



**Directorate of Studies  
and Financial Forecasts**

**KINGDOM OF  
MOROCCO**



**مديرية الدراسات والتوقعات المالية**

### **Summary of the Report on Gender 2013**

The gradual experimentation over ten years of the gender-sensitive and result-based budgeting, conducted by the Ministry of Economy and Finance, made it possible to generate knowledge and instruments conducive to the evaluation of public policies with regard to gender. This experiment is now universally recognized and adopted as a pilot experiment.

A key instrument to fully understand gender-sensitive and result-based budgeting at the national level, the Report on Gender, which has reached its eighth edition and now covers 27 government departments, has benefited from this continuous endeavor towards progress. It has witnessed several phases of development leading in 2012 to the adoption of the analytical approach founded on the gender assessment of public policies in terms of human rights, in perfect harmony with the provisions of the new Constitution. The Report on Gender 2013 documents the second year of the experimentation of this approach and devotes the due scope to it.

This approach aims at bridging the gaps hindering the achievement of the development goals, with a view to re-establishing the trajectories of development on foundations that are more inclusive and more egalitarian, increasingly seeking to ensure that male and female citizens enjoy their rights fully. It is in this perspective that gender assessment of public policies based on human rights is founded on the translation of the universal standards of human rights into measurable indicators. Hence, the obligation of reporting the level of materialization of rights in the

implementation of public policies requires a set of indicators established with reference to the methodological framework developed by the Office of the United Nations High Commissioner for Human Rights. These indicators are at the same time structural, procedural and outcome-based. This grid establishes the link between the obligation of States and their acceptance of the requirements arising from the international standards of human rights (structural indicators), the efforts made to meet such obligations through the implementation of measures and programs (method indicators) and the results obtained (outcome indicators).

The results obtained through the adequate adoption of the analysis based on human rights in the evaluation of public policies demonstrate the relevance of this approach. This approach made it possible to specify the progress made in many fields and spell out the challenges hindering equal access to rights. The analysis carried out relates to three types of rights including three poles (equitable access to civil and political rights, equitable access to social rights and equitable benefit from economic rights).

***As regards the equitable access of women and men to civil and political rights***, significant efforts have been made (Family Code, Nationality Code, the fight against violence, Penal Code Reform, Communal Charter... etc); however, enormous challenges still remain to be met, calling for the application of several initiated reforms.

In this regard, Morocco has adhered to a number of conventions based on the Universal Declaration of Human Rights (UDHR). Morocco is committed, through Articles 1, 2, 7, 21 and 23 of such Declaration stipulating that all human beings are born free and equal in dignity and rights.

Through the ratification of the International Covenant on Civil and Political Rights (ICCPR), Morocco is committed to gradually delivering the full enjoyment of recognized rights by ensuring the maximum of available resources and approving any positive action likely to attenuate or eliminate the conditions which cause or help the perpetuation of any discrimination prohibited by this Covenant.

Moreover, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) calls on Morocco to take all appropriate measures, including legislative ones, to ensure the full development and progress of

women. The right to equitable justice is guaranteed by Articles 9, 15 and 16 of such Convention. Moreover, Article 7 of the Convention guarantees to women the right to vote and hold public office.

In this connection, Morocco is committed to delivering the third Millennium Development Goal (MDG 3) which consists of promoting gender equality and the empowerment of women in all fields. It was also committed to delivering MDG 8, which aims at the reinforcement of partnership with other countries as well as Development Agencies, Funds and Programs of the United Nations System (UNS), so as to achieve the objectives of development.

The entire set of these efforts was reinforced by the adoption of the new Constitution, which enshrined the principle of equality and equity as to the enjoyment of rights. Indeed, the new Constitution establishes in its Articles the civil and political rights stated in international conventions. Thus, as regards the right to take part in public affairs, Morocco is now one of the rare countries which have granted citizens the right to legislate directly. Articles 14 and 15 allow citizens and associations of the civil society to present legislative proposals, through motions or petitions.

In order to improve the representativeness of Moroccan women in political decision bodies, the adoption of Organic Act N° 27-11, dated 14 October 2011, on the access to the House of Representatives fixing a quota of 60 seats (15%) for women, out of a total of 395, constitutes an undeniable asset in favor of the improvement of the representativeness of women in the national political scene. In view of these efforts, the total number of elected women amounted to 67 Members of Parliament, in the parliamentary elections of November 2011; that is 17% of the total number of members of Parliament, as against 10.5% in the elections of September 2007.

