

# GENDER-RESPONSIVE BUDGETING INITIATIVE

## COUNTRY PROFILE : Morocco

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

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

- 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, with the establishment of the primacy of international conventions ratified by the Kingdom over domestic 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 men and women by affirming the principle of parity.
- Based on Article 75 of the Constitution, Organic Law No. 130-13 on Finance Laws (LOF) was promulgated by Dahir No. 1-15-62 of 14 Shaaban 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 LOF legally underpins gender equality across a budget process that is performance-oriented, transparent, and gives 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 the gender perspective: "The gender aspect shall be taken into consideration when setting objectives and indicators..." The objectives and indicators of a program are set out in the Budget Programs (BPs) prepared by the relevant ministerial department or institution. This draft performance plan is presented to the parliamentary committee involved, along with the draft budget of the said ministerial department or institution. The BPs describe the department's strategy and the objectives, indicators and targets for each budget program for the next fiscal year and the following two fiscal years. The BPs template was revised in 2019 and now include specific references to gender.
- In addition to the provisions concerning DPPs, the LOF (Article 48) also institutionalizes the "Gender Budget Report" (GBR) that must accompany the draft budget law tabled before Parliament. The GBR reports on the efforts of the ministerial departments in the area of gender equality and was carried out every year since 2005 on the basis of the voluntary participation of the ministerial departments. One of the main objectives of the BL is to increase Parliament's role in the budget debate, in the oversight and evaluation of public policies. Thus, Parliament is considered the most important recipient of the GBR. Its main tasks revolve around the idea of strengthening the accountability of ministerial departments to women and men and using the GBR to Strengthen the responsibility of ministerial departments in reducing inequalities.
- At the local level, the institutionalization of gender budgeting was reflected in the Organic Laws relating to local authorities (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 authorities must take the gender perspective into account when setting the objectives of the programs or projects within their budgets, as well as when defining the indicators that should make it possible to measure the achievement of the desired results, respectively Art. 171 (Law 111-14), Art. 150 (Law 112-14) and Art. 158 (Law 113-14).

### What is the background of the GRBI?

**Morocco's GRBI comes 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 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, including CEDAW (ratified in 1993). The period was marked by numerous reforms of Morocco's legal framework (Labor Code in 2003, Family Code in 2004, Nationality Code in 2007, etc.), the launch of national and sectoral strategies to promote gender equality, and the adoption of measures to increase women's representation in various decision-making bodies.

This momentum has been reinforced by the adoption of the Moroccan Constitution (2011), which represents a historic turning point in that it recognizes and entrenches the principle of gender equality.

This constitutional commitment was translated through the adoption of the Government Plan for Equality 2012 - 2016 «ICRAM», an inter-ministerial platform for convergence of actions in favor of equality, followed by an ICRAM 2 Plan for the period 2017-2021, as well as the development of several sectoral policies and strategies.

#### *Results-Based Budget Reform*

Moreover, with the aim of modernizing public administration, in 2001 Morocco launched its results-based budget reform. This reform essentially aims to strengthen the performance of public action, improve the quality of public service delivery, and increase the impact of public policies on beneficiary populations. This reform is enshrined in the legislative framework by the Organic Finance Law No. 130-113, made necessary by the change of Constitution. This organic law, which defines new budgetary and accounting rules, enshrines the principles of performance, accountability, and evaluation, broadens the right of parliamentary amendment and contributes to strengthening 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 the Local Authorities.

#### *Implementation and Institutionalization of gender budgeting in Morocco*

The implementation of 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 ministerial departments 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, Finance and Administrative Reform and is presented along with the budget law.

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.

The adoption of the LOF in 2015, which legally underpins gender equality throughout a performance-based budgeting process, has enshrined the process of institutionalizing GRB in Morocco.

### 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, Finance and Administrative Reform.

The other stakeholders directly involved are:

- The Ministry of Economy, Finance and Administrative Reform: The Budget Department, in particular the Budget and GRB Performance Monitoring Service
- Sectoral ministries: gender focal points, representatives of the budget and finance function and program managers

The technical and financial partners are:

- UN Women/AFD/EU.

### What are its objectives?

The initiative aims at broadening 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, GRB should enable the strengthening of accountability in relation to the desired results and objectives of public programs and policies, leading to the reduction of gender-based inequalities.

