

**UN Women Project**

**Participatory Report on “Monitoring  
and Evaluation of Aid Effectiveness  
from a Gender Perspective”**

**Case of Morocco**

**March 2012**

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## ACRONYMS

AAA	Accra Agenda for Action
ADFM	Democratic Association of Morocco's Women <i>(Association Démocratique des Femmes du Maroc)</i>
AE	Aid Effectiveness
AECID	Spanish Agency for International Development Cooperation
AFD	French development Agency <i>(Agence Française de Développement)</i>
AfDB	African Development Bank
ALMP	Active Labour Market Programme
AMSED	Moroccan Association for Solidarity and Development <i>(Association Marocaine de Solidarité et de Développement)</i>
ATMDAS	Third Millennium Association for Development and Solidarity Action <i>(Association du 3ème Millénaire pour le Développement et l'Action Solidaire)</i>
CIDA	Canadian International Development Agency
CBMS	Country-Based Monitoring System
CSO	Civil Society Organisation
DB	Budget Directorate <i>(Direction du Budget)</i>
DEPF	Directorate of Research and Financial Forecasting <i>(Direction des Etudes et des Prévisions Financières)</i>
EA	Voluntary Forum <i>(Espace Associatif)</i>
ECOSOC	United Nations Economic and Social Council
ESCRs	Economic, Social and Cultural Rights
EU	European Union
FLDDF	Federation of the Democratic League of Women's Rights <i>(Fédération de la Ligue Démocratique des Droits des Femmes)</i>
GE	Gender Equality
GRB	Gender-Responsive Budgeting

GIS	Geographic Information System
GIZ	German Agency for International Cooperation (Formerly GTZ)
GNI	Gross National Income
HCP	High Commission for Planning <i>(Haut Commissariat au Plan)</i>
HDI	Human Development Index
HLF-4	Fourth High-Level Forum on Aid Effectiveness
INDH	National Human Development Initiative <i>(Initiative Nationale de Développement Humain)</i>
IPDF	Initiatives for the Protection of Women's Rights <i>(Initiatives pour la Protection des Droits des Femmes)</i>
LCVF	National Strategy for Combating Violence against Women <i>(Stratégie Nationale de Lutte contre la Violence à l'égard des Femmes)</i>
LF	Budget Act <i>(Loi de Finances)</i>
LOF	Organic Budget Act <i>(Loi Organique des Finances)</i>
MA	Mutual Accountability
MAEC	Ministry of Foreign Affairs and Cooperation <i>(Ministère des Affaires Etrangères et de la Coopération)</i>
MDGs	Millennium Development Goals
MDSFS	Ministry of Social Development, Family and Solidarity <i>(Ministère du Développement Social, de la Famille et de la Solidarité)</i>
MEF	Ministry of Economy and Finance <i>(Ministère de l'Economie et des Finances)</i>
MTEF	Medium-Term Expenditure Framework
NAM	New Aid Modalities
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development

OECD-DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
OM	Optional Module
OMG	Optional Module on Gender
PAF	Performance Assessment Framework
PD	Paris Declaration
PFM	Public Financial Management System
PLF	Budget Bill <i>(Projet de Loi de Finances)</i>
PRSP	Poverty Reduction Strategy Paper
REF	Economic and Social Report <i>(Rapport Economique et Financier)</i>
SDC	Spanish Development Cooperation
SIGMA	Support for Improvement in Governance and Management
SNEES	National Strategy for Gender Equity and Equality <i>(Stratégie Nationale pour l'Équité et l'Égalité entre les Sexes)</i>
TAIEX	Technical Assistance and Information Exchange Instrument
TG	Thematic Group
UAF	Union for Women's Action <i>(Union de l'Action Féminine)</i>
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UN-INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
UNS	United Nations System
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WRNGO	Women's Rights Non-Governmental Organisation



## ACKNOWLEDGEMENTS

The *Participatory Report on the Monitoring and Evaluation of Aid Effectiveness from a Gender Perspective: Case of Morocco* is the result of a collective effort. Our thanks go to the multitude of organisations and individuals who contributed in different ways to this report.

Special thanks are extended to all members of UN Women in Saint Domingue and Rabat for their written and oral contributions in the form of inputs, remarks or suggestions and for their logistical support across all stages of this work. We wish here to especially thank Carolina Del Campo, Project Coordinator, and Leila Rhiwi, North Africa Regional Office Coordinator.

A most sincere thank you to all representatives of key actors for giving up some of their valuable time, for long moments at times, to attend individual interviews, workshops and seminars without which this work would have never been completed.

Our thanks also go to the following representatives of NGOs and WRNGOs: Yassir Ouchen, Said Tbel, Anas Hasnaoui, Aziz Chaker, Houda Bouzit, Fatiha Roumah, Malika Jghima, Amina Kadiri, Fatema El Maghnaoui, Ameziane Nouzha, Chentouf Souad, Said Marzak, and late Belkouh Mohamed. Special thanks are due to Yassir Ouchen of *Espace Associatif*.

Our appreciation is extended to the representatives of key donors supporting gender equality in Morocco, including Ms. Cristina Gutiérrez Hernández, Mr. Vicente Ortega, Mr. Filip De Maesschalck, Mr. Herman Boonen, Ms. Fatima El Kesri, Ms. Sandra Bareyre, Mr. Sefiane Benyahya, Ms. María José Moreno Ruiz, and Mr. Asier Segurola.

Acknowledgement is also due here to the officials of key ministerial departments concerned with this research, namely Ihnach Houssine, Farhat Youness, Saida Drissi, and Akhellaf Ayach.

We also wish to express our gratitude to Mr. Khalil Dafi for his translation services.

## EXECUTIVE SUMMARY

This study is about the monitoring and evaluation of aid effectiveness from a gender perspective in Morocco. It primarily sets out to propose measures to strengthen gender equality and women's empowerment in the process of financing for development, based on the proposals of key actors, particularly NGOs and WRNGOs. To reach this goal, the initiation of policy dialogue among key actors and NGO capacity development are required.

**Part I** of this study starts by identifying key actors. It describes the national context and investigates the role of key actors that are or should be involved in the issue aid effectiveness from a gender perspective in Morocco. This mapping reveals that key conditions for initiating policy dialogue among key actors are met and that a number of challenges remain ahead.

This research also seeks to provide an overview of aid flow trends in Morocco since the endorsement of the Paris Declaration of 2005 (**Part II**) with the aim of delivering arguments and basic policy guidelines for placing gender-responsive aid in the context of debate on aid effectiveness in Morocco.

Data on Official Development Assistance (ODA) are not accurate since they are variously presented as 'disbursements' or 'commitments.' Statistics provided by the Budget Directorate are inadequate for since they:

- Tell us nothing about the share of the grant element as defined by the OECD;<sup>1</sup>
- Give only a broad description of aid distribution by sector (sectoral distribution is not broken down by source of financing);
- Do not break down flows by total ODA, sector budget support and general budget support;
- Ignore flows targeting gender equality (GE);
- Exclude flows originating from Arab countries, the Gulf and China.

Finally, it should be noted that no statistics are available on aid flows directly channelled to NGOs in general and women's rights associations in particular. Moreover, data provided by donors are mostly presented in terms of commitments.

**Part III** aims to investigate whether donors and government promote ownership and mutual accountability mechanisms. The study concludes that:

- There is an enabling institutional environment but there is still room for improvement;
- Mechanisms for the implementation of initiated reforms are yet to be developed and defined;
- The process of evaluation by decision-makers is still in its early stages;
- Transparent and detailed information on aid allocated to the state and NGOs is virtually nonexistent and there is some reluctance to allow access to information;

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<sup>1</sup> A grant element of at least 25 percent

- Only some NGOs are involved upstream in consultations over the preparation of country strategies to take account of their needs, but are not involved in aid monitoring/evaluation;
- There are no transparent frameworks for the assessment of allocated aid with gender equality outcome indicators;
- The accountability principle and transparent aid management are not observed by donors and decision-makers. Accountability tools are thus nonexistent.

**Part IV** seeks to assess the role that CSOs play in monitoring and assessing the impact of aid on gender equality and women's empowerment. Since the Accra Conference on Aid Effectiveness in 2008, NGOs have become essential institutional actors in national and international debate on financing for development.

In Morocco, this debate is only at its early stages. NGOs generally take little interest in this debate despite its centrality to development and financing for development. Typically, NGOs are not involved in issues of financing for development. The only exception is the NGO network *Espace Associatif* which started initiating debate in this respect as early as 2009. There are, nonetheless, promising prospects for larger participation by Moroccan NGOs in debate on aid effectiveness (AE) in general and from a human rights and gender equality perspective in particular (development effectiveness). These prospects are justified, as analysed above, by the great strides made (Rabat declarations issued by CSOs and the inception of a group of reflection on networking), especially with the organisation of activities under the UN Women project in partnership with *Espace Associatif*.

**Part V** expands on the idea that new aid modalities (NAMs) are not neutral from a social or gender perspective, and tries to think up new forms of intervention to address the risks involved in the cross-cutting approach. This consists in mainstreaming gender across all stages of the policy- and programme-making cycle: from problem analysis, monitoring and evaluation through priority setting, budgeting and implementation. The implications of implementing NAMs for NGOs and WRNGOs in Morocco mainly relate to fears and risks with respect to:

- Decline in their resources, especially that funding targeting GE is mainly provided by donors;
- Recognition of their role as key development actors.

To address these risks, NGOs in general and WRNGOs in particular have put forward several concrete proposals to ensure that NAMs support GE.

Based on findings from this research, several recommendations are addressed to decision-makers, donors and NGOs to help ensure that not only gender equality and women's empowerment are considered in the process of financing for development in Morocco, but that the Paris Declaration (PD) and the Accra Agenda for Action (AAA) are also implemented. Key recommendations concern capacity building for NGOs, their recognition as a key development actors in the realisation of their rights (right to information, funding, etc), the implementation of conditions for the application of the principles of ownership and mutual accountability (MA) (preparation of a national development policy, reporting on aid flows by sector and GE, etc) and the establishment of a network of NGOs and WRNGOs to work on AE/development effectiveness.

## INTRODUCTION

### 1. Background and purpose

The 2002 International Conference on Financing for Development in Monterrey, the 2005 Paris Declaration, the 2008 Accra Forum, and the 2011 Tunis Consensus for African Countries raised the issue of effectiveness of aid to developing countries and stressed the need for discussions and engagement among all stakeholders: **donors, governments and civil society organisations.**

However, commitments made at these international events did not give much importance to aid from a gender perspective. Opening **dialogue on aid effectiveness from a gender perspective among actors involved in aid and GE has proved essential to make proposals and recommendations in this debate.**

In Morocco, reflection on aid effectiveness is still at its early stages, and research on this issue is practically nonexistent, particularly that addressing the impact of aid on gender equality.

In this context, UN Women plans to develop studies, research, capacity building and policy dialogue on international commitments with respect to financing for development from a gender perspective.

**UN Women (formerly INSTRAW) thus planned to carry out a research study on the “Monitoring and Evaluation of Aid Effectiveness from a Gender Perspective”** in December 2010 with financial assistance from the Spanish Agency for International Development Cooperation (MAEC).

The project is currently executed in six countries including Morocco (Cambodia, Mozambique, Vietnam, Peru, Guatemala and Morocco). The purpose is to propose measures to strengthen gender equality and women’s empowerment in the process of financing for development. To this end, UN Women has developed a participatory methodology consisting of 7 research steps.<sup>2</sup>

The main objective is to propose measures to strengthen gender equality and women’s empowerment in the financing for development process in Morocco on the basis of proposals made by actors, mostly NGOs and WRNGOs.<sup>3</sup>

In Morocco’s context, this research specifically aims to:

- Identify key actors;
- Try to assess the evolution of aid flow allocations from a gender perspective;
- Analyse efforts made by the government and donors to meet international commitments on AE and GE;
- Analyse efforts made by NGOs and WRNGOs in Morocco to hold the government and donors to account over these commitments as well as their role in the monitoring/control of this aid.

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<sup>2</sup> UN Women: *Methodology for Country Studies on Aid Effectiveness from a Gender Perspective*, January 2011

<sup>3</sup> UN Women: *TORs for Morocco Study*, March 2011

The key outcomes expected from this study are:

- Sensitise all actors about the problem of aid effectiveness from a gender perspective, particularly NGOs and WRNGOs;
- Open and initiate policy dialogue among NGOs, decision-makers and donors in this respect;
- Contribute to capacity development for civil society representatives so that they can hold their governments and donors to account over aid from a gender perspective;
- Make recommendations to the government, donors and NGOs in Morocco to provide substantial and effective aid in support of GE;
- Communicate and share all findings of this research with stakeholders.

## **2. Research methods**

To achieve these results, we used:

### **2.1 A participatory, progressive and flexible approach to complete the seven stages of the study**

The methodology spanned seven steps as indicated in the joint methodology report for the six pilot countries selected to conduct the same study, though in non-successive stages.

#### **Review of the 7 steps:**

- Step 1:** Compile and exploit existing studies and debate on aid effectiveness from a gender perspective at international and country levels;
- Step 2:** Identify main actors involved in the monitoring/evaluation of aid effectiveness and gender equality (national governments, donors, civil society, Parliament, academia, etc);
- Step 3:** Appraise the evolution of aid flows and the share of GE in these flows;
- Step 4:** Analyse and assess the implementation of ownership and mutual accountability mechanisms prior to the monitoring/evaluation of aid effectiveness from a gender perspective;
- Step 5:** Assess the role of NGOs and WRNGOs in the AE agenda and in the monitoring/evaluation of the impact of aid on gender equality and women's empowerment
- Step 6:** New aid modalities and implications for gender equality;
- Step 7:** Elaborate recommendations to propose mechanisms to strengthen gender equality and women's empowerment in the financing process.

### **2.2 A methodology based on the following main tools:**

- Questions linked to the 7 steps;
- Documents and links sent by UN Women;
- Websites of actors at country and international levels;
- OECD website and its links;
- Interviews with key donors, decision-makers, and NGOs/WRNGOs that are or may be involved in the AE debate, with the help of interview guides;<sup>4</sup>

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<sup>4</sup> See Interview Guides in Annexes

- Focus groups convened at workshops with NGOs/WRNGOs;
- Existing relevant literature at international and country levels;
- Documents/reports supplied by actors (country strategies, studies, activity reports, etc).

It was essential to reflect on the concepts to be used for the purpose of conducting this study before its commencement.

### 3. Definition of useful concepts

#### The concept of Official Development Assistance (ODA):

This study adopts the definition laid down by the OECD Development Assistance Committee (DAC). ODA refers to “those flows to countries and territories on the DAC List of ODA Recipients (developing countries) and to multilateral development institutions which are:

- i. provided by official agencies, including state and local governments, or by their executive agencies ; and
- ii. each transaction of which:
  - is administered with the promotion of the economic development and welfare of developing countries as its main objective; and
  - is concessional in character and conveys a grant element of at least 25 per cent (calculated at a rate of discount of 10 per cent).”

It should be noted that this ODA is the one that appears on state budgets and that the OECD uses for assessment purposes. However, it excludes grants that donors directly channel to NGOs.

#### The concept of gender:

In its ordinary sense, gender refers to relations between men and women. It relates to socially constructed roles and ensuing gender disparities. Analysis of policies from a gender perspective consists in identifying disparities and gaps between men and women. The purpose is to effectively address discrimination against women and reduce existing disparities so as to restore gender balance. In Morocco, the tendency in practice is to focus analysis on women’s advancement and reducing gaps without effectively considering social relations between men and women or the cross-cutting dimension.

**Aid effectiveness from a gender perspective entails that funds allocated to GE should have an effective impact on all gender inequality indicators.**

#### The concept of Aid Effectiveness/Development Effectiveness

Aid effectiveness may be defined as the extent to which aid resources produce lasting positive outcomes for the poorest sections of society.

So far, donors and governments tend to focus on matters concerning aid supply and management. CSOs consider that a broader approach to aid effectiveness is required. This

approach would assign greater importance to the impact of aid on the rights of the poor and the marginalised. CSOs seek to deepen and expand reform on aid effectiveness and demand shifting the focus of debate to development effectiveness.<sup>5</sup>

**4. National context**

**4.1 Political and socioeconomic context**

Morocco is located in the north-west of Africa. It is bordered by the Strait of Gibraltar and the Mediterranean Sea to the north, Mauritania to the south, Algeria to the east and the Atlantic Ocean to the west. The Moroccan coastline spans 3500km.

“Morocco is a constitutional, democratic, parliamentary and social monarchy. The constitutional system of the Kingdom is predicated on the separation and balance of and collaboration among all powers as well as on citizen and participatory democracy, the principles of good governance and the relationship between responsibility and accountability.”<sup>6</sup> Rabat is the capital of the Kingdom.

The Kingdom consists of sixteen regions. The largest region is that of Casablanca with more than 3.6 million people out of a total population of 31.5 million. The rate of urbanisation was 57.3% in 2009 compared to 29.2% in 1960.

**Economically**, Morocco has pursued institutional, legal and regulatory reforms to strengthen economic liberalisation and global market integration. These reforms have been helped with the design of development plans in sectors considered of strategic importance: *Plan Maroc Vert* in agriculture, *Plan Azur* in tourism, *Plan Emergence* in industry, *Plan Halieutis* in fisheries, and *Plan Rawaj* in foreign trade.

From 1998 to 2009, the annual average growth rate stood at 4.4% compared to 2.2% in the 1990s (see table below).

**In respect of progress towards achieving MDGs, the government and CSOs give varying assessments.**

According to UNDP reports, HD indicators show that<sup>7</sup> Morocco was ranked 130th in the 2011 Human Development Index (HDI) out of 183 countries. There has been no appreciable improvement in the country’s HDI ranking since the 2000s. Morocco places 104th out of 169 countries in the Gender Inequality Index<sup>8</sup> with a score of 0.510 behind a number of middle-income countries.

	2000	2005	2010	2011
<b>HDI</b>	0.552	0.575	0.579	0.582

<sup>5</sup> De Toma, Costanza with the contribution Rose Wanjiru: *Outreach Toolkit on the Open Forum for CSO Development Effectiveness*, September 2009

<sup>6</sup> Constitution of 2011, Article 1, paragraph 1

<sup>7</sup> UNDP: Human Development Report 2011

<sup>8</sup> The Gender Equality Index is a composite measure reflecting loss in human development achievements in three dimensions (reproductive health, empowerment and the labour market) due to inequality between women and men

**According to the MDG Report of the High Commission for Planning (HCP)**<sup>9</sup> (see table on the evolution of socioeconomic indicators), “with six years remaining before the 2015 deadline, Morocco’s performance both in economic and human development terms predisposes the country to be among countries that are in a position to achieve MDGs by this date. Five out of the first seven goals are “probably” achievable while the attainment of the two others is “likely.” HCP also considers that conditions for attaining MDGs are “largely favourable” for 6 out of 8 MDGs.

According to the same report, inequalities levelled off in Morocco after widening in the years prior to 2000. This trend, together with the geographic targeting of public resources (example of INDH), caused the relative poverty rate to drop from 16.3% in 1998 to 9% in 2007. The unemployment rate fell from 13.8% in 1999 to 9.1% in 2009, to the advantage of youth aged 25 to 34 as well as degree holders. It remains high, though, among certain categories of the active population, particularly higher education graduates. By sex, decline in the unemployment rate was more pronounced within the active male population, moving down from 14.1% to 9%. For the active female population, the unemployment rate stood at 9.5% in 2009 compared to 13.2% in 1999.

**According to the Civil Society Report on MDGs**, “statistics of the High Commission for Planning (HCP) are difficult to dispute when the quantitative indicators formulated to monitor progress towards MDGs are applied to the letter. However, reality and the wretched living conditions of large sections of the population are also facts that cannot be denied.”<sup>10</sup>

CSOs reason that, though the government’s report on MDGs “technically complies with UN requirements, it caused frustration in civil society, not only because it was not involved in its preparation, but also because the techno-centric and quantitativist methodology arguing in terms of abstract country averages at odds with reality is unfruitful and does not encourage debate.”

The key questions raised by CSOs are as follows:

- The adopted concept of monetary poverty does not consider the multi-faceted regional and local reality of poverty, and the thresholds adopted may not apply in the case of Morocco, a middle-income country;
- Country averages always veil gaping geographical disparities, differences among categories, and gender inequalities. Surveys and the first poverty map developed by the HCP and the World Bank indicate, *inter alia*, that 50% of rural areas have a poverty rate above 20%. This rate is today 3 times higher in the countryside than in urban centres whereas this ratio was 1.4 in 1960 and 2 in 1985.
- In respect of education, quantitative results seem to be well on track. But these are only quantitative indicators. Qualitative results are a matter of great concern.
- Real access by rural communities to basic infrastructure services is not measured.
- Regarding GE, though progress has been recorded on the legal front, inadequacies in respect of law enforcement remain including shortfalls in further training intended for the judiciary; inadequate services available to family courts; and absence of structures and mechanisms for a sound and rigorous implementation of Family Code provisions.

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<sup>9</sup> HCP: MDG Report 2009

<sup>10</sup> Espace Associatif: *Rapport de la société civile sur les OMD, 10 ans après où en sommes-nous dans la réalisation des OMD?* Report prepared by Aziz Chaker, December 2010



**Table I: Economic Indicators**

Indicators	Values	Reference Year
GDP per capita in US\$	1099	1990
	2811	2009
Annual per capita GDP growth rate (volume)	1.1	1990-1999
	3.6	2000-2009
Investment rate (as percentage of GDP)	22.1	1990-1999
	29.4	2000-2009
Public spending on education (as a percent of GDP)	5.3	1990
	6.4	2009
Public spending on health (as a percent of GDP)	0.9	1990
	1.3	2009
Outstanding external government debt (as a percent of GDP)	79	1990
	14	2009

Source: MDG Report 2009

**Table II: Demographic and Socioeconomic Indicators**

Indicators	Values	Reference Year
Population (in millions)	26.1	2004
	31.5	2009
Percentage of the population under the age of 15	37.0	1994
	28.0	2009
Average annual population growth rate	1.75	1994
	1.1	2009
Urbanisation rate (%)	51.5	1994
	57.3	2009
Life expectancy at birth (years)	67.9	1994
	72.9	2009
Total fertility rate (births per woman)	3.28	1994
	2.36+	2008

Indicators	Values	Reference Year
Percentage of households with access to potable water		2009
- National	76.5	
- Urban	96.2	
- Rural	43.4	
Percentage of households with access to electricity		2009
- National	92.4	
- Urban	97.4	
- Rural	83.9	
Infant mortality rate (per 1,000 live births)	57	1987-1991
	32.2+	2008-2009
Maternal mortality rate (per 100,000 live births)	332	1985-1991
	132+	2004-2009
Number of inhabitants per doctor	2933	1994
	1611	2008

Sources: Ministry of Health and High Commission for Planning; (+) END 2009-2010 Provisional results of 1st passage.

