

Morocco-UNICEF Country Programme Evaluation

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List of acronyms (as appropriate) and translation of French Terminology

- AD Approche des droits humains ("Approche-Droits")
Human rights approach
- APFDH Approche de programmation fondée sur les droits humains
- HRBAP Human Rights-Based Approach to Programming
- APN Appui aux priorités nationales
Support to national priorities
- AR Autres Ressources
- OR Other Resources
- ADFM Association démocratique des femmes du Maroc
Democratic Association of Moroccan Women

BCP	Bilan Commun de Pays
CCA	Common Country Assessment
CDE	Convention relative aux droits de l'enfant
CRC	Convention on the Rights of the Child
CEFD	Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CNEP	Centre national d'évaluation des programmes National Programme Evaluation Center
COSEF	Commission spéciale sur l'éducation et la formation Special Commission on Education and Training
CSB	Centre de santé de base Basic Health Center
DAR	Direction des affaires rurales Department of Rural Affairs
DCL	Direction des collectivités locales Department of local government units
EPC	Evaluation du programme de coopération
CPE	Country Programme Evaluation
FME	Forum des médias pour l'enfant Media Forum for Children
GAR	Gestion axée sur les resultants
RBM	Results-Based Management
GNUD	Groupe des Nations Unies pour le développement
UNDG	United Nations Development Group
IPEC	International Programme on the Elimination of Child Labor (Same acronym in French)
MAEC	Ministère des Affaires étrangères et de la Coopération Ministry of Foreign Affairs and Cooperation
MEN	Ministère de l'Education Nationale Ministry of National Education
MI	Ministère de l'Intérieur Ministry of the Interior
MS	Ministère de la Santé Ministry of Health
ODM	Objectifs de développement pour le millénaire
MDGs	Millennium Development Goals
ONDE	Observatoire national des droits de l'enfant National Observatory of Children's Rights
ONG	Organisation non gouvernementale
NGO	Non-Governmental Organization
PC	Programme de coopération

CP	Country Programme (of Cooperation)
PCIME	Prise en charge intégrée des maladies de l'enfant
IMCI	Integrated Management of Childhood Illness
PCO	Plan-Cadre d'Opérations
MPO	Master Plan of Operations
PDCE	Plan de développement communal centré sur l'enfant Child-focused Municipal Development Plan
PISE	Plan intégré de suivi et d'évaluation
IMEP	Integrated Monitoring and Evaluation Plan
PNLS	Programme national de lutte contre le SIDA National anti-AIDS Programme
PPE	Programme protection de l'enfance Child Protection Programme
PSMT	Plan stratégique à moyen terme
MTSP	Mid-term Strategic Plan
PSP-CDE	Programme Suivi et Promotion de la CDE CRC Monitoring and Promotion Programme
RMP	Revue à mi-parcours
MTR	Mid-Term Review
RR	Resources Régulières (or RO: Ressources Ordinaires)
RR	Regular Resources
SE	Secrétariat d'Etat State Secretariat, Office of the Secretary of State
SE-FEPH	Secrétariat d'Etat chargé de la Famille, de l'Enfance et des Personnes Handicapées State Secretariat in charge of Family Matters, Childhood and the Handicapped
SIIE	Système intégré d'information sur l'enfant Integrated information system on children
SEMR	Soutien aux enfants du milieu rural Support to children of rural areas
SMART	Specific, Measurable, Achievable, Relevant, Timebound Same acronym in French
SNU	Système des Nations Unies
UNS	United Nations System
UCW	Understanding Children Work Same acronym in French
UNDAF	United Nations Development Assistance Framework Plan-Cadre des Nations Unies pour l'Aide au Développement (same acronym in French)

FOREWORD

The Government of Morocco - UNICEF Country Programme Evaluation (CPE) was conducted by a team of the following five external Consultants (three international and two national):

- Mr. Simon Latraverse, team leader;
- Mrs. Karen Hickson, expert in UNICEF programmes and the gender issue;
- Mrs. Keiko Kita, Japanese Government Consultant, expert in elementary education and maternal health;
- Mr. Azeddine Akesbi, national Consultant, expert in child education and protection;
- Mr. Taoufik Bakkali, national Consultant, health expert.

The evaluation was coordinated by Mr Lucien Back of the Evaluation Office at UNICEF New York Headquarters with support provided by Mr Joaquin Gonzalez-Aleman.

The Evaluation Office wishes to express its gratitude to the team and all those who guided and facilitated its work. These thanks are first and foremost directed to the Ministry of Foreign Affairs and Cooperation, Department of Multilateral Cooperation, which has made the evaluation exercise possible and kindly supported it throughout its various stages by making judicious comments. The National Centre of Programme Evaluation of the High Commissioner of Planning kindly supported the evaluation with valuable support.

We also want to express our gratitude to national partners, both from Ministries and local institutions, who met with the evaluation team and answered its questions, and to all the stakeholders, who made themselves available and showed interest in the evaluation.

The team wants to express its gratitude and its appreciation to the Rabat UNICEF office, which went out of its way to provide the evaluators with all the information requested, and always made itself available to discuss evaluation issues and answer all queries. The team would particularly like to stress the important preparatory work performed by the Office, as the presentations of the Programme and of its components that it conducted with partners made the team promptly aware of the Programme and of the set of issues that children have to face in Morocco.

UNICEF wishes to express its gratitude to the Government of Japan for facilitating the participation of a consultant in the evaluation work throughout the process, which has led to the enrichment of the team's analyses through much-appreciated experience in the areas of basic education and health care to the mother and child.

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EXECUTIVE SUMMARY

1. Purpose and context of the evaluation

The Country Programme Evaluation (CPE) for Morocco aims to support the Mi-Term Review (MTR) of the Government of Morocco - UNICEF Country Programme of Cooperation (CP) by bringing a strategic dimension to this review conducted by the Government of Morocco and UNICEF, in cooperation with civil society components. The CPE particularly aims at repositioning the Programme in accordance with the legal reforms adopted by Morocco since the year 2000, the recent evolution of the situation of children and women, and the recommendations and standards of international bodies concerned with the rights of women and children.

The CPE was placed under the technical authority of the UNICEF Evaluation Office at HQ, and supported by UNICEF's regional office for the Middle East and North Africa and the National Center for Programme Evaluation (CNEP) of the Planning High Commission of Morocco. The coordination of the exercise was performed by the Moroccan Ministry of Foreign Affairs and Cooperation and by the UNICEF office in Rabat. For UNICEF, the CPE was a pilot experiment which took place within the context of a global project geared at the global improvement of EPC methodologies, financed by the UK's Department for International Development (DFID).

The Japanese Ministry of Foreign Affairs is interested in the methodology of evaluation in the areas of basic education and health care for the mother and child in Morocco, and its Economic Cooperation Office (Evaluation Unit) appointed a Consultant to take part in the evaluation.

2. An overview of the situation of children's rights

2.1 Improvement of the legislative background

Morocco's adhesion to international conventions and the political will that exists at the highest levels to improve the legal background in order to advance children's and women's rights have caused the Government to adopt major legal reforms in the last few years.

The new Family Code, adopted in 2004 and supported by H.M. King Mohammed VI, establishes the equality and joint responsibility of spouses, a change that is conducive to taking a decisive step towards gender equality. The Code introduces new rules providing for compulsory intervention of the office of the public prosecutor and the judicial system in all family matters, especially those pertaining to divorce and child custody. It raises the legal age for marriage from 15 to 18 for girls, establishes restrictions to polygamy and contains several other provisions improving the legal situation of women and children.

