

KINGDOM OF MOROCCO



# FINANCIAL LAW PROJECT

2007

# GENDER REPORT

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## **Introduction**

By introducing the gender-responsive budgeting process in 2002, Morocco is making significant progress that ranks it among leading countries in this area, both regionally and internationally. This process culminated in the production, since 2005, of a gender report to accompany the Finance Bill and the recommendation to adopt the gender approach – included for the first time in the Prime Minister's Circular letter on the 2007 Finance Bill. In fact, such progress comes naturally in the wake of Royal moves aimed at reforming women's status, which have set the stage for reducing inequalities.

In addition to the introduction of large reforms including budgetary reform, the progress made in this process at the Ministry of Finance and Privatisation with the training of the staff in charge of the budget at the same Ministry and various other departments as well as the development of relevant tools (e.g. the Reform Guidebook, the Gender-responsive Budgeting Manual, the Gender Report, etc), underscore the firm will to forge ahead on the path of human development and reduction of inequalities.

This position thrusts a heavy responsibility on Morocco, which consists in:

- the need to proceed with its efforts and secure the means for the effective entrenchment of gender-responsive budgeting in budget-related practices to reach the human development goals sought;
- the obligation to continue acting as a model of good practices and to share this expertise with interested countries with the broader purpose of fighting poverty and achieving the Millennium Development Goals.

This 2006 Gender Report has been developed in partnership with some Departments engaged in gender responsive budgeting (Agriculture and Rural Development, National Education, Health and Finance). The aim of the Report was establish a benchmark situation and measure what had to be accomplished for more efficient government spending. This year, the Gender Report was enriched with the participation of new partners, namely the Departments of Justice, Employment, Equipment, Energy, Housing, the State Secretariat for Family Affairs, Children and the Disabled, and the State Secretariat for Water Affairs. The High Commission for Planning and the Ministry of Finance and Privatisation have constantly been supporting the process.

The 2007 Gender Report does not focus exclusively on achievements and good practices. It seeks to make an assessment of policies and practices related to gender-responsive budgeting, by highlighting what was already accomplished and what remains to be done, and by identifying challenges, constraints, opportunities and sectoral challenges. This Report is therefore an educational and advocacy tool aimed at triggering debate and dialogue around policies pursued and their impact on the population, in pursuance of the orientations of the Prime Minister who recommends in his framework letter on the 2007 Finance Bill that the gender approach be incorporated as part of a management style focused on results.

The work accomplished with partner Departments during the technical workshops on the Report, held in May 2006, was structured in poles or sectoral clusters, all contributing to the fulfilment of common objectives:

- Pilot Departments Pole: The elaboration of the Gender Report started with these departments in 2005, namely the Ministry of Health, the Department of Agriculture and Rural Development as well as the Department of National Education.
- Institutional Pole: It comprises the Ministry of Justice and the State Secretariat for Family Affairs, Children and the Disabled.

- Basic Social Services Pole: This Pole includes the Departments of Transport, Housing and Energy, and the State Secretariat for Water Affairs.
- Cross-cutting Pole: This Pole is represented by the Department of Employment.

The process adopted for the production of the Gender Report is progressive. The results of the assessment of activities conducted by Ministerial Departments do not give a full view of efforts engaged in equity and equality, especially that the measures adopted or envisaged to reduce inequalities still do not involve any financial implications. Therefore, the Report constitutes in its own right an instrument of the holistic political approach that the authorities have decided to further in the area of equality between citizens of both sexes. Its future development, which will ultimately include all Departments, will reflect the manner and extent to which each one of them has appropriated this approach, recognised for generating social and political renewal.

The Report is composed of five parts. The first part reviews this approach and deals with issues of methodology and progress in budget reform – the basis for gender-responsive budgeting. The other parts present, respectively, a gender assessment of the above-mentioned four Poles.

## **1. Approach Review and Methodological Matters**

This part will first review the definitions of gender, gender-responsive budgeting, and the process of mainstreaming gender in policies. A description of the participatory and progressive approach to ensuring the involvement of Ministerial Departments in the production of the Gender Report will follow. Government priorities will subsequently be set out through gender-responsive Millennium Development Goals as benchmarks and targets to be achieved. An analysis of the evolution of the most relevant gender-responsive performance indicators will serve as a basis for measuring the progress made.

### **1.1. Review of Definitions and Major Concepts**

#### ***Gender approach and gender analysis tools***

Gender is a concept that refers to the social and power relationship between men and women.. It also refers to the acquired social distinctions between them that tend to change over time and vary both between and within countries.

The purpose of gender analysis is to identify and measure differences between the two sexes and inequalities in men-women relations in the context of a social and economic analysis. Gender analysis does not presume that such differences do not exist. It equips itself with the explicit means of examining whether they exist and identifying and measuring them. The notion of context is key to shedding light on issues that are the object of differences between sexes as well as disparities and inequalities arising from the nature of their social relationship.

The gender issue takes on real significance in the context of human development as persistent inequalities and the low capacity of women slow down the pace of development. In other words, no development is conceivable without the involvement and empowerment of women in the political, economic, social and cultural spheres. The gender issue is closely linked to combating poverty which is a largely female phenomenon.

During the 1995 Beijing Conference where the gender and development approach was first developed, Governments pledged to incorporate gender equality concerns in policy making and development planning, and in the implementation and assessment of policies and programmes.

It is paramount today to outline a strategy that goes beyond a narrow perspective on economic growth in the strict sense of the word to set an essentially democratic objective, namely the fulfilment of equity and equality between men and women as a prerequisite for attaining development goals.

### ***Gender analysis of the budget or gender-responsive budgeting***

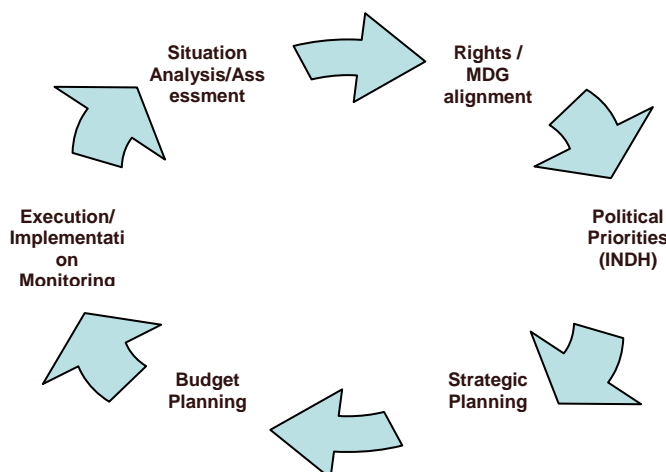
Governmental policies, programmes and budgets, both at national and local levels, have different effects and impacts on groups and individuals, even in the absence of any intention of discrimination, exclusion or preference, due to their differing situations of reference. In fact, social relations among individuals influence their capacity to react to policies and budgets, which in turn affects the degree of success in attaining the government policy goals as well as the social and economic effectiveness of the measures taken.

Budget engendering is defined as the process whereby a decision (policy, plan, budget, programme or project) is subjected to a gender-responsive analysis. The impact of resource allocation is measured by improvement in the living conditions of the target population and its repercussions on the utilisation of time by women, men, girls and boys. It forms part of a coherent whole aimed at the inclusion of an approach that seeks equity and equality through the coordination of policies, programmes and budgets: it is the mainstreaming of gender analysis in the process of budgetary programming and implementation.

“Engendering” is innovative and transcends traditional conceptual and analytical frameworks, though there is synergy with ongoing budget reforms. It is about the impact of government revenue and expenditure not only on macroeconomic equilibrium but also on economic and social development, poverty and inequality from a gender perspective.

A gender responsive budget aims to tighten links between the resources allocated and the achievement of the economic and social goals sought, based on performance indicators. It is supposed to give clear answers to a series of questions related to the elaboration of policies arising from the requirements of good governance, equity and equality.

➤ *Gender-responsive budget planning and programming*



The figure above outlines the results-focused political process in an ascending way based on rights. The purpose is to establish links between policies, plans and budgets in a context of benchmarks and targets – the political and normative framework underpinning public management (e.g. National Initiative for Human Development or INDH, MDGs, other government priorities, etc).

The stage of gender-responsive planning furthers the notion of context to allow for diversity, particularities and complexity. It adopts a territorial and cross-cutting approach that goes beyond putting different sectoral plans together by examining the relevance of policy priorities to the gender situational analysis. This stage of strategic planning at national and territorial levels is on the upstream side of budget programming.

The budget programming stage concerns accounting for government revenue, which underlies the process of arbitration between and within departments. This operation which should frequently heed macro- and microeconomic considerations according to an ascending programming approach answers the question of budget choices to be made given the scarcity of resources, in relation to government priorities. It is therefore a matter of socioeconomic efficacy and equity (government priorities) on the one hand and of management and financial efficiency (budgetary choices relative to resource scarcity) on the other.

**1.2. Methodological approach to mainstreaming gender in budgets**

Gender mainstreaming was defined by the UN Economic and Social Council in 1997 as "a strategy that seeks to integrate the concerns and experiences of women and men in the design, implementation, monitoring and evaluation of procedures and programmes in political, economic and societal spheres so that they may benefit from them in an equal manner and that inequalities are not perpetuated."

Gender mainstreaming entails, among others, identifying differences between women and men through the use of sex-disaggregated data; developing strategies to eliminate such differences; marshalling resources for the implementation of these strategies; monitoring the implementation of such strategies; and ensuring the accountability of individuals and institutions for transparency in the results obtained.

It is this approach that will be adopted in the gender assessment of government expenditure allocated by the sectoral departments examined. Firstly, gender analysis will be based on a diagnosis of the situation of various social groups and the identification of major constraints. It will be followed by an examination of the level of response of government policies and directions to such a situation. Finally, a trial assessment will be made of government programmes through a comparison between targets and results and a gender impact analysis of the resources used, based on performance indicators where possible or qualitative analyses.

Analysis relevance hinges on the availability of quality information where great efforts have been made in recent years in Morocco with the introduction of large reforms and the elaboration of a number of social strategies. The inadequacy of information available needs to be highlighted though, particularly with regard to the difficulty in estimating women's unpaid work (non-commercial productive activities); quantifying women's participation in the economy especially in rural areas and the informal sector; and measuring poverty and apprehending the processes leading to it according to gender.

### **1.3. Government policies, priorities & targets**

The authorities have placed human development on the top of the agenda of government action for which all human and financial means have been mobilised to address social deficits. In this context, a new targeting approach based on population participation and consultation with all partners (State, local governments, private sector, NGOs, etc) has helped find practical, realistic and viable solutions to improve the condition of underprivileged communities.

In fact, the launch of the National Initiative for Human Development which forms part of a process that has been under way for a number of years now signals a major shift in handling problems related to human development in our country. This process aims to reduce poverty, vulnerability, precariousness and social exclusion, and to create a new drive in favour of sustainable human development.

#### ***Inclusion of gender in the framework letter of the Prime Minister***

In his framework letter on the preparation of the 2007 Finance Bill (No. 5/2006), dated 27 July 2006, the Prime Minister recommended considering gender in the globalisation of appropriations and results-based management aimed at upgrading budget preparation and implementation methods.

#### ***Inclusion of gender-responsive MDGs as benchmarks and targets***

Morocco is firmly committed to the fulfilment of Millennium Development Goals (MDGs), namely, halving poverty by 2015; ensuring universal access to primary education; promoting gender equality; reducing maternal and child mortality rates; combating pandemics; securing a sustainable environment; and putting in place a global partnership for development.<sup>1</sup>

Several programmes include the realisation of MDGs, and a progress report is published every two years. The preparation of the 2005 National Report on MDGs, the second of its kind, adopted a

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<sup>1</sup> Morocco also pledged to implement the recommendations of the Copenhagen World Summit on Social Development (March 1995) which invited Governments and donor agencies to devote 20% of state budget expenditure and 20% of foreign aid to financing basic social services (20-20 Initiative). Morocco also ratified CEDAW and is in the process of lifting reservations on this Convention.



gender-based approach following the participation of Morocco as one of the 4 pilot countries where significant advances were reported in women's rights in a pilot gender and MDG programme put in place by UNDP and UNIFEM

Accordingly, aside from government priorities, the authorities have included in each sector the MDG concerned as a target to be achieved<sup>2</sup>. The methodology to be followed for the achievement of MDG targets is in fact that of results-based and gender-responsive budgeting. It consists in describing the current situation in relation to set targets and drawing up the main steps to be taken to achieve the targets and determine their costs.

#### **1.4. Budgetary reform, basis for gender-responsive budgeting**

Budgetary reform which revolves around five main axes – the globalisation of appropriations, contractualisation, partnership, Medium-term Expenditure Framework, and the introduction of the regional nomenclature – is a pre-condition for the gender impact assessment of budgets. The reform aims in fact to move from resource management to a results-based management style through a change in the direction of budgetary action to have a significant impact on the welfare of populations.

##### ***New results-based budgetary approach***

The new budgetary approach, introduced since 2002, aims to usher in a new culture of government expenditure focused on results and the pursuit of performance in terms of economy, effectiveness, efficiency and accountability. This new approach revolves therefore around three main interdependent axes, namely, the globalisation of appropriations as an agent for the budgetary reform process, the contractualisation of relations between central administration and decentralised departments, and partnership between the State and local actors.

***Globalisation of appropriations:*** The globalisation of appropriations started to materialise in 2002, thus enabling the departments concerned to make interline transfers within the same section. These departments commit themselves, for their part, to restructuring their budget fascicles by identifying specific actions and/or projects and linking them to quantified performance indicators. This mechanism will grant more flexibility to managers in return for result requirements and will keep Parliament and the public informed about the effectiveness of government expenditure.

***Contractualisation between central administration and decentralised services:*** To foster the upgrading of public management, resort to contractualisation should be enhanced as an instrument for restructuring government expenditure programming and implementation through the introduction of a new style of management between central administration and its external services. This management style is based on enhancing performance and strengthening autonomy and devolution of services by means of new management operation tools.

The implementation of this new budget management approach based on result assessment will change the nature of relations between central departments and their external services in the sense that

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<sup>2</sup> See Ministry of Finance and Privatisation with the support of UNIFEM, *Pilot Assessment of the Cost of Achieving Engendered MDGs in Morocco*, 2006.

the latter will start managing their human and financial resources and implementing their programmes of action on a contractual basis in consultation with the central administration.

***Partnership between the State and local actors:*** Concomitant with devolving appropriations, central administration and its decentralised services, in particular, will reinforce their partnership with local actors (local governments, civil society and the private sector) to ensure an optimal service delivery and to find proximity solutions to community needs through:

- the participation and pooling of human, material and financial resources with a view to social service delivery, the completion of development projects or the financing of public services;
- the exemption of government decisions to contribute funding to associations, in the context of partnership projects, from the confirmation of the Budget Directorate.

Several goals are assigned to this partnership. They include particularly setting up a neighbourhood administration; drawing up a new framework of partnership that is in line with the principles of good governance between decentralised departments and local stakeholders; and enhancing the action capacity of the State and its partners to ensure a larger utilisation of resources available.

Recently, the Ministry of Finance and Privatisation has accelerated the universalisation of this new approach. As a result, the number of ministerial departments having subscribed to the globalisation of appropriations has increased from 5 to 14<sup>3</sup>, including 6 pilot departments between 2004 and 2005, thus raising the volume of globalised investment appropriations to almost 40%, compared to 17% in 2004. This universalisation is the result of the sustained efforts led by the Ministry of Finance and Privatisation and centred on actions regarding communication, sensitisation and technical assistance.

In this context, funding in the form of grants has been mobilised with the support of the World Bank to finance an operation of technical assistance aimed at supporting the six pilot departments in their efforts to implement budgetary reform. They include the Department of National Education, Higher Education, Executive Training and Scientific Research, the Department of Social Development, Family Affairs and Solidarity, the Department of Culture, the Department of Trade and Industry, and the Department of Justice.

### ***Setting up a Medium-term Expenditure Framework (CDMT)***

The setting up of a rolling three-year expenditure framework will consolidate the coherence of sectoral policies, as defined by the strategic choices derived from the Economic and Social Development Plan or the government action programme and its goals of sustainability and viability of the macroeconomic environment. CDMT implementation would help:

- Strengthen the instruments of programming and intersectoral arbitration;
- Ensure the continuity of macroeconomic equilibriums in the light of the public financial options and their inclusion in the Finance Bill;
- Strengthen general budgetary discipline and effectiveness in the intersectoral allocation of resources;

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<sup>3</sup> Department of Water Affairs, Forestry and the Fight against Desertification, the Department of Water Affairs, the Department of Equipment, the Department of Transport, the Department of Economic and General Affairs, the Department of Housing, the Department of Handicrafts and Social Economy, the Department of the Interior, and the Department of Foreign Affairs and Cooperation.

- Enhance budgetary performance by giving more visibility to ministerial departments in multi-annual budgetary programming, thus fostering the implementation of the mechanism of goal and resource contractualisation in the three-yearly budgetary context and the reinforcement of the budget devolution process;
- Ensure a better predictability of budget aggregates.

Moreover, an inter-ministerial commission in charge of establishing the CDMT methodological framework was established in June 2005. This commission, led by the Ministry of Finance and Privatisation, is composed of four pilot departments, namely, those of national education, housing, equipment and health.

### ***Introducing the regional dimension in budget nomenclature***

As part of pursuing budget nomenclature reform, a large-scale operation aimed at restructuring the budgets of various departments has been initiated by the Ministry of Finance and Privatisation to ensure that these budgets revolve around projects and programmes of action containing quantified indicators. The restructuring process aims to group projects and programmes pertaining to the same subject and geographical area in a single budgetary section. It also aims to include the regional dimension in the presentation of the State budget, the purpose being to highlight the budgetary effort exerted by the public authorities and its distribution across various regions in the Kingdom.

Departments subscribing to budgetary reform and practising results-based management in particular may adopt gender-responsive budgeting by explicitly retaining gender equity and equality as a performance indicator and by analysing resources and results for each programme using gender-responsive indicators in a disaggregated manner.

### ***Measuring results through performance indicators***

A performance indicator helps measure the achievement of the goals which have been set. It may either be quantitative or qualitative. Quantitative indicators are measures of quantity such as the number of people with access to electricity in a village. These indicators are usually linked to census operations (one may therefore say that they result from more systematic surveys).

Qualitative indicators refer to perceptions and opinions on a given matter such as the fact that people believe that electricity is going to help them acquire a certain financial independence. In other words, the indicators closely examine the results of engaged initiatives or committed resources, hence their importance to the monitoring and assessment of development projects and programmes. However, being perceptions and opinions expressed by persons, qualitative indicators are generally obtained from such sources as polls, attitude surveys, interviews, participatory assessments in rural areas, participatory observations, and sociological observations (one may therefore say that they result from less systematic surveys).

To identify the gendered impact of development programmes and projects, it is convenient to make use of indicators that take the gender dimension into account. These indicators are useful in the sense that they help highlight changes in the situation or role of women over time and, eventually, assess whether the results sought in the Gender Reports have become a reality.

The use of indicators is motivated by the need to assess the impact of a project as it evolves. To this end, indicators should be set for each of the key elements of a project cycle. It is also possible,

according to progress in the implementation of the project/programme, to distinguish three types of indicators:

- Achievement indicators: These reflect the level of attainment of the operational goals of the project/programme in relation to the specific goods and services generated. They are measured in physical or monetary units (e.g. kilometres of built roads, volume of appropriations allocated to women as part of micro-finance operations, etc);
- Result indicators: They measure the achievement of specific goals of the project/programme and are expressed in terms of results, that is, direct and short-term effects. They reveal evolution in the conduct of direct beneficiaries (e.g. number of graduates by sex, population with basic health care infrastructure, etc.);
- Impact indicators: They provide information on the political goals of the project/programme as reflected in final consequences (e.g. economic growth rate, unemployment rate, etc).

The following is a list of examples of gender-responsive indicators as used by the Ministry of Health in the context of the new results-based budgetary approach. Some of them are used in this Report to measure the gender impact of public health expenditure:

- Rate of antenatal medical consultation in rural and urban areas (%);
- Immunisation rate for children aged 0 to 11 months (%);
- Rate of vitamin D consumption among children aged less than 1 year (%);
- Rate of vitamin A consumption among children aged less than 2 years (%);
- Number of partnership agreements signed with national NGOs in the area of reproductive health, child and youth health, and rehabilitation;
- Child and maternal mortality rates (in rural and urban areas) ;
- Contraceptive prevalence using modern methods nationally (%).

The systematic introduction of the gender component in development projects/programmes and their monitoring and assessment require revamping statistical systems in order to make useful information available for gender analysis, that is, sex disaggregated data.

## **2. Gender assessment of the Pilot Departments Pole**

Gender assessment of the Departments of Agriculture, Health and National Education has been carried out for the second time as part of the Gender Report annexed to the Finance Bill. In fact, these partner Departments are among those that have been supporting, from the outset, the Ministry of Finance and Privatisation in the implementation of the gender-responsive budgeting project.

### **2.1. Agriculture and Rural Development**

Today, the development of rural areas is a national priority to which all social actors are called on to contribute, whether to ensure well-balanced land-use planning, reinforce national cohesion by reducing regional disparities, improve the population's socioeconomic environment through employment promotion and poverty reduction, or preserve the country's national resources.

Policies conducted in the area of rural development have been further centred on agricultural profitability improvement to the detriment of human development as population growth negated the impact of efforts exerted to develop basic social services and rural facilities.

These elements have therefore resulted in larger social disparities between rural and urban areas – the major obstacle to human development in Morocco today. Rural areas are suffering from more acute poverty which accounts for a high illiteracy rate and the poor situation of health of the population, compounded by high maternal and child mortality rates and the increasingly mounting phenomenon of rural migration.

Additionally, difficult access to knowledge in rural areas does not allow households to appropriately manage their activities, which negatively impacts on productivity and income levels and thus increases poverty levels. As a result, a vicious cycle of poverty is born (poverty traps) which is difficult to break and to which rural women and girls are most vulnerable.

This section emphasizes the new developments and progresses that marked the year 2006, including in particular the establishment of a Gender Focal Point within the Ministry of Agriculture and the development of new income-generating projects and activities. After an examination of the situation of rural women, government policies, targets set and the programmes and projects conducted to improve their condition, an analysis of the evolution of certain indicators will help assess the impact of public expenditure allocated in this area.

### **2.1.1. Situation of rural women**

Rural women account for more than half of the rural population, participate actively in developing the agricultural and rural sector, and perform a multitude of household tasks. However, it is difficult to appraise with precision women's contribution to the agricultural sector due to lack of sex-disaggregated statistics, but rural women are believed to provide a large proportion of the foodstuffs necessary for population subsistence.

In terms of areas of activity, the agricultural sector employs some 92% economically active women, 32% of whom are aged below 19. Women represent 4.4% of the total number of agricultural farmers and own 2.5% of cultivated land. Women are mainly responsible for stock breeding, with 70% for dairy bovines, 40% for ovines and 70% for caprines, cereal and leguminous farming (45% of activities) as well as industrial farming (42% of the workforce and 65% of work linked to these activities are performed by women)<sup>4</sup>.

Moreover, the situation of rural women remains insecure due to several factors including:

- **Illiteracy:** The low schooling of rural girls limits their working skills and access to knowledge. The literacy rate of rural women stood at 25.5% in 2004, which is less than half the national average (57.3%). The schooling rate of rural girls stood at 84.3% in the 2004/05 period, compared to 95.7% for their urban counterparts.
- **Limited access to health services:** This access is hampered by family and social constraints such as the remoteness of health facilities, women's limited participation in decision making to consult a doctor or not, the need for rural women to be accompanied when going to health centres, inadequate budgetary resources, and the absence of women physicians.

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<sup>4</sup> Source: General Census of Agriculture, MADRPM, 1996.

- Heavy household tasks: It is women and girls who are most confronted with handling social consequences of poor housing conditions (e.g. water supply, firewood collection, etc) as well as various household tasks that rural girls and women are required to carry out.
- Modest contribution to economic activities: Despite their considerable know-how potential, the burden of household tasks, limited access to micro-financing, absence of support for women's investments and the low proportion of women who benefit from their activities restrict the emergence of women as creators of income-generating activities.

Against this background, modest development actions are undertaken in favour of women, which remain far below the needs required for social and economic advancement. This cannot be fulfilled without a holistic and integrated strategy for women's development and empowerment.

### **2.1.2. Government policies, priorities & targets**

For a long time, rural development had been equated with the promotion of agricultural, forestry and farming activities in the countryside, and used therefore to fall exclusively within the province of the Department of Agriculture. Experiments conducted concerned mainly relatively favourable areas in terms of climate and soil quality. In contrast, less favourable regions were ignored by planners.

Since the 1990s, Morocco has initiated a set of social programmes aimed at fighting poverty and promoting underprivileged regions which are essentially situated in rural areas (e.g. BAJ, PAGER, PERG, and PNRR). These programmes, carried out with no real participatory approach, have failed to reach the expected results in terms of poverty reduction and delivering better living standards to the rural population.

The 2020 Strategy for Rural Development was designed in the late 1990s with the purpose of attaining sustainable economic and social growth by reducing imbalances and developing the potential of rural areas. To achieve such results, a series of measures were planned including extension activities to enhance agricultural production and exports, meeting population needs for equipment and basic social services, and promoting the creation of income-generating activities in agricultural and non-agricultural areas (e.g. rural tourism, handicrafts, etc).

Today, rural development is a government priority. In this regard, INDH has come to reinforce already launched rural development projects by targeting poverty reduction in 360 rural communities.

#### ***Government priorities and gender equality***

Previously recommended strategies failed to include women in the production process and to consider their role in the socioeconomic expansion of rural regions. Nevertheless, the authorities have woken up since the 1980s to the need for targeting women in rural development policies. For this purpose, an office for women's socioeconomic advancement was set up in 1984. The office set out to provide mentoring to rural women by elaborating programmes tailored to their areas, to encourage the creation of cooperatives, and to raise awareness about the importance of productive activities.

However, several constraints have hampered the smooth running of such structures and prevented the fulfilment of the objectives sought. These constraints include:

- Lack of a clear strategy of action and the absence of education support material in addition to the marginalisation of outreach actions designed for women in relation to other activities conducted by the Department.

- Absence of studies and research on rural women's socioeconomic advancement in the Kingdom's various regions and lack of monitoring and assessment of the completed activities.
- Socioeconomic and cultural constraints linked to illiteracy, inadequate basic infrastructure, rural women's difficult access to micro-financing for lack of guarantee, and the imposition of restraints on the mobility necessary for women to sell their products, etc.

In the late 1990s, the Ministry of Agriculture, Rural Development and Fisheries (MADRPM) changed tack as to outreach activities intended for women. A new gender-based approach was retained to supplant that based on including women in development. In 2002, a guiding note on rural women's advancement came to entrench the gender approach.

This willingness is part of Morocco's commitment to achieve MDGs. In actual fact, the development of national rural and agricultural areas is one of the conditions for the attainment of all MDGs:

- Eradicating extreme poverty and hunger (MDG 1): Agricultural productivity, hunger and poverty are squarely linked. Reaching this goal entails primarily an improvement in the agricultural productivity of households and, consequently, an increase in their incomes.
- Ensuring primary education for all (MDG 2): Rural children are the most educationally disadvantaged of all in relation to education costs and poverty. In fact, children are often associated with household work (girls) or agricultural tasks (boys).
- Promoting gender equality and women's empowerment (MDG 3): Rural women's lack of time and opportunities is one of the major obstacles to the promotion of gender equality in rural areas where women perform several unaccounted for and unpaid tasks.
- Reducing child mortality and improving maternal health (MDGs 4 and 5): Despite the efforts made by the authorities (e.g. immunisation, delivery centres, etc), maternal and postpartum mortality rates remain striking in rural areas. Moreover, poor hygiene coupled with the physical effort exerted by women and children weaken their health and reduce their immunity.
- Ensuring a sustainable environment (MDG 7): Morocco's backlog in access to drinking water and electricity over recent decades has led to environmental degradation particularly in rural areas, including water table depletion and deforestation due to irrational management and overexploitation.

### **2.1.3. Implemented projects and programmes**

Conscious of the vital role played by rural women, the Ministry of Agriculture, Rural Development and Fisheries has reviewed its policy by making the socioeconomic advancement of rural women one of its major guidelines.

#### ***Guidance note***

To materialise the priorities set, a ministerial guidance note was drawn up in 2002 to outline the guidelines of a new strategy specific to rural women. It recommends adopting a gender approach based on rural women's real expectations and aims at their inclusion in the process of rural and sustainable development while prioritising the fight against poverty and female illiteracy.

This approach does not consider women simply as beneficiaries of development programmes but full-fledged partners. Their participation is not restricted to mere involvement in one of the stages of the programme intended for them but extends to handling their own development.

Thus, for the first time, a specific budget line was included in the 2002 investment budget of technical centres for the benefit of rural women. In this context, several actions were carried out including outreach activities intended for women and the creation of income-generating projects (PGRs).

### ***Plan of action for mainstreaming gender in rural policies***

As a continuation of the directions set in the ministerial note, the year 2005 saw remarkable progress in the introduction of gender. Indeed, a *Gender Focal Point* was set up in the course of this year within the Ministry of Agriculture, Rural Development and Fisheries, and more precisely the Directorate of Education, Research and Development (DERD) to be more precise.

To take better account of the needs, priorities and potential of rural communities (both men and women) during the formulation, implementation, monitoring and assessment of agricultural and rural development programmes, a cooperation agreement between the Ministry of Agriculture and the Food and Agriculture Organisation (FAO) was signed in 2004. The agreement is centred on the following key areas:

- Assisting the national team with the design and formulation of a framework and a plan of action to mainstream gender in the policies and programmes for agricultural and rural development;
- Designing and/or adapting equipment and tools used in Socioeconomic and Gender Analysis (ASEG) to the country's context;
- National capacity building in ASEG;
- Developing "gender and rural development" networks.

To implement this 17-month project, two pilot areas, namely Khouribga and Tadla, were selected before extending the gender approach to the Kingdom as a whole.

Completed in 2006, the project allowed the achievement of some progress in mainstreaming gender in the policies of the Department of Agriculture including:

- Consolidating national expertise in gender mainstreaming by setting up a core of 12 national trainers specialised in ASEG<sup>5</sup>, training supervisory staff at field level in ASEG, and introducing local decision-makers to ASEG. Representatives of the Department of Agriculture as well as other departments and government institutions benefited from this action.
- Conducting studies to analyse the current situation in rural areas with a view to determine future channels of action. These studies include *Analysis of Gender Differentials in the Moroccan Agricultural Sector*, *Micro-finance and Gender in Moroccan Rural Areas*, *Gender and Agricultural Land*, and *Gender and the Marketing of Agricultural and Regional Products*.
- Producing a guide to ASEG training. The document details the stages required for preparing a ASEG training session at three levels (field, intermediate and macro), and features education tools and support material as well as advice and guidelines for trainers;

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<sup>5</sup> The Focal Point comprises 5 executives from the Directorate of Education, Research and Development, 3 assistant professors from the National School of Agriculture (ENA), 2 executives from the Provincial Directorate of Agriculture (DPA) in Khouribga and 2 women technicians from the Regional Office for Agricultural Development (ORMVA).



