

Summary of the 2014 Report on Gender

In view of the significant progress achieved by Morocco as regards Gender-Sensitive Budgeting (GSB), and taking account of the open improvement and development channels, particularly through the launching of the works of GSB Excellence Center, the 2014 edition of Gender Report (GR) seeks to consolidate the knowledge and know-how compiled since the 2012 edition, which marks the application for the first time of the analytical approach founded on the gender-based evaluation of public policies from the perspective of human rights. Thus, given the indivisibility of human rights and capitalizing on the various achievements of the preceding years, the 2014 edition of GR was based on an approach favoring transversality, highlighted in the first section of the Report, as a prelude to the sector-based analyses addressed in the 2nd section of the Report.

Human rights, by their indivisible nature, are fed more easily by the integrated visions of development, and the latter bring into play the normative institutional questions and the strategic choices which in the long term make it possible to achieve access to rights on the ground. In this connection, Gender Report appended to Finance Act 2014 describes the various legislative and regulatory advances recorded in the period 2012-2013, in order to align the national legislation with the provisions of international conventions with regard to the protection and promotion of human rights in general, and women's basic human rights in particular. In addition to the reinforcement of the legislative framework, the national institutional framework, was also consolidated by the creation of several institutions whose mission is to ensure the follow-up of the respect of human rights and evaluate their implementation, particularly the Interministerial Delegation of human rights (DIDH) and the National Council for Human rights (CNDH). In the same spirit, the Constitution provided for the creation of several institutions aiming at contributing to the respect of women's rights, such as the Authority for Parity and the Fight against all Forms of Discrimination, the Advisory Counsel for the Family and Childhood... . Similarly, the period 2012-2013 was marked by the launching of works relating to the establishment of the National Observatory for the Improvement of the Image of women in the Media, the Observatory of Violence against Women, the Observatory of Gender Equality in the Public Office, and by the creation of GSB Excellence Center, attached to the Ministry of Economy and Finance.

The dynamism of the national institutional framework governing women's rights requires the recourse to the establishment of operational mechanisms of coordination and harmonization, based on a system of accountability capable of ensuring the function of follow-up/evaluation of the actions undertaken by these entities. In this connection, GSB offers an operational framework favoring the reinforcement of gender-sensitive accountability. In fact, the instruments developed within the framework of application of GSB from the perspective of human rights contribute to the evaluation of public policies taking into consideration international commitment promoting gender equality and women's rights.

In Morocco, the development of a methodological framework and tools related to GSB constitutes the outcome of an evolutionary process ongoing since 2002 under the supervision of the Ministry of Economy and Finance in partnership with UN Women, which made it possible to generate knowledge and instruments conducive to conducting the assessment of public policies with respect to gender. This process was enriched by the best practices recognized at the international scale. The comparative

reading of the most successful international initiatives as regards GSB, including Austria, Belgium, Ecuador and Andalusia-Spain, indicates that the Moroccan experience largely satisfies the concerns and lessons learnt from these experiences, particularly through the provisions of the new Constitution, the institutions brought into play in the field of equality and the fight against all forms of discrimination and the prospects of reforms, especially the reform of the organic law of Finance (OLF).

The application of the gender-sensitive analysis of public policies from the perspective of human rights resulted in the continuous enrichment of the normative reference frame guiding the analyzed rights, the follow-up and evaluation of the entire programs and projects integrating the gender perspective implemented by the thirty Government departments now involved, as well as by the analysis of a set of indicators of results indicating the level of achievement of civil, political, economic, social and environmental rights. This approach made it possible to specify the progress made in many fields and define the challenges hindering equal access to such rights. The analysis carried out concerned the three types of rights comprising three categories (equitable access to civil and political rights, equitable access to social rights and equitable benefit from economic rights).

As regards equitable access of women and men to civil and political rights, the Ministry of Solidarity, Women, Family and Social Development coordinated the preparation of the Governmental Plan for Equality (GPE) with a view to parity over the period 2012-2016 in order to establish a common action framework to integrate women's rights in public policies and development programs, while taking into account the regional and local perspective. To ensure the operationalization of the action plan on GPE, a departmental steering committee was created, in charge of proposing the legislative and organic measures to set up for the implementation of the plan.