The new Labor Code voted in July 2003 matches national legislation with the ratification of ILO's Convention 182 pertaining to the minimum legal age for working and, in 2002, of Convention 182 on the elimination of the worst forms of labor. The new Code of Penal Procedure and the new Penal Code, which came into effect in 2003, bring several improvements to the treatment of children before the law, to their protection against such offences as the sale of children, child forced labor, and child abuse.

The new law on kafala (the fate of abandoned children) enacted in June 2003, bring several improvements as to the attribution and control of the guardianship of abandoned children. The law on civil status enacted in 2002 makes declaring a birth immediately compulsory and sets clear provisions with respect to the name of a natural child.

Major progress has therefore been made at the legislation level, yet gaps remain, both with respect to the reservations that were expressed vis-à-vis some articles of the Convention for the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the new laws themselves. The Family Code, for instance, maintains the principle of polygamy and discriminatory provisions regarding women in such matters as divorce, property rights, child custody and succession. The Penal Code contains provisions on rape and violence that may be adverse to women's rights, and the law on civil status does not guarantee equal civil rights to men and

women. As for the Labor Code, it remains vague on the issue of the implementation of the law that sets the minimum working age in the areas of domestic work and crafts, and on the matter of sexual harassment in the workplace. It also allows for the payment of different salaries to women and men for the same work, and does not give specific protection to domestic workers, who are girls for the most part.

Furthermore, beyond the improvements that have been recorded, the issue arises of the enforcement of laws on child abuse, child labor, undeclared births, unschooled children despite a legal obligation to have them attend school, etc.

2.2 The realization of children's rights

The analysis of the situation of children in Morocco, as it was observed in 2001 at the time of the launching of the 2002-2006 Country Programme and the available information on their evolution, indicate that the realization of children's rights, despite real progress, is still far from being fully satisfactory, in all 4 categories of rights concerned: survival, development, protection and participation. Thus, we observe that the rate of infant deaths (less than one year-old) has gone up, from 37‰ in 1997 to 40‰ in 2003/2004, that in spite of a substantial increase of the schooling rate, almost 20% of all girls of rural areas are not schooled, that overall a very high number of children under 15 are unschooled or de-schooled, and that the quality of education remains inadequate.

The evolution of the realization of the right to protection cannot be grasped in statistical terms because of the scarcity of information available. The sets of problems pertaining to child protection are fundamentally the same as in 2002 and are characterized, among other things, by an increase in the number of street children and still a high number of working children, although there is an improvement in the employment indicators of children under 15. Despite the Government's political will to make child protection a priority, financial and human resources still remain below what is required, and the institutional framework is still ill-adapted to the improvement of children in difficult situations. Besides, the issue of the capacities and resources of the associations that take care of these children, notably children in institutions, is still the same as it was.

As for exercising the right to participation, it hinges on the attitudes of the parties concerned, of adults and children, and if we do observe that the concept of children's rights is well accepted by some key partners, it remains little known by children and the public at large, and it is often not very well accepted by adults, who are afraid that children might claim their rights rather than fulfill their obligations.

Besides, several aspects of the right to a child's participation in decisions that concern him/her have been improved through legal reforms in family law (Family Code: age of marriage, choice of residence in case of parent separation, child legal representation, etc.) and justice for minors (Code of Penal procedure).

3. Objectives, strategy and structure of the Country Programme

The purpose of the Government of Morocco - UNICEF 2002-2006 CP was to support national authorities in consolidating and accelerating the effective realization of children's rights to survival, development, protection and participation, with special emphasis on the reduction of disparities, in accordance with the Rights-Based Approach. The objectives of the Programme are to contribute to the growing integration of CRC principles in national policies and strategies and in regulations geared at the effective protection of all children, and to support the efforts of the Government and its partners to ensure that all children have access to quality basic education and health care.

The main implementation strategy of the Cooperation Programme is to conduct pilot experiences furthering the realization of children's rights with a view to replicate them on the national scale. The Country Programme consists of four different programmes:

- Support to national policies ("APN"), in education and health;

- Support to children in rural environments (“SEMR”); experimentation of a local development model in favor of children and of approaches pertaining to survival and development;
- Child protection (“PE”), development of policies and strategies and pilot experiences in child protection (children in institutions, children at work and street children);
- CRC Promotion and monitoring (“PS-CDE”), advocacy and social mobilization actions around children and support of the implementation of an integrated information system on children.

4. Results and conclusions

4.1 Role, relevance and design of the Cooperation Programme

Role

Since the 1999 MTR, the Cooperation Programme has set itself two major roles: advocating children’s rights and conducting pilot experiences to create intervention models in the areas of education, health, local development and child protection, with a view to extend them to national policies and strategies.

In those initiatives, often characterized by their cross-sectoral dimension, by complex relationships between the local, regional and central levels and by the presence of several institutional partners and of civil society, the Programme has brought crucial coordination support. Besides, it plays a critical support role in the implementation of the activities it sponsors.

Relevance

The review of the objectives and the activities of the Country Programme shows that it is relevant to national priorities and policies, to international instruments such as the Convention on the Rights of the Child (CRC), the Millennium Development Goals (MDGs), the Declaration: “A World Fit for Children”. However, its relevance to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is not as clear because the Programme has not made gender equality a priority.

In Education, programme interventions support national policies and priorities geared at the generalization of pre-school and elementary education, the improvement of the quality of education and the fight against school drop-out. Thus, they contribute to the attainment of MDGs such as elementary education for all and the elimination of gender disparities. The programme also focuses on a new field: early childhood development, from conception to 3 years old (one of UNICEF’s five mid-term priorities), but has not retained another priority explicitly enough: girls’ schooling in rural environments.

In Health, the Programme is mostly integrated in the regular programmes of the Ministry of Health in the areas of immunization, the health of the mother and the child, etc., which ensures its relevance to national policies and to MDGs pertaining to the reduction of infant and maternal mortality. Besides, it also brings innovative experiences in community health that refer to maternal health and to the supply of drugs in rural environments.

The programme intervention aiming at energizing local development through the design of the child-focused municipal development plan (“PDCE”) is in keeping with the spirit of the Municipal Chart granting more initiative and responsibilities to municipalities in their development.

In the area of Child Protection, the Programme supports pilot experiences geared at the elimination of child labor in domestic work and crafts. It also conducts various situation analysis and capacity-building actions, especially targeting children in institutions and children in trouble with the law.

These interventions match UNICEF's priority to protect children from violence, exploitation, abuse and discrimination. Furthermore, what should be questioned with respect to children's rights is the relevance of the approach – to associate school and work – adopted in pilot projects fighting child labor in handicrafts and at home.

As far as advocacy is concerned, aside from communication actions to promote its interventions and priorities in Health, Education and Child Protection, the Programme has actively supported the harmonization of the legal and regulatory framework with the CRC and Morocco's participation to the Global Movement for Children. Communication actions touched on sensitive issues such as child labor and sexual exploitation. The Programme promoted child participation through advocacy and such initiatives as the Children's Parliament, but advocacy hardly dealt with the right to participation in children's daily lives.

Design

The Country Programme had to gradually adopt a human rights-based approach to comply with the Directive that UNICEF issued in 1998. Although there was great determination, at the Programme level, to take human rights into account, promote CRC dissemination and progressively introduce rights-based elements into projects, the rights-based approach was not fully integrated in the formulation and the implementation of the Programme. As it were, programming that would be more based on a situation analysis of rights and capabilities could have led to a different choice of interventions and a different design, which would in turn have led to an even better contribution of the Programme to the realization of children's rights, and particularly of those that are not adequately fulfilled.

Besides, the gender approach, which is an integral part of the human rights-based approach to programming, is not very present in the Programme because it was not a design criterion at the time the current programme was formulated.