- Producing a document that sets out the actions and conditions requisite for incorporating the gender dimension in the policies, programmes and projects for agricultural and rural development, in the light of the findings of different studies and investigations.

### ***Women's outreach***

Pursuant to the ministerial note on the socioeconomic advancement of rural women and in an attempt to ensure an optimal use of appropriations included for the first time in the investment budget of Technical Centres, the 2001/02 agricultural season was marked by a significant increase in mentoring and support activities by the Provincial Directorates of Agriculture and Technical Centres for the benefit of rural women.

Rural women's outreach encompasses all actions of technical mentoring, agricultural extension and socio-educational information dissemination related to various women's activities. The content of these actions is determined on the basis of regular diagnosis operations conducted by the staff of Provincial Directorates of Agriculture on the real needs of the female community in the areas of intervention.

The programme rests on a combination of agricultural extension methods (contact visits, outreach days, demonstrations, trips and farming contests), the promotion of women's income-generating projects, the functional literacy of rural women and young girls, and the diversification of communication channels (e.g. regional radio programmes, use of audiovisual aids, etc). The purpose is to improve the living standards of rural women by enhancing their know-how, technical capacity and income and to foster organisation and collective work among rural women.

### ***Small-scale income-generating projects (PPGR)***

Small-scale income-generating projects are designed to improve the socioeconomic condition of rural women in their respective areas. They include expanding such agricultural activities as small-scale farming, horticulture and the creation of women's cooperatives, and relieving rural women from certain household tasks by substituting, for instance, biogas and solar energy for firewood, digging wells and equipping them with hand pumps, etc.

Accordingly, the new budget line offers the prospect of incorporating a number of small income-generating projects every year. Notice of the assignment of appropriations is given by Provincial Directorates of Agriculture and Technical Centres on submission of the projects.

### ***Functional literacy programme***

As part of an agreement with the Ministry of Employment, Social Development and Solidarity, the Ministry of Agriculture, Rural Development and Fisheries is implementing a functional literacy programme based on agricultural activities as an education tool for rural communities.

The programme is structured in three levels: The first and second levels are devoted to reading, writing and arithmetic whereas the third level consists in linking what the beneficiaries have learnt to agricultural activities in order to open the way for enhancing their technical and vocational knowledge through reading and writing.

During the 2000/01 agricultural season, this programme concerned some 7,000 beneficiaries including 3,000 rural women and young girls. Thereafter and despite sensitisation efforts by the Ministry of Agriculture, Rural Development and Fisheries, the number of persons registered for the year 2004/05 reached 6,350; that is a 9.2 % drop since the beginning of the experience. The number of rural women and girls posted a 66.4% growth however since the beginning of the experience. This shows that, in rural areas, this group shows more interest in attending literacy programmes.

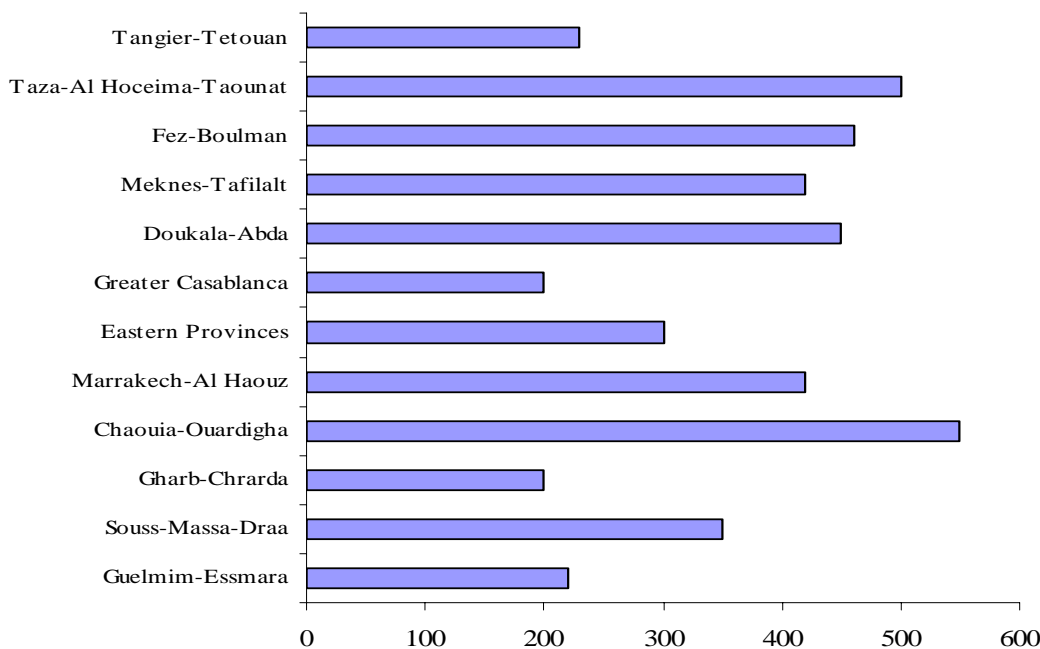
**2.1.4. Gender analysis of the budget allocated to the Department of Agriculture**

The total budget allocated to the Ministry of Agriculture, Rural Development and Fisheries amounted to about Dh4.7 billion in 2006. 64% of this budget were earmarked for investment and 36% for operation.

The budget allocated to agricultural extension activities for the year 2006 reached almost Dh13 million. Gender analysis of the apportionment of the agricultural extension budget shows certain equity in the allocation of financial resources. In fact, expenditure related to women's outreach and extension activities amounted to Dh6.3 million; that is 48% of the amount assigned to agricultural extension activities. Additionally, the analysis of certain indicators (number of beneficiaries of projects, number of small-scale income-generating projects, literacy rate) turns out to be positive.

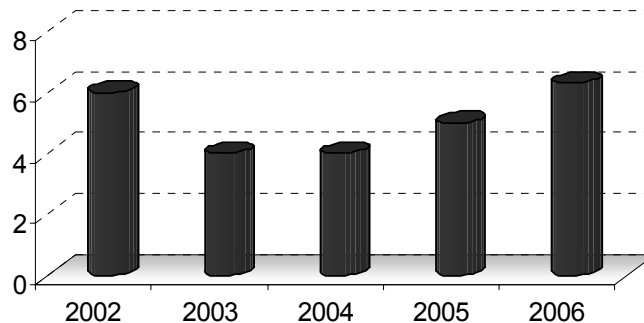
The apportionment of expenditure allotted to women's activities is conducted in accordance with the projects submitted by Technical Centres in each region and by various partner bodies and NGOs. Thus, in 2006, Dh2 million were devoted to contribution to projects initiated in partnership with economic and social development projects, and Dh4.3 million to various Technical Centres whose distribution by region was as follows:

**Distribution of the Budget Allocated to Technical Centres for Women's Outreach by Region**



In terms of evolution, the budget amount assigned to women's activities within the Ministry of Agriculture, Rural Development and Fisheries registered a significant increase in 2006 compared to the previous year, from Dh5 million to Dh6.3 million. The development of income-generating activities and projects benefiting rural women accounts for this growth.

**Evolution of the Allocation to Women's Outreach at the Ministry of Agriculture  
(Dh million)**



Source: DERD

In addition to budgets directly assigned to women's outreach, budgets allotted to other actions impact positively on rural women and girls such as those allocated to education, health or basic infrastructure.

### ***Gender impact of public expenditure allocated to rural women's socioeconomic advancement***

Since the launch of the strategy for the advancement of rural women by the Department of Agriculture, several advances were made and a certain number of actions materialised with respect to women's outreach, the creation of small income-generating projects, and the implementation of the workplace literacy programme intended for rural women.

It is worth noting that these programmes are designed for all categories of rural women including non-farmers considering that the majority of women's activities (small-scale farming, vegetable gardening, caprine or other breeding) do not require the cultivation of large plots of land.

Concerning women's outreach, the number of beneficiaries of this activity more than doubled, going up from 33,168 women in 2001 to 74,124 in 2004. In proportion, however, women accounted for 9% of beneficiaries in 2004 as against 5.7% in 2001.

**Implementation of Agricultural Extension Activities by MADRPM Community Structures (2001/04)**

Actions	2001			2002			2003			2004		
	Nb. of Actions	Beneficiaries		Nb. of Actions	Beneficiaries		Nb. of Actions	Beneficiaries		Nb. of Actions	Beneficiaries	
		Men	Women		Men	Women		Men	Women		Men	Women
<b>Contact Visits</b>	43,842	315,574	21,712	67,118	442,984	18,396	67,066	415,139	28,862	129,172	473,522	45,208
<b>Outreach Days</b>	8,826	209,990	10,952	10,228	176,367	22,669	8,383	146,412	27,563	13,308	237,748	24,942
<b>Demonstrations</b>	1,752	18,484	226	2,823	36,595	1,044	3,200	39,021	1,564	3,470	25,589	1,990
<b>Farmer Trips</b>	148	2,596	278	148	2,162	918	176	2,964	980	258	4,998	1,915
<b>Farming Contests</b>	144	946	0	233	2,970	445	209	3,410	0	111	3,393	69
<b>Total</b>	<b>54,632</b>	<b>547,590</b>	<b>33,168</b>	<b>80,550</b>	<b>661,078</b>	<b>43,472</b>	<b>79,034</b>	<b>607,415</b>	<b>58,969</b>	<b>146,319</b>	<b>745,250</b>	<b>74,124</b>
<b>Beneficiaries in %</b>	-	<b>94.3</b>	<b>5.7</b>	-	<b>93.8</b>	<b>6.2</b>	-	<b>91.2</b>	<b>8.8</b>	-	<b>91.0</b>	<b>9.0</b>
<b>Evolution by 2001 (%)</b>	-	-	-	<b>+ 47.4</b>	<b>+ 20.7</b>	<b>+ 31.1</b>	<b>+ 44.7</b>	<b>+ 10.9</b>	<b>+ 77.8</b>	<b>+ 167.8</b>	<b>+36.1</b>	<b>+ 123.5</b>

Source: DERD, MADRPM

Regarding the achievements of small-scale income-generating projects, the number of women beneficiaries has been growing every year. This is to be ascribed to women's realisation of their significant role in their own socioeconomic development. It is also the result of the continuous actions undertaken by the Department of Agriculture to promote this type of projects.

**Achievements by Small-scale Income-generating Projects since 2002**

Nature of Projects	2002		2003		2004		2005	
	Units	# of beneficiaries	Units	# of beneficiaries	Units	# of beneficiaries		
Poultry farming	62	1,564	11	330	10	300		
Rabbit breeding			20	600	18	540		
Bee-keeping	18	456	18	270	10	300		
Caprine breeding	38	960	12	225	18	540		
Market gardening	-	-	12	180	21	630		
<b>Total</b>	-	2,980	76	1,605	77	2,610		
<b>Total cost (in Dh)</b>	6,400,000		3,974,000		4,000,000			

Source: DERD

Furthermore, such programmes should increase in number every year to cover all Technical Centres and their areas of action. Thus, besides areas falling under the supervision of Regional Offices

for Agricultural Development, rural women from all regions in Morocco will benefit, either directly or indirectly, from the activities of these programmes.

### ***Conclusion***

Actions undertaken by the Department of Agriculture since 2000 have helped improve, to a large extent, the living conditions of women in certain regions through the literacy programme, programmes of sensitisation on life hygiene and balanced nutrition, and income-generating activities. Such actions were the responsibility of Regional Cells for Women's Outreach (CRAFs). However, for an upstream inclusion of the gender issue, the Department designed a plan of action to mainstream gender in agricultural and rural policies.

The implementation of this plan of action constitutes a key step to awareness about the need to analyse and meet the specific needs of the population by gender. For this initiative to succeed, it is essential to develop sensitisation activities on gender-related issues and make them more explicit, and to build the capacity of development specialists in tackling gender issues during the planning process.

## **2.2. Ministry of Health**

The quantitative and qualitative enhancement of health care, particularly that intended for deprived communities, and guaranteed access to health for all citizens rank among the government's priorities. Special attention is given to the health of women who, because of their reproductive role, are exposed to certain hazards. Specific programmes dedicated to the health of women and children have been therefore put in place, which has helped improve maternal and child health indicators and, more generally, those of reproductive health.

Nevertheless, despite the efforts made, the results obtained remain below expectations. A number of multidimensional and complex constraints still persist and stand responsible for maintaining maternal and child mortality rates at high levels.

After a diagnosis of the situation of maternal and child health as well as obstacles preventing a decline in maternal and child mortality, government policies, priorities and targets set in the health sector will be presented before a gender analysis is made of public expenditure on health.

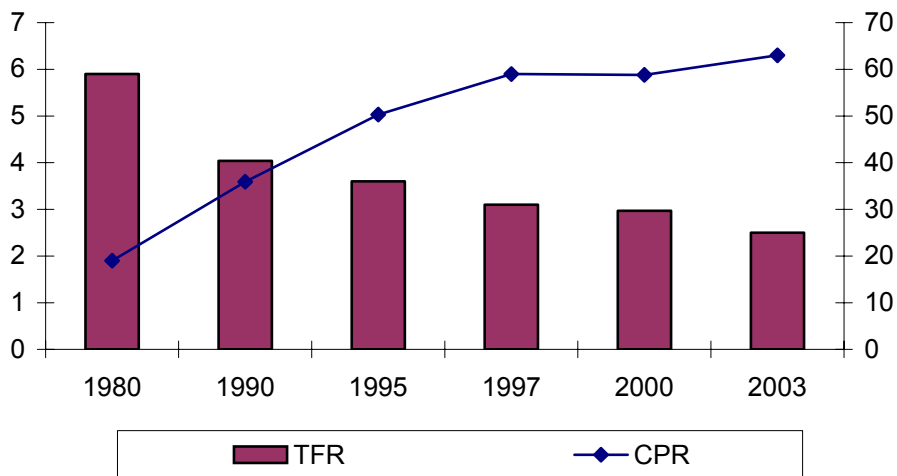
### **2.2.1. Analysis of the situation of maternal and child health**

Encouraging results were obtained in family planning with a significant fall in total fertility rate (TFR) and a large increase in the contraceptive prevalence rate (CPR). These changes are likely to reduce motherhood-linked risks and act positively on child mortality levels. However, despite the progress made, maternal and child mortality rates still hold at relatively high levels.

#### ***Success of the family planning programme***

The success of the family planning programme is perceptible through improvement in the total fertility rate (TFR) and the contraceptive prevalence rate (CPR). TFR (average number of children per woman)

posted a sharp decline from 5.5 children per woman in the early 1980s to 2.5 in the 2003/04 period, according to the 2003/04 Population and Family Health Survey conducted by the Ministry of Health (2.4 according to the General Population and Housing Census). Most of the significant fall in fertility is the result of a higher age at first marriage and a larger use of contraceptives.



CPR also experienced a sharp decline from 19% in 1980 to 63% in the 2003/04 period. The use of modern contraception methods prevailed with 55% compared to 8% for traditional methods. Analysis by area of residence shows a higher utilisation in urban areas (65.5%) than in rural areas (59.7%) in the 2003/04 period. CPR varies according to levels of education: 68.8% among women at high school and 61.2% among women with no education.

**Maternal health: a preoccupying mortality rate**

**Antenatal care and assistance at delivery:** In the 2003/04 period, for 67.8% of births, women consulted a health professional at least once (85% in cities and 48% in rural areas). The utilisation of antenatal care is considerable, especially among mothers with high education levels: 93% among mothers with a secondary school level or higher compared to 79% among those having received a primary education and 56% among those with no education.

Concerning postpartum care, 65% of women resorted to a consultation (87% in cities and 42% in rural areas). As regards assistance at delivery, 63% of women benefited from the assistance of a health professional in the 2003/04 period, an almost 18-point rise relative to 1997. This rate stood at 85% in cities compared to only 40% in rural areas.

**Maternal mortality:** Maternal and perinatal mortality remain particularly high in rural areas compared to other countries with a development level similar to Morocco. In 2003/04, the maternal mortality rate amounted to 227 per 100,000 births. This rate did not evolve relative to 1997 when it was estimated at 228 per 100,000 births. In urban areas, the maternal mortality rate amounted to 187 per 100,000 births as against 267 in rural areas.

## **Child health**

**Child immunisation:** Child immunisation registered a net improvement. Almost 9 children out of ten aged 12 to 23 months were fully immunised and only 1.4% of these children did not receive any immunisation. This rate increased by 2 points relative to 1997 (87.1) and by 13 points relative to 1992 (75.7). The child immunisation rate varies according to area of residence: 94% in cities compared to 84% in rural areas.

Gender analysis of immunisation rates reveals that the rate of immunisation against the six diseases<sup>6</sup> is higher for girls than for boys (91.2% compared to only 86.8% for boys). It is worth noting that the gap in immunisation rates between girls and boys grew larger, from 0.5 point in 1992 to 4.4 points in 2003/04. This gap is particularly perceptible in the case of immunisation against measles where the immunisation rate stood at 92.3% for girls and 88.2% for boys, a gap of 4 points.<sup>7</sup>

**Infant and child mortality:** Thanks to universal immunisation and the fight against malnutrition and diarrhoeic and respiratory diseases, child mortality decreased by more than a half during the 1980/2003 period, moving down from 91 per 1,000 live births in 1980 to 40 in 2003 (from 99 per 1,000 live births to 46 in rural areas and from 73 to 23.8 in cities). As for the risk of infant and child mortality<sup>8</sup>, it stood at 47 per 1,000 live births in 2003 compared to 138 in 1980. Neonatal mortality<sup>9</sup> remained high, however, with 27 per 1,000 (33 per 1,000 in rural areas as against 24 per 1,000 in cities), due to the maternal situation of health and the conditions of pregnancy and delivery.

Of all deaths occurring before the age of five, 78% occurred before the age of one year and 57% in the first month of life. The causes of mortality and infant and child morbidity remain dominated by infectious diseases (50%) and perinatal ailments (37%).

An analysis of infant mortality by sex reveals an excess male death rate during the neonatal period (33 per 1,000 compared to 23 per 1,000 for girls), linked to a higher rate of the Respiratory Distress Syndrome which increases from birth to the fifth birthday. The percentage of children suffering from acute respiratory infections was 12.2% for boys compared to only 11.1% for girls.

Moreover, an excess mortality rate was reported among young girls aged between 1 and 5 years (11 per 1,000 for girls compared to 8 per 1,000 for boys). The excess rate worsened over time, going up from 20% between 1982 and 1991 to 37% between 1994 and 2003, according to the High Commission for Planning, targeting rural areas in particular. This phenomenon, contrary to universal biological evidence, could be the result, besides the persistence of infectious and nutritional diseases, of socio-cultural factors in favour of boys (parents are more willing to go to remote health centres when a young boy rather than a young girl is sick)<sup>10</sup>.

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<sup>6</sup> Tuberculosis, poliomyelitis, tetanus, measles, diphtheria, and whooping-cough

<sup>7</sup> DEPF & UNIFEM, *Exhaustive Analysis of Sex-disaggregated Data*, 2006

<sup>8</sup> Risk of death before the age of 5

<sup>9</sup> Risk of death before the age of 1 month

<sup>10</sup> This phenomenon is to be found in all parts of the world (see Amartya Sen, *Missing Women*, 1990, which showed that the proportion of women in developing countries is lower than what it would have been if they had received health care and nutrition in quantities equal to those of men).

### **2.2.2. Obstacles to a decline in maternal and infant mortality**

The reduction of maternal mortality is compromised by several constraints such as the poor quality of emergency obstetric care, failure to resort to prenatal consultations and delivery care assisted by a skilled birth attendant, the remoteness of health structures, illiteracy and poverty. Other constraints include the low involvement of NGOs and the private sector in the provision of services linked to maternal health, and the inadequacy of sensitisation campaigns particularly on maternal death risks. Moreover, the persistence of cultural barriers reduces the efficiency of maternal health programmes. A number of women cannot give birth under medical surveillance due to refusal by their husbands.

According to the 2003/04 Population and Family Health Survey, insufficient financial means remain the major obstacle to women's access to health care (74% of the women surveyed) and becomes more acute in rural areas (85% compared to 66% in cities), followed by the long distance travelled to reach a health centre (60%), ignorance of health centre location (52%), women's need for company (49%) and the requirement to get permission before seeking treatment (47%).

As for infant mortality, it is attributable to several reasons, namely, perinatal factors (pregnancy and delivery conditions) which constitute 37% of causes of infant and child death, the low socioeconomic standards of the population, difficult access to health services, shortage of medical personnel and inadequate budget allocations in certain regions, low community participation, and the persistence of certain diseases (diarrhoea, acute respiratory diseases and meningitis).

It is important to note that the problems of maternal and infant mortality are also the result of insufficient intersectoral coordination and the low efficiency of the substantial spending committed.

### **2.2.3. Government policies and priorities & set targets**

In its statement of 21 November 2002, the government declared health a national priority and ranked it among the key areas of its proximity policy. Ensuring health for all as well as equality and equity in access to health care through the implementation of basic medical care (AMO and RAMED) were also considered as government priorities.

In view of Morocco's commitment to achieving MDGs, the Ministry of Health reviewed its strategic framework, which now runs until 2015, in line with WHO recommendations inviting member countries to opt for decennial strategies. The review was marked by the adoption of a holistic approach which involves all Ministerial Departments acting on health determinants (e.g. education, water, infrastructure, etc).

The strategic directions set by the Ministry of Health essentially revolve around establishing regionalisation as a basis for restructuring the health system; speeding up the implementation of hospital reforms; proceeding with the development of priority programmes for the promotion of maternal and infant health; reinforcing intersectorality and partnership; setting up an efficient drug policy; and adopting prevention as one of the key pillars of citizen health promotion.

Concerning Morocco's commitment to attaining MDGs, 3 out of the 8 goals are related to the health sector. They include Goals 4, 5 and 6.

- MDG 4: Reducing the mortality of under-5 children with, as a target, a  $\frac{2}{3}$  decrease in infant mortality and that of under-5 children by 2015 to 29.6 and 28 per 1,000 living births, respectively.



- MDG 5: Improving maternal health with, as a target, a ¾ reduction of maternal mortality levels by 2015; that is reaching a maternal mortality level of 83 per 100,000 living births.
- MDG 6: Fighting HIV/AIDS, malaria and tuberculosis with, as a target, checking the spread of AIDS and eradicating other diseases.

#### **2.2.4. Implemented programmes**

To combat maternal and infant mortality more effectively, a number of actions were initiated to consolidate existing programmes. Improved access to health care by introducing basic medical care is likely to have a positive impact on maternal and infant health. Increasing attention was given to teenage health.

##### ***Safe Motherhood Programme***

The project known as "Dar Al-Umuma" (i.e. Motherhood House) was launched on 2 April 2004 in Ourika in the province of Al-Hawz where a first Dar Al-Umuma was inaugurated on 9 January 2006. These are maternity centres which offer to host pregnant women a week before delivery and extend support to their families during their absence. Concurrently, sensitisation action is conducted with husbands and mothers-in-law on the need for women to resort to these types of structures.

Actions aimed at training midwives and *qablats* (traditional midwives) were also carried out to build their capacity for a timely detection of risks and complications linked to delivery. Moreover, delivery kits were distributed to *qablats* in order help them better assist women during delivery.

Since 8 March 2006, the date marking the International Women's Day, a mother health booklet has been launched. Distributed free of charge at all health facilities, this booklet, which is mandatory at all public health structures, enables health professionals to better monitor women's situation of health during pregnancy and delivery. A sensitisation campaign is scheduled to extend its use to the private sector.

##### ***National Family Planning Programme***

The National Family Planning Programme (PNPF), set up in 1966 under the direction of the Ministry of Health, saw a major development in the 1970s and 1980s with the nationwide implementation of the Programme of Systematic Motivation Home Calls. Since 1988, the programme has extended to the private sector with Al-Hilal initiative which has fostered the involvement of private service providers.

Since the International Conference on Population and Development in 1994, family planning in Morocco has adhered to the larger concept of reproductive health which includes, besides family planning, maternal and infant health and Sexually Transmitted Diseases/AIDS.

The main actions set down in the plan of action of the Ministry of Health for the 2005/07 period with respect to the National Family Planning Programme concern reinforcing coverage in rural and suburban areas, setting up the National Family Planning Committee, considering the accreditation of public and private family-planning service providers, and strengthening private sector participation.

### ***Expanding the National Immunisation Programme***

The National Immunisation Programme (PNI) is one of the major programmes pursued by the Ministry of Health. It was set up in 1987 to replace the Extended Immunisation Programme and ensure that 80% of all children aged less than one are immunised.

National Immunisation Days, a key element of the programme, were launched in 1987 to expand vaccination especially in rural areas. Actions falling under the National Immunisation Programme aim to expand and consolidate this programme by introducing new vaccines, especially the anti-haemophilus vaccine, immunizing all under-15 children against measles by 2007, and instituting the legal instruments needed to sustain and build on the gains of the National Immunisation Programme.

### ***National Programme for Combating Micronutrient Deficiencies***

The Ministry of Health approved in 2000 a general strategy to combat micronutrient deficiencies based on four interdependent components: supplementing communities at risk (pregnant and lactating women and young children); fortifying mass-consumed foodstuffs (e.g. flour, oil, milk and by-products, butter, salt, etc); educating communities in nutrition; and strengthening other public health measures (e.g. maternal breast-feeding, immunisation, hygiene, etc).

### ***Universalising Integrated Management of Early Childhood Diseases***

The Ministry of Health launched the Programme for Integrated Management of Early Childhood Diseases (PCIME) in 1997 in collaboration with WHO, UNICEF and USAID. Two provinces were designated as pilot sites for a start, namely Agadir Ida Utanan and Meknes Al-Menzeh. The programme sets out to reduce the number of deaths among under-5 children as a result of five major diseases: acute respiratory infection, diarrhoea, measles, malaria and malnutrition.

Starting 2001, Morocco moved to the extension phase. Fifteen provinces were concerned until 2005. Under the 2005/07 plan of action, the Ministry of Health seeks to reach other provinces and prefectures that are yet to be covered.

### ***Expanding health care***

Currently, medical care concerns only a small proportion of the Moroccan population (about 17%). In an attempt to improve the participatory financing of the health system, Act No. 65-00 on basic medical care was passed in 2002. It provides for establishing a compulsory medical care system and comprises two planks: Obligatory Health Insurance (AMO) intended for financially solvent persons (e.g. economically active persons, pensioners, etc) and a Medical Aid System intended for deprived communities (RAMED).

The first target of AMO, which came into force on 18 August 2005, is to cover some 8 million persons, including the insured and eligible beneficiaries, which would help raise the rate of population medical coverage from 17% to almost 30%.

### ***Adolescent health***

Special attention is paid to adolescent health by designing programmes geared to the needs of this section of the population. One of these programmes is the *Youth for Youth* initiative launched in

January 2004 as part of a framework-agreement with the United Nations Population Fund (UNFPA) and developed in conjunction with the Departments of Health, National Education and Youth. The programme aims to encourage youth to make more use of the health system services and to sensitise them about problems that may affect their health by setting up youth health spaces where confidentiality and privacy are guaranteed.

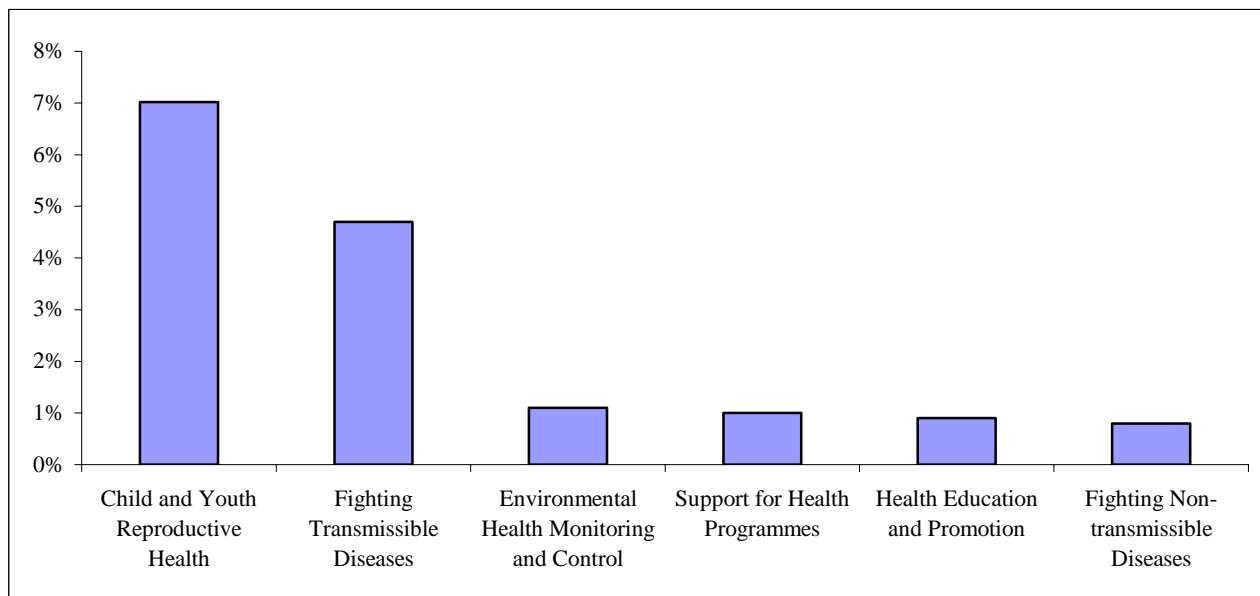
### **2.2.5. Gender analysis of allocated budgets**

#### ***Share of health expenditure in the State budget***

Operating costs accounted for 80% of the budget of the Ministry of Health in 2006; that is Dh4.9 billion (about 75% of which concerned personnel expenditure). As for spending on investment, it stood at Dh1.2 billion, accounting for 19% of the budget of the Ministry of Health. A breakdown of the investment budget of the Ministry of Health permits to calculate the portion dedicated to programmes of maternal and infant health.

The portion of the investment budget dedicated to the programme of reproductive health, child and youth health and rehabilitation amounted to 7% in 2006, or an amount of Dh81.85 million. This priority programme numbers among those programmes that benefit most from the appropriations of the Ministry of Health, as shown in the figure below.

**Share of Major Health Programmes in the Investment Budget (2006)**



*Source: Ministry of Finance and Privatisation*

As for the programme of education and health promotion, it received a budget allocation of Dh10.32 million; that is 0.88% of the investment budget of the Ministry of Health.

## ***Gender impact of government expenditure on health***

Generally speaking, government expenditure on health aims to reduce mortality and morbidity linked to the prevalence of certain diseases, deteriorating health conditions, and difficult access to health structures. However, the results obtained particularly with regard to maternal and infant health remain below expectations notwithstanding the considerable funds allotted, which indicates lack of efficiency in government spending on health.

It should be noted moreover that government expenditure on health does not evenly benefit the population as a whole. In fact, according to a study conducted to identify the beneficiaries of public health expenditure (World Bank, 2002), the poor, particularly poor women, proportionally benefit less than the rich from public health expenditure. 20% of the poorest benefit from only 13% of the total of expenditure on health compared to 25% for 20% of the richest. Furthermore, urban dwellers draw more benefit from public health programmes than their rural counterparts: The average subsidy per capita for rural dwellers accounts for only 65% of the amount accruing to urban dwellers.