Concerning women's access to justice services, one of the major advances recorded by Morocco is the approval, in July 2013, of the Justice Reform Charter which explicitly emphasized the crucial role of women in the development of the national legal system as actors and citizens entitled to an equitable access to justice services. The religious field also invested efforts towards the consolidation of the incorporation of gender equality in the process of its modernization. This resulted in the establishment of several programs by the Ministry for Habous and Islamic Affairs, especially those relating to traditional education, literacy in the mosques as well as the training program of women religious guides (*murshidat*).

It should be noted that special interest is granted the operational mechanisms likely to consolidate spaces of synergy, dialogue and convergence among Government departments as regards the promotion of the integration of gender perspective in their action plan and management procedures, particularly through the Interministerial Network of Consultation for the Integration of Gender Equality in the Public Office (NCI). In partnership with UN Women, NCI prepared a methodological guide for the integration of the equality between women and men in the process of selection, recruitment, appointment, mobility, promotion and evaluation of output (S.R.N.M.P.E). These efforts were accompanied by a rise in the feminization rate of government departments which reached, in 2012, the level of 38,6% compared with 34,4% in 2002, almost 4,2 points up in 10 years. However, access of women civil servants to executive positions remains weak compared to men, stressing that this rate recorded a sustained evolution, increasing from 10% in 2001 to 15,3% in 2010 and to 16% in 2012, though it remains slow, as it posted an increase of 6 points over 11 years.

The consolidation of these synergies remains dependent on taking account of the gender perspective at the level of their budgetary programming, deemed essential for an equitable, relevant and effective allocation of financial resources. It is within this framework that the Moroccan GSB experience falls, since 2002, closing its third phase during the year 2012. Hence this year has witnessed the completion of the strategic review of such program. This review made it possible to specify a set of future orientations, in terms of reinforcement of the institutionalization of GSB, and the development of partnership. It is, in response to these recommendations and those issued by the Declaration of the high

level International Conference on GSB, held in Marrakech in November 2012, that GSB Center of Excellence (CE-GSB) was created at the Ministry of Economy and Finance in February 2013. This Center aims at the capitalization of the knowledge acquired through the Moroccan experience cumulated as regards GSB, particularly via the knowledge management system KM-GSB developed within the Ministry of Economy and Finance in partnership with UN Women, the consolidation of conceptual renovation, by promoting research and innovation as regards GSB with the national and international scales, and the reinforcement of the adoption of GSB by the entire actors, through the reinforcement of the capacities of the stakeholders concerned.

As regards the equal access of women and men to social rights, the Ministry of Education (ME) set up two partnership programs with the European Union and the Canadian Agency of International Development (CAID) for the implementation of the Medium Term Strategic Action Plan for the Institutionalization of Equality between genders (PASMT/IÉS), in order to endow this Ministry with sustainable institutional capacity which enshrines gender equality as a principle of governance of the education system in the design, budgeting, delivery, follow-up and evaluation of educational services. These efforts contributed to a notable increase at the national level of the gender parity indicator (GPI) in primary education, rising from 0,84 in 2000-2001 to 0,91 in 2012-2013, up 7 percentage points. GPI on the level of public secondary education increased from 0,75 to 0,79. Similarly, GPI relating to public high school education increased from 0,85 in 2000-2001 to 0,92 in 2012-2013. Despite the efforts made, the dropout rate of primary education remains high among girls (2,7%); that is a rise of 1,5 points in comparison with the rate recorded for boys (1,2%). The rate of secondary school dropout is 7,6% for girls in 2012-2013 compared to 10,6% for boys. Concerning the high school dropout rate, it remains high even if it posted a significant decrease between 2010-2011 and 2012-2013, from 11,4% to 8,4% for girls and from 10,7% to 8,9% for boys. Aware of the sizable challenges to take up, ME set up a medium-term development plan over the period 2013-2016 based on four strategic guidelines namely: providing school programs taking account of equity and equal opportunity; improving the quality of educational contents, developing the governance of the education system and ensuring a good management of human resources by reinforcing their capacities and competences. It should be noted that such strategy should seek inspiration from the royal orientations which highlighted the urgency of aligning the entire training programs and courses with the requirements of the labor market and the need for an objective examination of the current situation of the sector of education and training to evaluate the accomplished achievements and to identify the weaknesses, taking account of the National Charter of Education and Training.

