

Kingdom of Morocco



Parliament

The House of Representatives



**STRATEGIC PLAN
FOR UPGRADING AND ENHANCING THE
WORK OF THE HOUSE OF REPRESENTATIVES**

25 December 2012

PURPOSE

The present paper is designed as a road map for enhancing the work of the House of Representatives, bound to meet its new and broader responsibilities as per the July 2011 Constitution. It puts a premium on performance of the House in making laws, scrutinizing the government and, above all, serving the interest of the Nation while accommodating MPs' commitments towards their constituents.

For so achieving, this paper lays down the overall plan to enhance the work of the House of Representatives, with a particular emphasis on the sought-after outcomes.

It sets out in a structural and complementary order the relevant components of the strategy to be implemented.

The present strategic plan and the initiatives relating thereto are derived from the findings and recommendations of the conference on reforming the Rules of Procedure held on March 21, 2012, with the House of Representatives leading and all stakeholders playing along.

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**I- Speeches
Of HIS MAJESTY KING
MOHAMMED VI**

**Unabridged Speech of His Majesty the King
When Opening the Second Autumn Session of Parliament**

October 12th, 2012

Unofficial translation

"Praise be to Allah, Peace and blessings be upon the Prophet, His Kith and Kin.

Ladies and gentlemen, members of Parliament,

I am addressing you on the opening of the first Session of Parliament since the legislative elections last November 2011.

First and foremost, I should like to congratulate the Members of Parliament for having gained voters' trust.

On this occasion, we all realize the vital importance of Parliament in the Kingdom's new constitutional architecture. Indeed, sweeping change in parliamentary practice is required as per the newly adopted Constitution for this Parliament to rise to the challenges it will be confronting.

All Moroccans quasi-unanimously endorsed our referendum initiative on the new Constitution, which was drafted along the lines of an inclusive and participatory approach. Turnout was so massive as to show pride in the progress achieved, with citizens keen to confidently carry on building a state standing tall on its institutions. Fresh blood has thus flown into all constitution-embedded institutions, not least Parliament, as a result of such far-reaching reform.

The election of the new Parliament has coincided with important political, social and cultural developments in Morocco. This has made it possible for the Moroccan society, which is known for its clear-sightedness and self-confidence, to give new impetus to the country's modernization process and to improve the representation of women and young people. This, in particular, has been a source of immense satisfaction to me, but I still look forward to greater representation.

These new developments were made possible by a proactive constitutional reform which was brought to fruition after a long process. This reform was further consolidated by the election of Parliament, which now has a new status, regulations and powers. Over and above the special status it henceforth enjoys, this constitutional institution has not only become the sole source of legislation, but its scope of competence has also been expanded. It now has extensive powers regarding the passing of a large number of organic laws needed to implement the new Constitution, especially the most sensitive and overarching provisions thereof. In some cases, and at the King's discretion, Parliament is entitled to amend the Constitution with no need for a referendum.

Moreover, the role of the opposition as a full-fledged authority has been enhanced and new means of action have been placed at its disposal, allowing for stronger, more responsible involvement in the work of Parliament.

Furthermore, the Parliament's role to oversee the work of the government has been strengthened in the constitution, thus enabling Parliament to evaluate public policies. This opens up promising prospects for introducing appropriate, timely amendments to programs to make sure they are properly managed and successful.

Ladies and gentlemen,

I am sure you realize this major democratic achievement entails new obligations. Its actual implementation on the ground and the fulfillment of its objectives are not possible

without further efforts, a keener sense of responsibility, mobilization and self-denial. This means we must do away with obsolete practices and make sure Parliament's performance is improved, with the understanding that in an institutional setting such reappraisal can only be done by the parliamentarians themselves. Therefore, in my capacity as the supreme arbiter and custodian of the nation's best interests, I urge the Members of the House of Representatives to show the determination and courage required by the quality of parliamentary practice we wish to have. This would add value to your noble mission as you seek to fulfill the nation's expectations and rise to the requirements of the new Constitution.

We call on Parliament to draft a code of ethics with a legal basis, making sure it promotes civic values, public interest, responsibility, integrity and commitment to full, effective participation in Parliament work. This code must also make sure the legal status and constitutional rights of the opposition are respected. Your ultimate goal should be to ensure Parliament provides a forum for constructive dialogue while serving as a school for political elites. To this end, the appeal and credibility of Parliament should be enhanced to win over whoever might have been disappointed by political action, or whoever questions the usefulness of Parliament in the management of public affairs.

I wish to recall that MPs are given their mandate by the nation, and that, regardless of their political affiliation or constituency, they are duty-bound to serve public interest, making sure the best interests of the nation always come first. Moreover, I should like to invite you to promote cooperation between the two The House of Representatives of Parliament, using a specific, well-thought-out approach to achieve this objective. I would like you to make permanent, rational dialogue and close, balanced cooperation between the Government and Parliament the very basis of your action, seeing to it that the specific features of the executive and the legislative institutions are fully respected.

In this regard, I would like to recall that Parliament now has all the necessary means for parliamentarians to give fresh impetus to its diplomatic and international cooperation agenda. To this end, its partnership relations with other parliaments should be strengthened as this will further enhance our country's standing in international forums, enabling us to defend our best interests properly, particularly the question of our territorial integrity.

You have the honor of ushering in a new, historic era. There is no doubt in my mind that you realize the responsibility you have to shoulder as a ground-breaking parliamentary term opens. You can, indeed, make it one the most creative, productive terms.

You have the privilege to be the members of a Parliament involved in a parliamentary term in charge of drafting new organic laws as well as other ordinary legislation needed to supplement the provisions of the new Constitution in an optimal way and in various sectors. In this huge undertaking, I would like to focus area on some priorities:

As regards the reform of territorial organization, which is a key sector, the legal and organizational conditions required for the setting up of the House of Counselors in its new constitutional format need to be met so that we may implement the advanced regionalization we aspire for in our country. In this regard, I urge you to respect the letter and spirit the Constitution's provisions on regions and other territorial entities, taking into account the pertinent proposals of the advisory committee on regionalization.

With respect to the reform of the judiciary, Parliament should pass the organic laws pertaining to the Higher Council of the Judiciary as well the statutes of judges. Once again, I would like to invite you to comply strictly with constitutional provisions on the independence of the judiciary. I also call upon the higher authority in charge of the dialogue on judicial reform to make the independence of the judiciary the key element of the recommendations it will submit.

In the message I delivered in Ajdir, I had the opportunity to define the pillars of our rich, multifarious and open-minded identity, and this was subsequently enshrined in the new Constitution. In this regard, you need to pass the organic laws required to get the National Council for Languages and Moroccan Culture started, and give concrete substance to the official character of the Amazigh language, avoiding any preconceived or narrow-minded judgments in this respect.

I should like to mention the role of the institutions in charge of good governance, some of which were set up and started functioning years ago. As these institutions have reached a degree of maturity and have, as a result, become constitutional bodies, I think the organic laws governing them need to be reviewed and a proper legal framework developed for the new institutions, which should all fulfill the objectives for which they were created, in keeping with the relevant provisions in the Constitution.

In conclusion, I should like to stress the tremendous responsibility you have in terms of responding to the expectations of the nation and enhancing public confidence in the parliamentary institution. Moreover, you are expected to set the best example by making public interest prevail over all other considerations, thereby contributing to the consolidation of the Moroccan distinctive model based on democracy and social solidarity. Let us keep in mind that sincerity is the gateway to the greatest achievements, for Almighty God says: "If Allah finds any good in your hearts, He will give you something better". True is the Word of God. Wassalamu alaikum warahmatullahwabarakatuh".

**Excerpt from the Speech of His Majesty the King
when Opening the First Session of the Fifth Legislative Year, Eighth
Term**

14 October 2011

Unofficial translation

«The major changes brought about by the Constitution must lead to new, credible democratic institutions as well as to the emergence of qualified elites, efficient political action and concrete, development-oriented endeavors that ensure a free and dignified life for all the segments of our faithful people, especially disadvantaged groups and the ambitious youth.

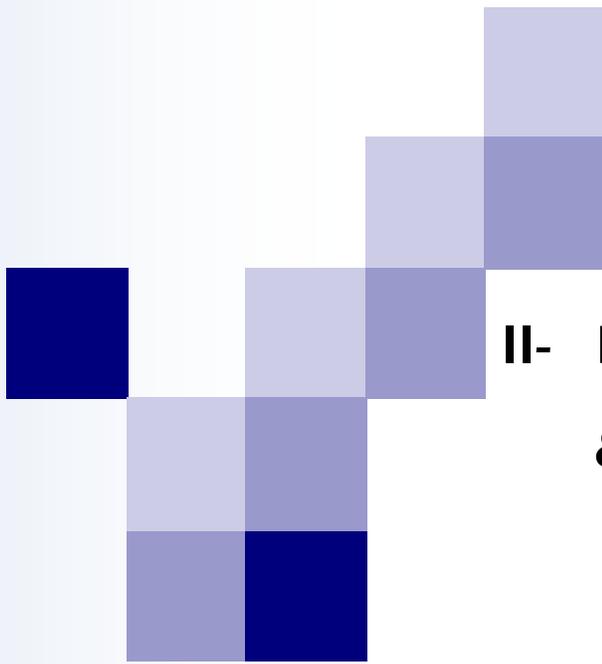
This is the right way to restore confidence in political action and to enhance the performance of institutions, making them worthy of the advanced status conferred upon them by the Constitution. New political practices are therefore required. They should be based on efficiency, coherence and institutional stability. We have to make sure each power plays its role, in accordance with the principle of the separation of powers, balance and cooperation between these powers.

As part of my constitutional duties regarding the proper functioning of institutions and the preservation of the nation's democratic choices, I intend to see to it that the new institutions reflect not only the letter and spirit of the Constitution, but also our collective ambition to have efficient parliamentary and executive institutions based on:

A strong Parliament which reflects the free will of the people, which exercises its exclusive oversight and legislative powers, and which plays an effective diplomatic role in serving the just causes of the nation, particularly that of our territorial integrity.

