

# GENDER-RESPONSIVE BUDGETING INITIATIVE (GRBI)

## COUNTRY PROFILE : Morocco

### Is there a legal/ institutional framework supporting GRB?

Morocco has the following legal/institutional framework that supports GRB:

- The 2011 Constitution affirms the principle of gender equality, particularly as reflected in Article 19, which states that «Men and women are entitled to equal civil, political, economic, social, cultural and environmental rights and freedoms...». The constitutional text reaffirms Morocco's adherence to the principles and values of human rights, which are universally recognized, which states the primacy of international conventions ratified by the Kingdom over national law, the need to align the legal arsenal with the new constitutional provisions, the banning of all forms of discrimination and the strengthening of equality between women and men by affirming the principle of parity.
- Based on Article 75 of the Constitution, Organic Finance Law No. 130-13 (LOF) was promulgated by Dahir No. 1-15-62 of 14 Chaabane 1436 (2 June 2015) and is a response to the new constitutional provisions regarding :
  - Priority 1: Enhancing the performance of public management.
  - Priority 2: Enacting financial principles and rules concerning the financial equilibrium of the budget law and establishing a set of rules aimed at improving the transparency of public finance.
  - Priority 3: Increasing the role of Parliament in the budget debate and the oversight of public finance.
- The Organic Finance Law legally underpins gender equality across a budget process that is performance-oriented, transparent, and gives the Parliament a greater role in the budget debate and oversight of public finance. It devotes a specific article, Article 39, to planning and budgeting with reference to a gender perspective: "The gender aspect is taken into consideration when setting objectives and indicators..." The objectives and indicators of a programme are set out in the Performance Plan (PdP) prepared by the relevant Ministry or institution. This Performance Plan is presented to the relevant committee in Parliament, along with the Budget Proposal of the Ministry or institution. The Performance Plan describes the department's strategy and its objectives, indicators and targets for each programme for the next fiscal year and the following two fiscal years. The PdP and its template were revised in 2019 and now include specific references to gender.
- In addition to the provisions concerning Performance Plans, the LOF (Article 48) also institutionalizes the "Gender Budget Report" (GBR) that must be sent along the budget bill to Parliament. The GBR which reports on the efforts of Ministries and Institutions in the area of gender equality has been made every year since 2005 on the basis of the voluntary participation of Ministries. One of the main objectives of the GBR is to increase Parliament's role in the budget debate, in the oversight, and the evaluation of public policies. Thus, the Parliament is considered the most important recipient of the GBR. Its main tasks revolve around the idea of strengthening the accountability of Ministries and Institutions towards citizens, women and men and using the GBR to strengthen the responsibility of Ministries and Institutions in reducing inequalities.
- At the local level, the institutionalization of Gender Responsive Budgeting was reflected in the Organic Laws relating to local Governments (Law 111.14 on regions, Law 112.14 on prefectures and provinces, and Law 113.14 on municipalities) promulgated in July 2015. They stipulate that all local Governments must take the gender perspective into account when setting the objectives of the programmes or sub-programmes in their budgets, as well as when defining the indicators that should make it possible to measure the achievement of the expected results, respectively Art. 171 (Law 111-14), Art. 150 (Law 112-14) and Art. 158 (Law 113-14).

The decree no. 2-22-194 of 20 Doul Kaada 1443 (20 June 2022) creating the National Committee for gender equality and the promotion of women was published on the Official Gazette of the Kingdom of Morocco no. 7101 of 20 Doul Kaada 1443 (20 June 2022). Composed of nine articles, the text, aiming at the achievement of gender equality and women empowerment, fixates the composition of the national committee for gender equality and the promotion of women (Art.3), its prerogatives (Art. 2), among which are featured the proposal of an action plan for the effective implementation of gender equality and the follow-up of international conventions related to the topic, along with the functioning and the organization of the said Committee (art. 4 to 8). This decree seeks to be a new national harmonising and converging instrument for the diverse initiatives of different stakeholders, according to a new perspective that integrates all actors in a governance framework and a participative approach.

### What is the context of the GRBI?

**Morocco's GRB Initiative can be situated in the context of the overlap of two structural reform movements that began in the early 2000s: the legal and political commitment to gender equality and the results-based budget reform.**

### Legal and Political Commitment to Gender Equality

First, since the early 2000s, the Kingdom of Morocco has implemented a series of constitutional, legal, and policy reforms to promote gender equality in accordance with its international commitments, namely the CEDAW (ratified in 1993). The period was marked by numerous reforms in Morocco's legal framework (Labor Code in 2003, Family Code in 2004, Nationality Code in 2007, etc.), the launch of national and sectoral strategies notably the integrated national plan for Women's and Girls' Economic Empowerment, for 2030 (Morocco-attamkine) and the new development model that promotes equality between men and women.