### What are its main strategies?

- Supporting the ministerial departments in gender mainstreaming throughout the budget cycle, and its recognition in particular in budget programs and Performance Reports (PRs);
- Consolidation of GRB ownership and technical capacity building of GRB actors in Morocco;
- Strengthening the tools and actors involved in the process of monitoring and ensuring the accountability of ministerial departments in the fight against inequalities;
- The capitalization of acquired knowledge, the deepening and renewal of GRB concepts;
- Strengthening the influence of 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 enshrined through their incorporation into the Organic Finance Law, the Organic Laws relating to local authorities, and the circular on three-year budget programming;
- Training of CE-BSG members in GRB concepts and approaches to gender-responsive strategic planning methodologies.
- The support and progressive inclusion of all ministerial departments in the GRB process;
- The organization of awareness-raising and training sessions for parliamentarians and NGOs

- The realization, 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 greater use of this accountability document by the Parliament;
- The development of an action plan for gender mainstreaming in the next National Water Plan.
- The establishment 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 for popularizing and promoting GRB and 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, ECWAS, Kenya, Ivory Coast, Iraq, Palestine)

## What are the challenges?

### Organizational and management challenges:

1. Improve communication on the concept in order to dispel ambiguities and popularize the produced tools;
2. Build capacity at the central and deconcentrated levels: implementation of a training plan;
3. Strengthen management dialogue between program managers and gender focal points

### Technical challenges:

1. Have an information system for the management of the gender aspect;
2. Focus on gender sensitive indicators rather than simply disaggregated indicators;
3. Link gender-responsive objectives and indicators to public policy agendas.

## What are the lessons learned to date?

### Key Success Factors for Achieving Results:

- Very strong buy-in and mobilization of all stakeholders:
- Ministerial departments/institutions
- Donors
- Establishment of a dedicated structure within the Ministry of Finance to support the mainstreaming of GRB and close collaboration of this structure with the department in charge of monitoring budget performance and GRB.
- Establishment of steering committees and focal points within the ministerial departments;
- Impregnation of the culture of parity and equality: integration of gender in the design of objectives and performance indicators.

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



<p><b>Population</b> (in millions): 35,219,547 (2018) 50.1% female and 49.9% male Urban Population: 62.4%</p>	<p><b>Type of government:</b> Constitutional Monarchy</p> <p><b>Parliament:</b> Bicameral</p> <p>Member of the following intergovernmental organizations: United Nations Organization, African Union, African Development Bank, International Organization of the Francophonie, World Health Organization, World Trade Organization</p>
<p><b>CEDAW status:</b> ratified in 1993 Reserves: cleared in 2011 Optional Protocol: adopted in 2015 (instruments of ratification not yet deposited)</p>	<p>Gender Inequality Index (UNDP, HDR 2017): Ranking: 119; Value: 0.482</p>
<p><b>List of indicators relevant to gender inequality:</b></p> <p><b>Education :</b> Illiteracy rate for women: 41.9% (22.1% for men) 2014 Ratio of girls to boys in primary education: 1 in urban areas and 0.99 in rural areas, 2016 Ratio of girls to boys in secondary education (high school): 1.25 in urban areas and 0.9 in rural areas, 2016 Rate of girls with disabilities with access to education: 29% (49% for boys), 2016</p> <p><b>Employment:</b> Employment rate for women: 21.5% (71% for men), 2019 Unemployment rate for women: 14.1% (8.1% for men), 2018 Representation of women in the governance bodies of the 48 largest Moroccan companies: 2% (2018)</p> <p><b>Agriculture:</b> Percentage of female employment in agriculture, fisheries and forestry: 46.9% (2019) Percentage of female farmers as a percentage of total farmers: 4.4% (1996) Representation of women in regional chambers of agriculture: 1%, 2016</p> <p><b>Politics:</b> Percentage of seats held by women in national parliament: 21% (2016) Percentage of women elected to municipal councils: 21.2% (2016) Number of women ministers: 4 (2019)</p> <p><b>Healthcare:</b> Proportion of supervised deliveries: 86.1%, 2018 Maternal mortality rate: 72.6 per 100,000, 2015-2016 Contraceptive prevalence rate: 67.4%, 2011 Prevalence rate of violence against women: 57% (58% in urban areas and 55% in rural areas), HCP 2019</p>	<p><b>Laws, policies and strategies, institutional mechanisms related to gender equality and women's empowerment (GEWE).</b></p> <p><b>Gender equality legislation:</b> Reforms of the Civil Status Law (2002), Labor Code (2003), Family Code (2004), Criminal Procedure Code (2003), and Moroccan Nationality Code (2007). 2011 Constitution (Articles 19 and 31) Organic Law of 2015 relating to the Budget Law (Art 39 &amp; 48) Organic laws relating to local authorities in 2015 Law No. 103-13 to combat violence against women 2018 Law 14.79 creating the Authority for Parity and the Fight against Discrimination (APALD). The APALD is in the process of being operationalized.</p> <p><b>Policies and strategies :</b> The Government Plan for Equality (ICRAM I 2014-2017, ICRAM II 2017-2021) Strategy for Institutionalizing Gender Equality in the Public Service (SIES) - 2016 Strategy for Institutionalizing Gender Mainstreaming in the Water Sector - 2017 Strategy for Institutionalizing Gender Mainstreaming in Environment and Sustainable Development (SIGEDD), 2018</p> <p><b>Institutional Mechanisms:</b> Inter-ministerial Concertation Network for Gender Equality in the Public Service (RCI) - since 2010 Center of Excellence for Gender Responsive Budgeting - 2013 The National Observatory of Violence against Women - 2014 The National Observatory of the Image of Women in the Media - 2015 The Gender Observatory of the Public Service - 2016</p>