Concerning the presence of women in public administration, according to the last data report of the civil servants and civil agents of State Administration and local government agencies, prepared by the Ministry of Civil Service and Modernization of Administration (MCSMA) for the year 2010, the rate of the presence of women in government departments reached nearly 37% in 2010 as against 34% in 2002, up 3 points in 8 years. With regard to female civil servants' access to senior positions, this rate edged up by 5.3 points, moving from 10% in 2001 to 15.3% in 2010. In order to

promote the integration of gender perspective in human resources management, MCSMA, in partnership with the the Canadian International Development Agency (CIDA), set up the Inter-ministerial Committee Network (ICN) devoted to Gender Equality in human resources management in public offices, which now accommodates representatives of almost the entire set of government departments as against only 15 when it started.

With a view to establishing gender equality as a cross-sectional component of public policies and programs, the Ministry of Solidarity, Women, Family and Social Development has launched the Governmental Plan for Equality according to a participative approach in close consultation and cooperation with the entire set of government departments.

This Plan aims at promoting gender equality, primarily through the development of sector-based policies and programs which contribute to gender equality, consolidation of the legal protection of women and the reinforcement of their access to senior positions. The Governmental Plan for Equality is divided into eight priority lines, namely: the institutionalization and dissemination of the principles of equity and equality as well as the establishment of the rules of parity, the upgrade of the education and training system on the basis of equity and equality, the promotion of equitable and equal access to health services, the development of basic infrastructures in order to improve the living conditions of women and girls, the fight against all forms of discrimination against women, equitable and equal access to administrative and political decision-making positions, the promotion of gender equal opportunity in the job market and the economic and social empowerment of women.

The systematic integration of the gender perspective in public programs and policies hinges on taking account of this dimension in budgetary programming, considered essential for an equitable, relevant and effective allocation of financial resources. The Gender-Sensitive Budgeting Program (GSB), initiated as of 2002, in partnership between the Ministry of Economy and Finance (MEF) and UN Women, is founded on the evaluation of the effectiveness and efficiency of public policies, taking into consideration the expected impact on the targeted populations whose needs are differentiated, by means of introducing gender equity into the performance indicators worked out by Government departments. Currently, the Ministry of Economy and Finance and UN Women work on establishing an electronic platform of knowledge

management (Knowledge Management KM-BSG). This project meets the requirements dictated by the level of maturity of the Moroccan experience, for which knowledge management, the exchange of expertise and group work prove to be essential.

Adopting gender equality at the highest level of the legal hierarchy and the considerable progress made in recent years to promote gender equality clearly demonstrate the will of Morocco to establish and improve women's rights. In addition, Morocco remains committed to continuing its national efforts, and meeting the challenge of translating the constitutional text into tangible practice, with a view to applying the provisions of the Constitution, which states the principle of equality, parity and the fight against all forms of discrimination as well as the commitment of the State to taking all measures, including legislative ones, so as to reach the relevant objectives.

***As regards the equal access of women and men to social rights***, the Preamble to UDHR stipulates the need for ensuring the respect, recognition and the universal and effective application of basic rights, including in particular the right to education, health, housing... etc. Article 25 stipulates that any person is entitled to a standard of living adequate to ensure health, *well-being for them and their family, including food, clothing, housing, medical care...* etc. Article 26 guarantees the right to education, which should be free at least at the elementary level.

The International Covenant on Economic, Social and Cultural Rights (ICESCR) urges Morocco to recognize the right of any person to a standard of living adequate for them and their family, including sufficient food, clothing and housing, as well as constant improvement of their conditions of livelihood. The States parties to the Covenant are called to take appropriate steps to ensure the attainment of this right.

In its Article 14, CEDAW recognizes the need for eliminating discrimination against women, particularly in rural areas, in order to ensure their participation in development, on the basis of equality between men and women. This Article stipulates that women should benefit from adequate living conditions, particularly with regard to water and electricity supply as well as access to transportation.

At the national level, the Constitution explicitly recognizes the right to education, health, housing, professional training as well as access to water and healthy environment. It calls for banning any gender-based discrimination as regards the enjoyment of such rights.

To ensure equal access to social rights, Morocco made significant progress, but major challenges remain to be met.