Yet, the credibility of political institutions would remain purely formal if these bodies did not act as powerful levers for the achievement of economic progress, social cohesion and cultural creativity.

Given the national, regional and international environment, we have to keep in mind the great challenges facing the next legislature, at institutional level as well as in the area of development. All dynamic forces in society and all political actors must rise to these challenges in their respective fields of competence, particularly Parliament and the Government».



II- Historical background & institutional build-up

Forty nine years have elapsed since late King Hassan II, may His soul rest in peace, made the first speech before Parliament in 1963. And not long before, the Moroccan people had voted into being the first Constitution of the Kingdom through the 1962 referendum.

These events are yardsticks whereby we can measure how much parliamentary practice has changed in our country over the last five decades. Truly, over that period of time, which incidentally was awash in political, economic and social developments, tremendous progress has been made, be that in terms of Parliament's legislative, oversight and diplomatic functions, or in dealing with community issues, citizens' interests, concerns and expectations.

Parliament in general and the House of Representatives in particular, have carved out, over decades, a first-rate status in the Moroccan political and constitutional system, thereby asserting their primary part in solidifying democracy and the rule of law. They prove to be the result of uninterrupted evolutionary transformation on the strength of Morocco's constitutions of 1962, 1970, 1972, 1992, 1996 and 2011.

Likewise, the House of Representatives has played a part in successive political reforms, since the early days of independence, as evidenced by parliament's consistent sponsoring and support for reform-oriented initiatives by passing laws or monitoring the cabinet. Being closely associated with reforms has enabled the House of Representatives to hone parliamentary practice.

Moreover, progress made internationally in democracy-building and in casting Parliament in the role of debate-maker over public policies and government platforms, has compelled Morocco's Parliament to follow suit and thereby meet such global challenges and expectations.

These historical and constitutional milestones and overall progress in parliamentary practice have been instrumental in crafting the stature and powers of the House of Representatives within the Moroccan institutional framework.

On a related matter, it's worth noting that the House of Representatives has reaped quantitative and qualitative improvements in making laws over the previous terms. Many private members' bills were passed into laws. Moreover, all proceedings, in both standing committees and plenary sessions, have shown quality debate and fruitful deliberations.

Similarly, the mechanism for monitoring the cabinet by Parliament has grown incrementally stronger on the strength of the political developments which Morocco has undergone, as evidenced through comparative reading of the successive constitutions.

Parliamentary diplomacy has evolved through a multi-stage process. Initially, there was hesitation on the part of the Moroccan Parliament, more specifically the House of Representatives which reluctantly embraced this new role as a result of the compelling dynamics of democracy spreading internationally and the henceforth greater role of Parliamentary Diplomacy in international intercourse.

Parliamentary diplomacy has also improved, albeit insufficiently, due to the limited reach thereof in the early days of parliament. However, overall progress in democratic practice and the new role of parliamentary diplomacy have led the Moroccan Parliament, particularly the House of Representatives to embrace this global trend.

In this respect, the Moroccan Parliament has grown more active in parliamentary international and regional forums and organizations as part of a proactive and dynamic diplomacy, thus selling the Kingdom as a promoter of peace, security, stability, coexistence and dialogue.

In this vein, the House of Representatives has set up a number of parliamentary brotherhood and friendship groups and established permanent national branches. It has

also capitalized on its dynamism, its reach and its active and regular presence in the international parliamentary diplomacy arena to chair several international parliamentary bodies on one side, and to organize a large number of regional and international conferences and events on the other. Such achievements testify to the credibility of our country and the considerable accumulation of positive experiences of our institution over more than fifty years.

Therefore, discharging law-making, government control and Parliamentary diplomacy duties requires financial and human resources, not to speak of physical equipment and work space requisite to fulfilling Parliament's obligations.

In so doing, the House of Representatives has expended countless endeavors for crafting operating procedures conducive to greater managerial capacity. Also, these efforts have been geared successfully towards supporting Management with highly qualified personnel, amending the Internal Regulations of the House of Representatives, and implementing a training program in partnership with national institutes and organizations or in cooperation with foreign partners.

For the purpose of providing the House of Representatives with effective administrative organization and supervisory framework to meet the challenges of keeping up with the ever increasing work tempo within, the Board of the House of Representatives adopted the first organizational chart of institutional administration on April, 13, 2007.

For the sake of upgrading work processes, the administration of the House of Representatives initiated a training program for introduction to using new information and communication technologies in management of the house across the board. It also developed a two-language Portal posting all data relevant to parliament's operations in keeping with the work agenda of the House.

Additionally, efforts are underway to devise a new and more effective record-keeping system, as records are significantly important in preserving parliamentary legacy. Similar efforts have been deployed in respect of documentation and publications. This has been made possible thanks to the effective contribution of MPs and staffers who have assumed office, back to back, in the House of Representatives since its inception.

Despite these efforts and the benefits that the Moroccan Parliament has reaped so far, a number of inadequacies, shortcomings and challenges remain unaddressed and many objectives are yet to be attained.

It is common knowledge that the Parliament is riding the wave of a new constitutional status featuring broader law-making powers as the Parliament is henceforth the sole law-maker, stronger mechanisms for controlling the cabinet vested as well with broader powers, and new relations between the House of Representatives and national and constitutional institutions, associations, civil society and citizens at large.

There is also the need to raise the profile of the House, consolidating its independence, and ensuring that it fulfills its duties based on the separation and balance of powers.

Parliamentary action internationally has developed extensively. This has been based on the following criteria: a parliament that represents the people, from different walks of life and of different, sometimes antagonistic views. Thus, it must be dynamic, open, transparent, responsible and responsive.

In light of the foregoing, and in order to keep up with domestic and international developments, the House of Representatives is required more than ever before to rise to the challenges of this legislative term. A new strategy ought to be crafted to overcome the malfunctioning of the parliamentary system, and thereby boost performance of the house, by attending to the following:

- Gaps identified with regard to legislative performance, and more specifically to management of the House's schedule;
- Volume of legislative output, be that government- or parliament-sponsored bills, and the quality of legislative drafts as well as sources of information and data required for legislative and oversight parliamentary activity;
- Limited human resources, as a result of the increase in the number of MPs
- Limited use of modern technologies for internal and external communication purposes;
- the need to step up efforts to preserve parliamentary memory by revamping the record-keeping and documentation management system, and by soliciting input particularly from civil society and academia;
- Evaluation and diagnosis studies over several stages initiated by the House ex-officio or as a result of partnership and cooperation programs, which have never been completed due to inadequate resources or to constraints pertaining to legislative and oversight agendas.

Indeed, the incumbent MPs happen to be in office at this special juncture in the Morocco's political life and thus are duty-bound to should heavier responsibility by setting the standard for an exemplary Parliament.



III- Background and Requirements for upgrading and enhancing the work of the House of Representatives

III.1 Background and House Upgrading requirements

By massively endorsing the draft Constitution by referendum which His Majesty King Mohammed VI ordered to be held on July 1st, 2011, the People ushered in a new era in Morocco's modern-day institutional and political life. The Constitution introduced sweeping political and institutional reforms that paved the way for parliamentary elections, the outcome of which brought sea change to political dynamics in the country.

Overhauling the Moroccan Parliament – by enlarging its mandate, enhancing its performance and reversing the way it is perceived by citizens – is one of the crucial reform-oriented projects congenial to effective and satisfactory implementation of the new Constitution.

This reform seeks to:

1. Further streamline the Moroccan parliamentary system with a view to building a bicameral Parliament with mutually consistent chambers, far from clash or overlapping of missions;
2. Enhance the status of the House and its Members and promote its prominence within the Moroccan parliamentary system under the new Constitution which has expanded the law-making scope of the House and vested it with new powers;
3. Boost parliamentary diplomacy as it proves congenial to advancing our country's major causes, not least the Sahara-specific cause;
4. Consolidate the status of the opposition and strengthen the role of civil society;
5. Boost participation of women and youth in parliamentary activity;
6. Devise mechanisms conducive to high moral standards in public life; emphasize oversight and accountability as a corollary of public office holding; and outfit Parliament with sophisticated tools and equipment to this effect;

7. Make more meaningful the constitutional relations with organizations charged with good governance, human rights and freedom protection.
8. The foregoing confirms and warrants the need to develop the House's capability; to democratize, upgrade and streamline its working processes; and to enhance and promote law-making, cabinet oversight, parliamentary diplomacy and communication.

The Strategic Plan is also required to be a driver for the modernization of all our institutional models as well as a driver to monitor and improve the work of the Government in charge of the exercise of power, and for the oversight of government performance, pursuant to the principle of separation and balance of powers,

Based on the foregoing and in line with the new provisions of the 2011 Constitution, this Strategic Development Plan is required to focus specifically on the following themes:

- Enhancing the legislative performance of the House of Representatives
- Developing the oversight function
- Promoting an effective parliamentary diplomacy
- Consolidating the rights of the opposition and mechanisms for the fulfillment of such rights
- Promoting the effective participation of women in parliamentary activity
- strengthening relations between Parliament on the one hand and constitutional institutions and good governance bodies on the other
- Developing a communication policy and reaching out to civil society;
- Allowing for coordination between the two Houses to avoid duplication of work or overlapping.

1) – A Stronger legislative performance of the House of Representatives :

- Enacting organic laws: The parliamentary institution will be confronting the challenge of aligning key legislation with the new the provisions of the Constitution, which entails a major law-making effort, qualitative and quantitative alike. The first litmus test for the House will be to see to democratic implementation of the Constitution by producing a large number of organic and ordinary laws, thereby translating such fine constitutional reforms into concrete visible actions;
- Improving and developing the legislative process of the House and its related procedures, including tabling and referral of bills, deadlines for the legislative work of committees, processes of debating government and private members' bills in plenary sessions, and procedure for passing such bills. Such action should also comprise a proactive mechanism allowing for assessment of the actual impact of contemplated legislation;
- Providing the regulatory and human resources and the skills requisite to enhancing, qualitatively and quantitatively, the House's legislative capability;
- Making greater room for home-grown legislation by tabling more private members' bills which henceforth, are dedicated a once-a-month sitting, as by the new constitution enacted.