Additionally, the universalisation of medical care will have several beneficial effects on the population. It would particularly help ensure greater equity in access to health care, reinforce the fight against some diseases requiring expensive treatment, and develop public and private hospital and medical infrastructures on a larger and more equitable regional scale.

The introduction of RAMEL will afford poor families the opportunity of access to care. Girls are expected to benefit though parents are yet to change their attitudes towards them.

This expected improvement in the situation of health of the population especially that of women would be mainly illustrated by following qualitative results:

- An increase in income per capita as a consequence of lower spending on health and an improvement in productivity and the ability to work;
- A better family balance: When women fall sick, balance within the household threatens to be disrupted. Children are the first to be affected by the absence of mothers who are responsible for their care more than fathers.
- Time is freed up for women, especially those caring for sick or elderly people. Indeed, caring for others or *care economy* very often devolves to women. Inadequate care for the aged and the insufficiency of centres specialised in disabilities and disabling diseases and of end-of-life support centres for incurable diseases contribute to perpetuating this situation.

Albeit important, *care economy* provided by women is unaccounted for both in the National Accounting System and public spending on health, which gives rise to an inequitable situation that affects women and forces them to sacrifice their careers and incomes.

An improvement in the efficiency and equity of public health expenditure and the inclusion of the gender dimension prove to be of the essence and would have positive repercussions on the economy and population welfare.

### **2.3. Department of National Education**

Since the year 1999/00, the introduction of education reforms have led to a perceptible improvement in the education/training system. Remarkable progress has been made in the extension of basic education and in other fields and areas scheduled for reform.

However, illiteracy which still affects almost 39% of Moroccans constitutes a major obstacle to our country's economic development by inhibiting competitiveness and growth. This phenomenon conceals deep disparities according to sex and region. Illiteracy concerns today more than half of women and almost one third of men and is particularly rife in rural areas. Therefore, meeting the requirement of development and economic competitiveness calls for more aggressive action by the authorities and a stronger commitment by civil society to foster universal schooling, address school wastage, and achieve gender equality in access to knowledge.

After conducting a diagnosis of the situation of education at all levels and a review of government programmes and priorities in this area, this part will present an analysis of the impact of public expenditure on education from a gender perspective.

### **2.3.1. Analysis of the situation of the education sector<sup>11</sup>**

Analysing the education system four years after the launch of the national education/training decade will help measure the progress made, the institutional reforms introduced, the difficulties encountered, and the weaknesses and shortcomings of the policies and programmes put in place.

#### ***Schooling***

**Pre-schooling:** Pre-schooling remains the underbelly of the education/training system. In fact, data available today reveal low enrolment and schooling rates at this level. In the 2005/06 school year, the net schooling rate of 4 to 5 year olds stood at 55% compared to 51.3% in the previous year. An examination of the distribution of pre-schooled pupils by area of residence and sex shows that reported deficits take place in rural areas, mainly due to the non pre-schooling of girls (less than a girl out of five was enrolled for pre-schooling).

Moreover, contrary to the provisions of the Charter and various plans developed by the departments involved in pre-schooling, there is a certain decline in the number of enrolled children (684,783 children in 2003/04 compared to 817,054 in 1999).

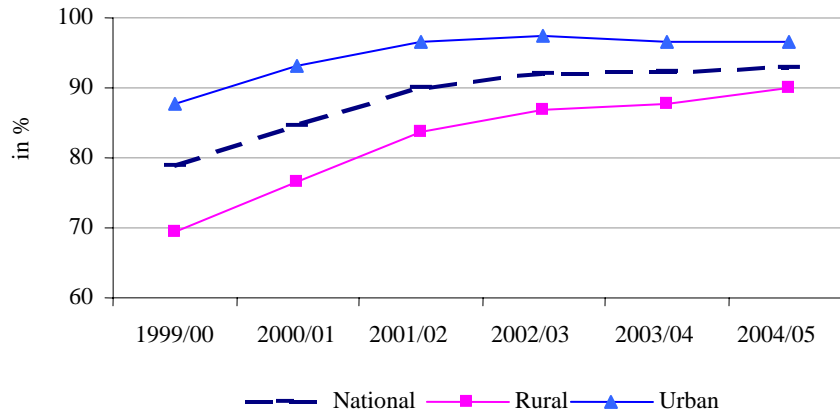
This drop may be explained in part by the fact that pre-school education no longer admits children aged 6 or even 7 and older due to their inclusion in primary education. It appears, however, that action taken to speed up the development of pre-school education is closely linked to the degree of intensification of efforts to promote it in rural areas, particularly with regard to girls' pre-schooling.

**Primary education:** In the 1999/05 period, the average annual enrolment growth rate amounted to 2%. The schooling rate went up over the same period from 79.1% to 92.85%. The rise was yet more significant in rural areas with a schooling rate of around 89% in 2004-2005 (84.25% for girls) compared to 69.5% only in 1999-2000.

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<sup>11</sup> Source: All data are those of the Ministry of National Education, Higher Education, Executive Training and Scientific Research.

### Schooling Rate Evolution (Primary Education)



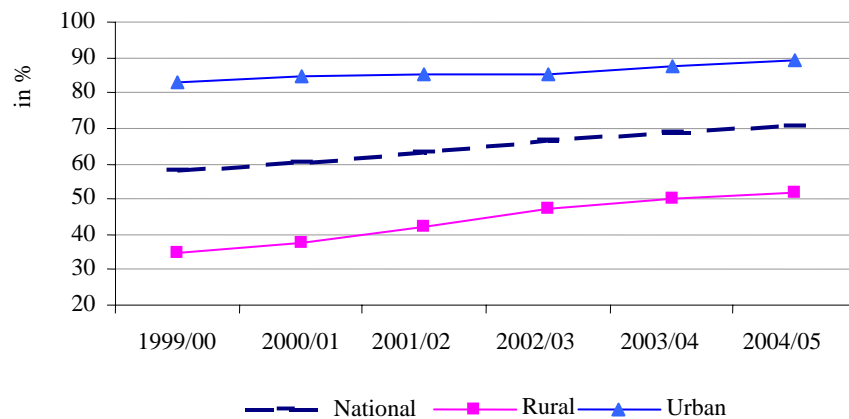
Source: MEN

These results attest to the efforts made by various actors of the system and their partners, particularly in rural areas, to attain the goal of universal education. Certainly, this positive evolution started in 1997 with the Programme for Schooling Reinforcement in Rural Areas (PRSMR) but has been accelerated through the enforcement of Act No. 04-00 concerning mandatory schooling.

Regarding the flow of enrolled pupils, the promotion rate reached 80.8% in 2002 compared to 81.5% in 2000. As for average repeat and drop-out rates, they went down from 14% and 13.8% to 4.5% and 6.2% in 2002, respectively.

**Pre-secondary education:** Pre-secondary education experienced a noticeable quantitative evolution. In the 1999/05 period, the average annual growth rate of the number of pupils enrolled for this level stood at 4.2% compared to only 2.2% in the 1990s. The pre-secondary schooling rate reached 70.62% in 2004-2005 compared to 58.1% in 1999-2000. The rate for girls stood at 83.88% in cities compared to 42.53% in rural areas.

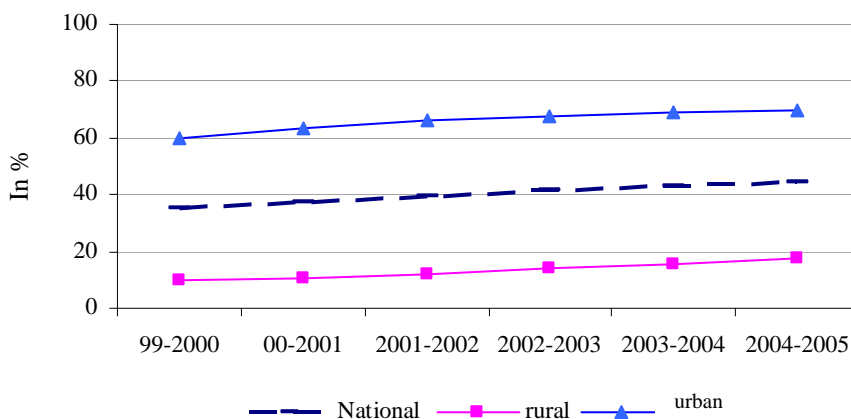
**Schooling Rate Evolution  
(Pre-Secondary Education)**



Source: MEN

**Qualifying secondary education:** The number of pupils enrolled for qualifying secondary education posted an annual average growth rate of 6.4% over the 1999/05 period. The schooling rate at secondary level reached 44.28% in 2005 for children aged 15 to 17. This rate was 39.74 % for girls.

**Schooling Rate  
Qualifying Secondary  
Education**



## ***Literacy and non-formal education***

Today, illiteracy affects almost 39% of the population aged 6 and above with large disparities according to sex and region. Today, illiteracy concerns more than half of women and about a third of men. The gap between areas is also large since illiteracy affects 60.5% of the rural population (75% in 1994) and 29.4% of the urban population (37% in 1994).

Thanks to the literacy efforts made, 1,645,150 people became literate between 1999 and 2004, thus bringing down the illiteracy rate from 48.3% in 1998 to 43% in 2004 and 39% in 2006.

Around 196,709 children out of school or with no schooling benefited from non-formal education programmes between 1998/99 and 2005/06. In the 2005/06 school year, girls accounted for almost 60% of beneficiaries and 50.7% of rural children. 75% of the beneficiaries of these programmes were aged 12 to 16, 45% of whom never went to school. Among the difficulties and constraints circumscribing the effectiveness of these programmes are the instability of the target population, irregular attendance and lack of discipline, absence of training for supervisors (unqualified trainers represented 65% according to some estimates) and their high mobility, and the lack of teaching support material and social assistance measures for beneficiaries.

### ***Constraints to the schooling of rural young girls***

In rural areas, several socio-cultural, economic and institutional factors account for backlogs in schooling, particularly that of girls. Socio-cultural factors are linked to the status of women and the community perception of school. Economic factors are related to the inadequate financial means available to households for school support and the job prospects open to children, particularly girls, to generate additional income.

Institutional factors are linked to the remoteness of schools, the isolation of villages, the absence of basic equipment in schools (water, electricity, latrines, etc), the living conditions of teachers, the mismatch between education programmes and local reality, and the poor coordination between the local offices of the Ministry of National Education and communes.

These weaknesses are complicated by the absence of a real policy for the assessment and monitoring of programmes implemented by NGOs. Educational visits by the supervisors of the Ministry of National Education does allow a regular and close monitoring of progress made by beneficiaries and, eventually, an assessment of the efficiency of programmed conducted.

A study conducted in 1997 in 30 local offices of the Ministry<sup>12</sup> laid emphasis on the major factors that drive rural girls to drop out of school. These factors include:

- ***Drinking water facilities:*** In the absence of drinking water facilities, children contribute to water supply by making long, time- and energy-consuming journeys. It is evident that this situation hinders schooling. School retention chances in this case are lowered by 13.3% compared to pupils who do not perform this type of activity. The results of the explanatory model show that these chances are lowered by a further 16.3% when girls supply their families with wood in addition to water.

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<sup>12</sup> According to the *Report on 50 Years of Human Development*



- **Education level of parents:** While the education level of mothers does not exert a significant influence on the retention of girls at pre-secondary school, this influence becomes considerable when the education level of fathers exceeds primary school. Chances of retention at pre-secondary school for girls whose fathers received secondary education are 37% higher than those of girls whose fathers are illiterate, all things being equal. The gap further widens when the level of education of fathers rises.
- **Occupation of fathers:** The multifaceted sample used in the study highlights a rather negative impact of this variable on the retention of girls. In fact, when the father is a *khamass* (i.e. share-cropper), the girl has about 44.5% less chances of pursuing her schooling at the second level of primary education than her classmate whose father is a land-owner.
- **Presence of mothers:** This variable turns out to be a very important factor. The presence of mothers helps girls increase their chances of pursuing their schooling at pre-secondary school by 42.5% compared to girls whose mothers are absent (death, separation, etc).
- **Existence of boarding:** The boarding facility known as *Dar Attalib/Attaliba* is unquestionably one of the key factors in the attendance and retention of pupils in rural areas. Their existence increases their chances not only of retention at pre-secondary school but also of enrolment and retention at primary school. Boarding structures such as school canteens (to a lesser extent) constitute real productivity reserves compared to the variables mentioned above.

### **2.3.2. Government policies, priorities & targets**

Following the Throne Day Speech of 1999, reforming the system of education/training has been declared a top priority. Accordingly and in compliance with the High Royal Directives, the Government General Policy Statement of 2002 placed useful education among the key priorities of government action. The National Charter for Education and Training, the culmination of work by the Commission for Studies on Education and Training, appointed by His Majesty late Hassan II in 1997, has become the exclusive source of guidance for the national education system.

Education reforms were initiated in 2000 with the implementation of the Charter provisions. Their application required the passing of a series of laws and decrees governing particularly the establishment of Regional Academies for Education and Training (AREF), the organisation of school life, the revision of the special status of public establishments, and reforming primary education.

Pursuant to the principles enshrined in the National Charter for Education and Training and considering Morocco's commitments in terms of MDGs, the main thrust of education reforms consists in:

#### ***Universalising primary education in schools for both girls and boys***

The government aims to eliminate gender disparities at all levels of education by 2015. It also aims to ensure universal and compulsory quality education for all children at pre-school, primary and pre-secondary education levels while restructuring the latter. Special attention is granted to the

universalisation of girl schooling. Provisions related to the achievement of an evolving, uninterrupted, sustainable and successful schooling include school proximity, improving the social conditions of pupils, motivating teachers, and promoting female human resources within the education system.

### ***Eradicating illiteracy and strengthening non-formal education***

The main thrust of this strategy which targets above all rural women consists in the following: partnership, sponsorship, school programmes, monitoring and social development. Fighting illiteracy is considered to be a social obligation for the State which has set itself the objective of reducing the total rate of illiteracy to less than 20% by 2010 and its full eradication by 2015. In this context, the needs specific to each category concerned will be taken into account (in terms of special pedagogy, age, social and professional situation).

### ***Supporting adult literacy***

The strategy of action for adult literacy aims to address the root causes of illiteracy such as the absence of steady demand for literacy (environment dominated by writing), the precariousness of the target population, and low involvement by potential operators. This strategy revolves around reinforcing existing benchmarks, developing new literacy programmes, training stakeholders, strengthening international cooperation, setting up an information system for the management, monitoring and assessment of partnership particularly with NGOs, and sponsorship as a system of financial and material support to government efforts.

Moreover, Morocco's commitment to attaining MDGs confirms the will of reform engaged in the education sector (MDG 2: ensuring primary education for all through Target 3 which aims to provide all children by 2015 with the means to fully complete primary education; and MDG 3: promoting gender equality through Target 4 which seeks to eliminate gender disparities in primary and secondary education by 2005 and at all levels of education by 2015).

Concomitant to these targets endorsed by the international community, Morocco has included 3 new targets in MDG 2 in order to make up for the backlog in schooling and literacy while ensuring equality of opportunity for both sexes. The new targets are as follows:

- Target 7: Universalising pre-schooling of girls and boys by 2015.
- Target 9: Providing all children, boys and girls, with the means to fully complete pre-secondary education by 2015.
- Target 10: Eradicating by 2015 the illiteracy of men and women aged between 10 and 25 and halving the total rate of illiteracy relative to 1990.

### **2.3.3. Programmes and projects implemented**

To reach the goals set in the area of education, the Department in charge has launched a series of programmes, projects and actions.

### ***Literacy and non-formal education***

The elaboration of the strategy for literacy and non-formal education rests on several programmes including the government initiative known as *Massirat Annur*, launched in 2003 and aimed at the near-total eradication of the illiteracy scourge by 2015. The action plan targeting the literacy of one million people every year has been initiated and has allowed the enrolment of 655,478 people in 2005-2006, including 179,199 for the general programme, 235,079 for the programme of associations, 236,880 for that of public operators, and 4,320 for that of enterprises.

The National Programme for Non-formal Education (ENF) is responsible for the literacy of individuals aged between 8 and 16 before 2010. This operation seeks to integrate or re-integrate these children in various levels of education/training by building appropriate bridges.

### ***Social support by the Ministry of National Education to needy pupils***

The Ministry of National Education has engaged in a strategy of support to schooling that takes account of the needs of deprived pupils in rural and peri-urban areas, particularly girls. The goals of this strategy in the 2005/07 period include extending the capacity of canteens in primary schools to 1,200,000 beneficiaries, and extending the capacity of boarding facilities to around 128,000 beneficiaries per year at pre-secondary and secondary schools and to 50,000 beneficiaries per year at qualifying secondary level.

Other goals include distributing school supplies to needy pupils in partnership with NGOs and the private sector, universalising school medical care in partnership with the Ministry of Health, and setting up school transport system for the benefit of pupils in remote regions in partnership with local governments and the private sector.

It may be noted that the number of girls benefiting from canteens at various levels of education has posted a net increase between 1999 and 2005, from 40.1% to 47%. This improvement is more perceptible at pre-secondary level where the share of girls went up from 25% to 35%. It should be noted that 90% of pupils benefiting from canteens, which cover 47% of the needs of rural pupils, come from rural areas. This school nutrition programme ranks among the instruments that contribute most to raising the schooling rate in rural areas.

### ***Other actions***

Significant institutional and educational actions were also undertaken at various levels of education.

**Pre-school education:** In view of the importance of this type of education, several actions are scheduled to meet needs specific to rural and peri-urban areas. They include involving local governments, property developers and NGOs to increase school capacity by opening pre-school classrooms within or close to primary schools, pursuing flexibility in programmes, timetables and education methods, and drawing up a pre-school map with a view to the universalisation of pre-school education by 2006/07. On the institutional front, the following measures were taken:

- The adoption of Act No. 05-00 on the status of pre-school education, published in Official Gazette No. 4798 of 25 May 2000.
- The enactment of the circular concerning the obligation to register children aged 4 pursuant to the provisions of Note No. 100 of the Ministry of Interior, dated 26 June 2000.
- The publication of Ministerial Decision No. 1535.03, dated July 2003, concerning requirements for the opening of pre-school establishments and the profiles of human resources serving at these establishments.

**Primary education:** The Department of National Education has initiated a basic revision of school textbooks on the basis of the educational approaches adopted for new programmes. The revision aims to improve, among others, the degrading images projected of young girls in these textbooks. Moreover, important legislative and regulatory texts have been promulgated with the purpose of institutionalising the new directions recommended by the Charter, particularly the act on mandatory primary education.

**Literacy:** The Department of National Education has undertaken a set of actions to build on efforts in the area of literacy including:

- The development of a software programme in collaboration of the UNESCO that allows taking a census of literacy operators, programmes, mobilised educators/literacy facilitators, and beneficiaries.<sup>13</sup>
- The opening, since the 2004-2005 academic year, of departments in charge of literacy and non-formal education within the Regional Academies for Education and Training. These departments are responsible for the implementation, monitoring and assessment of provincial and regional action plans.
- The revision of educational programmes by raising the amount of time allotted to literacy from 200 to 300 hours and by reviewing the learning content and textbook format to address various difficulties encountered by the beneficiaries (prints, calligraphy, etc).

It should be noted that special actions have been carried out to universalise the schooling of disabled pupils, including girls, by ensuring their access to neighbourhood crèches and day nurseries, by fostering their integration in the "normal" school environment, and by opening special establishments for children with serious disabilities.

### ***Support by international partners***

A number of Morocco's partners are extending support to the implementation of education reforms:

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<sup>13</sup> This software and the management procedures to be developed will help identify areas of intervention by actors and the nature of related programmes and, eventually, control statistical information for a constant monitoring and assessment of all operations conducted.

- *Programme of Support to Morocco's Education System Reforms (PARSEM):* This programme aims to support the implementation of the priority aspects of the Strategic Framework for Education System Development in charge of materialising the goals of the Charter. It particularly targets certain activities that are supposed to develop equitable access to basic education, enhance the quality of education, foster stakeholder participation, ensure financial sustainability, and promote effective sectoral management. The activities to receive PARSEM backing are structured according to three main components; namely, the universalisation of schooling, the improvement of education quality, and institutional capacity building by upgrading management capacity at all administrative levels.
- *Support to Primary Education (APEF):* This project targets basic education in the 4-15 age group by prioritising pupils in rural areas. It was launched in 2003 by the French Priority Solidarity Fund and the Ministry of National Education. Intended for 72 pre-secondary schools and 633 parent schools (1,900 satellite schools)<sup>14</sup>, the project seeks to reduce geographic and gender disparities and to integrate women in development by raising the attendance of school establishments and enhancing the quality of basic education offered.
- *Support to basic education (MEDA):* This project perfectly fits in with government priorities aimed at the development of rural and peri-urban areas. The project sets out to raise average education standards, particularly for girls, and to draw up a strategy for developing education in disadvantaged rural and peri-urban areas. Spanning an execution period of 78 months, this project started in 1998 but came into operation only in June 2003.

#### **2.3.4. Gender assessment of government expenditure allocated to education**

From 1999 to 2006, the total budget of the Ministry of National Education went up from Dh17.3 billion to 31.74 billion, that is an average annual growth rate of 9%, a rate higher than the 5% target set by the Charter.

An analysis of the structure of this budget shows that operating costs posted a 35.3% increase between 2003 and 2006. Personnel expenditure accounted for 84.84% of the total budget in 2006 and almost 90.9% of operating costs.

#### ***Financial support by international partners***

A number of Morocco's partners are extending support to the implementation of education reforms:

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<sup>14</sup> 4 regional academies are concerned: Tetouan Tangier, Marrakech Tensift A-Haouz, Taza Al-Hoceima Taounat and Souss-Massa Draa covering overall 22 regional offices, or more than 50% of rural areas, 38% of primary education pupils and 28% of secondary education pupils.

- *Programme of Support to Morocco's Education System Reforms (PARSEM)*: The total cost of PARSEM over five years amounts to Dh2.286 billion. Budget appropriations assigned to PARSEM amount to Dh164.2 million in 2005, Dh430 million in 2006 and Dh500 million in 2007. Financial support by the World Bank to PARSEM will consist in co-financing the budget lines of the Department of National Education (DEN) and the Regional Academies for Education and Training (AREF) that fund the components specific to the strategic framework, as well as some off-salary recurrent expenses incurred by AREFs, related to education quality enhancement and spanning a period of five years (2005-2009).
- *Support to basic education (MEDA)*: This project is financed by a donation of EURO18.6 million made by the European Union.

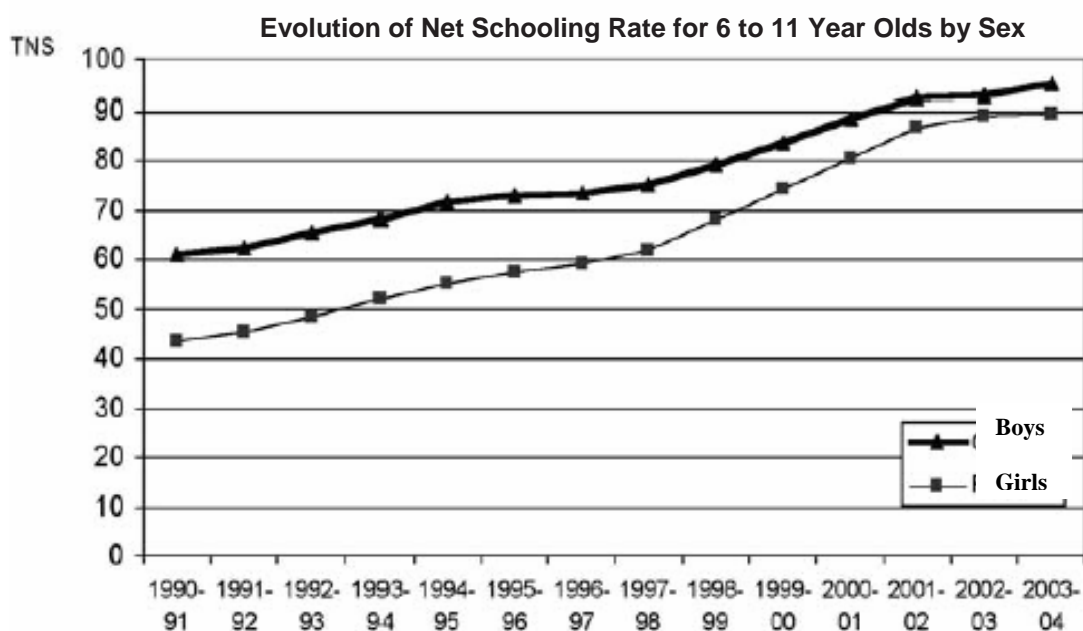
### ***Gender impact of government expenditure on education***

The impact of spending on the productivity and performance of the education system can be assessed by examining a few indicators. In the light of achievements highlighted in the situation analysis, it clearly appears that efforts by the State have triggered a real drive towards transformation. Indeed, the attainment of the goal of universal primary education over a period of 4 to 5 years, regardless of difficulties it is still facing and the perverse and marginal effects it may cause, is a significant breakthrough that is worth noting, especially that our country was unable to attain it throughout all of the last forty years.

However, the wastage rate – for all levels – has not improved with 6%, 13% and 12% at primary, pre-secondary and qualifying secondary levels, respectively. Additionally, repeat and desertion rates continued to deteriorate over this period. The repeat rate went up from 13.2% in 1998 to 13.8% in 2004 for primary education, and from 17.1% in 1997 to 19.9% in 2004 for qualifying secondary education. Available data point therefore to increasing difficulty in reconciling the requirement of universalising and ensuring the quantitative expansion of the system on the one hand and that of enhancing the quality of education services on the other, the only guarantor of improvement in retention rates and thus consolidation of universalisation efforts.

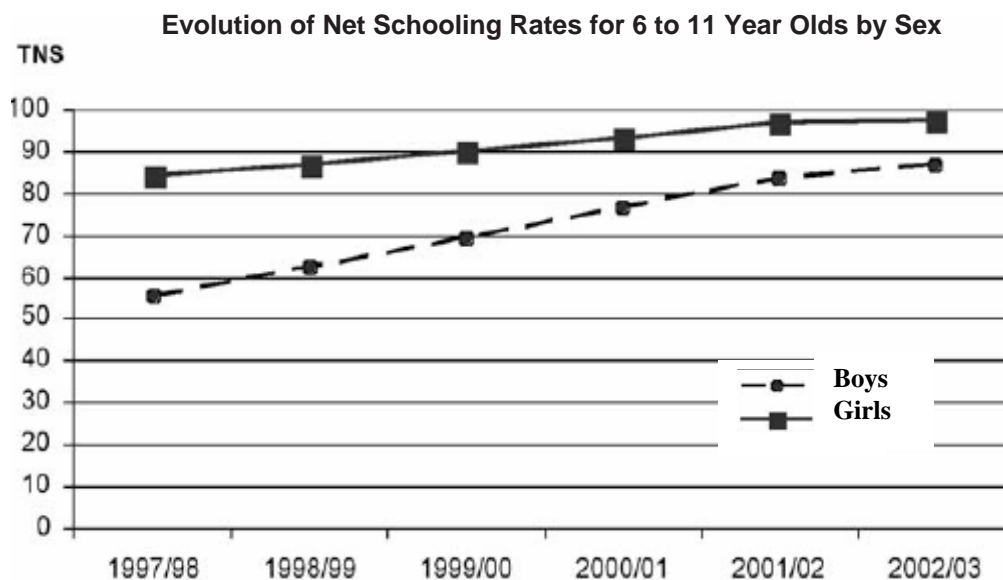
Morocco accomplished positive results in the reduction of gender disparities, particularly in rural areas. Indeed, the girls/boys ratio fell 12 points between 1997-1998 and 2002-2003 at national level, and 21.4 points in rural areas, thus closing the gap between girls and boys.

Canteens played a major role, particularly in primary education. The number of school canteens went up from 11,183 in 1999-2000 to 12,350 in 2003-2004, 94.4% of which in rural areas for the latter year. An average of 390 canteens was set up per year.



Source: *Report on Fifty Years of Human Development, 2006*

It is also worth noting the steady trend in narrowing the gap among girls on the basis of area of residence.



Source: *Report on 50 Years of Human Development, 2006*

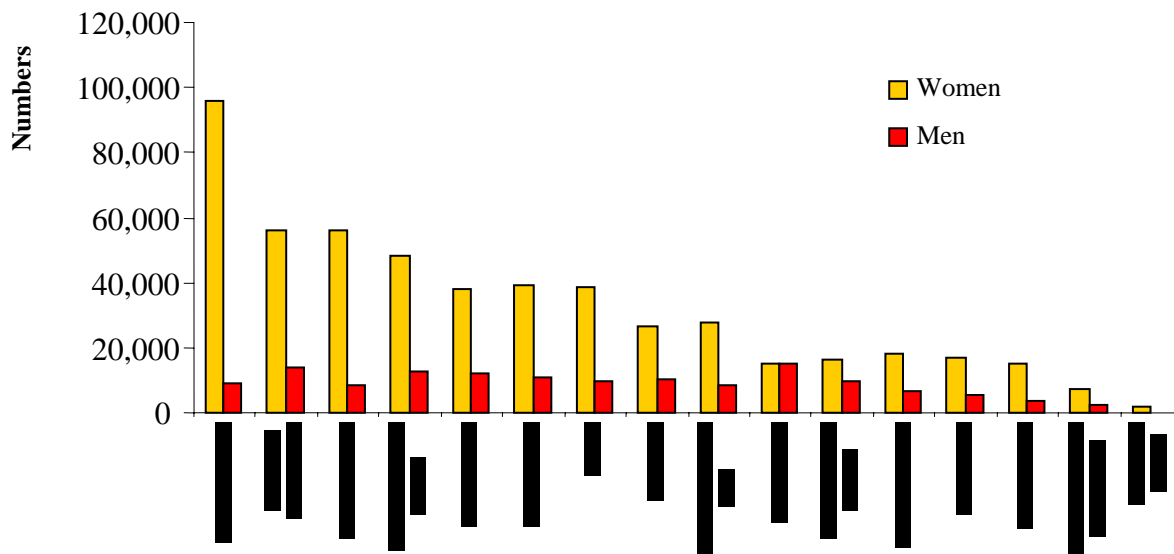
Concerning pre-secondary education, 44.7% of pupils enrolled for this level were girls in 2004-2005. The net schooling rate for girls in urban areas in pre-secondary education moved up from 70.8% in 1995-1996 to 83.9% in 2004-2005. Regarding rural girls, this rate increased over the same period from 13.7% to 42.5% but still remains low.

As for secondary education, girls accounted for 47.5% of pupils enrolled in the 2004-2005 school year. Only 6% of these pupils are in rural areas. Over the same period, the rate of baccalaureate

admission amounted to 44.5% in 2005 nationwide, thus posting a 8.4% growth rate compared to the previous year.

Thanks to literacy efforts, the illiteracy rate among men fell 11 points from 42% in 1994 to 31% in 2004 compared to a 13-point drop for women from 68% to 55% over the same period. In the year 2005-2006, the percentage of women beneficiaries of literacy programmes ranged between 91% and 50% according to regions.

