



Empowered lives.
Resilient nations.



United Nations Development Programme

GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN PUBLIC ADMINISTRATION

MOROCCO CASE STUDY





KEY FACTS	2
EXECUTIVE SUMMARY.....	3
ACKNOWLEDGEMENTS	5
METHODOLOGY	6
WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION	7
Current profile of women's participation	7
Women's participation in other public spheres	10
Milestones in women's participation in public administration	10
CONTEXT	12
Public administration context	12
Socio-economic context	12
Gender equality context.....	13
POLICY AND IMPLEMENTATION REVIEW	18
National constitutions.....	18
Public administration statutes and policies.....	19
Gender equality legislation and policies	20
Enabling policies, work-life balance.....	23
KEY ACTORS AND INSTITUTIONS	30
SPECIFIC INITIATIVES	35
RECOMMENDATIONS.....	40
CONCLUSIONS	44
ANNEX 1: KEY CONCEPTS	45
ANNEX 2: RESEARCH QUESTIONS AND FRAMEWORK	46
ANNEX 3: BIBLIOGRAPHY	49
ANNEX 4: WOMEN'S PARTICIPATION IN SELECTED MINISTERIAL DEPARTMENTS	52
ANNEX 5: WOMEN'S PARTICIPATION IN DECISION-MAKING POSITIONS BY MINISTERIAL DEPARTMENT	54
ANNEX 6: WOMEN'S PARTICIPATION IN OTHER SELECTED PUBLIC SPHERES	56
ANNEX 7: EXPERIENCE OF SELECTED PUBLIC BODIES UNDER FAES PROGRAMME.....	58
ANNEX 8: ABBREVIATIONS AND ACRONYMS	61



KEY FACTS

KEY FACTS

HUMAN DEVELOPMENT INDEX	130 out of 187 countries in 2011 ¹
GENDER INEQUALITY INDEX	104 out of 146 countries in 2011 ²
INTERNATIONAL TRANSPARENCY RANKING	80 out of 183 countries in 2011 ³
% OF WOMEN IN THE PUBLIC ADMINISTRATION	<ul style="list-style-type: none">• 34.31 percent of Civil Service posts are occupied by women⁴• 15.15 percent of decision-making positions in Civil Service⁵
AFFIRMATIVE ACTION	<ul style="list-style-type: none">• Various policy measures in place• No quotas or targets
NEED TO KNOW	<ul style="list-style-type: none">• Comprehensive programming initiatives and lessons learned

1 Human Development Report (2011), UNDP. http://hdr.undp.org/en/media/HDR_2011_EN_Table1.pdf

2 Human Development Report (2011), UNDP. http://hdr.undp.org/en/media/HDR_2011_EN_Table4.pdf

3 Corruption Perceptions Index (2011), Transparency International. <http://www.transparency.org/cpi2011/results>

4 Ministry for the Modernization of the Public Sector (2009).

5 Ibid.



EXECUTIVE SUMMARY

Over the last two decades (1990-2010), there have been an increasing number of initiatives at the international level to strengthen gender equality within institutions. In Morocco, these initiatives include legislative reforms, the establishment of policy frameworks and enacting measures to increase the representation of women, especially in decision-making positions. Initiatives include:

- Launching of a gender-sensitive budget framework, which, since 2002, has produced an annual gender-sensitive budget report (the 2011 report covers 25 governmental sectors)
- Revision of the Labour Code in 2003, which introduced the principle of non-discrimination in access to employment, prohibited sexual harassment in the workplace, and extended maternity leave from 12 to 14 weeks
- Entry in 2002 and 2007 of women into Parliament (35 women out of 325 deputies)
- Appointment of seven women ministers out of 36 in 2007
- Establishment of a Consultative Committee for Equality and Equal Opportunity within every municipality in 2009
- Adoption, in 2004, of the new Family Code that enshrines the principle of equality and which decreed marital co-responsibility
- Adoption of a Charter for Improving the Treatment of Women in the Media (2005)
- Adoption, in 2006, of the National Strategy for Gender Equity and Equality for development policies and programmes, accompanied by a Circular from the Prime Minister (2007) calling upon various institutions to mainstream gender issues into all sector/ regional development policies and programmes
- Reform of the Nationality Code (2007), allowing a child born of a foreign father and a Moroccan mother to benefit from the nationality of his/her mother
- Adoption of the Governmental Agenda for Equality 2011-2015, with nine priority areas for ensuring the access of women to decision-making positions in the public administration
- Lifting of reservations (2008) and ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1993
- Adoption, in July 2011, of the new Constitution that enshrines the principles of equality and non-discrimination for the benefit of women.

These measures represent clear progress with regard to advancing women's rights in Morocco and are part of a wider process to establish a nation based on the rule of law and respect for individual rights and personal freedoms. Only the General Civil Service Regulations, adopted in 1958 before the first Moroccan Constitution of 1962, have yet to be revised in line with the new Constitution (2011).^{6 7} Importantly, the Decree of 30 December 1975, which regulates access to senior positions in the ministries and

6 General Civil Service Regulations (1958) (Dahir n° 1-58-008 du 4 chaabane 1377 portant statut général de la fonction publique).

7 Constitution of the Kingdom of Morocco (1962), Constitution of the Kingdom of Morocco (2011).



EXECUTIVE SUMMARY

which was revised in 2011 to allow equal access of women to decision-making jobs and senior administrative offices, now meets the constitutional requirements of parity and equality.

Nevertheless, the number of women in senior positions in the public administration remains very low - barely 15 percent in 2009.⁸ The professional careers of women still encounter obstacles arising from social roles based on the gendered division of labour and women's progress is impeded by traditional mindsets. Women themselves are not immune to these stereotypical mindsets.

Training and sensitization initiatives by some government departments and coordinated by the Ministry for the Modernization of the Public Sector (MMSP is the French acronym) to promote professional equality between men and women are important steps in the right direction and constitute good practice, with valuable lessons for other countries. However, these efforts need to form part of a broader societal undertaking and be backed up by measures to support work-life balance, recognize women's talents and support the development of women's skills and responsibilities. Equality and non-discrimination, which have been constitutional principles since 2011, should be complemented by more active policies such as measurable indicators, quotas and penalties, as is the case in some countries.

The key challenges in Morocco include sustaining efforts to establish gender equality as a core value of the public administration and its institutional culture; for example, by addressing gender stereotypes. Procedures such as those relating to recruitment and promotions also need to be improved.

⁸ Ministry for the Modernization of the Public Sector (2009).



ACKNOWLEDGEMENTS

UNDP would like to thank all colleagues, national and international partners, key respondents and interviewees, in particular Najat Zarrouk, Naima Senhadji and Malika Najib, who contributed their knowledge and time towards the realization of this document.

The lead author is Prof. Malika Benradi.

Methodological guidance and substantive and technical inputs were provided by Suki Beavers (UNDP), Patrick Keuleers (UNDP), Noëlla Richard (UNDP) and Soma Chakrabarti Fezzardi (UNDP GEPA Initiative).

Helpful research support and comments were also provided by Sarah Lisenbee and Emily Siu.

Sincere thanks go to the UNDP Regional Centre and UNDP Country Office in Morocco, including Bruno Pouezat, Alia Al-Dalli and Jihane Roudias, for invaluable support to this case study, both practical and technical.

We also would like to thank the peer reviewers of this report for their useful feedback: Dr. Hala Al Ahmadi (UNDP Regional Centre), Mrinalini Burn (UN Women) and Malika Najib (Ministry for Public Sector Modernization).

This case study was written as part of the first phase of a cross-practice and cross-thematic global UNDP initiative on Gender Equality in Public Administration (GEPA), launched in 2011, under the leadership of Winnie Byanyima and Geraldine Fraser-Moleketi.



METHODOLOGY

PURPOSE

The principal objective of this UNDP study is to determine the position of Moroccan women in the public administration, including in decision-making posts. The study also looks at factors supporting or impacting women's representation. Morocco is one of three case studies in the UNDP Arab States region.

Morocco was chosen because there have been concerted and sustained efforts to address the issue of women's unequal representation in the public administration and sharing this experience could be helpful for other countries. The timing of the case study is also significant and follows the enactment of the revised Moroccan Constitution, adopted by referendum on 1 July 2011.

It is hoped that the consultations undertaken for the study and the report itself help to raise awareness among decision makers and civil society about the importance of gender equality in the public administration.

This study is based on key research questions common to all the case studies and centred around the following questions (see also Annex 1 & 2):

- What is the level participation of women and men in the public administration (PA) at various levels and what are the emerging patterns and trends?
- What is the policy and legislative framework; which policies support gender equality in the PA, and what are the gaps and/or obstacles?
- What is the experience in implementing policy and are there any challenges and good practices? What seems to be working and why/why not?
- What are the priorities and recommended measures to establish professional equality between men and women in the government sector?



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

This section gives an overview of women's participation in the public administration and presents some trends and patterns.

CURRENT PROFILE OF WOMEN'S PARTICIPATION

Pyramid participation

Women are reasonably well represented in the public administration overall, but their presence is proportionally weaker than that of men as one moves up the hierarchy. The table below shows that although women's participation is at 30 percent or above at the professional and middle management levels, at the executive level it is just over 23 percent. This is less than the minimum 30 percent participation of women in decision making, which is recommended by CEDAW.

Table 1: Distribution of personnel according to grade

	WOMEN	MEN	TOTAL	PROPORTION OF WOMEN	PROPORTION OF MEN
EXECUTIVE	21,814	72,192	94,006	23.20%	76.80%
MIDDLE MANAGEMENT	51,051	72,461	123,512	41.33%	58.67%
PROFESSIONAL	94,015	174,806	268,821	34.97%	65.03%
TOTAL	166,939	319,677	486,616	34.31%	65.69%

Source: MMSP (2009).



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

The table below also show how the proportion of women's representation drops even further in specific decision-making positions. The participation of women as an average of all of the positions in the table below is just over 15 percent.

Table 2: Distribution of decision-making positions by gender

	WOMEN	MEN	TOTAL	PERCENTAGE
CENTRAL GOVERNMENT				
SECRETARY GENERAL	2	25	27	7.41%
DIRECTOR GENERAL	0	3	3	0.00%
INSPECTOR GENERAL	2	19	21	9.52%
DIRECTOR	40	234	274	14.60%
CHIEF OF DIVISION	177	1,495	1,672	10.59%
CHIEF OF SERVICE	751	3,471	4,222	17.79%
REGIONAL ADMINISTRATION				
REGIONAL AND PROVINCIAL DIRECTOR	2	117	119	1.68%
DELEGATE	9	86	95	9.47%
AMBASSADOR	9	66	75	12.00%
CONSUL AND CONSUL GENERAL	3	49	52	5.77%
TOTAL	994	5,565	6,559	15.15%

Source: MMSP (2009).

In the senior civil service, women's share of decision-making positions has improved but remains low.



Women's access to senior levels by agency and sector

The proportion of women in decision-making positions at the higher levels of central government varies between state agencies. The rates are generally low; in 2010, 18 out of 189 directorships were held by women.⁹ Women are more numerous in ministries, whose mandate relates to spheres traditionally considered female, such as education and health. However even in those ministries, the participation of women remains weak at the highest levels. Furthermore, access to decision-making positions remains limited in some ministries, as the following table shows.

Table 3: Women's participation in selected ministerial departments

MINISTERIAL DEPARTMENT	PERCENTAGE OF FEMALES	PERCENTAGE OF FEMALES IN POSITIONS OF RESPONSIBILITY
Health	52.6 %	13.5 %
Social development	51.7 %	44.2%
Modernization of Public Sector	43%	18%
Parliamentary relations	43%	20%
Economic and general affairs	42.6%	48.2%
High commissioners (resistance members)	41 %	3.1%
Justice	36.7%	8.9%
Water and Forests	12.1%	3.3%
Energy and Mines	21.2%	22 %

Source: Institutionalization of Gender Equality: catalyst for the modernization of public administration 2010, p.63 (World Woman's Day, March 2010). Note that this information varies slightly from the figures in Annexes 4 and 5 as the sources are different.

There can be a stark contrast between women's participation in the sector as a whole and in decision-making positions. For example, the Ministry of Health has reached parity in terms of the sector overall, but just 13.5 percent of decision-making positions are occupied by women. However, it is encouraging to note the high rates of women's participation in decision-making positions and overall in some ministries, such as the Ministries for Social Development and Economic and General Affairs.

Men's greater representation in decision-making positions within the public administration means they are more likely to be able to influence policies. There are also negative implications in terms of women's economic empowerment – see later section on pay.

⁹ MEMOMAP, le guide des décisionnaires, 6^{ème} édition, Agence Maghreb Presse, 2005-2006. (A decision-maker's guide, 6th edition, MEMOMAP, Maghreb Agency Press, 2005-2006).



WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

Distribution of women by ministry and agency

The table in Annex 4 shows that many ministries have achieved at least 30 percent participation of women across all hierarchy levels – although some have less than 15 percent. Thus, there is a limited pool of women that can be drawn on to fill decision-making positions in the future. However, as 30 percent is an internationally recommended minimum 'critical mass' of women at the decision-making level, it would seem important to have a greater proportion of women at lower levels in order to reach the minimum participation required at the top.

Some of these agencies may be considered to traditionally belong to a masculine domain, such those dealing with national defence and security, prisons and transport.

