edition Universitaire ;1988  
- Marcel Mauss : Manuel d'ethnographie. Edition .1926

However, this process witnessed the use of different descriptive techniques depending on the particularities of each working group and the field of study, according to the following :

- **The Municipality of Agdaz :**

**Prior study :** Apart from the knowledge any study tries to present, this knowledge is always listed within a general context of scientific and international development. Before moving to the field ground we must first look for all available data which may help us to understand the phenomenon and put it within its correct context.

Such a study requires that the researcher should understand the ruling systems in their historical and development process, taking into consideration the inconformity and unbalance and not just conformity and balance of the components of the studied field. The results of the prior study and statistics, in addition to the relevant reports and files, will determine, thus, the starting point of the study. The field ground works urge the researcher to make use of the different social and human sciences' techniques in order to locate his/her working field which should be geographically, cartographically and administratively determined.

**Studying the field via observance :** The observant studies the field and describes it in a language that needs to be considered. It acquires or loses its particularities due to the structures whereas other elements, which do not belong to one particular field, interfere. To understand such language we need to understand coherency of this language. Such task is achieved through mere descriptions and using a declarative and descriptive language. Observance gives reference to several data extracted from reality.

**Individual interview :** Interviews are among the most important techniques of field research which aims at collecting descriptive data that sums up all opinions, beliefs and the personal experience of the interviewed. It depends on the mutual trust between the examiner and the examined to collect data, as much as possible. It requires a logical order of the asked questions which should be clear and easy to be understood and take into consideration the educational level of the examined.

The population of the Circles of the Municipality of Agdaz, the representative of the local authority, an civil society's activist and a player from a political party were all personally interviewed under adequate and suitable conditions and great cooperation and understanding from the interviewed individuals.

**Focus group :** A focus group is one of the collective meetings where qualitative rather than quantitative data is sought. During a focus group, very limited main questions are asked. The list of secondary less important questions is determined by the

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discussions of the group. It is an opportunity for the different elements to speak, where all points of view are presented. However, the discussion leader has to control the topic, manner and the duration of the discussions.”

The focus group technique was adopted with the different Circles of the Municipality of Agdaz and the representatives of the active associations, concerned by the municipal field, and the political parties, mainly those represented in the municipal Council. Unlike the personal interviews, the local authority had some reservations on making such interviews, despite the fact that they were carried out inside the citizen’s house to guarantee objectivity. This has had an adverse effect mainly on the focus group relative to the political parties, only four of which participated in the event. The population of the Center, although they were the closest to the place where the gathering of the focus group was held, failed to show up as well.

**Poll :** An opinion poll, which resembles a form, helped the researcher to identify the opinions of relevant population and their manifestations. This poll was concerned by the local population of the different circles of the Municipality of Agdaz regardless of age, citizenship, race or occupation. The survey was conducted with no interference or objections.

#### **Commune of Krama :**

The group working in the Commune of Krama successfully held several meetings :

**At the level of the Communal Council :** A meeting was held in the Communal Council, in which the President of the council, its Secretary General, some counselors and several members of the council’s staff all attended.

**At the level of the health sector :** A meeting was held with the health sector officials (First Doctor and the Head Nurse) on the existing relationship between the Rural Commune of Krama and the health sector and that of the health sector with the other foreign administrations and the organizations of the civil society and the citizens.

At the level of the Regional Office of Agricultural Investment, branch of Krama : A meeting was held with the top official of the agricultural sector in the region of Krama on the mechanisms of managing the local affairs of the commune and how citizen’s complaints are received and treated.

**At the level of the educational sector :** A meeting was held with the Principal of Tariq Ibn Ziad High School and other administrative staff on the existing relationship between the Rural Commune of Krama and the educational sector and that

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of this sector with the other foreign administrations and the organizations of the civil society and the citizens.

**Meeting civil society's activists :** A meeting was held with several civil society's activists on the possibility of creating a three party partnership between civil society associations, communes and foreign sectors.

**Krama's citizens and the management of local affairs :** To investigate the citizens' points of view about what takes place and explore their opinions about local democracy in the Commune of Krama a form containing several questions was distributed on a sample of 30 citizens whose ages range from 18 to 60 years old.

#### **Urban Commune of Essaouira :**

**Collecting data :** To leave no aspect of the topic ambiguous, it was necessary to search and look for several helping and important details relative to the Urban Commune of Essaouira in order to understand the progress of local democracy at the local and national level.

**Observance :** Studying the field and revealing its socio-cultural and socio-economic and architectural particularities and their impact on the practice of democracy in the city in order to formulate the study's hypothesizes.

**Forms :** Through the use of different forms, according to their objectives and their targeted categories, the working group prepared and analyzed forms for the citizens, associations and for the elected citizens.

**Interviews :** The city is home of several individuals and institutions that are considered as important resources because they fully understand how democracy is practiced in the city. The study, therefore, relies on such individuals and institutions in the individual or collective interviews.

#### **Urban Commune of Martil :**

**Interviews :** Seven associations active in the fields of culture, environment and social development, either at the level of the city as a whole or at the level of neighborhoods were interviewed, and filled a specific form. Besides, a university specialist in local affairs and administrative sciences was interviewed as well.

**Long interviews :** The President of the Municipal Council of Martil, the Secretary General of the Commune and the President of the Cooperation and Partnership Division were all long interviewed and each of them filled a form. The coordinator of

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the opposition was long interviewed and filled his form as well. In addition, the working group attended their conferences and meetings with the citizens, the civil society associations in the city, where they presented the results of their work in the oppositions and assessed the work of the governing majority.

**Working meetings :** Several working meetings were held with the representatives of four media institutions, local, regional, audio and written, who filled a comprehensive form each.

**Polls :** The group of researchers investigated the opinions of three main economic players in the city, active in the area of real estate and hygiene. The majority of these players have the privilege of assigned management of vital sectors in the city. The opinions of three different political parties in the city were investigated as well.

## II. General framework of the city

### Glimpse on the concept of general framework and the important conclusions<sup>4</sup>

The general framework is one of the pillars of the social and human studies, regardless whether it aims to collect quantitative or specific information. Its importance is highly demonstrated in the assessment of democracy, in its local or national scope.

How the mechanisms of the followed governing method in a certain region work can be understood only if all historical, economic, cultural, ethnic, social aspects are revealed. This helps assessing local democracy, revealing, and thus promoting its strengths, and discovering and thus compensating its weaknesses.

In this respect, this report discusses the following points concerning each field :

- Geography and the relative elements ;
  - Demography, composition and social relations ;
  - The municipal socio-economic - financial basis ;
  - Growth and social indexes.
- **Geography and the relative elements.**

	Municipality of Agdaz	Commune of Krama	Commune of Essaouira	Commune of Martil
REGIONAL AFFILIATION	It is affiliated to the Province of Zagora and was created by virtue of the decree # 2-79-281, dated April 7th, 1997. It belongs to the Region of Souss-Massa- Derâa.	The Commune of Krama is located in the Region of Meknes-Tafilalet. Administratively, it is located within the territorial borders of the Commissioner's office of Krama, Circle of Rich, Prefecture of Er-rachidia, Region of Meknes-Tafilalet.	The commune is located in Southern West of Morocco, off the Atlantic. It is approximately equally distanced from three important socio-economic poles, namely Marrakech, Safi and Agadir. It is the capital of the prefecture of the province that belongs to the Region of Marrakech-Tanssifet-El-haouz.	The commune is located in the Province of Tetouan, constituting along with the Prefecture of Madiaq-Fnideq and the Provinces of Chefchaouen and Larache, the territorial jurisdiction of the Town Hall of Tetouan in the Region of Tetouan-Tangier.

<sup>4</sup>Extracted from: Ilham EL KOUAL, "Non-Agricultural activities in the Moroccan Rural Community, the Example of Rural Tourism in Agdaz", Advanced Higher Studies Research Paper, Faculty of Letters and Human Sciences, Rabat, 2008.

GEOGRAPHICAL LOCATION	Municipality of Agdaz	Commune of Krama	Commune of Essaouira	Commune of Martil
	<p>65 Km to the south of Ouerzazate and 92 Km to the North of Zagora. It belongs to the Region of Derâa which is located in the Southern East of Morocco, whose geographical coordinates are 99 31N and 7 5 W. The oasis of Derâa stretches at 200 Km, from Aflandra to El Koue 5, covering an area of 23000 Km<sup>2</sup>.</p>	<p>Surrounded as follows: North: the Prefecture of Missoura, Commissioner's Office of Qessabi and the Prefecture of Boulman. East: the Commune of Kir and the Commissioner's Office of Tajit. South: the Commune of Khanek. West: Commissioner's Office of Ait Ezdek, the Commune of Kers Tlalîn and the Commune of Amzizl Tlichet.</p>	<p>Surrounded by the Commune of Sidi Kaouki in the South, the Commune of Idda Oukared in the East, the Commune of Ounagha in the North and by the Atlantic in the West.</p>	<p>The Urban Commune of Martil is surrounded by the Mediterranean Sea in the East, the Urban Commune of Madiag in the North, the Rural Commune of Melaline in the Northern West, the Urban Commune of Tetouan in the Southern West and by the Rural Commune of Assila in the South.</p>

GEOGRAPHICAL PARTICULARITIES	Municipality of Agdaz	Commune of Krama	Commune of Essaouira	Commune of Martil
	<p>The mountains of Agdaz are part of the Middle Atlas. Famous of Kisansane mountain, the region enjoys different natural capacities and assets, including mountains, deserts and oases. It is characterised by an arid climate; temperature reaches very high degrees in the summer (range from 38 to 44 c°) and very low degrees in the winter (from 1 to 7 c°). It is also characterised by low rainfalls which do not exceed an annual amount of 110 mm.</p>	<p>Marked by flat elevations and a semi-arid continental climate. Temperature degrees are widely different either between cold and hot season or day and night. The average daily temperature reaches 20 °C while the average annual temperature 40 °C. Hoarfrost is quite familiar in the region, especially in December and January. The Commune suffers from a low precipitation. The average annual rainfall does not exceed 200 mm.</p>	<p>Essaouira enjoys a moderate climate. Temperature ranges from 18 to 28 °C in summer and from 10 to 21 °C in winter. Essaouira is sometimes called “the city of the wind” due to the blowing of a strong wind, locally known as “Sharqi” (Eastern wind), from March to the late August.</p>	<p>The elevations of the Commune are divided into two major units: the Plain of Martil, covering an area of, approximately 1000 Hectar and the Hills of Koudiat Itifour at the Northern borders of the commune. The hills are 332 m above the level of the sea. The beach stretches along an accessible coast. Cliffs and rocky surfaces appear only to the North at Koudiat Itifour. The Commune of Martil enjoys a sunny summer and a moderate and humid winter. The average temperature is 10 °C in winter and 25°C in summer. The area receives an average annual rainfall of 760 mm.</p>

As it is the case in the rest of the Moroccan territory, the four studied regions are characterized by seasonal rains and the severity of climate and natural conditions which have, quite often, a negative effect on the agricultural products, in spite that Morocco is considered as an agricultural country. The richness and diversity of the elevations in the four regions, regardless the fact the beauty of such elevations encourages rural tourism, participate in the isolation of the rural areas and remote villages. This fact negatively affects the population and their rights to education and healthcare. How can we talk then about the participation in elections or the assessment of the municipal and communal councils' work and the attendance of their activities and meetings ?