Nor did the CP adopt a results-based management approach; we take due note that the logframe method is not used and that there are no measurable objectives and no rigorous monitoring system of the progress made with reference to a given situation, at the project level as well as that of the Programme as a whole.

Focus

From what the evaluation was able to observe, the operational activities of the 2002-2006 Programme have been far more substantial than advocacy. These operational activities include a large number of projects, several of which feature experiences in the field spread over five rural provinces and several urban sites; this requires a supervision and monitoring effort which appears to go beyond the limits of the Programme's human resources.

Comparative advantages and niches of the Country Programme

The first recognized advantage is UNICEF's role as a defender and a promoter of children's rights and the fact that its role is supported by the CRC and the rights-based approach, which gives its cooperation undeniable legitimacy. The second advantage is presence in the field and the experience acquired thanks to several years of work in rural and urban environments. A third advantage is UNICEF's capacity in the areas of research-action and the development of intervention models and innovative tools.

Furthermore, although UNICEF works with several NGOs in Morocco, its partnership relations are mainly of an institutional nature.

Overall, in each of its intervention areas, the Programme does not exploit a niche chiefly created by the

supply of technical expertise, but one that stems out of the catalyst effect of UNICEF's presence in the area concerned, together with its determined approach, the existence of an action plan, and means of intervention which the structures concerned do not have.

4.2 Programme implementation: effectiveness, efficiency and sustainability of the results

Effectiveness

The analysis of the results of the 2002-2006 Programme is submitted to important limitations due to the fact that its implementation is only half-way and that its objectives were formulated in imprecise fashion, which makes it difficult to appreciate progress towards expected results as well as the nature and scope of the challenges encountered.

The evaluation, through documentary analysis, site visits and numerous interviews, has made a detailed review of the components of the Programme. It noticed that at the level of outputs, the Programme gets a great deal of quality results that match the activities and outputs planned in the Master Plan of Operations and annual action plans.

At the outcome level, the evaluation has mainly reviewed the expected results of pilot projects, which represent most of the Programme's activities and are at the heart of the cooperation strategy: to proceed with the replication and the generalization of these projects.

The evaluation team was able to note that overall, pilot projects are likely to contribute to the realization of children's rights, that some experiences, notably in education and community health, are already in the process of being replicated or integrated in national policies, and that useful lessons are learned from less successful experiences. The evaluation cannot judge the effectiveness of the strategy of pilot projects, which will depend on the sustainability and the generalization of experiences which are still ongoing. However, a preliminary analysis of success factors and of the constraints that affect the results of the experiences leads us to believe that the replication and the generalization of certain pilot projects is not guaranteed, and that the connection must be strengthened between pilot projects and the main expected result: institutionalization in national policies and programmes.

Efficiency

An efficiency analysis of the Country Programme is hindered by the lack of a clear result picture and of data on the cost of activities. It ensues that results cannot be matched with costs and a pronouncement cannot be made on programme efficiency.

However, from what the evaluation was able to observe, the operational activities of the 2002-2006 Programme appear to include a high number of projects, several of which involve field experiences spread over five rural provinces and several urban sites, which requires a supervision and monitoring effort that goes beyond the human resource capabilities of this Programme.

Sustainability of results

Up to now, the Programme has not formally analyzed pilot projects in the perspective of their sustainability and their generalization.

The analysis of success factors and constraints identifies several factors which are not guaranteed to be maintained in pilot experiences and which determine their sustainability, notably: outside funding, leadership, stakeholder motivation and volunteer work, the participation of populations, institutional support to the pilot experiment, institutionalization of results.

Several stages must be cleared so a tool or an intervention model can be generalized, notably the following:

- first of all, clearly establish what you wish to generalize;
- make sure that the experiment is a sustainable success, that all its elements are documented and that it can be transposed elsewhere, adjustments notwithstanding;
- define economic and financial costs, making a distinction between investment/start-up costs and recurrent costs, and establish who will assume the different costs;
- ensure that human and financial resources are available, including those that pertain to management and coordination;
- identify the decisions and measures required at the political, legal and administrative levels, both nationally and locally, to enable the institutionalisation and replication of the project/model and set up an action and advocacy plan to go through the ensuing stages.

The evaluation considers that an objective, frank analysis by the partners, together with external support if necessary, of the sustainability, replication and institutionalization of pilot experiences is a necessary and urgent step to ensure the Programme's maximum effectiveness.

4.3 Budget implementation and resource mobilization

According to MPO estimates, the CP should have resources of about \$18 million for the 2002-2006 period, 7 million of which are Regular Resources representing the financial commitment approved by UNICEF's Executive Board and 11 are Other Resources to be mobilized from other funding agencies.

From 2002 to 2004, the Programme has received on average 15% more in Regular Resources (RR) than the yearly \$1.4M planned in the Master Plan of Operations (MPO). The mobilization of Other Resources, however, has been on average 60% lower than the yearly \$2.2M forecast. On the other hand, the Programme boasts excellent performance in the use of the resources it was allocated: in 2002 and 2003, available resources, whether Regular or Other, were totally used up.

5. Strategic directions and recommendations

5.1 Refocusing the Country Programme

Strategic directions

Since the launching of the 2002-2006 Country Programme, Morocco has endowed itself with a legislative framework which gives new impetus to the progressive realization of children's and women's rights. The mid-Term Review is an opportunity to connect the strategic directions of the Programme with this reality and refocus the Programme on the challenges that the Government and civil society must face.

It is necessary to refocus the current Country Programme, which is characterized by a vast number of projects spread over several sectors and geographical areas, on interventions that abide by the following criteria:

- (a) The Programme's ability to conduct an innovative intervention in a given area on account of UNICEF's mandate, its expertise and the Rights-based approach;
- (b) Complementarity with existing national capacities and with the support of other external bodies;
- (c) Relevance with respect to the Millennium Development Goals, the Declaration: "A World Fit for Children" and the National Action Plan for Children.

Recommendation

The development of the 2007-2011 Programme will have to bring improvements to programming. The approach proposed for the refocusing of the Programme is the following:

- update the situation analysis of the status of the rights and their fulfillment and of the capacities of duty-bearers and rights holders at all levels, with special emphasis on the Gender component;
- identify the areas in which the Programme can make an original, quality contribution;
- articulate Programme design with the National Action Plan for Children;
- formulate objectives in compliance with a results-based approach to management, in connection with the UNDAF results matrix and in complementarity with the support of other partners;
- develop exit strategies for some interventions on the basis of criteria such as:
 - the results reached in capacity building or project development;
 - a lesser priority of the intervention model;
 - an experiment that is difficult to replicate or does not reach conclusive results;
 - other stakeholders make the Programme's role unnecessary or unessential;
 - interventions are lengthy and numerous, and the result is that the Programme does not have to pursue them to reach its objectives.

5.2 Human Rights-Based Approach to Programming

Strategic directions

It is appropriate that the Programme adopt more systematically the methodology and elements of a human rights-based approach, integrating in its method the elements of the approach that pertain to the legal framework, the maximum public expenditure effort and advocacy, the gender dimension, the participation of women and children, and cultural specificities. The Programme must promote national dialogue and empowerment. It must give a voice to communities that are victims of exclusion, women and adolescents. These concerns will have to be there when support may be granted to the development of the national action plan entitled "A Morocco fit for its children".

Recommendations

The adoption of a human rights-based approach to programming should have an important impact on the contents of the Programme, insofar as UNICEF's mandate is to give more priority to least respected rights and to underprivileged groups. This implies :

- that situation analysis must be strengthened to identify the children excluded from education, health and protection services and to analyze capacities, including as far as policy-making and stakeholders' roles are concerned;
- that the formulation of programme objectives must be reinforced by targeting children under 3 and mothers as rights holders;
- that vulnerable groups in rural and peri-urban areas must be targeted.
- In order to develop at the macro level the kind of advocacy that could contribute to a global, effective improvement of the realization of children's rights, it is recommended to undertake, in conjunction with duty-bearers (national Ministries, etc.) and rights holders (representatives of civil society, children and adolescents), an analysis of the maximum budgetary effort in favor of children.