As for women's access to literacy, Morocco has made great progress in recent years in the fight against illiteracy. In spite of the progress recorded, women remain the most affected with an illiteracy rate of 37%¹ (this rate borders 55% in rural areas) in 2012 compared with 25% for men. As for access to higher education, parity is acquired in this sector, as testified by the feminization rate, which exceeds 50% in some study programs, particularly in dentistry (74%) and business and management programs (63%). With regard to equitable access to health care services, the action strategy of the Ministry for Health grants special interest to the development of service quality, the improvement of reception at hospitals and public health care establishments and the guarantee of equitable access to basic health care services, particularly during childbirth and in the event of emergency with priority granted to rural and isolated areas ... As a corollary of these efforts, maternal mortality rate witnessed a remarkable fall in the last 5 years, to stand at 112 per 100.000 live births in 2009-2010, according to the 2009-2010 National Demographic Survey with repeated runs, recording a decline of 50,7% compared to 2003-2004 with

¹ It is necessary to note that illiteracy rates of HCP (36,7% at the national scale, 25,3% among men compared with 47,6% among women) are different from the rates of DLCA.

significant disparities by area (73 per 100.000 live births in urban areas as against 148 per 100.000 births in rural areas). As for infantile and youth death rate, they have, in turn, continued their downward trend. Thus, infant mortality fell by 28% in the last 7 years, down from 40 per 1000 live births in 2003 to 28,8 per 1000 in 2011. In spite of this progress, the health sector faces many challenges, due to illiteracy, poverty, lack of basic infrastructures... . In order to mitigate these difficulties, a new strategy guiding the sector of health, attaching great importance to the social determinants of health, is under preparation. This reform should revolve around three main axes namely: acting upon the determinants of health, advancing towards universal coverage and controlling the entire health system (public, private, formal and informal).

Concerning access to healthy housing, several programs have been implemented, targeted at solving the problem of the proliferation of substandard housing, including Cities Without Slums (CWS) as well as the promotion of low-cost housing. Currently, nearly 362.319 households profited from the projects from elimination of substandard housing, thus carrying the share of the urban population living in shantytowns with 3% with the end of June 2013 against 8,2% in 2004.

As regards access to the basic infrastructures, programs such as Comprehensive Rural Electrification Program (PERG) and Generalization of Access to Drinking Water (PAGER) as well as the National Plan of Rural Roads (PNRR) made it possible to attenuate the deficit in basic infrastructures suffered by rural areas especially isolated ones. Thus, PAGER made it possible to record notable significant improvements in terms of access of the rural population to drinking water, up from 14% in 1994 to 93% at the end of 2012 (including 30% of individual connection). In parallel, 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 98,06% at the end of 2012. Likewise, the efforts invested within the framework of the National Plan of Rural Roads (PNRR) reinforced access of the rural populations to the road network, with an access rate amounting to 74% in 2012.

Falling under a sustainable paradigm of human development as a comprehensive development strategy whose scope of activities aims at achieving basic rights, the National Initiative for Human development (INDH) significantly contributes to the introduction of a momentum in favor of human development. The gender perspective, indeed, was taken into account at both the governance bodies of the Initiative and its action plans. The representation of women within the bodies of the Initiative, increased from less than 12% in the first phase of INDH to more than 20% in 2012. In the same direction, approximately 1,5 million women were targeted and/or benefited more than 29.000 projects since the launch of INDH.

Equitable access of women and men to economic rights remains a fundamental element of human rights. Indeed, stronger participation of women in labor may mitigate the impact of the decline of active population and, hence, boost growth. In this connection, the programs set up by the Ministry of Employment, namely Idmaj and Taehil, benefited women at levels considered to be satisfactory. However, women's access to the services of the Moukawalati program remains below expectations and confirms the weak recourse of women to entrepreneurship. The participation of women in the labor market remains, overall, weak with an activity ratio not exceeding, in 2012, the level of 24,7%. The level of female activity observed explains, mainly, the variation of the employment rate between men (67,2%) and women (22,3%). Indeed, the evolution of the man/woman parity as to employment shows that men are 3 times more likely than women to have jobs. Moreover, unemployment rate recorded a variation, in 2012, of 1,2 points in favor of women for the year 2012, or 9,9% for women and 8,7% for men.