• **Demography, composition and social relations :**

The four regions concerned by the project of assessing local democracy witnessed a human stability during different eras. Residential groups with different ethnic and social human communities have been established then. Such communities include the following elements:

**Social diversity in the Municipality of Agdaz**

**Amazigh**

These tribes are originating from the tribes of Senhaja which invaded Morocco during the Almoravides Dynasty. They were expelled when the Bni Maqel tribes arrived to the region. They settled in the Atlas and the Middle Darâa. They created the Ait Atta Union, in tribute to Dada Atta, one of Sheikh Abdalah Ben Hssain's grandchildren, who was buried in Tlat N Ilktaoun.

**Arabs**

Arabs came to this region in two ways; the first during the Islamic conquests and the second when groups from the tribes of Bni Maqel arrived at the region in the 13th century, during the Dynasty of Almohades, and continued till the 16th century. They arrived with the groups of Bni Hilal, moved by the Almohades from Tunisia to the Moroccan desert. They are originating from Yemen. The Bni Maqel tribes, settled in Darâa, used to cross the desert every year to bring their goods to Tombouctou. They were famous of their wealth, properties, agricultural pieces of land and camels.

**Jews**

The exact date when the Jews first came to this region is undetermined. There are three different scenarios. The first scenario is what the majority of oral stories say: Jews headed to the colonized regions so that they could easily settle down and exploit the resources, taking use of the destruction caused by colonisation. The second scenario traces back their settlement to the 10th century BC. According to some stories, they came to North Africa along with the Phoenicians or during the immigrations of the European Jews, mainly from Spain and Portugal, in the 15th Century (DC). The third scenario is represented in the palaces that contain Jewish remains with, sometimes, Jewish names (Bni Zoli, Bni Haoune, Bni Asbih, etc.). Sabil Man estimated that 16 families settled in the region and coexisted with its population until to the 30s, when the last family left for the occupied territory: Palestine.

**Draoua (blacks)**

Draoua refers in general to the population of the region. However, in the local usage, it mainly refers to the black people. They are the first to settle in the region. Some studies indicate that they came from the West of Ethiopia. Nick-named the "Techoussein" (sun burned faces), they were the base of the social pyramid of Derâa and the productive instrument in the agricultural sector.

## Social diversity in the Commune of Krama

### Ait Azdek

The descendants of their grandfather Sidi Ali Abourch or Bibourch. Known as Kramen, which means the nobles in Tamazight, they are considered to be the third major population of the region. From their name, Kramen, was derived the name of Krama. Many stories try to shed light on their origins, but, generally, we can say that they came from the Region of Tanghir (Province of Ouarezazate) in the Southeast Morocco. They brought canes with them and buried them in the palace of Ait Ali in Krama, to indicate their devotion to their first grandfather. The population of this palace is thus the closest Kramen to their grandfather and they, accordingly, forbid burning canes. Many palaces, which look different at the first sight, are derived from this population. Ait Azdek practices agriculture and breeding as they live at an agricultural line next to an important large river.

### Emigrants

From the palaces of Ait Issa, Commission's Office of Ben Tajit and some carpenters and craftsmen from the different region of Morocco. 99 % of this population speaks the Tamazight dialect.

### Saints

Thanks to their religious position, they dominate the social pyramid, while they represent only 1% of the population. They have certain particularizes. They communicate only in Arabic, have specific names and do not enter into marriage relationships with the Amazigh "Aberberin".

### Ait Saghrochen

The descendants of Moulay Ali Ben Omar, whose tomb's location is unknown. The word Saghrochen itself is not easy to explain. Ait Saghrochen are characterized by their traditional clothes. They see tents as sacred place to live in and never to be abandoned even if they construct their houses. Living as nomads, they breed cattle and practice some light agriculture.

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## Social diversity of the Commune of Essaouirra

Archaeological studies in the island of Mogador, nearby Essaouirra, prove the existence of a Phoenician, Ancient Greek and Roman commercial port. Historians think that Mogador is the ancient name of Essaouirra, derived from the Phoenician word Migdol, which means the little castle.

Essaouirra was built in 1765 by Sultan Sidi Mohammed Ben Abdullah. It was a commercial port open towards foreign trade, in order to strengthen the Moroccan-European relations at the time. Playing a commercial role, Mogador, attracted African traders and caravans.

Thanks to its specific form eminent location, the city was an important commercial spot. Thousands of Jews headed, accordingly, to the region for commercial purposes. They settled in the city and stayed there till the late sixties.

As history tells us, many populations were active in the city. The Jewish population, settled in the city till the late sixties, played an important role in the economic and cultural aspects in the city.

History also records that Essaouirra attracted a host of celebrities: painters, producers, actors and singers, who was inspired by the city in many of their art and cultural works.

Amazighs represent 26% of the population of Essaouirra. However, 84.1 % of men speak Moroccan Arabic (Darija) as a first language and 86% of women speak Arabic as their first language, while only 15.9 of men and 14 % of women speak Tashlhit as their first language. This fact makes it hard for the last category to integrate in the public life and for their children at school.

Other than these categories, there are those who use foreign languages such as French, Spanish, Italian and German. They represent foreigners residing in the Urban Commune of Essaouirra.

## Social diversity of Martil

For centuries, Martil has been considered as a dormitory. After spending their daytime working in Tetouan, Martil inhabitants come back to their city to sleep. Tetouanians consider Martil only as an affiliated district to which they head to relax and amuse themselves. This relationship resulted in the delay of demographical development of Martil for decades. The practice of democracy in the city was also affected. The mechanisms of such practice were subject to the great influence of Tetouan on the city. Martil was seen only as a dependent located at the margin of the city. Therefore, local democracy in Martil have been practiced only in the last decades when the development rate started recording new information and providing future visions and challenges, changing the statute of Martil from an affiliated to a neighboring city.

Martil is one of the cities that were specifically built, in the colonization era, according to an architectural plan that served military objectives and strengthened the installations of the Spanish colonizer and corroborated its occupation, building, for instance, Martil castle/tower, customs' headquarters, stores and a church, built by Military Architect Juaqin Salinas, starting from 1912, in the regions adjacent to Martil River's mouth. The city witnessed, after that period, a regular architectural expansion under supervision of Architect Carlos Olivio, starting from 1927. Indeed, a public quarter was built at the cross of several streets and alleys characterized by a regular architectural design.

### Since 1999 :

- 22.6% of the population that immigrated to the city came from other communes inside Tetouan and settles in the Urban Commune of Martil.
- 14.6% came from other provinces of prefectures within the jurisdiction of the Region of Tangier-Tetouan.
- 16.3% came from another Moroccan region or milieu.
- 5% represents the direct immigration from rural areas to Martil.



The four reports illustrate that fields concerned by the assessment of local democracy project are an ethnic mosaic made of several tribes from different origins.

These tribes are usually governed by a “tribal council” which has lost some of its roles, mainly in space development and economic resources management, to the interference of the State. The influence of such councils and the ethnic and tribal association factors increase as we move from an urban to a semi-urban to a rural district, due to the exclusion of some categories in the space management participation while others have exclusive power over the management of the local concerns, as it was the case in the Municipality of Agdaz and the Commune of Krama.

All regions witness the rise of a new local population category: foreigners from different nationalities, usually Europeans. Despite the fact that, currently, it does not make a real change in the management of the local concerns, the fact that this stable population category may somehow make a change in the space management in the future cannot be ignored.

- **Socio-economic, financial and municipal base :**

The Moroccan economy has gone through several stages. These stages can be summed up in two major periods<sup>5</sup> :

**Pre-colonial period :** The Moroccan rural communities relied during this period on grazing and agriculture. This period was characterized by the tribal ownership of lands and the rarity of private ownership of agricultural lands and bartering because the rural population was not obliged to do business using money.

What matters at the time was the survival of the local population through providence mainly of food, water, clothes and a shelter from climate changes.

**Post-colonial period :** Colonization participated in the rise of the immigration phenomenon of some families due hunger, hard labors and prison. Immigrants either headed to other Moroccan cities (Béni-Mellal, Kénitra, Marrakech, Casablanca, etc.) or abroad (mainly towards Algeria and France). New needs, resulting from their interaction with foreigners, whether within the scope of their relationship with the colonizer or as a result of the influence of the cities on the Moroccan rural areas, were then to be met. To do business, therefore, barter was to be abandoned and replaced by money and currency use. This meant moving from a family production to ensure self-sufficiency to sale and trade oriented production in order to meet new needs: fodder, electricity, drinking water bills, irrigation, children’s schooling which requires that they should move to centers away from their homes, medical treatment, ready-to-wear clothes, gas for cooking, etc.

<sup>5</sup> A.Bellaoui :tourisme et système économique des zones de montagne au maroc : état actuel et perspectives d’avenir. le cas du haut atlas de Marrakech. Department of geography, faculty of letters and Human Sciences, marrakeche.2000

Some activities, other than agricultural, appeared accordingly, which might help meeting the needs of the Moroccan families, particularly in a changed climate conditions and especially while traditional machines that did not participate in the increase of agricultural productivity are still used, in addition to the narrowness of agricultural lands due to the multiple number of heirs.

The number of economic activities depended on the studied regions and their climatic and geographic characteristics, elevation and soil nature, water availability and locations. These activities can be listed as follow :

- **Non agricultural paid economic activities :** The expansion of these activities depend on the closeness of the Moroccan villages to the urban and tourism-related centers and the existence of commercial activities in such areas or in neighboring regions. There are several economic activities. In the villages, there are some public and semi-public institutions which require the presence of a staff, construction employees and some liberal profession individuals such as transportation employees, in addition to many civil servants like the authority agent and the civil servants of the rural communes, schools and medical centers, delegations, etc., in addition to the seasonal workers, whose activities are related to agriculture, and the local bands participating in parties, festivals and wedding feasts.
- **Cattle and draft animals breeding :** Cattle and draft animals breeding is one of the most spread economic activities in the Moroccan villages. It is considered as a social distinguishing aspect between the different families and a source of boasting, wealth and glory<sup>6</sup>. It is considered as a kind of saving as well. Some of these animals are sold should any financial predicament or economic and climatic change arises.
- **Trade :** As a non-agricultural activity, trade has many forms. Sometimes, it may be just in the form of selling some consumables and equipment materials by a peddler on the back of an animal (horse, mule or donkey) in the rural areas or by a seller in a food shop or weekly souks and commercial centers in the semi-urban and urban areas.
- **Internal immigration :** Several factors, including successive dryness, the recession of the local economy, based mainly on agriculture and the low agricultural productivity have forced many young people of the region to immigrate to other places outside the territory of their province to work and ameliorate their families' living standards in the Municipality of Agdaz and the Commune of Krama. Essaouira and Martil are target cities.