In the context of human rights-based programming, it is recommended that the Programme continue to support legal reforms by reviewing the laws in the light of their compliance with international conventions (CRC and CEDAW), by translating new legal standards into a discourse that can be understood by populations and have a local impact, and by implementing institutional reforms which will ensure the effectiveness of the new laws and the realization of the rights.

Lastly, it is recommended that in the implementation of a human rights-based approach to programming the participative approach be favored, including in child participation, situation analysis

as well as project planning and implementation, policy development and assessments.

5.3 The gender approach

Strategic directions

The recognition of women and children as rights holders and sex equality are intrinsic elements of a Human Rights-Based Approach to Programming, in accordance with the CRC and CEDAW. This means that women must be considered as full-fledged rights holders, and not merely as entities leading to the realization of children's rights. It is recommended to explicitly include the gender approach in the programming method (including analyses of causality, of roles and patterns, and of capacities).

Recommendation

It is recommended that the Programme start to adopt the gender approach in its programming and its activities without waiting for the next cycle.

To tackle this task, it is recommended that the Programme build the capacities, first of UNICEF staff, then of its partners, and to undertake gender analyses in order to facilitate the formulation, implementation and monitoring/evaluation of the gender approach.

5.4 Results-based approach to management

Strategic directions

For UNICEF and for the Country Programme, a results-based approach to management must be integrated in the United Nations Development Aid Framework (UNDAF), which formulates the results that have to be commonly attained to face the issues identified in the Common Country Assessment (CCA). In Morocco, a new CCA and the programming of the UNDAF are due to start in 2005. As far as the Government is concerned, the Budget Department of the Ministry of Finance and Privatization has been implementing since 2002 a new, results-based budget approach.

The establishment of RBM in the Country Programme must be done consistently with the Government's own RBM approach for Programmes, while supplying a management tool for the Programme. Likewise, the UNDAF results matrix must be defined consistently with the Government's results objectives and not create a set of results and indicators that it will be the only one to use.

Recommendation

It is appropriate that the development of the new Government of Morocco - UNICEF Country Programme for the 2007-2011 period follow a results-based programming approach, which will be matched to the results matrix of the UNDAF exercise.

It is recommended that the development of the new Programme of cooperation include a logframe based on a new causal analysis of the problems of children and women. Such a logframe will enable us to ascertain whether the sum of the components or of the activities planned is sufficient to produce the expected results and explicitly describes planning assumptions, while offering appropriate monitoring indicators. The MPO (Master-Plan of Operations) will have to be combined with an IMEP (Integrated Monitoring and Evaluation Plan) for the whole duration of the new CP.

5.5 Pilot experiences

Strategic directions

The institutionalization of an intervention model can be a lengthy, complex process, whose degree of

difficulty depends on the complexity, the costs and the risks involved with the model targeted. It is of utmost importance, to reach the objectives of the Programme and improve its efficiency and its effectiveness, to undertake a sustainability analysis of the experiences and a feasibility analysis with respect to their replication, institutionalization and generalization.

Recommendations

It is recommended that in the short term a systematic, an objective and frank analysis be performed by the partners of each pilot project or intervention model in accordance with the sustainability and feasibility factors of the various generalization or institutionalization stages. This analysis, conducted with external support if necessary, will seek to set realistic objectives in terms of the results to be reached and the stages that are necessary to reach them.

Once these analyses have been reviewed by the partners of the Programme, it would be appropriate, for the remainder of the Programme, to retain as a major direction the strengthening of experiences that produced satisfactory results and determine which closure should be given to experiences that do not have a potential for replication, institutionalization or generalization, bearing in mind that the role of UNICEF is not to support local development or other development projects if they are not instrumental in developing tools or intervention methods in favor of children.

Advocacy

Strategic directions

Advocacy consists, on the basis of situation analysis and reflection with the partners, in urging the government, as the main bearer of duties towards children, to take action to ensure that their rights are fulfilled. Advocacy pertains to areas that go beyond the actions directly conducted by the Country Programme.

Recommendation

- It is recommended to match advocacy and communication actions with the true role of advocacy, which is to publicize which rights are not fulfilled and for what reasons, and to systematically promote legal reforms, policies and general measures that ensure the realization of these rights.

What will have to be done is proceed with advocacy that is in keeping with the Rights-based approach, including the gender approach, and promote through advocacy an adequate mobilization of resources in favor of children.

5.7 Communication at the programme level

Strategic directions

A systematic approach is required to integrate communication as an essential component in each project and, in support of advocacy, to build the communication capacities of UNICEF staff and of its partners'.

Recommendations

It is recommended to formulate a communication strategy using a cross-sectoral approach and making a distinction between the levels and the targets of advocacy and social mobilization.

Regarding pilot projects, it is recommended to document experiences, especially implementation processes and results, in order to support advocacy for their replication and generalization. However, the promotion of the experiences with a view to replicate them should be based on an evaluation of the

results.

5.8 Partnerships

Strategic direction

In Morocco, the relationship with NGOs and the strengthening of their capacities should be a priority strategy of the Country Programme: in order to implement the new laws and the new legal framework as well as policies and programmes in the area of protection or the development of pre-school programmes, the government must base its action on civil society and NGOs.

Furthermore, the coordination role that befalls the government is crucial in interventions of a cross-sectoral nature, and it must be reinforced.

Besides, in the context of an international consensus on the harmonization of practices and the enhancement of aid effectiveness, it is appropriate for the Programme to reinforce its coordination and partnership efforts within UNDAF as well as, on a broader level, with those who intervene in the same sectors.

Recommendations

First of all, it is recommended that the Government grant the Department accredited to coordinate policies and programmes in favor of children – and UNICEF – the financial and human resources required for the full exercise of this responsibility, and if need be, provide assistance to facilitate the exercise of this essential function.

It is recommended to intensify partnerships with their donors, particularly in the framework of UNDAF, in order to facilitate the Government's coordination, reduce high transaction costs and increase effectiveness. A close coordination should be sought with donors interested in UNICEF's intervention sectors (education, health, protection), in order to facilitate the replication of the intervention models developed in the context of the Programme.

5.9 Resource mobilization

Strategic directions

Although UNICEF may have an unexplored potential for mobilizing Other Resources, the efforts to be made in this area are determined by the role of the Country Programme, which limits itself to the defense and the promotion of children's rights and the realization of pilot experiences. Besides, resource mobilization does not only concern itself with the needs of the Programme, but especially of those that derive from an improvement in the realization of children's rights, the responsibility of which first of all befalls the Government, with the support of external cooperation, local partners and the private sector.

Recommendations

It is recommended that the Government develop a budget fostering the realization of children's rights, including the gender perspective, and prepare a financing plan of the National Action Plan for Children to make it a major reference of external assistance. It is also recommended to foster resource mobilization at the local level for the benefit of children.

At UNICEF, it is recommended to support these initiatives through advocacy and to develop and implement a mobilization strategy for Other Resources in keeping with its mandate, and exploiting funding opportunities that exist in Morocco.

5.10 Implications for the structure of the programme

Strategic directions

The organization of the current PC uses a structure – partly sectoral and partly matricial – which situates the design, planning and partly the monitoring of pilot projects in a programme, and the realization of other elements of project monitoring in another programme. Each programme has its own Programme manager and a technical or coordination committee with an essentially sectoral representation, and each pursues advocacy for the initiatives and pilot projects of its own sector. At the local level, provincial and municipal committees have a multi-sectoral representation.