## 4.2 The gender equality context

### Institutional framework:

Internationally, Morocco adheres to key international commitments on aid effectiveness and gender equality. These include commitments on achieving MDGs, the Paris Declaration, the Accra Agenda, the Tunis Consensus, the ratification of CEDAW with the lifting of reservations over some articles and the endorsement of the optional protocol on 18 April 2011.

Domestically, Morocco approved in July 2011 a new Constitution that allows NGOs to contribute to formulate, implement and assess “decisions and projects of elected institutions and public authorities.” It also guarantees equality to a certain extent between men and women in all rights.<sup>11</sup> Related regulatory statutes and enforcement mechanisms are yet to be developed.

Over the last decade, a series of legal (Family Code, Labour Code, etc), economic (a new Organic Budget Act is under preparation, results-oriented budget reform, etc) and social (INDH, new law on social protection, etc) reforms have been undertaken, contributing to improved conditions for reflection on aid effectiveness from a gender perspective, as it will be shown later.

<sup>11</sup> Constitution of Morocco, Articles 12, 19 and 20. Available from: <http://www.maroc.ma>

Public policies targeting gender equality demonstrate a political willingness to address inequalities: the National Strategy for Gender Equity and Equality (SNEES); sectoral strategies in 4 key ministerial departments (Ministry of Modernisation of Public Services, Ministry of Communication, Ministry of National Education, and Ministry of Employment and Vocational Training), and the 2011-2015 Government Agenda for Gender Equality, coordinated by the Ministry of Social Development, Family and Solidarity in consultation with 25 ministerial departments. The agenda comprises 100 measures and largely relies on a European Union grant for its implementation.

The project of considering gender in the process of results-based budget reform, known as Gender-Responsive Budgeting (GRB), was initiated in 2004. MEF is responsible for its implementation with support from UN Women. This project has enabled considerable progress in the formulation, monitoring and assessment of public policies from a gender perspective and in the ownership of the gender approach by key decision-makers. The decision to test the Optional Module on Gender (OMG) complementing the OECD-led 2011 Survey on Monitoring the Paris Declaration comes in this context.

The ongoing development of the Geographic Information System (GIS) will assist with the identification of all on- and off-budget aid flows.

New practices pursued by the state which increasingly tend to approach associations in its anti-poverty and gender equality policy mark the beginning of an approach based on partnership.

Despite all these institutional, legal, political and social reforms, conducted for about a decade now, inequalities between men and women in Morocco persist and progress has been slow, if not absent.

### **Gender inequalities:**

The focus will be on four major socioeconomic indicators<sup>12</sup> and two indicators of access to decision-making:

**Improvement in the literacy rate** remains very low if compared to the targets set out by the public authorities (illiteracy eradication by 2015). More than half of women and girls were illiterate in 2009 in Morocco (50.8% compared to 28.1% for men), which largely accounts for its ranking (among the last) in human development indicators.

**Regarding school enrolment of girls**, data relating to rural areas are significant. Great efforts were made and gaps between girls and boys saw a net decline in both primary and pre-secondary education: primary net enrolment rates for pupils in the age group of 6 to 11 went up from 22.5% to 87.9% over the 1991-2009 period. Yet, pre-secondary enrolment rates in rural areas remained very low, which indicates that drop-outs remain a serious problem: the pre-secondary enrolment rate in rural areas (12-14 years) grew from 1.1% (3.4% for boys) to 16.2% (22.5% for boys) over the same period, and the gap between boys and girls widened from only 2 in 1991 to 6.3 in 2009 (see table below).

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<sup>12</sup> Lamrani, Nouzha: *Les inégalités Hommes Femmes: des inégalités sociales construites*. Paper for AMSE Symposium titled *Quand les inégalités deviennent elles insoutenables?* (11-12 June 2010)

## Literacy Rate for Population Aged 10 Years and Over

Years	Total	Men	Women	Gap
1982	45.3	60.5	31.7	29
2007	58.8	70.6	<b>47.4</b>	23
2009	60.3	71.9	<b>49.2</b>	22.7

Source: MDG Reports 2007 and 2009

## Primary Net Enrolment Rate for 6-11 Year-olds in Rural Areas

	1991		2009	
	Boys	Girls	Boys	Girls
	48.8	22.5	93.2	87.9
Gap	<b>26.3</b>		<b>5.3</b>	

Source: MDG Report 2009

## Pre-secondary and Secondary Enrolment Rate for 12-14 Year-olds in Rural Areas

	Boys	Girls	Gap
1991	3.4	1.1	<b>2</b>
2009	22.5	16.2	<b>6.3</b>

Source: MDG Report 2009

**The net activity rate of women** has been in decline since 1999: from 30.3% in 1999, it dropped to 25.8% in 2009 compared to 79.3% for men. The feminisation rate of the active population also dropped from 29.2 to 26.7% over the period 1999-2009.

Across Morocco, the most important status for women remains that of “family workers,” with a concentration in rural areas. The percentage of women and girls with a paid job in 2009 reached 48.5%; that is a decline of only 6.4% over 10 years. There was even a slight deterioration of the gap between men and women.

**Female unemployment rates** were higher than those for males in 2009 (19.8% compared to 13.8%) as was the case in 1986 (20.4% and 15.5%), especially among active degree holders. Gaps between women and men over almost a quarter of a century are rather large (ranging from 6.5 to 7.7 points) and tend to widen.

**Women's access to decision-making positions** and to the political sphere remains low: the number of women ministers rose from four in 1993 to seven in 2007 and five in 2009; that is 15% of all government members. They are also represented in the diplomatic profession where 10 women are currently serving as ambassadors. In Parliament, their participation expanded from 0.7% to 10.5% in the 1997 to 2007 period after the introduction of positive discrimination measures. The percentage of women who ran in the parliamentary elections of 25 November 2011 is below 10%.

This situation shows that a lot of efforts remain to be undertaken for Moroccan women and girls to strengthen their autonomy and enjoy the same rights and opportunities as men. Substantial internal and external resources must be mobilised and used effectively to tackle this situation and contribute to the implementation of gender-related public policies already in place.

Are specific internal and external resources mobilised in Morocco to fund GE? How are these resources allocated? Are they measurable? What can be done to make GE a priority in public resources including ODA? What conditions are needed to ensure that resources are effectively mobilised and utilised to directly impact on gender disparities?

This research will demonstrate that not all information is available to bring answers to these questions. However, investigation during this study allowed answering these questions in part. It includes an analysis of the state of play in the implementation of Morocco's international commitments on AE and GE, and initiation to reflection/debate on this matter. It also includes recommendations to propose measures for strengthening gender equality and women's empowerment in the country's financing for development process based on proposals made by actors, mainly NGOs and WRNGOs.

For this purpose, this research is arranged in 6 parts:

- **Part I:** Mapping of actors
- **Part II:** Attempt at assessing the evolution of aid flows targeting gender equality
- **Part III:** Accountability mechanisms and efforts by actors with respect to aid effectiveness from a gender perspective
- **Part IV:** Role of Moroccan NGOs and WRNGOs in the AE agenda
- **Part V:** Strategic entry-points and tools to evaluate and improve gender equality results (NAM opportunities, entry points and obstacles)
- **Part VI:** Conclusions and recommendations

## PART I: MAPPING OF KEY ACTORS<sup>13</sup>

As stated earlier, mapping will be done through the following five key items:

- Literature review
- National context
- Evolution of aid flows and evaluation of the effectiveness of aid targeting gender
- Identification of key actors
- Conclusions and key challenges

### 1. Literature review

This research starts by outlining concepts related to aid and gender. It provides a review of research previously undertaken on this topic. On an academic level, relevant university studies are almost nonexistent and when they address official development assistance, they tend to focus on macroeconomic aspects such as ODA and growth.

A study on the potential of the Advanced Status and proposals for its development<sup>14</sup> shows that funds earmarked for regional programmes give precedence to an East-West distribution in favour of the East.

Despite a dearth of research specifically focused on the topic, a few teachings on aid effectiveness may be drawn from the following donor-commissioned studies:

- *Integrating Gender-Responsive Budgeting into the Aid Effectiveness Agenda, Morocco Country Report: Kingdom of Morocco*<sup>15</sup> with UN Women support;
- ***Attempt at Costing the Implementation of Engendered MDGs supported by UNIFEM (now UN Women) on behalf of MEF;***
- Study on aligning Belgian direct bilateral cooperation in Morocco;<sup>16</sup>
- Methodology for the Effective Inclusion of Cross-Cutting Themes;<sup>17</sup>
- *Workshop Report on Mainstreaming Gender in Belgian-Moroccan Cooperation;*<sup>18</sup>
- Ongoing research conducted by the executing agency BTC on gender-awareness in two prioritised cooperation sectors: agriculture and water.<sup>19</sup>

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<sup>13</sup> Lamrani, Nouzha, Said Tounsi and Houria Alami: *Projet ONU Femmes 2011 sur le suivi-évaluation de l'efficacité de l'aide dans une perspective genre: cartographie des acteurs, cas du Maroc*, 2011.

<sup>14</sup> Jaidi, Larabi and Iván Martín: *Comment faire avancer le statut avancé UE-Maroc?* IEMED, March 2010.

<sup>15</sup> UNIFEM - Nalini Burn: *Integrating Gender-Responsive Budgeting into the Aid Effectiveness Agenda. Ten-country overview report: Kingdom of Morocco*, 2008

<sup>16</sup> Belgian Embassy: *Alignment of Belgium's Direct Bilateral Cooperation in Morocco*. Study No. 09-10/FDM commissioned by the Development Cooperation Directorate General. ACE Europe Evaluation Report, May 2010.

<sup>17</sup> Belgian Embassy: *Methodology for the Effective Inclusion of Cross-Cutting Themes*. Indicative Cooperation Programme for Morocco 2010-2013

<sup>18</sup> Belgian Embassy: "Mainstreaming Gender in ICP 2010-2001", report prepared by Youssef Belal (consultant) on a workshop held by Belgian-Moroccan Development Cooperation, 22 October 2009.

<sup>19</sup> Interview with the representatives of the Belgian Development Cooperation

## 2. National context:

The second section looks at the national context characterised by Morocco's endorsement<sup>20</sup> of key international commitments on aid effectiveness and gender equality. It also highlights progress made at the country level with the approval of a new Constitution in July 2011. This new fundamental law enables NGOs to participate in the development, implementation and evaluation of public policies, and guarantees, to a certain extent, equality between men and women in all rights.

As far as GE is concerned, the Moroccan state has tied the issue of gender equality to development and poverty reduction. In this context, it has taken a series of steps in support of gender and improved the country's sex-aggregated data. It has also undertaken to earmark part of its budget to gender (GRB) and elected to complete the OECD Optional Module on Gender (OMG) to help assess the effectiveness of development aid. A review of the state of gender equality shows significant progress, which in turn reflects a political willingness to take ownership of commitments made on gender equality.

To ensure the effectiveness of its political choices and strategies, the state has prepared two documents outlining key policies in terms of equality based on a large number of indicators. These policies require considerable funding and include:

- The National Strategy for Gender Equality and Equity through Gender Mainstreaming in Development Policies and Programmes (SNEES)
- The Equality Agenda 2011-2015 which sets the framework for the country's priorities in gender equality. It targets the achievement of Millennium Development Goals (MDGs) by 2015 and the implementation of international conventions, including the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action.

These policies are of a cross-cutting nature but are today mostly conducted in a sectoral manner as is evident from the highly nuanced replies to the 2011 OECD survey.

Regarding support structures, gender focal points were set up in several ministerial departments as early as 1998.

In all relevant departments, gender focal points have been able to contribute to improved visibility on discrimination against women and gender disparities in civil service. However, the impact and performance of focal points and steering committees are limited because:

- They are not recognised at the organisational level and, hence, may not influence policies;
- The gender approach is still little known, which raises the issue of training for members of the gender focal points;
- They have no recognised administrative status: In addition to the discharge of duties for which they were originally appointed, civil servants are also required to carry out work linked to steering committees which lack statutory recognition;
- As a result, projects originating in these committees are often considered on the sidelines of routine administrative functions and hence unlikely to be recognised, approved and implemented by other units and all civil servants.

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<sup>20</sup> See *Rapport participatif sur le suivi-évaluation de l'efficacité de l'aide dans une perspective genre*.

- Their legitimacy partly depends on the conviction of decision-makers in department concerned.

### 3. Trends in aid flows and aid effectiveness

Depending on the year, ODA in Morocco hovers around 1% of the Gross National Income (GNI). It only accounts for 6% of the state budget.<sup>21</sup>

Morocco's top ten ODA donors (2009-2010 average) are France, EU, Spain, Japan, AFESC (Arab Fund for Economic and Social Development), Germany, US, Kuwait, Belgium and the United Arab Emirates.

France, Morocco's largest donor, does not specifically support GE and, hence, does not count among key donors for GE.

For the year 2009-10, key donors known for funding GE, except Canada, were among the ten key donors.

In the new aid architecture, Morocco, which voluntarily elected to submit to the aid effectiveness criteria, saw remarkable progress from one survey to another. More than 50% of indicators completed by the Moroccan authorities in the 2011 OECD survey met 2010 objectives/targets.<sup>22</sup>

Regarding the criteria of ownership and managing for results, Morocco was not assessed under the 2011 OECD survey.

Aid allocated to Morocco appears to be relatively well aligned on country priorities. The satisfactory reliability of country systems encourages donors to use them and limits recourse to parallel implementation structures. This is what emerges from data developed by the Budget Directorate on the occasion of the 2011 survey. Aid reported in the 2010 budget accounts for 98% of aid disbursed to the public sector.<sup>23</sup>

Despite an identified discrepancy of US\$200 million justified by differences in calculation methods, predictability was up 10 percentage points, from 68% in 2007 to 78% in 2010 against an objective/target of 71%. However, aid appears inadequately predictable and efforts to enhance the operations of procurement systems must be sustained.

Regarding harmonisation, this criterion was assessed under the 2008 OECD survey.<sup>24</sup> According to this survey, an examination of indicator 9 which measures the percentage of aid disbursed to the public sector in the context of programme-based approaches (PBAs) shows that around 70% of aid to the public sector were delivered as PBAs; that is, four percentage points above the 2010 objective/target set out for this indicator.

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<sup>21</sup> Chafiki, M.: *Intégrer la Budgétisation sensible au Genre dans l'Agenda de l'Efficacité de l'Aide* (Rabat, DEPF, 8 May 2009)

<sup>22</sup> Farhat Y.: *Enquête 2011 de suivi de la mise en œuvre de la Déclaration de Paris*, MEF, 9 June 2011

<sup>23</sup> *Idem*: *Présentation des résultats de l'enquête 2011 sur l'efficacité de l'aide*

<sup>24</sup> OECD: *2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010*



The same survey reveals, however, low 2010 scores<sup>25</sup> for 10a<sup>26</sup> and 10b<sup>27</sup> indicators. Judging from more recent data arising from the statement of the Budget Directorate representative at the meeting held on 9 June 2011, indicators 10a and 10b remain far below objectives/targets.

For its part, the World Bank acknowledges progress in this area and maintains that donors increasingly recognise their respective areas of comparative advantage.<sup>28</sup> The Budget Directorate of the Ministry of Economy and Finance (MEF)<sup>29</sup> also recognises that donors increasingly consult each other and coordinate their interventions to fund projects in Morocco.<sup>30</sup>

According to the 2008 OECD survey,<sup>31</sup> the mechanism of mutual accountability (MA) is still nonexistent in Morocco. This observation is confirmed by decision-makers who recognise that “the concept of mutual evaluation of various stakeholders is still at its early stages in Morocco and this tool should be strengthened and institutionalised so that this practice becomes systematic during development programme assessments involving several stakeholders (donors, country agencies and civil society).”<sup>32</sup> It is essential to note, though, the regularity of assessments regarding Morocco’s progress towards achieving MDGs and mid-term reviews of the country’s GRB programme. In the same vein, a pilot survey was conducted at commune-level for the introduction of a gender-responsive Community-Based Monitoring System (CBMS).<sup>33</sup> Finally, a study was carried out<sup>34</sup> to estimate the cost of achieving engendered Millennium Development Goals in Morocco to identify efforts that remain to be made to reach objectives set.

## **4. Identification of key actors**

### **4.1 Identification of key decision-makers**

In the actor mapping process, decision-makers hold a prominent position in view of their involvement in the preparation of gender-aware development strategies, the mobilisation of foreign funding, as well as monitoring and evaluation. Key decision-makers are:

- Ministry of Economy and Finance (MEF)
- Ministry of Foreign Affairs and Cooperation (MAEC)
- Ministry of Social Development, Family and Solidarity
- High Commission for Planning (HCP)

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<sup>25</sup> The proportion of coordinated donor missions was only 14%. The proportion of joint country analytical works did not exceed 25%

<sup>26</sup> Measures the proportion of joint country missions

<sup>27</sup> Proportion of country analytical work conducted jointly or leading to coordination

<sup>28</sup> World Bank: *Country Partnership Strategy for the Kingdom of Morocco for the Period 2010- 2013*. Report No. 50316-MA, January 2010

<sup>29</sup> MEF (DB): Activity Report 2009

<sup>30</sup> Such was recently the case for support to the emergency plan of the education sector, which received coordinated funding from five donors funds, amounting to €477.2 million as follows: EU (€108 million), EIB (€200 million), AFD (€50 million), AfDB (€75 million) and IBRD (€44.2 million: loan committed in 2010)

<sup>31</sup> OECD: *2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010*

<sup>32</sup> Optional Module 2011

<sup>33</sup> DEPF and UNIFEM: *Projet CBMS - Maroc 2006-2007* (October 2007). See [http://www.pep-net.org/fileadmin/medias/pdf/files\\_events/Morocco\\_Paper1.pdf](http://www.pep-net.org/fileadmin/medias/pdf/files_events/Morocco_Paper1.pdf). CBMS was set up in the municipality of Essaouira and the rural commune of Bouabout.

<sup>34</sup> DEPF and UNIFEM: *Essai d'estimation de coût de mise en œuvre des OMD gendérisés au Maroc*, December 2007

- Parliament

## 4.2 Identification of key donors supporting gender equality

The following are the two groups of donors which will be considered with respect to funding for gender equality:

- Those which contribute financial support: The five key donors known for their financial support and with which working meetings were held are: Spanish Development Cooperation (AECID and EU); Belgian Development Cooperation; Canadian Development Cooperation (CIDA); German Development Cooperation (GIZ) (see Annex, Guide to Interviews with Donors and List of Persons Contacted);
- Those which only provide technical support: Key donors which contribute technical support and with which working meetings were held are part of the UNS (UN Women and UNDP).

Based on certain quantitative indicators for these five years<sup>35</sup> and interviews conducted with donors known for supporting GE, the five key donors identified as promoting GE are: Spanish Development Cooperation (AECID and EU), Belgian Development Cooperation, Canadian Development Cooperation (CIDA), and German Development Cooperation (GIZ).

AECID contributed US\$8,400,000 under the Tamkin Programme (2008-2011/2012). In this period, the amount expressed in Euros is close to 16 million, 37.5% of which are earmarked for Tamkin while the rest is allocated to NGOs<sup>36</sup>.

The contribution of CIDA to gender mainly concerned the Gender Equality Support Fund – Phase II (2005-2011) with an amount of around US\$4,321,500.<sup>37</sup>

Belgian Development Cooperation allocated €8,000,000 to gender, the environment and children's rights.<sup>38</sup>

Under its National Indicative Programme (NIP) for 2011-2013, the EU scheduled €35 million, including six millions earmarked for 19 projects initiated by civil society associations for the promotion of human rights in general and women rights in particular.

GTZ (now GIZ) mostly contributes technical support. Since 2003, it has mostly focused on mainstreaming gender in Morocco's economic and social development policies in collaboration with MDSFS.<sup>39</sup>

This research sought to examine, for each donor, GE-targeted funding, adopted strategies, coordination among donors and with other actors, and assessment frameworks.

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<sup>35</sup> To be specified in the chapter on aid flows for GE, Study Report

<sup>36</sup> See chapter on trends in aid flows targeting GE (*rapport participatif*)

<sup>37</sup> *Idem*

<sup>38</sup> *Idem*

<sup>39</sup> *Idem*

### 4.3 Identification of key development and women's networks and NGOs

In view of the large number of associations operating in the fields of development and women rights<sup>40</sup> and for purposes of conducting this research and ensuring effectiveness, the following NGOs have been selected to be part of this study:

- *Espace Associatif* (EA);
- *Fédération de la Ligue Démocratique des Droits de la Femme* (FLDDF);
- *Association 3ème Millénaire pour le Développement et l'Action Associative dans le Sud-Est* (ATMDAS);
- *Association Marocaine de Solidarité et de Développement* (AMSED) as a national development NGO that includes gender among its objectives;
- *Association Démocratique des Femmes du Maroc* (ADFM);
- *Union de l'Action Féminine* (UAF);
- *Jossour* in Rabat;
- *Amal, Femmes en Mouvement*;
- *Initiatives pour la Protection des Droits de la Femme* (IPDF);
- *Association Ennakhil pour la Femme et l'Enfant*;
- *Association Chaml*.

The first 3 associations were responsible for organising the national consultation<sup>41</sup> held as part of the Asia-MENA Open Forum<sup>42</sup> on CSO Development Effectiveness.

It should be noted that these associations reflect a certain level of diversity in views arising from the fact that EA is an NGO network, ATMDAS is an NGO dedicated to regional development while FLDDF is a feminist association.

Other associations were also targeted because, though they did host activities on aid in general and aid from a gender perspective in particular, they are capable of engaging in debate on development aid, conduct reflections on aid effectiveness from a gender perspective, and fulfil their role as policy dialogue actors.

In the Moroccan voluntary sector, debate on the effectiveness of development aid in general and from a gender perspective in particular is currently very limited, as evidenced by lack of existing literature addressing these issues.

Reflection on this topic only started when meetings were initiated as a follow-up to the Paris Declaration and Accra Agenda in the lead-up to the Busan meeting of November 2011 (4th High-Level Forum on Aid Effectiveness in Busan, Korea).