**Distribution of Beneficiaries of Literacy Programme by Region and Sex  
Year 2005/06**



Source: State Secretariat for Literacy and Non-formal Education

The fall in the illiteracy rate was further reported among youth, particularly those aged between 10 and 15: Their rate was 36% in 1994 (47% for girls and 25% for boys) and is 13.3% today (17% for girls and 9% for boys).

## Conclusion

The success of education reforms essentially aimed at fighting illiteracy remains dependent on lifting obstacles to the schooling of children, especially girls in rural areas. To reach this end, the formulation of education reforms should be conducted in the context of a multi-sectoral and multidimensional strategy involving all capabilities in order to act simultaneously against various hurdles.

Cognizant of the persistence of gender disparities in access to education, the Ministry of National Education is planning for its part to build on gains accomplished in the reduction of disparities in the schooling of boys and girls and to ensure gender equality of opportunity. To this end, the following main actions and steps will be taken:

- Awareness raising and encouragement with a view to the universal schooling of girls.
- Support for girls to pursue their studies to the highest levels possible (accommodation, grants, catering and school transport particularly in rural areas).
- Promotion of egalitarian values in school life, curricula, textbooks and educational approach.



### **3. Gender assessment of the Institutional Pole**

Morocco has made large strides on the path of human rights by consolidating the democratic process and fighting against gender inequalities and discriminations. This has been particularly marked by an improvement in the gender institutional framework through the introduction by the Department of Justice of substantial legal and legislative reforms aimed at reducing gender inequalities and strengthening women's rights.

These reforms have been reinforced by efforts exerted by the State Secretariat for Family Affairs, Children and the Disabled (SEFEPH),<sup>15</sup> which culminated in the implementation of two key strategies in the area; namely the National Strategy for Gender Equity and Equality and the National Strategy for Combating Violence against Women.

#### **3.1. Ministry of Justice**

Building a modern and democratic social model constitutes a fundamental agent for the country's sustainable development, which should essentially rest on developing the human element, the country's real wealth and the core of human development.

Materialising this goal entails proceeding with government actions likely to bolster social cohesion by combating all manifestations of poverty, exclusion and precariousness. It also requires the implementation of strategies centred on reducing discrimination between men and women and fostering women's active participation in political, economic, social and cultural spheres.

In this context, several accomplishments were made thanks to the strong will and enlightened leadership of H.M. the King; namely, the restructuring of the Consultative Council for Human Rights, the establishment of the Equity and Reconciliation Commission, the reinforcement of the probity and transparency of elections, and the adoption of the new Family Law and the Royal will to amend the Nationality Code.

Consistent with the provisions of international conventions in force (Convention on the Elimination of all Forms of Discrimination against Women – CEDAW, the International Covenant on Civil and Political Rights, etc), the Department of Justice took actions to modernise the national judiciary by improving the status of women within this system and amending a large number of legislative texts that used to discriminate between women and men.

Considering the fundamental and cross-cutting nature of legal aspects, this part will be devoted, following a situation analysis, to the identification of government policy and priorities regarding justice as well as actions taken by the Department of Justice to respond to these priorities. Finally, a pilot assessment will be made of government expenditure intended for the national judiciary with a focus on the gender impact of such expenditure in relation to the application of the new Family Code.

##### **3.1.1. Gender analysis of the situation of the judiciary**

This part will focus on examining the situation of women with respect to two aspects. The first will consist in a gender analysis of the legislative system before its reform by reviewing various forms

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<sup>15</sup> SEFEPH has been, since its inception in 1998, the competent national structure in charge of gender and gender equality.

of gender discrimination practised in this area. The second aspect will concern an analysis of the status of women in the current judicial system.

### **Gender analysis of the legislative system prior to reform**

Before the large reforms conducted in the area of justice, an analysis of the situation of Moroccan women at the legislative level brings out disparities relative to men at several levels in various codes. It is judicious to mention below a few examples of previous forms of discrimination:

- In the Family Code, women used to be placed under tutelage. A woman was subject to the tutelage of her father or a male member of her family before marriage and to the tutelage of her husband after marriage. Similarly, a woman was required to obtain the authorisation of her father or a male member of her family before concluding her marriage contract.
- The former Labour Code included certain forms of discrimination between men and women, particularly in terms of employment and salary levels.
- Concerning the exercise of business activities, the Trade Code contained before its amendment provisions that prevented married women from conduct of business activities without the approval of their spouses.
- In the penal field, extenuating circumstances were granted to husbands only in the event of murder or assault and battery against their adulterous spouses or their partners.
- Regarding family status, mothers and fathers were not on an equal footing when it came to registering births.
- Concerning nationality, mothers can only give their Moroccan nationality to children from an unknown father regardless of their place of birth or from stateless fathers when the place of birth is Morocco.

### **Status of women in the current judicial system**

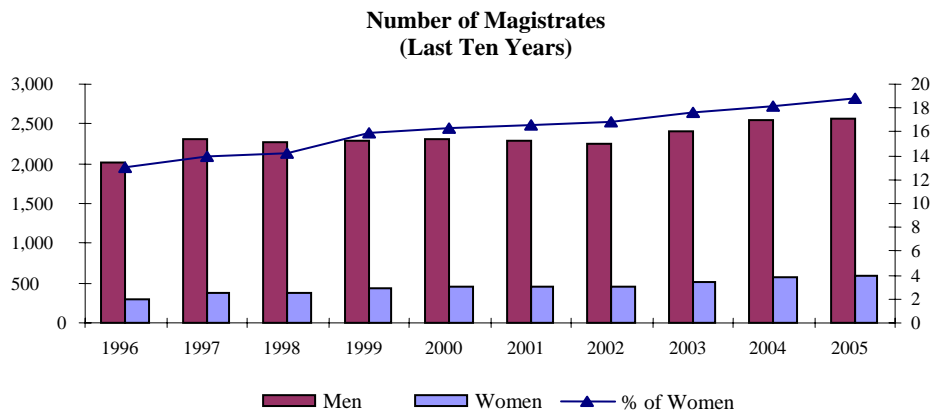
The following diagnosis emerges from the study on the *Situation of Women in the Judicial System* conducted by the Department of Justice in 2004.

Women account for 45% of personnel in the judicial system; that is 5,690 civil servants. The age pyramid shows that the community of civil servants is generally young (43 years for men and 41 years for women) with the predominance of the male sex after the age of fifty. This can be explained by the low number of women recruited over the past years as well as the early retirement of women (60% of all early retiring civil servants).

Concerning access to decision-making positions in the judiciary, the proportion of women decision-makers in 2005 was very low and did not exceed 11.2% (33 office holders) compared to 88.8% for men (261 office holders).

Regarding magistrature, the rate of women's representation posted a slight rise from 13.1% to 18.8% (compared to 25% in Tunisia) over the last ten years (610 women compared to 1,805 men in 2005). This proportion remains very low in relation to the priorities of the Ministry of Justice which aim to attain one third of women representatives in the governing bodies of the legislative, executive

and judiciaries branches of government. Additionally, the number of women magistrates working in the Ministry's central departments does not exceed 24.56%; that is 14 magistrates only.



*Source: Ministry of Justice*

### **3.1.2. Policy and government priorities**

During recent years and following Royal Directions, the national context has moved towards reinforcing the recognition and promotion of the status of women as a key condition for meeting ethical and democratic requirements and attaining economic, social and political development in Morocco. Progress made in the fundamental human rights of women is the culmination of steady action by several ministerial departments, including the Department of Justice, in partnership with NGOs dedicated to women's rights.

Moreover, actions taken by the Department of Justice form part of the objective of attaining the third Millennium Development Goal (MDG 3) which consists in promoting gender equality and women's empowerment. This Department endeavours therefore to design an action plan to institutionalise the pursuit of gender equality and the inclusion of gender in policies, programmes and projects in all government and non government activities.

The contribution of Department of Justice to the achievement of the above-mentioned goal is reflected in its capacity to reach targets 12, 13 and 14 of the said goal; namely:

- Reducing gender disparities in access to employment, salary equality, and access to resources.
- Reaching one third of women representatives in the leading structures of the legislative, executive and judicial branches of government.
- Eliminating all discriminatory legal provisions, lifting reservations on CEDAW, and halving instances of violence against women.

### **3.1.3. Actions by the Department of Justice**

In addition to the institutionalisation of a Gender Unit attached to Head Office to support the position of women in the Moroccan judiciary, efforts exerted by the Ministry of Justice materialised through the introduction of large reforms regarding a series of legislative texts. Special attention was also given by the Ministry to support for women in detention.

## **Instituting a Gender Unit**

In the context of including gender in development policies and programmes mapped out by the authorities to promote women's rights, the Department of Justice instituted in June 2005 a *Gender Unit* attached to Head Office (General Secretariat). This cell is composed of several *focal points* which represent all directorates at the Ministry. The action plan of the cell is structured in two phases whose main objectives may be summarised as follows:

- Assessing and diagnosing the current situation, particularly women's representation in the judicial sector (see diagnosis below).
- Analysing, on the basis of findings obtained, various gender disparities in all fields.
- Combating these disparities through a more equitable representation based on the principle of equality of opportunity.

The achievements of the first phase consist in:

- The publication of the results of the study on the *Situation of Women in the Judicial System*<sup>16</sup> which clearly shows the predominance of male presence (appointment to decision-making positions, magistrates, etc – see diagnosis below).
- The development of a sex-disaggregated database on the entire staff of the central and penitentiary departments (family status, career path, etc).

The second phase of the action plan of the *Gender Unit* seeks to extend the gender approach to the Ministry's external departments, sensitise magistrates on gender, engender the budget of the Department in partnership with the Ministry of Finance and Privatisation – an ongoing process (the Ministry of Justice joined the gender-responsive budgeting project in 2006), and consolidate the elimination of gender discrimination in legal texts.

## **Amending legislative texts**

To address gender discrimination at the legislative level, a large number of texts and laws were amended. These mainly include the Family Code, the Labour Code, the Electoral Act, the Civil Status Act, the Penal Code and the Trade Code.

### ***Family Code***

The enactment in 2004 of the new Family Code marked a historic moment in the evolution of efforts exerted to improve the condition of women and children and the preservation of cohesion within the family and the dignity of its members. In fact, the new law opens up promising prospects to actions conducted for several years now to protect women against all forms of discrimination and violence and encourage them to take part more actively in their country's development while ensuring full respect for their human rights.

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<sup>16</sup> The Ministry of Justice conducted in late 2004 a study on the *State of Women in the Judicial System* (level of education, access to training, decision-making positions, etc).

The new code is part of the process of democratisation and human rights expansion whose pace has markedly increased since the early 1990s.

It also advocates for the evolution of the marital relationship to evolve from the obedience model to that of consultation by instituting reciprocity in rights and duties between spouses through the abolition of the notion of head of the family and the obligation for wives to obey their husbands. The main novelties of the Family Code include:

- Equality in the rights and duties of both spouses and waiver of the rule requiring wives to obey their spouses.
- Abolition of the rule that used to subject a woman, as part of *wilaya* in marriage, to the tutelage of a male member of her family. Henceforth, the *wilaya* is a right enjoyed by women of age who now have full control over their choices and exercise this right of their own will and accord.
- Equality between women and men concerning age of marriage, set at 18.
- Definition of divorce as dissolution of marriage ties exercised by the husband and the wife, under judicial control, according to legal conditions specific to each one of them.
- Subjecting polygamy to the authority of the judge and stringent legal conditions that render it difficult.
- Upholding the rights of the children and preserving their right to recognise paternity in the event of non-formalised marriage.

### ***Labour Code***

The Labour Code is one of the major mechanisms for the protection of women's rights in the discharge of their duties. It has come to grant them legal protection during and after pregnancy and forbid their employment in hard fields such as construction sites, quarries and all types of work that may surpass their energy and capacity or compromise their dignity. This new Code, promulgated in 2003, may also enable women to exercise union rights and benefit from guarantees and authorisations as formalised by the employment contract. Thus, the revision of the Labour Code has permitted the introduction of amendments relating to women's rights by:

- Enshrining, for the first time, the principle of non-discrimination including in employment, salaries, etc;
- Making reference, for the first time in Morocco's legislation, to sexual harassment in the workplace, henceforth considered a serious offence;
- Extending the term of maternity leave to 14 weeks instead of 12.

### ***Civil Status Act***

The enactment of this Act in October 2002 responded to several claims made by the movement for the defence of the rights of women and children. This upgrade mainly aimed to:

- Place fathers and mothers on an equal footing with respect to birth registration;
- Attributing fictive names to children from unknown fathers;

- Inserting data related to marriage and divorce in the civil status booklet;
- Allowing divorced women having custody of children to obtain a duplicate of the civil status booklet.

### *Electoral Act*

On May 6th 2002, the House of Representatives unanimously passed new provisions concerning parliamentary elections. They particularly include the national list which allows women's access, up to 10%, to the House of Representatives.

### *Penal Code*

Revision of the Penal Code (adopted in July 2003) responded, to a large extent, to claims made by the women's movement including:

- Removing all forms of gender discrimination in the rendering of sentences in the event of a murder committed by one of the spouses against an adulterous spouse caught in the act. Before the amendment, extenuating circumstances used to be granted to husbands only.
- Augmenting sanctions in the event of assault and battery willingly inflicted by one of the spouses against the other;
- Augmenting sanctions in the event of a repeat offence by one of the spouses against the other.
- Authorising health professionals to commit breaches of medical secrecy when observing instances of violence between spouses or against women.
- Introducing a new aggravating circumstance in the event of rape; namely, the fact that the rape victim is pregnant.
- Condemning sexual harassment which is henceforth defined as an instance of misuse of authority.

### *Nationality Code*

The latest amendment of the Nationality Code, announced by His Majesty on the occasion of the Throne Day Speech in July 2005, constitutes a major step forward on the path of preserving the rights of children and those of the family in general. The reform establishes full-fledged citizenship of women by reducing inequalities and restoring dignity to women and their children from foreign fathers. So far, no bill has been passed as yet in this respect.

### *Trade Code*

As part of the Moroccan State's commitments to enshrining the principle of gender equality in all laws and regulations, all provisions that used to prevent married women from the conduct of business activities with the consent of their spouses were abolished. (see Article 17 of the Trade Code).

### ***Lifting of reservations on CEDAW***

The amendment of the above-mentioned Codes constitutes a significant gain for Morocco with a view to compliance with international standards in force. They allow, therefore, to lift the reservations that Morocco used to have on the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), including those concerning:

- Article 9 which grants women, in its second paragraph, rights equal to those of men in respect of nationality;
- Article 16 which lays stress on the equal responsibility of men and women regarding family life.

The Prime Minister has formed a commission that is currently working on the lifting of reservations formulated by Morocco on CEDAW.

### **Supporting women in detention**

Women in detention accounted for 2.61%<sup>17</sup> of all detainees in 2004, i.e. 702 women. These women have consistently received attention from Moroccan legislation which provides for their support and surveillance by specialised civil servants qualified to perform such a mission. This attention is particularly focused on women who are six months pregnant before the enforcement of their sentences and who benefit from a suspension of their sentences that may last up to 40 days after delivery.

Other detainees also receive special treatment with the purpose of protecting their health and that of their children. In this context, penitentiary establishments endeavour to ensure that deliveries are smoothly conducted at public hospitals and that births are rerecorded by registry offices without referring to the situation of mothers.

Moreover, social actions have been put in place in favour of children of women in detention by equipping prisons with means of entertainment and by recruiting personnel qualified in teaching and education fields. These children remain in the company of their mothers until the age of 4 after which they are sent, according to the choice of their mothers, either to their families or to specialised establishments affiliated with the Moroccan League for Childhood Protection (LMPE).

### **3.1.4. Gender analysis of the budget allocated to the Department of Justice**

Total expenditure by the Ministry of Justice reached Dh2.498 billion in 2006. Investment expenditure stood at Dh300.113 million and accounted for 12% of the Ministry's total budget. As for operating costs, they amounted to Dh2.198 billion and represented 88% of the Ministry's total budget.

The large share of personnel expenditure (more than 73%) in the budget of the Ministry of Justice reflects the presence of a high number of senior executives, which is necessary for the implementation of the national legislative and regulatory framework and its adaptation to international standards in force. Yet, despite its low share in the Ministry's spending, investment expenditure is

<sup>17</sup> DEPF & UNIFEM, *Exhaustive Analysis of Sex-disaggregated Data*, February 2006

significant relative to that of other departments and reflects efforts exerted by the Ministry to build, develop and equip prisons and penitentiary compounds.

### **Expenditure allocated to social aid and childhood**

Of all expenditure by the Ministry in the 2006 fiscal year, that related to judicial and penitentiary fields accounted for Dh132.396 million, with Dh1.4 million paid to the prisoners upon release from prison, while social aid for childhood represented Dh100,000 per annum since 2001.

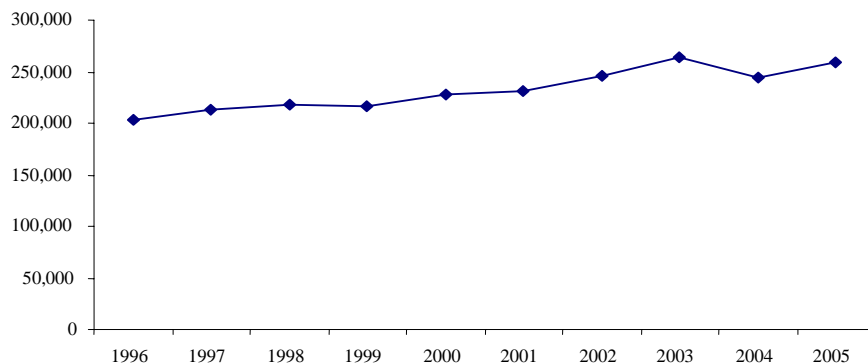
### **3.1.5. Gender impact of government expenditure on justice: Case of the Family Code**

In view of the insufficient historical perspective following the application of the new Family Code, this part will focus on making an initial quantitative assessment of the impact of government expenditure related to this reform, based on a comparison of a few key indicators over the 2004/05 period.

According to the preliminary results obtained during the two years of application of the Family Code, the Department of Justice asserted the positive impact of this text on marriage, divorce and polygamy.

Concerning marriage, after a 7.61% fall over the 2003/04 period, the number of marriage contracts reached 259,612 in 2005; that is a 6.62% growth, compared to 243,492 contracts in 2004. This evolution is mainly the result of an increase in the number of marriage contracts involving women of age, from 34,475 contracts in 2004 to 49,175 in 2005 or a 42.64% growth. This attests to recognition by the majority of Moroccan families of the principles laid down in the new Family Code. It also highlights the large proportion of women who used to be thwarted in their marriage plans.

**Evolution of the Number of Marriage Certificates over the 1996/2005 Period**

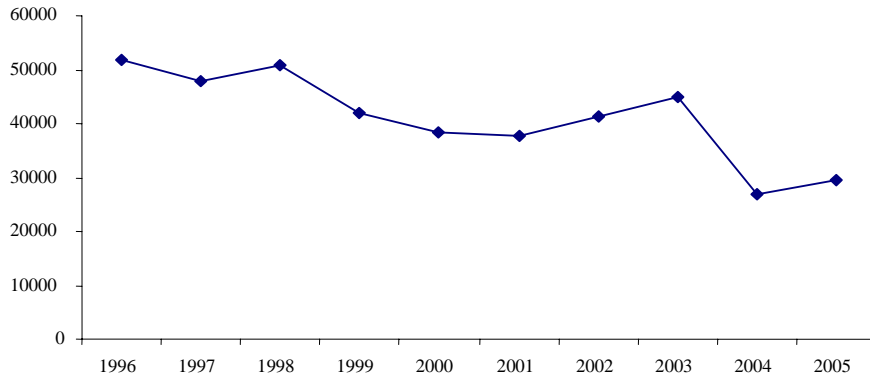


*Source: Ministry of Justice*

Regarding divorce, the number of recorded certificates generally fell by as much as 34% over the 2003/05 period, from 44,922 to 29,668 certificates. The rate of divorce by mutual consent posted a 166.08% increase relative to 2004. Divorce in exchange for compensation, which used to account for the highest rate of divorce before the application of the new Family Code, registered a 6.34% decline between 2004 and 2005.



Evolution of the Number of Divorce Certificates over the 1996/2005 Period



*Source: Ministry of Justice*

For its part, polygamy went down from 904 to 841 certificates over the 2004/05 period, that is a 6.97% decline

### **Shortcomings**

According to a survey conducted in 2005 by the Moroccan Association for Combating Violence against Women, women who came into contact with family tribunals after the enactment of the new Family Code or who were familiar with Family Code before and after its amendment made remarks and expressed criticism regarding the operation of tribunals. However, they recognised the gains and improvement that marked the short period of implementation of the Code.

These women considered that the new Code increased their trust in law, tribunals and judges, and that rights became equal between men and women. They also believed that, overall, the civil servants working at the family section of tribunals were able to maintain better relations with them.

However, they were of the opinion that remaining inadequacies were related to the application of the Family Code which had not contributed so far to a substantial improvement in the balance between the operation of tribunals on the one hand and personal and professional conditions on the other. Shortcomings, according to them, were also linked to the relaxation of the nature and pace of procedures followed in tribunals and during the enforcement of sentences. Differences in the interpretation of some articles of the Family Code by officials at family tribunals and women's associations call on the two parties to coordinate their efforts to promote an understanding of the Code that better conforms to the spirit that presided over its enactment.

Moreover, despite progress made in the status of women within the family, certain provisions are yet to be enforced in line with the spirit and letter of the new laws. The causes accountable for this situation are of four levels:

- Difficult and sometimes impossible access of the poorest women to institutions that are in charge of their protection (e.g. hospitals, the police, the gendarmerie, tribunals, etc);
- Sentences are often perceived to be inequitable;
- Lengthy enforcement, in most cases, of sentences pronounced;
- The subsistence of some gaps and forms of discrimination in several provisions in family, penal and other legislation.

## **Conclusion**

Great legal and legislative advances have been made in favour Moroccan women in order to restore their dignity, preserve their rights and promote their participation in the country's socioeconomic development (e.g. legislative system reforms, institution of mechanisms and bodies dedicated to equality and gender, the lifting of reservations on CEDAW, etc).

However, the full success of these efforts requires that social, political, educational and economic measures be put in place as early as possible in favour of disadvantaged women, children and families in addition to nationwide sensitisation and communication actions.

Women's empowerment requires a change in mindsets and perception – a long, exacting and multidimensional process to which all social actors should contribute. This process is closely linked to improvement in all economic and social indicators.

### **3.2. State Secretariat for Family Affairs, Children and the Disabled**

Moroccan women are considered to be key actors in the attainment of development goals and active stakeholders in society's evolution. Accordingly, strategies and plans of action have been set up to empower them to fully take on their role in the social fabric.

In this respect, Morocco established in 2000 a competent national structure in charge of gender issues, namely the State Secretariat for Family Affairs, Children and the Disabled (SEFEPH). This institution has mainstreamed gender since its inception in all its programmes.

#### **3.2.1. Analysis of the situation of Moroccan women**

The analysis of the situation of Moroccan women highlights a variety of inequalities. In fact, in terms of poverty, 14.2% of the population live below the poverty threshold, and the breakdown of this rate by sex shows that women are the most affected both in rural and urban areas: 11.9% for men compared to 12.8% for women in cities, and 27.2% for men compared to 28% for women in rural areas.

In terms of education, the net schooling rates by area of residence and gender reveal deficits in the schooling of rural girls (less than a girl out of five is enrolled for pre-schooling education; and a net schooling rate of 84.25% in primary education for girls compared to 89% for boys – see situation diagnosis in the section on education).

Of all health indicators, maternal mortality remains high (227 deaths per 100,000 births in the 1995/03 period) particularly in rural areas (267 deaths per 100,000 births compared to 187 deaths in urban areas).

Concerning employment, women's economic activity rate remains modest: 27.3% nationwide in 2004 with a higher rate (30.2%) in rural areas. Disparities also affect the nature of activities since women are more present in the least remunerated activities such as agriculture, forestry and fishing (92.3% compared to 76.6% for men). In cities, women are concentrated in activities where working conditions and salary levels are most unfavourable. Women's participation is marginal in the public sphere (e.g. high-ranking positions, ministerial portfolios, etc).

Regarding violence<sup>18</sup> against women, the number of complaints between 2004 and 2005 increased by 9%, from 13,910 to 15,167. Among the crimes perpetrated against women in 2005, violence leading to disability for less than 20 days comes in first with 5,618 persons brought before court, followed by family negligence (5,475 persons), violence leading to disability for more than 20 days (3,204 persons) and rape (788 persons). The causes of violence against women are complex. But poverty and insecure living conditions are factors that complicate this violence.

Moroccan women also suffer from images projected in the media which restrict them to the roles (stereotypes) of passive, consuming and non-productive women. Additionally, women's large access to the communication sector has not led to an improvement in women's image in the absence of gender sensitive information strategies.

School textbooks also contain several debasing images of women. Revisions of these textbooks are regularly conducted with a view to their elimination. Similarly, following an analysis of 120 proverbs of national culture carried out by the SEFEPH, a hundred proverbs were identified as debasing to women.

### **3.2.2. Government priorities and targets**

The policy conducted to promote the condition of women is based on three major components. These include ensuring gender equity and equality by mainstreaming gender in development policies and programmes, combating violence against women, and enhancing the image of women in the media.

#### ***National strategy for gender equity and equality by mainstreaming gender in development policies and programmes***

The main purpose of this strategy is to reduce gender disparities not only in rights, access to resources and economic opportunities, but also in terms of political leverage. It includes two strategic objectives which give the strategy a long-term direction. The first objective concerns the influence of the equitable and egalitarian direction of development policies and programmes on women and men. The second objective relates to the dividends and benefits that women and men, girls and boys should equitably draw from various development programmes.

This strategy does not intend to supplant various sectoral initiatives and efforts exerted by a variety of actors in the area of gender. On the contrary, it aims to offer a general framework designed to be translated into a plan of action by the actors concerned in order to attain the strategic goals of equity and equality in civil rights, representation and participation in decision-making, social and economic rights, and individual attitudes.

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<sup>18</sup> Data used in this part regarding violence are derived from the general census of the number of complaints on violence against women, conducted by the Ministry of Justice in 2005.

## **National Strategy for Combating Violence against Women (LCVF)**

The implementation of this strategy in 2002 is certainly the first and most straightforward step in governmental action to combat violence against women besides the major gain represented by the revision of the Penal Code which, for the first time, defines and condemns violence. The ultimate aim of the strategy is to stamp out, in time, violence against women and contribute to promoting and protecting their rights. This aim entails in turn reaching the following fundamental objectives:

- Reinforcing the rule of law by condemning various forms of violence against women and recognising them as breaches of human rights;
- Including the results achieved in combating VAW as an indicator of human development and of efforts engaged with a view to a more egalitarian society;
- Consolidating the participatory drive by fostering new forms of partnership that are necessary for developing synergy between government and non-government stakeholders;
- Communicating on the objectives and decisions adopted, the areas of progress, and the constraints encountered in order to enlist the largest support possible for the approach adopted;
- Building databases necessary for conducting scientific research on gender-based violence in Morocco, setting up monitoring mechanisms, and building on accumulated gains and experiences.

The attainment of the above-mentioned objectives rests on 7 strategic areas and 40 critical actions. These include the introduction of legal and legislative reform (18 actions); caring for and monitoring of abused women (6 actions); development of material and financial resources (7 actions); education, sensitisation and communication (4 actions); partnership-based research and development (2 actions); training and development of human resources (1 action); and the adoption of a general policy for combating violence against women (2 actions).

## **National Charter for Improving the Image of Women in the Media**

The strong will to promote the social role of women has not been followed by a tangible evolution in the media which have largely remained indifferent to changes experienced by women.

In this context, the SEFEPH developed, in collaboration with the Ministry of Communication and in partnership with media stakeholders (TV, Ministry of Culture, communication agencies, HACA and trade unions), a national charter of ethics designed to do women justice and define the forms and methods by virtue of which the national media will become equitable towards women and respectful of what they stand for. The aims of the National Charter for Improving the Image of Women in the Media are as follows:

- Rallying the media as well as political, social and economic actors in order to encourage them to put in place and defend the culture of gender equality and respect for human dignity in the media;
- Improving the situation of women serving in the information sector and giving them access to decision-making on the basis of professional competence and the principle of equality of opportunity;
- Entrenching a media culture based on the principles of human rights and respect for women's dignity, and fighting all forms of discrimination and exclusion;

- Stimulating communication and cooperation among various means of information dissemination, women's associations and all civil society organisations concerned with women's issues.

Moreover and as part of its commitment to MDGs, Morocco has pledged to achieve MDG 3 which consists in "promoting gender equality and women's empowerment." Target 14 under this MDG is aimed at halving violence against women, using as guiding indicators the number of cases where women are the plaintiff in Casablanca tribunals and the percentage of men accused in such cases.

However, the relevance of these indicators, adopted in the 2005 National Report on MDGs, needs to be heeded in appreciating the prevalence of violence. In fact, an increase in the number of women lodging complaints may signal the end of tolerance for violence, the will to break the culture of silence and follow a new destiny, or even a surge in violence. An increase in this indicator may therefore reveal a positive change in mindsets rather than deterioration.

### **3.2.3. Projects and programmes implemented**

To carry through the policy adopted and reach the goals set in the strategies for mainstreaming gender in development and combating violence against women, a number of projects and programmes were implemented.

#### **Mainstreaming gender in development**

##### **➤ *Setting up of the CMIDEF***

The CMIDEF (Moroccan Centre for Information, Documentation and Studies on Women) coming under the SEFEPH and set up in October 2004, is the largest public structure in charge of gender nationwide, as a result of a partnership between the Kingdom of Morocco and the European Union (EU). The Centre mainly sets out to collect and centralise all information concerning Moroccan women in all fields, process and submit them to decision-makers, and serve as a real intersectoral and regional rallying point.

The Centre, who took about two years to come to light, was established as a part of a project for support to human development and social integration known as *MEDA Programme*. It officially opened on 10 October 2004 but its activities today are still at the preliminary stage.

The strategy of the CMIDEF rests on upstream and downstream partnership with focal points set up with a variety of departments, international organisations, universities or research institutions, local associations and NGOs, the media and local governments, especially those working towards the promotion, development and protection of women and respect for their rights.

##### **➤ *Launching of gender audits***

In the context of gender mainstreaming and institutionalisation initiatives, the SEFEPH launched, with the support of UNFPA, a gender auditing project within three pilot departments, namely, the High Commission for Planning, the State Secretariat for Youth, and the SEFEPH. The purpose of these audits is to assess personnel perception of the way gender issues are taken into account in the process of internal programming and organisation.

The results of the audits will be released shortly. Ultimately, three other departments are concerned: the Ministry of Communication and the Ministry of Public Sector Modernisation with support from the ACIDI.

➤ ***Setting up of a multi-functional centre in Ouarzazate***

In the context of Moroccan-Belgian cooperation, the SEFEPH launched a project which consists in setting up a centre for woman and family promotion which would be the focus of direction and coordination for all issues and activities related to the advancement of women and their inclusion in development.