Urban and rural representation

The table below shows a very low rate of participation in rural government, which has barely increased since 2005.

Table 4: Trends in women's participation in central and local government

	PERCENTAGE OF WOMEN IN GOVERNMENT POSITIONS				
YEAR	2005	2006	2007	2008	2009
CENTRAL AND LOCAL GOVERNMENT	23.8%	25.3%	25.6%	25.7%	26%
URBAN ENVIRONMENT	25.7%	26.9%	27.4%	27.5%	27.4%
RURAL ENVIRONMENT	10%	11.5%	8.2%	8.4%	10.6%

Source: MMSP (2009).

WOMEN'S PARTICIPATION IN OTHER PUBLIC SPHERES

Annex 5 presents information on women's participation in decision-making positions in other public spheres. The picture is variable, but advances are being made.

MILESTONES IN WOMEN'S PARTICIPATION IN PUBLIC ADMINISTRATION

This section presents some milestones in terms of women's participation in the public administration.

The 1990s

- In 1997, more than 40 years after independence, for the first time four women were named by the late King Hassan II as Under-Secretaries of State in a government of thirty members. Since that date, women have been represented in all successive Cabinets. This date marked a turning point in the integration of the women into the executive branch.



- In 1998, two women were named Under-Secretaries of State, one in charge of Co-operation in the Ministry of Foreign Affairs, the other in charge of Disabled People.
- At the level of high-ranking positions, in 1998, the first female General Director of the Stock Market was appointed; she was also Director of the National Office of Tourism.
- The reshuffle of September 2000 led to the appointment of the first woman minister in Morocco. At that time, the Prime Minister's office was the only government department headed by a woman. Moreover, this ministry had in its mandate the 'female condition, children and handicapped people', which included responsibilities relating to social concerns.

From 2000 onwards

The beginning of the 2000s marked a turning point and the number of women who occupied political decision-making positions increased in all sectors. The appointments of three women to the government in October 2002 confirmed these trends, but the mandates of the government departments they were assigned, i.e. Family, Moroccans Residing Abroad, Literacy and Non-formal Education, were highly feminized. Women were also represented in the religious field - they have belonged to the council of the *oulémas* since 30 April 2004. In March 2009, other women were appointed. Only the School of the Navy remained closed to women.

In 2004, after the cabinet reshuffle, only two women remained in the government. But, just after the 2007 elections, seven women were named ministers and, for the first time, women were not confined to the social sector.

Some gaps remain - only one woman is adviser to the King and there are no women *walis* (governors). The first woman to have reached the senior rank of governor is the Director of the Urban Agency of Casablanca. The second female governor was appointed at the Ministry of Interior, as was the third female governor, who is in charge of senior management training. In 2008, 19 women were appointed *Caid* (representatives of authority).

It is important to mention that the advisory commission on the revision of the Constitution, which was set up following the events that shook the Maghreb and the Middle East at the beginning of 2011, includes five women and 18 men, representing various ideological tendencies but many of whom are considered to be progressive.

This analysis by the author thus shows substantial progress in the representation of women at the decision-making level in the decade between 2001 and 2011, but also highlights existing limitations and challenges.



CONTEXT

PUBLIC ADMINISTRATION CONTEXT

Government priorities in the Public Administration Reform (PAR) Action Plan (2010) included:

- Decentralization and reorganization of the PA
- Improving human resources
- Simplification of procedures
- A new code of ethics.¹⁰

A recent five-year plan includes the following major projects:

1. Public administration reform with special attention to a code of ethics, better working hours, better human resource management and investment in training and requalification
2. Strengthening monitoring and control mechanisms
3. Increasing the role of women in the PA through better access to decision-making positions and career opportunities.¹¹

The first two projects aim to benefit both women and men; however, better working hours, in particular, would potentially help to address the double burden of professional and family responsibilities usually borne by women. The interesting and important point here is that the government has not separated PAR and women's access to decision making, but sees these as integrated and mutually reinforcing.

SOCIO-ECONOMIC CONTEXT

For more than two decades, the 'female question' in Morocco has been subject of major debate. Approached initially from the social perspective, gender equality is today considered by stakeholders to be an essential element of good governance and a prerequisite for a successful democracy. It is also seen as a key factor in sustainable development

Morocco has seen women as agents of change and laid the foundations to support advances in the status of women from all walks of life by: revising most legal texts inherited from colonial times; creating many institutions; adopting new approaches to address discrimination against women; employing a multi-stakeholder approach. Morocco has also undertaken concrete initiatives to enshrine gender equality in the public and private spheres.

Establishing substantive gender equality, where women and men enjoy their rights in reality as well as in theory and in law, is a genuine challenge. Taking into account the importance and wide-ranging implications of gender equality for the democratic process, this challenge is relevant to all components of Moroccan society and particularly in the public administration decision-making environment. The

¹⁰ Governance in the Middle East, North Africa and Western Balkans: Challenges and Priorities in Reforming Public Administrations in the Mediterranean, UNDESA (2010) p. 170. The publication also provides a good summary of the recent history of the public administration, its main challenges and organization.

¹¹ Ibid.



role of the state, political parties and civil society in the realization of women's rights as a key component of human rights has been considerable in Morocco, and demonstrates clear political will.

It is fair to say that it has been mainly women's associations that have initiated advocacy activities as well as education and training initiatives. These efforts have unquestionably impacted on the political agenda and led to a focus on issues such as the reform of personnel regulations, gender-based violence and the representation of women in elected and public administration decision-making positions. Their engagement at the regional and international levels has resulted in networking opportunities, involvement in coalitions and the development of parallel relationships.

The intervention of the state, resulting from pressure from civil society at the national, regional and international level, led to gender equality issues becoming highly visible and, since the 1990s, many measures have been adopted. For example, married women no longer needed their husband's permission to obtain passports or to undertake commercial activity (Commercial Code, 1913).

However, it has been the political initiative undertaken by the late King Hassan II and consolidated by His Majesty King Mohammed VI that hastened these reforms and prioritized gender equality. The King's determination to improve the condition of women in Morocco also benefits from a supportive international and national context. At the international level, the commitment of Morocco to achieve the Millennium Development Goals (MDGs) and particularly MDG3 relating to gender equality by 2015, and to implement the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) are important milestones.

At the national level, Morocco has embarked on the democratization of key institutions and started the process of reconciliation with the past through the Equity and Reconciliation Authority (ERA). The National Human Rights Commission was established, the Diwan Al Madalim (Mediation authority between the State and the users of public services) was reorganized in 2011 and the High Authority on Audio-visual Communication (the HAAVC) was established. The Council of Competition (2008) and the Authority for Prevention of Corruption (2008) were also formed with the aim of strengthening democracy and transparency.

In order to promote sustainable and equitable development, which benefits disadvantaged segments of the population and following the issuance of a Royal Decree, the National Initiative on Human Development was launched in 2005. Gender equality and women's empowerment are at the heart of this initiative, which aims to combat regional disparities, poverty and social exclusion, as well as to enhance the status of women in terms of their enjoyment of fundamental human rights such as access to health and education and political participation.

GENDER EQUALITY CONTEXT

As mentioned, the King's strong support for women's rights, combined with pressure from the women's movement over three decades, has led to many legal reforms and actions in support of equality in the public administration and at the level of the family. This section looks at how the interest in gender equality in the public administration has evolved.



Gender equality in public administration: evolution of interest and approaches

Research on the topic is recent and fragmented; thus gaps in understanding remain. There are also insufficient statistics to allow for a detailed analysis.

Until the end of the 1970s, the problems of women in Morocco were treated primarily from a socio-cultural perspective, rather than considering addressing women's issues as important for the country's development. The issue of 'women in public life' was not completely ignored during this time, but it was not until the 1980s that a change in approach to the topic was evident.

Whilst the political participation of women has been a major concern for and focus of studies, the issue of women in the public administration has only recently begun catch the attention of researchers and donors.¹² Women's participation in the public administration decision-making process has generally been addressed in the context of political participation and access of women to high administrative offices.

The Civil Service, despite being an important employer of women, did not stimulate the interest of specialists, who instead focused on the economic activity of women in other sectors, particularly in the private sector. It was, instead, legal theorists who initiated research on the role of women in public office, whilst interpreting the General Statute on the Civil Service and identifying the *de jure* and *de facto* inequalities women experience in the course of their careers in government.

In the 1970s, writers offered various explanations to account for the clustering of women in the lower administrative levels of the hierarchy and their difficulty in accessing decision-making positions.¹³ During the 1980s, the policy paper of Moulay assigned addressed, for the first time, the question of women's presence in public office and their absence from positions of responsibility.¹⁴ Academic research and interest in the role of women in public office and specifically in the executive branch date from the end of the 1970s and beginning of the 1980s.¹⁵

Moreover, preparation for the 4th United Nations Conference on Women in Beijing at the start of the 1990s boosted interest in the topic and led to further research in this area. The beginning of the 1990s marked the start of national efforts to engage in the process of democratization. Researchers in the social sciences became increasingly engaged in the subject, although the approach was largely descriptive, with limited and sporadic empirical studies in gender equality in the public administration.¹⁶

In 1993, the African Training and Research Centre in Administration for Development (CAFRAD) carried out the first discussions on this subject in a number of African countries and has since regularly re-launched the debate to evaluate progress, identify obstacles and press decision makers to enact policies

12 Houria Alami: Gender and politics L'harmattan editions, 2006.

13 Women in the civil service, Fouzia Imanssar, Dissertation of the NSA graduating class (1977-1978) p. 132

14 The condition of women in Morocco. Aberrazak Moulay Rchid. Faculty of Legal, Economic and Social Sciences-Rabat (1985) pp. 506-537.

15 Work by women: the Civil Service in Morocco, NSA dissertation (1980), pp. 63-82.), Chérifa Alaoui Mdaghri

16 The participation of women in the political and public life of Morocco, Rafika Khatib, 3rd year dissertation, Faculty of Law, Rabat Agdal (1992); Women civil servants in Morocco, surveys and testimonies, Driss Guerraoui Rafika Khatib and Malika Ghefrane. Toubkal editions, Rabat (2002); Women in the agriculture sector. Publication of the Ministry of Agriculture, 2000.) ,Nadia Lagdali



supportive of professional gender equality.^{17 18} This first study on the place and role of women in African governments recognized that, in spite of the growing access of women to various levels of administration, African women still feel hampered in their professional aspirations by many obstacles. Women are often victims of social prejudices, slowed down in their professional careers by the double burden of employment and family commitments, as well as by workplace discrimination. However, women could be central to economic development and democratization of their countries, if given the means to participate on an equal footing with men.

In 1993, Morocco ratified CEDAW, which was published in the Official Journal of Morocco seven years later. Within the framework of the debate on the reform of the Code on Personnel Regulations in Morocco, the Friedrich Ebert Foundation carried out a study from 1993 to 2003. The study's section gender and political participation provided insight on the situation of women and men in senior public sector positions and assessed the world of diplomacy and decision-making positions in the public administration.¹⁹

In March 2003, around the time of International Women's Day, several papers and meetings were dedicated to the question of professional equality in the Civil Service.^{20 21} The debate benefited from the input of male and female teachers and researchers from the Faculty of Law, as well as from the National School of Administration. At this time, the gender equality began to be mainstreamed into administration and policy activities, albeit very tentatively.

The Office of the High Commission of Planning was the first administrative structure to consider the need for knowledge on gender quality in the public administration, as expressed in 1993 by CAFRAD. The Office undertook a study with the support of UNIFEM, the UNDP and the United Nations Economic and Social Commission for Western Asia, in 2003, on 'Women and Men in Morocco: Analysis of the situation and trends in disparities from the gender point of view'.²²

Development agencies active in gender equality in the public sphere are increasingly supporting studies and programmes to institutionalize gender equality.

The Canadian International Development Agency (CIDA) supports programmes to institutionalize gender equality in the medium-term in the public sector (2006) in partnership with four government departments – the Ministry of Communication, Ministry for the Modernization of the Public Sector, Ministry of National Education and Ministry of Employment and Vocational Training.²³ This programme is discussed in detail later in this case study.

17 The place and role of women in African administrations. Benradi, M. Studies and Documents Collection no 7, CAFRAD (1993) pp. 173-212.

18 In 2009, in Tangiers, CAFRAD held a conference between March 23rd-25th on the theme of 'Strengthening the capacities of women in administration, governance and leadership'.

19 Feminine-Masculine: The path towards equality in Morocco, 1993-2003, pp. 91-147, Publication FES (2004).

20 Women in the administrative hierarchy, Sabah Chraïbi (2003) pp. 17-22).

21 Women civil servants in Morocco and administrative reform. Leila Dinia Mouddani (NSAENA, March 2003).

22 High Commissioner for Planning: Women and men in Morocco: Analysis of the situation and trends in disparities from a gender perspective. Directorate of Statistics (2003) pp. 229-260.

23 Strategic mid-term programme for the institutionalization of gender equality in the public administration sector, SFEBFAES/CIDA, December 2006. Mid-term programme for the institutionalization of equality between the sexes in the Communication sector, SFEBFAES/ CIDA, August 2006, Republished in May 2008.