Overall,

- The issue of development aid has so far led to little debate as the majority of NGOs, including women's associations, continue to conduct their relations with donors in an individual and often competitive manner.
- The reflection process is only at its early stages. It mostly deals with general aid aspects and barely looks at those linked to gender, as demonstrated by the

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<sup>40</sup> The names of a large number of associations mention the rights of women to development and a range of qualifiers such as "sustainable," "social," "human," "local," "rural," and "agricultural."

<sup>41</sup> A national consultation on the development effectiveness of CSOs (Civil Society Organisations) held in Rabat on 21-22 October 2011

<sup>42</sup> Asia-Pacific Research Network: *Asian and North Africa Consolidated Consultation Outcomes Report of the Open Forum for CSO Development Effectiveness*, September 2010

outcomes of the national consultation and the findings of MDG reports, the only documents produced by CSOs to date on development aid. The issue of aid evaluation from a gender perspective captures little attention.

- The women's sector is poorly engaged in the debate. This is evidenced by their little understanding of the issue, nonexistent activities related to this theme, and the low number of women's associations that took part in the 2011 OECD survey. Only ADFM, IPDF and the *Anaruz Réseau National des Centres d'Ecoute des Femmes Victimes de Violence* filled out the survey form.
- Despite these shortcomings, all documents and interviews show that the voluntary sector wants to be further involved in all stages of the policy cycle (from the preparation of public policies to participation in development aid allocation processes and decisions).
- MGD reports, the country consultation, and interviews conducted with associations highlighted the need for putting a consultative and follow-up mechanism in place.
- In all reports, accountability is a major claim.

Based on these observations, **the main challenges identified by OSCs** concern:

- Development effectiveness which must be the core objective of any evaluation of development aid effectiveness;
- Right to information on development aid in general and from a gender perspective in particular;
- Need to expand information on new aid modalities in general, aid from a gender perspective in particular (Paris Declaration, Accra Agenda and Tunis Consensus), and the key issues of the Korea meeting on aid effectiveness;
- Enhancing CSO capabilities in terms of independence from and accountability to the state and donors;
- Developing CSO capacity in negotiation and advocacy with these actors;
- CSO participation in all public policies at all stages of the policy-making cycle from preparation and implementation to evaluation;
- Putting in place a consultation mechanism that includes all development actors (institutions, donors and civil society).

## **PART II: TRENDS IN AID FLOWS TARGETING GENDER EQUALITY (2005-2010)**

Morocco is a country that does not rely on ODA which only accounts for less than 2% of GDP and 5 to 6% of the state budget. Moreover, ODA, as assessed by international bodies including the OECD, does not cover flows provided by the following donors:<sup>43</sup>

- Arab Fund for Economic and Social Development (AFESD)
- Kuwait Fund for Arab Economic Development (KFAED)
- Saudi Fund for Development (SFD)
- Abu Dhabi Fund for Development (ADFD)
- Islamic Development Bank (IDB)
- Arab Monetary Fund
- China

This chapter initially aimed to track the evolution of aid flows from 2005 to 2010 and thus collect data by identifying key donors as well as those that specifically earmark their aid for GE. It was also necessary to identify various aid modalities and their distribution by sector. However, several difficulties were encountered in this phase:

- There is no source of information that centralises data on official assistance;
- Data found in various activity reports published by the Budget Directorate give an idea about the evolution of grants but do not specify flows that fall under concessional external financing;
- Sector distribution is broad and does not come by source of funding;
- There are no data broken down by total official assistance, sectoral aid and budget support. However, information received from the Budget Directorate help differentiate between project aid and aid intended for reform programmes;
- There is no centralised information on aid directly channelled to NGOs in general and women's rights associations specifically. Such information, however, can be obtained from donors, but data are scattered and, at times, conflicting.

In view of these difficulties, this chapter is structured as follows:

- Introductory remarks
- Trends in external financing by level of concessionality
- Aid volume by source of funding
- Aid types by nature of allocation
- ODA supporting gender

### **1. Introductory remarks**

Morocco receives a large amount of Official Development Assistance (ODA).<sup>44</sup> In 2008, net disbursements amounted to US\$1.2 million. From 2006 to 2008, it received an annual average of US\$1.1 million in net disbursements. In 2009, the amount received was only US\$912 million; that is, 1% of the Gross National Income (GNI) with 57 % in the form of bilateral cooperation.

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<sup>43</sup> According to data of the Budget Directorate (see statement by Mr. Farhat on 9 June 2011)

<sup>44</sup> See table in *Cartographie des acteurs*

The contribution of ODA to the state budget does not exceed 6%.<sup>45</sup> However, it posts the largest percentage increase among all partner countries in the Mediterranean. It should be noted that “these quantities per capita remain very low level with €6 per capita per year, still far below the quantities allocated to small-size countries such as Tunisia, Lebanon or Jordan.”<sup>46</sup> While, on a bilateral level, France is the top donor followed by Spain, Japan, Germany and Arab countries, the European Union remains the largest multilateral aid donor. 95% of EU aid is directed at budget support and other PBAs (education, housing, energy and roads in rural areas, etc).<sup>47</sup>

## 2. Trends in external financing by level of concessionality<sup>48</sup>

In terms of concessionality, the evolution of commitments over the 2005-2009 period leads to the following observations:

- Volatility of grants which accounted for 44.58% of the total value committed in 2007 compared to only 13.04% in 2006. In 2009, this percentage was 29.84%;
- Highly concessional finance saw constant decline. It represented only 11.965% of the total amount committed in 2009 compared to 28.04% in 2005;
- Lending at near-market terms was on an upward trend, rising from 48.41% in 2005 to 58.20% in 2009

The share of the component consisting only of grants and highly concessional loans accounted for only 41.8% in 2009 compared to 56.16% in 2007. The year 2007 was boosted by grants amounting to 44.58% of the total amount committed, mainly by the European Union (DH 1,022.61 million; that is about 60% of total grant commitments).

**Table III: Trends in External Financing Mobilised (in commitments and DH million)**

	2005	2006	2007	2008	2009
Grants	1145.7	768.47	1721.58	1671.52	2726.72
Loans	3718.34	5125.61	2140.33	3279.37	6412.66
External financing Mobilised	4864.04	5894.08	3861.91	4950.89	9139.38

Source: Activities reports published by the budget directorate

<sup>45</sup> Chafiki, M.: *Intégrer la Budgétisation sensible au Genre dans l'Agenda de l'Efficacité de l'Aide* (DEPF, May 2009)

<sup>46</sup> Jaidi, Larabi and Iván Martín: *Comment faire avancer le statut avancé UE-Maroc?* IEMED, March 2010.

<sup>47</sup> Chafiki, M.: *Intégrer la Budgétisation sensible au Genre dans l'Agenda de l'Efficacité de l'Aide* (Rabat, 8 May 2009)

<sup>48</sup> MEF: Activity reports of the Budget Directorate for the years 2005-2009

### 3. Aid volumes by source of financing<sup>49</sup>

Ranking by source of financing varies from year to year:

- In 2009, the three main donors were in descending order: the World Bank (26.72% of total disbursed), the EU with 24.77% of the total disbursements (mainly grants), and the AfDB (with 15.65% of the total).

For the same year, France and Japan were the main donors under the bilateral cooperation category.

In 2009, Arab funds, particularly the Saudi Fund and the AFESD, contributed 8.25% of the total amount disbursed.

- In 2008, the AfDB was the top donor followed by the EU (mostly grants) and the World Bank. France and China contributed, respectively, 1.94% and 1.05% of the total financing mobilised in the context of bilateral cooperation.
- In 2007, the World Bank was the main source of financing followed by the European Union, and the African Development Bank. On a bilateral level, Japan and France contributed, respectively, 8.96% and 1.75% of the total financing mobilised.
- In 2005 and 2006, the top three donors were the World Bank, the EU and the AfDB.

### 4. Aid types by nature of allocation<sup>50</sup>

Over the reporting period, overall disbursements below rose as a result of reform programmes which accounted for 78.46% of the total in 2009 compared to only 44.7% in 2005. Concurrently, external financing directed at investment projects experienced a drop, from 55.3% in 2005 to 21.54% in 2009.

**Table IV: Aid Types by Nature of Allocation**

Financing mobilised	2005	%	2006	%	2007	%	2008	%	2009	%
Reform programmes	2209.67	44.7	2034.48	35	1 693.21	56.16	3 572.23	72.16	7 171.15	78.46
Investments projects	2730.96	55.3	3859.6	65	2 168.70	43.84	1 378.53	27.84	1 968.24	21.54
<b>Total</b>	<b>4940.63</b>	<b>100</b>	<b>5894.08</b>	<b>100</b>	<b>3 861.91</b>	<b>100</b>	<b>4 950.77</b>	<b>100</b>	<b>9 139.38</b>	<b>100</b>

Source: Activity reports published by the Budget Directorate

Reform programmes in the 2005-2009 period included:

- Public Administration Reform Programme (PARAP I, II and III)
- Medical Coverage Reform Support Programme (PARCOUM)
- EU-funded Slum Clearance Support Programme

<sup>49</sup> MEF: Activity reports of the Budget Directorate for the years 2005-2009

<sup>50</sup> MEF: Activity reports of the Budget Directorate for the years 2005-2009

- Water Sector Adjustment Programme
- EU-funded FAS Health Programme
- Energy sector reform

No reference is made to GE in the reform programmes mentioned in the Budget Directorate reports.

Investment projects benefited the sectors of infrastructure, education and vocational training, agriculture, dams and the Mediterranean Bypass (*Rocade Méditerranéenne*), INDH, housing and health.

In 2009, financing allocated to investment projects concerned the construction of four dams (Zerrar, Tamalout, Moulay Bouchta and Timkit) and the launch of two agriculture-linked projects; namely irrigation in the Middle Sebou and support to the General Council for Agricultural Development.

## **5. ODA supporting gender equality**

Based on certain quantitative indicators for the last five years as well as interviews with donors known for supporting GE, five main donors targeting GE were identified: the Spanish Agency for International Development Cooperation (AECID), the EU, the Belgian Development Cooperation, the Canadian International Development Agency (CIDA), and the German Agency for International Cooperation (GIZ).

### **5.1 Spanish Development Cooperation and aid flows targeting gender**

Morocco is a priority country for the Spanish Development Cooperation in the following main sectors: democratic governance, basic social services, poverty reduction, and gender and development. “We promote initiatives that contribute to the full exercise of women’s economic rights and the consolidation of the process of change towards formal and real equality, and that guarantees the full enjoyment of social, civil and political rights of women and girls.”<sup>51</sup>

AECID contributed US\$8,400,000 under the Tamkin Programme (2008-2011/2012). Expressed in Euros, this amount is roughly €16 million, 37.5% of which are intended for the Tamkin programme (aid intended for the Ministry?) with the rest going to NGOs.

According to the Spanish AECID,<sup>52</sup> the value of ODA provided by Spanish development cooperation should amount to €32.2 million in 2011 compared to €180 million in 2009. This decrease had an impact on the portion earmarked for GE which would account for only 1.5% in 2011 compared to 13.3% in 2009

### **5.2 The European Union (EU) and aid flows targeting gender**

Unlike other donors, the European Union funds large-scale projects and reform programmes. Its contribution, mostly made up of grants, varies from year to year:

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<sup>51</sup> Spanish Ministry of External Affairs and Cooperation: *Spanish Development Cooperation Master Plan 2009-2012*

<sup>52</sup> See annual Spanish Development Cooperation reports



- In 2005, the EU contributed 32.24% of the total disbursed (97% of which in disbursed grants)
- In 2006, EU contribution accounted for only 9.70% of the total financing mobilised.
- With 26.48% of total mobilised financing, the EU allocated 66.59% of this amount to support the National Initiative for Human Development (INDH) and 33.41% to fund a sanitation project and institutional support.
- In 2008, its contribution amounted to 29.41% of total financing mobilised.
- The EU became the main source of financing in 2009, with 27.70% of the total financing mobilised, mainly under the programme of support for health sector reform and the Action Plan Support Programme (P3AII).

GE is not a specific priority area in the EU strategy but will receive substantial financing under the new 2011 Annual Action Programme for Morocco, approved by the EU on 10 August 2011.<sup>53</sup> In this context, financing for the implementation of EEAS will receive DH396 million (€35 million) out of a sum of DH1.572 billion.

With the completion of this new programme, the EU will hence emerge as a major donor in gender equality.<sup>54</sup>

### **5.3 Belgian Development Cooperation and aid flows targeting gender**

Morocco is one of the major partner countries of the Belgian Development Cooperation. In fact, with the new 2010-2013 Indicative Cooperation Programme, Belgium becomes the second largest bilateral cooperation donor.<sup>55</sup> Belgian Development Cooperation earmarked €8,000,000 for gender, the environment and children's rights.<sup>56</sup>

The amounts allocated in 2007, 2008 and 2009 are €10,842,917, €7,091,334 and €15,060,823, respectively.

In 2009, sums assigned to local NGOs (mostly) dedicated to women's rights were on the order of €393,920 compared to €538,811 in 2007 and €246,069 in 2008.

### **5.4 Canadian Development Cooperation (CIDA) and aid flows targeting gender**

According to data extracts from various statistical reports on international assistance (financial years) and aside from the 2007-09 fiscal years during which the value of aid was around US\$11 million, CIDA allocated an average of about US\$9 million over the 2005-10 period.

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<sup>53</sup> "EU Approves New Action Plan 2011 for Morocco", press release available from: [http://eeas.europa.eu/delegations/morocco/index\\_fr.htm](http://eeas.europa.eu/delegations/morocco/index_fr.htm)

<sup>54</sup> The EU committed €35 million under its 2011-2013 National Indicative Programme, six millions of which are earmarked for 19 projects of civil society associations for the promotion of human rights in general and women's rights in particular.

<sup>55</sup> [http://diplomatie.belgium.be/fr/politique/cooperation\\_au\\_developpement/pays/pays\\_partenaires/maroc/](http://diplomatie.belgium.be/fr/politique/cooperation_au_developpement/pays/pays_partenaires/maroc/)

<sup>56</sup> See Table on Spanish Development Cooperation

**Table V: Trends in Canadian International Assistance to Morocco**

	<b>CBIA*</b> In US\$ Millions	<b>CMIA**</b> In US\$ Millions	<b>Total</b>
<b>2005-2006</b>	6.44	1.71	8.15
<b>2006-2007</b>	8.39	0.71	9.1
<b>2007-2008</b>	10.08	1.46	11.54
<b>2008-2009</b>	11.06	0.76	11.82
<b>2009-2010</b>	8.05	1.5	9.55

SOURCE: CIDA Statistical Reports on International Assistance (Financial Years)

\*CBIA: Canadian Bilateral International Assistance

\*\* CMIA: Canadian Multilateral International Assistance

However, CIDA has been one of the main donors supporting gender equality since 2005. The contribution of CIDA to gender primarily concerned the Gender Equality Support Fund – Phase II (2005-11) with an amount of around US\$4,321,500 (see table “Five Top GE Donors” below).

Based on conducted interviews, CIDA programmes are intended both for ministries and NGOs (about 20% of support). There is no direct budget support.

### 5.5 GIZ and aid flows targeting gender

GTZ (now GIZ) mainly contributes technical support. The focus has mainly been on mainstreaming gender in economic and social development policies in Morocco with MDSFS since 2003.

**Table VI: Top Five GE Donors**

	<b>Donors</b>	<b>Programmes</b>	<b>Value</b>	<b>Remarks</b>
<b>1<sup>st</sup></b>	AECID	Tamkin Programme (2008-2011/2012)	US\$8,400,000 + NGOs	Since 2005: €6million (Tamkin) + €10million (NGDOs)
<b>2<sup>nd</sup></b>	CIDA	Gender Equality Support Fund - Phase II (2005-2011)	US\$4,321,500	
<b>3<sup>rd</sup></b>	Belgian Development Cooperation	2010-2013 Programme: Gender, environment, children’s rights	€8,000,000	
<b>4<sup>th</sup></b>	GIZ	Mainstreaming gender in Morocco’s economic and social development policies with the MDSFS since 2003	More technical than financial support	
<b>5<sup>th</sup></b>	EU	19 projects by civil society associations for the promotion of human rights in general and women’s rights in particular	€6,000,000	NIP scheduled for 2011-2013 (€35 millions)

Source: Spanish AECID: note, July 2011

### **PART III: ACCOUNTABILITY MECHANISMS AND EFFORTS BY ACTORS IN AID EFFECTIVENESS FROM A GENDER PERSPECTIVE**

Mutual accountability, which means that both donors and recipients should be accountable for development results, is grounded in the principle that “aid is more effective when donors and partner governments are accountable to their respective public opinions for the use made of resources to support development and when both sides must mutually account to one other.”<sup>57</sup>

In terms of GE, donors and partner governments are accountable to their publics for using resources to support women’s rights and action conducted with civil society organisations may be utilised to translate this commitment into practice.<sup>58</sup>

The principles of ownership and mutual accountability entail an institutional framework that facilitates participation by parliamentarians and NGOs. This thus involves assessing to what extent the institutional framework ensures the participation of parliamentarians and NGOs in policies and resource allocation.

For decision-makers and donors, it is about strengthening mutual accountability and transparency with respect to the use made of resources allocated to development.

Donors and the government must make opportunities available to their citizens to perform their oversight role over poverty reduction plans/strategies and public expenditure.

The outcome of this work will help assess how donors and decision-makers take account of civil society participation in decision-making. These are key to a real monitoring-evaluation of AE from a gender perspective.

#### **1. Institutional framework**

##### **1.1 Decision-makers and the principle of mutual accountability**

Morocco enjoys an institutional framework which should in principle foster the exercise of MA. In this context, mention should be made of the following:

- Article 12 of the new Constitution enables NGOs to contribute “in the context of participatory democracy, to the formulation, implementation and evaluation of the decisions and projects of elected institutions and public authorities.” Article 19 guarantees, to a certain extent, equality between men and women in all rights.
- Parliament plays a fundamental budgetary role, mainly thanks to the participation of elected women in various committees, which enables them to ensure that the principles of equity and equality are respected during the adoption of Budget Acts and other legislation. Hence, Parliament participated as part of the participatory approach, in consultation with various actors, in the preparation of the 2011-2015 Government Agenda for Equality.<sup>59</sup>

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<sup>57</sup> OECD: *2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010*

<sup>58</sup> International Meeting in Quebec, Canada on 10-13 September 2008: *Financing for Gender Equality*. Summary Report

<sup>59</sup> MDSFS presentation delivered at study launch seminar on 12 July 2011

The Gender Report that accompanies the Budget Act provides parliamentarians with the necessary tools to assess to what extent gender is integrated into public policies. “Parliamentary debate and oral questions over the Budget Bill show growing interest by parliamentarians in Gender-Responsive Budgeting.”<sup>60</sup>

This debate is facilitated by the availability of accurate, reliable and updated statistics broken down by sex, age, socioeconomic status, and geographic location, and the existence of a database to assess the impact of sectoral policies (education, health, employment, taxation, industrialisation, transport, etc) on women and men as well as the most disadvantaged groups.

It should be noted, though, that aid flows and more specifically official development aid, including that targeting gender, are not covered in budgetary discussions (see mapping).

- Budget reform initiated in 2001 constitutes a real driver for the evaluation of policies by developing performance indicators for the assessment of public policy relevance. The gradual implementation of reform has helped public managers take ownership of its purpose and objectives and accelerate its incorporation into the new Organic Budget Act. This reform was structured around the aggregation of budget appropriations, which requires an approach based on performance, results-oriented budget programming, multi-year programmes and actions as a strategic option, the deconcentration of activities and resource allocation to promote community-level public service delivery, and the simplification of procedures including through better control over processes, monitoring for results, and an optimal utilisation of information technology.
- The introduction of the gender approach into budgetary programming:

GRB forms part of budget reform which aims to introduce a new expenditure approach based on performance and the measurement of results against previously set development goals. This drive also seeks to support budgetary deconcentration with the aim of promoting community-level management that meets the expectations of citizenry.

The GRB programme has led to progress in evaluation thanks to:

- National capacity building to integrate the gender dimension in the preparation and analysis of budgets of officials responsible for budget planning, preparation, execution and evaluation from a gender perspective
- Development of gender-sensitive statistical tools
- Monitoring and evaluation of public policies from a gender perspective (gender reports)
- The introduction by the Ministry of Economy and Finance of a Geographic Information System to map development projects in Morocco, a tool for planning, analysing and monitoring partner commitments in the country. This tool is hosted by the Budget Directorate and directed at the Ministry and its partners; namely, Moroccan authorities, donors and citizens. This information tool<sup>61</sup> serves to graphically outline the distribution of development efforts on a specific site. Besides its role as an instrument for decision-making support, communication, information publishing, team work and coordination, it

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<sup>60</sup> Chafiki, M.: *Financing for Gender Equality and the Empowerment of Women*, United Nations Commission on the Status of Women, 52nd session, New York (25 February – 7 March 2008)

<sup>61</sup> <http://www.pnud.org.ma/pdf/DocProjects/P00061373/Fiche-SIG.pdf>

helps track commitments made by partners inside the country. It was launched in 2008 with support from AECID and the direct involvement of the UNDP and the UN System. Contributions also came from Belgian Development Cooperation, French Development Cooperation (Cooperation and Cultural Action Service of the French Embassy) and the World Bank. The project also received support from “the European Union Delegation, leader of the Thematic Group on Aid Harmonisation.”<sup>62</sup> In June 2011, the Budget Directorate announced the entry into force of the GIS.

## **1.2 Donors and the principle of mutual accountability**

Donors undertake to:

- Timely provide transparent and detailed information on aid flows to make it available to states and citizens;
- Measure their progress towards meeting commitments on AE using relevant mechanisms.

All donors have strategies that are aligned on country and sector strategies designed by Morocco. Gender is considered in a cross-cutting manner, except for certain donors whose strategies have in recent years devoted a special area to gender (Spanish development cooperation and the European Union). SDC has a gender strategy that acts as the main instrument for the implementation of priorities set in the Master Plan. Belgian development cooperation has a methodological document for gender mainstreaming under its 2010-2013 Indicative Cooperation Programme with Morocco.

There is no specific institutional framework for the implementation of commitments made by donors in PD with respect to the principle of mutual accountability.

## **2. Efforts by decision-makers and donors to implement mutual accountability**

### **2.1 Efforts by decision-makers to implement the principle of mutual accountability**

Efforts made by decision-makers to implement the accountability principle may be measured against the following criteria:

- Approaching national, regional and international commitments on gender equality and women’s empowerment from the perspective of mutual evaluations
- Civil society participation in the evaluation process
- Monitoring of commitments on gender equality and development aid effectiveness

**Regarding the first guideline,**<sup>63</sup> Moroccan decision-makers acknowledge that mutual evaluation by stakeholders is still at its early stages. This affirmation is confirmed by the prescriptive tone which demands that this practice should be strengthened and institutionalised to become systematic during the evaluation of development programmes involving stakeholders (donors, national agencies and civil society).