**Combating violence against women**

➤ ***Launching of national sensitisation campaigns***

The SEFEPH is currently organising a national campaign to combat violence against women with the purpose of improving the condition of women and consolidating their gains, obtained thanks to the Royal Solicitude. Relying on information and sensitisation actions with a view to raising public awareness about violence against women, these campaigns are the result of numerous studies and reports highlighting the economic and social costs borne by development efforts in the presence of a discriminatory phenomenon grounded in a relationship of dominance between men and women.

➤ ***Launching of Toll-Free Number 080008888***

The introduction of this toll-free number in late 2005 by the SEFEPH in coordination with the government departments concerned (Ministry of Justice, Ministry of Health, National Security Department, Royal Gendarmerie and National Mutual Aid) is part of follow-up to the implementation plan of the National Strategy for Combating Violence against Women. It should be noted that Morocco is the first country in the region to have taken the initiative of launching a toll-free number to support abused women and girls.

The number aims to offer consultation and orientation services in legal and protection matters as well as counselling and guidance to abused girls and women, which will help improve the quality of their legal and psychological protection, rehabilitation and re-integration.

➤ ***Social Ambulance Service in Casablanca***

A convention concerning the creation of a social ambulance service in the Casablanca metropolis was signed in September 2005. The aim of the service is to go to the rescue of the homeless, especially women and those who are unable to call the emergency services. The social ambulance service is therefore tasked to support this vulnerable and marginalised section of the population which lives on the streets, provide it with care, and enable it to receive a minimum of comfort.

The service was established in partnership with the Casablanca City Council, the province of Anfa and the SEFEPH. These partners agreed, among others, to ensure the regular presence, on the streets, of mobile professional and multidisciplinary aid teams in favour of homeless people, including women. To host this community, a Reception Centre was set up to offer free medical and psycho-social consultation services.

### ➤ ***Other initiatives by Morocco to combat violence***

Several other moves were taken by Morocco to contribute to combating violence against women including:

- Ratification by Morocco of CEDAW in June 1993 and its publication in the Official Gazette No. 4866 of 18 January 2001;
- Creation by the SEFEPH of a fund to extend support to associations and call centres offering psychological assistance and legal guidance to abused women. The SEFEPH offered financial assistance to 58 women NGOs in 2003 and supported projects prepared by 175 NGOs dealing with family affairs in 2004 and 2005;
- Take account of the cross-cutting nature of gender by launching several initiatives since 2000 and by including partnership and cooperation projects in the plan of action of the department in charge of women's advancement. These programmes and projects are also an opportunity to coordinate multi-sectoral actions and those of NGOs in the context of combating gender-based violence, through institutional capacity building and support for gender-responsive advocacy action;
- The legal amendment to the Penal Code (2003), the Labour Code (2003), and the Family Code (2004) has direct and indirect positive effects on ongoing efforts to combat gender-based violence. The new Family Code introduces the principle of equity and equality in family responsibilities, improves procedures governing marital and union relations and their dissolution, and finally recognises the full citizenship of women by granting them legal status through the abolition of tutelage. Women can henceforth take civil action in the event of prejudice to their physical, sexual or moral integrity, among other things.

### **Other actions by the Department**

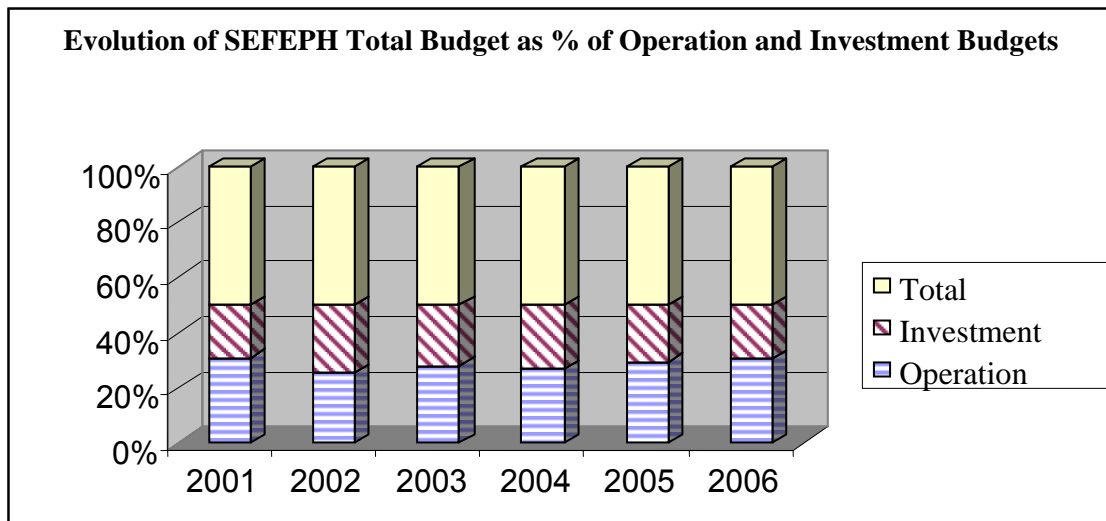
The SEFEPH also targets several actions including:

- Conducting an initial assessment of gender focal points in anticipation of transforming these informal focal points into structures within different Ministries;
- Supporting the implementation of the new Family Code by publishing a book entitled *Moudouana Otherwise*, and presenting the new provisions in a theatre format.
- Proclaiming October 10th a National Women's Day (following the delivery of the Throne Day Speech on the same day). It is also the day when the CMIDEF was set up.

### **3.2.4. Gender analysis of the budget**

Total expenditure by the State Secretariat for Family Affairs, Children and the Disabled (SEFEPH) reached 38.69 million dirhams in 2006, representing 1% of total expenditure by the Ministry of Social Development, Family Affairs and Solidarity, which amounted to 3.817 billion DH in 2006.

An analysis of budget evolution reveals a 30.36% growth, from Dh32.54 million in 2001 to Dh42.42 million in 2003. However, the total budget went down from Dh42.42 million since 2003 to Dh38.69 million in 2006; that is an 8.78% decline.



Source: Ministry of Finance and Privatization

In 2006, investment expenditure by the SEFEPH stood at Dh15.17 million while operating costs amounted to Dh23.52 million. The 2006 budget inserted a section in the investment budget concerning the promotion of gender equality and combating gender-based violence, for which Dh1 million was appropriated (a contribution by UNFPA).

The cost related to the implementation of the National Charter for Improving the Image of Women in the Media was jointly borne by the State and contributions by donors. The establishment of the CMIDEF required a budget envelope that was co-financed by the European Union up to EURO1,720,000 (Dh18,457,320) and by SEFEPH which committed Dh944,328). The multi-functional centre in Ouarzazate cost as much as Dh10 million, and was financed through a Belgian contribution of almost Dh9.2 million and a Moroccan contribution of about Dh0.8 million.

The setting up of the social ambulance service required a budget envelope of about Dh5 million, covered by the Casablanca City Council, the province of Anfa and the SEFEPH.

To fulfil its mission, the SEFEPH surmounts its budget problems by adopting an aggressive approach to setting the goals sought, designing projects and then searching for supplementary funding.

### ***Conclusion***

The implementation of various strategies launched by the SEFEPH, especially the new national strategy for gender equality by mainstreaming gender in development policies and programmes, the strategy for combating violence against women as well as the charter for improving the image of women in the media, are expected to culminate in a human and equitable development based on gender equity and equality.

For this purpose, these efforts should be attended by a stronger sensitisation of the population about women's key role in development with the participation of all partners, particularly civil society. They also call for adopting a concerted and holistic perspective by all stakeholders and, above all, designing a methodological framework that defines, in a precise and coherent manner, indicators of the types, forms and contexts of gender-based inequality and violence as a pre-condition for any action or measure.



## **4. Gender analysis of the Basic Social Services Pole**

This part will cover aspects linked to transport, housing, energy and water. In view of their vital nature, these services are presented together in order to give a full overview of the condition of men and women relative to the availability of basic services and to offer insights into gender inequalities and how programmes implemented influence the population.

### **4.1. Department of Equipment**

The transport infrastructure plays a central role in development, both regionally and locally. It is particularly important in rural areas where the stability of the population is key to rural-urban balance and where the deficit in road infrastructure seriously holds back development.

Rural roads are designed to provide the country with transport services and prevent the isolation of the population by linking it to the rest of the road network. They constitute the backbone of economic and social development in the areas served as a consequence of a better geographical distribution of productive activities by facilitating the emergence of new projects.

Moreover, rural development in Morocco is central to attaining MDGs. Indeed, building rural roads and improving quality of roads generate economic and social benefits as they facilitate access to markets and to government, community and social services throughout the year.

The recognition of the distinct needs of women and men and the pursuit of equity in access to infrastructure and transport services have become major issues for rural and urban transport policies and programmes in the fight against poverty and the realisation of economic development.

This part will first try to examine the situation in rural areas in terms of road infrastructure by emphasizing, above all, the cross-cutting nature of infrastructure in human development. We will subsequently look at the importance attached to ending the isolation of rural areas in government policies before a review of targets set with respect to MDGs. Projects and programmes implemented by the authorities will also be presented. The last section will be devoted to the programmes of rural road construction as well as a gender impact assessment of such investments.

#### **4.1.1. Cross-cutting nature of the transport infrastructure in human development**

Accessible and quality transport may help communities gain access to basic services and factors of production, contend with shocks and disasters, and offer their products for sale in national and international markets. Its existence also facilitates the movement of labour and maximizes the benefits of close interaction between rural migrants living in cities and their families. Better quality transport also helps reduce agricultural input costs, improve production prices, and facilitate the marketing of products.

##### ***Access to infrastructure***

The remoteness of certain rural communities lead to their marginalisation as they suffer from *a poverty of access*, wield less political leverage to attract financial resources, and participate less in decision-making. Even projects intended for rural areas show bias in favour of villages close to roads, which is known as the *road bias*.

Daily life in rural areas is largely an experience that comes about on foot. Difficult access in rural areas forces locals to lose considerable unproductive time in their daily travel – to look for water and fuel and to go to school, to the health centre, to the mill or to the market. According to the OECD, surveys on rural transport and means of transport in villages in Burkina Faso, Uganda and Zambia conclude that African women transport on average 26 tonne-kilometres per year (of water and firewood, in particular, which they generally carry on their heads) compared to less than 7 tonne-kilometres for men. If we add the role of women in agriculture, these journeys lead us to believe that they contribute up to two thirds of overall rural transport efforts.<sup>19</sup>

Another survey reveals that almost 60% of households in the two lower income quintiles consider that remoteness and transport difficulties are the major obstacles to paying visits to health care centres.<sup>20</sup> In this sense, inaccessibility goes hand in hand with isolation – one of the five fundamental dimensions of poverty.

### ***Linkage between transport infrastructure and rural women's income-generating activities***

Women account for almost 50.6% of the rural population in Morocco and carry out several tasks that are so intertwined and overlapping that it is difficult to separate the "productive" from the domestic. Their activities are made laborious by inadequate basic infrastructure such as roads. The supply of drinking water and firewood is a daily chore, especially for women and girls.

The number of family farms run by rural women is consistently rising due to the emigration of men to urban areas in search of non-agricultural jobs. This situation is more pronounced in areas suffering from lack of transport infrastructure.

Moreover, the work of rural women in handicrafts has declined in recent years on account of the stagnation of this sector, mainly due to competition from manufactured products and problems of ***access to markets***. Women are finding it extremely difficult to market their craftwork in the peripheral markets.

### ***Linkage between transport infrastructure and the schooling of rural girls***

Despite overall improvement in the Gender Parity Index (GPI) from 0.68 to 0.91, gender disparity is still large in rural areas with 0.84% for girls compared to 0.93% for boys, according to the Department of National Education.

Several sociocultural, economic and institutional factors account for the backlog in schooling in rural areas, particularly those linked to access. These mainly concern the remoteness of schools, the isolation of villages, the absence of basic equipment in schools (e.g. water, electricity, latrines, etc) and the living conditions of schoolteachers.

### ***Linkage between transport infrastructure and maternal and infant mortality***

According to a survey by the Ministry of Health on the "type of problems preventing married women from access to health care in rural areas," the long journey required to receive health services and the absence of means of transport constitute the main constraints (just after those of income) for respectively 78.8% and 75.5% of the women surveyed.<sup>21</sup> This situation gives rise to a more

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<sup>19</sup> OECD, "Special Edition on Transport Infrastructure," *African Economic Outlook*, May 2006

<sup>20</sup> OECD, "Special Edition on Transport Infrastructure," *African Economic Outlook*, op. cit

<sup>21</sup> According to the Ministry of Health, *ESPF 2003/04*

pronounced maternal mortality rate in rural areas (267 deaths per 100,000 births reported in rural areas compared to 187 in cities).

Moreover, infant mortality posted a significant drop in rural areas, from 99 to 46 deaths per 1,000 live births between 1980 and 2003 compared to 73 to 23.8 deaths in urban areas over the same period. This shows the enormous efforts that remain to be made in terms to accessibility to health care, mainly the construction of rural roads.

### ***Linkage between transport infrastructure and gender social roles***

Lack of access to transport infrastructure is differently experienced according to gender. In fact, women are particularly affected by inadequate infrastructure both in terms of impact on their economic participation and the ownership of means of transport. Women often have no access to Intermediate Means of Transport (e.g. carts, carriages, etc) in households they rarely possess.

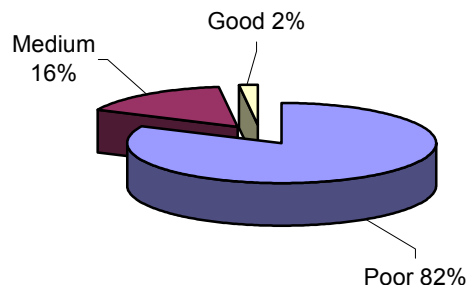
According to the High Commission for Planning (HCP), access to means of transport in general is largely in favour of men not only for cars (3% of women compared to 8.3% for men) but also for mopeds (4.4% of women compared to 10% for men) and bicycles (9.5% for women compared to 19.1% for men).<sup>22</sup>

In rural areas in particular, the patriarchal system is such that women do not own and do not have access to IMTs to carry out their domestic tasks. It is men who generally own and utilise transport services. The low incomes of women prevent them not only from acquiring IMTs but also from using rural public transport services when they are available.

### **4.1.2. Diagnosis of the situation of transport infrastructure in rural areas**

Before launching the National Programme for Rural Roads (PNRR), the Department of Equipment had inventoried more than 38,000 km of track in rural areas. In 1994, the diagnosis of these tracks revealed that, of the 82% of tracks in bad condition, 30% were unfit for vehicles during periods of more than 30 days per year and led to the total isolation of the population and areas they were supposed to serve.

**Condition of Rural Tracks**

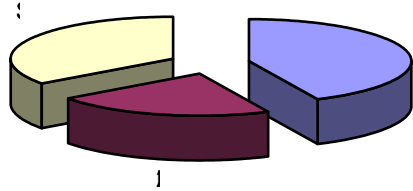


Source: Department of Equipment

<sup>22</sup> See High Commission for Planning, *National Survey on Household Consumption and Expenditure*, 2001.

Concerning the isolation of rural localities before the launch of the PNRR, the diagnosis revealed that only 43% of localities had easy access throughout the year.

### **Level of Isolation**



Source: Department of Equipment

If we add up seasonal and real isolation, the level of isolation reaches 57% in rural areas. This is a worrying rate which reflects the enormous efforts that remain to be made to equip the country with reliable roads. An examination of the density of surfaced roads further shows a large regional disparity across the country with a density of more than 10 km/100 km<sup>2</sup> in the regions of Greater Casablanca, Rabat-Sale-Zemmour-Zaer, Tangier-Tetouan, etc compared to less than 2 km/100 km<sup>2</sup> in southern regions (Souss-Massa-Daraa, Laayoun-Boujdour-Sakia Al Hamra, etc).

### **4.1.3. Government policies and priorities**

The authorities have ranked the transport sector among the priorities of the proximity policy considering the deficit in the sector and its ripple effect on the national economy as a whole. The government has pledged to work towards its development and modernisation by proceeding with its privatisation and liberalisation while re-focusing the role of the State on planning, legislation and organisation in the sector.

The modernisation of the infrastructure network led to the emergence of projects with a large ripple effect such as building the Tangier-Mediterranean harbour, enhancing airport capacity, speeding up the completion of the highway programme and the Mediterranean coast road project (Tangier-Saidia), and extending the railway network.

In this context, the authorities paid special attention to rural areas by developing and building roads aimed at facilitating the access of rural communities to basic services. In its General Policy Statement of October 2003, the government set itself the priority goal of completing the construction of 7,000 km of rural road by 2007 at the rate of 1,500 km/year since 2005, compared to the 1,000 km/year so far completed. The objective is to raise the rate of access of the rural population from 54% in 2005 to 80% by 2015.

Moreover, Morocco pledged to achieve the MDGs by 2015. Access and physical mobility being included in all MDGs, it is indispensable to have the efficient transport infrastructure necessary for their attainment. This infrastructure is essential to ensure efficient access to social services

(including emergency obstetric care) and to alleviate the financial burden of households due to loss of time during journeys (made by girls and women in particular) on foot.

Transport infrastructure and services are called on to play a crucial role in the attainment of MDGs. Targets specific to transport infrastructure were set to reduce disparities between countries and turn this infrastructure into a vehicle for materialising MDGs by 2015. They include:

- Ensuring access to input and markets and creating job opportunities aimed at halving, by 2015, the proportion of the rural population living more than 2 km away from a road fit for vehicles in all seasons;
- Improving access to rural areas and cutting down transport costs in order to enable all children to receive schooling and benefit from quality education by 2015;
- Improving access to rural areas and urban mobility with a view to ensuring easily accessible and sustainable health infrastructure for all by 2015;
- Enhancing the services of all means of transport, reducing their fares, and facilitating the movement of goods and persons in all African countries by 2015.

#### **4.1.4. Implemented programs**

To put an end to the isolation of rural areas, the authorities launched the National Program for Rural Roads (PNRR) which projects the construction of 11,236 km of road over 7 to 9 years, the works of which began in 1995.

The operations launched since 1995 led to the completion of a total of 10,569 km by late August 2005, consisting of 5,794 km of constructed road and 4,775 km of developed road. Completed operations amounted to 9,927 km including 9,376 km already in operation (5,142 km constructed and 4,234 km developed).

An analysis of the geographic distribution of the PNRR1 programme until late 2004 reveals that it is the poorest regions that benefited most from construction and development operations: the Souss-Massa-Daraa region came in first with 15% of construction and development operations, followed by the regions of Meknes-Tafilalt and Marrakech-Tensift-Al Haouz with 10% respectively.<sup>23</sup>

To speed up the construction of rural roads, pursuant to government directions, the year 2005 was marked by commencement of the National Programme for the Construction of Rural Roads 2 (PNRR 2), which aims to raise the pace of completion of rural roads, since 2005, from 1,000 km/year at present to 1,500 km/year and to increase the rate of access of the rural population from 54% at present to 80% by 2015.

Unlike PNRR1 which was based on the linear length of roads completed, PNRR2 measures performance in terms of accessibility to the rural population. The criteria governing the choice of roads to be completed are motivated by the reduction of disparities between provinces in terms of road service, and the distribution of the benefits of the programme among provinces based on the levels of isolation of their respective rural communities and the number of beneficiary persons.

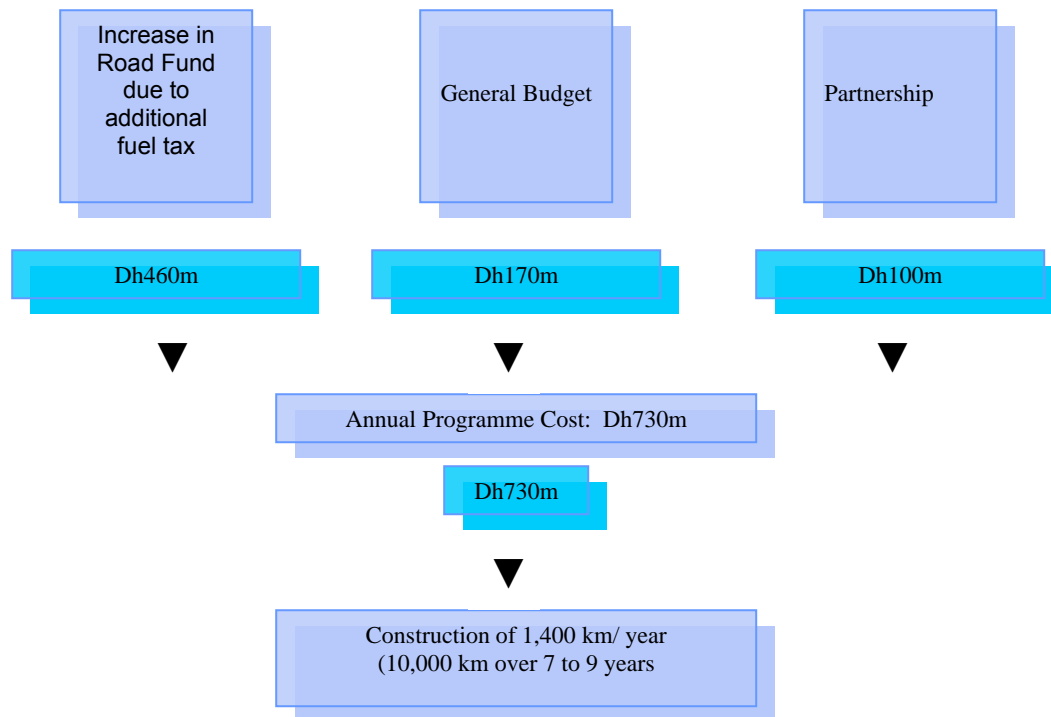
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<sup>23</sup> Source: Department of Equipment.

#### 4.1.5. Analysis of government expenditure allocated to the National Programme for Rural Roads

The PNRR1 launched in 1995 was the object of a tripartite financial arrangement including the State General Budget, the Special Road Fund as well as national and international partners.

##### Breakdown of Budget Allocated to PNRR1



Source: Department of Equipment

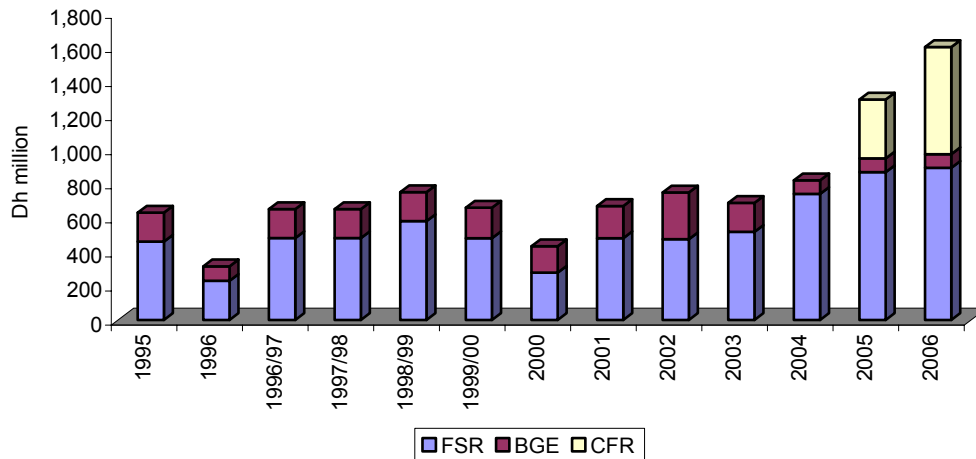
The PNRR II, launched in 2006, will require an annual budget envelope of about Dh1 billion for the construction or development of 1,500 km per year. The plan agreed to finance the project is as follows:

Source of Financing	Annual Amount (Dh million)	% Share
CFR borrowing from donors	450	45
FSR own resources	320	32
State's general budget	80	8
Local governments	150	15
<b>Total</b>	<b>1,000</b>	<b>100</b>

Source: Department of Equipment

Appropriations allocated to the PNRR posted a remarkable rise over the 1995/06 period from Dh630 million to more than Dh1.6 billion. This rise was the result of the creation of the Road Financing Fund (CFR) in 2005 to raise the financial resources required to accelerate the completion of the programme.

**PNRR Financing Plan (not including Local Governments)**



Source: Ministry of Finance and Privatisation

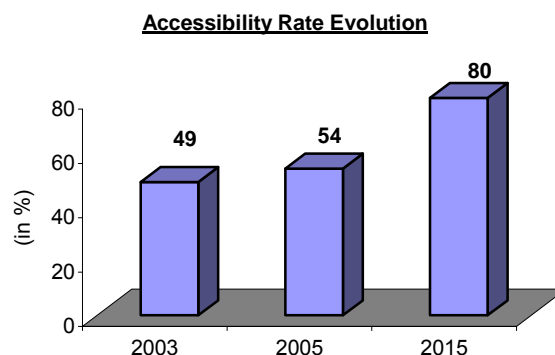
The loan agreements signed in favour of CFR with the Hassan II Fund for Economic and Social Development (Dh100 million), the European Bank of Investment (Dh660 million) and the French Development Agency (Dh550 million) will help raise about Dh1.31 billion. Other funders, including the African Development Bank, have showed interest in contributing to PNRR II financing via CFR.

**4.1.6. Assessment of the gender impact of government expenditure on rural roads**

Government expenditure earmarked to end the isolation of rural areas has several positive impacts on the population. For assessment purposes, we will use in addition to accessibility rate evolution indicators such as schooling rate, the number of medical visits to care centres and other qualitative indicators.

**Economic impact**

The accessibility rate increased from 36% on the eve of PNRR1 in 1995 to 54% in 2005. It is envisaged to raise this rate to 80% by 2015.



Source: Department of Equipment

Road projects lead to the transformation of the agricultural economy of served areas. With the construction of rural roads, transport costs posted a sharp decrease and certain roads became fit for traffic throughout the year – making markets accessible and roads safe. As the transport of perishable goods became safe, farmers turned to market gardening and fruit cultivation due to its higher commercial value and the conversion of the cereal industry.

These changes were made possible thanks to the supply of new agricultural equipment and machinery (irrigation pumps, tractors, etc) and the introduction of improved seeds, fertilisers, etc. The shift in agricultural practices towards high added-value products encouraged farmers to develop ovine and bovine breeding in particular. These changes led to growth in the creation of non-agricultural jobs and the emergence of new agricultural cooperatives, thus impacting positively on household incomes (men, women and children).

## **Social impact**

- The number of visits to health care centres by the rural communities, of all ages and sexes, registered a remarkable leap with the improvement of rural roads. This improvement encouraged a large number of health professionals to work in rural areas which were made accessible. Better quality roads facilitated health care provision and emergency evacuation, thus generating a stronger offer of health care in landlocked regions.
- Rural households in the areas served by rural roads changed their nutrition patterns. The provision of highly nutritional and perishable foodstuffs was made possible thanks to an improvement in roads which became fit for traffic all year long – villages started to be supplied with such foodstuffs as fish, dairy products, etc.
- Schooling rates in rural areas showed a significant rise from 50.3% in 1994/95, before the commencement of PNRR, to 89% in 2004/05. Road improvement encouraged the arrival of qualified teachers in remote schools and helped bring down the rate of absenteeism for both teachers and pupils. In this regard, it is important to recall efforts made to increase the number of satellite rural schools and classrooms. Roads helped bring these efforts to fruition. Improvement was also observed in the provision of equipment necessary for education and facility maintenance.



## Gender impact

It is undeniable that inadequate transport infrastructure in rural areas limits opportunities that are open to women. In fact, a number of villages are located far from major markets. The absence of roads makes travel difficult, lengthy and dangerous for women to have access to basic social services or engage in economic activities.

- *Women have easier access to health care centres:* Road network inadequacies prevent communities from receiving health care. In rural areas, the time needed for a journey to the nearest health centre exceeds 1 hour for almost half the population. This situation is especially detrimental to women who, in the event of pregnancy, need health services and are less mobile than men. Indeed, the proportion of women using antenatal care services in rural areas grew from 27.7% to 48% between 1996 and 2004 and the number of deliveries under surveillance doubled, reaching 36% in 2004.<sup>24</sup>
- *Women have more spare time at their disposal:* Before the improvement in roads, women used to spend hours every day to collect firewood, water, etc. The construction of rural roads made the price of butane gas more affordable and its introduction reduced or even abolished the wood chore. This enabled women to free up more spare time to be used in other productive tasks.
- *Women benefited from new employment opportunities:* Rural roads stimulated the creation of agricultural cooperatives which opened everywhere after the asphaltting of roads. Municipal programmes encouraged women to work in these cooperatives, which contributed to increasing their incomes.
- *The rate of primary schooling of rural women* posted a marked increase, reaching 84.3% in 2004/05 compared with 35.6% in 1994/95,<sup>25</sup> or an average annual growth of 9%. This rise is due to the construction of new schools and canteens together with the completion of rural roads.
- *Improvement in social relations:* The development of rural transport services enabled women to go more often to *souks* (markets) and *moussems* (regional festivals), and to call more frequently on relatives living in the neighbouring villages or in cities, which had a very positive impact on the psychology of rural women.

## 4.2. Department of Housing

The right to housing is part of catering to basic needs. To fulfil this right, Royal Directions ranked the housing sector among the four national priorities. Considerable government efforts have been exerted in this regard by accelerating the construction of homes with a low total property value (VIT) and by setting up support mechanisms in favour of low-income households which had so far been excluded from the statutory offer.

Unhealthy housing has gendered impacts. In fact, women and girls are more affected by the dire consequences of deterioration in housing quality as shown below. To explore this issue, this part offers to diagnose the situation of housing in Morocco from a gender perspective, and to present the major programmes implemented in this sector. It also includes a gender analysis of the budget allocated to the Department of Housing.

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<sup>24</sup> See Ministry of Health, *Health in Figures*, 2005.

<sup>25</sup> Department of National Education

### **4.2.1. Situation diagnosis**

Today, Morocco does not have the legal arsenal necessary for monitoring discriminatory practices in terms of access to housing, even at the level of civil society.<sup>26</sup> Discrimination in access to housing is attributable to several factors including the mismatch between housing offer and demand, the instability of household incomes and, consequently, access to mortgage loans only by households working in the formal sector, which excludes almost 50% of low-income households.

Being exclusively governed by the mechanisms of offer and demand, the national property market has been showing a deficit for several years as a consequence of inadequate production relative to demand. The surplus of unsatisfied demand in the statutory context is generally absorbed by the informal property market or shared housing. As a result, the accumulated deficit in the housing sector is currently assessed at almost 1.25 million homes.

Concerning basic infrastructure equipment in houses, 42.5% of homes do not have access to a source of potable water, 28.4% are not connected to the power grid, and 21% are deprived of any sanitation system.