At the regional level, the Association of African Women for Research and Development led a field survey on 'Perceptions and representations of male and female Africans regarding equality between men and women' in five African countries (Morocco, Nigeria, Democratic Republic of Congo, Tanzania, Tunisia), including public and private environments.²⁴ The study concludes that progress in ensuring the presence of women in the public sector, including in decision making is significant, whereas the strongest resistance to be found is in the private sector. In the Maghreb region, the Kawtar Center supports research on 'Women in Decision-making' conducted by the Moroccan sociologist, Mokhtar El Harras.²⁵ The research highlights progress, but also points to many obstacles faced by women in accessing decision-making positions.

United Nations agencies, in partnership with government departments, public institutions and especially women's associations, have also carried out similar activities. UN Women, formerly known as UNIFEM, in partnership with the Democratic Association of Moroccan Women (ADFM), conducted research on 'The Representation of Female and Male Civil Servants in Public Service Positions in 2009'.²⁶

Government departments have been increasingly engaged in drafting plans and designing programmes for professional equality between men and women and to improve the visibility of women in decision-making positions, on the basis of participatory diagnostic assessments conducted in partnership with CIDA.²⁷ Most recently, they have been focussing on the evaluation of equality programmes.²⁸

In 2010, the MMSP, with the support of UN Women and the German Agency for International Cooperation (GTZ, now GIZ), undertook a study to investigate the sensitive issue of work-life balance for women, the results of which were presented recently in Casablanca.²⁹ The objective of the study was to establish a benchmark, conduct a diagnostic assessment of the current situation and develop strategies and measures to facilitate work-life balance for civil servants.

In general, most research stresses the obstacles facing women in their professional careers, but does not emphasize the social connections in the Civil Service between men and women.

Gender-sensitive surveys are rare and do not embrace all aspects of the problem, and no field research thus far has compared the attitudes and behaviours of men and women in the workplace or evaluated policies and measures in this respect. Little, if any research has been conducted on the situation of civil servants who are couples, for example, or on women's access to positions of responsibility as well as co-responsibility in the home.³⁰

24 The Representation of Female and Male Civil Servants in Public Service Positions in 2009. AFARD/AAWORD (2007) p. 505.

25 Women in decision-making. Mokhtar EL Harras (2008) p. 142.

26 Representations of women and men and male civil servants in public office positions in the course of 2009, UNIFEM-ADFM.

27 Equality in employment and the strengthening of leadership of women Moroccan public administration. Sophie Brière, France Paquet et Martin Gemme. CIDA (2005).

28 Diagnosis of the state of equality/equity in the sector of employment sector, vocational training and social protection, Demos consulting R. Naciri et A. Lotfi. Study carried out by the Ministry of Employment and Vocational Training with support from CIDA, January 2010.

29 GTZ (Work-life balance, Unpublished study, GTZ (2010).

30 There are no MMSP statistics relating to this question.



Women's political participation: widening the decision-making space for women

The international and national focus on broadening women's political participation has helped to expand decision-making roles for women and to change perceptions of women in such positions. In the Arab world, Morocco ranks second after Tunisia in terms of women's political participation.³¹

The active role of women's associations in the debate, the considerable research on quota policies and political support for gender equality all contributed to the update of the law relating to elections for the Chamber of Representatives. At the same time, a number of women were appointed to various senior positions: in October 2003, one woman was appointed as Second Vice President and another female 'Quaestor' was appointed among three Quaestors. Women were admitted into the Chamber of Representatives and, after the 2007 elections, seven women were appointed to ministerial offices.

The evolution of women's rights in Morocco has also been shaped by the Arab Spring, which has affected the women's movement and precipitated many reforms in the political field, in particular the revision of the Constitution in 2011.

31 See: www.ipu.org/wmn-f/classif.htm



POLICY AND IMPLEMENTATION REVIEW

This section first reviews key policies and then presents critical issues identified by interviews and key respondents through this study.

NATIONAL CONSTITUTIONS

Since independence, the successive constitutions affirm that women and men have equal political rights.³² The current Constitution of Morocco is reviewed below in terms of its support for gender equality.

*Constitution of Morocco (2011)*³³

This Constitution enshrines the equality of men and women to exercise of all of their rights. The constitutional text, adopted by referendum on 1 July 2011, affirms three relevant areas in its preamble:

1. Equal opportunity
2. A commitment to human rights
3. Combating discrimination based on sex, race, beliefs, culture, social or regional origin, language, handicap or other personal circumstance.³⁴

Article 6 of the Constitution specifies that the authorities are working towards conditions to ensure the freedom and equality of male and female citizens, as well as their participation in political, economic, cultural and social life. Article 19 explicitly promotes the principle of equality:

‘Men and women enjoy, on terms of equality, rights and freedoms of a civil, political, economic, social, cultural and environmental nature, set forth in this instrument and in other provisions of the Constitution, as well as in the international conventions and pacts duly ratified by the Kingdom and having due regard for the provisions of the Constitution, and the laws and regulations of the Kingdom. The Moroccan State is committed to achieving parity between men and women. It has created, to this end, an Authority for parity and for combating all forms of discrimination.’

Article 30 affirms the principle of equal access by women and men to elective office, but not to the public administration. Article 31 of the new Constitution states merit as the sole criterion for access to public office:

‘[T]he State, publicly-owned establishments and the local government authorities shall work with all the means at their disposal to facilitate equal access by female and male citizens on terms enabling them to exercise their rights [...]: access to public office based on merit.’

The new Constitution enshrines, for the first time, the supremacy of the international conventions ratified by Morocco over national laws and expresses the obligation to harmonize national laws with international instruments.

32 Constitutions of 1962, 1970, 1972, 1992 and 1996.

33 Available at <http://www.maroc.ma/NR/rdonlyres/2298ADD6-703C-471E-B924-A5E4F396FEA2/0/Texteint%C3%A9gralduprojetdenouvelleConstitution.pdf>

34 Official Bulletin no. 5964 (30 July 2011). See: www.maroc.ma



Those working to promote women's empowerment believe the new Constitution represents an important step on the journey to meaningful citizenship for Moroccan women and men, provided that measures are taken to put these provisions into practice. Moroccan legislation must undergo extensive reform in line with, and in the spirit of, the new Constitution.

PUBLIC ADMINISTRATION STATUTES AND POLICIES

*General Statute of the Civil Service (1958)*³⁵

This is the main piece of legislation governing the Civil Service. Access to the Civil Service has been open to men and the women since 1958. The first article of the Statute states that any Moroccan has the right to access, on an equal basis, public positions. No distinction is made between sexes.³⁶ Discriminatory practices which occur, particularly with respect to accessing positions of responsibility and authority, are therefore without any legal foundation.

The principle of neutrality in the right to access public employment and positions of responsibility can, however, hinder women's access if policies are not accompanied by specific measures that address historical inequalities.

This legal instrument dates from the 1950s and it is important to harmonize the Statute in line with international obligations, such as those related to CEDAW, and in line with the spirit of development and modernization. Indeed, many reforms have been undertaken, as a glance at the website of the Ministry for the Modernization of the Public Sector shows, including the following decrees and regulations:

- Maternity (Circular N° 5/2011)
- Modalities for applying Decree No.2.11.270 (2011), which updates Decree No. 2.04.403 (2005) regarding promotions for officials (Circular No. 9/2011).³⁷

Many of these are concerned with ensuring objective criteria and accountability mechanisms, which should benefit both women and men. Nevertheless, it is important to review these with a 'gender lens' in order to ensure they are in line with CEDAW and to assess whether any provisions inadvertently impact more negatively on women than on men due to cultural norms and traditional gender relations. Key respondents also felt that the General Statute on the Civil Service should be comprehensively revised to bring it into line with the July 2011 constitution and the same applies to the terms of reference for the Higher Council of the Civil Service (see below).

The government has also embarked on a comprehensive programme to improve gender equality in the public administration, which is discussed in more detail in the following sections.

Professional in-service training

The interviews with key respondents were unanimous with respect to the view that while training is very important for career development, it is often organized after working hours, geographically remote

³⁵ <http://www.mmsp.gov.ma/uploads/documents/StatutFPFranc.pdf>

³⁶ <http://report.globalintegrity.org/Morocco/2008/scorecard/54>

³⁷ <http://www.mmsp.gov.ma/fr/documents.aspx?t=3>



or involves long periods – all of which makes training less accessible to women. If women are inadvertently penalized because of their family responsibilities, their promotion is not ensured on the same basis as that of their male colleagues. Key respondents for this case study also associated the problem of women's limited participation in the public administration with the issue of work-life balance.

GENDER EQUALITY LEGISLATION AND POLICIES

International frameworks

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979)

Morocco ratified the CEDAW in 1993; this international convention clearly requires state parties to support women's access to decision-making positions, including through the use of temporary measures such as quotas.³⁸

The Beijing Platform for Action (BPFA, 1995)

Established in 1995, the BPFA is another important international framework with clear recommendations in terms of improving women's participation (particularly with reference to Strategic Objective G on 'women in power and decision-making'). The BPFA outlines the need to take measures to ensure women's equal access to and full participation in power structures and decision-making and to increase women's capacity to participate in decision making and leadership. 'Actions to be taken' are suggested for governments.³⁹

National policies

These are set out below and are shaped by Morocco's international commitments. In addition, there is a strong will at the top level to bring about change, as evident in the explicit support from Royal authorities and their public statements.

The King stated on 29 August 1999:

"How can we hope to reach progress and prosperity when women, who are half of society, see their interests ridiculed, taking no account of the rights by which our holy religion put them on an equal footing with men, the rights that correspond to their noble mission, restoring to them justice against any iniquity or violence of which they could be victims, while at the same time making it possible for them to reach a level which enables them to compete with men, whether it be in the field of science or employment."⁴⁰

38 http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en. See Articles 4 and 7.

39 See: <http://www.un.org/womenwatch/daw/beijing/platform/decision.htm>

40 Extracts from speeches and statements made by His Majesty King Mohammed VI on the subject of women's position in society. Work edited by the General Directorate of Local Collectivities, 2011.



The King reiterated the same concern in 2003:

“We make a point of congratulating the new elected officials, and we are delighted by the high scores obtained out by the most qualified young people. However, the low level of female representation in local government leads us to ask the question: for how long will we have to continue to resort to positive legal discrimination, to guarantee a broad participation by women in institutions? The question requires, without any doubt, a full-scale renewal, a major transformation of antiquated mentalities and collective conscience. It presupposes the need to entrust to women the ability to integrate themselves into all aspects of the life of the nation, more especially as women have shown that asserting their abilities, rights, and commitment are essential to the general welfare.”⁴¹

The commitment to the principle of equality and the involvement of women in the management of public affairs was also affirmed by the King’s speech on 19 December 2008:

“Thus is reaffirmed, our commitment to the framework of human rights, which are in agreement with our religious identity and our identity as a civilization. In this respect, we continue to work to equip the Moroccan woman with the means to allow her to be a stakeholder in the institutional and democratic process, by encouraging women to involve themselves in the life of the nation and to occupy the various posts of public office without barriers. We also take care to ensure that they can benefit from an increasing rate of equitable representation within the government, Parliament, local government communities and all the centres of decision-making.”⁴²

The improvement of women’s access to positions of responsibility has also been the focus of many Circulars issued by the Prime Minister (4 and 25 January and 26 September 2001) that aimed to: stimulate efforts to measure the influence of women in positions of responsibility in various ministries; to assess the role played by women at the senior levels of the Civil Service; to detect inequalities between men and women; and to take measures to address these inequalities.

National Strategy for Gender Equity and Equality (2006)

The National Strategy for Gender Equity and Equality (2006) was designed to bring together and support various stakeholders to take the necessary measures to establish gender equality in all fields. The needs, aspirations and specific interests of men and women in national development policies and programmes are given priority in the National Strategy, which offers a comprehensive vision for the reduction of disparities between the sexes in various fields.

41 Ibid.

42 Ibid.



The main goal is to reduce disparities between men and women with regard to the enjoyment of basic rights, access to opportunities and resources and participation in the public sphere, including in high-level positions. The National Strategy has two strategic objectives and five levels of articulation which provide a general framework to develop and support action plans to achieve gender equality in the following fields:

- Civil rights
- Representation and participation in decision making
- Social and economic rights
- Social and individual behaviours
- Institutional and political consolidation.

The National Strategy aims to meet the basic and practical needs of women in order to improve their situation and counter various kinds of inequalities and discrimination they experience, as opposed to men, in the public environment. This is complemented by a cross-cutting approach that takes into account gender relations in all fields of action: legal, economic, social and cultural, at all stages (design, implementation, follow-up and evaluation) and levels (macro, intermediate, and micro). This approach aims at the prevention of discrimination and a culture of equality in key institutions.

In 2007, on the occasion of International Women's Day, a Circular of the Prime Minister confirmed the importance of the National Strategy for Gender Equity and Equality and invited ministries, *walis* and governors to mainstream gender into all policies and into sectoral/regional development programmes. It is important to note that, in Morocco, this has an internal dimension (women's equal representation with men) as well as a public service delivery dimension.

Governmental Agenda for Equality (2011-2015)

The Governmental Agenda for Equality (2011-2015) was adopted by the Council of Government on 17 March 2011 and has nine priority areas:

1. Consolidation of institutions relating to gender equality
2. Equitable and equal access on the part of girls and boys to an education system of quality and that provides qualifications
3. Equitable and equal access for girls, women, boys and men to health services
4. Equitable and equal access for girls, women, boys and men to basic infrastructures
5. Equitable and equal access for women and men to civil rights and the fight against discrimination and violence against women
6. Equitable and equal access to positions of elective decision making and in the administration
7. Efforts to combat inequalities based on gender in the labour market
8. Efforts to alleviate poverty and the various forms of vulnerability experienced by girls and women
9. Efforts to counter sexist stereotypes in education, culture and the media.