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<sup>62</sup> <http://www.pnud.org.ma/pdf/DocProjects/P00061373/Fiche-SIG.pdf>

<sup>63</sup> The OECD Survey 2008 had already noted that the mutual accountability (MA) mechanism was still nonexistent in Morocco

The authorities, however, cite two evaluations as an example of progress made. The first concerns the mid-term review of the GRB programme while the second is Morocco's commitment to achieving Millennium Development Goals (three evaluation reports were submitted).

In fact, accurate sex-disaggregated data are published in various MDG reports.<sup>64</sup> Since the first report in 2005, gender has been considered for all MDGs. Several gender-sensitive targets and indicators were added in relation to international targets and indicators. All MDGs are engendered and sex-disaggregated data are available for all targets across all 8 goals. For MDG 8, it was noted that donor funding of basic social services (which primarily benefit women and girls) is insignificant and stands far below donor commitments, which raised the question of financing for achieving engendered MDGs and the low volume of ODA compared to partner commitments.

Decision-makers consider the annual publication of the Gender Report as a tool for the assessment of public policies and programmes from a gender perspective. The exhaustive sex-disaggregated data guide is used in the gender evaluation of public policies. These advances made it possible, for instance, to reorganise the budget *morasse* (outline of budget components) of the Literacy Department which has an expenditure framework that shows all programmes of the strategy put in place by the Department.

In the same context of mutual evaluations, two out of the three associations that completed the 2011 OMG do not share this view (ADFM and IRDF). Only ANARUZ recognises the existence of such a mechanism. Associations that participated in information and sensitisation workshops<sup>65</sup> say they are never or at times only informally involved in the preparation of gender strategies.

**Regarding the participation of civil society in the evaluation process**, decision-makers declare that, during the evaluations of programmes funded by technical and financial partners, all stakeholders are invited to take part in the evaluation process.

Apart from Anaruz, this view is not shared by women's rights associations. This applies both to associations that took part in the 2011 survey (ADFM and IPDF) and those that answered questions during the workshop of September 22.

In respect of the monitoring of commitments made by Morocco on gender equality and development aid effectiveness, decision-makers recognise its importance in a prescriptive tone and maintain that it is "an indispensable tool that assesses efforts made by Morocco to promote gender equality and refers to commitments made in this respect."

On this item, women's rights associations give irrelevant answers and indulge in criticism that falls rather under the harmonisation criterion.

ANARUZ notes that, in the absence of public policies with strategic and operational objectives, actions led by various stakeholders are neither guided nor coordinated and depend on the programming policies of international partners.

For its part, ADFM highlights the wide gap between stated willingness and acts, and demands the introduction of real evaluation and accountability mechanisms.

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<sup>64</sup> See reports for 2005, 2007 and 2009

<sup>65</sup> Including the Second Seminar convened on 22 September 2011

**Concerning free comments (see OMG)**, decision-makers remain vague and provide answers of a rather prescriptive nature. “The monitoring of commitments made by Morocco on gender equality and development aid effectiveness is of paramount importance. This monitoring is an indispensable tool that assesses efforts made by Morocco to promote gender equality and refers to commitments made in this respect.”

The views of women’s rights associations are mixed.

- ADFM reasons that the gender-sensitive approach in force is purely descriptive and is not considered in the decision-making process. In this regard, the association demands adopting simple and measurable indicators that cover the whole process, from strategy preparation to monitoring.
- IPDF demands recognition for the expertise of women’s rights associations and calls for an independent watch commission to monitor public policies.
- Anaruz supports the idea that associations have difficulty keeping pace with partners.

## **2.2 Efforts by donors to implement the principle of mutual accountability**

These efforts can be assessed by reviewing the following items:

- Availability of information on the value of aid flows to the state and NGOs
- NGO involvement by donors in monitoring and evaluating aid effectiveness
- Assessment frameworks and aid evaluation from a gender perspective

### **Accurate information on aid to the state and NGOs:**

Generally, this information does exist but it is neither accurate nor scalable. Information is available on funds allocated to projects and may be accessed on donor websites (“projects” or “country strategies” sections). However, there is no information on the actual disbursement of committed amounts or a breakdown by area of intervention. During interviews with donors, no reports were provided regarding data on allocated aid (activity reports, etc) though some asserted their existence. Judging from engagement with donors, there is a general feeling that donors are reluctant to make information public. Transparent and detailed information available to citizens on aid flows is virtually nonexistent, as confirmed by findings from interviews with NGO officials.

### **NGO involvement by donors in aid effectiveness monitoring and evaluation:**

According to interviews conducted with key donors, NGOs are only involved upstream in consultations over the preparation of country strategies to ensure that their needs are taken into account. This is what emerged from the results of interviews with NGOs with the following remarks:

- Typically, it is the largest NGOs with headquarters in Morocco’s capital Rabat that are consulted;
- They are not systematically consulted by donors;
- Upstream consultations are informal at times;
- Consultations depend on donor type;
- Some NGOs align themselves with donor projects (resource-driven approach)

Regarding NGO involvement in aid monitoring and evaluation, all NGOs that participated in this work (see NGO Questionnaire, Questions 4, 5, 11 and 12 and workshop reports) declare that:

- Aid management is not transparent
- There are no measurable indicators for gender equality
- They do not participate in reflections on and implementation of new aid modalities
- Information on resource allocation is not made public
- NGOs have no access to information on aid flows, more specifically that targeting GE
- To the best of their knowledge, no data exist on sex-disaggregated aid flows
- They are not involved in tracking aid flows from a gender perspective

### **Assessment frameworks and aid evaluation from a gender perspective**

Based on interviews conducted with donors (see Donor Questionnaire, Annex 5) and existing literature:

- There are no transparent frameworks for the assessment of allocated aid that include indicators on gender equality results.
- Some donors have documents for the annual monitoring and evaluation of programme or activity reports with gender-sensitive indicators but these are internal documents inaccessible to civil society.
- Some donors conduct assessments of programmes targeting GE (Tamkin Programme – the report is available).<sup>66</sup>
- There are no frameworks for assessing the impact of aid from a gender perspective
- There are generally no periodic reports on funding supporting GE

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<sup>66</sup> UN MDG Achievement Fund (UNDP/Spain): *Final Mid-Term Evaluation Report on the Multi-Sector Programme for Combating Gender-Based Violence through the Empowerment of Women and Girls in Morocco (Tamkin 2008-2011)*, Gender Portal. Produced by Dr. W-Emmanuel Layoun, August 2010



## **PART IV: ROLE OF MOROCCAN NGOS AND WRNGOS IN THE AE AGENDA**

In Morocco, there is a plethora of national, regional and local NGOs (50,000). They have been increasingly asserting themselves on the domestic political landscape since the 1990s.<sup>67</sup> They deal with a multitude of themes, but NGOs with a meaningful impact on national policies are those dedicated to human and women's rights. All reforms initiated regarding civil liberties and the rights of citizens of both sexes in general (Civil Liberties Code, Penal Code, Labour Code, Family Code, etc) and women in particular are largely the product of NGO-led actions.

Actions focused on the legal and institutional environment were and are still the most important of all while those directed at national public policies and development goals are nonexistent or inadequate. Hence, issues of aid effectiveness and development effectiveness do not generally count among those addressed by NGOs.

This chapter sets out to demonstrate that, typically, NGOs are not interested and do not participate in matters of financing for development (I), except for the NGO network *Espace Associatif* whose initiation of debate in this respect dates back to 2009 (II). For this purpose, we will be using interviews with NGOs, reports on workshops with NGOs,<sup>68</sup> documentation produced by *Espace Associatif*<sup>69</sup> and the proceedings of the second country consultation with NGOs.<sup>70</sup>

### **1. Lack of NGO and WRNGO participation in the issue of financing for development**

The outcomes of individual interviews and focus group sessions conducted with 40 NGOs as part of this research project can be found below (see List of NGOs Contacted in Annexes).

#### **1.1 NGO information, training and activities on aid effectiveness**

Of all 40 NGOs consulted, only two NGOs (ATMTDAS: *Association 3ème Millénaire pour le Développement et l'Action Associative dans le Sud-Est* and FLDDF: *Fédération de la Ligue Démocratique des Droits de la Femme*) and an NGO network (*Espace Associatif*) were aware of commitments on the new modalities regarding effectiveness and their implications. There is no evidence that these NGOs have working groups in place on this issue and only a few persons are involved in this debate.

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<sup>67</sup> Espace Associatif: *Rapport L'indice de la société civile au Maroc*, March 2011

<sup>68</sup> 4 workshops: 2 information and sensitisation workshops (15 and 22 Sept. 2011), a sensitisation workshop on networking (29 Sept. 2011) and a training workshop on aid flows in Morocco (17 Nov. 2011)

<sup>69</sup> - EA: *Rapport de la société civile sur les OMD, 10 ans après où en sommes-nous dans la réalisation des OMD?* Report prepared by Aziz Chaker, December 2010

- EA: *Les OMD au Maroc. Partenariat, financement et efficacité du développement*. Reported prepared by Aziz Chaker, June 2010

- EA, ATMDAS and FLDDF: *Rapport de la consultation nationale sur l'efficacité de l'aide au développement*, 29-31 May 2010

- EA, ATMDAS and FLDDF: *Déclaration de principes*, La consultation Nationale sur l'efficacité de développement au Maroc, 31 May 2010

- EA, ATMDAS and FLDDF: *Déclaration de Rabat*. La deuxième consultation nationale sur l'efficacité du développement au Maroc: De l'efficacité de l'aide à l'efficacité du Développement. 21 October 2011

<sup>70</sup> EA, ATMDAS and FLDDF: Second National Consultation on Development Effectiveness in which we participated, 21-22 October 2011

- Only EA in association with the 2 above-mentioned NGOs organised activities on aid effectiveness (see activities in item 2)
- Information on the state's revenue and expenditure forecasts are accessible in the Budget Act, and data on their actual execution are available but inaccessible to the public and the media.
- All NGOs have training programmes including several on the gender approach, but they have never received training in the monitoring and evaluation of aid flows from a gender perspective. The only training received thus far was provided under a project funded by the Spanish Development Cooperation. Training sessions on GE are generally funded by donors.
- NGOs in general and WRNGOs in particular are generally aware of sex-disaggregated socioeconomic data released by the HCP but dismiss the information as inadequate.

## 1.2 NGO participation in the new aid modalities process

There is an institutional framework in place for NGO participation in the design, development, monitoring and evaluation of public policies (Article 11 of the 2011 Constitution) and implementation mechanisms are in prospect.

NGOs, research institutes and universities are not involved in this process (preparation of sectoral strategies, INDH).<sup>71</sup>

However, some NGOs participate in the design and development of certain strategies in specific areas (such as the National Strategy for Gender Equity and Equality, and the Strategy for Combating Violence against Women). The degree of participation varies according to the ministerial department concerned. But, generally, NGOs do not participate in the implementation, monitoring and evaluation of these strategies.

All NGOs say they are not involved in setting national and sectoral public spending priorities for specific areas.

Donors afford NGOs the opportunity to influence their choice of aid projects when some of them are consulted upstream. But such consultations (as shown in the chapter on mutual accountability) are not systematic. They are informal at times and do not concern all NGOs. WRNGOs, which tend to form coalitions to build advocacy action for large-scale causes (Family Code, Penal Code, Nationality Code, constitutional reform, etc) often influence donor decisions and end up getting their way.

## 1.3 Obstacles and challenges for NGO and WRNGO participation in the AE debate

### 1.3.1 Main obstacles facing NGOs

- **Lack of information:** This lack originates from decision-makers, donors and NGOs involved in the initiation of debate on AE (conduct of the first country consultation organised by *Espace Associatif*).
- **The theme is new and complex:** It is a new issue for NGOs since the process only dates back to 2009. ESCRs have not been placed on NGO agendas as yet.

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<sup>71</sup> In Morocco, there is no national poverty reduction strategy, see Chapter...

- **Lack of capacity:** NGOs are not skilled in public policies and their implementation, monitoring, evaluation and, more specifically, their financing process. They have never been trained to hold the government to account in terms of public financial management and specific advocacy techniques. All NGOs have no knowledge of fundraising mechanisms. Some NGOs referred to their inability to develop their own strategies and action plans.
- **NGO lack of interest:** NGOs have several themes on their agendas and lack human resources. As a result, their resources are not specialised in all themes and when they monitor one, they do not usually assign the same person to attend activities related to that theme (irregular monitoring, failure to disseminate information, etc).
- **Inadequate communication and virtual absence of coordination among NGOs** working on the same themes in a formal and permanent manner.
- **NGO lack of financial resources:** They often tend to seek projects to cover fixed costs (rent, salaries). The state does not fund NGOs, hence their dependence on donors for support. Projects in support of GE are mostly financed through off-budget aid which is directly channelled to NGOs. The contribution of the private sector to funding NGO projects is very limited.
- **NGOs are not recognised as key partners in reflections on development**
- **Inadequate evaluation culture and absence of accountability mechanisms**
- **Setting transparent criteria for donor aid to NGOs:** Funding is accessible to some NGOs and inaccessible to others, particularly at the regional level where poverty and gender inequalities are more pronounced. Some NGOs note that the requirements of donors are not usually consistent with their vision and that some donors discriminate between NGOs.

### 1.3.2 Challenges ahead:

The main challenges facing the participation of NGOs and WRNGOs in the AE agenda are:

- Substituting development effectiveness for aid effectiveness
- Right to information on development aid in general and from a gender perspective in particular
- Problem of funding for NGOs and NGO projects. Real challenges include direct participation by the state in gender equality financing, expanding internal resources to stop dependence of NGOs on donors for the implementation of their action plans, and putting an end to the tendency to focus on covering costs.
- Recognition of the importance of multi-stakeholder policy dialogue
- Enhancing the skills of NGOs with respect to autonomy and accountability towards the state and donors; building their negotiation and advocacy capacity relative to these actors; developing their capacity in general (advocacy and negotiation techniques, training in gender, training in strategy preparation and project assessment) and in the monitoring and evaluation of public policies in particular. The rise of leading champions of aid effectiveness was also proposed.

- Considering demands made by NGOs and their recognition as actors on an equal basis with others, and involving them in all public policies across all stages of the policy-making process (development, monitoring, implementation and evaluation).
- Recognising GE among the principles of NGOs and taking account of gender in the activities of all NGOs.
- Developing a country development policy that guarantees ESCRs from a gender perspective.
- Monitoring and evaluation of OECD off-budget aid;
- Accountability of NGOs and multiple accountability

## **2. Recent initiation to debate on aid/development effectiveness by NGO network *Espace Associatif*<sup>72</sup>**

It is during the Asia and North Africa CSO Regional Consultation in Bangkok on 6-7 November 2009 that the Moroccan NGO network *Espace Associatif* participated for the first time in an event on aid effectiveness and was called on to place this theme on its agenda.

Consistent with its mandate as a unifying platform for democratic NGOs, *Espace Associatif* played under this project, in partnership with other associations and UN Women, **a significant role in reflection, sensitisation and dissemination of information on aid effectiveness both generally and from a gender perspective, on development effectiveness and on CSO role internationally in debate on this issue.**

On a global level, *Espace Associatif* took part in several forums and regional meetings as follows:

- The Third High-Level Forum (HLF-3) held in Accra in September 2008
- The Asia-North Africa CSO Regional Consultation in Bangkok in November 2009
- The Global Assembly of the Open Forum for CSO Development Effectiveness in Istanbul on 28-30 September 2010, during which the Istanbul CSO Development Effectiveness Principles were adopted
- The Second Global Assembly of the Open Forum for CSO Development in Siem Reap (Cambodia) on 28-29 June 2011
- The European Union's First Follow-up Meeting on Structured Dialogue in Brussels on 9-10 November 2011
- Regional Seminar on "Structured Dialogue on the Participation of Civil Society Organisations and Local Authorities in CE Cooperation, held in Baku, Azerbaijan on 9-10 February 2011
- Second Meeting on the Participation of Civil Society and Local Authorities in EU Development Cooperation, held in Brussels on 30-31 March 2011
- Third Meeting on Structured Dialogue, held in Budapest on 17-19 May 2011
- The Fourth High-Level Forum (HLF-4), held in Busan, South Korea on 29 December 2011

Since 2009, the network had organised several activities centred on development effectiveness including:

- Several activities on MDGs including one on MDG 8
- Two country consultations on AE
- Sensitisation and information workshops in partnership with UN Women as part of this project

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<sup>72</sup> See <http://www.espace-associatif.ma>

## 2.1 Activities on MDGs and MDG 8<sup>73</sup>

Morocco produced 4 reports on MDGs for the years 2003 through 2009. The issue of financing and partnership started being tackled only with the publication of the 2007 report in the context of MDG 8.

*Espace Associatif* convened several civil society meetings on MDGs<sup>74</sup> to discuss partnership (Goal 8) and prepared two documents in this respect.<sup>75</sup>

In society civil reports, CSO representatives:

- Observed that the issue of financing for development, including that linked to international aid, had thus far remained unclear. It is only when the findings of **the 2008 OECD-DAC Survey** were released that more was known about the contribution of international partnership to financing for development in Morocco and on the ODA financing structure;
- Noted that the share of development aid in financing for development in Morocco remains low;
- Deplored opacity in the management of development aid;
- Noted the low share of aid actually disbursed to fund NGO actions and projects;
- Approved the project of establishing the Thematic Group on Inter-Donor Coordination and stressed the need for all actors to be involved in the work of this group;
- Supported the launch of the GIS project (GIS-based Development Project Mapping in Morocco)<sup>76</sup> which will facilitate access to information.

CSO representatives also deplored:

- The low capacity of civil society organisations to engage directly with donors and negotiate with them based on a clear strategy.
- Absence of consultations between the state and civil society on NGO needs. CSOs say they are invited on an ad-hoc basis to participate in a meeting convened by a state agency, but deplore that, most often, the state informs them but takes little notice of their views. The budget allocated for the conduct of local elections was cited in support of this claim.
- Nonexistent dialogue between the state and civil society on the allocation of aid funds.
- The predominance among donors of the supply-driven rather than the needs-based approach

## 2.2 Open Forum Country Consultations on Development Effectiveness in the run-up to the Fourth High-Level Forum in Busan (HLF-4)

EA held in partnership with ATMDAS (a region-based NGO) and FLDDF (a WRNGO) regional and national meetings in the lead-up to HLF4 and issued in this regard two declarations and the first Country Consultation Report.

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<sup>73</sup> Cartographie des principaux acteurs: Rapport Maroc, October 2011, page...

<sup>74</sup> *Rapport de la société civile sur: "Les OMD, 10 ans après, où en sommes-nous dans la réalisation des OMD?"*

<sup>75</sup> *Les OMD au Maroc: Partenariat, financement et efficacité du développement.*

<sup>76</sup> "As part of Morocco's commitments under the Paris Declaration, the Ministry of Economy and Finance committed in 2008 to a project, in partnership with the UNDP and with a financial contribution from Spanish and French Development Cooperation, for the mapping of development projects using a geographic information system."

The country consultation on the effectiveness of development aid is a limited round of participatory reflection meetings of civil society actors. It also extends to private and institutional actors on measures to be taken to enhance the quality of financing for development on a country-by-country basis.

By 2011, a series of consultations were conducted worldwide under the aegis of Open Forum to provide a joint framework for CSO development effectiveness by offering a set of principles, indicators, guidelines on the application of principles, good practice in accountability mechanisms, and minimum standards for an enabling environment for CSOs.

Open Forum also seeks to create learning opportunities on CSO development effectiveness and facilitate dialogue among CSOs, official donors, country governments and, eventually, other development actors to set minimum conditions for reaching a multipartite agreement at the 2011 High-Level Forum.

### **2.2.1 First Country Consultation, Morocco, 29-31 May 2010<sup>77</sup>**

*The aims* of this consultation are: Enable a maximum number of CSOs to articulate their views; Promote dialogue with donors and government at country level; and identify key elements of a joint framework for development effectiveness.<sup>78</sup>

#### Key principles of Moroccan CSO development effectiveness

- On a subjective level: Democracy; equality based on gender and equal opportunity; autonomy; transparency; volunteering and commitment; accountability and reporting; and human rights;
- On an enabling-environment level: Social equity; equality (gender equality and equal opportunity); accountability and holding officials to account; right to information; CSO participation in public policy formulation; recognition of CSOs as independent actors; transparency; democracy; and public policy assessment.

#### Debate conclusions

CSOs started by explaining their own definition of development aid effectiveness which, they consider, must be measured against its lasting impact on the poorest communities. They rejected the definition given by donors and governments which tend to prioritise issues linked to aid supply and management. They thus shifted the focus of debate from aid effectiveness to development effectiveness. During interviews conducted under this project, this idea was strongly brought out.

They also made the following observations: low local financing,<sup>79</sup> absent participation of CSOs in the preparation of strategic programmes; complex administrative procedures; non-

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<sup>77</sup> EA, ATMDAS and FLDDF: *Efficacité du développement des OSC au Maroc*: Morocco National Consultation (29-31 May 2010) in partnership with Open Forum for CSO Development Effectiveness and the Asia-Pacific Research Network, 31 May 2010

<sup>78</sup> EA: *De l'efficacité de l'aide au développement à l'efficacité du développement des OSC*. Presentation by Mr. Yassir Ouchen, UN Women Workshops (15-22 September 2011) in partnership with l'Espace Associatif, Rabat

compliance with the Paris Declaration; and the utilisation of a large share of allocated aid budgets by foreign air workers and experts.

CSOs insisted on development effectiveness through 3 reflection areas considered of central importance:

- Accountability;
- CSO autonomy and independence; and
- Gender equality

CSOs emphasised accountability and mutual accountability, the right to information, the recognition of CSOs as independent actors, and participation in the development and evaluation of public policies.

To strengthen their independence, CSOs wish to diversify their sources of financing, consolidate their organisation, and equip themselves with an action strategy that would enable them to negotiate with donors on a clear and well-defined basis.

To ensure transparency, CSOs deem it essential to seal partnership and cooperation agreements with donors.

Regarding gender equality, CSOs consider that equality in rights between men and women and gender equality are human rights and should be taken into account in any project.