<sup>6</sup> Rahma BOURKIA, *State, Power and Society : A Study on the Stable and Movable within the Relationship between the State and the Tribes in Morocco*, Dar Etaliaa, Beirut, 1991.

- **Local craftsmanship** : Local craftsmanship relies on local raw materials, such as in making pottery, doum, esparto<sup>7</sup> and canes. It sometimes uses imported materials in textile and embroidery. Such industries usually go from father to children and only meet the local internal needs. Few products are exported to neighboring regions. It suffers from the competition of the similar finished products that are made following modern processes, have a better quality and cost less<sup>8</sup>.
- **Tourism** : The long history of the region, the strategic location linking the South with the North and the West with the East, the natural assets and the architectural heritage of the region are the pillars of tourism in the region.
- **Fishing** : Morocco has very large and diversified fish reserves thanks to the largeness of its coasts. It has a coastal fleet (84% of productivity) and a deepwater fleet (15%). The country has diversified rich Fishing products ranging from flat-fish, white fish, Mollusks to the Crustaceans. As it is the case with other economic sectors, Moroccan fishing faces several problems, mainly the absence of necessary infrastructures, supervision and organization at the production and selling level.

The economic activities of the studied field are divided as illustrated in the following table :

Economic activities	Agdaz	Krama	Essaouira	Martil
Non agricultural paid economic activities	✓	✓	✓	✓
Cattle and draft animals breeding	✓	✓	-	-
Beekeeping	-	✓	-	-
Trade	✓	✓	✓	✓
Immigration	✓	✓	✓	✓
Craftsmanship	✓	✓	✓	-
Tourism	✓	✓	✓	✓
Fishing	-	-	✓	✓

<sup>7</sup> Local plants used in craftsmanship and widely spread in the desert and semi-desert regions

<sup>8</sup> Khalid boukich. Environnement et développement rural dans le rif central. Mémoire de 3ème cycle en aménagement et urbanisme. rabat.1999. P : 108.

**The budget of each commune is illustrated below :**

### Municipality of Agdaz

The annual general budget equals 5.054.900.00 MAD. It includes service revenues, direct and indirect taxes, returns of properties and a VAT share. The income share the municipality collects reaches approximately 800.000.000 MAD, 16 % of the budget. The municipality receives a share VAT production, the amount of which reaches about 3874000.00 MAD, approximately 80 %. (2007)

### Commune of Krama

The commune totally relies on VAT income, which is approximately 90 % of the general budget of the commune. Incomes/expenses were recorded in MAD as following:

2005: 1st part (2391390.21/2391390.21), 2nd part (2004604.85/246309.84);  
 2006: 1st part (2526195.45/2526195.45) , 2nd Part (2137511.12/1051778.88) ;  
 2007: 1st part(2675943.70/2675943.70) , 2nd Part (1400918.50/ 149212.14).

### Essaouira

The municipality has different income sources. Transfer taxes are listed at the top of such sources. In 2006, it reached 32% of the total income and 33% in 2007. In addition to the transfer taxes, there are also the incomes of temporary occupations, markets (souks), services and local taxes. Almost all municipality expenses are linked to the management, and in particular, the salaries of the civil servants which reaches in 2006 and 2007 20 621 802 MAD and 20 556 210 MAD, respectively, and to the equipment relative to main services such as garbage management, drainage and public lighting, which were assigned to the private sector, the National Office of Electricity and the National Office of Drinking Water.

### Martil

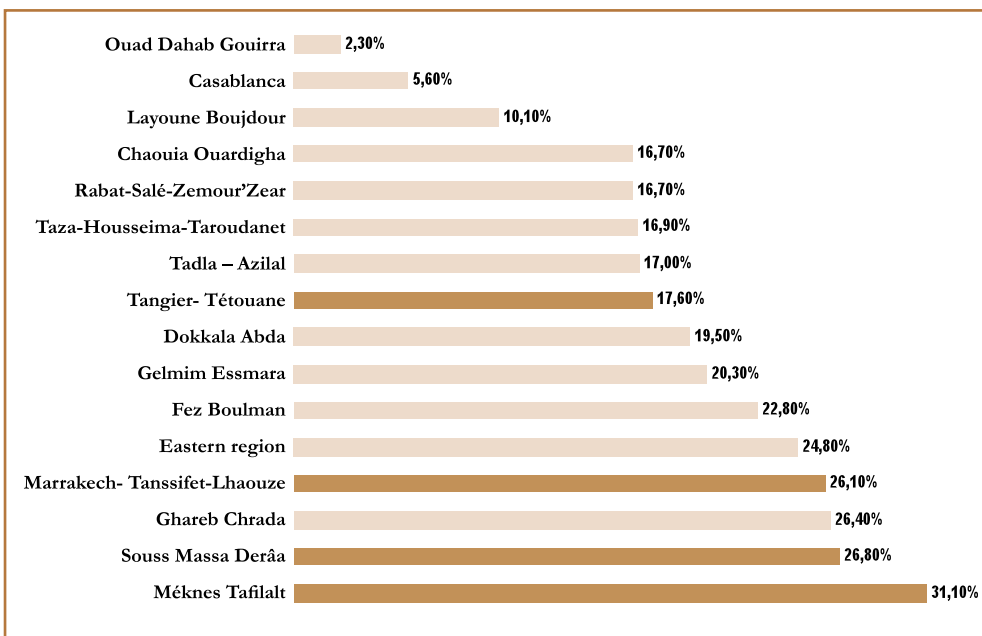
The report of Martil does not detail the budget of the city.

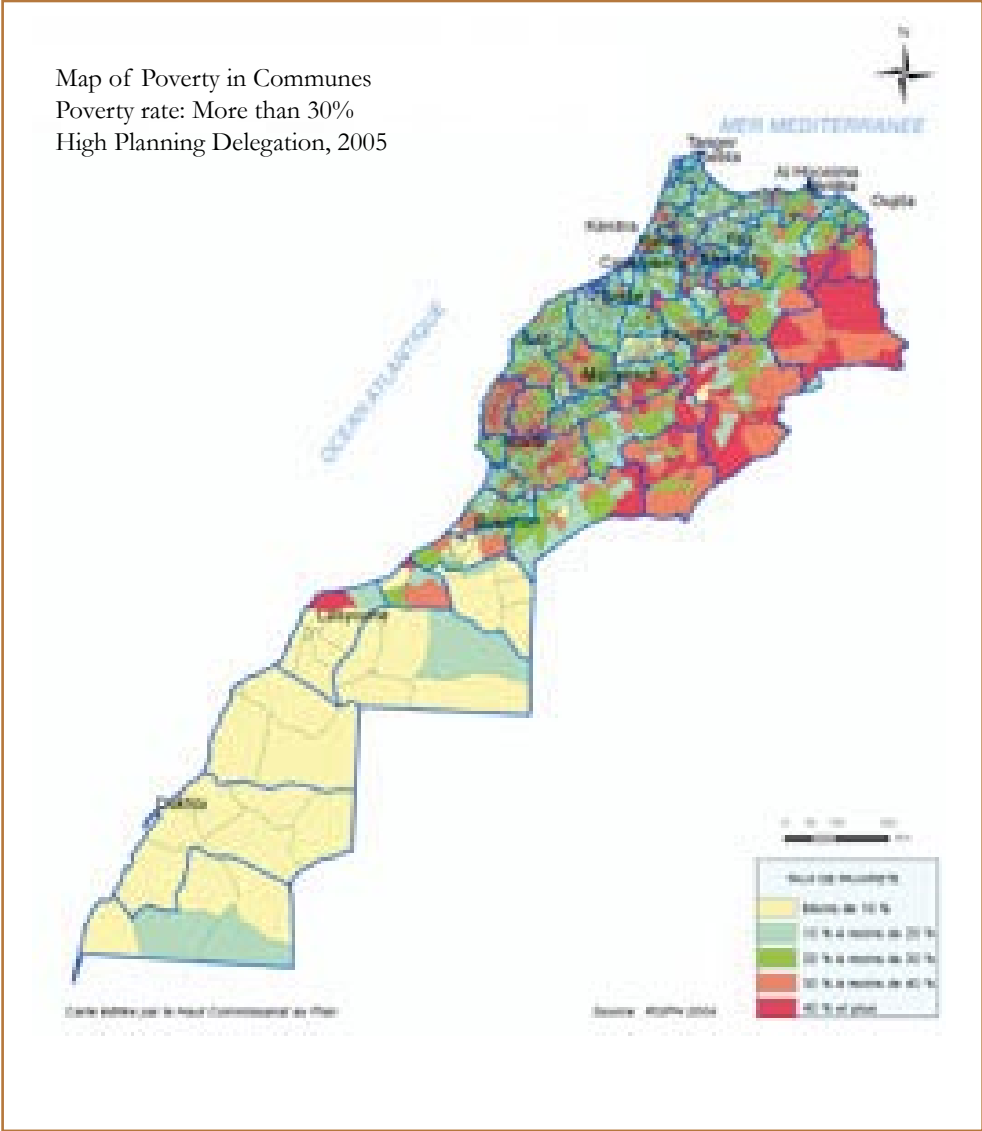
Despite the abovementioned numbers, the said communes still need supported by the State budget. They have no financial resources to ensure self sufficiency or even to meet the main and necessary needs of the local population. In Morocco, the communal and municipal councils do not communicate with the local population or the associations, with which they only have a non-institutional relationship. Associations, which only provide services to meet development needs of the local population, replace such councils now.

• **Growth and social indices :**

Regardless the diversity of the economic activities carried out by the active population concerned by the assessment of local democracy, the statistics show that three of these four areas are part of the poorest regions in Morocco, as illustrated in the following two figures :

**Poverty index in rural areas according to the regions,  
on September 1<sup>st</sup>, 2004**





According to the four reports, the rate of poverty is very high in the Commune of Krama and the Municipality of Agdaz, and less severe in Martil and Essaouira, despite the fact that the “city of the wind” belongs to the fourth poorest region at the national level. The Commune of Krama and the Municipality of Agdaz are also characterized by the high rate to illiteracy, in comparison with the other two regions. However, all four regions suffer from a high rate of unemployment, which relatively retreats in Martil.