The Programme is also characterized by a vast number of interventions, with several projects and sub-projects in each of the programmes, aside from situation analysis and advocacy projects in several areas.

This Programme organization is a result of institutional partnerships established on a sectoral basis, of a historic presence in rural environments, of the availability at the UNICEF office of a few experts who each have the responsibility of a programme (education, health, protection, communication) and a formulation of objectives fostering a vast number of interventions.

The organization of the Programme has its own advantages. It favors partner involvement and the institutional ownership of the Programme, especially at the level of each technical committee. Presence on several sites confers a certain representativity to pilot projects, and the vast number of interventions enables us to respond to several priorities and several partners.

It also has its draw-backs: the operational and monitoring load is excessive, with partners as well as at the UNICEF office; planning and project monitoring are disrupted; there is a risk of diluting the main objectives in multiple interventions; and pilot projects may be granted resources that are not in keeping with priorities.

Recommendations

The evaluation concludes that it is difficult to change in depth the structure of the Programme at the time of the Mid-Term Review, but that it will be necessary to establish a new programme structure for the next cycle. The evaluation does not have a ready-made solution to offer, but suggests the following approach to make the structure more logical and transparent:

- to update Programme priorities through situation analysis and the implementation of the Rights-based Approach;
- to refocus the Programme on these priorities by applying the intervention criteria listed at Section 5.1, reduce some activities on the basis of the review of pilot projects, and possibly also reduce the number of intervention sites;
- to identify a new organization, taking into account:
 - the formulation of objectives following a results-based management approach, i.e. objectives that are realistic, measurable and time-bound;
 - the institutional context associated with the realization of the objectives concerned, including at the level of the coordination of sectoral-type programmes and projects;

Several organizational options for the Programme can be considered:

- the life cycle: for instance, a component of the programme could target the 0-3 y.-o. group and regroup all activities in which they would be involved (early childhood development, maternal health, etc);
- the regrouping of projects around themes that pertain to the realization of the rights (e.g. underprivileged regions, excluded groups, etc.)

- the sectoral structure, with a reinforcement of coordination within UNICEF and with partners;

These recommendations imply that certain skills required to ensure UNICEF's contribution are kept or reinforced. It would be appropriate:

- to keep sectoral skills on the Programme team in the areas of Education, Health and Child Protection, in order to ensure basic expertise in those areas;
- to reinforce strategic and methodological skills in the areas of the Rights-based approach, the gender approach, monitoring & evaluation, and results-based management;
- to develop skills in the analysis of public budgets, deriving it as much as possible from the information and the work of partners from the government and civil society as well as other cooperations (World Bank, European Commission, etc.).

1. Introduction

1.1 Context of the Country Programme Evaluation

The evaluation of the Country Programme Evaluation (CPE) for Morocco is a strategic analysis exercise of the Cooperation Programme between the government of Morocco and UNICEF. It was assigned to a team of independent Consultants and its purpose is to support the Mid-Term Review (MTR), a Programme review exercise jointly conducted by the government of Morocco and UNICEF, in cooperation with the other partners concerned by the Country Programme of Cooperation, such as national NGOs, other agencies of the United Nations System and bilateral and multilateral cooperations.

The CPE is conducted in the context of repositioning the programme vis-à-vis the legal reforms and new policies and strategies adopted by the government of Morocco since the year 2000, especially the new Family Code, the Labor Code, the provisions pertaining to the rights of minors and the decentralization and devolution of government services, and the Government's relationship with citizens. The Government of Morocco, through this evaluation, is also interested in the principles and methods of a human rights-based approach to programming and a results-based approach to management, a method currently recommended by the Ministry of Finance.

The CPE was placed under the technical responsibility of UNICEF's evaluation office in New York, and supported by UNICEF's regional office for the Middle East and North Africa, and by the National Center of programme evaluation (CNEP) of the Planning High Commission of Morocco. The coordination of the exercise was ensured by the Moroccan Ministry of Foreign Affairs and Cooperation and UNICEF's Rabat office.

For UNICEF, the CPE represents a pilot experiment taking place in the context of a global improvement project of CPE methodologies funded by the UK's Department for International Development (DFID).

The Ministry of Foreign Affairs of Japan, on account of its interest in evaluation methodologies in the sectors of basic education and health care for mothers and children in Morocco, has appointed, through its Bureau of Economic Cooperation (Evaluation Unit) a Consultant to take part in the evaluation.

1.2 Links between Country Programme Evaluation and Mid-term review

The CPE's main objective is to support the Mid-term review process, which is essentially a self-evaluation process, through the analysis and development of cooperation strategies. The processes of Country Programme Evaluation and Mid-term review should therefore occur simultaneously and reinforce each other.

Consequently, the CPE's function is to bring to the Mid-Term Review a more in-depth evaluation of the relevance, role, design and focus of the Country Programme, with a view to a progressive realization of the rights of women and children. The CPE should also ask more fundamental questions on efficiency and effectiveness, and tackle the issue of the sustainability of the initiatives supported by UNICEF, and the possibility to replicate them and integrate them in national policies and strategies.

1.3 Objectives

The objectives of CPE Morocco, as listed in the Terms of Reference (see appendix 1), are as follows:

- a) To assess the *role* and *relevance* of the Country Programme: i) as to the situation of children and women in the country ii) in the context of national policies and strategies, iii) as a reflection of international norms and standards governing children's rights (CRC and CEDAW);
- b) To assess the *design* and *focus* of the Country Programme, i.e. the quality and the formulation of objectives and strategies and, more specifically, the integration of the Human Rights-based Approach to Programming;
- c) To assess the *niche* and *comparative advantage* of Country Programme Morocco in relation to the strategies and activities of other national and external partners that contribute to the realization of women's and children's rights;
- d) To assess the *effectiveness* of the Programme of Cooperation in achieving the objectives of the 1997-2001 Country Programme (as reformulated in the 1999 MTR) and the progress made towards achieving the objectives of the 2002-2006 Country Programme;
- e) To assess the *efficiency* of the programme, i.e. the relation between its cost and its results;
- f) To assess *resource mobilization* for the programme (UNICEF's Regular and Other Resources) as well as *the realization of annual budgets* since the last MTR (1999);
- g) To analyze to what extent activities and results are *sustainable* at their respective levels (communities, municipalities, intermediate or higher-level institutions) and if they can be *replicated* or *integrated into policies, strategies and programmes*;
- h) To strengthen the *country programme evaluation capacities* of UNICEF and the Government of Morocco and contribute to *the development of CPE methodologies to be conducted by UNICEF and its partners* in other countries

1.4 Methodology and work plan

The evaluation of the Country Programme of Cooperation covers the period from the 1999 Mid-term Review to the end of 2003, plus significant developments that occurred during the first semester of 2004. Although the evaluation covers two programme cycles (1997 to 2001 and 2002-2006), most of the analysis focused on the current cycle, and results are presented referring to the 2002-2006 programme structure.

The evaluation has taken for reference the United Nations Convention on the Rights of the Child (CRC) and the Convention on the elimination of All Forms of Discrimination Against Women (CEDAW), the Millennium Declaration and its development objectives regarding the realization of women's and children's rights, and UNICEF's mid-term strategic objectives. The evaluation's approach consisted in examining to what extent the human rights-based approach to programming, the results-based approach to management and the gender dimension had been taken into account in the Programme of cooperation. References on the definition and implementation of these approaches have been taken from UNICEF's procedure manuals and other documents on HRBAP.