#### First Rabat Declaration:

In this context, the organisers issued a **declaration of principles, commonly known as the Rabat Declaration.**<sup>80</sup>

The declaration endorsed five principles:

1. Collective contribution to creating a legislative, political, social and cultural environment that supports all stakeholders and enables them to perform their respective roles in a spirit of mutual respect, accountability and autonomy;
2. Reflection on a mechanism for streamlining the management of financial resources in an efficient and transparent manner, with the aim of building partnership between associations and the public authorities in support of our country's democratisation process. This mechanism will provide concrete evidence that Civil Society is recognised for its role as an indispensable proposal-making and mobilisation source, consisting today of a variety of actors;
3. Initiation of public debate on effective ways of developing mechanisms for NGO participation in the formulation of public policies;
4. Commitment to implement the principles and values of diversity, difference, democracy, equality and modernity as well as transparency and good governance standards in the management of NGOs and financing for development;

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<sup>79</sup> A document produced by EA in March 2011 titled *L'indice de la société civile au Maroc* brings out the idea of low government funding. The report also notes that the number of associations receiving foreign funding is very modest compared to the number of existing associations and funding needs.

<sup>80</sup> EA, ATMDAS and FLDDF: *Déclaration de principes*, La consultation Nationale sur l'efficacité de développement au Maroc, 31 May 2010

5. Exchange of and easy access to information to strengthen cooperation among various development actors.

CSOs on the road to Busan: CSO key messages and proposals:

- Thoroughly evaluate and strengthen commitments made in Paris and Accra;
- Deepen development effectiveness by means of practices based on human rights standards;
- Help CSOs as independent development actors in their own right, and create an enabling environment for them in all countries;
- Promote a just and equitable development cooperation architecture.

**2.2.2 Second Country Consultation: From Aid Effectiveness to Development Effectiveness: CSO and Multi-Stakeholder Consultation Workshop, 21-22 October 2011**

Objectives:

- Sensitise a large number of CSOs on the issue of aid effectiveness;
- Debate proposals by Moroccan civil society to follow up on AAA;
- **Initiate an exchange among associations, donors, government institutions and, eventually, other development actors over CSO proposals regarding the principles of development effectiveness and means of implementing them;**
- Strengthen the recognition of NGOs as development actors, listen more to them, and identify key elements for creating an enabling environment;
- Promote the concept of development effectiveness with other partners;
- Exchange views on possible coordination actions to ensure better participation in the Busan global forum.

Expected results:

CSOs:

- Enhance their knowledge of PD and AAA;
- Formulate Morocco's CSO action plan concerning commitments on aid effectiveness;
- Establish a system for CSOs to monitor AAA;
- Familiarise themselves with aid actors, donors, government and their action plans on aid effectiveness;
- Evaluate the workshop's content and process.

Participants: Representatives of national CSO; donor representatives for the multi-stakeholder consultation; and government representatives for the multi-stakeholder consultation.

Our key observations on this workshop are as follows:

- Decision-makers are not "ready" for a policy dialogue since MEF, the department mostly concerned with AE, turned down the invitation of organisers as was the case with other activities conducted by UN Women under this project;
- Donors are interested in CSO participation, particularly the EU which made a presentation on all developed mechanisms and future projects for an active CSO participation in Morocco;



- WRNGOs were in attendance (%) and insisted on the gender perspective during discussions;
- NGOs are keen to actively engage in debate on aid/development effectiveness and wish to see an NGO network established as soon as possible to address this matter;
- Willingness to start immediate dialogue with decision-makers;
- Willingness to produce a medium- and long-term action plan: discussions on CSO key messages at the Fourth High-Level Forum (HLF-4) in Busan and a draft national action plan.<sup>81</sup>

At the end of this consultation, *Espace Associatif* issued three documents: a press release, a declaration and a report intended for the public opinion and all actors.<sup>82</sup>

The press release announced the national consultation and its objectives, which marks the beginning of a communication effort that never existed before.

*Rabat Declaration:*<sup>83</sup>

We consider this declaration to be important for debate to come on aid effectiveness from a gender perspective and for Moroccan CSO development effectiveness, hence our decision to reproduce it in full below (it may be displayed in a box format):

*In the run-up to the Fourth High-Level Forum on Aid Effectiveness in Busan, Moroccan CSO representatives declare and demand:*

***“1. Assessing commitments made in the Accra Agenda for Action and the Paris Declaration and their implementation:***

- *CSOs noted the absence of an integrated “poverty reduction” strategy in Morocco, making it difficult to evaluate the implementation of the Paris Declaration (PD) and the Accra Agenda for Action (AAA) by the Moroccan authorities;*
- *CSOs demand their involvement in the formulation, monitoring and evaluation of strategies regardless of their nature;*
- *The need to involve CSOs in the preparation of strategies of donor countries pursuant to the principle of ownership set out in the Paris Declaration;*
- *CSOs call on the Moroccan government to endorse the Istanbul principles.*

***2. Strengthening the effectiveness of development policies using practices based on the human rights and right to development approach:***

- *Develop operational and efficient mechanisms for the implementation, monitoring and evaluation of the rights approach in the preparation of public policies;*
- *Ensure the effective participation of CSOs in regional and local development programmes considered as key drivers for development;*
- *Institutionalise inside local and regional councils participatory and consultation mechanisms that foster OCS participation in the preparation and monitoring of development programmes.*

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<sup>81</sup> Scheduled at the workshop of November 17

<sup>82</sup> <http://www.espace-associatif.ma/De-l-efficacite-de-l-aide-a-l?lang=fr>

<sup>83</sup> EA, ATMDAS and FLLDF: *Déclaration de Rabat*, La deuxième consultation nationale sur l’efficacité du développement au Maroc: De l’efficacité de l’aide à l’efficacité du Développement, 21 October 2011

**3. Supporting CSOs as independent and autonomous actors in development projects, and undertaking to create an enabling environment for CSO to work:**

- Give CSOs freedom of action and ensure an enabling environment for the execution of development projects;
- The right of CSOs to public funding and to the introduction of mechanisms for monitoring and controlling thus allocated funding.
- Recognise CSOs as independent development actors in their own right.

**4. Supporting the introduction of a cooperation structure for a just and equitable development:**

- Expand the global framework of development cooperation by including the United Nations System (instead of OECD) in monitoring the process towards a new partnership for democratic development;
- During the HLF-4 in Busan, stakeholders called for embracing the principles of the right to development instead of the Millennium Development Goals considered as highly minimalist. ”

**Rabat, 21-22 October 2011**

**2.3 Workshops to build the capacity of NGOs in aid effectiveness:**

To ensure that Moroccan NGOs are informed and aware about the issue of aid effectiveness and participate actively in debate and dialogue among actors, it proved essential, under this project on the “Monitoring and Evaluation of Aid from a Gender Perspective” (3<sup>rd</sup> component: capacity building), to disseminate existing relevant information, sensitise NGOs about networking, and establish exchanges among actors. That is how several workshops came to be organised by UN Women in partnership with *Espace Associatif*.

Participants of both sexes in these workshops showed a keen interest in this issue which they agreed to include in their agendas through the establishment of a network on development effectiveness. The network will initially operate as a reflection group to be led by *Espace Associatif* as a first step.

## **PART V: STRATEGIC ENTRY POINTS AND TOOLS FOR ASSESSING AND IMPROVING GENDER EQUALITY RESULTS: NAM OPPORTUNITIES, ENTRY POINTS AND OBSTACLES**

The new vision of aid which advocates shifting away from projects, stand-alone at times, to country or sector programmes offers opportunities, particularly with respect to the inclusion of cross-cutting themes with a broad-based approach such as gender. This vision is grounded in the idea that country-level and sector programmes “will have a much larger and more lasting impact on gender equality and emancipation than small-scale projects.”<sup>84</sup>

Research conducted by Klasen and the World Bank<sup>85</sup> develops a new causality that runs from greater gender equality and women’s emancipation to the achievement of poverty reduction goals and human development dimensions.

The Paris Declaration sets country ownership as a central principle and requires donors to support the policies that partner governments “own” at country level rather than impose foreign policies on them. This has led to an alignment to country budgets, which in turn has brought changes in aid delivery mechanisms. Since endorsing the Paris Declaration, donors have been giving precedence to the sector-wide approach (SWAp) and budget support.

### **1. State of play of new aid modalities in Morocco**

#### **1.1 NAMs and country and sector strategies**

While the problem should be approached in terms of opportunities available to women to make an effective use of their investments (in education and health care), efforts made in this area, particularly under country strategies and sector programmes, remain the preserve of “social sectors.” In fact, matters of income and participation in the labour market (“opportunities”) are almost never analysed from a gender perspective. Thus, under the government’s schemes:

- The labour market is addressed in terms of an improved match between supply and demand of skills by improving access to and quality of higher education and the system of technical and vocational education and training (TVET), enhancing labour market information systems, and expanding active labour market programmes (ALMPs).<sup>86</sup>
- Poverty is tackled in terms of reducing disparities, social exclusion and vulnerability in ways that include poor and vulnerable groups, particularly women and youth. INDH is the main driving force behind actions targeting poverty and relies on participation and community planning to improve living conditions and enable poor members of targeted communities to have a greater voice.

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<sup>84</sup> Holvoet, Nathalie: *Evolution de la pensée et de la politique en matière de développement: Pour de nouvelles opportunités l'égalité de genre?! Le genre dans les stratégies de réduction de la pauvreté et les approches sectorielles*, Institute for Development Policy and Management, PRSP Policy Support Research Group, Women & Development Commission, 2007

<sup>85</sup> See, inter alia, Klasen, S (1999) and the World Bank (2001, particularly Chapter 2, pp. 73-106) for research review

See also Klasen, S.: “Does Gender Inequality Reduce Growth and Development? Evidence from Cross-country Regressions”, background paper for Engendering Development, World Bank, Washington, D.C, 1999

<sup>86</sup> World Bank: *Country Partnership Strategy for the Kingdom of Morocco for the Period 2010- 2013*. Report No. 50316-MA, January 2010

- In a context marked by the absence of economic and social development plans, MDGs are the main reference women's rights organisations use to measure performance and progress. In fact, they provide instruments for assessing progress made in human development.<sup>87</sup> Monitoring reports are important events for CSOs and women rights associations to assess the level of progress towards achieving objectives displayed.

## 1.2 Alignment between quantitative and qualitative assessment

When donors align themselves on country and sector programmes and use country systems, they require at the same time the reliability of these systems and processes and, hence, adequate participation by actors in the design, management, monitoring and evaluation of sector and country policies and programmes.

In Morocco, ODA appears to be well aligned with country priorities and seems to use country public financial management and procurement systems (as shown in the table below). These indicators, however, do not reflect the level of participation by various actors, particularly women's rights associations, in the underlying process as a whole.

**Table VII: Aid Alignment with Country Priorities**

	Aid disbursed for government sector in 2010 reported by donors (Q <sup>d3</sup> ) (USD million)	Aid recorded in 2010 budget (Q <sup>e14</sup> ) (USD million)	2010		2007	
			(Q <sup>e14</sup> /Q <sup>d3</sup> ) (%)	(Q <sup>d3</sup> /Q <sup>e14</sup> ) (%)	(%)	(%)
<b>Alignment</b>	<b>1 429</b>	<b>1 401</b>	<b>98</b>		<b>80</b>	

Source: Paper submitted by Mr. Farhat at meeting held on 9 June 2011 at MEF

**Table VIII: Use of Country Public Financial Management Systems**

Donor	Aid disbursed for government sector in 2010 (Q <sup>d3</sup> ) (USD million)	Use of Country Public Financial Management Systems					
		Budget execution (Q <sup>d8</sup> ) (USD million)	Financial reporting (Q <sup>d9</sup> ) (USD million)	Auditing (Q <sup>d10</sup> ) (USD million)	Use of all three procedures (USD million)	2010 avg(Q <sup>d8</sup> , Q <sup>d9</sup> , Q <sup>d10</sup> )/Q <sup>d3</sup> (%)	2007 (%)
<b>Total</b>	<b>1 429</b>	<b>1 239</b>	<b>1 229</b>	<b>1 211</b>	<b>1 211</b>	<b>86</b>	<b>79</b>

Source: Paper submitted by Mr. Farhat at meeting held on 9 June 2011 at MEF

**Table IX: Use of Country Procurement Systems**

Donor	Aid disbursed for government sector in 2010 (Q <sup>d3</sup> ) (USD million)	Use of country procurement systems (Q <sup>d12</sup> ) (USD million)	2010 (Q <sup>d12</sup> /Q <sup>d3</sup> ) (%)	2007 (%)
<b>Total</b>	<b>1 429</b>	<b>1 255</b>	<b>88</b>	<b>81</b>

Source: Paper submitted by Mr. Farhat at meeting held on 9 June 2011 at MEF

<sup>87</sup> Ayache Khellaf: *Politiques Publiques: Croissance économique et cohésion sociale*, Expert Meeting, Rabat, Morocco, 13 April 2011.

The conclusions of the chapter on accountability mechanisms and efforts made by actors in aid effectiveness from a gender perspective confirm the low level of participation by civil society in the underlying process.

### **1.3 Opportunities of the results-based programme approach**

The results-based programme approach offers an opportunity to the extent that it makes it possible and easier to extend its vision to include the gender-sensitivity of results. In fact, “a uniform and gender-blind policy or programme (at micro, meso and macro levels) that overlooks this reality will only have a limited impact or no impact at all.”<sup>88</sup>

It should be reminded that the budget reform initiated in 2001 based on the principles of progressivity and the consensual approach constituted a framework for integrating the gender dimension.

The importance of the gender approach in the budget process and development policies and programmes was highlighted in the Prime Minister’s Budget Call Circular (*lettre d’orientation*) issued in preparation for the 2007 Budget Bill. The same was also highlighted in his circular note of 8 February 2007 instituting the Medium-Term Expenditure Framework (MTEF) which “does not replace the Economic and Social Development Plan and the Budget Act but constitutes a multi-annual programming instrument to ensure improved visibility for managers as well as public policy congruence and integration.”<sup>89</sup>

With its programming and performance monitoring mechanisms, this budget reform process constitutes the entry point for GRB which affords the opportunity to make public policies and budget practices accountable and responsive in terms of gender equality reduction.

It should be noted that GRB has made sex-disaggregated statistics available, making it possible to develop performance indicators to be used in the evaluation of public policies from a gender perspective.

## **2. Entry points for integrating the gender dimension in NAMs**

In Morocco, the bulk of aid is channelled via general and sector programmes. To address the risks involved in this type of delivery, entry points for the inclusion of the gender dimension, recognised at a strategic level, aim, above all, to enhance the quality of the processes of policy development, planning, budgeting, implementation, monitoring, evaluation, capacity building and policy dialogue.

### **2.1 Public finance: Deepening reforms**

- Reforming the Organic Budget Act will accelerate the process of budget reform and universalise gender-awareness in public policy planning, programming and implementation to ensure equity through community-level policies.
- Strengthening MTEF processes should:

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<sup>88</sup> Holvoet, Nathalie, Op. Cit.

<sup>89</sup> Haddad, Mohammed: *De l’expérimentation à la généralisation de la réforme budgétaire au Maroc*, Rabat, Budget Directorate (MEF), April 2010

- Help ensure the inclusion of budget and gender in a macroeconomic strategy that looks at potential scenarios;
- Help provide a unified vision on public policy programming and various sources of financing in line with country procedures;
- Complement programmes for public finance reform and GRB;
- Support the inclusion of the gender dimension in sector programmes (five departments are involved in this initiative to prepare their budgets for 2009).

## 2.2 Policy dialogue

**To ensure that GE is addressed with** no sensitivity in policy, programme content and the level of presence of gender expertise throughout the policy-making process, it is essential to ease the constraints mentioned in the policy dialogue paper. These constraints include:<sup>90</sup>

- Lack of information and sensitisation about this issue;
- Lack of interest by decision-makers, especially parliamentarians, NGOs and the media;
- Lack of capacity in aid effectiveness and gender;
- Lack of capacity in dealing with challenges and mechanisms concerning financing for development, and lack of an overall reflection on development and its priorities.

## 2.3 Capacity building

The transfer of responsibilities to country actors as a result of the ownership principle requires capacity building not only for actors directly involved in gender (MDSF; gender focal points at relevant ministries; the women's movement; women's groups; and parliamentarians sitting on sub-committees for gender) but also for mainstreaming actors that often participate in economic policy models and sectoral programmes (the Ministry of Economy and Finance, High Commission for Planning, relevant ministries, monitoring and evaluation units, civil society organisations, Parliament, universities, research centres and audit offices). While the latter group needs greater capacity in gender expertise, the former group boasts better capacity in gender but will have to enhance its skills in macroeconomic and general policy analysis, planning, budgeting, monitoring and evaluation.

## 2.4 Ex-ante evaluation procedures

To raise the gender-sensitivity of new aid modalities, it is essential to introduce procedures for the ex-ante evaluation of policy and programme quality and for analysing the quality of processes regarding policy design, planning, budgeting, implementation, monitoring and evaluation (this about analysing the inclusiveness/exclusiveness of these processes). These analytical procedures may rely on the Quick Gender Scan, tailored for sector programmes<sup>91</sup> and complemented by a more detailed checklist that highlights the difference between content and underlying processes.

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<sup>90</sup> See paper on policy dialogue

<sup>91</sup> A framework which is, first and foremost, specifically suitable for reviewing Poverty Reduction Strategy Papers (PRSPs)

## 2.5 Monitoring and evaluation

Finally, the last entry point for the inclusion of the gender dimension is tracking and evaluating progress towards the implementation of programmes and the quality of underlying processes. In this context, there is a need to integrate the gender dimension into the Performance Assessment Frameworks (PAFs). Morocco's latest *Public Financial Management Performance Report (PEFA 2009): Assessment of Public Financial Management Systems, Procedures, and Institutions*, did not include the gender dimension.

## 3. NAMs and their implications for NGOs and WRNGOs

### 3.1 Background

- The ownership principle entails that the government develops a national development policy and that CSOs and WRNGOs participate in the design, formulation, financing, monitoring and evaluation of this policy. As has been shown in this research and recalled above, Morocco does not have a national development policy or a national poverty reduction strategy, but it has developed sectoral (education, agriculture, industry, etc) or thematic strategies (SNEES, for instance). Moroccan NGOs are not involved in this process but there is an opportunity for their involvement in the future as set out in Article 11 of the Constitution (see Introduction, section entitled 'Context').
- Financial support to women's organisations and NGOs dedicated to gender equality is a key element in the strategies of a number of donors. These organisations often have an in-depth and intimate knowledge of the situation on the ground, and the social and cultural obstacles confronting gender equality, women's empowerment and capacity building. They can assess the impact of gender disparities at several levels.<sup>92</sup>
- In Morocco, WRNGOs play a critical role. Funding for most GE programmes by key donors is directly channelled to NGOs and does not pass through the state budget. It is off-budget aid to WRNGOs that has largely contributed to Morocco's advances in GE and women's empowerment. These advances include Family Code reform and its implementation mechanisms, Nationality Code reform, Penal Code reform, and multi-sector programmes for combating violence against women. This situation leads to WRNGOs being dependent on donors. It should be noted that off-budget aid only accounts for 2 to 4% of overall aid allocated to Morocco.<sup>93</sup>
- The state budget does not earmark specific direct funds for GE though the government developed country and sector strategies targeting equity and GE.
- The state does not fund NGOs.
- Donors mostly cover fixed and running costs accrued by NGOs.

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<sup>92</sup> DAC Network on Gender Equality: *Innovative Funding for Women's Organisations*, Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness, Issues Brief 3 (July 2008).

<sup>93</sup> OECD: *2011 Survey on Monitoring the Paris Declaration*, Fourth High-Level Forum on Aid Effectiveness in Busan (Korea), 29 Nov. - 1 Dec. 2001, OECD

### 3.2 NAM opportunities for NGOs:

Democratic ownership requires that NGOs and WRNGOs participate in decision-making regarding aid allocation and management.

The **ownership** principle of the PD and the **AAA recognition of CSOs as partners in their own right** require decision-makers and donors to:

- Involve NGOs in reflection and proposals on NAMs.
- Develop the capacity of NGOs to achieve these goals.

### 3.3 NAM risks for NGOs and WRNGOs:

- **Declining financial resources of NGOs**

Since the adoption of the Paris Declaration on Aid Effectiveness, a number of women's organisations, researchers and development practitioners have raised questions and voiced concern about the impact of changes in aid delivery modalities on the access of women's organisations to funding. Research has shown that even though some local women's rights organisations assert that their funding has increased, a far larger number is struggling to obtain resources and carry on with their core activities.

In January 2008, the Gender and Development Network published a research report titled *Women's Rights & Gender Equality, the New Aid Environment and Civil Society Organisations*. This research came in response to "a growing concern about the fast changing aid structures, such as direct budget support, pooled funding schemes for supporting civil society and other forms of donor alignment and their possible implications for work on gender equality and women's rights issues, in the Global North and South."<sup>94</sup>

Although project-based approaches are generally designed to put in place effective accountability and monitoring processes and set out realistic objectives, they can become a source of insecurity for small CSOs and women's organisations with a budget of less than US\$50,000. These organisations still need to cover their running costs including salaries, electricity, rent and other overheads.

Research by NGOs themselves has, however, shown that changes to the aid and policy environments have created challenges both in securing access to resources and in engaging effectively in the development process.<sup>95</sup>

During the structured dialogue initiated by the EU,<sup>96</sup> a very interesting move considering that the EU is one of Morocco's largest partners, decline in resources made available to NGOs to support their work and projects was discussed at length.

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<sup>94</sup> Collinson et al.: *Women's Rights and Gender Equality, the New Aid Environment and Civil Society Organisations*, UK Gender and Development Network, 2008

<sup>95</sup> DAC Network on Gender Equality: *Innovative Funding for Women's Organisations*, Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness, Issues Brief 3 (July 2008).

<sup>96</sup> EU: *Background Document - Overview of the Process and Overall Context*, Structured Dialogue for an Efficient Partnership, March 2010. Available from: [http://ec.europa.eu/europeaid/who/partners/civil-society/structured-dialogue\\_fr.htm](http://ec.europa.eu/europeaid/who/partners/civil-society/structured-dialogue_fr.htm)

"The SD is an initiative launched by the EC to discuss the involvement of civil society organizations (CSOs) & Local Authorities (LAs) in EC development cooperation. Conceived as a confidence and consensus-building



NAMs may also reduce the flexibility that has enabled gender equality advocates and civil society groups, including those working on human rights, to obtain small amounts of funding that have been very strategic in the past in enabling funding for innovative projects and work in new areas.<sup>97</sup>

**In Morocco, the risk is very high since, as has been examined in this research, progress in human rights was largely the outcome of WRNGO mobilisation and advocacy actions.** Despite internationally made commitments, gender equality is not a priority in government policies and sectoral or thematic strategies (INDH), which is a major problem for GE funding in the context of NAMs.