The above rates are illustrated in the table below :

Martil	Agdaz	Krama	Essaouira	Indices
17.80%	28.8%	29.49%	28.10%	Regional poverty
7.11%	+30%	27.47%	5.7%	Local poverty
14448	-	7000	40000	Active population
12.7%	16.9%	-	16.35%	Unemployment
47%	69.3%	70%	30.3%	Illiteracy

These regions suffer from deterioration in several domains, but each with a different rate, but these rates are worse in the Municipality of Agdaz and the Community of Krama. Classified among those domains are:

**Education :** The educational sector suffers from the deterioration of the infrastructure, the absence of socio-cultural animation spaces, little incomes and low quality, low participation of the institutions in their management, lack of continuous training and the expansion of the overfull classroom phenomenon. Besides, the more the level of education is high the less is the attendance rate. Indeed, the rate of students in elementary and secondary schools is the highest while it is very low in high schools and universities.

For instance, 22995 is the number of students in all cycles of both the private and public sectors, in Essaouira. Scholarization rate in the 6 to 11 years old category reaches 103 % while 2.6% is the rate of students who abandon primary school and 5.3% secondary and high school.

**Health :** The first controversial health aspect in the Municipality of Agdaz, the Commune of Krama and Essaouira is the reproductive health. The newborn death rate is high due to the problems that a pregnant mother should face, including bad health care, remoteness of health centers, lack of equipments, malnutrition due the decline of living standards, increase of the delivery average for each woman, non-existence of delivery rooms in many regions, unavailability of ambulances and bad equipments in the center's clinics.

In addition, the fact that only one lavatory exists in a house at best, nonexistence of bathrooms, stinginess in the use of water for fear of paying more and the coexistence of humans and cattle inside one house are all factors that participate in the propagation of dirt, garbage and bad smells. This has diverse effect on man's health and the propagation of diseases that are caused by uncleanness, such as trachoma, dyspnea and skin parasites. Among the treatment strategies we encounter the popular alternative treatment for which the population opts due to financial expenses modern medicine requires.

However, the report of Martil highlights that the city, thanks to the fact that its territorial jurisdiction exists within an urban area, enjoys health supervision aspects, which are usually found in cities. It is possible then to move quickly to the available health centers in the city and to benefit even from health infrastructures of the neighboring city of Tetouan.

**Residence :** The Commune of Krama and the Municipality of Agdaz are dominated by rural housing characteristics. The four reports highlight the weakness of the infrastructures and growth, in addition to the fact that stables are built inside the houses of the rural or semi-urban regions with no drainage systems and the use of "private holes" instead.

**Roads :** Including the four studied regions, Morocco has bad and weak roads which do not help ensuring a sufficient communication between the components of the internal domains, on the one hand, and the neighboring cities on the other. Except the main axis, the internal roads, lining neighborhoods, are bad and get worse in winter when great pats are transformed to holes and pools full of rainfall.

The felt weaknesses of the infrastructures and growth indices explain the nature of the administrative relationship between the population and the Communal and municipal councils, mainly in the remote regions. Isolated and remote region is urged not to contact the municipalities and communes only for administrative purposes.



### III. Representative democracy

#### 1. General introduction on the concept of representative democracy and main conclusions<sup>9</sup>:

Representative democracy is a type of democracy where voters choose freely and secretly, in a plural election, representatives, parties' partisans or independent, to act on their behalf at local (local councils), regional (regional councils and national (parliament) level.

The four reports illustrate that people trust the political parties less and less and highlight the marginalization of young people, women, illiterate citizens and immigrants, who are usually the winning card of those parties during the process of election through the exploitation of poverty, unemployment for young people, illiteracy for women, particularly during their campaign.

Besides, the concept of "party", which requires a clear agenda and stable members and headquarters, does not exist in the representative democracy in Morocco. Instead, other socio-economic alternatives govern the aspects of political life in Morocco. Kinship, wealth and power of candidates determine the results of local elections.

Moreover, it is documented that the governing law of the previous local elections contained several gaps that may affect the progress of democracy. It does clearly determine the educational level of the candidates and there is no enforcement of penitentiary laws to fight against bribery during the electoral campaigns.

#### 2. Institutions :

##### • National and legal framework :

A political party is<sup>10</sup> a permanent regime. It is an institutional position established by virtue of an agreement of a host of people, who should enjoy their civil and political rights and share the same principles, to participate in the management of public concerns in a democratic way and for objectives other than making profits. Political parties participate in the organization of the citizens and represent them. Accordingly, they participate in promoting the political education, the participation of citizens in the public life and in the qualification of elites who are able to assume public responsibility and animate the political domain.

<sup>9</sup> Driss Oued Lqabla, "Moroccan cases", Hiwar El Moutamadèn (Debate of the civilized), N° 758, Feb 28th, 2004

<sup>10</sup> According to Law # 36-04 relative to the political parties

Political parties choose and practice their activities freely, under the provisions of the Moroccan Constitution and in accordance with provisions of this law. Shall be null and void any political party that is established for a reason or an objective that contradicts the provisions of the Constitution and the laws or aims to attack Islam, monarchy or the territorial unity of the kingdom, any religious, linguistic, ethnic or regional political party and any political party created in general upon a discriminating basis or a basis that violates human rights.

Adult Moroccans, men and women, can freely adhere to any legally-established-political party. However, no one “elected to either of the two houses of parliament, having been accredited by an existing political party can join another party until the term of his mandate or until the date on which a decree setting the date for general legislative elections to either the Chamber of Representatives or the Chamber of Councilors is issued”. Shall not be entitled to adhere to any political party :

1. Militaries from different ranks and public force commissioners;
2. Judges and judges of the Account Supreme Court and the Account Regional Councils and presidents of communes and districts and their deputies;
3. Authority officers and agents;
4. Those not stipulated above and who are not entitled to the syndicate right in accordance with Decree # 2.57.1465, dated February 5th, 1958, relative to the practice of civil servants of the syndicate right, as replaced by Royal Edict # 010.66, dated October 12th, 1966.

At the local level, however, the four reports, and mainly those of Essaouira and the Municipality of Agdaz and Krama, confirm that election candidacy excludes women and young people. No woman, at all, can be found in a position of power in the board of a political party while almost no young person, or only few, can assume such a position. It should be pointed out that that there were no real disputes between the candidates during the last electoral campaign. There were just some oral quarrels and disagreement that cannot be reported and settled in a court.

Before tackling the nature of the electoral regime and its performance, we need to define the administrative authority and list its missions and mechanisms of controlling its performance:

- **Administrative authority :**

The administrative authority represents the State and the executive power in the different territorial administrative divisions of the kingdom. The local authority officials carry out their missions according to laws that contract their capacities, as if they have honoring capacities, with no obligatory military and administrative training that should be linked to such capacities :

Missions and competences	Capacity	Administrative authority official
Implementing royal edicts, laws and regulations and executing the government's decrees and orders.	Representatives of the King, his delegates in the provinces and Prefectures	Governors
A real administrative task. In some special cases, they can investigate a crime.	Judicial Police Officer	1st Vice-Governors
Helping Judicial Police Officers, informing their superiors of all crimes and felonies that they hear about, investigating, if need be, the violations of the Criminal Code, Employment Code, Foreigners code and some provisions known as the different police and collecting relevant data.	Judicial Police Officer	Commissioners & Pashas
A real administrative task. They refer any complainer or whiners to the Royal Gendarmerie (rural police) centers.	Judicial Police Agent	Vice-Commissioners & Pashas, working police civil servants, gendarmes with no judicial police officers capacity and some civil servants and agents

Most local administrative authority officials belong to different administrations. We find gendarmes affiliated to the National Defense Administration, while the national security police and authority officials belong to the Ministry of Home Affairs. Besides, some civil servants and agents are affiliated to other different ministries, such as the Ministry of Agriculture and the Ministry of Finance, etc. This fact put these officials under double control, from the executive power and their superiors as well.

In general, the competences of the local administrative authority are as follow :

- Preserving the order and the general security within the jurisdiction of the commune and creating associations, gatherings and newspapers ;
- Organizing elections and courts of communes, districts and vocational syndicates and settling social disputes ;
- Organizing liberal professions and controlling the importation, possession, promotion, sell, use of weapons, ammunitions and bombs or carrying them out ;
- Controlling the continents of announcement, advertisement and emblems;
- Authorize hunting and issuing passports ;
- Controlling the prices and organizing alcohol or alcoholic beverages trade ;
- Controlling CDs and other audio-visual recordings ;
- Conscripting individuals and properties in the compulsory military service ;
- The general organization of the country in case of war.

• **The electoral regime and its performance :**

	Municipality of Agdaz	Commune of Krama	Commune of Essaouira	Commune of Martil
Nature of the regime	<p>It relies on the circles regime (that is the individual casting regime). It is based on ethnic considerations and tribal interests. It does not aim to organize the participation of voters. The standards that determine which candidate should run for this or that public office do not take into consideration the candidate's political agenda or orientations. They are rather dictated by the Tribal Council which obliges everyone to vote for its candidate.</p>	<p>Due to the rural characteristics of the Commune of Krama and in accordance with the provisions of the Moroccan Electoral Code, the applicable regime is the direct individual ballot.</p>	<p>During the last elections of the Communal Council in Essaouira, the individual ballot was adopted. Due to the fact that the population of the Urban Commune of Essaouira will have exceeded 350 00 inhabitants by the time of the elections of 2003, the adopted regime in the region is the list ballot.</p>	<p>The individual ballot regime, that is to say the "candidate of the district".</p>
The center: 3 districts	<p>The Municipality of Agdaz is divided into three communes and 11 districts distributed as following: The center: 3 districts Agdaz the Palace: 5 districts Asselim: 3 districts</p>	<p>The commune is divided into 13 electoral districts. These districts are not equal in terms of size, surface and numbers of voters. Besides, the tribal differences are the prevailing differences between the districts, except in the District of Center of Krama . A semi-urban area, this district contains a non-harmonious tribal population. The other districts, however, are, usually, governed by the belonging to a palace or a tribe.</p>	<p>During the last communal election, the Urban Commune of Essaouira was divided into 31 electoral districts that included 79 polling stations. The districts were not equal in terms of size, population and voters' number. The division was not based on specific conditions. Some districts included 200 voters while others have more than 2000</p>	<p>Electoral division of Martil is not illustrated in the report of the city</p>