2) – More effective parliamentary oversight :

- Oral and written questions are directed at various line ministries, with a particular emphasis on oral questions ;
- Questions on public policies are intended for the Head of Government.

- The vote of confidence enunciated in article 105 of the Constitution which provides that the House of Representatives may challenge the Government out of office by means of a no-confidence motion to be signed by no less than one fifth, and voted through by the absolute majority of the House's membership.
- Presentation of the progress report on government's action before the House of Representatives;
- Expanding the mandate of the House of Representatives as regards public policy evaluation by holding an annual plenary session devoted thereto.
- Holding hearings whereby parliamentary committees may summon officials from the executive branch, state-owned companies and public institutions to testify pursuant to article 102 of the Constitution.
- Reviewing the Court of Auditors' annual report on the public sector budget implementation;
- Reviewing annual reports by institutions and organizations charged with protection of freedoms and liberties, good governance, human rights, participatory democracy, human and sustainable development.
- Reviewing reports of investigating committees set up either on the initiative of His Majesty the King or upon request from one third of the House's membership, as set out in Article 67 of the Constitution.

3) – Efficient parliamentary diplomacy

Organization of parliamentary diplomacy: the House of Representative has several mechanisms to play an active diplomatic role, in particular through its affiliation with international parliamentary organizations and their permanent national chapters, while underlining the importance of applying the principle of equity and participation of the

members of the opposition in accordance with relative representation in the House. Heads of delegations, whether men or women, are required to submit a written report within one week to the Board of the House. The Board of the House applies the same principles as regards representation of the House in conferences, organizations and regional and international events, and within parliamentary brotherhood and friendship groups. It's worth noting the importance of setting a specific framework for these groups and a yearly schedule of their.

Training Members in key areas pertaining to Morocco's diplomacy is another requirement.

4) - Consolidating the rights of the opposition and mechanisms for their fulfillment:

The Constitution guarantees the rights of the opposition in parliament according to Article 10. This article enables the opposition to fully perform its parliamentary and political role. The article guarantees the following rights to the opposition:

- Freedom of opinion, speech and gathering;
- Air time on official radio and television stations in proportion to its representation
- Access to public funding as provided by law
- Actual participation in the law-making process
- A say in the government oversight matter
- A say in recommendation and selection of Members to be nominated for the Constitutional Court
- Chairmanship of the Committee on Legislation in the House of Representatives;
- Access to appropriate resources enabling the opposition to discharge its duties properly;

- Effective participation in parliamentary diplomacy;
- Contribution by opposition political parties to providing guidance to and representing citizens, as enunciated in Article 7 of the Constitution;
- The right to rule through democratic alternation in power, locally, regionally and nationally, in accordance with the provisions of the new Constitution.

5) - Effective participation of women and youth in parliamentary activity:

Reaching the key goals introduced by the provisions of the new organic law of the House of Representatives, which consists of promoting participation of youth and women in political life and the expected results namely the renewal of political elites, require:

- Introducing new provisions in respect of the working processes of the House to promote and strengthen participation of the youth in legislative, oversight and diplomatic action;
- Developing appropriate means and mechanisms allowing for effective participation and of women at all layers of parliamentary action, pursuant to Article 19 of the Constitution.

6) - Strengthening relations between Parliament, constitutional institutions and good governance bodies:

- The Court of Auditors, as far as public finance oversight and consultations bearing on Parliament-related public finance oversight (Article 148 of the Constitution).
- The Economic, Social and Environmental Council by seeking its opinion on all economic, social and environmental issues and on general policies regarding the national economy and sustainable development.

- Institutions and bodies mentioned in Article 161 through Article 170, charged with protecting rights and freedoms, good governance, human and sustainable development, and participatory democracy. These institutions and bodies are constitutionally required to submit annual reports to Parliament.

7) – Developing a communication and civil society engagement policy:

Enhancing participatory democracy and reinforcing citizen participation requires the preparation of an effective parliamentary communication policy to shine the image of the legislative institution, restoring confidence in its functions, and reinforcing the culture of contracting.

The House is now required to further reach out to its environment, particularly Moroccan male and female citizens to understand better their concerns. This outreach policy should also include educational areas and establishments, universities and associations.

The House is also expected to serve as a benign platform for dialogue and debate on all issues of interest to Moroccan society and as the ideal place for resolving and settling all disputes in a democratic manner.

Achieving such objectives requires stronger communication inside the House, whether within committees and parliamentary caucuses and groups or at the level of experts and administrative executives. There is also a need for enhancing the media performance of the House and its relations with national, Arab and international accredited media institutions that visit our country per occasion

The House is also called on to pursue an outreach and participatory policy towards different sections of society pursuant to Articles 12, 14 and 15 of the Constitution:

- Article 12 focusing on the contribution of civil society stipulates that *“associations dedicated to issues of public interest and non-governmental organizations shall participate, as part of participatory democracy, in the preparation, implementation and evaluation of resolutions and projects with elected institutions and public authorities.”* The same Article also stipulates that these institutions and authorities, including Parliament, should regulate this participation as provided by law.
- Article 14 stipulates that *“citizens, men and women, shall have the right to make legislative proposals according to the terms and conditions laid down in an organic law.”*
- Article 15 stipulates that *“citizens, men and women, shall have the right to submit petitions to the public authorities. An organic law shall set the terms and conditions for the exercise of this right.”*

8) - The bicameral system and coordination towards one Parliament with two Chambers:

The issue of complementary powers needs an enormous effort to put in place the mechanisms needed to guarantee such a complementary relationship, pursuant to the following relevant constitutional provisions:

- Article 6: *“Both Houses shall consider coordination and complementary work when laying down their Rules of Procedure, to ensure efficiency in parliamentary action.”*
- Article 85: *“The organic laws of the House of Counselors shall be decided by common agreement between both Houses of Parliament, based on a single text.”*

III. 2 Introduction to the Strategic Plan

From this perspective, and in response to the above mentioned expectations and requirements, the House of Representatives has crafted a Strategic Plan translated into a work programme. The aim is to lay the foundations of a new stage in parliamentary practice in line with the spirit and the word of the 2011 constitution.

The Plan comes in as a response to the royal directives set out in the royal speech delivered at the opening of the October 2012 Session. It secures the modernization of the work of the House, strengthens it and upgrades it. It will also improve its efficiency, its openness and transparency, bolster the constitutional role of the opposition and the participation of women and youth in parliamentary business, and build bridges with national and constitutional institutions and bodies.

The preparation of the Strategic Plan has considered a range of reference documents which provide the general framework for its contents. At the top of these documents lie the broad policy guidelines outlined in the speeches of His Majesty King Mohammed VI, May God glorify Him, especially those delivered at the opening Parliament in October of each legislative year. The latest of these speeches dates back to the opening of the October term of the legislative year 2012/2013-- a roadmap that defines the legal, political, ethical and operational requirements for implementing the new Constitution of Kingdom.

The Plan is also based on international standards for parliamentary work and the proceedings of the study day on the Rules of Procedure of the House, held by the House of Representatives on 21 March 2012.

The Plan is as well based on other documents used including the minutes of meetings of the House Bureau, the proposals made by parliamentary caucuses and groups, reports prepared by Members on matters of relevance to parliamentary business, as well as other

reports and studies produced in partnership with international bodies on matters pertaining to Parliament's affairs.

To fulfill the goals set by the Strategic Plan, five focus areas have been identified. Three of them are vertical and respectively aim to enhance the legislative function of the House, improve government oversight, and develop parliamentary diplomacy. The two remaining focus areas are horizontal and concern building the institutional and operational capacity of the House, and promoting participation by its external environment and implementing a communication strategy.

Regarding the vertical focus areas and the enhancement of legislative work in particular, the House has adopted an integrated approach by designing projects aimed at supporting parliamentary caucuses to produce bills on one part, and enhancing the capacity of the House for analysis and discussion, as well as draft legislation amendments, conducting feasibility studies, and on government and non-government bills.

As regards improving and ensuring the effective oversight of the Government, several projects have been identified including reforming the system of sector-specific questions and those put to the Head of Government, and establishing a permanent parliamentary mechanism to monitor public expenditure. Other projects consist in defining a procedure for public policy evaluation, creating a unit to review and analyze the Budget Bill and the state budget, and regulating the way fact-finding and exploratory committees perform their work.

Concerning diplomacy and its upgrading to meet current expectations, the House of Representatives has identified priority fields, namely related to reviewing methods and procedures governing parliamentary diplomatic work, while giving adequate attention to training in this area.

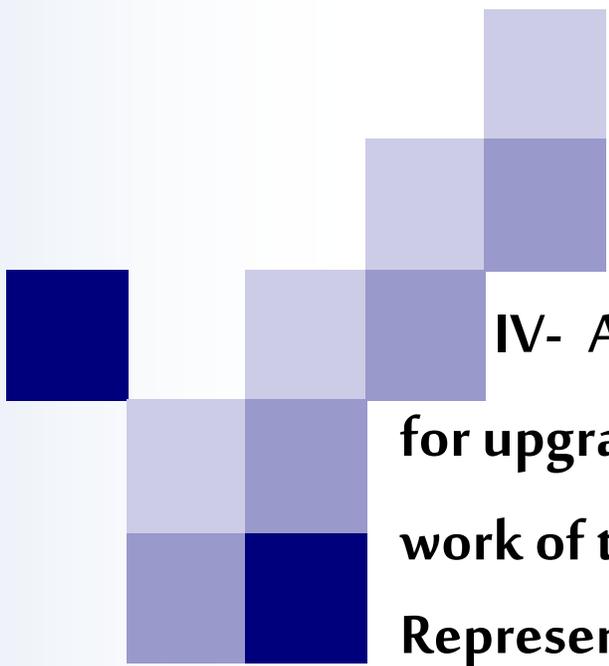
Regarding the two horizontal focus areas, particularly with respect to building the institutional and operational capacity of the House, a comprehensive and integrated

approach has been adopted. In this respect, key projects have been planned to develop the institutional framework of the House and improve its Rules of Procedure, securing among other things its effective independence from the Government.