This Agenda is further broken down into 30 objectives and proposes 100 measures for action. The sixth priority is central to this case study, as outlined below, it has two sub-objectives:

- To increase the political representation of women (Objective 17)
- To increase the representation of women in the public, semi-public and private sectors (Objective 18).

Seven measures are proposed under the sixth priority, three of which relate to Objective 18: enhancing the number of women in the public, semi-public and private sectors. It is important to note that the government explicitly mentioned women's presence in high-level positions as well as in the public administration in the Agenda.

ENABLING POLICIES, WORK-LIFE BALANCE

As mentioned, in 2010, the MMSP with the support of UN Women and the GIZ conducted a study on the work-life balance concerning women, the results of which were presented recently in Casablanca.

Maternity and Paternity

Article 46 of the General Statute on the Civil Service (1958) provides for 14 weeks maternity leave during which a woman's pay is not affected. Paternity leave is not mentioned, but employees are entitled to up to 10 days leave for family reasons (Article 41). The Labour Code (2003) provides for the same amount of maternity leave – in other words the public administration does not offer additional benefits as is often the case in other countries. The Labour Code also includes three days paternity leave at full pay (Article 269) and a pregnant woman is entitled to an additional year of unpaid leave.⁴³

Key respondent interviews: Factors contributing to the 'glass ceiling'

Though women's participation in the public administration with respect to line staff and middle management personnel may be high, this is not the case for senior management and advisors. There are many explanations for this scenario, which is discussed in further detail below. The following section presents findings from interviews and consultations with key respondents, including members of the Committee for Interdepartmental Dialogue (CCI) who shared opinions on this issue. Interviews aimed to gather information on the professional pathways of women from recruitment to retirement to allow for an analysis of the main challenges women face and problems they experience along the way.

Unequal career paths

The prospect of a career requires self-esteem and empowerment and a feeling of control over one's professional future, which are unequally shared by men and women in Morocco, as well as in other countries. Without exception, those interviewed stated that the goal should be to ensure the systems of evaluation and criteria for promotion are based only on the merit and skills of the civil servant in question, irrespective of gender. This indicates there is still limited awareness of the concept of special measures as mentioned in key human rights instruments such as CEDAW. In other words, equal opportunities need to be supported by active measures in order to translate to equal

⁴³ See: <http://genderindex.org/country/morocco>.



POLICY AND IMPLEMENTATION REVIEW

outcomes, given women's weaker starting points. In general, women have a career trajectory that is far less linear (interruptions, leaves of absence) than that of men. This also strongly influences pension levels for women upon retirement.

Recruitment

The interviews for this case study focused on the different kinds of recruitment and recruitment panels.

All those interviewed recognized that membership of recruitment panels remains very unequal in almost all sectors. While the proportion of women has increased for some, it was often emphasized that the chairs of such panels are overwhelmingly men. In addition, respondents noted the lack of clear assessment criteria to prevent reliance on informal criteria. This is important as women tend to benefit less than men from such informal criteria given gender norms, which favour men as family providers, having more visibility in public life outside the home. Women also have less time than men for building social capital and networking given that they usually assume primary responsibility for tasks inside the home.

For most respondents, the question of recruitment based on qualifications, through simple interviews, or even through an entrance examination, lacks transparency and privileges men. When female candidates are chosen, docility and submissiveness appear to account for the panel's decision. When there is a case of male and female candidates having equal or similar skill sets and qualifications, many employers prefer to recruit women instead of men as they believe women are less prone to protesting, that they can 'control them' or 'manage them more' than men. One interviewee said, "[I]n our government department, all other things being equal, the people in charge prefer to recruit women because they consider that they are more 'easy to live with', they are nicer, listen more and do not pose a problem [...]."44

The interviews therefore imply that, while women are advantaged by gender stereotypes when it comes to subservient roles, men are advantaged in applying for decision-making roles. Men and women in the PA have internalized the perception that power is fundamentally masculine. This points to a likely need to screen and tackle women's self-selection in applying for 'appropriate' roles.

Perceptions that women are not decision makers

Women are sometimes the target of discriminatory practices these alone do not fully explain the 'glass ceiling' and why women are not selected for decision-making positions. Some studies focus on the psychological factors related to stereotypes and normative behaviours. Ambition and competitiveness are perceived as male qualities. These stereotypes may not only impact recruitment, but may also affect the choices women make when selecting a career. This would explain a lower degree of professional ambition and less confidence among women in applying for certain positions in certain sectors. However, this may also be a rational decision to avoid the 'psychological cost' women often have to bear to be successful in male-dominated careers.

44 Interviews for case study (2011).



Work-life imbalance

The links between private life and professional life is of the essence in terms of understanding the 'glass ceiling'. Employers value availability, which is more difficult for women to provide, as they have to carry out most domestic tasks. Maternity, because it can cause discontinuities in a career, can also impact negatively women's careers. Furthermore, the importance attached by employers to mobility poses problems since it presupposes that women have to relegate their careers to the sidelines when they start a family, whereas this is not the case with men.

As women are torn between their roles as civil servants and as wives and mothers, studies such as that by the MMSP, supported by the GIZ and UN Women (2010) mentioned above, underline the complex problems of achieving work-life balance, a situation that does not arise for men and that harms women's careers. This is why, when analysing the professional careers of women, it is necessary at every step to understand the relationships men and women maintain with other institutions, in particular the family and community. This is even more relevant today because of the huge demand made by women to engage in gainful employment at the very time that the family and the community are experiencing far-reaching changes.

This subject featured prominently and repeatedly in interviews conducted during the study and many examples were given to illustrate constraints:

- meetings at inconvenient/late hours; missions, training exercises held at distant locations
- working hours have a direct effect on the access of women to decision-making positions.

Interviewees felt perceptions that 'to work late into the evening is a sign of commitment' need to be challenged: this is a very Moroccan view of senior responsibility in government.

Women interviewed felt that the reconciliation of private life and professional life is a family problem and, as a result, are seeking remedies from the state and policy-makers, while, on the other hand, men interviewed considered this to be a female problem only concerning women who work. One interviewee commented that "[I]t is up to women to better organize the reconciliation between their family responsibilities and their occupation [...]"⁴⁵ Other respondents felt that, as men do not seem to be involved in the management of domestic responsibilities, they fully embrace the sexual division of labour, as the foundation upon which gendered relationships are built. Also, the question of parental leave, open also to fathers, was perceived to be important, but one that Moroccan society is not ready to accept.

Such inequalities are encouraged by family policies, which perpetuate a perception of the family based on a traditional division of roles between two parents and encourage mothers to withdraw from the labour market to care for their children or their close relations. Different family models could be better supported (e.g. families headed by single mothers and fathers).

The unequal division of domestic tasks is influenced by a stereotyped representation of the role of women and men. Social change requires a shift in these perceptions. This is a long-term process that

⁴⁵ Interviews for case study (2011).



POLICY AND IMPLEMENTATION REVIEW

affects all stakeholders within their organizations and in their relationships with the outside world. Whether it concerns research on the sociology of labour or on social policy, work-life balance is regarded as a legitimate problem for women rather than men. Indeed, when recalling their professional careers, men frequently hid their private lives, whereas women highlighted their families as a key factor in the evolution of their professional careers.

It seems that the relationship between women and professional life is still problematic in Morocco. Not only do better work-life balance policies need to be developed, but services facilitating a work-life balance (nurseries, transport facilities, school canteens, childcare arrangements) also need to be expanded. Support in caring for children, the sick and elderly are important, as is tackling stereotypes and the perception of women in society as primary caregivers. It is important to ensure that the harmonization of private life and professional career is treated as a societal concern affecting both men and women alike.

Need for gender balance targets

All those interviewed were in favour of setting quantifiable targets. They pointed to the need for data to evaluate the impact of policies regarding professional equality. The Observatory of Public Employment was called upon to play a role in these proceedings as a mechanism to assess numerical equality through quantitative and qualitative indicators.⁴⁶ It should measure the evolving role of women in each government department and public institution.

Lack of will at institutional level

People interviewed recognize that the access of women to decision-making positions is dependent on the will of decision makers. In ministries where there is high level will to promote women to senior positions, women are more numerous at the senior level than in government departments where this will does not exist: "Everything depends on the will of the decision makers."⁴⁷

Those interviewed affirmed that the General Statute on the Civil Service is egalitarian, but beyond formal *de jure* rights, other criteria are used for certain positions. Thus, appointments of directors of central administrations are at the discretion of ministers. Ministers and upper echelons of the Civil Service are traditionally men who have thus developed their *modus operandi* and networks - these are evident in recruitment and promotion decisions.⁴⁸ Some key respondents for this case study believed that discrimination at this level affects women and men alike, as the minister and/or secretary general bring in people from outside the ministry and often without any experience - a kind of nepotism. These practices can disadvantage women even more so than men as women usually lack the informal networks maintained by some men. Nonetheless, most people interviewed felt that the new Constitution was a good step forward in dealing with these discriminatory practices.

46 See the website of the Ministry of the Modernization for the Public Sector: <http://www.mmmsp.gov.ma>

47 Interviews for case study (2011).

48 D.Guerraoui: op. cit.



Do women want the responsibility?

The interviews also yielded the following observations:

- Whilst girls come first in a number of public exams, they choose less prestigious and often less well-paid careers, and progress less quickly once in the public administration. “Women don’t want the responsibility” was felt to be a false argument as very few women with family responsibilities refuse promotion to positions of responsibility.
- Certain men interviewed explained a refusal to be promoted by a lack of ambition, confidence and aspiration, whereas the women interviewed maintained that professional responsibility costs women more than men:

“Male and female directors generally undergo the same stress factors, but women directors are frequently confronted with additional difficulties, both in the workplace and in the family and social milieu, than are men occupying the same functions. Gender roles are one of the main explanations for the weak representation of women in director positions.”⁴⁹

Gender pay gap

Discrimination in public office and women’s unequal participation in public administration decision-making positions is exacerbated by higher pay and benefits (e.g. company car) for men than women. This is not only because more men reach positions of responsibility than women, but also due to the fact that professions perceived as male are heavily dominated by men. These gender biases serve to entrench the supremacy of men in the private sphere as the providers of income as well as enshrine male supremacy in the public sphere and the professional environment. The table below shows that progress has been made in reducing the pay gap.

Table 5: Pay gap for men and women working in the Civil Service

	1990	1994	1998	2002	2004
CENTRAL GOVERNMENT	36,927	43,728	55,676	66,642	78,660
MEN	47,742	46,690	59,742	71,813	84,523
WOMEN	31,586	37300	47,291	56,762	67,868
MALE/FEMALE PAY RATIO (PERCENT)	66.2	79.9	79.2	79.0	80.3
PAY GAP FOR WOMEN (PERCENT)	51.1	25.2	26.3	26.5	24.5

Source: Gender and Work in Morocco, World Bank (2007) (more recent Civil Service statistics are unavailable).

⁴⁹ Interviews for case study (2011).



Advocacy to address gender stereotypes

Clearly, political will at the highest level of government is essential in order to make progress with regard to gender equality in the public administration. Key respondent interviews also point to the need to evaluate those in charge of gender equality in the workplace, in relation to the relevance of measures taken, the implementation of training schemes, the follow-up of advocacy and sensitization.

Various research papers on the image of women in the media reveal lingering stereotypes: women are recognized more as guardians of traditions who bear most family responsibilities (housework, education of the children, dealing with the sick and elderly) whereas men are breadwinners. The work of women and their wages are perceived as merely adjunct to family prosperity and are not perceived as a right to be exercised or an opportunity for personal development.

A policy of advocacy and sensitization is necessary to transform the representation of women and men in traditional and stereotypical roles and underlying gender relations. Given the importance of television, an advocacy policy that engages this medium and that engages all stakeholders and wider Moroccan society will be necessary to bring about longer-term changes.

Workplace harassment

Harassment of women in the workplace was highlighted by all interviewees, although they unanimously affirmed that very few female victims of harassment have denounced the perpetrators. The issue that has mobilized the women's movement is that of domestic violence.⁵⁰ Harassment in the professional environment and, in particular, in the public administrations has not, for the moment, been the focus of much research and has not elicited the interest of female associations. This may be surprising given the important role of the public administration as a key democratic institution.

The Labour Code (2003) made sexual harassment in the workplace a criminal offence and a serious crime and, as a result, the General Statute on the Civil Service, whose revision has been called for since the adoption of the new Constitution in July 2011, is expected to criminalize the harassment of female civil servants and such abuse of power. Those interviewed believe that, in the public sector, women are harassed less than in the private sector, where women are at greater risk of being dismissed if they fail to comply with inappropriate demands from bosses or co-workers. However, it was recognized that women in decision-making positions also demonstrate practices of harassment affecting the morale of men under their supervision. Examples include abrupt removal from key assignments, refusal of access to training, indifference or deliberately overlooking a colleague's achievements.

Working conditions

A key observation from respondents relates to working conditions. The implementation of the continuous schedule that allowed for longer 'cohabitation' between male and female colleagues was not accompanied by measures facilitating such cohabitation and showing due regard for minimal standards of hygiene, safety and 'togetherness' in the workplace, e.g. recreational areas meeting health and safety standards, places to pray, hand-washing basins and separate bathrooms for women and men.