- **Declining role of NGOs as development actors**

During the structured dialogue, participants raised another concern regarding the adoption by donors “of a reductive approach that would lead to a technical process for flow management without considering what NGOs can contribute in terms of **policy ownership** (by engaging in discussions and **dialogue** on these policies) and **country accountability** (by holding their government accountable to check whether they deliver on their agreed political commitments).”<sup>98</sup> The EU recognised that, though fully aware of the roles that CSOs can perform, it has managed **only slightly to “involve CSOs – and LAs, to a lower degree – in the new EU foreign cooperation modalities that are SWAps and budget support.”**

### 3.4 NGO proposals: what do NGOs and WRNGOs in Morocco say?<sup>99</sup>

- CSOs demand to be recognised as **development actors in their own right**, whose objectives and activities do not necessarily fit in with those of government. They want to maintain their independence and work for targeted programmes and communities consistent with their convictions, principles and methods.<sup>100</sup> They stress that their role is not to substitute for government. They demand **their involvement on an equal basis with other actors in all processes** regarding aid effectiveness.
- NGOs demand that the state should develop a national development strategy as well as mechanisms for the NGO participation in all policies and strategies.
- WRNGOs demand that the state should allocate internal resources to GE to match its GE policies and strategies and should assess the cost of these strategies. The state should stop depending on donors for promoting GE and women’s empowerment.
- **NGOs demand that the state should fund NGOs and set clear conditions for access to this funding.**

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mechanism - and not a negotiation process, the initiative aims at increasing the effectiveness of all stakeholders involved in EC development cooperation, by building on the momentum gained by international and European debates,” page 2 of the Background Document. It took place from March 2010 through May 2011. Beyond this process, dialogue with various stakeholders will continue in 2012 through ad-hoc conferences and meetings.

EU: *Working Papers: Setting the Ground for Discussions*, Structured Dialogue for an Efficient Partnership, April 2010

<sup>97</sup> UNIFEM: *Mapping Aid Effectiveness and Gender Equality in Africa: Regional Issues and Trends*. Final Report prepared by Jacinta Muteshi, 2008

<sup>98</sup> See [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Dialogue\\_structuré](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Dialogue_structuré)

<sup>99</sup> Workshops with NGOs and WRNGOs: Group proceedings

<sup>100</sup> EA: *Déclaration de Rabat*, 21 October 2011

- NGOs demand that donors should cover their fixed and running costs so that they can work effectively. This issue is also debated in the context of the EU-led structured dialogue.
- NGOs demand that donors and decision-makers should revise their strategies towards NGOs and draw up programmes for capacity building in aid effectiveness so that they can perform their new roles. The EU has a project in Morocco in this respect.
- WRNGOs demand the creation of a special fund that pools all donor resources aimed at GE funding as is the case in other countries.
- WRNGOs demand the creation of targeted budget lines for GE as is the case with the Belgian Development Cooperation in Morocco. This claim was made by several WRNGOs in the context of research conducted by DAC,<sup>101</sup> which notes that the “earmarking of funds is a response to evidence that funding allocated to ‘mainstreaming’ gender equality into development programmes has not led to positive gender equality outcomes.”<sup>102</sup>
- Simplify grants application, monitoring and reporting processes.

### **3.5 Challenges for NAMs**

- The implementation of the ownership principle requires preparing the national development strategy and building country capacity in leadership.
- Modalities for the participation of NGOs in these new approaches as part of their mandates with respect to service delivery, governance and democratic watch/monitoring.
- Reflection on how various aid instruments may be used in a complementary way.
- Procedures that may help NGOs to further engage in new aid modalities, particularly general budget support and sector budget support.
- Donor and state funding to NGOs.
- state funding targeting GE
- Recognition of NGOs as actors in their own right.

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<sup>101</sup> DAC Network on Gender Equality: *Innovative Funding for Women’s Organisations*, Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness, Issues Brief 3 (July 2008).

<sup>102</sup> OECD: *Gender Equality and Aid Delivery: What Has Changed in Development Co-operation Agencies since 1999?* Paris, OECD, 2007

## PART VI: CONCLUSIONS AND RECOMMENDATIONS

### Key Conclusions

1. Since the 1990s, Morocco has made progress towards meeting international commitments on GE and AE, mostly by introducing an enabling institutional framework that remains to be strengthened and made operational through the delivery of mechanisms for the implementation of reforms. This framework is a favourable condition for initiating a policy dialogue on AE from a gender perspective. At donor level, other conditions favourable for initiating this dialogue include the introduction of several formal consultation mechanisms for the harmonisation of aid (targeting sectors and gender) among all donors and between donors and the Ministry of Economy and Finance; willingness to engage with all actors; and the gradual inclusion of a gender-specific component in their strategies. NGOs and WRNGOs display a keen interest and willingness to engage in reflection on aid effectiveness from a gender perspective, which gives policy dialogue on this issue every chance to move on with good prospects of success.

On the basis of analysis of the national context and the role of key actors that are or should be involved in aid effectiveness from a gender perspective in Morocco, it may thus be concluded that key conditions are favourable for initiating a policy dialogue among actors but numerous challenges remain ahead.

Typically, the main barriers to policy dialogue at the level of all actors in society are: Lack of information and sensitisation about this issue; lack of interest by decision-makers, particularly parliamentarians, NGOs and the media; lack of capacity in aid effectiveness and gender; lack of capacity in dealing with problems and mechanisms related to financing for development; and lack of an overall reflection on development and its priorities.

2. Though some gender inequalities have been reduced (school attendance and participation in decision-making), others have not changed or improved (female literacy in rural areas, women's labour-force participation and unemployment rates) while considerable efforts remain to be made. These efforts require the mobilisation of substantial and effective funding with a direct impact on women and girl children. Financing for GE using internal resources does not measure up to national and sector strategies on GE which is mostly funded in Morocco through foreign resources directly channelled to NGOs.
3. The assessment of trends in funding resources allocated to GE, whether internal, foreign or directly delivered to NGOs, has proven difficult if not impossible. Data on official development assistance are not accurate since they are varyingly presented as 'disbursements' or 'commitments.' Statistics provided by the Budget Directorate are inadequate because they:
  - Tell us nothing about the share of the grant element as defined by the OECD;<sup>103</sup>
  - Give only a broad description of aid distribution by sector (sectoral distribution is not broken down by source of financing);

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<sup>103</sup> A grant element of at least 25 percent

- Do not break down flows by total ODA, sector budget support and general budget support;
- Ignore flows targeting gender equality (GE);
- Exclude flows originating from Arab countries, the Gulf and China.

Finally, it should be noted that no statistics are available on aid flows directly delivered to NGOs in general and women's rights associations in particular. Moreover, data provided by donors are mostly presented in terms of commitments.

However, some quantitative and qualitative indicators provide evidence that aid targeting GE remains highly inadequate. By way of example and in the best-case scenario, the EU only earmarks €35 million in support of gender equality out of an annual average total of €250 million. A comparison with aid in the form of programme reform points in the same direction.

4. The principle of accountability and transparent aid management are not observed by donors and decision-makers. Accountability tools are therefore nonexistent. There is an enabling institutional framework for the implementation of this principle but it needs to be strengthened because:
  - Mechanisms for the implementation of initiated reforms remain to be developed and defined;
  - The process of evaluation by decision-makers is at its early stages;
  - The availability of transparent and detailed information on aid flows to the state and NGOs is virtually nonexistent and there is evidence of reluctance to allow access to information;
  - Only some NGOs are involved upstream in consultations over the preparation of country strategies to ensure that their needs are considered. They are not involved in aid monitoring/evaluation;
  - There are no transparent frameworks for the assessment of allocated aid that include gender equality outcome indicators.
5. Since the Accra Conference on Aid Effectiveness in 2008, NGOs have become key institutional actors in country-level and international debate on financing for development. This year, a number of international and national NGOs (several of which are dedicated to women's rights) are preparing to actively participate in the Fourth High-Level Forum on Aid Effectiveness due to be held from 30 November to 1 December 2011 in Busan, Korea.

In Morocco, this debate is still in its early stages. NGOs in general display little interest in this issue despite its centrality to development and financing for development. Typically, NGOs are not involved in matters of financing for development. The only exception is the NGO network *Espace Associatif* which started initiating debate in this respect as early as 2009.

There are, nonetheless, promising prospects for larger participation by Moroccan NGOs in debate on AE in general and from a human rights and gender equality perspective in particular (development effectiveness). These prospects are justified, as analysed above, by the great strides made (Rabat declarations issued by CSOs and the inception of a group of reflection on networking), especially with the organisation of activities under the UN Women project in partnership with *Espace Associatif*.

6. Today, it is acknowledged that NAMs can dilute the gender dimension in broader themes. But NAMs are also recognised to have elbow room that may open ways for integrating the gender dimension.

To address problems of income inequality and improve human development indices including those regarding GE, it is essential to take cognisance of the risks involved in the cross-cutting approach and to mainstream gender across all stages of the policy- and programme-making cycle from problem analysis, monitoring and evaluation to priority setting, budgeting and implementation.

The implications of implementing NAMs for NGOs and WRNGOs in Morocco mainly relate to fears and risks with respect to:

- Decline in their resources, especially that funding targeting GE is mainly provided by donors;
- Recognition of their role as key development actors.

As a consequence of the SWAp and budget support developed by donors since the adoption of NAMs arising from the PD principles, the area of gender remains of a cross-cutting nature within sectors, which does not allow to monitor and assess aid from a gender perspective. The implication of NAMs for NGOs and WRNGOs in Morocco involves major concerns about decline in their resources, especially that funding for GE is mostly provided by donors. Another concern relates to the recognition of NGOs as key development actors.

To address these risks, NGOs in general and WRNGOs in particular have put forward several concrete proposals to ensure that NAMs support GE.

7. The recommendations made on the basis of these conclusions and findings from this research aim to propose measures to strengthen gender equality and women's empowerment in the process of financing for development in Morocco. The recommendations, mostly formulated by NGOs and members of the research team, are addressed to all actors including decision-makers, donors, the UNS, NGOs and WRNGOs. They deal with transparency in resources allocated to GE, the implementation of the MA principles, the role of NGOs in the AE agenda, as well as measures to ensure that gender is considered in NAMs.

## **Key Recommendations**

### **1. Recommendations for decision-makers:**

- 1.1 **Development effectiveness:** This must be based on human rights standards including GE and must replace aid effectiveness. For this purpose, NGOs call on the Moroccan government to endorse the Istanbul principles and demand its support for putting in place a cooperation structure for a just and equitable development.

**1.2 Formulate a national development policy** or a poverty reduction strategy consistent with international commitments from a gender perspective (MDGs, human rights, GE, ESCRs, etc) to be able to assess Morocco's progress in the implementation of the Paris Declaration (PD) and the Accra Agenda of Action (AAA).

**1.3 Build the capacity of NGOs, WRNGOs, parliamentarians, and officials at ministerial departments through a capacity building plan:**

- An ongoing programme of awareness-raising and information workshops on PD, AAA, international forums on financing for development, the role of OECD and ECOSOC in development cooperation, and the activities of NGOs and WRNGOs on a global level for the promotion of development effectiveness;
- Further training programmes to gain mastery of technical concepts and tools necessary for understanding public financial management and monitoring/evaluating public policies from a gender perspective along with the production of popularisation guides;
- Further training programmes on advocacy, lobbying, monitoring and evaluation of national, sectoral and thematic public policies (strategy for GE);
- NGO training programmes on fundraising mechanisms;
- NGO training programmes on the preparation of NGO strategies and action plans;
- NGO training programmes on how different aid instruments may be used in a complementary way and procedures that may help NGOs to further engage in new aid modalities including general budget support and sector budget support;
- Training programmes on networking in general and in the area of development effectiveness;
- Sensitisation programmes intended for decision-makers to raise their awareness about the rights of NGOs and their role as key actors in reflection on development.

**1.4 Ensure state participation and accountability in respect of funding for GE, NGOs and WRNGOs:**

- WRNGOs demand that the state should allocate internal resources to GE pursuant to its GE policies and strategies and assess the cost of these strategies. It should stop depending on donors to promote GE and strengthen women's empowerment.
- NGOs demand that the state should provide funding to NGOs to cover their fixed costs so that they can perform their true role as key actors and move away from a project-based approach. They demand that the state set clear criteria for access to such funding.
- Reflection on a mechanism for streamlining the management of financial resources in an effective and transparent manner, which aims to forge a partnership between associations and the public authorities to benefit the country's democratic development. This mechanism will provide concrete evidence that Civil Society is recognised as an indispensable proposal-making and mobilisation force, expressed today by different actors.

**1.5 Recognise NGOs as key partners in reflection on development**

- This consist in implementing the provisions of Article 12 of the new Constitution which defines the role of civil society in the formulation, monitoring, implementation, and evaluation of public policies;

- CSOs demand their involvement in the preparation, monitoring and evaluation of all strategies regardless of their nature, and their effective participation in regional and local development programmes;
- The institutionalisation of participatory and consultative mechanisms at local and regional councils that encourage the participation of CSOs in development programme preparation and monitoring;
- Recognise CSOs as independent development actors in their own right.

**1.6 Strengthen the role of Parliament in the preparation, monitoring, implementation, evaluation and financing of public policies.**

**1.7 Develop mechanisms for the implementation of political reforms and initiated budget reform**

**1.8 Guarantee the right of access to information**

The state must guarantee the right to information in general and on aid from a gender perspective. Improved aid predictability justifies the need to integrate the aid mobilisation dimension in the text of the Budget Act. The reports of the Budget Directorate must break down aid to reflect the percentage of the grant element. It must also break down aid by project, sectoral programme and budget support. With the implementation of GIS since July 2001, the Ministry of Economy and Finance, which is responsible for coordinating aid and steering the GRB experience, must make all information regarding aid flows available to citizens and report regularly on funding in general and funding targeting GE. Donors must make their activity reports public (internal documents inaccessible to CS) and include gender-sensitive indicators.

**1.9 Mainstream gender in NAMs**

- Assign a specific section to gender on annual and multi-annual national and sectoral budgets.
- Ensure that gender reports provide more outcome indicators and are reduced to a small number of pages accessible for all actors.
- Accelerate the process of budget reform and universalise gender mainstreaming by adopting the Organic Budget Act (LOF).
- Speed up the MTEF process in view of its role in gender mainstreaming;
- Strengthen conditions for a policy dialogue;
- Mainstream gender in Performance Assessment Frameworks (PAFs);
- Create a special fund for GE.

## **2. Recommendations for donors**

**2.1 Build the capacity of actors:** Same as for decision-makers

**2.2 Fund NGO and WRNGO projects**

- NGOs demand that donors cover their fixed and running costs to be able to work effectively.
- WRNGOs demand the creation of a special fund that pools that pools all donor resources aimed at funding GE as is the case in other countries.

- WRNGOs demand the creation of targeted budget lines for GE as is the case with the Belgian Development Cooperation in Morocco.
- Simplify grants application, monitoring and reporting processes.
- Set transparent criteria for donor aid delivery to NGOs.

**2.3 Ensure coordination between donors and NGOs** by sector and reducing donor multiplicity and competition for the execution of similar projects in the same region;

**2.4 Raise awareness for the participation of international and national private sectors in the mobilisation of funds allocated to GE.**

### **3. Recommendations for the Busan Forum and the UNS**

**3.1** Expand the global framework for development cooperation to include the United Nations System in monitoring the process (instead of OECD) towards a new partnership for Democratic Development.

**3.2** Endorse the principles of the Right to Development instead of the Millennium Development Goals (MDGs) considered as highly minimalist.

**3.3** Arrange for capacity building action for all actors, to be organised by UN Women in particular.

**3.4** Monitor and evaluate off-budget aid provided by the OECD.

**3.5** Strengthen the UN Women team in Rabat to facilitate greater engagement in the AE agenda.

### **4. Recommendations for NGOs and WRNGOs**

**4.1 Ensure coordination among NGOs and WRNGOs:**

- NGOs and certain donors demand formal and constant coordination among NGOs working on the same themes;
- Set up a permanent women's rights network (WRNGO Network) to draw up a common strategy, share projects and develop a funding policy.

**4.2 Set up an NGO network on aid/development effectiveness from a gender perspective**

**4.3** Operate across the country.

**4.4** Professionalise CSO work.

**4.5** Include ESCRs in the agendas of NGOs.

**4.6** Recognise GE as one of the principles of NGOs and mainstream gender in the activities of all NGOs.

**4.7** Strengthen the salaried human resources of NGOs specialised in the area.

**4.8** Ensure the emergence of leading champions of aid effectiveness in partnership with academia.

**4.9** Ensure the accountability of NGOs and multiple accountability



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- [http://eeas.europa.eu/delegations/morocco/index\\_fr.htm](http://eeas.europa.eu/delegations/morocco/index_fr.htm)
- [http://ec.europa.eu/world/enp/pdf/country/enpi\\_csp\\_morocco\\_fr.pdf](http://ec.europa.eu/world/enp/pdf/country/enpi_csp_morocco_fr.pdf)
- [http://ec.europa.eu/world/enp/pdf/country/2011\\_enpi\\_csp\\_nip\\_morocco\\_en.pdf](http://ec.europa.eu/world/enp/pdf/country/2011_enpi_csp_nip_morocco_en.pdf)
- [http://www.enpi-programming.eu/wcm/dmdocuments/Concept\\_Note\\_for\\_Morocco.pdf](http://www.enpi-programming.eu/wcm/dmdocuments/Concept_Note_for_Morocco.pdf)
- [http://ec.europa.eu/world/enp/pdf/country/enpi\\_nip\\_morocco\\_fr.pdf](http://ec.europa.eu/world/enp/pdf/country/enpi_nip_morocco_fr.pdf)
- [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Dialogue\\_structuré](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Dialogue_structuré)
- [http://ec.europa.eu/europeaid/who/partners/civil-society/structured-dialogue\\_fr.htm](http://ec.europa.eu/europeaid/who/partners/civil-society/structured-dialogue_fr.htm)

**GIZ Morocco:** <http://www.gtz.de/fr/weltweit/maghreb-naher-osten/677.htm>

**HCP:** [www.hcp.ma](http://www.hcp.ma)

**World Bank:**

<http://web.worldbank.org/WBSITE/EXTERNAL/ACCUEILEXTN/PAYSEXTN/MENAINFRENCHEXT/MOROCCOINFRENCHEXTN>

[http://www.wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2010/02/26/000334955\\_20100226015704/Rendered/PDF/503160FRENCH0B10MA0CPS0French1FINA.pdf](http://www.wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2010/02/26/000334955_20100226015704/Rendered/PDF/503160FRENCH0B10MA0CPS0French1FINA.pdf)

**Kingdom of Belgium:**

[http://diplomatie.belgium.be/fr/politique/cooperation\\_au\\_developpement/pays/pays\\_partenaires/maroc/](http://diplomatie.belgium.be/fr/politique/cooperation_au_developpement/pays/pays_partenaires/maroc/)

**MDSSF:** [http://www.social.gov.ma/MdsfsFichiers/pdf/Programme\\_Tamkine\\_Fr.pdf](http://www.social.gov.ma/MdsfsFichiers/pdf/Programme_Tamkine_Fr.pdf)

**Mediterranean Institute of Gender Studies,** —Glossary of Gender-Related Terms  
[http://www.medinstgenderstudies.org/wp-content/uploads/Gender-Glossary-updated\\_final.pdf](http://www.medinstgenderstudies.org/wp-content/uploads/Gender-Glossary-updated_final.pdf)

**MEF:**

[http://www.finances.gov.ma/genre/pdf/OMD\\_Maroc\\_Dakar.pdf](http://www.finances.gov.ma/genre/pdf/OMD_Maroc_Dakar.pdf)

[http://www.finances.gov.ma/docs\\_internet/actualite/docs/2009/daag/bsg\\_11\\_10\\_09\\_16.pdf](http://www.finances.gov.ma/docs_internet/actualite/docs/2009/daag/bsg_11_10_09_16.pdf)

[http://www.finances.gov.ma/docs\\_internet/actualite/docs/2008/daag/compte\\_rendu\\_21.pdf](http://www.finances.gov.ma/docs_internet/actualite/docs/2008/daag/compte_rendu_21.pdf)

**Morocco:** <http://www.maroc.ma>

**OECD:** [http://www.oecd.org/home/0,3675,fr\\_2649\\_201185\\_1\\_1\\_1\\_1\\_1,00](http://www.oecd.org/home/0,3675,fr_2649_201185_1_1_1_1_1,00)

**Opens Forum on Aid Effectiveness:**

<http://www.alliancesud.ch/fr/documentation>

<http://www.cso-effectiveness.org/>

**Réseau genre en action:** [www.genre.francophonie.org](http://www.genre.francophonie.org)

**UNDP:**

<http://www.pnud.org.ma>

[http://www.pnud.org.ma/pdf/CPD\\_Morocco.pdf](http://www.pnud.org.ma/pdf/CPD_Morocco.pdf)

**UN Women:** <http://www.unwomen.org/fr/>

**Women Watch, Information and Resources on Gender Equity and Empowerment of Women:** [http://www.un.org/womenwatch/directory/gender\\_mainstreaming\\_10314.htm](http://www.un.org/womenwatch/directory/gender_mainstreaming_10314.htm)