Currently, Morocco produces about 120,000 homes per year<sup>27</sup> with a demographic growth requiring a rate of some 130,000 homes. Around 29.2% of households are tenants, 56.8% are owners, and 11.9% of urban households are accommodated by way of shared housing. 8.2% of households are living in slums, and Moroccan households spend about 22.1% of their budget on housing expenses.<sup>28</sup>

### ***Characteristics of unhealthy housing***

Precarious or "unhealthy" housing takes up different forms and remains rampant despite efforts made by the State over several decades. In the latest survey on unhealthy housing in 2001, this type of housing concerned almost a million households, or about 18% of urban households, structured as follows:

- Shantytowns, slums or similar settlements are basic shelters built using recycled material (e.g. iron sheets, wood blocks, etc) in areas deprived of basic infrastructure (e.g. sanitation, potable water, etc). Rural housing integrated in communal areas or their vicinity is often classified as "shantytowns" – 278,000 households are currently living in shantytowns compared with 160,300 in 1992.
- Informal and underequipped districts, commonly known as "illegal housing" or QHNRs, are areas often built on illegally parcelled out land that was sold without basic infrastructure (e.g. sanitation, potable water, electrification, etc). On this underequipped land, the purchasers put up their homes, usually built progressively. There are about a thousand of such districts, occupied by 540,000 households compared with 354,000 in 1993. Their average access rates are around 30% for potable water and 40% for sanitation (community network often completed by the local population).
- Old, decrepit and often overcrowded buildings: Some 90,000 households are believed to be currently occupying homes on the verge of collapse.

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<sup>26</sup> France, for instance, has 2 laws designed to combat all forms of discrimination in access to housing. French civil society associations, such as the Association for the Right of Access to Housing, are very active in this respect.

<sup>27</sup> Starting 2005. Prior to this date, average production amounted to 85,000 units.

<sup>28</sup> According to the 2002 update of the Housing Survey 2000, conducted by the Ministry of Housing

## ***Geographical distribution***

This alarming situation all over the country is further exaggerated in certain Moroccan cities and regions. Thus, the national distribution of shantytowns shows that this phenomenon essentially affects the regions of Kenitra-Rabat-Casablanca and Larache-Tangier as well as the cities of Marrakech, Agadir, Meknes and Fez. Special problems arise in large shantytowns that were established in the dense parts of these major cities.

While informal housing used to be particularly concentrated in 5 cities in the early 1980s (Tangier, Tetouan, Oujda, Fez and Sale), it has now become more diffused across the country.

## ***Gender analysis of target population***

Given the different roles and responsibilities that men and women are required to discharge in Moroccan society, unhealthy housing is consequently experienced in different ways by men and women, girls and boys.

Shantytowns are generally located in peripheral zones, often close to industrial sites or refuse dumps, along railway lines or open sewers, or in areas where the risk of landslides or floodings is particularly high. Lying outside planned development zones, shantytowns have only limited access to basic services such as water supply, sanitation facilities, garbage collection, public transport, schools, health centres or mosques.

In this environment, women and girls suffer more from problems related to unhealthy housing – an additional constraint that confines them to carrying out unproductive work.

- Women and girls, according to the time budget survey, spend most of their time (an average of 6 hours per day) on invisible activities such as the water chore, household tasks, care, water evacuation, etc.
- The characteristics marking the environment of unhealthy housing, including the remoteness of schools, absence of public transport and street lighting, and difficulty of access during rainfall, further complicate the situation by depriving girls of schooling and women of income-generating activities.
- Poor hygiene conditions are a strain on the health of children and the elderly, thus favouring the spread of epidemics. In the event of sickness, it is women who are responsible for providing care to others.
- Unhealthy housing is also an environment where unemployment is very high, coupled with other ills such as delinquency which generates insecurity and violence that mainly affect women and girls. In fact, housing is an indicator that is closely correlated with economic and social standards which reflect the living conditions of abused women. 40% of physically and sexually abused women come from disadvantaged areas.<sup>29</sup>
- Access-related constraints facing shantytowns make emergency evacuation difficult in general (fires or disasters). People with Reduced Mobility (PRMs) suffer more from this situation as in the case of pregnant women who need urgent evacuation for delivery.

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<sup>29</sup> See National Network of Call Centres for Abused Women, *Gender-based Violence in Morocco*, 2006.

#### **4.2.2. Government priorities, policies & targets**

Royal Directives<sup>30</sup> declared the promotion of low-cost housing a national priority in order to combat this scourge which constricts the economic development of our cities and exacerbates the dire consequences of social exclusion.

Morocco adopted a new housing strategy which aims to promote low-cost housing and address unhealthy housing through a rapprochement between offer and demand and further participation by the private sector in low-cost housing production. The strategy also sets out to:

- Double the pace of low-cost housing production to attain the mark of 100,000 units per year. It should be noted that this goal was first achieved in 2005. To cater to the needs of disadvantaged households, it is envisaged to raise the pace of production from 120,000 units in 2006 to 140,000 in 2007;
- Improve access to housing for all sections of society, particularly those with modest incomes, by offering an abundant, diverse and low-cost offer. A new approach has thus been put in place which consists in introducing a new housing product with a VIT (i.e. Total Property Value) of no more than Dh120,000, that meets the needs of the poorest communities and competes with illegal housing;
- Address the accumulated housing deficit, on a gradual basis, by offering an appropriate housing product and specific programmes to absorb the deficit and by implementing a proximity policy to combat marginalisation and prevent the proliferation of unhealthy housing.

To reach these objectives, the authorities opted for mobilising state land and making plots of land available to public housing operators in order to service and transfer them to private developers on preferential terms in the context of public-private partnership.

Moreover, as replacement for indirect government housing grants, a system of bank loan guarantee for purposes of acquiring or building low-cost homes was put in place. Two guarantee funds were created, namely Fogarim, designed for persons with modest and irregular incomes, and Fogaloge-Public which aims to cover bank loans contracted by civil servants.

Furthermore, Morocco pledged to attain MDGs, particularly MDG 7 which aims to ensure a sustainable environment by reaching four targets. These include preserving biodiversity (Target 21), reducing gas emissions that are harmful to health and the environment (Target 22), supplying healthy drinking water and better sanitation (Target 23), and eliminating by 2020 all forms of housing which do not meet security norms (Target 24).

#### **4.2.3. Implemented government programs**

Government intervention in the housing sector materialised particularly through the Cities without Slums (VSB) programme which seeks to eradicate shantytowns in all cities of the Kingdom by 2010. Other complementary programmes were also launched such as those related to the rehabilitation of homes threatening to collapse and the restructuring of underequipped housing.

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<sup>30</sup> See Royal Speech of 20 August 2001 marking the opening of the 2002/03 parliamentary season and the Throne Day Speech of 2003.

### ***Program of Cities without Slums (VSB)***

To address unhealthy housing, the authorities set in place the Cities without Slums Programme which targets the elimination, from 2004 to 2010, of all shantytowns in urban areas, that is 72 cities and 272,000 households living in some 1,000 shantytowns.

Overall, the VSB Programme is expected to mobilise an investment of around Dh17.1 billion, including a subsidy from the Housing Solidarity Fund (FSH) valued at Dh5.4 billion. The VSB Programme relies primarily on the contributions of households in shantytowns (through personal funds or/and loans) and the marketing of other products to be offered in the context of integrated projects.

So far, 45 city contracts have been signed that concern 141,100 households. Moreover, 2 partial contracts concerning the cities of Casablanca and Temara have been concluded along with a special convention concerning the southern provinces. By late April 2006, 29,125 shacks were demolished, that is 11% of the updated total.

Moreover, following the assessment of the strategies for the eradication of unhealthy housing and in a bid to avert previous glitches, new approaches to the design of the VSB Programme were adopted, including extending social support to shantytowns during the implementation of the programme.

### ***Programs for the rehabilitation of homes on the verge of collapse***

Buildings that are either damaged or threaten to collapse concern almost 90,000 households. These buildings are located in traditional *medinas* (old cities), informal housing districts and the old housing stock. Required action consists in re-housing households living in buildings awaiting demolition and conducting improvement and consolidation operations in the case of recoverable structures.

Actions taken at the end of 2005 concerned 17,000 households and benefited from a grant valued at about Dh336 million. These actions include the conclusion of four conventions in December 2004 in Fez as part of this city's emergency programme. These conventions aim to ensure the re-housing of 1,167 households and the improvement of 3,600 homes at a total cost of Dh228.14 million, including financing worth Dh190.14 million from FSH.

### ***Programs for the restructuring of unhealthy housing***

These programmes concerned 540,000 households. The programme, approved by late 2005, covered 191 districts accommodating 291,000 households at a total cost of Dh3.8 billion, including a state subsidy valued at Dh1.8 billion. The programme completed by late 2005 targeted 62 districts hosting 63,000 households at a cost of Dh1 billion with a subsidy worth Dh550 million.

### ***Social appropriation of projects***

Following the assessment of the strategies for unhealthy housing eradication conducted in Morocco, the authorities focused on exploring new approaches in order to remedy the largely inadequate results obtained in previously completed projects due to the re-appearance of all forms of precarious housing in many Moroccan cities. No new strategy will produce sustainable positive results without the effective participation of all actors, namely local governments, other government partners, civil society and the population concerned.

The participatory approach was put in place by introducing the new concept of social project control and by regulating community participation and that expected from local governments in the context of good governance.

In fact, since the late 1990s, the Ministry of Housing and Urban Development has been anxious to include the social dimension in urban development projects in general and projects for the eradication of unhealthy housing in particular.

This approach, dubbed Social Support for Projects (ASP), is included in the VSB Programme which considers local governments, the regional directorates of the Ministry of Housing and Urban Development, and public operators as entities responsible for ASP. Measures anticipated to help these entities ensure social appropriation over VSB operations include the training of executives concerned at the Ministry (central and regional departments) and the personnel concerned in local governments.

The training aims to equip the above-mentioned executives with knowledge necessary for ASP to effectively consider the social dimension in slum clearing projects. Other objectives include training them in the introduction of ASP in the design and implementation of projects and making them familiar with information and communication techniques that should be used when approaching beneficiary communities and their representatives.

### ***Mainstreaming gender in urban development***

Aside from incorporating the social dimension, a more accurate analysis of the communities concerned from a gender perspective should be included in urban development with a view to covering various parameters essential to the success of the new approach to eliminating unhealthy housing in our country.

To avert previous glitches, including the reluctance of target communities to adhere to resettlement or re-housing programmes conducted by the State, any strategy for combating unhealthy housing should be based on a participatory approach. It should also take account of differences between individuals since the target communities are composed of men, women, girls and boys with different needs and concerns. To meet the challenge of slum clearance, it is recommended therefore to:

- support preliminary studies on eradication programmes by research on residential strategies as well as cultural and socioeconomic customs (e.g. home-based stock breeding, cart parking, etc);
- conduct a gender analysis of the target population– single women, widows, divorced women, the disabled, older people, etc;
- encourage women to imagine their districts and take part in meetings with committees responsible for monitoring re-housing or resettlement projects before helping them voice their concerns and set them forth at meetings.

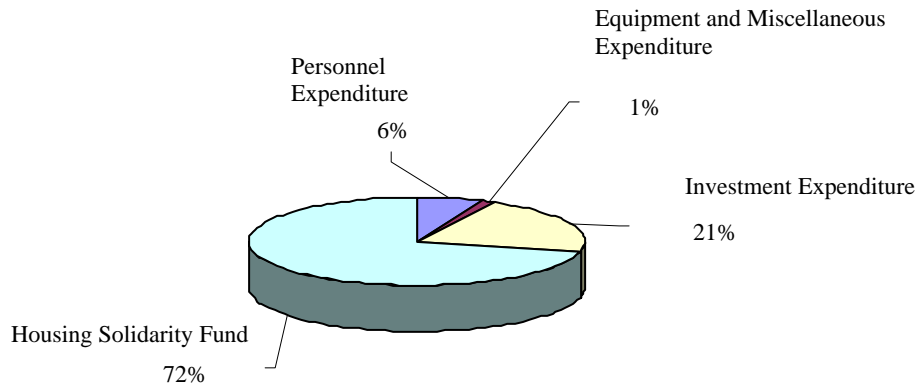
#### **4.2.4. Gender analysis of the budget allocated to the Department of Housing**

Since 2000, the housing sector has received special attention from the authorities, as evidenced by the budget appropriations allotted to the sector. Thus, the investment budget allocated to the Department in charge under the 2000/04 National Development Plan virtually trebled relative to the previous five years. This trend was maintained even after the 2000/04 National Development Plan and was further consolidated by looking for other financing niches, including the increase in cement tax which has helped supply the Housing Solidarity Fund with an amount in excess of Dh1 billion per year.

In 2006, the budget envelope scheduled for the Department of Housing amounted to Dh1,678,243,000, 73% of which concern investment expenditure and 27% operating costs.

Financial resources earmarked for this sector were considerably reinforced by a donation of the Housing Solidarity Fund valued at Dh1.2 billion, which represents more than 70% of all appropriations.

**Structure of Budget Allocated to the Department of Housing Incl. FSH Appropriation  
Year 2006**

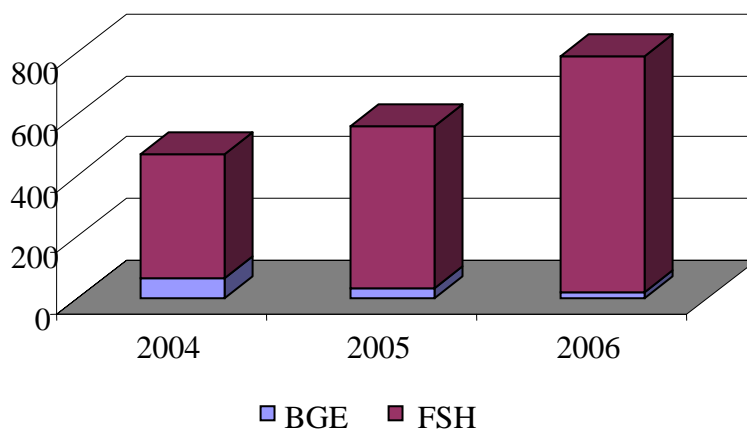


The mobilisation of these resources will help implement various programmes approved with a view to materialising the strategic directions mainly aimed at eradicating shantytowns and promoting low-cost housing.

Concerning the VSB Programme, its total cost amounts to Dh17.1 billion, including Dh5.4 billion in the form of a State contribution via the special allocation account of the Housing Solidarity Fund. As for the land needs of the programme, they amount to almost 5,193 hectares.

In 2006, the financial resources earmarked for this programme reached Dh786.83 million including a contribution by the State budget valued at Dh18.2 million.

**Financial Efforts to Eradicate Shantytowns  
(Dh million)**



Source: Ministry of Finance and Privatisation

Regarding the programme for the rehabilitation of old buildings, the envelope scheduled for 2006 reached Dh27 million. It will permit the completion of ongoing operations valued at Dh13

million and the financing of new operations, currently being identified, by the government operators concerned.

As for the programme for restructuring informal housing, a budget allocation of Dh139.40 million is planned during 2006 as part of operations for the restructuring of informal housing, including Dh109.40 million for the completion of ongoing operations and Dh30 million for launching new projects. This action mainly aims to upgrade peripheral districts and concerns a variety of areas, primarily in the cities of Casablanca, Al Hoceima, Taza, Agadir, and Fez.

### ***Gender impact of government expenditure on housing***

Acquiring a decent home, characterised by sufficient and healthy space, protected against the elements, and featuring an easily accessible location close to all essential government services and respectful of the natural surrounding environment, would no doubt have positive repercussions on all members of the household with a significant improvement in the living conditions of women and girls.

- Women and girls may thus be liberated from the water chore and endless cleaning linked to the absence of sanitation, which will in turn help them pursue activities other than household tasks. Women may therefore engage in income-generating activities and several constraints will be removed (water chore, remoteness of schools, impossible access to public transport, absence of lighting, etc), thus enabling young girls to receive schooling.
- Improvement in housing conditions and living environment would have positive effects on the well-being of the household mainly because of better general health and hygiene conditions. Other effects include a decline in health-related expenses, an improvement in people's productivity, and a reduction in time spent on care.
- Living in a satisfactory environment has also positive effects on the psychological health of people who feel that they have more dignity, which makes them more open and less aggressive. This considerably attenuates the negative impact of exclusion felt by marginalised communities and reduces violence and insecurity that mainly affect women and girls.

### ***Some suggestions***

Unhealthy-housing districts are grappling with a string of ills including poverty, delinquency, joblessness and social breakdown, which reflect on the city as a whole. Combating this phenomenon must take place upstream by advocating a set of preventive measures against its proliferation. The passing of Bill No. 04-04, a pre-condition for designing the Code of Urban Development, is an opportunity to be seized as an emergency step for organising the sector of housing and urban development and checking the proliferation of illegal buildings.

Moreover, resolving the problem of unhealthy housing should be appreciated from a broader perspective as part of an integrated and intersectoral urban policy. It is not enough to transform cities into dormitory towns where people shuttle from the workplace to their homes. What is needed is the creation of thriving spaces combining animation, places of work and activity.

This entails promoting partnership actions with all departments, local governments, the private sector as well as civil society.

Mainstreaming gender since the stage of designing policies and programmes will permit a better targeting of efforts and the attainment of more tangible outcomes. This approach requires a better and deeper understanding of the socioeconomic and cultural characteristics of the target population. In this



regard, it is recommended to implement the project of creating the Observatory of Unhealthy Housing in partnership with the High Commission for Planning.

### **4.3. Department of Energy**

Energy is a vital and essential production source for human development. Indeed, improving energy sources enhances welfare and living standards and pulls communities out of obscurity and isolation. Accordingly, to ensure sustainable development, it is necessary to fulfil three elements, namely the availability of energy in every time and place, universal access to energy at affordable prices, and the social acceptability of new forms of energy. However, Morocco remains confronted with a mammoth energy problem due to its dependence on foreign energy supply coupled with a constantly increasing energy demand.

The impact of these constraints is illustrated by the low access of Moroccan population to commercial energy, including a consumption of less than 0.4 toe per capita per year – which is below the 0.6 toe average in developing countries. Moreover, the scale of energy poverty is larger in rural areas which have long been subjected to energy isolation.

This section will first conduct a gender analysis of the situation in terms of access to energy with a focus on rural areas. Thereafter, government priorities and programmes put in place to combat energy poverty will be presented. Finally, a gender analysis of government expenditure allocated to the Department of Energy will seek to assess its impact on the population.

#### **4.3.1. Gender analysis of the situation of access to energy**

The national energy landscape is marked by a large regional disparity, particularly between urban and rural areas. This disparity relates both to the sources of energy used and to the quantity of energy consumed. Indeed, wood is the prime source of energy in rural areas unlike in cities where access to electricity is virtually universal. Moreover, the consumption of a urban dweller largely exceeds that of a countryman for all sources of energy.

Electricity consumption in the Kingdom has sharply increased over the last two decades, posting an average annual growth of 7% between 1980 and 2003 as a result of the economic and social development drive in the country, rapid urban expansion, the acceleration of rural electrification, and changes in the life styles of households. Nevertheless, electricity consumption mainly concerns urban areas with an access rate of 90% compared with 43% in rural areas. In terms of prospects, the projections of demand for electricity by 2012 bank on a net grid-supplied power production of 27,000 gWh with a medium scenario (GDP evolution in the vicinity of 4% at constant prices).<sup>31</sup>

Besides electricity, which is essentially consumed in cities, firewood is an important source of energy nationwide with 30% of total national energy consumption. However, the utilisation of gas is virtually universal in urban areas in 98.7% of households. In rural areas only 40.9% of households have a gas stove, 38.3% have a gas oven, and only 0.7% has a geyser. As regards heating appliances, both areas show a large deficit, which justifies the utilisation of firewood as the most widely means of heating in the countryside.

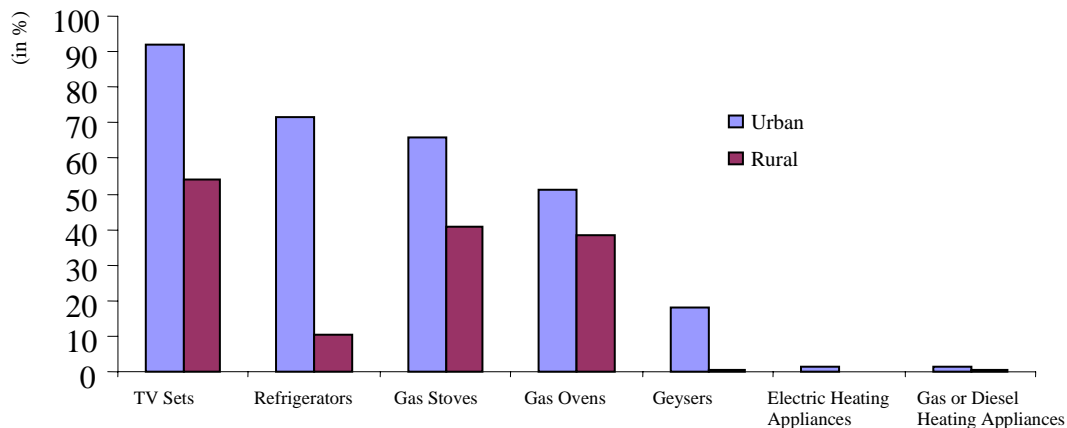
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<sup>31</sup> See Ministry of Energy and Mining, *Energy Sector Strategy: 2002 State of the Sector, 2005 Review of Actions, 2006 Action Plan and Medium-term Prospects*.

Firewood is primarily used in traditional activities such as heating and household tasks in rural areas and in *hammams* (public baths) and public ovens in cities. About 6 million tons of wood are used annually to meet the demand, of which 88% are consumed in rural areas mainly for household tasks with an informal supply chain difficult to control. Consumption per household of this fuel wood amounts to 5 tonnes per year, including 81% for cooking, 15% for heating and 4% for individual *hammams* according to the Centre for Renewable Energy Development (CDER).

In rural areas, firewood collection is primarily the responsibility of women and children. This activity which involves physical effort for wood collection, transportation and storage is assigned to rural women in 65.6% of cases and to little girls in 16.1% of cases (EBT 98).

**Equipment of Households with Selected Durable Goods**



Source: ENCDM 2001

Energy poverty has negative effects on rural households including:

- Low schooling rate: On the one hand, the firewood collection chore constitutes a burden for children who are consequently deprived of schooling. On the other hand, lack of electricity in households prevents children from correctly pursuing their studies and enhancing their intellectual standards;
- Indoor air pollution due to carbon monoxide emissions arising from the use of traditional sources of energy. In fact, in rural areas, only 40.9% of households have a gas stove and 38.3% have a gas oven (ENCDM 2001);
- Frequent health problems resulting from lack of hygiene due to the absence of refrigeration appliances and, consequently, to the poor conservation of fresh products. Only 10.6% of rural households have a refrigerator compared with 71.4% in cities (ENCDM 2001);
- Loss of energy efficiency as a consequence of the limited number of households equipped with a pressure cooker, which does not exceed 45.8% in rural areas compared to 89.9% in cities (EBT 98). The absence of this appliance also results in loss of time, primarily for women;
- Poor delivery of health services at health care centres in the absence of medical equipment, cold chain for vaccines, and lighting at night;

- Population isolation and seclusion due to inadequate access to information and communication technology (e.g. television, internet, etc);
- Forest degradation;
- Absence of street lighting in *douars* (rural villages), which limits the pursuit of income-generating activities at night and increases insecurity.

### ***Gender impact of energy poverty***

Certainly, energy poverty affects the rural population as a whole. Yet, women and young girls remain the most vulnerable population groups in the absence of basic energy services. Indeed, absence of modern forms of energy in certain rural regions still forces women to carry out exacting tasks for long hours with the force of their muscles – *metabolic energy*.

In rural areas, the population relies on traditional fuel to produce heat and light and on their own metabolic energy to perform mechanical activities. The large part of these needs is ensured by women and girls. Accordingly, energy balance in the life of women essentially consists of metabolic energy which is used as fuel and is rarely quantified. In fact, several tasks require metabolic energy (e.g. water pumping, cereal sorting and grinding, etc).

Clearly, this situation affects the well-being and the socioeconomic advancement of women. Indeed, the absence of modern household energy in the life of women has a tangible negative impact as follows:

- Firewood collection contributes to depriving girls of schooling in rural areas;
- The heaviness of household tasks linked to fuel supply, in terms both of time and effort, prevents women from developing income-generating activities (e.g. embroidery, tapestry making, etc);
- The workload of women and girls in households with no access to modern forms of energy impairs their health and deteriorates their quality of life, particularly during pregnancy. In fact, the difficulty of firewood supply tasks that women continue to carry out in most cases while pregnant increases the risk of miscarriage as well as postpartum and maternal mortality;
- Health problems due to the poor ventilation of biomass fuel burnt in primitive stoves usually affect women and young girls who are in contact with this polluted environment on a daily basis;

In view of the foregoing elements and in order to optimise the process of combating poverty and attaining Millennium Development Goals, energy remains a crucial asset that should be made available to rural communities in particular. In this regard, to have a full view of energy needs, it is essential to take account of tasks that make use of metabolic energy today and that remain invisible in official statistics.

### **4.3.2. Government policies, priorities & targets**

Energy planning and the approaches adopted to develop the sector attached utmost importance to the social dimension by facilitating access to energy for the largest number of energy users and by diversifying power sources. However, the low participation of women in defining policies and major guidelines in the energy sector should be highlighted despite the gender dimensions of various energy sub-sectors.

One of the key areas of the national energy policy aimed at improving the living conditions of the population – especially in rural areas – and alleviating the toil of women in particular is universal access to commercial energy. In terms of targets, the universalisation of access to electricity in rural areas, initially scheduled for 2010, has been brought back to 2007.

This priority comes within the framework of Morocco's commitment to attaining the Millennium Development Goals (MDGs). Indeed, access to energy services is one of the prerequisites for reaching all MDGs:

- Poverty eradication (MDG 1) requires the availability of energy services to create new income-generating economic activities;
- A higher schooling rate and gender equality (MDG 2 and 3) entail liberating women and young girls from the heavy tasks of water supply and firewood collection;
- Infant and maternal mortality reduction (MDG 4 and 5) and, more generally, health improvement depend on the availability of electricity at health centres (e.g. cold chain for vaccines, lighting for emergency care at night, and better hygiene and sterilisation conditions, etc) and reduced indoor air pollution (e.g. bad utilisation of wood for cooking, paraffin oil for lighting, etc);
- Environmental protection (MDG 7) requires using fossil fuel resources in the most efficient manner and making a sustainable use of renewable energy resources (preventing climate change and deforestation). Access to potable water is also made easier by the availability of energy for pumping and transportation.

#### **4.3.3. Implemented programmes**

To reach government priorities in this area, several programmes have been put in place such as PERG, the Fuelwood Programme and the Energy House Programme.

##### ***General Rural Electrification Programme (PERG)***

To ensure access to electricity in rural areas, the authorities launched PERG in 1996 with a view to overcome the deficit in the provision of electricity to rural areas by 2007.

PERG implementation levels are uneven across the Kingdom. The acceleration of PERG execution depends on demographic density and the distribution of villages, as illustrated by the case of southern and eastern provinces which post an electrification rate of more than 80%.

By late 2007, PERG will ensure the electrification of more than 35,000 villages and access to electricity for more than 12 million citizens in rural areas. This goal will be fulfilled up to 91% by way of grid connections and up to 7% via non-grid electrification mainly through photovoltaic kits (solar energy).

##### ***Fuelwood Programme***

The Fuelwood Project, launched by the Centre for Renewable Energy Development (CDER), aims to check environmental degradation. This programme concerns rural areas where firewood is the main source of energy, but also urban areas in relation to public *hammams* and stoves.

The project promotes techniques and tools that ensure better energy efficiency. In rural areas, the project seeks to develop alternative and innovative sources of energy such as solar energy, butane

gas, etc. These sources would help ease strain on forests, hold back deforestation which affects 30,000 ha per year and release rural women and girls from the firewood collection chore.

In cities, the programme aims to equip *hammams* and stoves with enhanced boilers.

### ***Energy House Programme***

The Energy House Project comes within the framework of the policy of universal access to energy in rural areas and aims to streamline the utilisation of fuelwood and to improve gas marketing channels. It includes setting up micro-enterprises close to *douars* to provide proximity energy services (e.g. sale of batteries, gas cylinders, etc). The project also provides rural youth with job opportunities and participates in the creation of activity centres.

Currently, about a hundred energy houses are already operational in various parts of the Kingdom. A programme for universalising this experience has been put in place to support the completion of 1,000 other units nationwide.

#### **4.3.4. Gender analysis of public expenditure allocated to the Department of Energy**

The operating budget of the Ministry of Energy amounted to around Dh176.8 million, of which 44.3% were earmarked for personnel while the investment budget was valued at as much as Dh336.3 million (66%). It should be noted that budgets allocated to the operation of the Ministry concern the two departments of energy and mining.

The financing of PERG, provided with a Dh20-billion appropriation, is participatory. It is jointly covered by ONE (55%), beneficiaries (25%) and local governments (20%). The system adopted for financing rural electrification is designed in such a way that customers support only a limited percentage of the installation cost.

Accordingly, for grid electrification, local governments contribute up to Dh2,085 for each beneficiary household, to be settled either in cash or by yearly instalments of up to Dh500 over 5 years. Beneficiary households contribute up to Dh2,500 to be settled through subscription or in monthly instalments of up to Dh40 over 7 years. ONE contributes the remainder; that is 55% of the total investment amount.

The total cost of the Fuelwood Programme amounted to almost Dh40 million, financed by beneficiaries (50%) and partners (50%).<sup>32</sup>

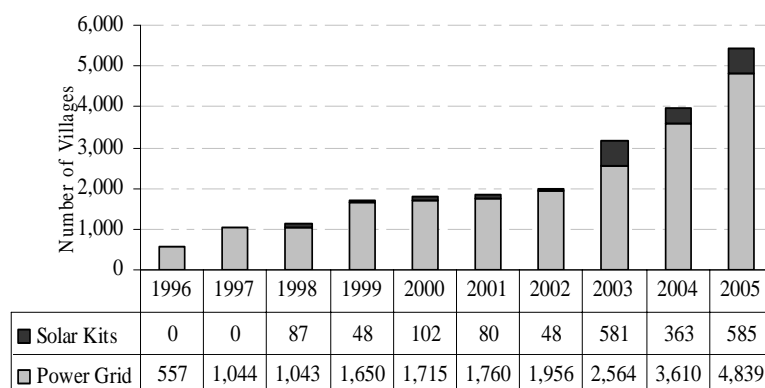
### ***Gender impact of programmes for universal access to modern energy***

The acceleration of rural electrification through PERG since 1996, along with other projects for universalised access to energy, helped reach a rural electrification rate of 84% by late June 2006. The result was a qualitative improvement in the living conditions of households.

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<sup>32</sup> Ministry of Energy and Mining, CDER, French Fund for Global Environment, the French Development Agency, etc

### Evolution of PERG Achievements



Source: ONE

Overall, rural electrification has so far had a positive impact both on land-use planning and housing.

In terms of *land-use planning*, the advent of new forms of energy accounted for the following improvements:

- Grouping of *douars*: In fact, the percentage of dispersed and scattered housing declined, respectively, from 35.3% to 27.5% and from 6% to 2% between 1996 and 1999;<sup>33</sup>
- The spatial reorganisation of *douars* with the emergence of commercial centres and proximity services and the creation of small-scale projects;
- Lighting and security: Street lighting helped *douars* increase their security and develop their activities, particularly at night.