The evaluation team has developed an Inception report presenting the methodology of evaluation with respect to approaches that must be taken to cover the various intervention levels (global, institutional and local) of the Programme, the questions to ask at each level, the sample of projects to cover, the meetings and field visits to conduct. The Inception report also spelled out the tasks that had to be performed by the evaluation team and their breakdown:

- Review of documents;
- Discussions with UNICEF's executives and programme managers;

- Field visits;
- Interviews with national partners at the central, provincial and local levels;
- Interviews with representatives of the United Nations System in Morocco and of other bilateral and multilateral cooperations;
- Participation in the meetings of the Mid-Term review;
- Structured restitution of the information collected.

The Inception report also included a general schedule of the evaluation, with the following stages:

- First mission and Inception report;
- Data collection and analysis by national Consultants;
- Second mission and development of the summary report;
- Drafting of sectoral reports and project sheets;
- Drafting of summary report;
- Third mission and presentation of draft report;
- Finalization of summary report;
- Restitution workshop of the summary report.

1.5 Evaluation progress and constraints

The evaluation has benefited from the very important preparatory work performed by the Ministry of Foreign Affairs and Cooperation and by UNICEF's office in Rabat in the period from October to December 2003. This work consisted in the preparation of files and presentations on the Country Programme, and in the presentation of elements of strategic reflection on the Programme and on its components. This work has enabled the evaluation team to get quickly acquainted to the activities and the stakes of the Programme.

The evaluation started in February 2004. Its original schedule provided that the draft report be presented to the extended National Steering Committee at the end of June, and a discussion workshop be held at the beginning of July 2004, then the final version of the report be completed by August 31. On account of the workload involved, the evaluation team was only able to present a preliminary report on June 8. The drafting of the report resumed at the end of July and continued until the end of August.

The landmark stages of the evaluation's progress were the following:

- February 7-28: 1st mission of the international consultants:
 - Presentation of the Programme by UNICEF and its national partners;
 - Site visits of the evaluation team to Fès, Chaouen (Zoumi), Tangiers;
 - Meetings with the main national partners;
- March 1-15: development of the Inception report and the work plan;
- March 1-April 15: data collection and analysis by the national consultants;
 - Visits of the projects at al Haouz, Chaouen, Zagora, Fès, Marrakech, Tangiers, Casablanca;
 - Meetings with representatives of Ministry Departments;
 - Participation to meetings of the Mid-Term review;
- April 12-30: 2nd mission of the international consultants; visit to Zagora by a Consultant;
 - Meetings at the Ministry level;
 - Meetings with other cooperations;
 - Meetings with NGOs and associations;
 - Preparation of the report's outline;
- May 1-May22: drafting of sectoral reports and project sheets;

- May 18: Meeting of the extended National Steering Committee;
- May 22-June 29: Drafting of interim report;
 - June 2-4: meeting of the evaluation team at New York HQ;
- June 30-July 10: 3rd mission of the international Consultants;
 - Finalization of the preliminary report;
 - July 8: presentation of the preliminary report to the CPE's coordination committee;
 - Consultation with the UNICEF office in Morocco on the Mid-Term Review;
- July 27-September 3
 - August 24-27: Meeting of the evaluation team at NYHQ;
 - September 3: final report's draft presentation.

In order to generate mutual enrichment between the Mid-Term Review and the Programme evaluation, the national consultants participated in MTR workshops and meetings were held between the Programme team and the evaluation team at the different stages of the process.

The evaluation of the Programme is subjected to certain limitations. First of all, the implementation of the 2002-2006 Programme and of its projects is only at the half-way point, so only partial results can be appreciated. Secondly, Programme and project objectives are often formulated in such a way that progress cannot be measured. The information to measure the issue of efficiency was not available and, on account of the vast number of projects and sites concerned, the evaluation was not able to visit the provinces of Essaouira and Ouarzazate and to review in detail all the activities of the Programme. Also, in the course of the missions of the international Consultants, the schedule of the evaluation team was taken up by a very time-consuming meeting agenda, which was detrimental to the summary work and had great bearing on the time required to draft the report.

Despite these limitations, the evaluation team considers that the collection of information and the coverage of the projects and of the intervention zones of the Programme through evaluation have been adequate in providing valid answers to the questions asked and fulfill the objectives of the evaluation and the Terms of Reference.

1.6 Structure of the evaluation report

The present document makes up the summary report of the evaluation of the Government of Morocco - UNICEF Programme of cooperation for the 1999-2004 period. Aside from the introduction, it is composed of the following parts:

- Chapter 2: The status of women's and children's rights in Morocco

This chapter takes stock of the evolution of the rights of women and children, from statistical indicators and recent analyses. It particularly deals with the new legal context created by legislative reforms.

- Chapter 3: Presentation of the Government of Morocco - UNICEF Country Programme

This chapter makes a brief description of the objectives, the structure and the components of the Country Programme of cooperation.

- Chapter 4: Analysis of the Country Programme

This chapter presents an analysis of evaluation issues as stated in the Terms of Reference: role and relevance, design and focus, niches and comparative advantages, efficiency, effectiveness, resource mobilization, result sustainability, targeting.

- Chapter 5: Strategic directions and recommendations

This chapter contains the strategic directions and recommendations at which the evaluation team arrives from analysis and research.

Annexes will include the Terms of Reference of the evaluation, a list of persons met, a summary of the recommendations of the Geneva Committee on Children's Rights for Morocco, methodological notes on the Human Rights-Based Approach to Programming and additional information on the structure of the Programme, the objectives of the projects as well as work sheets describing the status of the projects.

2. The status of women's and children's rights in Morocco

2.1 The status of children's rights

The status of children in Morocco was reviewed at great lengths in the Situation Analysis document published in 2001¹, during the development of the 2002-2006 Programme, of which a lot of elements remain valid. Besides, the Programme regularly undertakes studies which contribute on an ongoing basis to the SITAN. The evaluation, in the following paragraphs, therefore limits itself to a brief discussion on the perceptible changes in the status of children's rights and examines the scope of recent legal reforms and their shortcomings.

2.1.1 The right to survival

According to recently issued indicators², a child's right to survival is regressing in Morocco: the infant mortality rate (less than 1 year-old) has gone up from 37‰ in 1997 to 40‰ in 2003-2004, and the youth mortality rate has slightly increased, from 46‰ to 47‰. As for the maternal death rate, it has remained virtually unchanged (227 deaths for 100 000 births in 2003/2004, 228 in 1997).

Furthermore, since 2001, the rates of vaccine coverage³ have generally remained stable nationally (between 93% and 97% for the main antigens, in spite of a few positive or negative fluctuations recorded in some provinces).

Besides, the offer of basic health services has not significantly increased these last three or four years. Important reforms are being planned in the health sector with the establishment in 2005 of compulsory health insurance ("AMO") for wage-earners and, in the longer term, of a health insurance plan for the economically destitute ("RAMED"), the funding mode and sources of which remain to be defined. A reform of the health budget is also under way, but the ratio of Health in the national budget has remained since 2000 at the same level as in the 1990s. The Ministry of Health has also undertaken an important decentralization and regionalization process of health services.

2.1.2 The right to development

In the last few years, Morocco's education sector has followed an important evolution with respect to sectoral policies and projects. After the National Charter of Education and Training was adopted in 1999, the Ministry of National Education unveiled in 2004 the Strategic Framework for the Development of the Educational System, which claims to be a formalization effort of the educational policy defined by the Charter; it aims at the generalization of quality basic education, in the pre-school sector for children between 4 and 6, the elementary sector for 6 to 11-year-olds, the middle school sector for 12 to 15-year-olds.