<p>The results of the electoral regime</p>	<p>The results give rise to several disputes and refutability. However, such disagreements are made just orally and never brought before a court. This regime has negatively affected the running of electoral campaigns. It does not represent the number of votes and results in, what is known as, inappropriateness in the distribution of chairs in favor of one of the participating political parties. It leads, as well, to a situation where the President is independent from the council.</p>	<p>Aversion to the participation in elections due to the absence of young people in the political life in general. It is always the same old faces. More than that, some families continue running in certain districts and offices are transmitted by inheritance, leading to an aversion to the whole process, lost of trust, the expansion of bribery and buying votes either by money or main food.</p>	<p>Neither the regime of parties nor the electoral regime could affect the formation of the communal Councils and its Board, nor even electing the President, in the last communal elections. The council was formed and the missions were distributed agreeably between the strong poles which activate economy in Essaouira. The objective of competing over important chairs was determined by the architectural, tourism-related and cultural aspects. Immediately after the elections, parties disappear from the agenda of the council.</p>	<p>It resulted in inappropriateness in the distribution of chairs in favor of one of the participating political parties. It leads, as well, to a situation where the President is independent from the council.</p>
<p>The electoral campaign</p>	<p>Its resources are divided by two: parties' resources divided up between the candidates at the beginning of the electoral campaign by the national board of each party. They do not exceed 2 500 MAD per candidate. And personal resources, from the candidate's own money. The Districts of Asslim, however, are an exception. It is the Tribal Council who sponsors and supports the candidate the council designates to win unanimously</p>	<p>The electoral campaign is a station of promises for the candidates and a provocation inciting station for the candidates</p>	<p>The State participates in sponsoring the campaign under the conditions of the Decree of the Ministry of Home Affairs. The ruling party, however, totally relies on its businessman leader's sponsorship. Not does he just sponsor the branch of Essaouira, he also sponsors the party at the national level and branches of the region. The amount spent to sponsor the campaigns of some lists is 10 times the legal budget fixed for such cause.</p>	<p>The political parties are sponsored by some lobbies from the private sector, mainly during the elections. Sometimes, they impose certain candidates to save their interests.</p>

<b>Campaign's topic</b>	Most topics of the local electoral campaign are concerned by: the sector of services, administrative management and how to improve incomes and build partnership. It is crystal clear that the topics of the agenda of the local administration are not linked to the agenda of the electoral campaign. More than that, some new necessities, with no relationship with the topics of the campaign like education, drainage and health, arise.	he electoral promises are an important factor in ballot. Voting for a candidate depends on his promises, usually linked to specific interests like the employment of a son or a relative, for example, and other personal interest.	The agendas of the national parties are almost absent during the electoral campaign. They are replaced by the necessities of the population of Essaouira: drainage, health, re-housing the inhabitants of the ancient neighborhoods, rehabilitation of some marginalized neighborhoods, employment, cultural and sport activities, social aid, etc.	The candidates of the last election were very interested in the following main issues: health, employment, education, infrastructure (water, electricity, roads, etc.), hygiene, and investment attraction and tourism. These topics are relevant at both the local and national levels.
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**• Regime of political parties :**

Several political parties are active in the four studied regions. However, the parties represented in their councils are:

	M. Agdaz	C. Krama	C. Essaouira	Martil
Socialist Union of People's Forces	02	02	02	11
Independence Party	02	01	03	
People's Movement	02	-	-	
National Democratic Movement	02	01	01	
National Rally of Independents	01	08	-	
Front of Democratic Forces	02	-	01	
Social Movement Party	-	-	-	
Party of Progress and Socialism	-	-	12	
Justice and Development Party	-	-	02	
Alahd party	-	01	01	
Party of the Unified Socialist Left	-	-	-	
Constitutional Union	-	-	03	
Alliance of Liberties	-	-	02	
Citizens' Forces	-	-	01	

<sup>11</sup> Not illustrated in the report of Martil. Only opposition and majority parties were discussed

However, faithfulness of an active member towards his party does not depend on the agenda of the party or its political orientations. Members change their membership to other parties whenever their interests contradict the other members'. And the same thing for the alliances, that take place during or after the elections. Such alliances are just a card used to reach the quorum needed during the Municipal Council vote to make suitable decisions, appropriate for the members of such alliances, with majority or opposition alliances and without losing one's chair.

In general, we may say the concept of "political party" is clearly absent in the different regions concerned by the assessment, neither within the majority nor the opposition sides. Therefore, there is no effect on the performance of the President of the municipal council, the elected council and the administrative authority in general. Some individuals, however, practice freedom of criticism but not publically and do oppose the ruling majority but according to the logic of criticism freedom and not by submitting alternative policies and programs to be discussed in the council's sessions.

Every political party should have<sup>12</sup> a written agenda, articles of associations and a statute. The agenda should determine, in particular, the principles and objectives of the party, under the provisions of the Moroccan Constitution and laws.

The articles of association determine, in particular, the regulations of the management of the party and its administrative and financial organization in accordance with the law, while the statute determines how the party's bodies should be run and the conditions and formalities under which these bodies meet.

Political parties must be organized and managed under democratic principles that guarantee the participation of all members in the management of the different bodies. Their articles of associations should fix the number of women and young people that should take part in the managing bodies of the parties.

Political parties must have central organizing structures and may have branches at the regional, provincial, prefectural or the local levels. The manner according to which candidates of a party are chosen and commended should be based upon democratic principles.

- **Elected officials :**

The elected council<sup>13</sup> manages the matters of the commune. Its mandate and the conditions of electing the council shall be determined in accordance with the provisions of the Election Code. The number of each communal council's elected members is fixed by virtue of Decree, taking the regulations and the conditions stipulated in the Election Code into account.

<sup>12</sup> In accordance with Law # 36-04, relative to the political parties.

<sup>13</sup> In accordance with Law # 78.00, relative to the Communal Charter.

Among its members, the Communal Council elects its president and several deputies to form the Board of the Council. The mandate of the board's members is the same as that of the Communal Council. The Election of the board shall take place within 15 days following the date when a Communal Council is elected or when the previous board collectively stops executing its tasks, for any reason whatsoever. In all cases, the council meets upon a written summon issued by the competent administrative body. Under the quorum conditions, the meeting of the council, which the local administrative authority shall attend or be represented in, shall be presided by the oldest member while the youngest among the attending members, who can write and read, is assigned to write the proceedings of such meetings and prepare their report. The President and the deputies of the council are elected by virtue of a runoff voting system, in a secret ballot. For the election to be correct there should be a separate place for casting vote, a transparent box, ballots and non-transparent envelopes bearing the seal of the local administrative authority. At the first stage, the President and the deputies can be elected only by an absolute majority of the attending members' votes.

Contrary to the parliament legislative election, in which the party's candidate is imposed by the party's regional or national board, elected officials in local elections do not reflect, usually, a certain political orientation in their parties. In fact they are elected as individuals backed first and foremost by their ethnic background and affiliation. Bound by their interests, they move subsequent from one party to another without taking into consideration whether such party belongs to the opposition or the majority.

Indeed, the regional or national board of a party does not interfere in choosing the party's candidates in the local elections. It is the party's local board that nominates the right candidates, among the closest individuals to the inhabitants and those who usually provide support for them and have their trust. But usually, the Tribal Council in the Municipality of Agdaz and the Commune of Krama is sought, for it is only the council which can choose a certain candidate and guarantee his unanimous victory.

Some of the competences of the Communal Council President are as follows :

- The Communal Council President is the executive power of the commune. He chairs the Communal Council and officially represents the commune in all civil, administrative and judicial aspects. He manages the administration of the commune and sees to its interests, in accordance with the applicable laws and regulations.
- He chairs all communal council meetings except the meeting where the administrative audit is discussed and voted. He actually attends this meeting but leaves right before the vote takes place. Unanimously, the attending members of the meeting elect, without discussion, a chairman for the meeting who should not be a member of the board.



- The president executes and controls the execution of the decisions made by the council and takes all necessary measures to achieve this aim.
- He represents the Commune before any court except in cases where he is personally involved, acting on behalf of a third, as a partner or as a collaborator and in cases that concern his spouse, parents of children.
- The presidents of the communal councils are, ipso facto, entitled to carry out the missions of the communal judicial police, the communal administrative police and the missions that are given in accordance with the applicable laws and regulations to Pashas and District Commissioners, except in cases that come within the scope of the local administrative authority competences.
- The Communal Council President is entitled to carry out the competences of the administrative police in the fields of healthcare, hygiene, public peace and traffic security, making regulatory decisions and via taking permit, order and prohibition measures.
- The Communal Council President has the capacity of a Civil Status Officer. It is worth mentioning that such capacity may be assigned to the deputies or the communal civil servants, in accordance with the provisions of the law relative to the Civil Status. Under the conditions stipulated in the applicable laws and regulations, the President compares copies to their originals and authenticates the signatures they bear. But the President can assign such tasks to the Communal Secretary General or Heads of Divisions, according to the applicable laws and regulations.
- The President can automatically, at the expenses of the persons concerned and under the conditions stipulated in the Decree in force, take all measures that aim to guarantee traffic security, peace and the public health protection.
- The President, if need be, may request the competent local administrative authority to use public force to guarantee and enforce respect to his decisions, in accordance with the applicable legislations.
- The Communal Council President is in charge of the communal interest. He is the superior of the communal civil servants. In charge of appointment in all communal vacancies, the president sees to the matters of the permanent, temporary and short term civil servants, under the conditions of the applicable laws and regulations.

The council has, in particular, self-competences and others assigned by the State<sup>14</sup> :

### **Self-competences :**

- Economic and social development ;
- Fiscal, financial and communal properties related concerns ;
- Construction and land preparation ;
- Local public equipments and facilities ;

<sup>14</sup> For more information please go back to Article 1, Chapter 4, of Law # 78.00, relative to the Communal Charter.

- Healthcare, hygiene and the environment ;
- Social and cultural activities and equipments ;
- Corporation and partnership.

**Competences to be assigned :**

- Building and preserving schools, education institutions, hospitals, medical centers and treatment centers ;
- Carrying out forestation plans and improving the preservation of the natural parks located within the territory of the commune ;
- Building and preserving small and medium water installations ;
- Protecting and restoring the historical monuments and the cultural heritage and preserving the natural sites;
- Building and preserving rehabilitation and vocational training centers ;
- Training communal civil servants and elected members ;
- Infrastructures and public interest equipments.

**Counseling competences :**

The Communal Council gives suggestions and presents petitions and points of view, and for these reasons it :

- Invites the State institutions and other institutions governed by the Public Law to carry out the works needed to boost the commune’s economic, social and cultural development, if such works are beyond its competences and power or the capacities put under its disposal ;
- Examines any project to be accomplished by the State or by any other commune or public institution within the jurisdiction of the commune and must give its opinion about any project to be accomplished by the State or by any other commune or public institution within the jurisdiction of the commune, if the accomplishment of such project necessitates the commitment of the commune or has an effect on the environment ;
- Gives its opinion concerning the policies and the designs of the land preparation and construction and the borders of the communes’ borders. It should also give its opinion about the projects of the preparation and construction, in accordance of the applicable law and regulations ;
- Gives its opinion whenever it is required by the applicable law or whenever the State or any other commune requests so.

The inhabitants proved that they had no sufficient ideas about the competences of the Municipal or communal council. They hold different opinions about the subject. Some think that the role of the population is limited only in the elections, while others

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believe that the elected members were chosen by the inhabitants themselves, and, therefore, we must respect such choice. Another category believes that elections are just a false scene and that the whole scene is already drown; no need thus to think about the elections' results and how things work within the council.