⁵⁰ The 3rd evaluation report of the Network known as ANARUZ stresses the importance of domestic violence undergone by women. Cf. ANARUZ–UNIFEM Report (2010).



These conditions undermine performance and may make the public administration unattractive to women. It was also noted in interviews that the continuous schedule is not applied to the school system - this obliges many civil servants to leave work to handle arrangements for their children, which disrupts the functioning of the public administration, undermines the quality of services rendered by government agencies and disturbs the organization of work.

Lack of professional support services

A final observation from key respondents relates to the absence in the public administration of medical personnel, welfare officers, counsellors and advisors, as offered by some private companies, which would allow for more effective human resource management.



KEY ACTORS AND INSTITUTIONS

Ministry for the Modernization of the Public Sector

The Ministry for the Modernization of the Public Sector (MMPS) is a key actor and its mission is to develop and ensure the implementation of a government policy on civil service and public sector modernization, with a view to strengthen good governance and to lay the foundations for modern, effective, transparent and competent administration as well as to accelerate the pace of economic and social development in the country.

It was re-organized by Decree No. 2.06.82 (2006) and the decision of the minister in charge of the public sector (No. 2499.06), both of which address the terms of reference and organization of the MMPS central sections and departments.⁵¹

Higher Council for the Civil Service

Article 10 of the General Statute of the Civil Service (1958) established the Higher Council of the Civil Service, which is entitled to examine any draft law that aims to modify the General Statute on the Civil Service. It has the authority to examine any general question concerning the civil service that the government submits. It also has the responsibility to deliver its opinion on draft laws and regulations concerning civil servants governed by the General Statute on the Civil Service. The Council issues opinions on the subject of government policy guidelines as regards in-service training of civil servants and employees of central and local government. It can also put forward any measures likely to improve the system of human resource management.

According to the MMPS (7 December 2010) the work of the Council will focus on updating the statute governing the Council, a review of various issues, in particular the indicators for functions and skills, preliminary results of the study relating to rules and regulations governing wages and salaries and the implementation of the strategy on in-service training.

The composition of the Council includes 12.5 percent women among the administrative representatives and 16.7 percent women among the civil servant representatives – a relatively modest figure.

Division for monitoring public employment

Created by the MMPS, the functions of the Division for the Monitoring of Public Employment consist of the following:

'To manage the monitoring of public employment through maintaining a database of civil servants and to prepare the social assessment with other governmental departments.'⁵²

51 Source: <http://www.undp-pogar.org/resources/ac/stakeholders.aspx?sh=2>

52 See the website of the Ministry of the Modernization for the Public Sector: <http://www.mmmp.gov.ma>



This Division comprises two services: service of the monitoring of public employment and service of social assessment.⁵³ The work of the Division can be summarized as follows:

- To take part in the development of the general action plan for management
- To contribute to the monitoring system and implement an information system for public employment
- To provide reliable information for decision making in a timely manner
- To monitor and report on the trends and patterns in its mandate
- To identify and suggest priorities in research and analysis, training needs and other interventions necessary for the development of public employment
- To pilot, coordinate, control and oversee implementation of activities in its mandate
- To ensure a good information flow
- To oversee preparation of reports
- To contribute to the institutionalization of gender equality in the public administration
- To cooperate with stakeholders in order to ensure consistent and reliable data
- To provide tools and indicators for the evaluation of the implementation of action plans
- To contribute summary information for the website on public employment
- To ensure the implementation and use of the social assessment of the Civil Service and local governments.

Until now, only the social assessment of the civilian personnel of the state and local governments for 2006 has been published, but it is clear that the mandate of this body covers areas that directly impact women's access to employment and advancement to top posts in the Civil Service.

Committee for Interdepartmental Dialogue on Gender Equality in Public Affairs (CCI)

In order to build on gains in the institutionalization of gender equality in human resource reforms and to encourage government departments to take concrete measures, the MMPS established the CCI. The objective is to institutionalize gender equality in the Civil Service. Specific objectives are:

- To promote discussion, experience sharing and joint actions as regards institutionalization of gender equality in the Civil Service
- To monitor the integration of gender equality in PAR programmes and especially those relating to human resources management
- To enhance synergy between government departments in mainstreaming gender equality in the Civil Service
- To promote a culture of equity and equality in the Civil Service

⁵³ See social assessment of the civil servants and employees of central and local government, Annual Report, 2006, pp. 84 -90.



KEY ACTORS AND INSTITUTIONS

- To develop partnerships with stakeholders in regards human resources management and in particular, the network of Human Resources Directors
- To promote international partnerships to share experiences sharing and good practices in gender mainstreaming in human resources management.⁵⁴

This involves establishing:

- Preventive and corrective mechanisms to mainstream gender into human resources programmes and projects
- Institutional measures to enable equal representation of women and men at all levels and in all sectors of the Civil Service
- Training in gender equality, adapted to the needs of civil servants
- Monitoring good practices in gender equality in public administration
- Communication strategy with stakeholders.

In practice this requires the CCI to:

- Develop a joint action plan to institutionalize gender equality in public administration human resources management
- Disseminate the action plan heads of government departments belonging to the CCI
- Oversee implementation and ensure follow-up of activities specified in the action plan
- Promote partnership coordination between stakeholders
- Monitor consistency and synergy between government departments as regards integration of gender equality in human resources management
- Promote discussion to identify measures to promote the full acceptance by government departments of gender mainstreaming efforts
- Lobby and support decision makers as regards institutionalization of gender equality in public administration.

The CCI is made up of 15 government departments, and will be extended in a second stage to include all government departments. It is chaired by the minister delegated by the Prime Minister in charge of the public sector reform, and includes the representatives of the following departments:

- Ministry of the Modernization of the Public Sectors
- Ministry of Foreign Affairs and Co-operation
- Ministry of Interior
- Ministry of Justice
- Ministry of Economy and Finance
- Ministry of Equipment and Transport

⁵⁴ See MMSP website information about the CCI <http://www.mmssp.gov.ma/fr/decline.aspx?m=2&r=192>



- Ministry of Housing, Town Planning and the Management of the Environment
- Ministry of Health
- Ministry of Agriculture
- Ministry of Communications
- Ministry of Employment and Vocational Training
- Ministry of Industry, Commerce and New Technologies
- Ministry of Social Development, the Family and Solidarity
- Ministry in charge of Economic and General Affairs
- Secretariat of State for School Teaching.

The CCI is organized into three commissions:

- Commission for Information, Documentation and Communication
- Commission for Programmes and Partnership
- Commission for Follow-up and Evaluation.

Members of the CCI benefited from training that enabled them to finalize work plans and document the commitments undertaken. They also received support in communications, public speaking and the case development, as well as the following.

1. Training on mainstreaming gender equality in public administration to:
 - consolidate knowledge of gender equality institutional mechanisms in Morocco
 - validate the mandate, roles and responsibilities of the CCI
 - carry out a joint discussion on potential obstacles and solutions to sustainability and effective operations of the CCI
 - set out the operating procedures of the CCI.

Five themes are considered priorities:

- Theme 1: Institutionalization and operationalization of the CCI
- Theme 2: Integration of gender equality in recruitment, selection, appointment, mobility, promotion and performance evaluation processes
- Theme 3: Institutional measures to promote a better access of women to decision-making positions
- Theme 4: Institutional measures for work-life balance
- Theme 5: Integration of gender equality into in-service training schemes.

2. Training communications and team working for the CCI.

The role of the CCI, which is responsible for coordinating 15 departments under the oversight of the MMSP, was raised as an issue by key respondents several times. Those supportive of the CCI feel it has fostered



KEY ACTORS AND INSTITUTIONS

awareness of gender equality in the public administration and has highlighted disparities in access to decision-making positions. On the other hand, others contend that the coordination provided by the MMSP has not been effective. Some key respondents said that CCI members, many of whom are women, lack experience and technical expertise, as well as political knowledge. This school of thought maintains that the CCI should be composed of more senior decision makers (ministers or secretary generals) of the various government departments, that it should report directly to the Prime Minister's office, and that it should be equipped with financial resources to enable the implementation of its action plan.



SPECIFIC INITIATIVES

This section will not repeat the policy and institutional advances outlined in previous sections, but focuses on specific initiatives.

NATIONAL INITIATIVES

Strategic medium-term programme to institutionalize gender equality in the public sector (FAES)⁵⁵

Supported by CIDA, the first phase (FAES I) included a participatory assessment conducted in four target ministries (Ministry of Communications, MMSP, Ministry of National Education, MEFP). These ministries were then supported in the second phase (FAES II) to work towards achieving three milestones:

1. Establishing a process to institutionalize gender equality
2. Development and adoption of a medium-term programme to institutionalize gender equality
3. Implementation and follow-up of a medium-term programme to institutionalize gender equality.

These steps were tailored to the context of each ministry; the experience of two ministries is presented below (the experience of the others is presented in Annex 7). Although the ministries pursued the same goals through a common overall approach, they implemented different practices with varying results. The lessons learned and good practices of the FAES programme were captured with the aim of disseminating them to inform wider public sector reforms. They are presented below.

Ministry for the Modernization of the Public Sector (MMSP)

The contribution of the MMSP to the institutionalization of gender equality in the public administration is cross-cutting, hence its strategic importance as a participating ministry. Since 2005, a strategic committee for gender equality has been in place, reporting to the General Secretariat. It prepared the medium-term strategic programme (MTSP) aiming at the modernization of the public administration and development of human resources.⁵⁶ The members of the strategic committee, representing the four directorates of the Ministry, benefited from training on gender mainstreaming approaches. This programme was validated by the Ministry and adopted in January 2007. There were four priority issues:

1. Mainstreaming gender in the structure and practices of the MMSP through the strengthening of institutional capacity
2. The reduction of disparities between the sexes as regards human resources management through capacity building and the support of decision makers and stakeholders of the MMSP and other ministries
3. The increase in the representation of women and their participation in decision-making positions
4. The promotion of balance between family life and professional life.

⁵⁵ In French 'Programme stratégique à moyen terme pour l'institutionnalisation de l'égalité entre les sexes dans le secteur de l'administration publique.'

⁵⁶ Strategic medium-term programme for the institutionalization of equality between the sexes in the public administration sector. MMSP (December 2006) p. 88.



SPECIFIC INITIATIVES

This programme is one of the initial sectoral plans for gender equality within the framework of public administration reform. There was a focus on correcting discriminatory practices in the processes of recruitment, selection, appointment and performance assessment.

Four projects were carried out within the framework of this medium-term programme between December 2007 and March 2010:

1. Advocacy and sensitization programme on mainstreaming gender within the Employment and Skills Benchmark. This project was carried out in partnership with the National School of Administration.
2. Formulation of a methodological framework for a study on the underrepresentation of women in the public administration.
3. Strengthening the capacity of the steering committee and the strategic committee on gender equality. Through this project, 20 professionals from the four participating ministries (MMSP, MC, MEN, MEFP) were trained.
4. Advocacy and sensitization programme on mainstreaming gender into recruitment, selection and appointment of civil servants. Through this project, 20 professionals were trained from 10 ministries, as well as the Regional Academy of Education and Training and high potential women from six ministries. It is against this backdrop that the MMSP set up the CCI for gender equality, which includes an action plan for 2011.

The programme is broken down into seven projects, two of which are regarded as priorities and are under development with CIDA, the National School of Administration, and the Office of the High Commission for Planning.⁵⁷ To support this programme, the MMSP also launched a study (2008-2009) to design a new system for remuneration in public office. The results of the study, based on a gender approach, make it possible to review the grid of indices and to implement a new system of remuneration, based on qualification, the complexity of the work and the efforts involved. This is potentially positive, as increments based on length of service could work against women, who tend to have more and longer career breaks.

The responsibility of this department in the coordination of measures taken by the full range of ministerial departments is substantial. The corporate review process makes it possible to evaluate actions and to put forward measures to enhance gender equality and to take action regarding discrimination vis-à-vis access to positions of responsibility.

Ministry of Finance: a pioneering role in gender budgeting

The achievement of the National Strategy for Equity and Equality mainly depends on the capacity of the Ministry to provide tangible support for the implementation of its actions. The question of how the state budget supports men and women is important. Accordingly, the Ministry of Finance with the support of UN Women, undertook a programme on budgeting to meet the needs of women and men (gender responsive budgeting). The Ministry of Finance began mainstreaming gender into the state budget in 2002. Under this pilot initiative in the region, government departments are held accountable for including a gender perspective in their budgets. The Ministry of Finance, with the support of UN Women produced a practical guide on gender-sensitive budgeting in government departments in 2008.

⁵⁷ Idem.



Programme for sensitizing human resource managers on gender mainstreaming in the Employment and Skills Benchmarks (2008)

This project aimed at contributing to an institutional approach for gender mainstreaming in the employment and skills benchmarks in the public administration through studying factors that exclude women from equal participation in public administration.

Sensitization and training programme for mainstreaming gender in the recruitment, selection and appointment of civil servants

This project, carried out in 2010, aim at contributing to an institutional approach to integrate gender equality into recruitment, selection and appointment processes for civil servants. It was aimed at human resources managers in the MMSP and partners, as well as a group of high-potential women in public offices to strengthen their leadership capacities. Two training modules were developed:

1. A module for human resources managers in targeted departments on:
 - Systemic obstacles that women experience in accessing decision-making positions
 - How recruitment, selection and appointment criteria can result in disproportionate exclusion of women
 - Tools and indicators to increase the representation of women in decision-making positions.
2. A module intended for a group of women occupying positions of responsibility, relating to:
 - Systemic obstacles to the exercise of power, its culture and dynamics
 - Successful strategic behaviours in positions of responsibility
 - Management skills in a public administration context.