## ANNEXES

### ANNEX 1: MATRICES

**Matrix 1: Literature Review**

Study Title & Year	Author/Sponsor	Key Research Questions	Key Research Findings	Challenges
<b>Integrating Gender-Responsive Budgeting into the Aid Effectiveness Agenda: Ten-country Overview Report - 2008</b>	UNIFEM Debbie Budlender  Community Agency for Social Enquiry, Cape Town	- How can GRB contribute to making development more gender-aware in the context of the aid effectiveness agenda?	- Gender is a cross-cutting issue in country strategy papers - Gender-targeted allocations, where they exist, are generally small compared to the overall size of donor assistance - Generally, donor agencies did not do any tracking of gender - Country reports suggest that quite often donors channel gender-related aid through NGOs	- Understand the different ways in which money is provided by donors to recipient governments - Definition problems
<b>Integrating Gender-Responsive Budgeting into the Aid Effectiveness Agenda: Morocco Country Report</b>	UNIFEM, Nalini Burn	- What is the scope and characteristics of official development assistance, taking the European Union and Spain as examples? - How does the budget process work in Morocco and what progress has been made in reforms?	- In 2007, the five top donors were the World Bank, the European Commission, Spain, France and the African Development Bank (AfDB) - Gender issues are highlighted in a cross-cutting manner - Performance objectives and indicators – which prompt future disbursements according to with funding modalities – do not target gender issues - There are no special budget allocations that specifically target gender equality, or an institutional tracking of resource allocations - The use of gender mainstreaming tools is not a compulsory requirement	- Formalise the aid co-ordination group with the participation of key central ministries, MEF, and the Ministry of Foreign Affairs and Cooperation, as well as the national mechanism for SNEES implementation
<b>Attempt at Assessing the Cost of Implementing Engendered MDGs – 2008</b>	Study supported by UN Women on behalf of MEF	- How can engendered MDGs be costed?	- Preparation of needs assessment/costing draft reports for achieving certain strategic targets of gender-sensitive MDGs by 2015.	- The need to develop a national poverty reduction strategy - The need for coordination among various departments at country, regional and local levels
<b>Country MDG Report - 2005</b>	Kingdom of Morocco	- It is an engendered participatory report which assesses progress towards achieving MDGs in Morocco - Gender is mainstreamed in all MDGs	- All MDGs are engendered and sex-disaggregated data is available for all targets across all 8 MDGs	- Fund MDGs and calculate the cost of their achievement
<b>Morocco Country Report: First National Consultation on Aid Effectiveness – May 2010</b>	<i>Espace Associatif</i> , AMTDAS & LDDF	What about the monitoring of aid effectiveness by Moroccan NGOs?	CSOs insisted on development effectiveness based on 3 key reflection areas considered essential: accountability, autonomy and independence of the voluntary sector, and gender equality	Diversify funding sources; develop a clear strategy for action; and build capacities
<b>Millennium Development Goals, Ten Years On: How Far Along Are We in Achieving MDGs? Civil Society Report – Dec. 2010</b>	<i>Espace Associatif</i> ; Aziz Chaker	What analysis and assessment does civil society make of MDGs in Morocco?	In their very conception, MDGs overlook such essential issues as reducing inequalities, social justice, and the interdependence of poverty (monetary, geographic and socio-cultural), education and health with a structural and clear gender dimension. The nonexistence of a comprehensive and integrated social policy is also demonstrated.	“Address the downward rigidity of social disparities”

<p><b>MDGs in Morocco: Partnership, Funding and Development Effectiveness -- June 2010</b></p>	<p>Espace Associatif ; Aziz Chaker</p>	<p>What about MDG 8 in Morocco?</p>	<ul style="list-style-type: none"> <li>- The World Bank should not be ranked as the largest donor of development assistance to Morocco since a large portion of this aid consists of loans, not grants</li> <li>- Every year, large ODA amounts in US\$ are allocated to Morocco but are not disbursed</li> <li>- The capacity of civil society organisations to engage directly with donors remains low. They tend most often to limit themselves to the roles of executing agencies or service providers</li> </ul>	<ul style="list-style-type: none"> <li>- Develop a policy that is needs-based, not supply-driven</li> <li>- Build the capacity of NGOs</li> </ul>
<p><b>Methodology for the Effective Inclusion of Cross-Cutting Themes, Indicative Cooperation Programme 2010-2013 Morocco</b></p>	<p>Belgian Embassy</p>	<p>What methodology for gender mainstreaming in cooperation programmes?</p>	<ul style="list-style-type: none"> <li>- The 2010-2013 ICP for Morocco identifies five cross-cutting themes including gender equality</li> </ul>	<ul style="list-style-type: none"> <li>- Identify, develop, implement, monitor and assess interventions</li> </ul>
<p><b>Study No. 09-10/FDM on the Alignment of Belgium's Direct Bilateral Cooperation in Morocco at request of DG for Development Cooperation – Assessment Report, ACE Europe, May 2010</b></p>	<p>Belgian Embassy</p>	<p>Assess the institutional opportunities and risks of aligning direct bilateral cooperation</p>	<ul style="list-style-type: none"> <li>- Morocco does not have an all-encompassing development strategy</li> <li>- It is difficult to create inter-sector synergies with sectoral strategies and consider cross-cutting areas such as gender equality</li> </ul>	<ul style="list-style-type: none"> <li>- Create synergies among sectoral strategies</li> </ul>
<p><b>Report prepared by Youssef Belal (consultant) on Gender Mainstreaming in Belgian-Morocco Cooperation, October 2009 (Report on a workshop held by Belgian-Moroccan development cooperation on mainstreaming gender in ICP 2010-201)</b></p>	<p>Belgian Embassy</p>	<p>Mainstreaming gender in Belgian-Moroccan cooperation, particularly with respect to gender-sensitive indicators to be used for ICP monitoring and evaluation</p>	<p>Several gender-sensitive impact and outcome indicators were proposed in agriculture and water sectors</p>	<p>Conduct a study on gender-awareness in two priority cooperation sectors: agriculture and water</p>
<p><b>2010- 2013 Country Partnership Strategy for the Kingdom of Morocco – January 2010</b></p>	<p>Document of the World Bank Report No. 50316-MA</p>	<p>Discuss and inquire about activity programmes as well as areas where cooperation can be strengthened to better serve development in Morocco</p>	<ul style="list-style-type: none"> <li>- ODA accounts for a relatively low fraction (less than 5%) of the state's total annual expenditure</li> <li>- Donor coordination has improved, helped by the strength of national programmes and the government's active role</li> <li>- The WBG has committed to strengthen collaboration and harmonisation.</li> <li>- Country systems are already at the centre of donor support mechanisms. The country systems of Morocco and its commitment to further strengthen them support the national development programme and the framework for donor interventions</li> </ul>	<p>The government has requested the Bank and other donors to increase the use country systems to meet their commitments to the Paris Declaration (2005) and the Accra Agenda for Action (2008).</p> <p>The government wishes to see concrete progress made towards this objective during CPS implementation. Taking the above-described processes a step further, the Bank will fulfil its partnership with the government to assess systems, identify pathways to improvement, invest in capacity building, and support the implementation of these changes with the aim of gradually increasing the use of country systems. Paragraph 15 of the Accra Agenda for Action stipulates that "Donors agree to use country</p>



				systems as the first option for aid programmes in support of activities managed by the public sector (...). Should donors choose to use another option and rely on aid delivery mechanisms outside country systems (including parallel project implementation units), they will transparently state the rationale for this and will review their positions at regular intervals.”
<b>Gender, Poverty and Environmental Indicators on African Countries, Volume XI, p. 200 (2010)</b>	AfDB Economic and Social Statistics Division Statistics Department Website: <a href="http://www.afdb.org/statistics">http://www.afdb.org/statistics</a>	<i>Gender, Poverty and Environmental Indicators on African Countries 2010</i> is structured in three main parts: Part One presents a special feature article on Promoting Gender Equality and Women’s Empowerment in Africa: The African Development Bank’s Perspective; Part two focuses on Africa’s progress towards attaining the Millennium Development Goals with three sections presenting comparative cross-country data on Gender, Poverty and the Environment; and Part Three provides detailed country-specific data for each of the 53 countries.	Provided in tables outlining trends in cross-country indicators, p. 200	Goal 8: Developing a global partnership for development. International cooperation and global partnership is critical for achieving MDGs. There has been progress in promoting international cooperation. Development assistance to Africa grew in 2008 in spite of the global financial and economic crisis but is still far below the 0.7 percent commitment made by OECD countries.
<b>How Can the EU-Morocco Advanced Status Be Taken Forward?</b>  <b>March 2010</b>	Larabi Jaidi & Iván Martín  The European Institute of the Mediterranean (IEMed)  Consortium set up by the Catalanian Government  Spanish Ministry of Foreign Affairs and Cooperation  Municipality of Barcelona	The study examines the potential of the Advanced Status across all sectors and makes proposals for its further development. The main challenge now is to operationalise possibilities created by the Advanced Status and give it substance, especially that the analysis of the Joint Document and its first year of implementation warrant doubt over the added value of this new framework with respect to the European Neighbourhood Policy launched in 2005. Should the Advanced Status use the same approach and the same “tool box” as the European Neighbourhood Policy and enlargement, it will need to prove its comparative relevance and merit.	From Morocco’s perspective, aid flows are far below its expectations and capacity. Their per capita value remains very low with €6 per capita per year, still largely below amounts allocated to small-size countries such as Tunisia, Lebanon or Jordan.  In any case, it is clear that the Commission has already initiated, through the allocation of funds (or rather by increasing financial assistance to partners), a discreet differentiation process in line with principles set out in the ENP strategy documents since 2003. It is also evident that while in the Mediterranean this differentiation seems to clearly favour Morocco, this is not really the case if a comparison is made with all neighbours including Eastern European countries which seem to receive larger EU assistance.	Towards an EU-Morocco cohesion fund? It is evident that, even if the current level of assistance has shown steady growth since 1995 both in absolute terms and Euros per capita, it remains insufficient for a real convergence policy between Morocco and the EU or for addressing the immense socioeconomic challenges facing Morocco.  In the best-case scenario, the amount will not exceed €6.5 per capita per year in 2013. This is certainly a significant improvement compared to the €4 per capita per year allocated in 2006, but proves negligible relative to the €200 per capita per year seen as essential within the EU.***  As regards aid modalities, it is evident that the shift from project-based cooperation to sector budget support which

				<p>already takes up 100% of aid to Morocco is a large step forward on the path towards effectiveness. However, if a Euro-Moroccan space is to really materialise, the cooperation approach which has predominated so far must be replaced with an integration approach to financial assistance (as a complement, for instance, to normative convergence). In fact, this approach is the underlying basis of the European Neighbourhood Policy. Without real convergence and a convergence policy with clear objectives, regulatory convergence and trade liberalisation will lose much of their sense.</p>
<p><b>Mid-Term Review of Morocco Country Strategy Paper 2007-2013 and the National Indicative Program 2011-2013</b></p>	<p>UE</p> <p><a href="http://ec.europa.eu/world/enp/pdf/country/2011_enpi_csp_nip_morocco_en.pdf">http://ec.europa.eu/world/enp/pdf/country/2011_enpi_csp_nip_morocco_en.pdf</a></p>	<p>Proposal to include cooperation programmes over the 2011-2013 period which identify new intervention sectors or consider new priorities in certain sectors while maintaining the priority strategic areas of the Strategy Document 2007-2013.</p> <p>A certain number of cross-cutting themes will be considered under the proposed programmes depending on the specific nature of programmes and sectors of action. These themes include the gender approach, the environment, good governance, and regionalisation/territorial approach.</p> <p>Social priorities, including rural development, health and housing, remain a core area in the strategy of action consistent with CSP. However, the importance assigned to each CSP priority under the new NIP has been revised relative to the current NIP to address the challenge of implementing the joint document on the advanced status.</p> <p>More specifically, the goals of bringing Moroccan legislation in line with EU advances, upgrading institutional governance, and institution building set in this roadmap towards the advanced status require a substantial increase in financial contribution to the</p>	<p><b>Description of the Gender Promotion Programme.</b></p> <p>This programme would comprise three components:</p> <ul style="list-style-type: none"> <li>- <b>The legal component:</b> Support for the preparation and implementation of laws and regulations, particularly the Family Code, the law criminalising violence against women, and a law against domestic work by under-age girls, etc;</li> <li>- <b>The institutional and social component:</b> This component mainly deals with the promotion of women's participation in economic and social progress through concrete actions in specific areas such as education, training or combating violence against women;</li> <li>- <b>The communication component:</b> This part is centred on the promotion of the equality culture, including through aware-raising and training.</li> </ul>	<p><b>Expected Results:</b></p> <p><b>From a legal perspective:</b> (a) overall coherence between Moroccan regulations and international conventions ratified by Morocco on gender equality in all sectors (civil, political, economic, social and cultural); (b) and the effective compliance of all system operators with regulations related to women's rights.</p> <p><b>From an institutional and social perspective:</b> implementing second-generation rights for women including civil and social protection when their rights are violated; improving access to decent work and social protection, and fostering larger participation and visibility for women in economic and social spheres.</p> <p><b>From a cultural perspective:</b> In view of resistant social attitudes, standards and values, promote knowledge, understanding and the inclusion of the "universal women's rights" concept in various forms of expression (civil, political, social, economic and cultural)</p>

		“Institutional Support” priority.		<p>by spreading the equality culture.</p> <p><b>Implementation and performance indicators</b></p> <p>This programme should involve at least participation and steering by two Ministries (Ministry of Social Development, Family and Solidarity and the Ministry of Justice). Given the existence of measurable indicators, structuring measures and past (or ongoing) experiences of support to these institutions, it is possible to adopt a mixed approach that combines sector budget support with project-type support for specific actions with civil society actors while considering supplementary aid for capacity building to be decided during the preparation of the programme.</p> <p>In view of the current context, certain performance indicators could be put forward such as the number of ministries implementing a sectoral policy for gender promotion, the endorsement of regulations regarding the creation of a women’s pension fund as provided for in the Family Code, and the number of new support centres for women victims of violence.</p> <p>Moreover, insofar as gender equality promotion remains a sensitive matter, it is crucial to develop sound strategies to involve all key actors in action taken in this area.</p>
<p><b>2008 Survey on Monitoring the Paris Declaration: Making Aid More Effective by 2010</b></p> <p>© OECD 2008 36-1 2008</p>	OECD	Assessing aid effectiveness against the principles of the Paris Declaration *	Scores (see table below)	Scores (see table below)
<p><b>Presentation of CBMS Survey Results in Essaouira and Bouaboub, 2007</b></p>	<p>Touhami Abdelkhalek</p> <p>Florence Arestoff</p>	This study offers an empirical assessment the determinants of domestic savings and the microeconomic determinants of household savings by	The empirical evaluation of the microeconomic determinants of household savings enabled the assessment of savings and a certain number of behaviours according to the socio-demographic	Other determinants remain to be explored in an attempt to observe the saving characteristics of households in rural areas, particularly

	<p>Najat El Mekkaoui de Freitas</p> <p>Sabine Mage</p> <p>Administrative and General Affairs Directorate</p> <p>DCI/SP</p>	<p>using the field survey instrument known as the Community-Based Monitoring System (CBMS). The survey conducted as part of this study is quite original as it provides information on household income and consumption and covers a population sample that covers urban (city of Essaouira) and rural households (commune of Bouaboud). Our purpose is to understand the saving behaviour of these households according to location and a number of socioeconomic factors such as the number of children in the family, number of economically inactive persons, type of housing, etc. Collected data help to measure the average income and saving levels in both settings and to better identify the microeconomic determinants of household saving behaviour. It is however difficult to draw conclusions from these data at country level. Only an extended survey with a representative national population sample would make a broader analysis possible.</p>	<p>characteristics of households surveyed.</p> <p>We will thus demonstrate that size negatively affects household savings and that these do not depend on the number of employed or unemployed people in the household, particularly in the city under consideration (Essaouira). We will also show that in urban areas gender has a strong and significant influence on saving behaviour. A male head of a household would save more than a female counterpart. The hypothesis that women save more than men is challenged in this case.</p> <p>Saving behaviours in the rural commune surveyed appear less significant than those observed in the city. Aside from income which significantly affects household saving, the influence of other determinants such as size, gender or occupational status seems negligible.</p>	<p>variations in land and livestock ownership for instance or financial transfers. Only an in-depth survey of a larger population would help expand these initial findings.</p>
<p><b>Gender-Responsive Budgeting in Morocco: Key Achievements and Future Prospects</b></p> <p><b>Bangkok, March 2009</b></p>	<p>Mr Mohamed Chafiki, Director of Research and Financial Forecasting</p> <p>Ministry of Economy and Finance</p>	<p>GRB strategic areas</p> <p>Entry points for gender in budgets</p> <p>Review of key achievements</p> <p>International recognition of Morocco's experience</p> <p>Future prospects for GRB</p>	<p>Development of strategic areas</p> <p>Budget reform and MTEFs</p> <p>Development of key achievements</p>	<p>Extending the implementation of budget reform components to all ministerial departments</p>
<p><b>Updating data on GRB in Morocco, posted on the website "Gender Equality in Francophone Countries"</b></p>	<p>Mr. Mohamed Chafiki</p> <p>United Nations Commission on the Status of Women, 52nd session, New York, 25 February – 7 March 2008</p> <p>High-Level Round Table on Financing for Gender Equality and the Empowerment of Women</p>	<p>First spin-offs from gender budgeting</p> <p>Initial impacts of implementing the Family Code</p>	<p>Institutional progress</p> <p>Institutionalisation of the Gender Report accompanying the Budget Act</p> <p>Budget Call Circulars and circular letter issued by the Prime Minister</p> <p>Legal progress</p>	<p>Updated data on GRB in Morocco posted on the website "Gender Equality in Francophone Countries"</p>
<p><b>Seminar Report on Good Governance in Public Finance, 22 May 2008</b></p>	<p>MEF</p>	<p><b>Budget reform</b></p>	<p>□□ Aggregation of budget appropriations leading to a performance-oriented approach and</p>	<p>The need to enhance reports of the Court of Auditors by including an</p>

	DB	<p><b>Performance auditing</b></p> <p><b>Management control</b></p>	<p>results-based budget programming;  <input type="checkbox"/> multi-annual programmes and actions as a strategic option;  <input type="checkbox"/> Integrating the gender approach into budget programming;</p> <p><i>Integrating the gender approach or redirecting public action towards achieving human development</i> is a strategic option that tends to consider the differentiated needs of various sections of society (women, children, etc) in budget programming. It consists in strengthening the accountability of local actors and introducing indicators to measure the fulfilment of those needs and to assess the relevance of public policies particularly with respect to poverty and inequality reduction.</p> <p>Gender mainstreaming required implementing outreach tools and developing a knowledge management system and a communication strategy. It also required supporting ministerial departments for effective gender mainstreaming in budget planning and programming, and preparing an annual gender report to accompany the Budget Bill</p> <p><input type="checkbox"/> The deconcentration of activities and resource allocation to ensure community-based public service delivery;  <input type="checkbox"/> The simplification of procedures through control over processes, monitoring for results, and an optimal utilisation of information technology;</p>	<p>assessment of public policies and sectoral strategies to better guide the choices of government and assist with priority setting</p>
<b>Budget Directorate Activity Report 2005-2009</b>	Budget Directorate	Mobilisation of foreign funding	<p>Breakdown of ODA by source of funding</p> <p>Breakdown by sector</p> <p>Breakdown by purpose: reform programmes and investment projects</p>	Ongoing projects

## Matrix 2: Identification of Key Actors

	<b>Aid process in which actors are involved</b>	<b>Opportunities and challenges from a gender perspective</b>	<b>Recommendations for better GE outcomes in NAMs</b>	<b>Identification of capacity building needs</b>
<b>Government institutions</b>				
MEF	Negotiation, coordination, evaluation and monitoring	<p><b>Opportunities</b> Budget reform, (aggregation of budget appropriations, contractualisation, deconcentration, partnership, MTEF and GRB)</p> <p><b>Challenges:</b> Operationalise performance indicators during budget negotiations</p>	Responses after meeting with all actors at the study approval seminar	Responses after meeting with all actors at the study approval seminar
MAEC	Coordination for all cooperation programmes implemented at country level	<p><b>Opportunities</b></p> <p><b>Challenges:</b></p>	Responses after meeting with all actors at the study approval seminar	Responses after meeting with all actors at the study approval seminar
MDSFS		<p><b>Opportunities:</b> Agenda 2011-2015</p> <p><b>Challenges:</b> Capacity to implement agenda 2011-2015</p>	Responses after meeting with all actors at the study approval seminar	Responses after meeting with all actors at the study approval seminar
HCP	With the aim of strengthening managing for results and enhancing knowledge, the High Commission for Planning is increasingly producing sex-disaggregated statistics	<p><b>Opportunities:</b> Sex-disaggregated statistics may facilitate the evaluation of aid effectiveness from a gender perspective (GP) in Morocco. They are essential “to describe the reference situation to identify existing inequalities and set monitoring indicators and sought objectives with the aim of closing gaps.”</p> <p><b>Challenges:</b> Conduct time-use surveys; Labour market statistics from a gender perspective</p>	Responses after meeting with all actors at the study approval seminar	Responses after meeting with all actors at the study approval seminar
<b>Parliament</b>	Preparation of strategies, monitoring and evaluation	<p><b>Opportunities:</b> The Gender Report must constitute a special moment for debate during the presentation of budget acts</p> <p><b>Challenges:</b> Demand more transparency with respect to aid flows, including those targeting gender and their allocation</p>		<p>Budget process</p> <p>In ODA, including evaluation based on the criteria of the Paris Declaration</p>

	<b>Aid process where actors are involved</b>	<b>Opportunities and challenges from a gender perspective</b>	<b>Recommendations for better GE outcomes in NAMs</b>	<b>Identification of capacity building needs</b>
<b>NGOs and WRNGOs</b>				
<p>NGO network Espace Associatif; Association 3ème Millénaire pour le Développement de l'Action Associative dans le Sud-est (ATMDAS) (Errachidia); Association Marocaine de Solidarité et de Développement (AMSED); Transparency Morocco; Organisation Marocaine des Droits de l'Homme (OMDH)</p> <p><b>WRNGOs</b></p> <p>Fédération de la Ligue Démocratique des Droits de la Femme (FLDDF); Association Démocratique des Femmes du Maroc (ADFM); Initiatives pour la Protection des Droits de la Femme (IPDF); Jossour, Forum des Femmes Marocaines (Rabat); Amal, Femmes en Mouvement pour une Vie Meilleure (Casablanca)</p>	<p>Generally not involved by decision-makers and donors</p> <p>Some NGOs are consulted upstream for purposes of preparing their country strategies</p> <p>Participate in country consultations on aid and development effectiveness</p>	<p><b>Opportunities:</b></p> <p>Willingness to engage in various procedures: from the preparation of public policies to participation in development assistance allocation processes and decisions</p> <p>NGOs play in a key role on the national political scene</p> <p><b>Challenges:</b></p> <p>Recognition of the importance of political dialogue by all actors</p> <p>Enhancement of NGO skills in terms of independence and accountability with respect to the state and donors</p> <p>Development effectiveness must replace the issue of aid effectiveness</p> <p>The right to information</p> <p>The problem of funding for NGOs</p> <p>Preparation of a national development strategy</p> <p>National capacity building in leadership</p> <p>New procedures may help NGOs to further engage in new aid modalities, including general budget support and sector budget support</p> <p>Donor and state funding to NGOs</p> <p>state funding to GE</p> <p>Recognition of NGOs are actors in their own right</p>	<p>Participation as an actor on the footing as other actors in all processes</p> <p>WRNGOs demand that the state allocate internal resources to GE</p> <p>NGOs demand that the state fund NGOs and set clear criteria for access to this funding</p> <p>NGOs demand that donors fund fixed costs</p> <p>WRNGOs demand that a special fund pooling all donor resources for this issue be set up to fund GE, as is the case with other countries</p> <p>WRNGOs demand allocating targeted budget lines to GE</p>	<p>Their capacity building: from negotiation to advocacy</p> <p>General capacity building (advocacy and negotiation techniques, training in gender, training in strategy preparation and project evaluation)</p> <p>Specific capacity building (public policy monitoring and evaluation)</p> <p>Rise of leading AE champions was also proposed</p>