### **3. Operations :**

- **Elections' management**

Elections are organized by the Ministry of Home Affairs, represented by the local administrative authority. Any procedure or condition relative to the organization of the elections is stipulated in the Elections Code and the Decrees of the Ministry of Home Affairs, starting from submitting the electoral lists to the announcement of the results and forming the electoral communal councils. Ad-hoc administrative and dispute solving committees are created along with assigning courts to solve the electoral disputes.

Article 1 of the Communal Charter defines communes as territorial units governed by the Public Law, financially independent and have a legal entity. They are divided into urban and rural communes.

Communes are created and omitted by virtue of a Decree. The Center of a rural commune is fixed in accordance with a Decision of the Minister of Home Affairs. Upon suggestion of the Minister of Home Affairs or the Communal council concerned, the name of a commune may be changed after consulting its council.

In Morocco, the Communal elections are usually held once every six years, a period that can be prolonged. The Elections Code determines the conditions and the procedures of the elections' organization, including list submission, electoral campaigns and Councils' election. Moreover, it determines the ballot's type in the local Communes and the size and the structure of the communal councils.

Article 4 of the Elections Code defines a candidate as a Moroccan, male or female, has at least 18 years old and resides in the commune. Therefore, foreigners are not entitled to participate in such elections.

In the last few years, chances to participate and submit one's candidate were equal for all social categories. This year, however, a women's quota is imposed for the next communal elections. Indeed, according to the law, 12 % of the councils' members to be formed as a result of the next elections, due on June 12th, 2009, will be women.

Besides, all provisions relative to the electoral disputes are laid down in the Elections Code as well.

The four reports, however, mention that there was no complaint, falsification or fraud accusations. The right to participate in the elections was guaranteed for everybody, with no discrimination and taking into consideration the inhabitants with special needs and helping them to cast their votes, in accordance with the Elections Code Procedures. Control, by the rest of the civil society institutions and international organizations, was carried out only in Martil and the Municipality of Agdaz, in the presence of :

- The National Elections Control Observatory ;
- Elections Control Group of Associations ;
- Haret Tameksalet Development Association ;
- Human Rights Advisory Council ;
- INDA, Elections International Center.

These organizations prepared after assessing the operation several reports and give many recommendations none of which has seen the light yet.

• **Voters' participation :**

During the last elections, the voting age fell to 18 years in order to encourage the participation of young people, who did not, in fact, participate in great numbers due to insignificance of raising-awareness programs carried out by the political parties and civil society associations and because young people lost trust in the political participation. Besides, political parties become active only during elections' periods. Awareness about the political participation in the studied fields is, accordingly, very limited and weak.

As it is the case in all parts of Morocco, the four reports highlight that adhesion in the political parties is very limited. People do not trust the capacity and works of parties, which, for their turn, fail to persuade new members and convince them to adopt their principles and visions, for they adopt glittering slogans that cannot be achieved in reality and have no intern democracy. Besides, leaders of some parties occupy their chairs for a long period and prevent young and competent individuals able to see to the population's concerns and to achieve realistic programs from taking their positions.

Local democracy is strongly linked to the participation of every component of a society in the democratic process. One of the important indices which prove the point is the participation of women in elections. Advanced societies give women the opportunity to play their role in constructing a democratic society through their active participation in the elections.

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Morocco, as well, is one of many countries that adopt women's active participation along with men in the different social, economic, political, cultural and intellectual aspects. The country gives thus a chance for building and developing an energetic and balanced society that can meet the needs of modern life and escort human development in the 21st century.

In this respect, women's participation in the elections has an important position in Morocco. The kingdom sees this participation as a right (the Constitution and the Elections Code) that allows women to access leading position through submitting their candidatures and votes. Election is not a target itself. It is a means via which women can reach leading positions in the institutions where decisions are made, which is a way to reach development and establish equality and social justice for men and women alike. Still, women's participation is still weak and did not exceed 12 % despite the fact that several human rights bodies request that this share should reach one third.

In general, women's participation, as candidates or voters, is an important step to measure development process in the country. The fact that she has acquired her full constitutional right to be equal to man and that she actually practices this constitutional right through submitting her candidature or voting, and even if the number of female participants is equal or close to that of men's, does not necessarily mean that women have a similar or close quota as men's (50%). This means that equality provided by the laws does not solve all women's problems or eliminate discrimination against them. Elections are a civilized process and women's participation in such process highlights its true and real democratic characteristics.

## IV. Interactive democracy

### 1. General view on interactive democracy and important conclusions :

Not only is participative democracy the ideal model in modern politics, it is also model for achievements. The more citizens are able to discuss the future of their city the more the commune is able to work and accomplish its objectives and the more the political system takes into consideration the expectations of its members the more effective it will be.

As it is the case with the representative democracy, interactive democracy does not have diversified communication mechanisms and nonconformity of the currently used mechanisms with the Moroccan particularities, characterized by the high level of illiteracy, the long interval between the center and the other affiliated districts and the growth of the population that speak Tamazight and do not understand Arabic, nor Moroccan Arabic (Darija) even.

Besides, communes need to be backed from the State's budget for they do not have financial resources to ensure sufficiency or even to meet the basic and necessary needs of the local population. The Moroccan communal and municipal councils do not communicate neither with the population nor the associations with which they have only non-institutionalized relations. The associations' activities are limited to providing services to meet the development needs of the local population and ignore to tackle the political aspects and the management of the local concerns.

### 2. Institutions :

#### • Local authorities and interactive democracy :

The democratic local administration is distinguished from the other local administration through four main points: total openness towards its citizens, treating its citizens upon a fair and equal basis, transparency of its organizational structure and procedures and responding to the needs of the citizens.

#### • Openness :

On ground studies in the four regions concerned by this assessment proved that more than 50% of the population does not know that citizens can attend the meetings of the council and that the citizens should be informed via announcements and other ways about the date and agenda of open meetings. 47% of the population knows nothing about the announcement that should be displayed and that some concerned civil society's activists and players are invited to attend council's meetings.

Some believes that it is due to several reasons. They believe that it is mainly due

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to the fact that no real and sufficient efforts are made to diffuse the information and encourage the citizens to participate in decisions-making at the local level, total elimination of illiterate women by the administration and husbands as well, inexactness concerning the meetings' dates, nonconformity of the methods used to announce and communicate such information with particularities of the region and failure to take into consideration the high level of illiteracy.

As for the open meetings and activities of the council, there is no, or at least very limited, participation of the local population. A lot of people think they are not concerned and qualified and believe that nothing can be expected from such meetings. Besides, nonconformity of the meetings' dates and the activities of the inhabitants and their duties make it impossible for them to attend, mistresses in particular. Moreover, people believe that the meetings are open indeed but just according to the law. As they believe, there is no attendance to such meetings due to the problem of illiteracy, announcement failure, the fact that neither the citizens nor the local concerns officials are seeking the participation of the population and the fact that the role of citizens is just to cast their votes and choose their representatives. The relationship between the authority and the citizens does not exceed issuing and receiving some administrative documents.

- **Honesty/Equality :**

Taking into consideration that they do not trust the political system and the parties' works and missions as a whole, a lot of people believe that the electoral process and its results, the Municipal Council or its decisions, exclude several categories, women, young and disabled people in particular. The results of an on ground study in the Municipality of Agdaz and the Commune of Krama illustrate this point.

In Martil, marginalization and repulsion acquire a different aspect. According to the report, marginalization in the city has first and foremost an economic and social connotation. This means that those who live under poverty line, unemployed or who find it hard to integrate within the city's economic and social tissue feel that they are marginalized and consider that the authorities fail to make it easy for everybody, which paves the way to inequity and detriment, manifested in a form of marginalization and repulsion.

As for the Urban Commune of Essaouira, the report confirms that the Municipal Council of Essaouira has an important women's representation (13%) and even an important representation of those with Amazighi origins. However, this privilege does not result from the development of a political awareness and belief in the parties' work in the city. Instead, it linked to the conditions that led to the current council such as the electoral system and alliances, etc.

On the other hand, no specific programs or politics, concerning certain categories

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such as women, people with special needs, poor people, were recorded in the council of Essaouira, except the privileges and facilities granted to foreigners to settle down and invest in the city, which are usually supported by bodies other than the council.

- **Transparency :**

In general, any citizen can examine the documents of the commune, in accordance with the provisions of the law. These documents concern the budget, administrative audit, meetings' reports, structure design and the announcements of professional tests and examinations. The Municipal Council of Essaouira has done little to develop other means to be closer to the citizens and communicate with them, such as using modern technology of communication and building a website to introduce the commune and its bodies and programs.

The four reports, however, highlight that the practice of transparency is very limited, due to several reasons, including interference in favor of family members and relatives, bribery, nepotism and own interests. In addition, the interests of the inhabitants and their choices are not usually in conformity with the interests of the local authorities and the municipal council's alliances.

- **Responding to citizens' needs :**

The needs and problems of a population are numerous and vary from one region to another. However, for the inhabitants, this diversification is lost when it comes to the services provided by the municipal council. They all unanimously agree that such services are not satisfactory. They point out that while the infrastructure is weak (road, hospital, garbage management, absence of lighting in almost all streets) taxes are high and do not take into consideration the living standards of the inhabitants. In addition, garbage management does not include all the regions that are affiliated to the municipality despite the fact of paying their annual taxes. Besides, nepotism and postponement of executing some procedures are widely spread.

Under such conditions, which have an adverse effect on space and human resources management, the exclusion of poor and marginalized categories from accessing some services become even greater. This fact explains why inhabitants quite often resort to civil society's associations to overcome some temporary difficulties. Sometimes, associations lead hygiene, medical, vaccination, awareness, etc. campaigns, a role that should be in fact played by the municipality.



• **Civil society, private sector, international community and media :**

Statistics on the number of associations in Morocco differ from one institution to another. It is believed that the number of these associations is somewhere between 20000 and 30000 associations. The different development stages of the Moroccan associational tissue are not determined. Some, however, divide this development into 3 stages :

**First generation:** Elite and bourgeois aid associations. Composed by privileged members, big companies' owners, highly ranked officials and dignities, they included the most important local and national clubs. They did not aim to change the society. They had important financial resources, usually exploited to give contributions such as school accessories, glasses for children who suffer from sight problems or equipments for people with special needs. Some of these associations are still operating and provide the first meal in Ramadan<sup>15</sup> (Muslims' holly month).

**Second generation:** In the early 80s, a second generation appeared. Known as regional associations (Fez, Saisse, Big Atlas, Rebat El Fath, Bouregrag, etc.), the second generation associations were linked to the local elites as well. They benefited from continuous support of the public authorities and their position as public associations (non-profitable). The regional associations were similar to the fist category but were more privileged, had more authority and were highly supported by the authorities. They easily found their headquarters and received financial support for their activities. These associations aim to integrate the rural and urban elites to participate in the political transition Morocco witnessed at the time<sup>16</sup>.