Regarding *improvements in living conditions*, rural electrification led to an evolution in housing, illustrated by a 40% reduction in the number of rooms<sup>34</sup> built of rammed earth, better equipment of households with appliances essential to family well-being (e.g. audiovisual equipment, refrigerators, etc) and enhanced daily hygiene. Indeed, electrification had a direct impact on the installation and modernisation of lavatories and personal hygiene facilities.

Concerning *individuals*, access to energy in all forms positively influenced the villagers concerned including:

- A decline in rural emigration: People increasingly prefer to pursue income-generating activities in their own villages (e.g. groceries, restaurants, etc);
- A decrease in the number of unemployed people as a result of economic development in the regions targeted by new commercial and housing projects, etc;
- A growth in the number of schooled children with a higher school attainment thanks to the presence of electricity at night. Moreover, energy led to an improvement in the schooling of rural girls who now spend less time on wood collection;

<sup>33</sup> See ONE, *Impact Assessment of Rural Electrification*, 1999.

<sup>34</sup> See ONE, *Impact Assessment of Rural Electrification*, 1999.

- A drop in the workload of women, thus leading to more comfort and the emergence of income-generating activities thanks to gain in time and energy previously expended on wood and fuel collection;
- An improvement in the running of health care centres: Drugs are better conserved, health centres may have access to certain medical equipment, and night births take place in better conditions.

### ***Conclusion***

Notwithstanding the efforts made by public policies, improvement in the living conditions of rural areas remains modest, particularly for women. This is due to the fact that past policies were mainly focused on the macro level and took no account of the particularities characterising target communities in terms of living standards and gender.

Women were not involved in the planning of these policies to ensure that lasting success attended their implementation. In fact, energy projects and policies alone cannot reverse the difficult situation of women in society but may serve as a gateway for reducing the number of deaths and diseases affecting women and fostering more equity in the distribution of opportunities and resources between the two sexes.

Finally, it should be noted that, regardless of gender, energy poverty is closely linked to financial poverty. This was observed in certain villages where, despite the existence of the power grid, the population did not benefit from it due to the lack of means to pay for grid connections.

### **4.4. Department of Water**

Water is a rare strategic resource in Morocco. Since the 1960s, the country has successfully developed its water infrastructure to ensure urban supply and the irrigation necessary for agricultural and economic development. Unfortunately, these priorities have not been accompanied by demand management, resource protection, and water supply to rural areas. This situation has led to the depletion and degradation of water resources and to a large deficit in water supply to rural areas.

Since the introduction of the new Water Code in 1995, ambitious targets have been set to improve efficiency and develop the sector's infrastructure. However, institutional and financial constraints have led to backlogs in the implementation of reforms.

Morocco is confronted with the challenge of removing the institutional obstacles responsible for unsatisfactory governance and financial management in the sector. Efforts remain to be made to address the lag in waste water treatment (less than half of the existing 80 treatment plants are running correctly), sanitation (rate of connection to the sanitation network assessed at 70%) and universal access to potable water particularly in isolated rural areas (73.5% have drinking water) where it is women and children who carry out the chore of supplying potable water.

This section will first make a diagnosis of the situation in the sector in relation to gender inequalities. Government policies and priorities as well as projects and programmes implemented to reach them will be presented. Finally, a gender analysis of government expenditure in this field will be conducted based on quantitative and qualitative indicators.

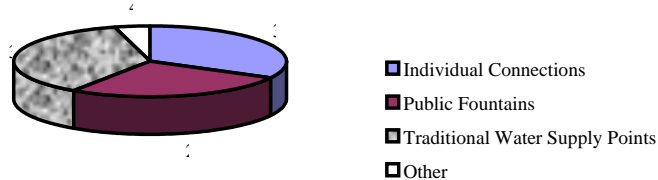
#### 4.4.1. Situation diagnosis

##### *Rates of access to potable water*

Remarkable progress in potable water supply has been made in urban areas as the whole urban population practically has access to potable water. In fact, the water supply rate in Moroccan cities currently stands at 100%, including 90% by way of individual connections. Such is not the case for rural areas where only 73.5% of the population had access to potable water by late June 2006. The rest continue to get their supply from traditional wells, irrigation canals and streams of generally non-treated water, or by collecting water by travelling a long distance.

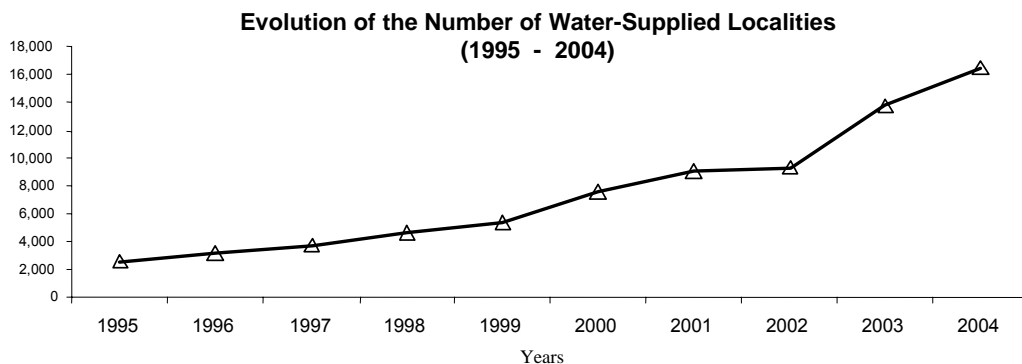
Traditional sources of water supply (wells, unequipped sources and water reservoirs known as *matfias*) still constitute the most common supply mode in rural areas at a rate of 36.3%.<sup>35</sup>

**Water Supply Methods of Rural Households**



*Source:* Diagnostic Study of Water Supply in Morocco's Rural Areas,

By late 2004, more than 16,550 localities were provided with potable water or about 52% of the country's villages by means of 9,300 potable-water supply systems (SAEPs), that is an average of 1.8 localities per SAEP. The rural population thus supplied was assessed at 8.2 million inhabitants.



*Source:* Diagnostic Study of Water Supply in Morocco's Rural Areas, ONEP

<sup>35</sup> According to a diagnostic study of water supply (AEP) to rural areas in Morocco, conducted by ONEP in 2005



In the 16,550 localities supplied, the rate of individual connection of rural households to AEP facilities was relatively high. The number of individual connections exceeded 478,000 for a connected population assessed at 2.9 million inhabitants; that is a connection rate of 22%.

As regards water quality, very few water supply points, according to ONEP, underwent full bacteriological (23%) and physicochemical (31%) tests before installation. After installation, water quality monitoring concerned 60% of the completed systems.

At the time of the survey, 66% of SAEPs practised water disinfection. The most commonly used disinfectant was bleach for 53% of SAEPs, followed by chlorine (ONEP systems, public companies and concessionaires) and chlorine tablets distributed by the Ministry of Health. However, only one system out of five had a feed pump for water chlorination.

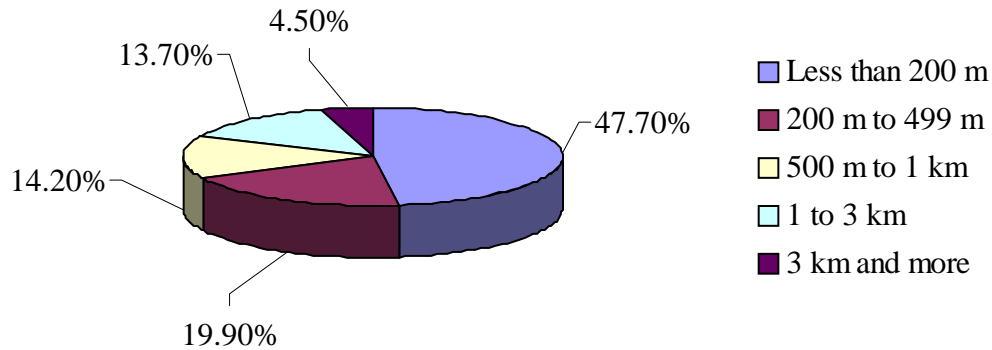
### ***Difficult access***

Despite the efforts made, the situation in rural areas remains marked by a number of difficulties that hinder access to water in good conditions for households in general and for women and little girls in charge of the daily chore of water supply in particular.

These difficulties are particularly manifest during droughts when water supply is complicated by an increase in the distance travelled to transport water and the depth of wells required to reach water, and by the scarcity of water and its quality deterioration.

According to the National Household Consumption and Expenditure (2001), 47.7% of non-connected households nationally travel a distance of less than 200 metres for their water supply while 13.7% travel 1 to 3 km for the same purpose. The average distance travelled by households that are not connected to the water supply network is 567 metres nationally – 690.1 metres in rural areas and 201.2 metres in cities.

**Distance Travelled by Non-connected Households Nationwide  
in Search of Potable Water (in 2001)**

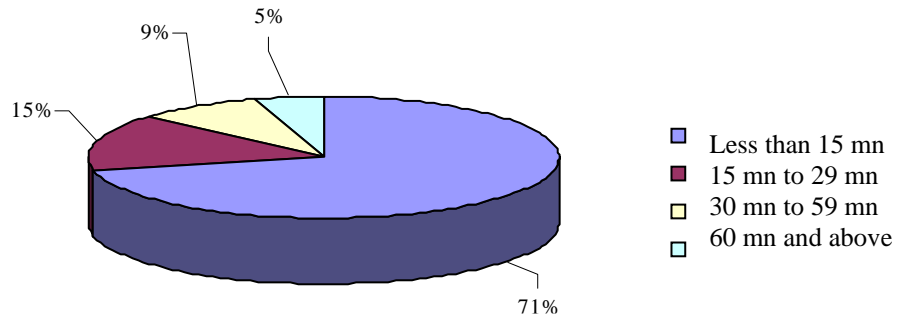


*Source:* National Household Consumption and Expenditure, 2001

In rural areas, 58.6% of households that are non-connected to the network travel from 200 metres to 10 km and above for their water supply and 41.4% travel less than 200 metres. In cities, however, 66.4% travel less than 200 metres for their water supply and only 33.6% travel between 200 metres and 10 km and above.

Average time devoted by non-connected households for their water supply amounts to 11.6 minutes nationally – 13.6 minutes in rural areas and 5.5 minutes in urban areas. 86% of non-connected households nationally devote up to half an hour for their water supply while 14% devote between half an hour and more than an hour for the same purpose.

**Time Devoted by Households Nationwide  
in Search of Potable Water**



*Source:* National Household Consumption and Expenditure, 2001

In rural areas, 83% of non-connected households devote up to half an hour for their water supply and 17% devote half an hour and above for the same purpose. As for urban areas, almost 97% of non-connected households devote up to half an hour for their water supply and 3% between half an hour and one hour for the same purpose.

The water chore assigned to children, particularly rural little girls, affects their schooling. Rural little girls are obliged to collect water in 24.4% of cases compared to 15.8% for boys. Additionally, little girls contribute more to household tasks, domestic and economic family activities, compared to boys.

#### **4.4.2. Government policies, priorities & targets**

Water sector policies have allowed accomplishing significant progress with 90% of the potential already mobilised. Yet, these efforts are not supported by a satisfactory management of demand, the protection of resources, and water supply to rural areas. Major challenges lie in the growing scarcity of water resources as a consequence of population growth and recurrent droughts. Other challenges concern water quality deterioration, low development, and the irrational use of this increasingly precious commodity.

Water demand management was introduced by the Water Act promulgated in 1995. The enforcement of this Act led to the institution of watershed agencies to ensure a sustainable and integrated management of water resources – with special emphasis on pollution control. To speed up the implementation of the new approach to demand management, Morocco was successful in receiving support from the European Union. Moreover, a strategy for cooperation with the World Bank (Country Assistance Strategy - CAS) in technical assistance and loan operations is in the process of implementation for the 2005/09 period.

Government action in water management consists, by order of relevance, in enhancing the institutional framework to ensure good governance in the sector, mobilising the country's water potential to meet the needs of rural and urban areas for potable water, irrigation, and sanitation which constitutes the last link in the chain.

To enhance the performance of the water sector, particularly in the universalisation of potable water in rural areas and sanitation development, a number of targets were set. The goal sought in 1995 was to universalise access to potable water for 80% of the rural population by 2010. This goal has been reviewed upwards by the current government by setting the access rate at 92% in 2007.

To reach this goal and in view of its experience and flexibility in raising the funds necessary for this purpose, ONEP was declared by the government in 2004 the sole stakeholder in this sector, a function that previously used to be discharged by the General Directorate of Water Affairs.

As regards sanitation and waste water treatment, the authorities aim to address the backlog in sanitary services and water quality restoration, and to bring the level of pollution down to less than 60% by 2010 in pursuance of the goals set under the national strategy for environmental protection. They also seek to attain a total rate of connection to the sanitation network of more than 80% in urban areas by 2015.

Regarding Morocco's international commitments, the efforts made by all actors helped raise the rate of access to potable water in rural areas to about 73.5% by late June 2006, thus surpassing Morocco's commitments in the context of MDG 7 (ensuring a sustainable environment) and Target 23

which aims to halve the proportion of the population without sustainable access to healthy water supply between 1990 and 2015 and to set in place a better sanitation system.

#### **4.4.3. Implemented programmes and projects**

To meet government priorities, targets and policies, several projects and programmes were implemented with the purpose of improving the institutional framework, reinforcing the mobilisation of water resources and developing sanitation services.

##### ***Improving the institutional framework***

Significant institutional progress was made in the integrated, decentralised and participatory management of water resources. This was illustrated by the merger of the three sectors of land-use planning, water affairs and the environment into a single ministerial department in 2002; the endorsement and publication of the enforcement texts concerning Water Act No. 10-95 (for the application of the polluter-pays and consumer-pays principles); and the completion of the national water plan. The institutional framework reform was marked by the effective operation of watershed agencies and the preparation of contractual programmes between the State and these agencies to implement actions linked to treatment, the streamlining of water use, protection against floodings, and the preservation of the water tables.

##### ***Mobilising water resources***

Prioritising the water sector permitted the ownership of an extensive water infrastructure consisting of 113 large-scale dams totalling a storage capacity of almost 16 billion m<sup>3</sup>, 13 water transfer facilities, and an extensive drilling and collection network with a view to tapping groundwater resources.

The increasing scarcity of water resources will require more sustained efforts in the area of scientific research. Operation Al-Ghait, launched in 1982, comes within the framework of this research programme. Encouraging results were obtained, but the research effort must be maintained to cut down the cost of water mobilisation using this method.

##### ***Supplying potable water***

Remarkable progress was made in supplying potable water to rural areas. In fact, the rate of supply to Moroccan cities currently stands at 100%, including 90% by way of individual connection, thanks to the implementation of the ONEP strategic programme. Spanning the 2003/07 period, the programme aims to perpetuate, secure and consolidate existing infrastructure, universalise access to potable water in rural areas, and intervene in the sanitation sector.

The Programme for Consolidated Potable Water Supply to Rural Communities (PAGER) was launched in 1995 with the purpose of supplying 31,000 rural localities accommodating a total population of around 11 million inhabitants by 2007. In this regard, two potable-water supply systems were planned. These include equipped water supply points entrusted to the General Directorate of

Water Affairs (DGH) in favour of 27,000 localities and the tapping of regional water supply systems entrusted to ONEP for the benefit of 4,000 localities.

The participatory approach characterising PAGER implementation involves the communities concerned with projects throughout all stages of the process from planning and designing to execution and operation. These communities are required to set up users' associations to support the process and take charge of operating the facilities. The participatory approach targets a larger participation by women in designing projects.

The main purpose of the programme consists evidently in perpetuating the projects, alleviating the water chore (collection and transportation) for women and little girls in particular, shortening the distance involved in water collection, reducing water-borne diseases, improving family health, and cutting down spending on health expenses.

### ***Irrigation***

The hydro-agricultural investment effort undertaken in terms of extension and rehabilitation in the sector of large-, medium- and small-scale irrigation was instrumental in raising the total area developed to almost 1.02 million ha. Moreover, to enhance irrigation water management by applying the new approach of public-private partnership, the country managed to ensure the participation of the private sector in the operation, financing and management of irrigated land based on the experience of the citrus-fruit producing area of Sebt Al-Guerdane.

### ***Waste Water Sanitation***

Owing to the situation of emergency of sanitation and the acute problem of water pollution, the vast National Programme for Sanitation and Waste Water Treatment (PNA) was launched in 2005. The programme aims to address the backlog in sanitation, restore water quality, bring down pollution levels, and improve the total rate of connection to the sanitation network.

The programme targets 260 cities and urban centres accommodating a population of more than 10 million inhabitants in 2005. It does not include centres whose sanitation services are run by private concessionaires. PNA will be implemented through a partnership involving the State, local actors and beneficiaries. Priority will be given to households that are not connected to the sanitation network and those facing serious pollution problems in addition to areas where waste water is used in irrigation.

### ***Programmes of support for universal access to potable water in rural areas***

In a bid to reinforce the efficiency of programmes dedicated to the water sector, a variety of programmes were carried out by the authorities (such as the rural roads and electrification programmes) with the assistance of international cooperation (Country Assistance Strategy with the World Bank). The purpose is to improve the living conditions of rural communities in an integrated manner (for instance, electrification would lead to cheaper water pumping, and road construction aimed at ending isolation to a higher rate of access to potable water by the rural population).

#### **4.4.4. Gender impact assessment of government expenditure allocated to the water sector**

Investment expenditure by the Secretariat of State for Water Affairs (SEE) stood at Dh1,345 billion (83%) in 2006. As for operating costs, they amounted to Dh274.983 million (17%).

#### ***Budgets allocated to potable water universalisation in rural areas and sources of funding***

PAGER is based on the provision of water for a fee. In fact, the communities concerned must contribute a minimum of 5% of the total investment cost which is valued at Dh11 billion while the State and the communes concerned cover the remaining 80% and 15%, respectively. Moreover, a 5% tax on the price of water production has been introduced to ensure the participation of the urban population in efforts aimed at financing PAGER. As regards operating costs, they will be borne by the population in the context of users' associations.

In view of the limited financial resources of communities and rural communes, the State pledged to raise the greater part of the funding through:

- The State budget by including Dh50 million in the first half of 1996, Dh100 million between 1996/97 and 1998/99, Dh250 million in 1999/00, Dh125 million in the second half of 2000, Dh250 million per year between 2001 and 2003, and Dh150 million between 2004 and 2006, as a contribution to financing PAGER;
- The special programme for eradicating drought effects which contributed Dh100 million, Dh70 million and Dh194.7 million in 1999/00, the second half of 2000 and the year 2001 respectively, as well as the Hassan II Fund which made Dh100 million available in the second half of 2000;
- Foreign fund raising: For this purpose, three roundtables were held with donors in Rabat, New York and Rome in 1995, 1996 and 1997, which helped secure substantial commitments from most donors. Foreign funding worth more than Dh2 billion was thus raised;

It should be noted that the total budget allocated to PAGER implementation in the context of cooperation with the World Bank (CAS) amounted to Dh1.6795 billion in the period running from 1996 to 2006.

#### ***PNA funding***

The investment plan of the National Programme for Sanitation and Waste Water Treatment (PNA) is valued at Dh43 billion inclusive of tax (excluding operating costs), broken down as follows:

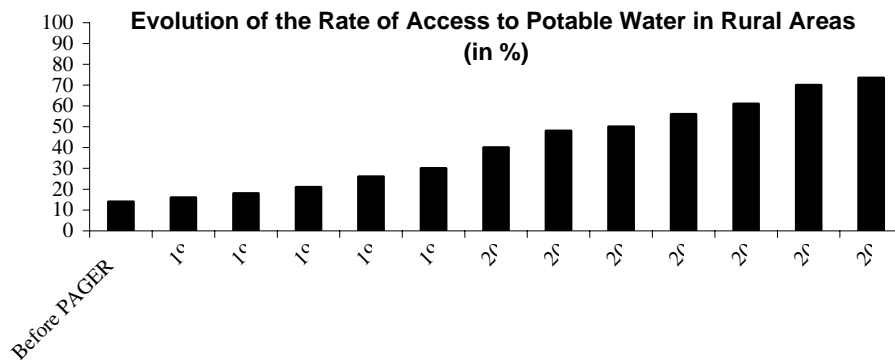
- Dh16.1 billion (38% of total) for the completion of infrastructure linked to network extension and rehabilitation, and works for the collection, pumping and piping of sewage to waste water treatment plants;
- Dh11.9 billion (28% of total) for treatment plant construction;
- Dh5.6 billion (13% of total) for upgrading;
- Dh2.6 billion (6% of total) for the procurement of operational equipment;
- Dh6.8 billion (15% of total) for the National Initiative for Human Development, comprising Dh4.6 billion for the provision of sanitary services to districts without sanitation, Dh1.1 billion for access to sanitation in poor urban districts, and Dh1 billion for autonomous sanitation in poor urban communes.

### ***Gender impact of improved access to potable water in rural areas***

Concomitant with actions related to weather (rainfall) and hydrological (floods) forecast and to infrastructure for protection against floodings which has a positive impact on women, older persons and children – the primary victims of floodings, PAGER implementation was also beneficial to the rural population as a whole. In fact, according to SEE assessment of the economic and social impacts of the programme as well as PAGER assessment report produced by the World Bank in 2003, various impacts include:

#### **➤ *General impact***

- The rate of access to potable water in rural areas showed a rapid evolution. Indeed, the efforts made helped raise this rate from 14% before the commencement of PAGER to 70% in 2005 and 73.5% currently.



- On the supply side of potable water in rural areas, the mobilisation of water resources by way of dams helped create job opportunities and income-generating activities and, eventually, led to an improvement in the living standards of communities (e.g. wells, civil engineering, pumping equipment, etc). PAGER resulted in the creation of more than 500,000 workdays per year.
- PAGER fostered the participation of communities in project execution, a stimulus to rural development, thanks to community-based management by users' associations.
- PAGER helped create a better environment for sustainable development. The fallout from recent droughts was less serious than during years of drought in the early 1980s and 1990s.
- A net drop in the incidence of water-borne diseases was reported, particularly with regard to cholera outbreaks.

#### **➤ *Gender impact of PAGER***

- Water chores were reduced or eliminated in villages equipped with individual connections. Time devoted by women and girls to water collection was brought down from 50 to 90% according to the SEE report on PAGER assessment. This enabled women to free up more time for income-generating activities and helped girls receive schooling – the average rate of enrolment for primary

education grew from 42% in 1997/98 to 58% in 2001/02.<sup>36</sup> For girls, it went up from 30% to 51% in the same period.

- Cases of diarrhoeic disease among under-5 children receded by 24% between 1994 and 2000 according to the World Bank report.

In conclusion, PAGER had positive economic and social effects on the rural population, particularly women and girls. To further build on these gains, women's participation in the context of the participatory approach is essential. Indeed, the sustainability of PAGER projects may not be guaranteed without direct involvement by the rural population in all phases of project implementation as part of community-based management by users' associations.

Measures to support the participatory approach should be further strengthened through steps such as the reinforcement of modes of transport and the human resources mobilised, particularly women facilitators, to target women essentially in charge of the water chore and ensure their direct involvement in project execution. Collaboration with the Ministry of Health on PAGER implementation would be desirable for a better sensitisation of communities about water, hygiene and health issues.

## **5. Gender analysis of the Cross-cutting Employment Pole**

In Morocco, the problem of employment is multidimensional as it lies at the crossroads of different fields including education/training, economic growth and competitiveness, new technology, institutional environment, and politics. In the face of a large employment deficit and the constraints imposed by globalisation and free trade, Morocco is required to square up to the challenge of addressing unemployment by choosing the pathway of sustainable growth and job creation for the realisation of economic and social development.

The formal labour market is marked by the low participation of women who suffer from inequalities and account for a large part of informal employment. Indeed, women arrive in the job market disadvantaged from the outset owing to their low access to education and training (see education part). Moreover, women perform what is known as *unpaid work* which goes unaccounted for and includes household work and care services provided to the family and the community.

Women's paid activities have certainly experienced a positive evolution over recent years thanks to efforts made to introduce reform in favour of a better participation of women in the labour market. Yawning gaps remain, though. Inequalities between men and women concern access to jobs, higher salaries, senior positions, and limited participation in decision-making in public and economic spheres.

Women's right to employment is an economic, social, political and ideological challenge. It concerns social representations and practices, economic policy, legislation, labour market evolution, and social gender relations in the family domain.

Access to employment brings up therefore the question of women's freedom. Similarly, women's working conditions bring up that of gender equality.

The first part of this section will present a gender analysis of employment with a view to identifying inequalities between men and women. Thereafter, government policies, priorities as well as targets to foster job creation will be set out. Finally, the impact of government expenditure allocated to employment will be analysed from a gender perspective.

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<sup>36</sup> Taken from the *World Bank Report on PAGER Assessment*, 2003

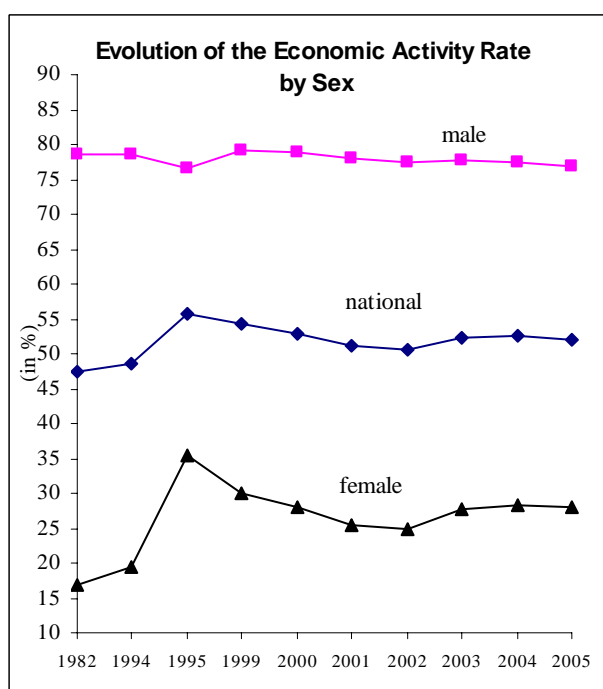
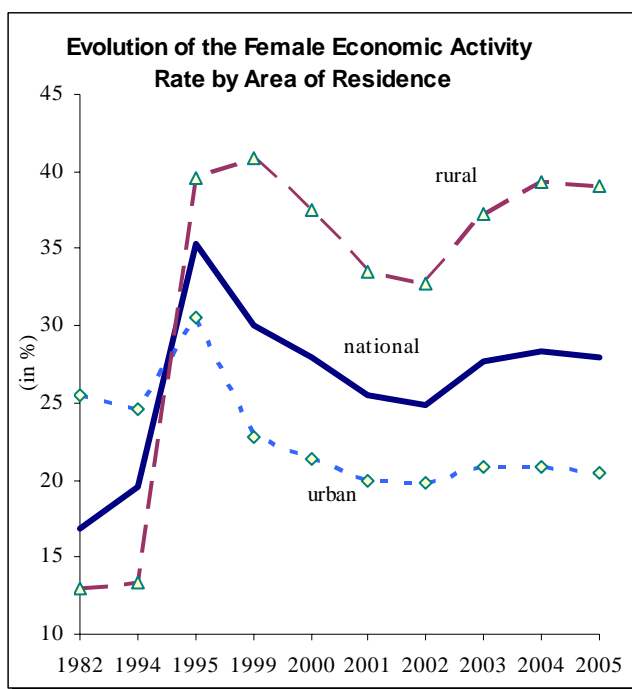


## **5.1 Gender analysis of the labour market**

In recent years, the labour market has been subject to profound changes due to demographic and economic factors including the growth of the economically active population and women's more marked participation in active life.

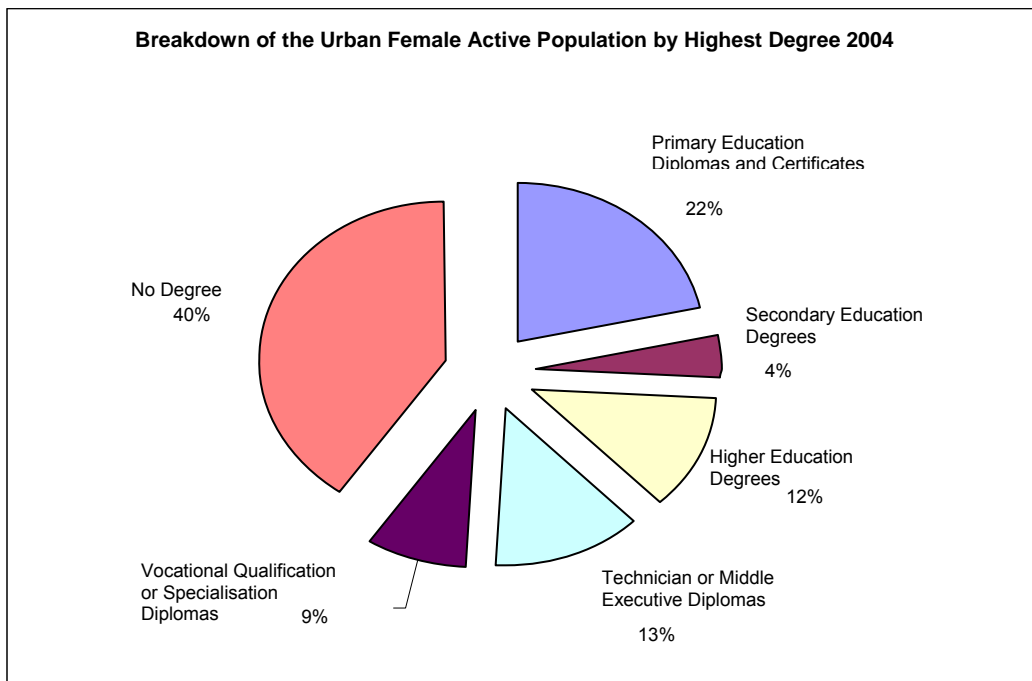
### **5.1.1. Employment and qualification**

In 2005, women accounted for 27.5% of the total economically active population. Women's involvement in economic activities is still limited – the economic activity rate for women nationwide stood at 27.9% compared to 76.9% for men in 2005. The same observation was reported in urban areas where the economic activity rate for women reached 20.4% only compared to 71.8% for men. The most significant increases were recorded for rural women with an economic activity rate of 39% in 2005 as against 12.9% in 1982.