In the field of education, Gender Parity Index (GPI) in primary education recorded a significant increase at the national level, from 0.84 in 2000-2001 to 0.94 (94 girls attending school as against 100 boys) in 2011-2012, up 10 percentage points. In rural areas, this index posted an increase of 18 percentage points, standing at 0.94 in 2011-2012 compared to 0.76 in 2000-2001.

In parallel, the efforts made within the framework of literacy and non-formal education programs led to a gradual reduction of illiteracy rate for the population aged 10 years or more to reach 30% in 2010 as against 44.1% in 2004, down 14.1 points. However, rural women remain the most affected by the scourge of illiteracy as 58% of them are illiterate.

In spite of these efforts, major challenges remain to be met; otherwise, the policies deployed in literacy are likely to turn out inefficient, especially if the drop-out rates continue to inflict formal education and literacy systems.

As regards equitable access to health care, maternity mortality rate witnessed a remarkable decline in the last five years, to stand at 112 per 100.000 live births in 2009-2010, according to the National Demographic Survey with repeated rounds of 2009-2010, down 50.7% compared to 2003-2004 with important disparities by area (73 per 100.000 live births in urban areas as against 148 per 100.000 births in rural areas). As for infant and child mortality rates, they have, in turn, continued their downward trend. Thus, infant mortality (risk of death before the age of one year) decreased by 28% in the last 7 years, from 40 per 1000 live births in 2003 to 28.8 per 1000 in 2011.

It should be noted in this respect that the lack of qualified personnel, the remoteness of health centers, particularly in rural areas, the unavailability of an adequate number of basic health care establishments and malfunction undermining

the governance of the sector constitute the main challenges to be met as regards equitable access to health care.

Moreover, Morocco continues to make significant efforts to ensure equal access to decent housing. Hence, the Cities without Slums Program allowed the declaration of 45 cities without slums at the end of August 2012. Consequently, the demographic weight of slums compared to the urban population dropped from 8.2% in 2004 to 4.5% in 2011. In view of these efforts, Morocco was ranked by UN-Habitat in the first position worldwide as regards the fight against shantytowns.

Concerning the access of women to the Guarantee Fund (FOGARIM), set up by public authorities to encourage the people with irregular or low incomes to access housing, the analysis of the distribution by gender of the beneficiaries of this Fund in the last two years (2010 and 2011) reveals a relative balance for men compared to that of women, 53% and 47% respectively (that is a difference of 6 percentage points). Nevertheless, the data of the month of July 2012 show a preponderance of women with a share of 55% as against 45% for men.

As regards access to the infrastructure related to transport, water and electricity, the achievements of Integrated Program for Supplying Drinking Water to Rural Areas (PAGER) made it possible to significantly increase the rate of access of the rural population to drinking water, from 14% in 1994 to 92% at the end of 2011, with a served population amounting to 12.5 million inhabitants, which makes it possible to reduce the burden of fetching water, often ensured by women and children.

Concurrently, the Comprehensive Rural Electrification Program (PERG) significantly contributed to the improvement of the rate of access of the rural populations to electricity, which increased from 20% in 1995 to 97.4% in 2011 and to 97.7% at the end of June 2012. The total population that benefited from PERG, at the end of June 2012, amounted to nearly 12 million inhabitants. Similarly, the efforts made within the framework of the National Program of Rural Roads (PNRR) reinforced access of the rural population to the road network and made it possible to reduce the isolation of these populations. The rate of access of the rural population to the road network reached 73% at the end of June 2012 as against 70.1% at the end of 2010.

***Equitable access of women and men to economic rights*** constitutes a crucial component of UDHR, particularly the equitable access to employment as a basic element of human rights, stipulated in Article 23 of such Declaration. These rights were supported by ICESCR, which guarantees the full enjoyment by women and men of the right of access to employment, production factors, social protection and more generally a decent livelihood.

In addition, Articles 11, 13 and 14 of CEDAW require the States parties to the Convention to ensure equality as regards employment, exercise of an economic activity and social protection.

Similarly, Morocco makes considerable efforts to attain MDGs, through the promotion of the equitable access of women and men to exercising an economic activity, which significantly contributes to the improvement of the productivity of the sectors and job creation, with a view to eradicating abject poverty and hunger (MDG 1). Moreover, the development of income-generating projects for the benefit of women involves the promotion of their empowerment (MDG 3) and sustainable development (MDG 7) through safeguarding the environment and rational management of natural resources.