**Third generation:** The third generation associations were development associations concerned by the social, development and economic activities. Since early 90s, these associations have made a great progress. The concept of using the local population powers saw the light through these associations. The Organizations of International Cooperation and other donors started looking for partners who are close to the local population to play the role of a coordinator between them and this population. The local inhabitants are invited to participate through their associations in making decisions and executing and supervising development projects. These associations do not depend on the public authorities and are very competent in fighting poverty and marginalization<sup>17</sup>.

<sup>15</sup> Aziz CHAKER . « le développement social au Maroc entre l'administration publique et l'administration privée question sur la place et la réalité du tiers secteur », NOG & governance in the Arab world, a meeting held within the scope of MOST Program (UNESCO). In partnership of IRD, CEDEJ, AL AHRAM CEPS. March 2000, Caire. PAGE 2.

<sup>16</sup> Moustapha CHADLI « la société civile ou la quête de l'association citoyenne » publication of the Faculty of Letters and Human Sciences, Rabat. Serie: Essays & Studies N° 32page 25.

<sup>17</sup> Aziz CHAKER (ibid).

These factors have participated in the creation of several associations to meet some needs such as hygiene, health, eradicate illiteracy and encourage scholarization, generalize training, income generating activities and environment protection. Other associations appear: associations to support small companies, associations of solidarity and associations that take care of a certain social category (children, women, young people, etc.). Currently, we are witnessing the birth of a new kind of associations, such as political awareness, human rights and transparency associations. In addition, some associations enlarge their interference borders to create an integrated development for the inhabitants .

Civil society in the four regions is made of associations, national and international non-governmental organizations, national organizations and associational unions:

• **The Municipality of Agdz :**

Category of the organization	T. number	
<b>Local associations</b>	Associations operating in the municipality (Agdz and Asslim) concerned by development and primary school, Afaq Association for the unemployed people, Afaq Deraa Association, Irrigation Association Federation, Students' parents Associations, cultural associations, sport associations, Students' House Association, Unions (Tamskalet Neighborhood Association, Association of Deraa Union), women associations.	22
<b>National non-governmental organizations</b>	The Moroccan Association to Support Local Initiatives, Moroccan Association for Solidarity and Development.	02
<b>International non-governmental organizations</b>	Belgium Cooperation, A French association, Japanese Cooperation, US Embassy.	04

### • The urban Commune of Essaouira :

The number of associations operating in Essaouira is increasing. There are more than 400 different associations in the commune including the social and cultural, neighborhoods', educational, students' parents, sport, professional associations in additions to those concerned by the people with special needs<sup>18</sup>.

### • Martil :

Although Martil counts more than 102 associations, only 10 are permanently active and operate on regular basis. Martil's associations are concerned by different fields and domains:

- Cultural associations: cinema, theatre, etc ;
- Students' parents associations ;
- Professional groups and associations: for fishermen, traders, farmers, etc. ;
- Comprehensive development associations: North Forum, initiatives, etc. ;
- Sport associations ;
- Environment associations ;
- Women and children associations ;
- Unemployed young people associations ;
- Social work associations ;
- Neighborhoods' associations.

### • Commune of Krama :

Name of associations	Date of creation	Category (objectives)	Number of members			Address
					Total	
Kir Oasis Association	2002	Development	01	08	09	Center of Krama
Akham Ameqran Association	2004	Development	0	11	11	Center of Krama
El Khir Association	2000	Development	0	09	09	Takrit
Women Association of Krama	1998	Development	11	0	11	Qsar El Kbir
Aghram Ikhtar Association	2004	Development	02	11	13	Qsar El Kbir
Ait Assoud Amro Association	2002	Development	0	09	09	Ait Assoud Amro
Lahri Association	2006	Drinking water	0	09	09	Lahri
Talhrit Association	2006	Drinking water	0	09	09	Talhrit
Water Association of Moukar	2006	Drinking water	0	11	11	Moukar

<sup>18</sup> CERED publication « population et développement » 1998, page 393

Moukar Zintouar Association	2001	Development	0	13	13	Moukar
Kir Alaala Association	2001	Development	0	13	13	Titnali
Moulay Ali Ben Omar Association	2006	Agriculture	0	31	31	Center of Krama
Titnali Cooperation	2005	Agriculture	0	11	11	Titnali
Sidi Ali Abrouch Association	1992	Agriculture	0	11	11	Center of Krama
Farmer's Association	1999	Agriculture	0	11	11	Center of Krama
Oum Essad Cooperation	2006	Agriculture	0	07	07	Center of Krama

This diversification, however, does not conceal the fact that associations still face several problems, among which are :

- The fact that State bodies and the local communes do not have a comprehensive view about the role associations play to ensure development, which request clear messages about the participation of these associations ;
- Technical problems that prevent transparency in the associations' self-finance and in their resorting to foreign financial resources, which cannot be subject to any audit or accounting check ;
- The absence of a legal framework to facilitate the quantitative integration of associations into the sustainable development efforts ;
- Lack of sufficient financial and human resources ; almost all non-governmental associations are inexperienced and have no work professionalism concerning the administrative and financial management and projects' preparation, execution, supervision and evaluation.

Associations receive support (benefits) from public communes either in a unilateral action or through a mutual agreement. The unilateral action deprives associations from their entities and submits them to the will of the local commune. The mutual agreement, on the other hand, gives associations the chance to negotiate with the other party which, as well, defends its own interests, which means that the commune already recognizes the entity of the association<sup>19</sup>.

It is understood that the local elected individuals take more profit when an already made agreement is imposed on the associations which are in a weak position, contrary to the local communes. If an association wants to rebalance this scale of power in its favor, it should abandon its isolation by creating a unified coalition with other similar associations or guaranteeing technical support for the unions it is affiliated to.

<sup>19</sup> M.Alkhaïti et M. ouaziz « vie associative et dynamique locale, perspective pour le développement par la bas », international meeting « région et développement économique » tom3, rabat \_ Maroc 19-20/10/1995, page 216

An association provides services for the inhabitants. Since they generate no financial benefits, most of these services are sponsored by the contracting public commune. The topic of the agreement between the association and the said commune is similar to relinquishment, demonstrated in providing services to a third, and, as far as the manner of sponsorship is concerned, to the market. Associations do not have the necessary qualification to stand against the pressures of the local authorities which they beg their assistance, unless they realize how to use their rights to obtain what they seek. They withdraw and waive such right whenever they refuse submission to what the local commune seeks to impose. Here arises the problem of control. How donations are spent is controlled whenever a donation is granted to an association, to ensure that they are not transferred to other parties.

This information is isolated. Among the institutionalized participations, nothing can promote the local associational movement and the small communal bodies (committees of neighborhoods, councils of villages, etc.) and build such institutions following a certain method that entitle them to participate in the local administration, mainly in the preparation and the execution of the development plan and communal budget. However, this supposition encounters several problems :

- Absence of a legal framework of a large participation: Unlike in other countries, the Communal Charter of 1976 does not highlight the popular participation. This charter does not determine, as in other countries, the legal framework within which associations can try and adopt institutionalized forms of the popular participation<sup>20</sup>.
- When we talk about local communes we also talk about the elected individuals who usually consider the development associations as a means of political rivalry. They feel obliged, then, either to contain them (chairing or affiliate them to a political party or a person) or totally marginalize them.
- Partnership practiced by the communes has two sides. Communes always doubt the intentions of the local non-government organizations, and particularly those who have direct contact with the inhabitants. The electoral district casting ballot takes into consideration the development of the closeness partnership. Almost no local, rural or urban, elected individual like to have rival in his jurisdiction. Therefore, elected individuals refuse all openness attempts towards any social player, regardless how active and competent this player is<sup>21</sup>.

Unlike local development associations, the relationship between the international non-governmental organizations and the local communes is slightly smooth. These organizations bring several competences and sometimes very considerable financial resources that strengthen the local commune's work.

<sup>20</sup> Driss ABADI, "Role of Association in Local Management", a participation in the book of "what associationsla participation to lighten the Local democracy defect", spatool associations, round tables, 2003 62.

<sup>21</sup> Driss ABADI (ibid).

Partnership, however, faces several problems :

- There is no legal framework that fixes the rights and duties of the participating parties. Several initiatives fail due to the absence of a shared legal reference upon which the initiators rely to accomplish their project. We should admit, however, that the current legal gap is not necessary bad. It is a fertile ground for the State to follow up and benefit from the current partnership experiences.
- Resorting to temporary partnerships, that is to say limited and immature operations, not originating from a strong will to accomplish a development project. Instead these operations are carried out just to save the situation and meet some temporary political needs.

### **3. Operations :**

#### **• Ways and forms of communicating with the citizens :**

The four reports illustrate that the local administration and the different components of civil society in the four studied regions use the following methods to communicate with the citizen :

- Announcement at the Municipal Councils;
- Personal relations: neighbors or relatives;
- Distribution of few prints;
- Consulting meetings;
- Centralized working groups;
- General presentations and exhibitions;
- Local associations use the mosque to inform citizens about some decisions, particularly in the rural areas.

#### **• Communication with the citizens :**

The results of the on-ground studies prove the existence of a lobby that makes all decisions and the exclusion of women, especially illiterate women, from information access and the participation in making decisions. It is true that some associations are consulted in some seasonal points, but only associations chosen by the local authority have such a chance. It is worth mentioning that there is no structured communication with the citizens who ignore how local concerns are managed.

#### **• Public opinions and popular initiatives :**

All reports highlight that public opinions and popular initiatives are used to discuss the internal problems of the municipality or within the framework of making decisions relative to its policy in managing public concerns or spending the budget.

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The aforesaid points prove that interactive democracy suffers from the absence of communication and nonconformity of the currently used mechanisms with the Moroccan needs, characterized by a high level of illiteracy, long intervals between the center and the other districts affiliated to the councils jurisdiction and the growth of the population that speak Tamazight and do not understand Arabic, nor Moroccan Arabic (Darija) even.

There are no legal provisions that allow local institutions to diversify their communicational methods and means with the citizens, no financial support to adopt such diversification and no continuous training for their staff to activate it. Local inhabitants, however, believe that this situation is part of the electoral scene as a whole. They think that this situation aims to consecrate the making-decision monopoly and approve decisions without consulting the citizens or take their needs into consideration.

## V-Conclusion and recommendations

Various recommendations and remarks were made in the four reports. We include them as were mentioned in each report, despite the fact that some of them are general and not practical, to guarantee more authenticity. These recommendations are as follows:

### **Municipality of Agdaz :**

The recommendations made in the report concern an essential point that was stressed by the different categories that were subject to the survey, which is the absence of a one and unified strategic planning in the municipality of Agdaz, a planning that guarantees work to all parties, each in his domain and according to his specialty, but within the framework of a unified program that entails the steps and projects of these parties. These recommendations are divided into three categories, listed according to the time needed to execute each recommendation.