The MMSP, through its civil service directorate, serves as coordinator of actions to enhance the status of women in the public administration and in decision-making positions. It is a ministry of strategic importance.

Good practices

The experience of mainstreaming gender equality in 15 government departments was analysed from two angles: the conceptual framework and the strategies employed. The analysis yielded some good practices. These good practices were subjected to six criteria: relevance, ownership, partnership, replicability, sustainability and innovation. On the basis of these criteria, 18 good practices have been identified, which cover the three phases of the gender mainstreaming process by four ministries (MC, MMSP, MEN, MEFP) under FAES.⁵⁸

⁵⁸ Framework of lessons learnt and good practices, March 2011. http://www.faes.ma/medias/referentiel_pratique.pdf



SPECIFIC INITIATIVES

Process to institutionalize gender equality

Four good practices were identified:

1. Improve the ownership and implementation of the process of institutionalizing gender equality by anchoring it in the reforms of specific sectors
2. Integrate gender equality mechanism into the organizational framework set up for sectoral reforms
3. Combine the strategic and operational functions in the design of mechanisms responsible for gender equality at ministry level
4. Ensure that decision makers are on board.

Medium-term programmes to institutionalize gender equality

Two good practices were identified:

1. A participatory, multi-dimensional and overarching assessment mechanism is key to success
2. Programmes adapted to needs of ministries to support institutionalization of gender equality.

Implementation and monitoring

Twelve good practices were identified:

1. Train and support the mechanism in charge of gender mainstreaming throughout the process
2. Encourage and coach the mechanism in charge of gender mainstreaming in working as a team
3. Establish a roster of experts for complementary initiatives
4. Provide input for the establishment of a repository of expertise through a masters programme in 'gender and public policies'
5. Provide a forum for Moroccan women regarding their expectations vis-à-vis representation of how they are treated in the media
6. Train male and female journalism students and journalists in gender equality
7. Reduce gender disparities in human resources management in public administration
8. Set up an interdepartmental committee for gender mainstreaming in human resources management
9. Eliminate sexist stereotypes in school textbooks. Integrate gender equality into initial and in-service training for educational stakeholders, e.g. inspectors and trainers
10. Advocate for gender equality internally and externally
11. Encourage sharing and exchange of experience between ministries in gender mainstreaming.

Documenting these experiences contributed greatly to the Governmental Agenda of 2011-2015 and confirmed the political will to integrate professional equality between men and women in the public administration. However, there are challenges relating to the sustainability of the programme and the status of the bodies responsible for gender equality. Many people interviewed called for the CCI to report to the office of the Prime Minister and for adequate funding.



INTERNATIONAL AGENCIES

For more than two decades, gender equality and women's empowerment in Morocco has benefited from the commitment of United Nations agencies in partnership with civil society and government departments. The UNDP, UN Women and the United Nations Population Fund (UNFPA) have been committed to the advancement of women's rights in Morocco. The Governmental Agenda for Equality (2011-2015) is supported by United Nations agencies.

UN Women, in collaboration with UNFPA and UNDP, engages in many activities to strengthen women's capacities in all environments and is launching a full-scale effort to achieve MDG3 by 2015.

The interventions of UNFPA are focussed on the issues in its mandate such as reproductive health and combating and preventing gender-based violence. UNFPA also supports the strengthening of women's capacities in the context of local government, e.g. drafting communal development plans which are gender sensitive, supporting local information systems, supporting women's access to local decision making roles and training of magistrates.

CIDA and the GTZ (now GIZ) are examples of bilateral agencies that have supported programmes to institutionalize gender equality in various government departments.



RECOMMENDATIONS

RECOMMENDATIONS

The interviews for this case study in particular enabled the identification of a number of key issues and corresponding recommendations to strengthen the presence of women in the public administration, and especially their access to decision making.

Update the General Statute on the Civil Service (1958)

The General Statute on the Civil Service is an essential piece of legislation and needs updating to better support public administration reform and human resource management, as well as gender equality. Transparent, merit-based recruitment, promotions and appointment procedures including at senior levels are important to put into place. These should also be screened to ensure they do not inadvertently disadvantage women – in other words, to ensure they are not ‘gender blind’. Active measures and a clear strategy for enhancing the access of qualified women to positions of responsibility are also needed in line with CEDAW.

Adopt a new system of performance evaluation

Performance evaluations must be focused on the professional skills and capacities of civil servants in their work, within the framework department objectives. There should be ongoing assessments and managers could potentially also be assessed in their effectiveness in implementing gender equality objectives.

Update the system of in-service training

In-service training is a fundamental issue as identified in the BPFA and it is important for visibility and career advancement prospects. It is necessary to implement a coherent strategy for in-service training that takes into account issues such as decentralization. The participation of women in this kind of training should be monitored and be at least equal to that of men – this may require that women’s specific constraints in accessing training be addressed, such as timing, venue etc. Special courses targeting women may also be necessary for particularly high potential women, in order to fast-track them through the system.

Improve statistics to better identify obstacles to women’s careers and establish new indicators

Statistics on the status of women in public office are much improved, but their analysis and use still have to be developed in order to pinpoint specific issues and obstacles. A joint effort must be undertaken between the Observatory for the Monitoring of Public Employment, government departments and local governments. In more general terms, the situation of men and women in public office must be regularly reviewed through status reports in central and local public administrations in order to check progress and identify obstacles.

Establish clear and binding objectives for the proportion of women in senior management positions

The National Strategy for Gender Equity and Equality requires ministries to promote greater representation of women in decision-making positions through practical measures. The Strategy has been implemented well by some ministries and less so by others. Each ministry was to define implementation



mechanisms to achieve quantified goals in women's representation in senior management, in particular in terms of training and organization of work.

Each ministry should be obliged to establish or renew these plans and establish targets for women's participation of at least 30 percent women in senior management by 2015 (MDG 3). Ministers could be accountable to the head of the government.

The MMSP could also establish and publish an annual ranking of ministries in terms of women's participation in decision-making positions. This could encourage ministries to review the talent pool of women and the career trajectories of men and women.

It is important to stress that these measures will be effective only if talent pools of eligible women are nurtured on a sustainable basis. Until now, there has been no specific initiative to develop such a talent pool for employment in jobs in government decision making.

Apply a one-third quota in all recruitment from now until 2015

The interviews showed that men think the access of women to decision-making jobs should be based not on quotas but on 'meritocracy'. This position seems presumptuous, partly because these men wish to convey the impression that they arrived at their senior positions purely by virtue of their merits and partly because the implication is that women's unequal participation in decision-making is because they cannot obtain these positions by merit alone. Yet many studies have shed light on the true obstacles to the equal presence of women in decision making positions. These include prejudices, traditional stereotypes regarding male and female gender roles, lack of self-confidence, the absence of family encouragement, the accumulation of domestic responsibilities and lack of measures to allow women to balance these.

Recruitment, promotions and appointment panels need to be trained in gender equality issues and specifically on how to implement quotas so that they are compatible with merit-based systems. Such actions are already undertaken, but it is advisable to go further and do this systematically. The quota could be changed to 33 percent by the end of 2015. Penalties for non-compliance are also important in order to be effective. The experience of other countries has shown that precise and binding quota formulas are more likely to foster parity in positions of responsibility through all phases of the process of recruitment. The quota of 33 percent women by 2015 in public administration decision-making positions is achievable in Morocco - it depends on political commitment and the pressure of the women's movement.

Manage human resources to improve women's career paths

We have seen through the experience of some private companies that the promotion of women was more effectively handled when regular monitoring was established through simple indicators measuring the type of responsibilities entrusted to them. These career-tracking indicators could be made compulsory for all personnel in the professional category in the Civil Service. These indicators would also establish talent pools for senior management positions and aim to define objective measures to develop the careers of women based on criteria other than those of mobility or availability. The interruption of the careers of many women during the early months of their children's lives is legitimate and is recognized by the law. However, the public administration continues to regard this time as a period that does not form an integral part of the professional life or career course of women.



RECOMMENDATIONS

Promote mentoring of talented women

A mentoring system for capable women who want to reach senior management positions could be organized in each ministry, local government or public entity. This is an important resource for women, who often miss out on professional networking that can facilitate access to top management positions. Mentoring also supports greater visibility for women, the lack of which is often identified as a barrier to career progression.

Support reconciliation of private life and professional life

Meetings before 9 a.m. and after 6 p.m. should not be permitted in the Moroccan public administration. This is because the organization of meetings at these times particularly penalizes women. This policy could be incorporated into 'time management charts' to reconcile private and professional life. Nurseries, transport facilities, cafeterias and special allowances for care giving could also help women balance their double burdens.

Implement a national plan for training and communication to promote gender equality

In order to change mindsets, active communication sensitization with regard to gender equality should be carried out by the Ministry of the Modernization of the Public Sector. It should cover the existing situation as well as national and international commitments to improve women's participation. These actions lend themselves to high media visibility and could have significant outreach to the wider Moroccan public. Personnel should be sensitized to gender issues through initial training in the public administration schools and in-service courses.

Establish senior gender delegates

It is necessary, as in other countries, to set up delegates responsible for gender equality. A network of ministerial delegates for professional equality could be set up in each ministry, senior enough to have real authority within the agency concerned. In the same way, 'gender equality focal points' could be appointed at each ministry. They could constitute a network capable of monitoring the implementation of action plans and propose actions.

Gender balance in key agencies influencing representation

In addition to the above, it is necessary to ensure balanced representation of men and women in key agencies, including on recruitment panels and public administration schools.

In addition, the following, based on the policy review and literature, are recommended:

- The Moroccan government must redouble efforts to achieve MDG3 by 2015, particularly with regard to ensuring the access of women to high-ranking administrative office.
- Make fully operational the Authority for Gender Parity and combat all forms of discrimination within the framework of the new Constitution and Governmental Agenda for Equality (2011-2015). Indeed, all councils and institutions created by the new Constitution should be set up and all UN agencies should support these mechanisms as a matter of priority and good governance.



- The governmental mechanisms in charge of gender equality should be adequately financed and given high priority. All government programmes, projects, policies and budgets must be prepared and evaluated from a gender perspective.
- Networks of women should be set up to support dialogue with ministries and special interest groups. These networks can also be useful policy and programming partners. Women's perspectives should inform priorities and strategies to address issues in recruitment, promotion, sexual harassment, career and pension plans. Civil society and ministries can support such networks and revitalize the League of Female Civil Servants.
- At school and in the workplace, girls and women should be trained to develop their self-esteem as this will help to overcome barriers posed by traditional gender norms, where women's work outside the home has little value. This will, in turn, help them access and advance in the public administration, including in the decision-making environment.



CONCLUSIONS

Significant progress has been made in promoting the presence of women in the public administration in Morocco, including in decision making. Political commitment and pressure from the women's movement has made this possible, and international agencies have supported the process. Women's equal participation has been recognized and promoted as part of the wider reforms for a more effective public administration and good governance. Important legislation has been established and specific programmes have been piloted, documented and shared.

Indeed, women are increasingly present in the public administration. However, gaps and challenges remain. The main piece of legislation governing public administration human resources is out of step with a forward-looking and gender-inclusive democratic establishment. Issues such as a lack of transparency in decisions on recruitment and appointment continue to impact women even more negatively than their male counterparts, and work-life imbalances have yet to be tackled with appropriate mechanisms. Critically, the participation of women at the public administration decision-making level is well below the minimum of 30 percent recommended by human rights instruments such as CEDAW.

Improving this situation requires efforts in the whole of society, where gender relations and stereotypes mean that women may be deterred from aiming high and from studying subjects to facilitate their access to the public administration. The public administration also needs to be educated in the benefits and challenges of equal representation.

Morocco is an interesting case study for other countries because it has been addressing women's equal representation in public administration for some time. It is now important to maintain the momentum and consider a stronger results focus, such as numerical targets for women's presence in decision-making positions.



ANNEX 1: KEY CONCEPTS

Gender equality

Equality between men and women means that all human beings, men and women, are free to develop their personal abilities and to make choices regardless of limitations imposed by stereotypes, a rigid distribution of roles according to gender and prejudices. Equality between men and women means that the different behaviours, aspirations and needs of men and women are considered, evaluated and supported equally. It does not mean that men and women must become identical, but that their rights, responsibilities and opportunities should not depend on their sex.

Parity

The concept of professional parity refers to the possibility, for men and women in their places of work, to have equal access to employment. This can mean 50:50.

Gender mainstreaming

Gender mainstreaming is taking into account the objective of equality of the sexes in the full range of policies and activities of the community.

Gender mainstreaming proposes a new concept of equality between men and women, where gender equality is not treated as a side issue, but designed to facilitate efforts to share in decision making in an integrated and permanent way.

Glass ceiling

In spite of their increasing role in the world of work, women are still largely a minority in decision-making positions. The 'glass ceiling' that blocks their career is an undeniable and often intangible reality, which resists any simple explanations. The 'glass ceiling' is an expression that appeared in the United States at the end of the 1970s to indicate the full spectrum of obstacles that women meet in terms of reaching the upper echelon in professional hierarchies.