At the national level, Article 31 of the Constitution stipulates that the State, public corporations and territorial collectivities should strive to mobilize all available resources to ensure equal access of male and female citizens to professional training, employment and sustainable development. Moreover, Article 35 of the Constitution enshrines the right to property and free enterprise, and guarantees free competition. This Article insists on the free access of male and female citizens to investment and entrepreneurship.

In order to align its legal arsenal with international instruments on human rights, Morocco suppressed husband's permission for the exercise of a business activity (Article 17 of the Trade Code, 1995) and for concluding an employment contract (Code of Obligations and Contracts, 1996). It should be noted in this respect that Labor Code adopted in 2004 consolidates women's right to access employment. Thus, Article 9 of this Code prohibits discrimination, including gender-based discrimination, with regard to recruitment, operation and distribution of work, wages, promotion, welfare benefits, disciplinary measures and dismissal, as well as

professional training. Article 346 prohibits any gender-based discrimination relating to wages for work of equal value.

The implementation of the entire set of commitments made by Morocco to ensure for women and men the full enjoyment of their economic rights required the establishment of several programs involving at the same time several Government departments, the private sector as well as the organizations of civil society.

Worth noting, within this framework, is the attention granted to rural women who are endowed with enormous potentials to lay the foundations of sustainable rural development. They have a highly valuable know-how and a very fine expertise in the fields of the promotion of agricultural and natural products. Their integration in the agricultural development programs, the improvement of their socio-economic conditions and the promotion of their rights continue to be established as a national priority.

This is the framework of Phase II of the Integrated Modular Program aiming at upgrading the competitiveness of industry, in line with the national priorities as regards promotion of the local production and development of incomes for the benefit of women of rural and peri-urban areas in the North of Morocco.

As for women's access to entrepreneurship, the number of Moroccan women entrepreneurs owning or running a company is estimated at around 9000 to 10000 companies, or only 10% of the total number of companies. The companies created and or managed by women in Morocco are basically SME/SMI covering the service sector (37%), trade (31%) and industry (21%), primarily textile. Women entrepreneurs still confront persistent barriers hindering the start up and growth of their companies, including, in particular, a difficult access to financing, limited access to information, training and reception infrastructures as well as discriminatory social and cultural practices.

Taking account of these constraints, the National Agency for the Promotion of Small and Medium Enterprises (ANPME) undertook several programs for the development of very small enterprises, including the Program "support to women entrepreneurship" and two other programs of assistance to female entrepreneurship such as the Program "Among Women" and Program "Development of the Commercial Force of Women Entrepreneurs".

In parallel, the initiatives of the Social and Solidarity Economy (SSE) offer more opportunities to involve women in the working life by conducting an income-generating and employment activity. It is in this setting that the national strategy 2010-2020 was worked out to promote the development of ESS as proximity economy by means of creating and developing income-generating activities at the regional level. As a result of these efforts, the number of co-operatives - as a model of solidarity organization of integration in the labor market- is still increasing. The pace of creation accelerated in recent years and is explained by the significant involvement of women and young graduates (categories most affected by exclusion and unemployment) in these forms of organization.

In spite of the multiplicity of interventions of the public authorities in partnership with the private sector as well as the civil society, women remain under represented in the field of employment. The development of the men-women parity in terms of employment shows that men's employment rate (68%) is 3 times higher than that of women (22.9%). By area, the men-women parity is twice more non-egalitarian in urban areas than in rural areas. The variation of men-women parity is mainly explained by the significance of female inactivity compared to men, rather than by the difficulties of access to employment. Indeed, the activity ratio of women does not exceed 25.5% (in 2011); that is one of the lowest levels in the MENA region. Moreover, it should be emphasized that women who are employed are active mainly in precarious and undervalued activities, as indicated by their strong presence in the group of professions "Workers and farming and fishing laborers" with a share standing in 2011 at 50.3% as against 16.4% for men.

In addition, the low representativeness of women in the information channels and the authorities devoted to the management of economic affairs hinder the full participation of women in the economic development of the country.

On the whole, the progressive adoption of the analytical approach founded on human rights, which governed the preparation of this edition of Gender Report, echoes expectations and aspirations opened by the new Constitution. However, it does not overshadow the need to step up efforts to enrich it and make of it an invaluable instrument to deliver accountability and equality. It is part of a long journey towards the evaluation of public policies taking into consideration the requirements of

human development that is balanced, fair and inclusive, up to the standard shown worldwide currently.