Amongst these areas, there is activity of skills and capacity building of the administration staff of the House, and devising a law-oriented code of ethics for parliamentary work. This code will be primarily guided by the principles of patriotism and dedication to the common good and will spell out the rights and obligations of parliamentarians and other members of the House.

These areas are also related to building the skills and capacity of the House administration staff to improve MPs working conditions, modernize the rules and administrative management and financial procedures, using modern technologies in the work of the House, and establishing a library to bolster parliamentary action.

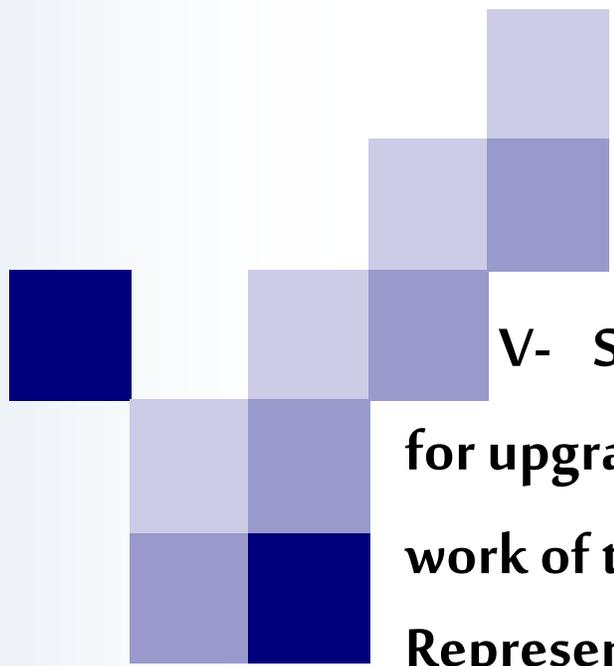
As regards the policy of opening up the House onto its external environment and implementing a communication strategy, of the essence at the current juncture, projects have been scheduled to introduce a media plan that will be implemented using the broadcast media and the press (launch of a parliamentary TV channel, producing and broadcasting education and outreach programs on democracy, and regulating relations with the press). The projects also aims at strengthening communication between Members and citizens, institutionalizing relations with education institutions, universities, vocational training centers and with other partners, raising the profile of the parliamentary institution, engaging citizens to receive their inputs on legislation brought before the House and understand their expectations, and enhancing the capacity of the House to produce all documents and publications related to the parliamentary life.



**IV- Aims of the Strategic Plan
for upgrading and enhancing the
work of the House of
Representatives**

The Strategic Plan seeks to achieve the following:

- Emergence of a strong and independent Parliament empowered to effectively implement the principles of separation and balance of powers as laid down in the Constitution of the Kingdom;
- Enhancing the effectiveness of the House in the performance of its legislative activity, Government oversight and parliamentary diplomacy in line with the new requirements of the Constitution.
- Opening up the parliamentary institution to its environment, particularly citizens and civil society, and youth in particular, participating in social dialogues and debates as well as legislative work ;
- Bolstering the institutional role of the opposition, integrating the Amazigh language in parliamentary work, and strengthening woman and youth parliamentarians' participation;
- Entrench unity in Parliament between its two Houses and give practical effect to its relations with constitutional institutions and governance bodies.



**V- Strategic Plan
for upgrading and enhancing the
work of the House of
Representatives**

The Strategic Plan for upgrading and enhancing the work of the House of Representatives is based on five main focus areas. The first and last ones are transversal as they deal with endeavors of the House as a whole. On the other hand, the three other focus areas are each directed toward one of the fundamental functions of the House. The five focus areas are as follows:

1st focus area : upgrading the institutional and management framework of the House of Representatives

The purpose of this focus area is to improve the institutional framework in such a way as to make the independence of the House effective from the government. This particularly applies to its decisions related to the definition and management of its human and financial resources. It also seeks to reform the Rules of Procedure to meet the new constitutional requirements and the need to improve the performance and governance of parliamentary action. And finally It is also intended to provide MPs with a structured and performing administration making it possible to meet their requirements.

2nd focus area : developing legislative activity

The purpose of this focus area is to upgrade the legislative activity of the House of Representatives by improving methods and procedures, means and resources for the formulation of draft laws and for analysis of the projects put forth by the government. It seeks to lift legislative action to the level of the new constitutional assignments which have entrusted the exercise of Legislative Power to the Parliament with a front-running role for the House of Representatives, considerably widening the field of application of the Law while providing mechanisms conducive to legislative output by Parliamentarians. To conclude, it responds to the absolute necessity for the House that all the organic laws and

other legislative laws foreseen by the Constitution be enacted prior to the end of the current legislature.

3rd focus area : strengthening Government oversight

The purpose of this focus area is to develop Government oversight and monitoring of public policies in such a way that they are translated in real life at the level of constitutional expectations as well as in the way they are perceived by the citizens. It deals with the introduction of reforms and improvements in several areas related to this activity, in particular with regard to questions addressed to the Head of Government and ministers during the oral questions sessions, the methods and means of discussion on the finance acts authorizing the government to spend public monies, the tools and resources making it possible to oversee how public expenditures are conducted by the government and the actual benefits resulting therefrom to the population, as well as the effect on the public policies enforced by the Government, and the economic and social fallout on citizens. And It also deals with the information and survey tools made available to parliamentarians.

4th focus area : upgrading diplomatic action

This focus area aims at developing the performance of parliamentary diplomacy at the level of the House of Representatives and improvement of its streamlining. This is all the more important considering that the development of democracy in the world goes hand in hand with the strengthening of the assignments and powers of the national and regional parliaments across the globe. It seeks to promote better the values to which Morocco is attached as well as defending its vital interests and national stakes. In this respect, this focus area covers the initiatives making it possible to progressively move toward these objectives.

5th focus area : community outreach and communication strategy

The purpose of this focus area is the opening of the parliamentary institution to its environment and first and foremost to citizens and civil society, and more particularly to the youth. It deals with the definition and implementation of a communication strategy related to the role of Parliament, the encouragement of citizen to do the follow-up and to take part in parliamentary activities. This focus area also includes actions related to education and awareness raising about democratic culture and struggle against electoral abstention.

Focus area 1 : upgrading the institutional and management framework of the House of Representatives

The projects of the first focus area are considered horizontal projects, given their direct or indirect impact on the projects making up the other strategic areas. They concern the House of Representatives as a whole and seek to provide the actions of the representatives with an institutional framework and the operational tools required for the upgrading and development of this action. The aim is to enhance the institutional framework to ensure that the House is effectively independent from the Government, particularly in its decisions related to the definition and management of its resources, in particular with regard to financial and human ones. These projects also aim at reforming the Rules of Procedure in order to meet the new constitutional requirements and the need to improve the performance and governance of parliamentary action. From a more operational standpoint, these projects are as well intended to provide the representatives with a high performance administration meeting their needs. It must be efficiently structured and be provided with internal procedures and supervision of well sized human resources and offering competencies at the desired level, as well as to have available the information systems required for MPs undertakings in support of their proper needs.

Such projects are important drivers to improve the work of MPs who will be all the more better performing that would rely on a professional and efficient administration carrying out according to the needs tasks related to programming, organization and methods, preparation and follow up, analysis and research, drafting of reports, archiving etc., both for MPs individual work and within parliamentary groups, standing or *ad-hoc* committees, diplomatic branches, etc. In so doing, their implementation will have *in fine*

positive effects on the MPs work quality be it for the legislative activity or the oversight of the Government and parliamentary diplomacy.

These projects are as follows:

1. Enhancing the institutional framework of the House of Representatives;
2. Reforming the Rules of Procedure the House of Representatives;
3. Supporting the skills and capacities of the House Management;
4. Improving the working conditions of Members;
5. Integration of the Amazigh language in parliamentary proceedings;
6. Enhancing administrative and financial management rules and procedures;
7. Using modern technologies as a driver for enhancing and modernizing the work of the House;
8. Establishing a library to support the parliamentary process;
9. Creation of a state-owned autonomously managed service (SEGMA) to manage production and marketing of the House publications.

1) - Enhancing the institutional framework of the House of Representatives:

Enhancing the institutional framework of the House of Representatives seeks to provide it with effective independence from the executive power, pursuant to the provisions of Article 1 of the Constitution which stipulate “the constitutional system of the Kingdom is based on the separation, balance and collaboration of powers...”

To this end, a study will be implemented and the conclusions and recommendations to be adopted from a legal and organizational standpoint will be implemented in order to ensure integral and total independence of the House from the executive power.

These recommendations will basically center on methods of defining the budget of the House and controlling its execution, as well as managing personnel-related affairs.

The study will also address measures to be taken to provide the House with a clear and flexible institutional and legal support to lay down reference rules for handling the affairs of the House that ensure transparency and good governance, especially in the management of procurement and Staff Regulations.

Project expected duration : 6 months.

Timeframe for execution : to be determined upon completion of the study.

Project status : The specifications for implementing and monitoring the project are in progress.

2) - Reforming the Rules of Procedure of the House:

The Rules of Procedure of the House will be enhanced in two phases:

Phase 1: This phase will be devoted to regulatory and organizational matters of priority to the House based on the new Constitution, royal speeches or the current Rules, particularly:

- Preparing a legally-oriented code of ethics on parliamentary action;
- Reviewing the system of oral questions addressed to government members;
- Setting final, fixed rules on the organization of questions addressed to the Head of Government;
- Establishment of mechanisms enabling the fulfillment of rights of the opposition
- Strengthening of the participation of women and young parliamentarians in the structures and activities of the House;
- Setting up a mechanism for public expenditure auditing;

- Introducing a process for public expenditure evaluation;
- Establishment of work methods and procedures for ad-hoc exploratory committees;
- Identifying mechanisms for coordination and complementary relations between the House of Representatives and the House of Counselors;
- Amending provisions of the Rules of Procedure of the House considered unconstitutional by the Constitutional Council.