Professional segregation/segregation of employment

This refers to the concentration of women and men in types and levels of activity and employment. Women are often limited to a restricted range of traditionally 'feminine' occupations (horizontal segregation) and to lower levels of responsibility (vertical segregation).



ANNEX 2: RESEARCH QUESTIONS AND FRAMEWORK

DATE OF DISCUSSION

INSTITUTION

POSTS OF RESPONSIBILITY

I. KNOWLEDGE OF THE PROBLEM

- Studies, reports, programmes, etc. devoted to the question? Of interest to researchers? Of interest to civil society? Of interest to institutions (government departments, agencies of development, United Nations agencies)? Any statistical framework?

II. THE ADMINISTRATIVE CAREER OF WOMEN

1. RECRUITMENT

- Which type of equality in regards to recruitment and in regards to competitive recruitment procedures (recruitment juries, etc.)?
- As regards recruitment, are there differences between women and men? Is this the case with the oral examination process at the time of competitive recruitment procedures?

2. CAREER STREAM

- Which type of equality exists in regard to promotion (a matter of personal choice, being co-opted, or meaningful advancement)?
- As regards promotion, are men and women treated in same manner?
- Which type of equality exists in regard to training (training plan, leave of vocational training, duration and place of training)?
- In access to training, is there equal treatment?
- What is the place of women in the upper echelons (quantification and nature of the positions occupied, difference between men and women, sex and post occupied)
- Is there equality in regard to the assignments, responsibilities and projects proposed according to skill sets?
- Are the occupied responsibilities of a comparable nature?
- Does the access of women to positions of responsibility run up against the glass ceiling? What are the measures/actions taken by your institution to ensure professional equality between men and women?

3 – REMUNERATION

- What type of equality exists vis-à-vis remuneration, including with regard to bonuses and other allowances, etc.?



4. WORK-LIFE BALANCE

- What are the effects of responsibility for children and housework on a woman's career?
- Which type of equality exists vis-à-vis mobility (as part of a transfer, success in a competitive recruitment procedure, etc.)?
- Are women less mobile than men? Why?
- What are the measures that you propose to promote work-life balance?

III. MANAGEMENT OF HUMAN RESOURCES

- Is the management of HR by a woman identical to that of a man?
- Is your department more male or female? Why?
- Does a woman's word carry as much weight as the word of a man with equal responsibility? With higher responsibility?
- Is conflict resolution conducted in the same manner, irrespective of whether it involves:
 - Men?
 - Men and women?
 - Women?

IV. POLICIES AND BEHAVIOURS

- Is there an official position on the question of professional equality between men and women and is there a difference between theory and practice?
- Which are the standard attitudes, the standard behaviours or the standard policies that you have personally witnessed?
- Are questions of professional equality or inequality between men and women discussed in meetings?
- Are such questions discussed with trade-union organizations (and if so, what role do they play)?
- Do women have equal access to information?

V. GENDER-BASED HARASSMENT

- Is there equal treatment between women?
- Between a young woman and an older woman?
- Between a woman who is a mother and a childless woman?
- Have you noted that there are forms of inequality between two women according to whether they have certain qualifications or hold a certain grade or on the basis of appearance?
- Are women harassed in your administration?
- Are you aware of cases of harassment (moral, physical, psychological, etc.)?
- Are practices of harassment duly reported?



ANNEX 2

VI – YOUR ASSESSMENTS

- What steps forward and steps backward have been observed in the career of women?
- What role is played by partners (UN Agencies, development agencies, etc.)?
- Which impacts have training schemes (for educating staff in regard to professional equality between men and women) had on behaviours, relationships, and other deeply ingrained attitudes?
- Has there been a shift in terms of access of women to positions of responsibility for example, with regard to the taking into account of work-life balance issues (childcare, nurseries within the workplace, staggered working hours, transport, family leave, special allowances, etc.)?

VII – EXPECTATIONS

- What are the expectations of women in your department?
- What measures would you propose so as to strengthen professional equality between men and women in the public administrations?
 - In the short-term?
 - In the medium-term?
 - In the long-term?



ANNEX 3: BIBLIOGRAPHY

1 - Proceedings of symposia

Comprendre les inégalités hommes – femmes. L'approche genre : théorie et pratiques. Pub. GREGED - Faculté de Droit Rabat Agdal, 2005 (Understanding inequality between men and women: the Gender Approach: theory and practice, Pub. GREGED-Faculty of Law, Rabat Agdal, 2005)

2 - Governmental Agenda for equality 2011-2015

3 - Articles

Sabah Chraïbi: Les femmes dans la hiérarchie administrative, 2003, pp. 17-22. (Women in the administrative hierarchy, 2003, pp. 17- 22)

Dorra Mahfoudh Draoui: La conciliation vie professionnelle - vie familiale. In Revue des Droits de l'Enfant et de la Femme n° 10 – 2006. PP 32-40 (The reconciliation of professional life and family life, in Review for the Rights of the Child and Women, no 10-2006, pp. 32-40)

Leila Dinia Mouddani: Les femmes fonctionnaires au Maroc et la réforme administrative. ENA, March 2003 (Female civil servants in Morocco and administrative reform. ENA, March 2003)

4 - Assessments

Bilan social des fonctionnaires et agents de l'administration de l'Etat et des collectivités locales Année 2006. Pub. Mai 2009 (Social assessment for civil servants and employees of central and local government, 2006, May 2009)

5 - Studies

La place et le rôle des femmes dans les administrations africaines Pub. CAFRAD, 1993. (The place and role of women in African administrations. CAFRAD, 1993)

Genre et développement : aspects socio- démographiques et culturels de la différenciation sexuelle. Pub. CERED, 1998. (Gender and development: socio-demographic and cultural issues regarding sexual differentiation. CERED, 1998)

La femme fonctionnaire dans le secteur agricole : réalité et perspectives. Publication Ministère de l'Agriculture et de la Pêche, Mars 2000. (The female civil servant in the agricultural sector: reality and perspectives. Published by the Ministry of Agriculture and Fisheries, March 2000)

Les représentations dominantes de la place des femmes dans la vie politique. Pub. ADFM, 2000. (Dominant representations of the place of women in political life. ADFM, 2000)

Femmes et démocratie? Collection Approches. Ed. Le Fennec, 2001. (Women and Democracy? Collection of Approaches. Ed. Le Fennec, 2001)

Les Marocaines et les Marocains face au politique : quelle place pour les femmes ? Houria Alami & Malika Benradi Pub. AFARD, 2002. ("Male and female Moroccans face to face with politics: what place is there for women?" Houria Alami & Malika Benradi. Pub. AFARD, 2002)

Les femmes fonctionnaires au Maroc – Etude et Témoignages. Ed. Toubkal 2002. Driss Guerraoui et Malika Ghefrane. (Female civil servants in Morocco-Study and Testimonies)



ANNEX 3

Femmes et hommes au Maroc: analyse de la situation et de l'évolution des écarts dans une perspective genre. Pub. HCP 2003. (Women and men in Morocco: analysis of the situation of trends in disparities from a gender perspective)

Féminin - Masculin : la marche vers l'égalité au Maroc 1993-2003. Pub. FFES -Maroc 2004. (Feminine versus Masculine: the march towards equality in Morocco 1993-2003)

L'égalité en emploi et le renforcement du leadership des femmes au sein de l'administration publique marocaine / Sophie Brière, France Paquet et martin Gemme – ACDI -2005. (Equality in employment and the strengthening of the leadership of women in the heart of the Moroccan public administration) -- CIDA, 2005)

Genre et activités économiques au Maroc: Livre Blanc. Publication - Secrétariat d'Etat chargé de la Famille, de l'Enfance et des Personnes handicapées /GTZ .2005. (Gender and economic activities in Morocco: White Paper. Published by the State Secretariat in charge of the Family, Children and Handicapped People, GTZ 2005)

La femme marocaine sous le regard de son environnement social. Enquête HCP, 2006 (Moroccan women from the perspective of the social environment. HCP survey, 2006)

Les perceptions et représentations des Africains et des Africaines de l'égalité hommes – femmes. Pub. AFARD. 2007. (Perceptions and representations of male and female Africans regarding equality between men and women)

La femme dans les postes de décision (en arabe) Pub. KAWTAR, 2008/ Mokhtar El Harras. (Women in decision-making positions (in Arabic) KAWTAR, 2008/ Mokhtar El Harras)

Promotion et diffusion de la culture de l'égalité. MDSFS Juillet, 2009. (Promotion and dissemination of the culture of equality. MDSFS, July 2009)

Etude juridique et enquête sociologique sur l'état de l'intégration de l'approche genre dans la fonction publique ADFM-UNIFEM, 2010 (Legal study and sociological survey regarding the state of integration of the gender approach in public office, UNIFEM, 2009)

Conciliation travail- famille des femmes et des hommes fonctionnaires au Maroc. GTZ Juin 2011. (Accommodation of work and family by female and male civil servants in Morocco, GTZ, June 2011)

6- Guides

Guide pratique: « Atteindre l'égalité et la parité professionnelle et salariale hommes –femmes » Publication Ministère de l'Emploi et de la Formation Professionnelle avec le soutien de la GTZ, Octobre 2011. (Practical guide, "Achieving equality and professional and pay parity between men and women," Publication of the Ministry of Employment and Vocational Training with the support of the GTZ, Octobre 2011)

7-Programmes

Programme stratégique à moyen terme pour l'institutionnalisation de l'égalité entre les sexes dans le secteur de l'administration publique, FAES ACDI, Décembre 2006. (Strategic medium-term programme for the institutionalization of equality between the sexes in the public administration sector (FAES CIDA, December 2006)



Programme à moyen terme pour l'institutionnalisation de l'égalité entre les sexes dans la secteur de la communication, FAES ACDI Août 2006, Réédition, Mai 2008. (Medium-term programme for the institutionalization of equality between the sexes in the communications sector, FAES CIDA August 2006, reissued May 2008)

Programme stratégique à moyen terme pour l'institutionnalisation de l'égalité entre les sexes dans le secteur de l'administration publique. FAES ACDI, Décembre 2006. (Strategic medium-term programme for the institutionalization of equality between the sexes in the public administration sector. FAES CIDA, December 2006)

8 - Reports

Egalité des sexes : en quête de justice dans un monde d'inégalités Publication Institut de Recherche des Nations Unies pour le Développement Social – NU, 2004. (Equality between the sexes: in search of justice in a world without inequalities. Pub. by the United Nations Research Institute for Social development-UN, 2004)

3° et 4° Rapports périodiques du Maroc relatifs à la mise en œuvre de la CEDAW. Pub. - SEFEPH. 2006. (3rd and 4th periodic reports for Morocco relating to the implementation of the CEDAW. SEFEPH, 2006)

Rapport ANARUZ « Les violences de genre », 2008. (ANARUZ report-“Gender violence”, 2008)

9 - Strategies

Stratégie de lutte contre les violences Pub. SEFEPH, 2002. (Strategies for combating violence, SEFEPH, 2002)

La Stratégie nationale pour l'égalité et l'équité entre les sexes par l'intégration de l'approche genre dans les politiques et les programmes de développement Stratégie genre (2006). Pub. MDSFS, 2007. (The National Strategy for Equity and Equality between the sexes for the mainstreaming of the gender approach in development policies and programmes, gender strategy, MDSFS, 2007)

10- Texts

Recueil des documents et textes juridiques relatifs à la condition de la femme au Maroc. Ed. REMALD., 2001. (Compilation of legal documents and texts relating to the condition of women in Morocco, REMALD, 2001)

La Constitution. Ed. 2011 (The Constitution of Morocco, Ed. 2011)

11 - Articles and Essays

Abderrazak Moulay Rachid: La condition de la femme au Maroc. Pub. Université Mohammed V, 1985. (The condition of women in Morocco, Published by University Mohammed V, 1985)

Chérifa Alaoui Mdaghri: Le travail féminin: cas de la fonction publique au Maroc. Mémoire ENA, 1980. (Work by women: the case of the civil service in Morocco, ENA 1980)

Fouzia Imanssar: les femmes dans la fonction publique, Mémoire du cycle supérieur de l'ENA, 1977-1978. (Women in public office, graduating dissertation, ENA, 1977-1978)

Rafika Khatib: La participation des femmes à la vie politique et publique au Maroc. (The participation of women in the political and public life of Morocco)



ANNEX 4: WOMEN'S PARTICIPATION IN SELECTED MINISTERIAL DEPARTMENTS

DEPARTMENT	WOMEN	MEN	TOTAL	% WOMEN'S PARTICIPATION
Ministry of Health	22,420	19,265	41,685	53.78%
Ministry of Social Development, for the Family and Solidarity	133	119	252	52.78%
Ministry of Economic and General Affairs	97	116	213	45.54%
Department of the Environment	136	175	311	43.73%
Ministry of Tourism and Crafts (Tourism)	646	850	1,496	43.18%
Ministry of the Moroccan Community resident abroad	23	31	54	42.59%
Ministry of the Modernisation of the Public Sector	137	186	323	42.41%
Department of Literacy and Non-formal Education	22	30	52	42.31%
Department of the Post Office, Telecommunications and New Technologies	64	88	152	42.11%
Ministry of Foreign Trade	83	116	199	41.71%
Ministry in charge of Relations with the Parliament	48	68	116	41.38%
Ministry of Communications	168	240	408	41.18%
High Commission for Planning	927	1372	2,299	40.32%
High Commission for Former Combatants and Former Members of the Liberation Army	164	246	410	40.00%



Ministry of Youth and Sports	1,652	2,542	4,194	39.39%
Department of Vocational Training	136	213	349	38.97%
Prime Minister's Office	57	91	148	38.51%
Ministry of Culture	682	1,117	1,799	37.91%
Ministry of the Urban Environment and the Management of Space	649	1,081	1,730	37.51%
Department of school teaching	102,256	170,977	273,233	37.42%
Ministry of Employment and Vocational Training	392	680	1072	36.57%
Department of Trade and Industry	278	510	788	35.28%
Department of Higher Education, the training of Managers and scientific research	6,623	13,438	20,061	33.01%
Ministry of Finance and Economy	5,238	11,014	16,252	32.23%
Ministry of Habous and Islamic Affairs	639	1,349	1,988	32.14%
Department of Energy and Mines	266	607	873	30.47%

Source: MMSP (2009).