Undeniable progress has been made in elementary schooling⁴, but the quality of the instruction remains low and drop-out rates are always high or even rising⁵. The schooling of girls in rural environments has increased substantially, but there still remains an important discrepancy with boys. The level of losses from elementary school to middle school is very high, whereas the rise in the schooling rate, particularly in rural environments, still does not apply very much to girls⁶. Besides, schooling at the pre-school level⁷, which remains under the dominance of the traditional format (Koranic schools), has not increased nationally and remains low in rural environments, particularly for girls.

With the increase of the schooling rate, the number of children in the compulsory schooling age group who are not or no longer in school is reported to have gone down drastically⁸, but around 1 million children are still deprived of the right to development. With respect to this potential clientele, the number of children enrolled in informal education remains very small⁹, hence the importance of meeting needs to ensure the right to development of children who are excluded from the education system.

2.1.3 The right to protection

The evolution of the realization of the right to protection cannot be grasped in statistical terms because of the small amount of information available. Employment indicators suggest however that there is a substantial reduction in the number of working children under the age of 15¹⁰. However, since 2000/2001, one may consider that the issues facing childhood have fundamentally remained the same. Several accounts also tend to point at a substantial rise in public awareness of protection issues, working children, sexual exploitation, child trafficking, etc., over the last few years.

Furthermore, according to the indications collected in the Mid-Term Review, the number of street children is reported to have risen in most cities because of poverty, family break-up, loss of cultural and social reference points, and school drop-out. New data have recently confirmed the scale of the poverty¹¹ phenomenon and the problem of unhealthy living conditions in peripheral neighborhoods¹².

With respect to policies, in spite of the will expressed by the Government to make child protection a priority of its action, financial and human resources still remain well below the needs and the institutional framework not entirely adapted to improving children's rights in difficult situations. Besides, the issue of the capacities and resources of the associations which take care of children in difficult situation has not been resolved: noticeably, a vast number of associations committed to protection is being created, but at the institutional level, action is not guided by a clear policy and criteria, and neither is it supported by sufficient coordination and intervention resources. However, considerable progress has been made in legal texts that determine the realization of children's and women's rights.

2.1.4 The right to participation

Exercising the right to participation very much depends on the parties involved, adults and children. In this respect, the MTR notes that the concept of children's rights is better known by some key partners (Ministry Departments, social actors, justice, NGOs, media), who are beginning to use the CRC as a reference tool and a set of arguments in their advocacy activities. The concept of children's rights, however, remains but little known by children and the public at large, and it is often not very well accepted by adults, who fear that their children will claim their rights instead of fulfilling their duties, which reflects the perception that children are beings who should be protected and trained, not duty holders as specified in the CRC and the Moroccan Constitution¹³.

Besides, several aspects of children's right to participation in decisions that involve them have been improved by legal reforms on family law (Family Code: wedding age, choice of the place of residence in

case of parent separation, child representation in legal terms, etc.) and justice for minors (Code of Penal Procedure).

2.2 The evolution of the legal context

2.2.1 Legal reforms that impact children's rights

Morocco's adherence to international conventions and the political will that exists at the highest levels to improve the legal framework so children's and women's rights can improve too have caused the Government to adopt these last few years the major legal reforms summarized hereafter¹⁴:

- Labor Code

The new Labor Code enacted in July 2003 allows for the grouping and the updating of existing legislation and its alignment with international law pursuant to the ratification in 2000 of ILO's Convention 138 regarding the minimum working age, and of Convention 182 in 2002 regarding the elimination of the worst forms of labor.

According to the new Code, children cannot therefore be employed until after they have reached the age of 15, and people who contravene this provision are punishable by fines, and even imprisonment if they are repeat offenders. However, the new Code excludes from its jurisdiction traditional crafts, which are referred to a special law, and non-traditional handicrafts, which will possibly be submitted to regulatory provisions adopted after consulting with professional bodies. The new Code does not regulate domestic work either, since it excludes household employees ("Little Maids"), who are referred to another special law.

These exclusions constitute major flaws that would considerably reduce the scope of the advances introduced by the Labor Code, unless the upcoming special laws are true to the spirit and the letter of Conventions 138 and 182.

- Family Code

The new Family Code, to which HM King Mohammed VI gave its support, was enacted in January 2004. The new Code establishes the equality and joint responsibility of spouses, and eliminates a wife's duty of obedience to her husband as specified in the old Personal Code. This change is a major step in the direction of the Millennium Development Goal of gender equality, to be achieved in 2015. The Family Code introduces new rules pertaining to the compulsory involvement of the public prosecutor's office in all family matters; it raises the wedding age of girls to 18 (same as for boys), restricts polygamy, allows for greater intervention of the judicial system in divorce procedures, notably by improving child custody rules and giving women the right to use the conjugal home or its equivalent in case of a divorce or separation. The Code includes several provisions improving the legal position of women and children: a woman's right to own a set of vital statistics documents, the possibility to give the mother's name to an illegitimate child and the possibility to recognize a child even after he/she is 5 years old.

- New Penal Code, new Code of Penal Procedure and new law on prisons.

The new Code of Penal Procedure, which came into effect in October 2003, creates jurisdictions for minors as well a procedures and magistrates who are specific to them. It makes legal hearings compulsory for offences committed by minors, allows the public prosecutor's office to initiate proceedings in matter relevant to them and makes it compulsory to report offences committed against children.

The new Penal Code, voted in July 2003, introduces two new offences : the sale of children and forced child labor, punished by stiff jail sentences and fines. It raises the age at which a child is entitled to protection and increases the severity of sanctions for violations by creating new offences, which improves child protection from abuse. Furthermore, the law on penal institutions and its set of regulations establishes rules that are specific to minors.

- Law on kafala (fate of abandoned children)

The new law on kafala, enacted in June 2002, brings real improvements to the legal granting of kafala, of guardianships, of social benefits to children, to its discontinuation and to sanctions for violations committed against a child placed under guardianship. The new law on kafala should make it possible to improve the fate of many abandoned children once a set of regulations has been adopted.

- Law on civil status

The law on civil status enacted in 2002 makes the declaration of birth compulsory at once and institutes clear provisions regarding the name of a natural child.

2.2.2 Reports on the implementation of the Convention on the Rights of the Child

Morocco presented in 2002 to the Geneva Committee on Children's Rights its second progress report on the implementation of the United Nations Convention on the Rights of the Child, and the Committee produced its comments in July 2003¹⁵. The recommendations¹⁶ expressed by the Committee pertain to all articles of the Convention and take into account the relevant elements of the remarks expressed by a group of Moroccan associations active in the field of children's rights¹⁷. As this report was drafted before the adoption of several recent legal reforms, some of its recommendations are already being implemented. Among the main remaining ones, the evaluation team had identified the following:

- increase the human and financial resources allocated to the realization of children's rights, guarantee the implementation of priority policies and systematically assess their effects;
- grant adequate human and financial resources to the State Secretariat in charge of family matters, solidarity and social action so it can effectively coordinate the implementation of all aspects of the CRC at the central, regional and local levels;
- develop a new action plan for CRC implementation (the Government of Morocco has undertaken in 2004 the development of a national action plan entitled : "a Morocco fit for its children".);
- establish an independent structure in charge of monitoring and assessing the progress made in the implementation of the CRC, receiving complaints and investigating them;
- continue and intensify CRC dissemination efforts in the children population and the public at large, and training efforts for professional groups working for or with children;
- promote and foster respect for children's opinions in the family, at school, in the courtroom, among administrative bodies and in all business relating to them.

The Committee recommends to promote specific rights, create mechanisms to ensure their realization, establish investigation mechanisms, set up training programmes for the various stakeholders and undertake studies in the area of torture and cruel treatments, violence, neglect and abuse, and pertaining to children devoid of a family environment (children in institutions).