This crucial phase in improvement of the internal regulations will be conducted in the framework of an internal consultation process within the House.

Phase 2: This phase will serve to regulate and organize the other themes resulting from the implementation of the Strategic Plan that need to be incorporated into the Rules of Procedure of the House, including the organization of relations with constitutional bodies and good governance institutions, in the framework of a consultation process carried out with each body or institution.

Expected project duration :

Phase I : 6 months

Phase II : gradually in conjunction with the outcome of the projects in the Strategic Plan and consultations with the concerned bodies

Project status : integration of themes related to the first phase into the Rules is ongoing.

3) - Skills and capacity building for the House of Representatives administration:

This refers to a reorganization of the House administration for greater efficiency and better output. This requires upgrading of the administrative organization as well as the development of the corresponding human resources, and the adoption of tools to manage

these human resources. The aim is to provide the representatives with a performing an optimal organizational structure enabling them to carry out their tasks related to legislation, Government oversight and parliamentary diplomacy in an effective, professional and efficient manner. To reach this aim, two studies will be put in place to design and implement a new organizational structure.

Study 1: This study will be devoted to devising the new organizational chart of the House of Representatives: mainly the updating a study that was already conducted by the House so as to adapt it to the new provisions of the Constitution and to the new needs. The conclusions and findings of this study will be implemented by the House which will be assisted by a consultancy firm at all stages of the implementation process through the following stages:

- Diagnose the current organizational structure
- Identify and motivate a new organizational structure that meets needs and considers the Bureau's relevant resolutions and proposals
- Define the respective functions of directorates, divisions and sections
- Provide a plan for the implementation of the new organizational structure

Project expected duration : 6 months.

Timeframe for implementation : to be specified upon completion of the study.

Project status : The specifications related to the conduct of the study and follow up of activities are currently being prepared.

Study 2: Concerns the development the competencies of the administrative human resources of the House of Representatives in order to ensure an optimal alignment between the qualifications of (men and women) staff members and their respective positions. It also

seeks to lay down human resource management methods and tools matching the new challenges and new responsibilities.

The study will assess existing human resources and will proceed through the following stages:

- Diagnose the qualifications of current human resources;
- List existing skills and compare them with needs;
- Propose a new human resource management system that includes the list of staff members and their qualifications as well as training, redeployment and recruitment plans.

The elements above will be used to prepare a job and competency plan.

Project expected duration : 6 months.

Timeframe for implementation : to be spelled out upon completion of the study.

Project status : The specifications for the implementation of the study and monitoring the execution of the activities are currently being prepared.

It should be noted that the two studies above will be conducted concurrently considering that they are interrelated and complementary.

4) - Improving the working conditions of Members:

The aim is to implement the provisions of the Constitution and the Rules of Procedure of the House concerning the regular attendance of House proceedings by Members during committee meetings and plenary sittings

In addition to attendance control measures taken by the Bureau of the House, regular participation by parliamentarians in the different activities of the House will require the introduction of the following measures:

- Covering partially the costs of travel and accommodation incurred by Members whose place of residence is located far from the capital;
- Improving MPs work environment;
- Dedicating premises to media meetings.

An internal study will be conducted to identify the potential scenarios.

Project duration of the internal study : 3 months

Project implementation timeframe : to be defined on the basis of consultations to be held with parliamentary groups and caucuses.

State of progress of this project : the internal study is underway and the extension work of the headquarters of the House of Representatives is scheduled for be completed at the end of 2013.

5) - Integration of the Amazigh language in parliamentary proceedings.

Concurrently with the various stages of preparation of the draft organic law related to the integration of the Amazigh language in political life, the House of Representatives will conduct a study internally to identify the administrative, logistic and information aspects required to guarantee the integration of the Amazigh language in Parliamentary proceedings. It will also see to it that an adequate budget will be devoted thereto and to progressively implement the outcomes of this study.

Timeframe for the internal study : 6 months

The timeframe for project implementation : to be defined once the study is completed and according to budgets allocated.

Project status : currently being prepared

6) – Modernization of administrative and financial management rules and procedures:

This consists in defining the detailed rules and work procedures (in particular, the Procedure Guide) and supporting them with the working mechanisms required by conducting a study aimed at enhancing the efficiency and professionalism of the House's internal administration and management methods. The study will be based on the state of the art management Common Standards and on best governance practices. The study will be conducted in three stages:

- Designing reference documents on key procedures for administrative and financial management
- Generalizing the reference documents to cover all the procedures of the House;
- Putting in place the working resources necessary for this purpose to adhere to the terms of reference.

Project duration : 12 months

Timeframe for project implementation : to be defined upon completion of the study.

Project status : The specifications for implementing the study and monitoring the execution of its findings are ready.

7) - Using modern technologies as a driver for enhancing and modernizing the work of the House

7. 1- Preparing an electronic management system for the House (e-parliament) and a plan for the digitization and processing of documents (correspondence, archives,

documentation, library, films, slides, etc.). The aim is to enhance efficiency in the work of the House and bring its activities and products closer to citizens.

For this purpose, the House will update the study it already conducted in this respect by the House. Building on the advances and achievements accomplished in recent years, the study will examine current and future procedures that may be become electronically processed and define stages for the gradual implementation of the House's digitization system. The study will look into current and future needs in relation to the following:

- Electronic management of documents.
- An interactive and multifunctional website that covers the structures and activities of the House including parliamentary caucuses and groups, committees and Members. The website will ensure interaction with social networks.
- Databases on all activities conducted by the House: government and non-government bills, committee reports, oral and written questions, government replies, reports of exploratory and fact-finding committees, etc. and an intranet providing services to all MPs and staff members.
- Online posting of the House's activities and a database of audiovisual recordings.
- Electronic archiving: This consists in implementing the provisions of the Archives Act by preserving the archives and collective memory of the House and all sorts of audiovisual products and documents. It also consists in collecting those available at other institutions (National Library, Moroccan Film Centre, National Broadcasting Corporation, foreign documentation centers, etc.).

The House will be accompanied by the Consultancy Firm during the various stages of the study conclusions and outcomes implementation.

Project expected duration : 6 months.

The timeframe for project implementation : to be defined according to the outcome of the study.

State of progress of project : not yet started.

The conduct of this study requires choosing a consultancy firm specialized in the electronic management of documents and a specialized firm in internet electronic documents production.

7.2- Designing an internal IT system master plan of the House of Representatives

This master plan must be accomplished in three stages :

- diagnosing the current situation
- identifying options for enhancing the current IT system;
- devising an IT action plan for information systems upgrading for the three coming years taking into account management needs of the House administration and those specific to e-parliament mentioned above.

Project expected duration : 6 months.

Timeframe for implementation of the master plan : 3 years.

Project state of progress : not yet started.

8) - Establishing a House library to support parliamentary work:

This project aims to set up a multifunctional library in the House complex to support parliamentary work including studies, research, and assistance with law-making and government oversight. The library will be equipped with the required media aids and systems and a regularly updated database enabling Members to access information on all government sectors.

To this end, a cooperation agreement with the National Library will be prepared to benefit from its experience in this area, and with universities to provide advice and expertise needed in the political, legal, , economic and social fields.

Project expected duration : 18 months.

Project status : Under preparation as part of the project of expanding the building of the House.

9) - Establishing an Autonomously-Managed State Service (SEGMA) to manage, publish and market the House's products:

This project aims to set up an Autonomously-Managed State Service (SEGMA) tasked with printing and publishing documents, publications and products of the House and selling them to the public.

Project expected duration : 12 months.

Project status : not yet started.

Focus area 2 : Developing legislative Action

The new constitution of July 2011 in article 70 confers legislative power to the Parliament (art. 70). It considerably widens the scope of this power by enlarging the spheres of competency of the law (art. 71) and gives preeminence to the House of Representatives within Morocco's bicameral system. It encourages direct legislative output by the nation's representatives more importantly than in the past, by providing for at least one monthly legislative session for discussing draft laws (art. 82). Elsewhere the current legislature is marked by the need to produce all the organic laws and other legislative texts required by the Constitution. All these considerations require upgrading of legislative activity by taking a new look at the methods and procedures, means and resources for devising the said laws or for analysis of projects emanating from the government and management of the time required for the initiation of these processes in order to allow a serene and in-depth analysis of the laws discussed while adhering to the agenda set by the Constitution. Such are the objectives of this particular focus area.

This focus area consists of the three following projects :

- 1) – Identifying approaches and methodologies to be adopted to support the actions and MP's initiatives in the production of laws and discussions of draft laws, including organic laws stipulated in the Constitution.**

Taking account of the set priorities, this part will deal with organic laws on regionalization, the Higher Council of the Judiciary, the special Statutes of Judges, the National Council for Languages and Moroccan Culture, the implementation of the formal use of the Amazigh language, as well as the updating legislation that provides for the way good governance bodies are organized and setting the legal framework for new institutions.

This project also aims to define the terms and conditions for citizens to introduce legislation proposals and exercise the right to submit petitions to the public authorities.

This process aims to encourage the introduction of bills by the House, pursuant to Articles 78 and 82 of the Constitution, by proactively setting the necessary procedures with respect both to those related to the various components of the House and those related to the government so as to reach the expected objective.

Project expected duration : 24 months

Project status : Under preparation.

2) – Building the capacity and skills of the House for the analysis, debate and amendment of government bills and non-government bills production:

To reach this objective, the project¹ aims at:

- Supporting the human resources of parliamentary caucuses and groups, in numbers and skills;
- Supporting the human resources of standing committees, in numbers and skills;
- Establishing a unit specialized in legislation (editing of laws), coming under the House Management and placed at the disposal of parliamentary caucuses and groups, that complies with a high level of expertise and legal rigor as well as flawless ethical neutrality with regard to the various political trends and parliamentary groups;

¹ This project must be conducted in total harmony with the actions considered in project 3 of the focus area 1 “Supporting the skills and capacities of the administration of the House of Representatives”

- Building the capacity of MPs for preparing, drafting and analyzing legislation.