This momentum was reinforced by the adoption of the Moroccan Constitution (2011), which represents a historical turning point in that it recognizes and entrenches the principle of equality between women and men.

This constitutional commitment was translated through the adoption of the Government Plan for Equality 2012 - 2016 «ICRAM I», an inter-ministerial platform for the convergence of actions in favor of equality, followed by the ICRAM II Plan for the period 2017-2021, as well as the development of several sectoral policies and strategies.

### Results-Based Budget Reform

Moreover, with the goal of modernizing the public administration, Morocco launched in 2001 a results-based budget reform. This reform essentially aims at strengthening the performance of public action, improving the quality of public service delivery, and increasing the impact of public policies on recipient populations. This reform was sanctioned in the legislative framework by the Organic Finance Law No. 130-113, made necessary in order to comply with the provisions of the Constitution. This organic law, which defines new budgetary and accounting rules, sanctions the principles of performance, accountability and evaluation, broadens the right of parliamentary amendment and contributes to the strengthening of budgetary transparency. This reform towards better planning and budgeting has been implemented at the local level through Organic Laws No. 111-14, 112-14 and 113-14 relating to Local Governments.

### Implementation and Institutionalization of gender budgeting in Morocco

Undertaking GRB has been closely linked to the results-based management (RBM) budget reform. The Kingdom's commitment to GRB, which began in 2002 with a feasibility study, resulted in 2005 in the preparation of an annual report describing the efforts made by Ministries and Institutions in the area of gender equality, the Results-Based Budget Report taking into account the gender perspective (or Gender Budget Report, GBR). This report is prepared by the Ministry of Economy and Finance and is presented along the Budget Bill.

Following the recommendations of the High-Level International Conference for GRB - Marrakech in November 2012, the Center of Excellence for Gender Responsive Budgeting (CE-BSG) in Morocco was created in 2013 through a collaboration between UN Women and the Ministry of Economy and Finance. The Center of Excellence was established to serve as a progressive learning and knowledge platform on gender responsive budgeting to create linkages among various gender responsive budgeting stakeholders at the regional, national and international levels.

In the perspective of the reinforcement of its support action to GRB, the CE-BSG carried out a strategic analysis for its organizational and strategic reinforcement through 2020-2021. This strategic analysis led to the adoption of a new 2021-2025 strategy based on three axes of action:

- Technical support for stakeholders;
- Expertise, theoretical development of the GRB and international standing;
- Digital transformation.

Each axis was divided into an operational plan of action identifying the activities to implement, with an identification of priorities, the level of difficulty and the deadline.

In addition, and given the stakes of implementing this new strategy, the «Division of Gender Responsive Budgeting» was created in 2021 within the Budget Department, and which the main duties revolve on the technical support of stakeholders, the development of expertise, the theoretical deployment of GRB and the international standing along with the digital transformation.

The GRB Division is composed of three units :

- The Unit for the deployment of GRB;
- The Unit for partnerships in the field of GRB;
- The Unit for knowledge management.



### Who are the stakeholders involved in this GRBI?

The stakeholders implementing this GRB initiative are:

- The Center of Excellence for GRB, in the Ministry of Economy and Finance.

The other stakeholders directly involved are:

- The Ministry of Economy and Finance : The GRB division, Budget Department.
- Ministries and Institutions : gender focal points, representatives of the budget and finance units and programmes' managers

The technical and financial partners are:

- UN Women, the French Development Agency (AFD) and the European Union (EU).

## What are the objectives of the GRBI?

The initiative aims at broadening the ownership of the GRB approach by key actors in the political processes of public policy development, implementation, and monitoring. By transforming financial governance through innovative budgeting practices, the GRB enables the strengthening of accountability in relation to the desired results and objectives of public programmes and policies, leading to the reduction of gender inequalities.

## What are the main strategies of the GRBI?

- Supporting the Ministries and Institutions in gender mainstreaming throughout the budget cycle, and its recognition, notably at the level of the Performance Plan (PdPs), and the Performance Reports (RdPs);
- Consolidating GRB ownership and strengthening the technical capabilities of GRB actors in Morocco;
- Strengthening the tools and actors involved in the process of monitoring and ensuring the accountability of Ministries and Institutions in the fight against inequalities;
- Capitalizing on acquired knowledge, deepen and renew GRB concepts;
- Strengthening the broad understanding of the Moroccan experience in GRB and the exchange of best practices, particularly through South-South cooperation.