**Short term** recommendations are based on the necessity of framing the electoral process by all civil society's components, namely associations, political parties and the municipal council, through organizing awareness raising campaigns that encourage the population to participate in political activities in general and in the electoral process in particular. Besides, everybody should be concerned by the decision-making in management of the local municipal council.

**Medium-term** recommendations are related to the revision of the political or associations-related offices to their local working methods, and especially the political parties that are not followed-up or supported by the regional and national offices, in order to ensure the continuity of their activities. For more democracy activation, whether representative or interactive democracy, it is primordial to create mechanisms for communication between, on the one hand, the parties, concerned by the study, and the population, on the other.

**Long-term** recommendations can be summed up in the need for making changes in the law governing local elections on the one hand, and the communal charter, on the other. Changes in the law governing elections should include raising the educational level of candidates, adopting the list regulation in the local elections, adding and activating punitive laws in order to combat bribery, and changing the time during which local elections are held to coincide with the presence of the Moroccan immigrants, to ensure that no social category is excluded. Amendments in the communal charter should include the necessity to support the municipal council resources and control its performance, and give associations the right to be represented in the council and participate, thus, in making decisions and activating the good governance in the management of the local concerns.



**Commune of Krama :**

Recommendations are divided according to the chronological order :

	At the local level	At the national level
Short-term	<ul style="list-style-type: none"> <li>• Coordination between various main players to evaluate the previous phase.</li> <li>• Outlining a strategic planning of the commune</li> <li>• Rationalization the use of available resources</li> <li>• Creating a communication network within the commune</li> <li>• Making information available to everyone (the creation of a website / local newspaper).</li> <li>• Benefitting from exemplary experiences of neighboring areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Supporting the representatives of the foreign departments and providing them with the necessary equipments.</li> <li>• Taking use from the existing young manpower in the region</li> <li>• Activating decentralization</li> </ul>
Medium-term	<ul style="list-style-type: none"> <li>• Continuous training of communal civil servants.</li> <li>• Supporting and strengthening the capacities of communal councils.</li> <li>• Mobilizing the workforce and involving it in the achievement of local development projects, following simple technical means.</li> <li>• Providing basic infrastructures for the population (roads, electricity, water etc.)</li> <li>• Involving citizens and institutions in the construction and censorship operations.</li> <li>• Ensuring transparency and equitable distribution of services</li> <li>• Making benefit from and ameliorating traditional alternation experiences concerning the local and communal concerns.</li> </ul>	<ul style="list-style-type: none"> <li>• Activating the amendments of the communal charter of 2008.</li> <li>• Activating the amendments of the Family Code.</li> <li>• Supporting and strengthening civil society's capacities.</li> <li>• Reconsidering the Fiscal Law, relative to the local communes and conform its provisions to the local particularities.</li> <li>• Organizing forums for young people</li> <li>• Creating bodies to represent children.</li> </ul>

Long-term

- Ensuring the involvement and participation of all groups and strata in society, especially young people and women
- Developing civil education programs targeting in particular the population in the isolated areas.
- Setting specific and binding criteria to determine the borders of the electoral districts.
- Reconsidering development policies in the region
- Reconsidering the communal charter to allow a wider participation of all key players.
- Reconsidering the Electoral Code to allow the formation of coherent and efficient local councils
- Reconsidering the electoral division to allow the formation of coherent electoral constituencies.
- Reconsidering the law of political parties to allow the formation of powerful parties and exit out of the Balkanization situation.
- Reconsidering the law of public freedoms to grant the Ministry of Justice or the Ministry of Social Development the power to authorize the creation of associations, instead of the Ministry of Home Affairs.
- Reconsidering the Fiscal Law, relative to the local communes and conform its provisions to the local particularities.

**Urban Commune of Essaouira :**

The recommendations made in the report of the Urban Commune of Essaouira are as follows :

• **Short term :**

- Prepare an outline of economic and social development.
- Set a severe system that enables the local commune to receive the payment of rent and temporary occupations.
- Create methods and tools to communicate with the citizens and with the other players.
- Adopt of a tenacious administrative structure for human resources and communal interest management.
- Activate the role of the commune’s Secretary General.
- Activate the deliberative role of the council, through all its members, no matter what their political positions are.
- Activate the role of the political parties through supervision and mobilization.
- Strengthen the capacities of civil society associations and qualify them to participate in the decision-making in the commune.

- Integrate modern technology in the management of the commune.
- Adopt a participatory and developmental approach in the preparation, implementation and evaluation of the commune's budget.
- Invest members' skills and experiences in the communal management.
- Set a training program to strengthen the staff and members' capacities.
- Rehabilitate of the commune's building.
- Assign the management of some sectors to other bodies (the wholesale market, bus station road and the butchery).

**Medium term :**

<b>Infrastructures</b>	<ul style="list-style-type: none"> <li>- Reform and generalize the drainage network</li> <li>- Rehabilitate several residential neighborhoods and provide them with the necessities</li> </ul>
<b>Social field</b>	<ul style="list-style-type: none"> <li>- Re-house the inhabitants of the falling houses</li> <li>- See to the needs of people with special needs via using clear standards in the designs</li> <li>- See to the needs of women and young people through the creation of guiding and training free spaces</li> </ul>
<b>Cultural and sportive field</b>	<ul style="list-style-type: none"> <li>- Create sport and cultural spaces</li> <li>- Guide and support sport and cultural associations</li> </ul>
<b>Economic field</b>	<ul style="list-style-type: none"> <li>- Promote small and medium-sized investments and encourage companies</li> <li>- Organize craftsmanship</li> <li>- Create commercial markets / a weekly market</li> </ul>
<b>Tourism</b>	<ul style="list-style-type: none"> <li>- Organize and restructure the sector of tourism</li> <li>- Control prices of institutions and tourism-related facilities</li> <li>- Create medium-sized tourism-related activities</li> </ul>

**Long term :**

These recommendations are associated to a national aspect:

- Give large powers to the local communes
- Reduce the traditional guardianship and inaugurate a new era of judicial control
- Prepare positive discriminatory laws and measures in order to expand the participation of women and young people in the management of the communal affairs.
- Activate the role of the account regional councils. These councils should control and examine the budgets prepared by the communal councils.

- Adopt results-based management in the management of local communes
- Give large powers to the secretary general in the communal councils.
- Local Commune civil servants should graduate from specialized schools and institutes in management and administration.
- Strengthen the concept of real decentralization in the formulation of the local communes' development policy.
- Reconsider the communal charter and the electoral laws

**Martil :**

Similar to the other reports, the recommendations follow a chronological order:

**Short term :**

- Invite the urban commune to improve communication with its general environment, to use modern technology tools to guarantee that all male and female citizens are aware of the communal council's activities and to discuss and publish all information and documents.
- Invite the urban commune to revive and activate the of cooperation and partnership department and provide it with the necessary tools and specialized and competent human resources.
- Invite associations to strengthen their executives' capacities by creating internal training programs.
- Invite associations to improve their communication with all citizens, male and female, and involve them in the evaluation of their programs.
- Take initiatives to raise the degree of confidence of all citizens, male and female, in local administration, political parties and electoral processes, for example through the organization of forums to assess the outcome of the current municipal council, and inform them about the new pattern of voting which will be performed during the next communal elections for the first time in their commune, and involve them in the development of electoral political programs.

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**Medium term :**

- The local municipal council must create a mechanism to institutionalize the citizen participation (for example, a local advisory council), build confidence with other local players, especially civil associations and private sector institutions and promote more transparency in the local public policies.
- Improve coordination and cooperation between local players to reach agreement, avoid wasting energy and resources and reduce dispute incidents.
- Improve the local development scheme in the city, prepared in 2006 by the Urban Commune of Martil, supported by the Moroccan Urban Forum, in order to set a strategic plan for the city, adopting a participatory approach in its preparation, implementation and evaluation.
- Improve coordination between the local players, especially between the local commune and national players (local programs and national programs).
- The private sector has to support local development programs more effectively, transparently and clearly. It has to create a communication tool between all citizens, male and female, and the media.
- The political parties have to reconsider their work methods and their relationship with the citizens, male and female, in order to pass the narrowly and temporary work, to cope with the local affairs on a permanent basis and to participate in the local decision-making.
- Provide better working conditions for the opposition within the council give it access to any documents or information and consider its opinions whenever they may bring benefit to the public interest.
- Civil associations have to create a framework for cooperative work that adopts an agreed vision of local affairs, in order to develop and improve their capacity to influence public local policies.

**Long term :**

- The central authorities, especially the Ministry of Home Affairs, have to reconsider the legal framework governing the work of local communes, in order to eliminate the strong trusteeship, by abolishing the prior control system and strengthening a subsequent control system of the local communes' decisions and work.

- Reconsider the role of accounts regional councils of and enlarge their competences to promote subsequent control mechanisms in local communes.
- Strengthen the legal framework governing the electoral processes by the inclusion of procedures and requirements that clearly and severely criminalize the use of money and bribery.
- Promote gender equality concerning the right of political participation by increasing the women's quota during in the next communal elections expected on June 12th, 2009, and find new techniques and ways to organize that give this step the necessary legal characteristics by adding a relevant provision into the organizing laws of the local elections.
- conduct public opinion polls of the citizens, male and female, before making any amendment that may affect a local democracy's fundamental aspect (for instance, changing the ballot type or the competences of the council ...).

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## VI. Proposed executive program and following-up tools

The findings of the studies highlight that the absence of participatory program and a unified vision of all partners concerned resulted in an imbalance of applying the local democracy's principles. This refers us back to the concept of participatory strategic planning to manage local concerns which requires a rigorous program and the openness of the institutions towards each other, as well as the participation of everyone in this process.

Local democracy is not a ready recipe or a determined form to be imported. It is a building process and a series of complex and continuous operations in a determined space and a specific time. Creating a committee including all local players, concerned by local democracy, is one of the most effective way to follow-up and measure the progress of local democracy, due to the fact that this committee will include players who are directly concerned by local democracy and can follow the process on a daily basis, which facilitates the tracking and daily monitoring of the situation. The committee will prepare periodic, every 6 months or annual reports about the progress made in the domain of local representative or interactive democracy. Moreover, this committee must always be in direct contact with the citizens who are the center of the entire democratic process.

This committee should be an independent body composed of all local players. Its task should consist of the assessment of democratic local communes :

- Through the preparation of studies on the democratic situation of the commune ;
- By suggesting solutions and alternatives to promote and ameliorate the local democratic situations ;
- By reading and analyzing the budget, based on specific approaches ;
- By developing a clearly defined plan to support local democracy in the commune;
- And through the reparation of periodic reports on the practice of democracy in the commune.