Project expected duration : 18 months

Project status : Under preparation.

3) Analysis and conduct of impact studies of government and non-government bills :

This project seeks to enable the House to analyze or conduct impact studies on the impact of government and non-government bills². The stakes involved with the establishment of such a system rests on the need to analyze beforehand any addition or modification in the legislation in order to guarantee the best efficiency at the time of application. It deals simultaneously with the text itself and also as a part of all the other existing laws that may interfere with the field at hand. The purpose is not to analyze the political objective constituting the legislative initiative, but rather to make sure the law constitutes the best possible tool enabling execution of the policy under consideration and to enlighten MPs before the debates in committees or meetings on the positive and negative effects that might arise from their enforcement as well as their overlap with other laws.

The impact study shall provide detailed information on:

- The options studied or rejected in order to warrant the need for a new law

² Such impact studies could be conducted either by the Government and in this case subjected to analysis by the House of Representatives, through the mechanism dealt with in this project, or directly implemented by the House of Representatives through this same mechanism both for government and non- government bills.

- Consultations that might have occurred and potential adjustments resulting there from
- The reflections carried out on the potential interactions with other existing laws and the adjustments proposed (possible modification / suspension of existing laws)
- The social and economic consequences of the project to rule out anything that could suddenly destabilize the existing context and eventually challenge the efficiency of the project
- Any possible impacts to the State budget

This project will require a study for identification of the best solutions making it possible to reach the aforementioned objectives. Once duly validated they should be properly implemented.

Project expected duration : 12 months.

Timeframe for implementation : to be defined upon completion of the study.

Project status : not yet initiated.

Focus area 3 : Strengthening Government oversight

By declaring the principle of the separation and balance of powers (art. 1) in this article, on one hand, and by entrusting the Parliament with governmental control and the evaluation of public policies (art. 70) on the other hand, the Constitution sets the fundamental bases of an effective and balanced system visible and understood by the citizen between the role of the Government and that of the Parliament which applies the principle of the relationship between responsibility and the accountability. This is all the more true that the Constitution reinforces and protects the prerogatives of the parliamentary opposition by lending it a constitutional statute (art 10). It is to answer these new requirements that the governmental oversight and public policy evaluation functions must be developed so as to truly translate them into facts at the expected constitutional level as well as in the perception of citizens.

This focus area identifies several projects all centering on the achievement of these objectives. They deal with questioning the head of government and ministers during question times on the materials and methods of discussion on the finance act authorizing the government to spend public monies, on the instruments and resources making it possible to control the way in which public expenditures are made by the government and the actual interest the population may benefit there from and the effect of the public policies conducted by the government and the social and economic fallout on the population. To conclude they deal with the information and survey tools made available to parliamentarians.

These projects are as follows:

1) - Reforming the system of oral questions :

This reform seeks to identify and implement practical measures to be adopted to enhance the efficiency and effectiveness of oversight through questions and to develop interactivity between government and parliamentarians to improve the interventions quality and to secure the usefulness and attractiveness of these sessions to the public opinion.

The new measures will be determined based on the proposals of parliamentary caucuses and groups regarding the reform of the Rules of Procedure of the House, the conclusions of the study day on the same Rules, and reports produced as part of international cooperation.

Expected project duration: 6 months (phase 1 of the project to improve the Rules of Procedure)

Project status: In the process of integration into the Rules of Procedure of the House.

2) - Session of oral questions addressed to the Head of the Government :

This project aims to set final, fixed rules to be observed in the regulation of the sessions pertaining to questions addressed to the Head of Government.

Discussions will continue with the chairpersons of parliamentary caucuses and groups, the House Bureau, and the government until the new rules are endorsed and incorporated into the Rules of Procedure of the House.

Expected project duration : 6 months (phase 1 of the project to improve the Rules of Procedure)

Project status : In the process of integration into the Rules of Procedure of the House.

3) - Establishing a public expenditure auditing and review mechanism:

This project consists in setting up a new parliamentary mechanism for monitoring the execution of public expenditure made by the government. The need for the creation of a mechanism is the result of the finding that so long as the Parliament proceeds to an analysis and a priori discussion on public expenditure, in other words, at the time of authorization of the said expenditures in conjunction with the vote on the Finance Act, the a posteriori control thereof will be limited to the approval of the laws on regulations but without this process involving an actual control of public expenditure. However, the Parliament is in charge of controlling the action of the government (art. 70 of the Constitution) and public expenditure remains a fundamental means of judging and assessing the action of the government.

This mechanism could be based on the creation of a new standing committee that could be called «Public Expenditure Control Committee». It would be in charge of controlling a posteriori the said expenditures via application of the «value for money» principle which has the aim of checking to determine whether the value generated for the citizen is comparable to the amount of public money expended for this purpose. It would be mandated to verify whether expenditure is made as per the following guiding principles:

- Economy : in other words does it minimize the cost for a defined level of quality? Here the purpose is to check whether we are not spending much;
- Efficiency : in other words to what extent does the expenditure represent the best offer or does it do so for a given cost? Does it represent the best value the best price/quality ratio? ». Here the purpose is to check to see if the expenditure is well taken;

- Effectiveness : in other words to what extent has it made it possible to attain the objectives set? Here, the purpose is to determine whether the objectives of the expenditure have been reached;

A posteriori control after implementation doesn't mean the programme has been completed : indeed, most important programmes of the Government those on which oversight should be exercised are conducted on many years in general. It's useful to carry out such oversight on a yearly basis after the first year or years of implementation, in order to come out of this evaluation with recommendations that the government could integrate and take into consideration in its actions and expenditure for the same programme, though this will be for the following years and before completion. In this way, corrective measures could be taken for the next Finance Act(s). To this effect, the oversight role of Parliament should serve to rectify and improve the work of the Government during the period of implementation of the programme.

This monitoring process will rest on audit reports produced by the Court of Auditors upon request of the House, pursuant to Article 148 of the Constitution. This mechanism could serve a precondition for annual discussion on the law on regulations and the adoption thereof.

Measures related to the implementation of this project will draw on international experiences, including reports produced as part of international cooperation.

The timeframe set aside to include this provisions in the internal regulations : 6 months (phase 1 of project for improvement of the Rules of Procedure)

Timeframe for the actual initiation of this committee : to be set in accordance with the accompanying measures to be provided

Project status : In the process of integration into the Rules of Procedure of the House.

4) - Establishing a public policy evaluation process :

The Constitution hands over to the Parliament the job of evaluating public policies (art. 70). This initiative has the aim of identifying the mechanism, the procedure to be implemented and the means to be mobilized to fulfill this mission. Evaluation of public policies consists of conducting analyses and objective and strict research to find out about the results engendered by public policies and programs, the positive or negative effects thereof on society and the extent in which they have reached the objectives set, as well as reasons for the said outcomes. The purpose is to progressively rectify public policies to gradually fine tune their pertinence and actual reaching of the outcomes desired.

The procedure to be chosen should make it possible to prepare the annual session mentioned in Article 101 of the Constitution and pertaining to the discussion on public policies and the evaluation thereof. This mechanism could be based on the existing standing committees to prepare the annual plenary session. The House could ensure this task based on reports and studies produced by the Economic, Social and Environmental Council, at the request of the House pursuant to Article 152 of the Constitution. It could also be based on reports it requests and devised by other bodies such as constitutional good governance institutions and organisms or specialized research centers.

This procedure should be defined and integrated into the internal regulations. The corresponding accompanying measures must be identified and conducted at the same time as its implementation.

The timeframe set aside to include this provision in the internal regulation: 6 months (phase 1 of internal regulations improvement project).

The timeframe for actual startup of this process: to be defined according to the accompaniment measures to be provided.

Project status: In the process of integration into the Rules of Procedure of the House.

5) - Establishing a unit to examine and analyze the Budget Bill and the State budget :

This measure has the aim of strengthening the capacities of the House with regard to in-depth analysis of draft finance and State budget act via the creation of a specialized unit attached to administration and provided with the human competencies and material means required. It must prepare analyses of the draft budget addressing representatives. This unit must adhere to a high level of expertise and analytic rigor as well as utter neutrality and ethics with regard to the various political trends and parliamentary groups.

Measures relating to this project will be defined by drawing on international experiences, including reports produced as part of international cooperation.

Project expected duration : 18 months

Project status : not started yet.

6) - Organization of the working methods and procedures of fact-finding and ad-hoc exploratory committees:

This project aims to regulate notably the work of :

Fact-finding committees :

- By reviewing the organic law governing the running of parliamentary fact-finding committees and by providing such committees with the necessary tools (booklets,

guides ...), describing the practical procedures for committees to perform their functions with more efficiency and professionalism.

Ad-hoc exploratory committees :

- By providing these committees with working mechanisms (guidebooks) that spell out their practical procedures for the performance of their functions;
- Decide upon the follow-up given to the reports they produce, to enhance the effectiveness and efficiency of the oversight function ;
- Differentiate their prerogatives from those of fact-finding committees.

Project expected duration : 12 months (phase 1 of the Rules of Procedure improvement project)

Project status : Under preparation.

Focus area 4 : Upgrading diplomatic action

Upgrading the parliamentary diplomacy is a must. Its objective is to achieve greater efficiency in diplomatic activities while keeping an eye on a higher and more professional international presence for the promotion of values to which Morocco is attached and for defense of its highest interests and national stakes. This focus area has the aim of improving the performance of this activity and the rationalization thereof. It is all the more important given that the development of democracy in the world occurs alongside strengthening of the assignments of the powers of the various national and regional parliaments. It requires the taking into account of the complementary nature and coordination necessary between the parliamentary diplomacy function and those of governmental diplomacy, and diplomacy undertaken by political parties and civil society. It concerns the development bilateral relations with other national and regional parliaments across the world, with various international and regional parliamentary associations and international parliamentary networks such as networks of parliamentary women, youth, professional networks, social networks on the Internet and the networks for the fight against corruption and other circuits, etc.