## What are the main results achieved to date?

- The institutionalization of the GRB principles through their incorporation into the Organic Finance Law, the Organic Laws relating to local Governments, and the Head of Government's circular on three-year budget programming;
- The training of CE-BSG members in GRB concepts and approaches, and to gender-responsive strategic planning methodologies;
- The support and progressive inclusion of all Ministries and Institutions in the GRB process;
- The organization of awareness-raising and training sessions for members of Parliament and NGOs;
- The production, with the support of the French Development Agency and the European Union, of 15 Sectoral Gender Analyses;
- The revision of the Gender Budget Report in 2019, allowing for a more thorough use of this accountability document by Parliament;
- The development of an action plan for gender mainstreaming in the National Water Plan;
- The development of a knowledge management platform and the creation of the institutional website of the CE-BSG (<https://cebsg.finances.gov.ma/>);
- The production of videos explaining and promoting the GRB as well as institutional guides and booklets;
- The participation in several international events on GRB and hosting of foreign delegations to share and exchange on best practices in GRB (Northern Macedonia, ECOWAS, Kenya, Ivory Coast, Djibouti, Saudi Arabia, Iraq and Palestine).

## What are the challenges to overcome?

### Organizational and management challenges :

1. Improving the communication on the concept of GRB in order to get rid of ambiguities and mainstreaming the tools;
2. Capacity building at the central and deconcentrated administrative levels through the implementation of a training plan;
3. Strengthening management dialogue between programmes' managers and gender focal points.

### Technical challenges :

1. Establishing an IT system for the management of the gender aspect;
2. Focusing on gender sensitive indicators rather than sex-disaggregated indicators;
3. Linking gender-responsive objectives and indicators to public policy programmes.

## What are the lessons learned to date?

### Key success factors for achieving results :

- Very strong adhesion and mobilization of all stakeholders:
  - Ministries/institutions
  - Funders
- Establishment of a dedicated structure within the Ministry of Economy and Finance to support the mainstreaming of GRB.
- Establishment of steering committees and gender focal points within the Ministries and Institutions;
- Instill a culture of parity and equality: integration of gender in the design of performance objectives and indicators.

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# APPENDIX 1 : FACT SHEET ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT



**Population :** 36,67 million (2022)

50,2% female and 49,8% male

Urban Population : 64.3%

**CEDAW status:** ratified in 1993

Reserves: cleared in 2011

Optional Protocol: adopted in 2015 (instruments of ratification not yet deposited)

## List of indicators relevant to gender inequality :

### Education :

Illiteracy rate for women: 43,9% (24,1% for men) 2021

Ratio of girls to boys in primary education (6-11 years old) : 1.003 in urban areas and 0.9973 in rural areas, 2021

Ratio of girls to boys in secondary education (high school): 1 in urban areas and 0.89 in rural areas, 2020

Rate of girls with disabilities with access to education: 29% (49% for boys), 2016

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### Employment :

Employment rate for women: 20.9% (70.4% for men), 2021

Unemployment rate for women: 16.8% (10.9% for men), 2021.

Share of organized companies led by women: 12.8% (those led by men : 87.2%), 2019.

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### Agriculture :

Percentage of female graduates from Institutes and higher education schools by speciality : 61,3%, 2016.

Percentage of female interns in training in vocational education schools in some specialities : 21,8%, 2010.

Percentage of female employment in agriculture, fisheries and forestry: 33.4%, 2021.

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Representation of women in regional chambers of agriculture: 1%, 2016

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### Politics :

Percentage of seats held by women in national parliament :

-24,3% in 2021 at the level of the house of representatives;

-12,5% in 2021 at the level of the house of Councillors.

Percentage of women ministers, including the Head of Government : 29,1% (2021)

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### Healthcare :

Proportion of supervised deliveries : 86,1%, 2018

Maternal mortality rate: 72.6 per 100,000 births in 2018

Contraceptive prevalence rate: 70.8%, 2018

Prevalence rate of violence against women: 56,5% (57,1% in urban areas and 55,3% in rural areas), HCP, 2019

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### Judiciary :

Feminization rate of positions of judicial responsibility:

25.23%, 2021.

Feminization rate of lawyers: 22.3%, 2021.

### Religious :

Percentage of women within the Superior Council of Oulemas: 21,9% in 2021

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## Type of government :

Constitutional Monarchy

Parliament : Bicameral

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