	<b>Aid process where actors are involved</b>	<b>Opportunities and challenges from a gender perspective</b>	<b>Recommendations for better GE outcomes in NAMs</b>	<b>Identification of capacity building needs</b>
<b>Key donors promoting gender equality</b>	Thematic and sectoral groups Preparation of country strategies Funding GE	Responses after meeting with all actors at study approval seminar	Responses after meeting with all actors at study approval seminar	Responses after meeting with all actors at study approval seminar
<b>Key Bilateral Organisations</b>				Yes for gender expertise
Belgian Development Cooperation				
Canadian Development Cooperation				
German Development Cooperation				
Spanish Development Cooperation				
<b>Key Multilateral Organisations</b>				
EU	Previous + key role in aid harmonisation and leadership of several groups			
UN Women	Chairs Thematic Group on Gender on behalf of UN agencies Technical support			More resources
UNDP	Acts as focal point for donors including UNS agencies to assist MEF with the implementation of the Paris Declaration. Contributes technical support to carry out OECD monitoring surveys. Leads the Group on Aid Quality			



### Matrix 3: Trends in Aid Flows

Bilateral donors, e.g.:	<u>Evolution of amount (2000/2005-2008)/sectoral focus</u>	<u>Evolution of amount (2000/2005-2008)/sectoral focus</u>	<u>Evolution of amount (2000/2005-2008)</u>
<ul style="list-style-type: none"> <li>• AECID (Spanish Development Cooperation)</li> <li>• CIDA</li> <li>• Belgian Development Cooperation</li> </ul>		<p>Tamkin Programme (2008-2011/2012): US\$8,400,000 Since 2005: €6 million (Tamkin Programme)</p> <p>Gender Equality Support Fund – Phase II (2005-2011): US\$4,321,500</p> <p>Programme for Gender, Environment and Children’s Rights (2010-2013): €8,000,000</p>	
<p>Multilateral donors, e.g.</p> <ul style="list-style-type: none"> <li>• EC</li> <li>• World Bank</li> <li>• AfDB</li> </ul>	<u>Evolution of amount (2000/2005-2008)/sectoral focus</u>	<p><u>Evolution of amount (2000/2005-2008)/sectoral focus</u></p> <p>19 projects of civil society associations for the promotion of human rights in general and women’s rights in particular: €6,000,000 NIP scheduled for 2011-2013 (€35 million)</p> <p>Reform and sector programmes</p> <p><i>Idem</i></p>	<u>Evolution of amount (2000/2005-2008)</u>
<p>Special funds or budget lines earmarked for advancing women’s rights and gender equality, e.g.:</p> <ul style="list-style-type: none"> <li>• Dutch MDG 3 Fund</li> <li>• Norwegian gender budget line</li> <li>• Fund for Gender Equality funded by CIDA and managed by UN Women (former UNIFEM)</li> <li>• Fund for Gender Equality funded by the Spanish Government</li> <li>• others</li> </ul>	<u>Evolution of amount (2000/2005/2008) and areas/actors that receive support</u>		

#### Matrix 4: Mutual Accountability

	<b>Gender equality is included as a crosscutting/targeted issue Yes/No If yes, how and why? If no, why not?</b>	<b>Actor(s) involved</b>	<b>Year process has started</b>	<b>Impact</b>
<b>Gender Equality in National Development Policies/Sectoral Policies</b>	No No national development policy GE not considered in sectoral strategies	Office of the Prime Minister Ministerial Departments		
<b>Performance Assessment Frameworks</b>	Decision-makers consider periodic MDG reports and gender reports as Assessment Frameworks	HCP MEF	2003 2005	- MDG Reports generate debate - Gender Reports have lesser impact
<b>Costing of Gender Equality Goals</b>	Study conducted to assess the cost of engendered MDGs	MEF	2007	No impact
<b>Public financial management systems/GRB</b>	GRB However, genderization only effective in 2007	- In 2009, 98% of ministerial departments endorsed results-based budget management - 1,912 performance indicators developed	Since 2001	Increasing ownership of approach Initial impacts are highly positive at sectoral level, particularly in respect of rural women's advancement, education, and access to basic infrastructure
<b>Other processes or tools identified:</b>				

## Matrix 5: Recommendations

Formulated by:	Addressed to whom?	Content of the recommendation	Optional additional explanatory text	Who transmits the recommendation to the addressee? How? When?
NGOs and WRNGOs + research team	Decision-makers	<ul style="list-style-type: none"> <li>- Speaking in terms of development effectiveness</li> <li>- Developing a national development policy</li> <li>- Capacity building for NGOs, WRNGOs, parliamentarians and officials of ministerial departments</li> <li>- state participation and accountability with respect to funding GE, NGOs and WRNGOs</li> <li>- Recognising NGOs as key partners in reflection on development</li> <li>- Strengthening the role of Parliament</li> <li>- Developing mechanisms for the implementation of political reforms and initiated budget reforms</li> <li>- Right of access to information</li> <li>- Considering gender in NAMs</li> </ul>	<ul style="list-style-type: none"> <li>- Rabat Declarations 1 and 2</li> <li>- National Consultations on AE</li> </ul>	<ul style="list-style-type: none"> <li>- UN Women</li> <li>- Media</li> <li>- During forums and national, regional and international meetings on AE</li> </ul>
NGOs and WRNGOs + Research team	Donors	<ul style="list-style-type: none"> <li>- Capacity development for actors: same as for decision-makers</li> <li>- Funding NGO and WRNGO projects</li> <li>- Harmonisation among donors and NGOs</li> <li>- Sensitisation action to involve international and national private sectors in the mobilisation of funds allocated to GE</li> </ul>		<ul style="list-style-type: none"> <li>- Forums</li> <li>- UN Women</li> <li>- Meetings with donors</li> </ul>
	Busan Forum and UNS	<ul style="list-style-type: none"> <li>- A new partnership for Democratic Development</li> <li>- Endorsing the principles of the Right to Development</li> <li>- Capacity building for all actors, particularly by UN Women</li> <li>- Monitoring/evaluation of OECD off-budget aid</li> <li>- Strengthening the UN women team in Rabat to ensure greater involvement in the AE agenda</li> </ul>		<ul style="list-style-type: none"> <li>- Busan Forum</li> <li>- Study approval seminar</li> </ul>
	Recommendations for NGOs and WRNGOs	<ul style="list-style-type: none"> <li>- Coordination among NGOs and WRNGOs</li> <li>- Setting up an NGO network on aid/development effectiveness from a gender perspective</li> <li>- Emergence of leading AE champions in partnership with academia</li> <li>- Professionalising CSO work</li> <li>- DESCs must be placed on NGO agendas</li> <li>- Recognising GE among NGO principles and considering gender in the activities of all NGOs</li> <li>- Developing the salaried human resources with expertise in GE</li> </ul>		<ul style="list-style-type: none"> <li>- Meetings with NGOs and WRNGOs on AE</li> <li>- Meetings of the reflection group set up to address development effectiveness</li> </ul>

**Matrix 6: SWOT Analysis**

<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Morocco does not depend on ODA</li> <li>• International commitments on aid effectiveness and gender equality (CEDAW)</li> <li>• National strategy and sector strategies for gender equality ; and the Government Agenda for Gender Equality</li> <li>• Public financial management reforms: gender-responsive budgeting</li> <li>• Good alignment of donor strategies with agreed commitments on gender equality</li> <li>• Aid predictability</li> <li>• Major role of NGOs</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Absence of a national development strategy</li> <li>• Right of access to information mainly constricted by decision-makers; impossible to find information on gender-responsive aid flows</li> <li>• Lack of interest and involvement by decision-makers</li> <li>• Low accountability of actors</li> <li>• Managing for results not universal</li> <li>• Absence of multi-stakeholder policy dialogue</li> <li>• Low capacity of NGOs and certain decision-makers</li> <li>• Lack of human and material resources needed by NGOs</li> <li>• Low coordination among WRNGOs</li> </ul>
<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• New aid modalities</li> <li>• Enabling institutional and political environment</li> <li>• Civil society shows keen interest in the subject</li> <li>• Requests for capacity building in the area</li> </ul>	<p style="text-align: center;"><b>Threats (Risks)</b></p> <ul style="list-style-type: none"> <li>• Cross-cutting nature of gender</li> <li>• Conservative political context</li> <li>• Gender Equality is not a priority and mechanisms for the implementation of GE policies risk not being developed</li> <li>• Technical approach of the aid effectiveness process</li> <li>• European budget crisis and decline in funding</li> </ul>

## Matrix 7: Capacity Building

	WRNGOs	CSOs	Parliamentarians	Women's Machinery
Knowledge of PD and NAMs; international forums on financing for development; the role of OECD and ECOSOC in development cooperation; NGO and WRNGO activities internationally to promote development effectiveness		+	+	+
Gender mainstreaming in public and sectoral policies			+	+
Cost assessment tools			+	+
GRB; Public financial management; monitoring/evaluation of public policies from a gender perspective along with the production of popularisation guides	+	+	+	+
Sex-disaggregated statistics	+	+	+	+
Lobbying and advocacy	+	+	+	+
Negotiation techniques	+	+		
Fundraising mechanisms	+	+		
Preparation of strategies and plans for action	+	+		
Procedures that may help NGOs further engage in new aid modalities, including general budget support and sector budget support	+	+		
Networking in general and in the area of development effectiveness	+	+		
Sensitisation of decision-makers about the rights of NGOs and their role as key actors in reflection on development			+	

*The plus (+) sign refers to capacity building needs*

## **ANNEX 2: LIST OF ORGANISATIONS AND PERSONS CONTACTED**

### **NGO NETWORKS AND NGOs**

- 1. AMSED (Rabat): Association Marocaine de Solidarité et de Développement**  
Mr. Hamid Benchrif, Chairman of the Board of Directors  
Mr. Aziz Chaker, Secretary General of the Board of Directors  
Mr. Abdelkader Moumane, Executive Director
- 2. Espace Associatif (Rabat)**  
Mr. Yassir Oouchen, Project Manager, Mobilisation and Advocacy Department  
Mr. Saïd Tbel, Project Coordinator
- 2. FMAS (Rabat), Forum Marocain Alternatives Sud**  
Ms. Karine Lacasse, Funding Officer
- 4. Amal, Femmes en Mouvement pour une Vie Meilleure (Casablanca)**  
Ms. Saadia Saadi, Chairperson
- 5. Association Chaml pour la Famille et la Femme (Kenitra)**  
Ms. Khadija Amiti, Chairperson
- 6. ADFM (Rabat)**  
Association Démocratique des Femmes Marocaines  
Ms. Amina Lotfi, National Vice-President
- 7. FLDDF (Casablanca), Fédération de la Ligue des Droits des Femmes**  
Mr. Mustpaha Chaffiai
- 8. IPDF (Fez), Initiative de Protection des Droits des Femmes**  
Ms. Ilhem Oudghiri, Executive Board Member
- 9. JOSSOUR (Rabat), Forum des Femmes Marocaines**  
Ms. Ghizlaine Benachir, Chairperson

### **DONORS**

- 1. UN Women, Rabat**  
Ms. Leila Rhiwi: Coordinator of the North Africa Regional Office  
Ms. Nalini Burn: Regional GRB Advisor  
Ms. Saadia Sifi: GRB Programme Associate
- 2. AECID**  
Ms. Cristina Gutiérrez Hernández, General Coordinator, Spanish Development Cooperation in Morocco

Mr. Vicente Ortega, Deputy General Coordinator, Spanish Development Cooperation in Morocco

### **3. Belgian Development Cooperation**

Mr. Filip De Maesschalck, Cooperation Attaché, Belgian Embassy in Rabat

Mr. Herman Boonen, International Cooperation Advisor, Belgian Embassy in Rabat

### **4. CIDA**

Mr. Sefiane Benyahya, Director of the Programme Support Unit of Canadian Development Cooperation in Morocco

### **5. GIZ**

Ms. María José Moreno Ruiz, Senior Technical Advisor, Integration of the Gender Approach in Economic and Social Development Policies

Ms. Najia Zirari, Technical Advisor, Integration of the Gender Approach in Economic and Social Development Policies

### **6. EU**

Ms. Fatima El Kesri, Coordination Assistant, Cooperation Section  
European Union Delegation in the Kingdom of Morocco

Ms. Sandra Bareyre, Programme Officer, Education and Gender, Social Sectors and Sustainable Development

### **7. UNDP**

Mr. Asier Segurola, Special Assistant to the Resident Coordinator

## **DECISION-MAKERS**

### **1. MEF: Ministry of Economy and Finance,**

Treasury and External Finance Directorate (DTFE)

Mr. Driss el Idrissi Azami, Deputy Director

### **2. MEF: Ministry of Economy and Finance,**

Research and Financial Forecasting Directorate (DEPF)

Mr. Ihnach Houssine, Head of the Social Policy Impact Unit

### **3. MEF: Ministry of Economy and Finance**

Budget Directorate

Mr. Farhat Youness, Head of Bilateral Funding and European Union Division

### **4. HCP: High Commission for Planning**

Mr. Akhellaf Ayach

### **5. MDSFS: Ministry of Social Development, Family and Solidarity**

Ms. Saida Drissi, Head of Women's Affairs Division

## **ANNEX 3: INTERVIEW GUIDES**

### **GUIDE TO INTERVIEWS WITH DONORS:**

#### **I Existing Literature**

Did your organisation produce studies, reports, notes, etc on aid effectiveness or aid effectiveness from a gender perspective? Did you organise conferences, round tables, etc on this topic?

Did you plan to conduct studies that did not materialise? If yes, why?

#### **II Identification of key donors supporting gender equality**

- Identify the five key donors (multilateral, bilateral, INGOs, private foundations, etc) that fund gender equality in Morocco

#### **III Co-ordination/harmonisation**

1. Are there thematic groups on gender? Are there other coordination mechanisms in place? Are they operational? Who participates? Who coordinates? Have they been able to include the gender equality theme in other working groups?
2. Is inter-donor co-ordination in place operating properly? If not, why?
3. Is there co-ordination with other actors on gender issues?

#### **IV Gender-Responsive Aid Strategies**

1. Do donors have a joint aid strategy?
2. Do Women's Rights NGOs play a role in the preparation of this strategy?
3. Does this strategy take account of commitments made on gender equality?
4. If not, do have an aid strategy that considers GE? Or programmes and projects?

#### **V Monitoring-evaluation of aid allocated from a gender perspective**

1. Is there a transparent framework for the assessment of allocated aid and does it include gender-sensitive outcome indicators?
2. Do the assessment frameworks include objectives linked to international and national commitments to GE or are they limited to certain sectoral outcomes?
3. Are there assessment reports on the impact of allocated aid from a gender perspective? Are the reports accessible?



4. Are there regular reports on funding for gender equality? If not, why?

## **VI Trends in amounts by recipient/sector of aid allocated in the area of gender since 2005**

1. What is the amount of aid allocated to women's rights and gender equality since 2005?
2. What is the share for ODA? What is the share for other organisations (NGOs, etc)?
3. What are these organisations?
4. What is the share for women's rights NGOs since 2005? Do these women's NGOs receive special funding or budget lines?
5. Is this aid distributed by area of intervention? Is gender equality one of these areas? If yes, what are the sectors considered?
6. What is the amount allocated to ODA to implement the government's plan?
7. How much is spent in ODA on gender capacity building?
8. How much money is spent on public financial management reforms?
9. Are gender focal points involved in the preparation of these reform programmes?
10. Is there a Moroccan gender expertise that you use?
11. Is there funding in place for developing the country's capacity in commitments on gender equality?
12. Are gender experts in your institution adequately trained in this area?

## GUIDE TO INTERVIEWS WITH NGOS AND NGO NETWORKS:

### I. Activities linked to development aid

- In general
- From a gender perspective

1. Have you conducted studies or held activities linked to development aid?

- In general
- From a gender perspective

*What are they?*

2. Have you produced a report on aid flows?

- In general
- From a gender perspective?

*What are they?*

### II. General assessment

3. Do you think that basic structures for aid management

\* are transparent

\* include measurable indicators of gender equality and women's empowerment?

### III. Participation

4. Are there mechanisms for participation in the aid effectiveness agenda?

5. Do these mechanisms ensure the participation of feminist activists in decision-making at all stages of the planned and institutionalised cycle?

6. Do women's organisations and gender advocates participate in the process of reflection on and implementation of new aid modalities? Are they involved in mechanisms in place and decisions regarding ODA from a gender perspective?

7. Do you know of any policy dialogue on gender equality and women's empowerment?

If yes, what is its scope?

What form does it take?

Who is involved?

And what is its impact?

8. Do you think there are clear lines of responsibility and accountability?

### IV. NGO initiative?

9. What is the contribution of your NGO to the design, formulation and implementation of

the poverty reduction strategy and to other aspects of development policies?

10. Have your NGO tried to influence donor decisions to improve aid directed at gender?

If yes, do you think you were able to get your way?

11. Do you think your demands are heard and included in the policy dialogue?

12. Is there co-ordination among NGOs to set up a pool of influence and to present and defend the activities of associations and your point of view by seeking to target the most appropriate donor?

## **V. Information**

13. Do you think you are properly informed of all commitments regarding the new modalities of aid effectiveness and its implications (Paris Declaration, Accra Agenda for Action)?

14. Do you think information on the allocation and distribution of publicly accessible resources and revenues is available? Is there a right to information (transparency) in Morocco?

15. Has civil society access to information on flows specifically designed to promote gender equality and women's empowerment?

Are there sex-disaggregated data and are they accessible for NGOs?

16. Are you adequately informed and trained to promote gender equality as set out in national plans and to control aid from a gender perspective?

## **VI. Right of control**

17. Does civil society exercise control over funds?

18. Do donors and the government involve you to control aid flows from a gender perspective?

19. Are there analysis and auditing systems from a gender perspective?

## **VII. Assessment of new aid modalities**

20. Have the objectives and modalities of aid you receive changed in practice?

21. If yes, how?

Is it good or bad for integrating gender equality into the priorities of development cooperation?

22. Are there measures in place for facilitating the accountability role of civil society?

23. What are opportunities do new aid modalities offer to your association?

24. What are the challenges facing you in making an optimal use of development aid to projects for the promotion of gender equality and women's empowerment based on the principles of aid alignment and harmonisation (2 out of the 5 new aid modalities

principles of the Paris Declaration)?

25. What type of aid do civil society and feminists working in advocacy need to strengthen:

- \* Their monitoring role regarding the impact of aid flows on gender?
- \* Their demands for government accountability?

26. Do you think you need training in this regard?

## GUIDE TO INTERVIEWS WITH DECISION-MAKERS

### I. Alignment, gender equality, women's empowerment and capacity building

**Q1:** Is coordinated action taken to incorporate, in a cross-cutting and systematic manner, gender equality into Sector-Wide Approaches (SWAs) in sectors that are “traditionally” concerned with gender equality, such as health and education; are “lessons learnt” forwarded to sectors where, often, little attention is paid to gender equality, such as infrastructure, and to institutional spheres “new” to the process, such as justice, law and order?

### II. Managing for gender equality results

**Q2:** Are performance assessment frameworks transparent? Do they include measurable results indicators for gender equality and women's empowerment and capacity building?

**Q3:** Do the frameworks include specific overarching objectives related to national and international commitments on gender equality, or are gender equality objectives limited to certain sectoral outcomes?

**Q4:** Are performance assessment frameworks (PAFs) transparent? Do they include measurable results? Are they indicators of gender equality and women's empowerment?

### III. Public finance and managing for results

**Q5:** How much money is spent by donors on public financial management system reforms? Who are the key donors advocating these reforms? Have their gender focal points been involved in the formulation of the reform programme? Are they involved in the implementation of the programme?

**Q6:** Did gender-responsive budgeting activities take place in your country? If yes, what were the key outcomes? If a gender-responsive budgeting initiative exists, who takes the lead?

**Q7:** Does the ministry of finance publish regular reports on gender and gender-responsive budgeting? If yes, are these subjects open to public debate?

### IV. Building country capacity to produce appropriate data

**Q8:** What is the volume of ODA allocated to fund the country's capacity building to meet demand for introducing gender-specific outcomes?

**Q9:** Is there proportionate support in the country for statistical systems to monitor and evaluate sex-disaggregated data collection and analysis and the use of gender-specific indicators?

## V. Database, monitoring and evaluation

### 1. Database

**Q10:** What is the share of Official Development Assistance (ODA) in the national budget?

**Q11:** How is total ODA distributed among various aid modalities and sectors?

**Q12:** What much of ODA is intended for government and non-governmental organisations?

**Q13:** What is the volume of aid allocated to the advancement of women and gender equality? What is the share of gender equality in ODA?

**Q14:** How is aid distributed among different aid modalities (projects, sector budget support, general budget support, SWAps, basket funds, and multi-donor trust funds)? How much is allocated to sectors directly concerned with the gender issue? How much is designed to be spent in a cross-cutting way? What are the sectors covered? Identify recipient institutions or organisations?

**Q15:** What is the volume of aid intended for organisations advocating for women's advancement and gender equality in 2005 and 2009-2010? Identify the key donors? Do they benefit from special funds or budget lines earmarked for the promotion of gender equality and women's advancement?

**Q16:** What is the volume of ODA committed in the country by the key donor agencies to implement gender equality in the country government planning?

### 2. Evaluation, monitoring and debate

**Q17:** How does the government monitor and assess the impact of aid on gender? Are reports available?

**Q18:** Are there mechanisms in place to include sex-disaggregated sector targets and indicators? Is there a structure that verifies the introduction of these mechanisms, particularly inside HCP, sectoral ministries, the Ministry of Finance and women's machineries? Are there reviews that specifically target this issue? Are these reviews conducted regularly?

**Q19:** What are the main performance assessment frameworks? What are the annual publications linked to country development policies? Are they publically debated (i.e. in the media)? How are this debated organised? Is documentation available and accessible?

**Q20:** What is the structure responsible for coordinating the OECD Survey on Monitoring the Paris Declaration? Does the country participate in the 2011 optional module on gender equality?

**Q21:** Do parliamentarians raise questions on gender-responsive budgeting? Is there a specific committee dealing with this issue?

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