ANNEX 5: WOMEN'S PARTICIPATION IN DECISION-MAKING POSITIONS BY MINISTERIAL DEPARTMENT

MINISTERIAL DEPARTMENT	WOMEN	MEN	TO-TAL	% WOMEN
Ministry of Economic and General Affairs	10	13	23	43.48%
Ministry of Social Development, for the Family and Solidarity	21	29	50	42.00%
Ministry of Health	49	82	131	37.40%
Department of Trade and Industry	46	86	132	34.85%
Department of the Environment	24	46	70	34.29%
Ministry of Communications	14	33	47	29.79%
High Commission for Planning	72	181	253	28.46%
Ministry of Culture	41	107	148	27.70%
Ministry of the Urban Environment and the Management of Space	79	207	286	27.62%
Ministry of Foreign Trade	9	26	35	25.71%
Ministry of Employment and Vocational Training	18	55	73	24.66%
General Secretariat of the Government	9	29	38	23.68%
Ministry of Tourism and Crafts	17	59	76	22.37%
Ministry of Energy, Mines, Water and the Environment	32	112	144	22.22%
Ministry of Moroccans living overseas	3	11	14	21.43%
Parliament	No data provided			
Ministry for the Modernization of the Public Sector	11	51	62	17.74%
Ministry of Foreign Affairs and Cooperation	46	228	274	16.79%



Department of the Post Office, Telecommunications and New Technologies	2	10	12	16.67%
General Delegation for Penitentiary Administration and Reintegration	3	16	19	15.79%
Ministry of Employment and Vocational Training	13	77	90	14.44%
Department of Higher Education, Training of Managers and Scientific Research	31	199	230	13.48%
Ministry of Agriculture and Maritime Fishing	84	556	640	13.13%
Ministry of Equipment and Transport	64	432	496	12.90%
Department of Literacy and non-formal education	2	14	16	12.50%
Department of Water	16	130	146	10.96%
Department of School Education	19	164	183	10.38%
Interior Ministry	130	1,134	1,264	10.28%
Ministry of Youth and Sports	5	45	50	10.00%
Ministry of Agriculture and Maritime Fisheries	30	276	306	9.80%
Economy and Finance Ministry	46	442	488	9.43%
General Directorate for Civil Protection	13	126	139	9.35%
Ministry of the Habous and Islamic Affairs	17	184	201	8.46%
State Secretariat to the Minister of Tourism and Crafts, responsible for Crafts	7	77	84	8.33%
Office of the High Commissioner for Water and Forests and the Control of Desertification	5	147	152	3.29%
General Directorate for National Security	3	123	126	2.38%
High Commissioner for former Combatants and former members of the Liberation Army	1	50	51	1.96%
Grand Total	994	5,565	6,559	15.15%

Source: MMSP (2009).



ANNEX 6: WOMEN'S PARTICIPATION IN OTHER SELECTED PUBLIC SPHERES

This annex briefly presents women's participation in other public spheres.

KEY COMMISSIONS AND COMMITTEES: A TIMID RESPONSE TO DEMANDS FOR PARITY

- The Constitutional Council: one woman out of 12 male members
- The Higher Council of the Magistrate Office: it has no female members
- The Higher Council of the Civil Service: 12.5 percent of representatives of administrations are women and 16.7 percent of representatives of civil servants
- Administrative Commissions: 18.5 percent among of representatives of civil servants are women and 11.4 percent of representatives of administrations are women.

Very recently, the following institutions incorporated a limited number of women members:

- The NHRC: 13 women, including five appointed by the King (out of 45 men)
- The CES: six women out of 99 men, appointed by the King
- The HAAVC: two members (out of eight) are women, one of whom was appointed by the King and the second by the President of the Chamber of Advisers
- The Central Authority for the Prevention of Corruption (ICPC) includes 9 women (out of 35 seats) on the level of the plenary assembly.
- In the Council of Competition, no woman is a member (12 members are men).

These recent initiatives bear witness to the determination to include more and more women in the democratic construction of the country, but efforts have not met the expectations of the women's movement nor do they reflect the ideal of parity, as expressly announced by the new Constitution of 2011.



ROYAL COMMISSIONS: A RESPONSE TO GOOD GOVERNANCE

The Commission for the Revision of the Code on Personnel Regulations, implemented by the royal speech of 27 April 2001, it is made up of *oulémas* and lawyers. Of the 16 members, three are women, taking up their positions for the first time.

The Advisory Commission on Regionalization was implemented in 2010 and includes three women out of 22 members. It has recommended key measures in favour of women:

1. Affirmative action for greater participation of women in the management of regional and local businesses bolstered by a constitutional provision authorizing the legislature to support equal access by women and men to elective office
2. Balloting methods and appropriate incentives have been adopted to guarantee the access of women to one third of elective functions and to the offices and other agencies of the boards of local government authorities in accordance with MDGs
3. The systematic integration of the gender approach in the design, implementation, follow-up and evaluation of policies, strategies and governance at the regional, prefectural and provincial levels
4. Each regional council will set up a gender equality commission, made up of qualified persons of both sexes. This advisory commission reporting to the council will be able to take up any question relating to its mandate in order to promote equality between men and women at the regional level
5. Political parties are encouraged, in particular through public financing, to support, in their regional structures, the political participation of women and their access to elective responsibilities and management.



ANNEX 7: EXPERIENCE OF SELECTED PUBLIC BODIES UNDER FAES PROGRAMME

Ministry of Communication

The Ministry of Communication is engaged in efforts to introduce equality between men and women and is the first department to start the process of institutionalization of gender equality. It is a strategic ministry, as addressing gender stereotypes is an important tool to support gender equality in the PA and more widely.

In 2004, with the support of CIDA, the Ministry carried out a participatory diagnostic assessment of the status of gender equality in the Ministry. This assessment led to the development of the medium-term programme for the institutionalization of gender equality in the communications sector.⁵⁹ This programme presents three strategic intervention issues and six projects that contribute to gender mainstreaming in this sector.⁶⁰ It was validated and adopted by the Ministry in December 2006.

This programme falls within the framework of the National Charter for the Improvement of the Treatment of Women in the Media, adopted in March 2005, as well as the National Strategy for Gender Equity and Equality adopted by the government in May 2006.

Four projects were implemented between April 2007 and June 2009:

- The strengthening of the capacities of institutionalization of gender equality for the Support Committee and four liaison entities within the communications sector
- Support for training in equality between the sexes and media resources for the training of journalists and the male and female students of the Institute of Information Science and Communication
- Support with regard to the development and the implementation of the training scheme 'Towards Equality in the Media' and tools for raising awareness
- Support with regard to the performance of a strategic study relating to the expectations of Moroccan women as regards representation of their image in the audio-visual media.⁶¹

The Ministry of Communication implemented virtually all of the projects in the medium-term plan. However, the Ministry accepts that it has failed to achieve the desired level of ownership and consolidation of gender mainstreaming at the level of its organizational mechanisms.⁶²

⁵⁹ Website of the Ministry of Communication: www.mincom.gov.ma

⁶⁰ Programme à moyen terme pour l'institutionnalisation de l'égalité entre les sexes dans le secteur de la communication. Publication. Août 2006, May 2008. (Medium-term program for institutionalizing equality between the sexes in the communications sector. Publication August 2006, Update May 2008.

⁶¹ Etude relative aux attentes de la femme marocaine en matière de représentation de son image dans les médias audiovisuels, May 2010. (Study relating to the expectations of Moroccan women with regard to their representation in audiovisual media. Publication, May 2010.

⁶² Hearing of 2 November 2011.



National Education Ministry

As expressly mentioned in the first Moroccan Constitution in 1962 and reaffirmed by all other constitutions, access to education and knowledge have an undeniable impact on the status of women and their access to employment. The treatment of women in textbooks can help to fight against sexist stereotypes.

With the support of CIDA, the Ministry set up, in September 2006, the Central Commission for Human Rights and Citizenship (CCDHC), including gender equality as an issue. In March 2007, the project made it possible:

- To train the members of the CCDHC and the representatives of the central directorates and the Regional Education and Training Academies (AREF) on the institutionalization of gender equality in education
- To update the diagnostic assessment of the status of gender equality in the Department of School Education
- To work out and validate the medium-term action plan to mainstream gender in the education system.

This plan was adopted by senior authorities of the Ministry in October 2008. Three projects were carried out between January and December 2010:

- Support for the implementation and the strengthening of the capacities of the organizational mechanisms in charge of coordination and implementation of the medium-term plan for gender equality in the education system in central government.
- Identification and elimination of sexist stereotypes in textbooks
- Design and delivery of modules for training in gender equality for stakeholders in the Department of School Education.

The Department of School Education recorded significant results in the implementation of the three projects. At the level of higher education, the Mohammed V University set up the Faculty of Legal, Economic and Social Science of Rabat Agdal; the reader's attention is drawn to a Master's Programme in 'Gender and Public Policies', which started in 2009 with the support of UN Women and assistance from CIDA, GTZ and the Ministry of Social Development, Solidarity and the Family. This Master's Programme is open to civil servants, in particular those in government departments engaged in gender mainstreaming. It trains future public administration officials and experts. The first graduating class received their degrees in June 2011.

Ministry of Employment and Vocational Training

To remedy the inequalities experienced by women in employment and vocational training, the Ministry in charge of these two sectors undertook several actions to guarantee minimum equality and protection for women. This includes the reform of the Labour Code (2003) and the establishment of 16 gender focal points with the aim of promoting gender mainstreaming. In order to implement the National Strategy for Gender Equity and Equality adopted in 2006, the Ministry of Employment and Vocational



ANNEX 7

Training (MEFP) began the process of gender mainstreaming in the sectors of employment, vocational training and social protection in 2009.

Two projects were planned in March and July 2009. The first project was carried out between September 2009 and March 2010 and made provision for the following measures:

- Strengthening of the capacities of gender equality mechanisms in the two government departments: Employment and Vocational Training as well as in organizations reporting to the ministries
- Establishing of a participatory analysis of the situation regarding inequalities and discriminations based on sex in employment and vocational training⁶³
- Identifying guidelines and priority interventions within the framework of the strategic programme.
- The second project was carried out between April and November 2010 and led to the medium-term strategic programme for gender mainstreaming in employment, vocational training, social protection and working conditions. It was adopted by the senior authorities of the Ministry in November 2010. The programme is supported by the Minister.

⁶³ Diagnostic de l'état de l'égalité /équité dans le secteur de l'emploi, de la formation professionnelle et la protection sociale, Janvier 2010 (Rapport Rabéa Naciri – Amina Lotfi). (Diagnosis of the state of equality/equity in the employment sector, professional training and social protection ,January 2010 (Report Rabéa Naciri – Amina Lotfi.)



ANNEX 8: ABBREVIATIONS AND ACRONYMS

AAWORD	Association of African Women for Research and Development
APC	Authority for Prevention of Corruption
BPFA	Beijing Platform for Action
BTI	Budgetary Transparency Index
CAFRAD	African Training and Research Centre in Administration for Development
CCDHC	Central Commission for Human Rights and Citizenship
CCI	Committee for Interdepartmental Dialogue
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
CFI	Court of First Instance
CIDA	Canadian International Development Agency
CSE	Council for Higher Education
ECOSOC	Economic and Social Council
FACM	Foreign Affairs and Cooperation Ministry
GDP	Gross Domestic Product
GRB	Gender Responsive Budget
GS	General Secretariat
GTZ	German Development Service (now GIZ)
HAAVC	High Authority on Audio-visual Communication
HD	Human Development
ILO	International Labour Organization
MC	Ministry of Communications
MDG	Millennium Development Goal
MDSFS	Ministry of Social Development, the Family and Solidarity
MEF	Ministry of Economy and Finance



ANNEX 8

MEFP	Ministry of Employment and Professional Training
MEN	Ministry of National Education
MMSP	Ministry of the Modernization of the Public Sectors
NGO	Non-governmental organizations
NSA	National School of Administration
PA	Public Administration
UN	United Nations
UNDP	United Nations Development Programme
UNPFA	United Nations Population Fund





NOTES



*Empowered lives.
Resilient nations.*

United Nations Development Programme

Bureau for Development Policy

One United Nations Plaza

New York, NY, 10017 USA

Tel: +1 212 906 5081

For more information: www.undp.org/

Copyright 2012, UNDP. Cover Photo: UNDP.