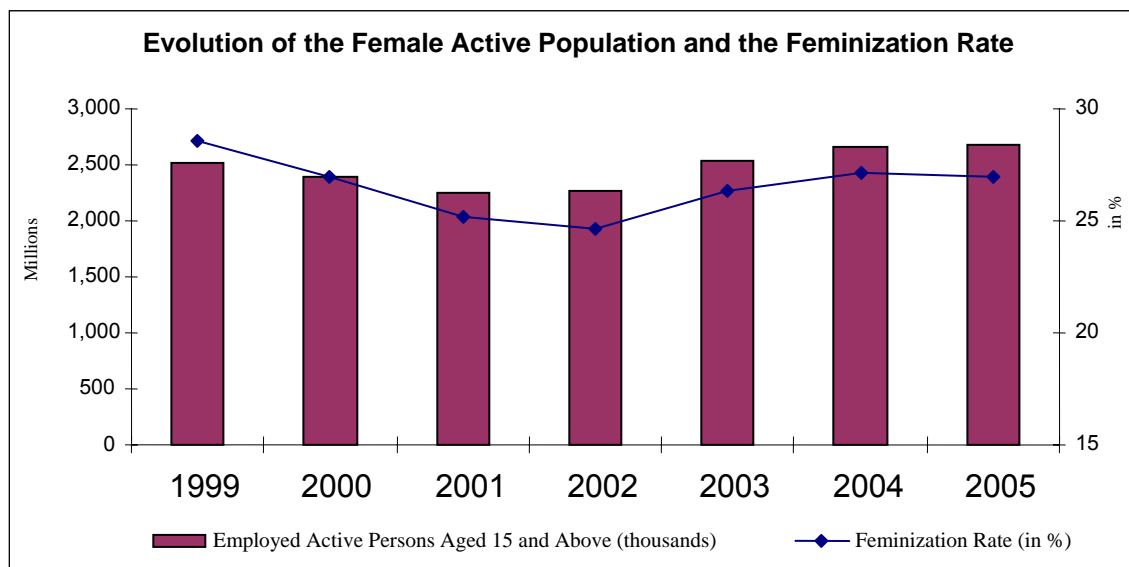
Source : High Commissariat for Planning

The majority of the female economically active population is unskilled. 72% of women workers have no qualification and 11.2% hold primary education diplomas and certificates (2004). The same observation emerges from a distribution by region – the proportion of the female economically active population without any qualification is 40.5% (cities) compared to 93.4% (rural areas).



Source : High Commission for Planning

The economically active population aged 15 and above went up from 10.3 millions in 1999 to 11.14 millions in 2005. The number of economically active women grew from around 2.9 millions in 1999 to 2.807 millions in 2005. This stagnation was due to loss in female jobs in the textile industry which was strongly hit by mounting global competition in this sector.

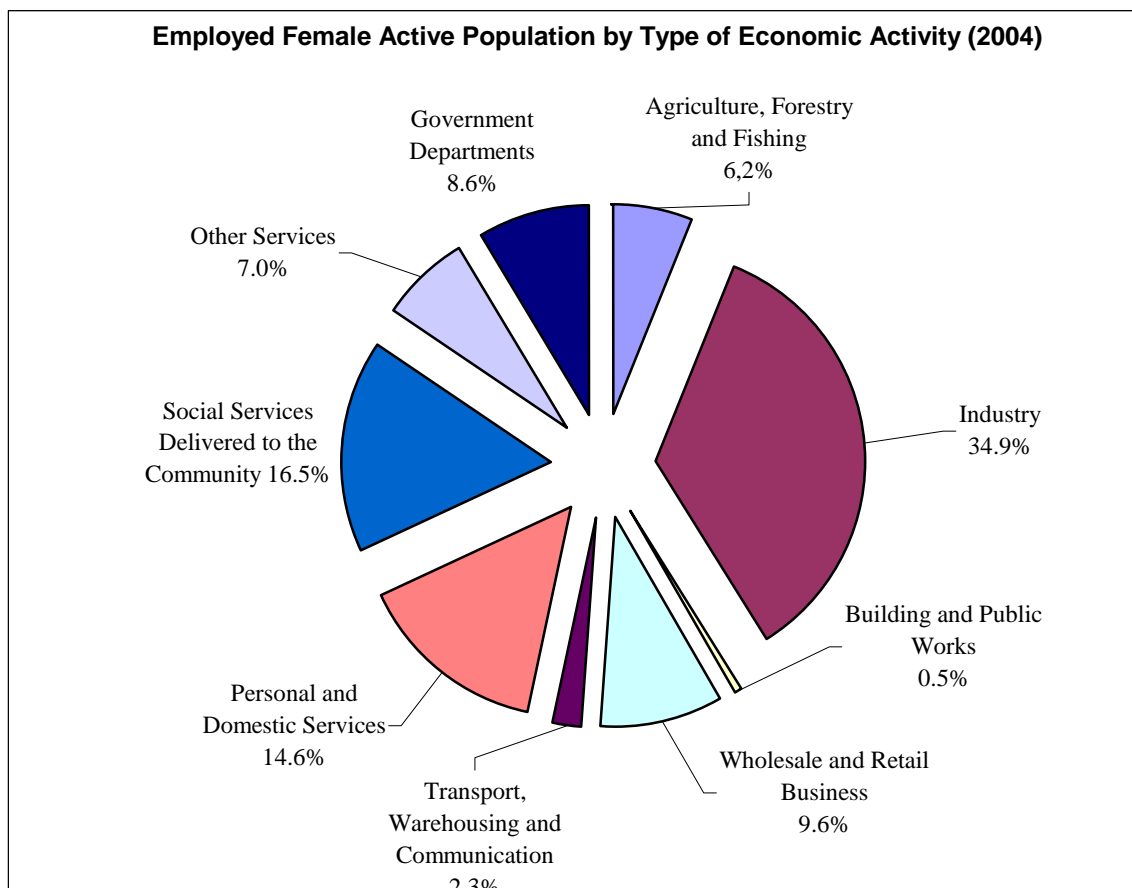


Source : High Commission for Planning

### 5.1.2. Employment by sector

Concerning productive sectors, Moroccan women managed, to a certain extent, to make their way into the labour market, including the private sector (17.3% in 2004) and civil service (25% in 2004).

The distribution of the female active population employed in urban areas by sector of economic activity in 2004 revealed that manufacturing (34.9%), social services delivered to communities (16.5%) and personal and domestic services (14.6%) employed a large proportion of this population. This situation underscores the insecurity of women's jobs.



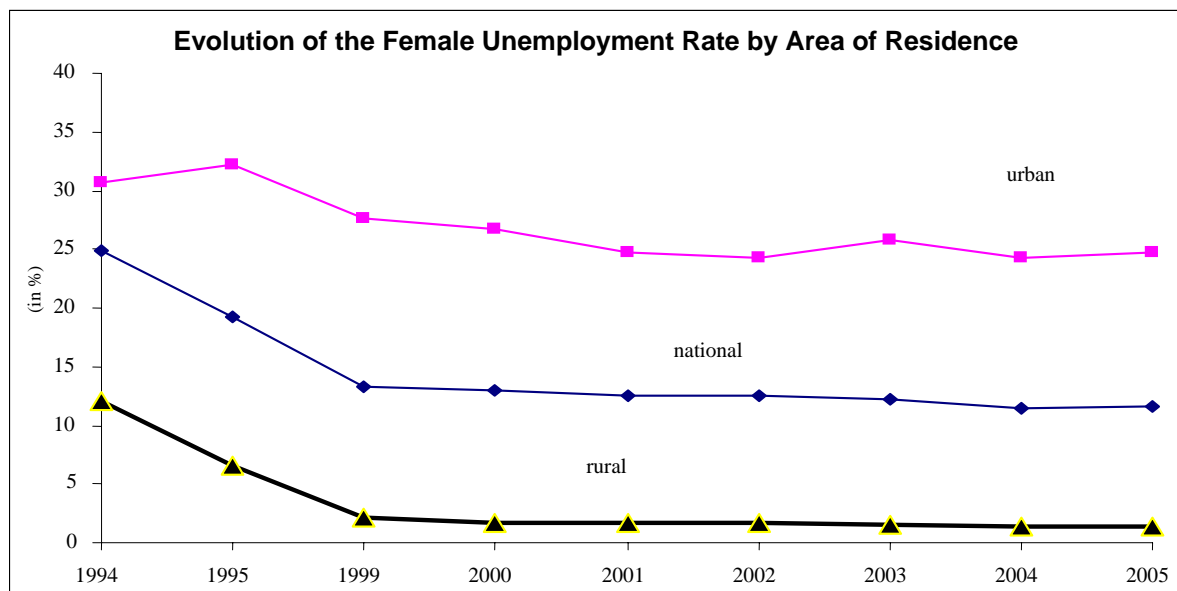
Source: High Commission for Planning

Moreover, civil service provides women and men with the same rights and obligations. Fundamentally, there is no discrimination in salaries, except in terms of access to senior positions where women post a very low presence. Recruitment is transparent and an amendment bill to universalise competitive examinations was passed in this regard.

In 2005, the number of civil servants and government officers reached 629,293 people, including 25% of women and 75% of men. The feminization rate varied from one Ministry to another. In fact, socially-oriented Ministries posted markedly high feminisation rates in 2005 with 50.9% for the Ministry of Health, 36.6% for the Ministry of National Education, 32.3% for the Ministry of Higher Education and 30.5% for the Ministry of Finance and Privatisation. Auxiliary Forces (1.3%), the General Directorate of National Security (3.2%) and the Royal Armed Forces (4.5%) ranked among the least feminized sectors.

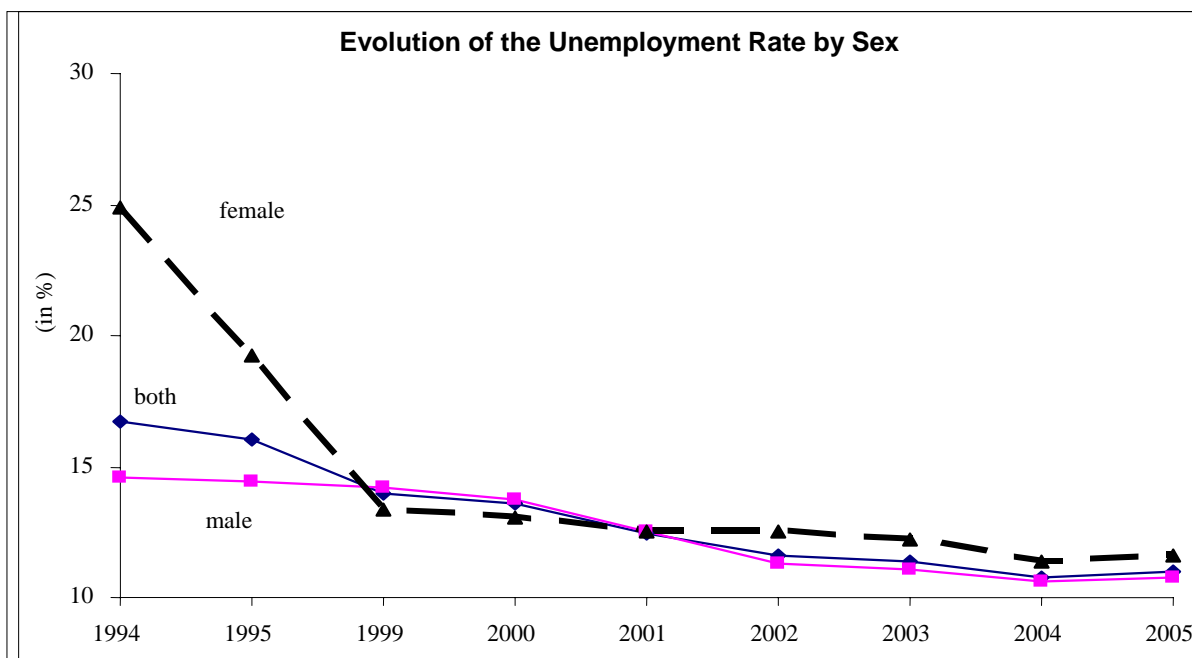
### 5.1.3. Unemployment

Improvement in employment in 2005 brought about a drop in unemployment. Thus, the unemployed female active population declined nationwide from 377,000 in 2003 to 349,000 in 2005.



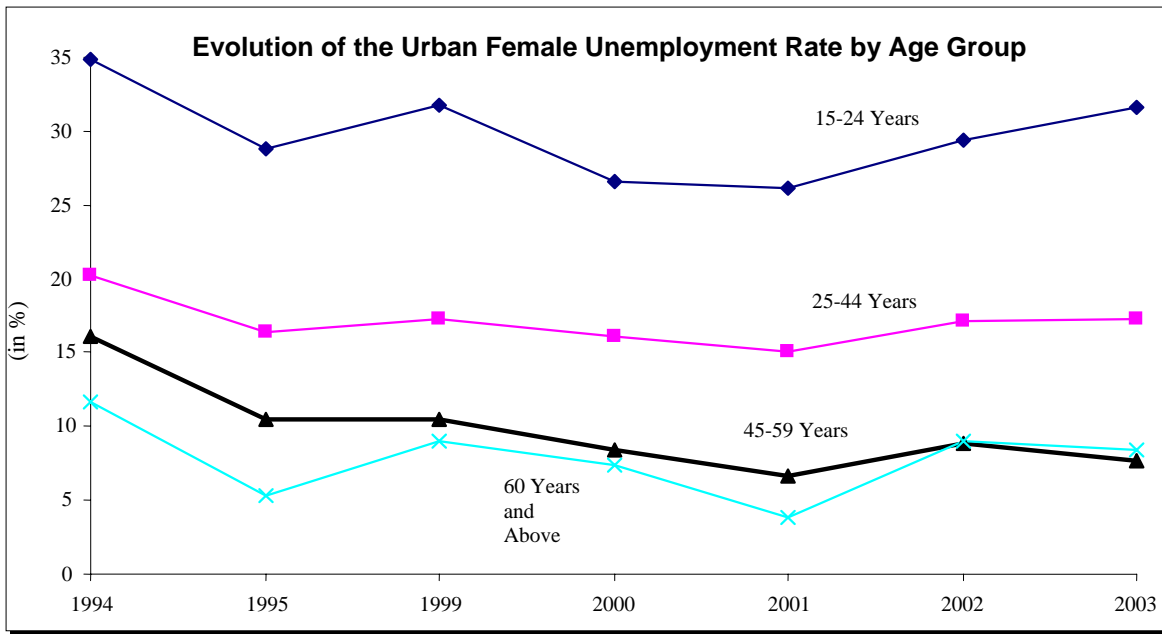
Source: High Commission for Planning

Gender analysis shows that women are more affected by unemployment than men in urban areas – the rate is 24.8% for women compared with 16.3% for men (2005). However, the unemployment rate sharply receded among urban women from 32.2 in 1995 to 24.8% in 2005, that is a fall of 7.4 points compared to only 2.4 points for men.



Source: High Commission for Planning

An examination of the structure of female urban unemployment by age group revealed that the most affected categories were those of economically active women aged 15 to 24 and 25 to 44 who accounted, respectively, for 31% and 62.7% of the unemployed female active population in 2003, which reflects difficulty in access to first jobs and the scale of long-term unemployment.



Source: High Commission for Planning

#### **5.1.4. Unpaid or invisible work of women**

In terms of employment, women are confronted with specific problems mainly linked to:

- Difficulty in estimating the value of their invisible (unpaid) work which goes accounted for in the official statistics notwithstanding the scale of their contribution to the national economy;
- Difficulty in quantifying their participation in the national economy, especially in rural areas (agriculture) and the informal sector (textile industry);
- Inadequacy of sex-disaggregated data which does not help assess the impact of policies designed for women's advancement.

There is acknowledgement today that women's unpaid work which includes caring for others generates goods and services that, if incorporated in a country's income, would raise GDP from 30 to 70%.<sup>37</sup> Yet, this work remains undervalued, unaccounted for and unprotected.

From a classical economic perspective, invisible work reduces the cost of employment, which leads from a macroeconomic angle to a decrease in remuneration and consequently to a large profit margin that favours capital accumulation. This invisible work may thus be described as a subsidy or a transfer to the commercial sector, from the Household to the Market.<sup>38</sup>

<sup>37</sup> Marzia Fontana, 2002.

<sup>38</sup> See Antonella Picchio, *Discussion on the Productive-Unproductive Nature of Reproductive Labor*, 2003.

The water chore, firewood collection, caring for the sick, older persons and children, transportation, and meal preparation, *inter alia*, constitute subsidies to public service delivery. Therefore, this invisible but time-consuming work, often performed by women and children, constrains the latter's participation in the labour market, limits their political commitment and contribution to decision-making, and restricts their schooling and involvement in artistic or leisure activities.

According to the latest revision of the national accounting system or *System of National Accounts* (SNA) in 1993, which fine-tuned the concept of economic activity, there are three types of activity: unproductive personal activities (e.g. sleeping, resting, eating, learning, etc), commercial productive activities (economic activities) and non-commercial productive activities (i.e. activities that can be performed on behalf of others or for oneself (e.g. cooking, sewing, transportation, etc).

Commercial activities are accounted for in GDP. Non-commercial activities (women's invisible work) may be measured and assessed by using producer prices (available in the market) or input prices – the cost of the human factor of production (remuneration for the working time spent by a third person). Accordingly, this principle recognises that production may take place in several institutional settings – formal, informal and self-supply (in households).

To fill this gap, the current strategy consists in preparing satellite accounts to estimate non-SNA activities. Measurement, data collection and the aggregation of these diverse activities may be done based on time and by way of time-capital studies. In fact, time-use statistics may improve the national accounting system as well as the estimation of the contribution made by households to non-commercial production.

## **5.2 Government policies, priorities & targets**

The solution to the problem of employment, which is structural in most countries, lies in strong and lasting growth.

The Throne Day Speech delivered by H.M. King Mohammed VI in 2005 regarded employment as a top priority: "*We hereby reaffirm that we are placing job creation for youth at the top of our concerns, especially that the attainment of this goal will help to make use of an intellectual and physical potential that our country needs desperately.*"<sup>39</sup>

The government devotes all the energy needed to fulfil this condition and places job creation at the top of its list of concerns. The second edition of the Employment Conference was held under the high patronage of H.M. the King in September 2005 and was attended by the delegates of all public and private economic and social partners as well as national and international academics, intellectuals and experts. The Conference reviewed policies put in place to address unemployment, particularly among young graduates, and probed ways of increasing efficiency of these policies.

To give a new impetus to employment, besides accelerating education and training system reforms to better meet labour market needs, the employment policy is centred on four key areas. These include offering tax incentives to enterprises to make recruitments; setting up new enterprises; dealing with accumulated deficits in employment and developing job skills through training-for-work arrangements and work-experience internships; and improving labour market organisation by streamlining intermediation and creating the employment observatory.

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<sup>39</sup> Taken from the Throne Day Speech delivered in Tangier on 30 July 2005

In the context of achieving MDGs, Morocco pledged internationally to eliminate all forms of discrimination against women by 2015. In this regard, Morocco ratified several international conventions on gender equality in the economic sphere.

They include, in addition to CEDAW, the International Labour Organisation conventions concerning equal remuneration (No. 100 ratified in 1979); discrimination in employment and occupation (No. 111 ratified in 1963); minimum age of employment (No. 138 ratified in 2000); or the worst forms of child labour (No. 182 ratified in 2001).

### **5.3. Implemented projects and programmes**

A number of programmes were implemented to foster employment in terms of employability and self-employment support (Idmaj, Taahil and Mouqawalati) and to enhance labour market organisation and management.

#### **5.3.1 Employability reinforcement: Idmaj and Taahil Programmes**

This programme strives to integrate about 105,000 first-job seekers into the labour market from 2006 to 2008 (30,000 people in 2006, 35,000 in 2007 and 40,000 in 2008), through training for work and contract-based training.

**Training for work:** The aim of training for work is to enable job applicants to gain their first professional experience and to increase their employability within enterprises. Concurrently, it helps enterprises develop their human capital without incurring large salary expenses. It is in this context that the IDMAJ Programme<sup>40</sup> was launched. The programme exempts private enterprises from income tax (IGR) up to a ceiling of Dh6,000 over a 24-month period plus 12 months in the case of permanent recruitment, and requires that job seekers register with the National Agency for Employment and Skill Advancement (ANAPEC) for at least 6 months.

These tax provisions were accompanied by implementation measures directed at three categories of beneficiaries according to the level of internship allowances and the term of contracts.

#### **Contractual training and re-training**

The Taahil Programme is intended for qualified job seekers who are registered with ANAPEC. It seeks to improve the employability of job applicants by providing them with qualifying training or re-training and by offering them contractual job-oriented training. These two forms of training are financed by ANAPEC up to Dh10,000 per trainee. This programme is expected to benefit a total of 50,000 trainees over the 2006/08 period, which represents a total cost of Dh500 million.

#### **5.3.2 Self-employment support: Mouqawalati Programme**

Self-employment support is provided through the promotion of entrepreneurship by ANAPEC-registered unemployed youth aged less than 45, holding at least a baccalaureate degree and wishing to set up their own business by investing an amount equal to or less than Dh250,000. This support will

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<sup>40</sup> 16,000 cases of training for work including 7,000 as part of the IDMAJ Programme were reported, according to the review covering the period from January to late May 2006.

consist in a Dh25,000 financial contribution by the State allocated as follows: Dh10,000 in the form of a donation to cover the costs of training in business management and studies including business plans; and a maximum of Dh15,000 covering 10% of the envisaged investment amount in the form of a non-interest-bearing advance to be refunded over six years including a three-year grace period.

Additional project funding is secured by a bank loan benefiting, up to 85%, from the guarantee of the Central Contingency Fund within the framework of the Contingency Fund for Junior Business Creation Loans.

At functional level, these measures materialised with the launch, in July 2006, of the Mouqawalati Programme which is marked by its strong regional dimension. The programme targets the creation of 30,000 very small enterprises and 90,000 jobs over the 2006/08 period.

### **5.3.3. Enhancement of labour market organisation and management**

To constantly monitor the implementation of programmes, identify in a timely manner possible shortcomings and introduce gradual adjustments, it is recommended to improve intermediation conditions in the labour market and set up an employment observatory.

#### ***Improving intermediation***

The improvement of intermediation in the labour sector rests on restructuring the National Agency for Employment and Skill Advancement (ANAPEC) and strengthening the role of the private sector in this area. The result will be synergy between ANAPEC and private intermediation agencies by subcontracting the delivery of services aimed at training for work and support for job applicants.

#### ***Setting up the employment observatory***

The main purpose of this observatory consists in providing political decision-makers with guidance and guiding tools concerning employment policy; making relevant information on the labour market available to international bodies, universities and research centres for a better understanding of the dynamics of labour offer and demand; and collecting and synthesising statistics on international practices aimed at the promotion of employment and working conditions.

The observatory will be responsible for collecting, processing and diffusing information on the operation of the labour market (on national, regional and sectoral fronts). It will also carry out analyses to assess the impact of government measures put in place in the area of employment promotion. Moreover, the observatory will conduct studies on employment, productivity and labour costs, and make short-, medium- and long-term projections of labour offer and demand.

The establishment of the national employment observatory will take place progressively. Thus, this body will start with a light structure composed of about ten project managers, a strategic steering committee (chaired by the Prime Minister) and a scientific committee. This initial structure will evolve according to its needs and future activities.

Overall, the measures envisaged for employment promotion are expected to culminate in the creation of 200,000 jobs over the next three years.

It should be noted that no programme is specifically aimed at promoting women's participation in economic activities. However, the amendment to the Labour Code, which came into force in June



2004, improved the working conditions of women by granting them certain benefits while taking account of their position in society as mothers.

### ***Labour Code amendment***

The new Labour Code features a number of provisions that improve the working conditions of women, including:

- Raising the term of maternity leave from 12 to 14 weeks<sup>41</sup> with the possibility for women to benefit from unpaid leave which may last for up to a year with the purpose of raising their children without losing their jobs;
- Introducing the notion of sexual harassment – henceforth considered a serious offence – and establishing for the first time the principle of non-discrimination in employment and salaries between the two sexes;
- Prohibiting certain occupations that are physically prejudicial to women (mines and quarries) or require a certain amount of endurance (carrying of heavy loads). Moreover, women's work at night is subject to certain conditions (1/2 day of rest every 4 days; and providing them with a means of transport when public transport is not available).

Although this legal effort recognises equality between men and women, this recognition is weakened by some persistent practices, particularly in terms of access to economic activity and employment.

### ***Other ongoing projects***

Domestic work is a social fact that is found in a large number of developing countries. In Morocco, the phenomenon is gaining in magnitude. In 2002, about 86,000 girls aged 7 to 15 served as "maids." They work more than 67 hours per week, thus exceeding by far the norms applicable to adults.

In this regard, a bill is in the process of elaboration to address this phenomenon and regulate work at home. Additional cooperation programmes were signed with UNICEF on the "protection of children aged less than 15."

To reduce the magnitude of this scourge while waiting for its full eradication, it is essential to harmonise national legislation with international conventions and draw up appropriate strategies to implement new provisions. Finally, monitoring, control and sanction mechanisms should be designed to protect human rights in general and little girls in particular.

## **5.4. Analysis of government expenditure allocated to employment**

In 2006, 61% of the budget of the Ministry of Employment was earmarked for investment (Dh768 million) and 39% for operation (Dh484 million).

Measures planned for promoting employment, which are expected to create 200,000 jobs over the next three years, will cost the State Dh2.083 billion.

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<sup>41</sup> Pursuant to ILO Convention No. 183 concerning Maternity Protection

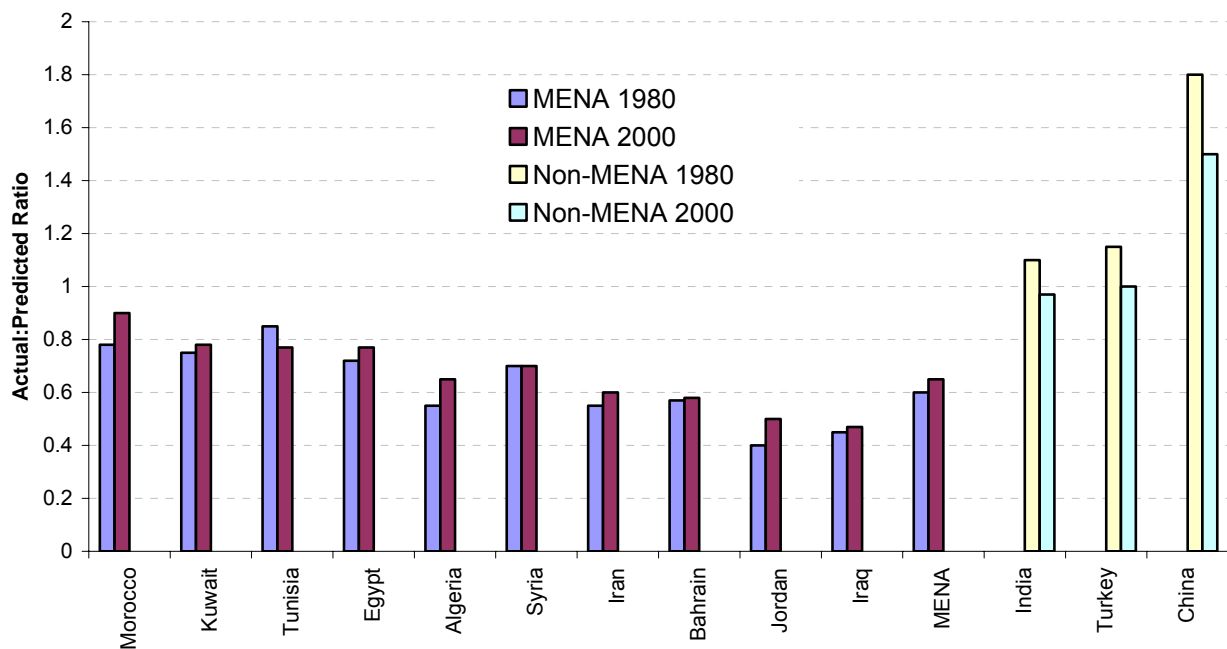
The cost of improving intermediation is assessed at Dh210 million with the number of beneficiaries amounting to 70,000 over the 2006/08 period.

The total cost of setting up the National Employment Observatory is valued at Dh50 million for the 2006/08 period.

**Gender impact of government expenditure on employment**

Overall, the efforts made by the authorities in relation to job creation are paying off. An examination of indicators mentioned in the diagnosis (economic activity rate, employed active population and unemployment rate) reveals constant improvement notwithstanding their modesty in spite of a stable economic environment.

The share of women in the economically active population is consistently increasing and their unemployment rate has dropped considerably since the beginning of the current decade. According to the World Bank, Morocco ranks in first in the MENA region in terms women's participation in the labour market. However, this participation remains far below the existing potential compared to other emerging countries (e.g. Turkey, India, China, etc).



Source: World Bank

Two questions arise from the analysis of women's participation in paid employment:

- Does work help women gain more autonomy and improve their status, which may increase their leverage in the household?
- Does women's paid work continue to be viewed as a simple supplement to income that the family may dispense with?

Only qualitative surveys will help answer these questions and provide information about either a possible evolution in mindsets or the permanence of stereotypes inherent to the traditional division of labour. In fact, the uneven distribution of household tasks and the marginal position of women in the

world of labour are still persistent, which tends to further entrench inequalities. Thus, a growth in women's employment would only condemn women in time to double day work.

### **General conclusion**

It emerges from the foregoing analysis that women's capacity building is a question of concern to various partners such as the State, government bodies, and civil society. The analysis of gender disparities, regardless of the aspects or sectors discussed, will eventually shed special light on the significant role of the State which makes choices that are certainly not gender neutral. It is therefore necessary to continue the projects conducted by the public authorities which aim to reduce the gender disparities and modernize the institutional practices.

In this regard, gender-responsive budgeting aims to introduce a change in practices and break with previous schemes through a better distribution of resources available. If it is efficiently implemented within all departments and incorporated in the practices of planners and budget managers, it could culminate in more equity and equality and address *women's accumulation of acquired disadvantages*.<sup>42</sup>

The government's sustained efforts in the area of gender-responsive budgeting should be pursued and extended. The information system should be strengthened and fine-tuned in such a way as to develop sex-disaggregated statistics and update the time-use survey which dates back to 1998 and which is essential to estimate invisible work from a gender perspective.

The sectoral gender analyses conducted in this report show that, regardless of the positive impact of basic social services programmes on the rural population as a whole, the reflection on gender should be taken further in order to identify the constraints which account for women's inadequate sources of income. In fact, the issue of rural girls' schooling follows from a complex intersectoral problem that involves not only basic social services but also poverty, cultural impediments and customs.

Moreover, other factors are at stake when it comes to women's pursuit of income-generating activities such as terms of access to funding (micro-credits), insufficient productive investments, economic liberalisation (loss of female jobs in the textile industry in urban areas), the agro-economic characteristics of regions, qualifications held by women, task distribution in households, and the level of involvement of women in decision-making (51% of women's productive property in rural areas are managed by a family member and women participate up to 16.4% only in decision-making concerning the management of their own earning assets).<sup>43</sup>

In short, the improvement of women's working conditions should be enhanced to further reduce women's economic and social vulnerability which is strongly correlated with the type of occupation held. Thus, women are more affected by the insecurity of the labour market and are, consequently, more vulnerable to poverty.

The National Initiative for Human Development, which enters its second year of execution, opens new prospects for initiatives by women and will grow richer with their participation especially if their associations and cooperatives, *inter alia*, manage to join in the momentum expected from the effective implementation of this innovative and promising Royal Initiative.

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<sup>42</sup> Expression by Michel Verret, *From One Gender to Another*, Les Cahiers du Mage, No. 3.4, 1997

<sup>43</sup> See DEPF & UNIFEM, *Exhaustive Analysis of Sex-disaggregated Data*, 2006.

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