In view of these difficulties and in order to promote the quantitative and qualitative presence of women in the labor world, the Ministry of Employment is required, within the framework of the Governmental Plan for Equality, to set up a monitoring system for the application of the Labor Code to guarantee equality between men and women in the work place, by supporting the sectors where women are strongly present such as the textile and agri-food sectors, the development of Income-Generating Activities (IGA)

and the establishment of incentive in favor of the companies of the private sector to adhere to the standards of Corporate Social Responsibility (CSR), which insist on the integration of gender equality in the management of companies in collaboration with the General Confederation of Companies in Morocco. Moreover, the year 2013 was characterized by the launching of the national plan of self-employment of young people, for the period 2013-2016, within the framework of the integrated national strategy of youth 2020, prepared by the Ministry for Youth and Sports. This national plan of self-employment of young people is intended for 5.000 young people aged from 18 to 30 years, in which 40% are young women whose school level does not exceed the baccalaureate.

At the sector based level, the Ministry of Agriculture made of the socio-economic promotion of rural women one of the fundamental lines of its development policy, in partnership with several ministries and international agencies (partnership with the National Union of Moroccan Women for the promotion of the rural women's organizations and partnership with the European Center for Training and Agriculture (ECTA²) for launching 8 pilot regions³ and 9 provinces of the project "Support to the socio-economic emancipation of rural women in Morocco through their inclusion in social economy"). As regards the activities relating to fishing, multiple actions were initiated for the promotion of equality between men and women in the sector, within the framework of the action plan of Genre and Development unit and also in partnership with MCA-Morocco Program. As for the tourist sector, the integration of gender perspective in the programs and policies guiding the sector should take account of a number of recommendations, mainly including facilitation of female entrepreneurship in tourism by ensuring women's access to loans, land and property, offering suitable training and resources to support the companies managed by women.

It should be noted that women's right to reach and equitably benefit from economic opportunities is closely related to the introduction of sound foundations supporting female entrepreneurship as well as the promotion of the participation of women in the mechanisms of governance of the entities dedicated to the management of economic affairs. It is within this framework fall the efforts made by the National Agency for the Promotion of Small and Medium-size companies (ANPME), particularly via the program "Between Women in Regions". In addition, the National Strategy for the Promotion of Very Small Businesses is also interested in the promotion of female entrepreneurship by support and accompaniment to formal small businesses. Moreover, a draft-agreement was signed in March 2013, between Guarantee Central Fund (CCG) and the Association of Women Heads of Businesses in Morocco (AFEM), for the operationalization of the Guarantee Fund "Ilayki", targeted at encouraging female private companies, allowing women heads of businesses to have access to loans to develop their projects.

As regards governance, the representation and participation of women in governance bodies of State-owned and private companies remain relatively limited⁴, which requires the adoption of the policy of

² Italian NGO.

³ These are Souss Massa- Draa (Tiznit and Zagora), Doukkala-Abda (Safi), Chaouia Ouardigha (Settat), Oriental (Nador), Taza-Taounate-Alhoucima (Tounate), Tadra-Béni Mellal (Azilal), Guelmim-Smara (Tta), Marrakech-Tansift-Alhaouz (Essaouira).

⁴ A working group coordinated by the Ministry of General Affairs and Governance and created within the Moroccan Institute of Directors, prepared a study on the representation of women in governance bodies of large public and private companies. The results of this study, presented in April 2013, indicate that less than half of these companies have at least one woman in their governance body.

promoting women's access to governance bodies in a systemic approach which integrates the entire set of stakeholders.

On the whole, Morocco has undeniably made remarkable progress in recent years in favor of gender equality, clearly testifying to its will to establish and reinforce women's access to their rights. The application of the gender-sensitive analysis of public policies, from the perspective of human rights, with the entire government departments covered by the Gender Report, shows the irrevocable commitment of the country to equality and the reinforcement of accountability. This choice is also confirmed by the reform, in progress, of the Organic law on Finance Act, which fully establishes the institutionalization of the management centered on performance within the framework of programs open to a management of proximity and more relevant targeting of public policies taking into consideration the various needs of the entire components of the population, giving meaning and real and substantial content to the objectives of effectiveness, transparency and equity, which are among the most important challenges raised by our new Constitution.