In this regard this focus area joins together initiatives making it possible to progressively move toward the said objectives.

It is structured around the following projects :

1) Devising a strategy to guide the diplomatic activities and functions of the House:

This strategy aims to develop a comprehensive and general vision that determines the priorities, objectives and expected outcomes of parliamentary diplomacy, and how parliamentary branches and friendship groups may be harnessed for this purpose.

The strategy also seeks an optimal utilization of resources and potential available to parliamentary diplomacy to pursue priorities and ensure that the largest possible number of countries is adequately covered.

Project expected duration : 6 months

Project status : Under preparation

2) Adoption of detailed organization of diplomatic activity :

This project seeks to organize the structure of the Directorate of External Relations and Cooperation and to lay down procedures for diplomatic action through close coordination between this Directorate and the House Bureau, parliamentary groups, branches, friendship groups etc. for :

- Proactive preparation of diplomatic tasks: setting the goals of visits, preparing and coordinating interventions by delegation members, assistance to the members of the delegation, and providing them with necessary documents and files;
- Guidance for missions throughout all the different phases;
- Taking care of communication before, during and after each mission ;
- Drafting and distribution of reports as soon as the mission finishes;
- Follow-up on resolutions and recommendations in between regular missions

Project expected duration : 12 months

Project status : Under preparation.

3) Building up the capacity of Members of the House of Representatives through the organization of high level seminars on key international issues :

This project aims at keeping Members of the House regularly informed of key international and regional issues, and particularly the national cause, and to inform them of the structures of the major international economic, political and social organizations with which Morocco is bound by partnership or cooperation relations, such as the United Nations, the Security Council, the European Union, the Council of Europe; the International Court of Justice and the International Monetary Fund, international and regional parliamentary associations and parliamentary networks etc.

This project is about designing a procedure and the means to devise and hold on a continuous basis the seminars required to build up and update MPs capacities.

Project expected duration : 6 months

Project status : Not yet started.

Focus Area 5 : community outreach and communication strategy

This focus area deals with the parliamentary institution being open to its environment and first and foremost to citizens and civil society with special emphasis on youth. It has to do with the definition and implementation of a communication strategy and awareness-raising on democracy, taking into consideration the requirements set out in the list of references below and in particular the following constitutional provisions:

Articles 12, 14 and 15 of the Constitution stipulate the following :

- **Article 12** : “Associations dedicated to issues of public interest and non-governmental organizations shall partake as part of participation-based democracy, in the preparation, implementation and evaluation of resolutions and projects along with elected institutions and public authorities. These institutions and authorities shall regulate this participation as provided by law.”
- **Article 14** : “Citizens, men and women, shall have the right to make proposals in legislation as provided by an organic law, and the right to introduce motions in legislative matters.
- **Article 15** : “Citizens, men and women, shall have the right to submit petitions to public authorities. An organic law shall set the terms and conditions for the exercise of this right.”

Excerpts from the Address of the Speaker of the House of Representatives on the Occasion of his Election on 19 December 2011 :

“We are explicitly and firmly committed to consolidating the openness and interaction of our institution with its environment and Moroccan citizens in particular. In this respect, the House of Representatives should act as a mirror reflecting our society and the concerns and sentiments of citizens, including in respect of problems and difficulties and legitimate wishes and aspirations. We are also expected to turn our House into a favorite forum for all dialogues and debates in our society and the place to democratically resolve all disagreements and disputes that naturally happen in any democratic society. Our goal is to build, alongside the House of Counselors, a Parliament that is close to all families and citizens considering that the affairs of Parliament are those of citizens and vice versa.

We are also required to consolidate and direct this openness by reaching out to the facilities and establishments dedicated to school, university and civil-society youth. The aim is to enable new generations to learn about the work of the House and its legislative and oversight functions as provided under the Constitution. The ultimate goal is to facilitate further engagement in and awareness about the culture of democracy, as well as its entrenchment and consolidation.

Meeting this challenge will no doubt require enhancing and diversifying our working methods and human and material resources. It also requires expanding and renewing the facilities of this institution and reinforcing its skills and institutional capacity.”

The objectives of the strategy :

This focus area aims to define a new communication strategy **by updating a study related to the adoption of a communication strategy executed earlier by the House Representatives to achieve the following goals:**

- Provide citizens with information about the legislative, diplomatic and oversight functions of the House as one of the three branches of state,
- Inform citizens about the role of male and female MPs in representing constituents knowing that he/she has to defend the interests of citizens men and women and convey their concerns to Parliament,
- Convince citizens about the importance of the functions of the House and the role of its Members in entrenching democratic governance in the country that guarantees upholding their interests, freedoms and rights and that regulates their obligations.
- Promote large citizen participation in the work and activities of Parliament as the sole platform for effective participation in democracy,
- Make the House the favorite forum for all dialogues and debates and a place for the democratic resolution of all disputes in society.
- Provide education and outreach about democracy and address electoral apathy.

Target segments :

The communication strategy targets all sections with the full range of all components in society while directing further and proper attention to the following segments :

- Women and youth, male and female teachers, and all civil society organizations for them to provide their contribution, and to remove any amalgam, and for a better understanding of the parliamentary institution by everybody, and to address non-participation in elections.
- Staff, legal professionals and experts of ministries, to provide them with high-quality information on parliamentary work to help them in the discharge of their duties, particularly the preparation of government bills.

General principles of the strategy :

To reach the above-mentioned goals, a communication strategy will be defined based on the following principles :

- Building a single message and image that reflect the goals of the strategy which enable citizens to be informed easily, considering that Parliament is both a subject of and role player in communication.
- Increase the visibility of Members, the parliamentary institution and its interests by initiating and taking part in major events (50th anniversary of inception of Parliament, Independence Day, International Day of Democracy, large-scale cultural events, etc.).
- Intensify the engagement of the House with youth, especially those aged between 12 and 17, through support for efforts made by the teaching profession to promote education on democracy, by using the website of the House and implementing activities in partnership with education institutions.

Focus areas of the strategy :

The communication strategy of the House is centered on two key components :

- A media plan implemented through the broadcast media and the press;
- Direct interactions through outreach action, public relations and events.

1. Media plan (television, radio and press);

1.1- Launch of a Parliamentary TV Channel :

- The project of establishing a TV channel is a component that forms part of a holistic communication strategy.
- The House has drawn up a framework agreement for cooperation between the two chambers of Parliament, the Government and public television. Besides coverage of parliamentary activities, the agreement provides for forming a joint committee in charge of proposing the best possible scenario for the establishment of the Parliamentary TV Channel.
- A specialized committee will be appointed to look into the changes needed to get Parliament ready for the launching of the new channel.
- Pending the launch of the new parliamentary channel, partnership agreements will be implemented with audiovisual channels.
- Promotion is planned for the new channel using advertising spots while retaining current programmes.

1.2- Producing and broadcasting education and outreach programmes on democracy :

- This project consists in designing and producing communication content to permanently raise awareness in the Arabic and Amazigh languages about democracy and the promotion of parliamentary work and political issues in partnership with the National Broadcasting Corporation. Proper broadcasting and programming is

required to ensure the best audience ratings that the content is largely viewed and followed by different categories of citizens.

- For this purpose, the House has prepared a framework cooperation agreement between the two Houses of Parliament, the Government and the Public Broadcasting Corporation.

1.3- Producing a documentary on the history of Moroccan parliamentary life since independence, that aims at showcasing the achievements made by Parliament towards the entrenchment of democracy over half a century.

1.4- Relations with media outlets :

To regulate relations with the media, the following rules are to be observed:

- Maintain a roster of accredited journalists (the newspaper or the media organization to which they belong, the website, their field of specialization, their topics of interest etc.) so that the House could target the journalists concerned by each the type of each event.
- Notify journalists in advance about planned events by providing them by the end of each week with brief documents (flash info) on the planned activities of the Speaker of the House and the House Bureau, the agenda of plenary Sessions meetings, as well as seminars and media conferences scheduled to be held at the headquarters of the House.

2. - Direct interaction through outreach action, public relations and events organization:

2.1. Organization of citizens visits to House of Representatives in a professional manner by providing space for the public and introducing special procedures to be

applied according to type of visitors and making a minimum of information available to them, and dedicating space for youth where House publications and symbols can be marketed and providing telephonic guidance to the public.

2.2. Implementing the right of access to parliamentary documents, either directly or by making them available to the public on the website of the House.

2.3. Interacting with Moroccan expatriates by considering the creation of a section inside the Directorate of External Relations, dedicated to “Moroccan presence across the world.” The section will be tasked to provide support to organizations representing Moroccans abroad, set up an ad hoc website, and holding a large-scale event to receive them on a yearly basis.

2.4. The design of the means necessary to provide guidance of the citizen about the role of Parliament in legislation, oversight and mediation.

2.5. Strengthening relations with other institutions by:

- Openness to universities by institutionalizing and developing dialogue and exchanges with a number of researchers.
- Intensifying educational activities encouraging visits by pupils and students to Parliament to raise their awareness about democracy, the role of the parliamentary institution, and key functions of Members.
- Organizing tours of middle and high schools to encourage engagement by pupils and students in political work and democratic development.
- Reaching out to economic and social global development

- Reaching out to the justice system
- Reaching out to youth,

2.6. Improving the image of the parliamentary institution by devising a cultural communication plan based on the historical legacy and geographic location of the institution. This plan will include organizing cultural and scholarly events (cultural lectures, art exhibitions) during which participants will be introduced to the history of the institution and the symbolism of the seat of Parliament.

2.7. Defining a methodology for organizing public dialogue and debate in a professional manner on matters or projects with a direct influence on the social and economic condition of citizens.

2.8. Organizing advice and public participation in legislation :

The aim of this project is to develop a system that will enable citizens to regularly receive information on bills under review at the House, in a manner that facilitates the communication of views on draft bills. Another objective is to develop mechanisms to respond to the expectations of citizens and civil society.

The project also intends to collect views on the aspirations of citizens regarding Parliament and periodically assess their level of satisfaction with parliamentary work.

2.9. Document production :

This concerns the following documents :

- A parliamentary periodical;
- Books that cover the history of the parliamentary institution and its wealth of cultural and artistic resources;

- Reports on the activities of the House;
- Booklets providing guidance on the institution;
- Brochures and booklets tailored to meet the needs of each target category;
- Brochures on partnership between the House and other international institutions.

Expected duration of the study update : 6 months

Implementation : The implementation of the projects listed under this focus area depends on the nature of each project.

Project status : Under preparation.



**VI- Guiding Principles for
Implementing the Strategic Plan
for upgrading and enhancing the
work of the House of
Representatives**

This strategic Plan has been devised for the current term. Most of its projects are to be implemented before the end of 2016, knowing that given the scope of this programme some projects might extend beyond that date.

Once the Strategic Plan has been debated and approved by the House Bureau, a methodology for its implementation will be adopted based on the following principles :

- Setting priorities by dividing projects into two categories :
 - - projects expected to be completed before the end of the mid-term
 - - projects expected to be completed before the end of the term.

- Establishing a precise timeline for the implementation of various projects : definition of the dates for the beginning and end of each phase in each project;

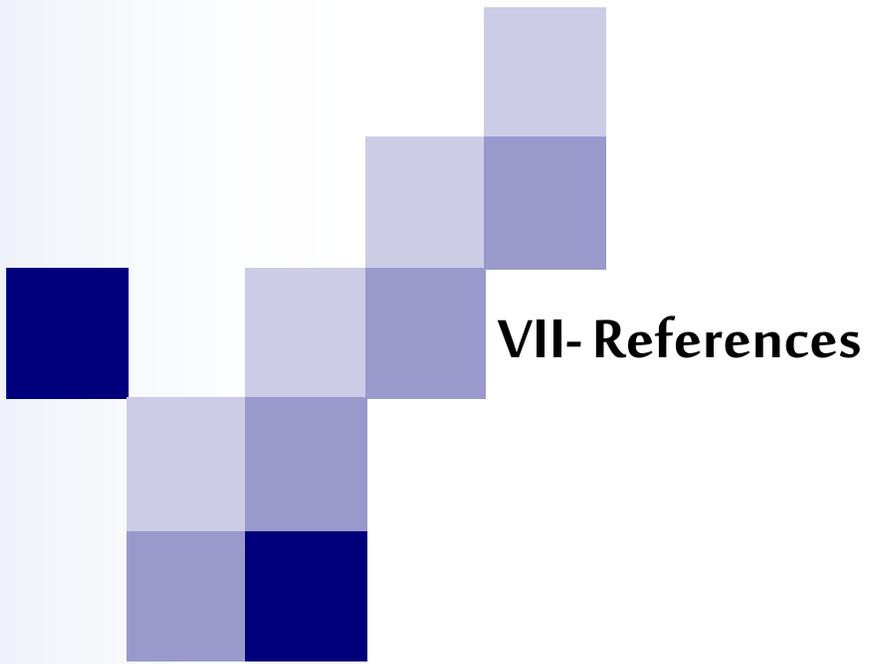
- Assessing the financial cost of projects and identifying the human and material requirements for the implementation of each project;

- Forming a task group to monitor each project separately;

- Holding regular House Board meetings to ensure the smooth execution of the Strategic Plan, and convening a larger meeting comprising the chairpersons of parliamentary caucuses and committees every six months.

- Holding meetings with various partners related to the implementation of the projects of interest to them:

- Identifying for each project appraisal indicator to assess implementation progress made and the degree of objectives attainment set for each of them, and implementation a method to monitor and evaluate such indicators.
- Holding a series of internal and external awareness raising and communication meetings to promote the strategic Plan and mobilize all actors to contribute to its success.



- Text of the Royal Speech delivered on 12 October 2012, at the opening of the first term of the second legislative year of the ninth Parliament;
- Excerpts from the Royal Speech delivered on 14 October 2011, at the opening of the first term of the fifth legislative year of the eighth Parliament;
- Study Day held by the House on 21 March 2012 on the Rules of Procedure of the House of Representatives. The theme of the Study Day was: “What Rules of Procedure for Enhancing Parliamentary Performance and the Democratic Implementation of the Constitution?;
- Minutes of the meetings of the Bureau of the House of Representatives;
- Address by Mr. Karim Ghellab on the occasion of his election as Speaker of the House of Representatives on 19 December 2011;
- Paper on the strengthening of parliamentary diplomacy, presented by Hon. Abdelali Doumou and Hon. Jamila Msalli, on 9 July 2012;
- Report on the visit of Mr. Karim Ghellab, Speaker of the House of Representatives, to Quebec on 15-19 May 2012;
- Cooperation Agreement signed between the Parliament of Morocco and the United States Agency for International Development (USAID);
- *Assessing Legislation*, prepared in the framework of the Moroccan Parliament Support Project – USAID, March 2009;
- Report on IT System Policies and the application process in the Library and Archives of the House, produced by Abderrahim Amer – USAID, January 2007;

- Report on Building the Capacity of Management and the Functions of the Secretary-General of the House of Representatives with the required Legal and Regulatory Provisions, produced by Mouloud Abchir – USAID, April 2006;
- Report on the Forum on Capacity Building in Budget Analysis by Parliament – USAID, May 2005;
- Report on Supporting Standing Committees in the Moroccan Parliament, produced by John Phillips, November 2008;
- Programmes of Cooperation with the United Nations Development Programme for 1999-/2002, 2003, and 2004-2007;
- Guide to Good Practices in the Work and Procedures of Parliamentary Standing Committees;
- Report on Oral Questions in the Moroccan House of Representatives, Westminster Foundation – May 2012;
- Report on Assessing Parliamentary Financial Oversight in Morocco, Westminster Foundation – July 2012;
- Memorandum of Understanding signed on 21 February 2001 between the Parliament of the Kingdom of Morocco and the Westminster Foundation for Democracy on Strengthening Human Resources in the Parliament of the Kingdom of Morocco;
- Draft Memorandum of Understanding between the Parliament of the Kingdom of Morocco and the Westminster Foundation for Democracy on Strengthening Political Participation and Transparency in the Parliament of the Kingdom of Morocco;
- Report on the Assessment of Information and Communication Resources in the Parliament of Morocco – Westminster Foundation for Democracy, 7 June 2012;
- The project of Support for Improvement in Governance and Management (SIGMA);

- Study on the IT System Master Plan of the House of Representatives – SIS Consultant, May 2001;
- Study on the Design of a modern Archive Management System in the House of Representatives;
- Study on Overall Communication Strategy of the House of Representatives – OBVISION, April 2006;
- Study on the *Management Regulating and restructuring of the of the House of Representatives*, prepared by Khalid Banosman (UNDP) under the supervision of the Vice-president Mohamed Oudor, 2003;
- Study on the *Salary System of the House of Representatives*, prepared by Khalid Benosman – UNDP, May 2007;
- Study on the “ classification of positions”, prepared by Khalid Benosman – UNDP, May 2007;
- Publications of the National Democratic Institute for International Affairs on: Networking with Constituencies; strengthening of relations between the legislative and executive branches; Ethics in Legislation: A Comparative Analysis; and Towards Developing democratic International Standards for Democratic Parliamentary Bodies.



VIII- Appendices : List of projects

Focus area I- Upgrading of the institutional and management framework of the House of Representatives :

- I-1. Developing the institutional framework of the House of Representatives
- I-2 Improving the Rules of Procedure of the House of Representatives
- I-3. Devising a new organizational chart for the House of Representatives
- I-4. Building the capacities of the human resources of the administration
- I-5. Improving MPs working conditions
- I-6. Integration of the Amazigh language in parliamentary work
- I-7. Modernization of the Rules of Procedure related to administrative and financial management
- I-8. Preparation and implementation of the electronic administration of the House of Representatives
- I-9. Devising a master plan for the information system of the House of Representatives
- I-10. Creation of a library of the House to support parliamentary work
- I-11. Creation of an autonomously managed administrative department (SEGMA) to manage the production and marketing of the House publications

Focus area II- Development of legislative activity :

- II- 1. Identifying approaches and methods to support the actions and initiatives of male and female MPs in the production of bills and discussion of draft laws, including organic laws stipulated by the Constitution
- II- 2. Building the capacity and skills of the House for the analysis, review, and amendment of bills and production of draft laws.
- II- 3. Analysis and conduct of impact studies on bills and draft laws.

Focus area III- strengthening Government oversight :

- III- 1.Reforming the oral questions system
- III-2. Setting up stable and definite rules for the period of oral questions directed to the Head of the Government
- III-3. Setting up an audit and review mechanism for public expenditure
- III-4. Initiating an evaluation process of public policies
- III-5. Setting up a unit in charge of the study and analysis of finance and State Budget bills
- III-6. Organization of investigation and information Committees working methods

Focus area IV: Upgrading of diplomatic action:

- IV-1.Devising a strategy to guide the diplomatic activities of the House of Representatives
- IV-2.Adoption of a detailed organization of diplomatic activities
- IV-3.Building MPs capacity through the organization of high level seminars on important international issues

V. Fifth focus area: the House of Representatives reaching out to citizens and communication strategy :

- V-1. Creation of a parliamentary channel
- V-2. Production and broadcasting of educational and awareness raising programmes on the theme of democracy
- V-3. Making a documentary on the history of Moroccan parliamentary life since the independence
- V-4. Organization of relations with the media

- V-5. Organization of the reception of male and female citizens in the House of Representatives in a professional manner
- V-6. Organization of access to parliamentary documents, either directly or on the website of the House of Representatives
- V-7. Communication with Moroccans living abroad
- V-8. Devising means to guide citizens locally
- V-9. Strengthening relations with academic, educational, economic and judicial institutions as well as civil society
- V-10. Improving the image of the parliamentary institution
- V-11. Organization of dialogues and public debates in a professional manner
- V-12. Organization of consultations and participation of the public to legislative work
- V-13. Production of institutional and communication documents