The Committee recommends that resources be increased and efforts pursued to adopt and implement coordinated policies and programmes in order to improve services and access for disadvantaged groups and provide equal access to girls in the areas of health and health services, leisure and cultural activities.

It also recommends that efforts be pursued in the fight against sexual exploitation, and minorities' rights upheld.

The Committee further recommends to strengthen the integrated strategy of the fight against the economic exploitation of children and to take the following steps:

- strengthen labor inspection quantitatively and qualitatively to ensure the enforcement of the law;
- provide for the social reintegration of children suffering from economic exploitation;
- take all necessary steps to prevent and put an end to the use of children as domestic staff (Little Maids) by developing a wide-ranging strategy going to the roots of this phenomenon.

2.2.3 Report on CEDAW implementation

The Kingdom of Morocco ratified in 1993 the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) while expressing some reservations¹⁸. A second progress report on its implementation was produced in 1999, and the United Nations Committee presented in July 2003 its comments on this report and on the simultaneous NGO report¹⁹.

The Committee suggests that Morocco gradually reduce and withdraw its reservations, which have been upheld despite recent legal reforms. Its recommendations pertain to the alignment of the law with the provisions of the Convention, women's participation in public life, education, the promotion of a culture of gender equality, reproductive health, employment and women's participation in the economy, vulnerable populations and women's protection against violence.

Since the presentation of its latest progress report, the government has approved the new Family Code which eliminates several discriminatory provisions against women, notably those pertaining to spouse equality. However, even if important progress has been made on the legal front, gender discrepancies remain, as well as some legal provisions which are discriminatory for women.

2.3 Conclusion on the status of rights

A follow-up on the status of children in Morocco as it was observed in 2001, when the 2002-2006 Programme of cooperation was launched, and on the description of their noticeable evolution, indicates that in spite of real progress, the realization of their rights is still far from being fully satisfactory in all 4 categories: survival, development, protection and participation.

Major progress was made at the legislation level; however some serious deficiencies remain, both with respect to the reservations expressed on some important CRC and CEDAW articles and to the new laws that have been passed.

As far as women's rights are concerned, the new legislation retains some flaws and some discriminatory provisions against women which contribute to the maintenance of gender inequality. For instance, the Labor Code remains rather vague on the issue of legal proceedings for discrimination and sexual harassment in the workplace, allows for the payment of different salaries to a man and a woman for the same work, and does not provide a specific protection to domestic workers – girls for the most part. The Family Code upholds the principle of polygamy, discriminatory provisions against women for and regarding divorce cases, property rights, child custody, succession, which can impact the welfare of children. The Code guarantees a certain number of posts to women in political institutions by virtue of the Government's good will rather than an established rule. The Penal Code contains provisions on rape and violence which can be adverse to women's rights. The law on civil status does not guarantee equal civil

rights to women and to men. The recognition of these deficiencies and the promotion of a dialogue on these issues are the initial steps that have to be taken to resolve them.

Besides, above and beyond the improvements that have been noted, what emerges is the issue of the implementation of texts on child abuse, child labor, undeclared births, unschooled children despite a legal obligation to have them schooled, etc. For instance, the improvement of the protection granted to children will be hindered by the implementation of labor legislation, for which the Ministry of Employment only has a limited group of inspectors to cover the whole country. Taking care of abused children is now allowed by the Code of Penal Procedure, but the enforcement of the code remains uncertain if the appropriate social services and support structures are not created. The regulations governing children's institutions are an important weakness in the legal framework, and standards applicable to the various children's institutions should be provided. Regulations should also extend to the control of associations and private charities in general.

Overall, Morocco has therefore made important progress for the recognition of children's and women's rights, but its major challenge is the implementation of the Conventions and the laws that it has adopted, as well as the Country Programme, which must find appropriate ways of helping Morocco turn these assets into realities favorable to women and children.

In this respect, the Country Programme must adopt a Human Rights-Based Approach to Programming which will be based on an analysis of the situation of women's and children's rights in reference to the provisions of the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the international bodies in charge of their monitoring.

For programming to be in keeping with a human rights-based approach, it will have to incorporate legal reform along the guidelines proposed by the Global Consultation on a Human Rights-Based Approach to Programming (Annex 5, box 1).

3. Presentation of the Government of Morocco - UNICEF Country Programme

3.1 The 1997-2001 Country Programme

3.1.1 Objectives and structure

The purpose of the 1997-2001 Country Programme was to help reach national objectives for the year 2000, as defined in the National Action Plan for Children adopted by the government of Morocco during the Global Summit for Children. The priorities of the programme dealt with advocacy and social mobilization, the protection of children in difficult situations and of vulnerable women and girls in urban and peri-urban environments, the reduction of maternal and infant mortality, improved access to clean water and the generalization of basic education in rural areas.

The structure of the programme had three components, each with its own interventions:

- National programme (followed by the Convention on the Rights of the Child – Social mobilization – Resource mobilization)
- Urban programme (women/vulnerable girls – Children in difficult situations – Water, sanitation, hygiene)
- Rural programme (Basic health – Basic education – Water, sanitation, hygiene – Female promotion)

3.1.2 Results

The 1999 Mid-Term Review (MTR) took note of the fact that there were insufficient data on the initial situation prevailing in 1997 and that the lack of a system for monitoring indicators made it impossible to appreciate results as per Country Programme objectives.

On the other hand, the MTR highlighted significant progress in the following areas:

- Decision makers' heightened awareness of the necessity to give greater priority to children's rights;
- The gradual promotion of a more widespread knowledge of the Convention on the Rights of the Child;
- Tangible results in improving girls' access to schools and the provision of clean water on intervention sites in rural areas;
- The start of a true participatory approach in rural environments;
- The initiation of dynamic partnerships between Ministry Departments and NGOs, especially in informal education, in the fight against child labor and in juvenile delinquency, and in community participation.

3.1.3 Lessons learned and recommendations for the 2002-2006 Programme

The MTR formulated a series of recommendations and directions geared at the second part of the 2000-2001 Programme and the development of the 2002-2006 Programme. The interventions of the CP had to be situated in the context of the CRC and the Rights-based Approach, with a view to reach as many children as possible through the replication of pilot experiences in areas that are essential for the realization of their rights, such as basic education (the right to development), or health (the right to survival), by supporting institutions such as the school system and health centers, so that the main actors involved in these institutions could fulfill their obligations towards children.

Another major recommendation pertained to the necessity to link cooperation activities with national strategies, so the CP could continue to develop new governmental policies and strategies by building on the various pilot experiences carried out in the field, in order to disseminate them on a larger scale later.

3.2 The 2002-2006 Country Programme

3.2.1 Purpose, objectives and strategy

The purpose of the 2002-2006 Government of Morocco - UNICEF Country Programme is to support national authorities in the consolidation and acceleration of the effective realization of children's rights to survival, development, protection and participation, with particular emphasis on the reduction of disparities, in compliance with the Rights-based approach.

The Programme has two objectives:

- a) to contribute to the growing integration of CRC principles in national policies and strategies and in regulations developed to effectively protect all children;
- b) to support the efforts of the Government and of its partners to ensure all children's access to quality basic education and health care.

The CP's main implementation strategy consists in the development of pilot experiences fostering the realization of children's rights, with a view to replicate them on the national scale. These experiences are conducted with a participatory, decentralized and integrated approach, i.e. one that allows for the

participation of the Ministries concerned at the central and regional levels, as well as that of local authorities and populations. Once these experiences have been completed, their documentation feeds into the reflection of central institutions in the process of formulating policies and strategies.

The approaches recommended by the programme were set out in the following manner:

- strengthening national capacities;
- promoting a municipally-based development model in favor of children;
- empowering communities;
- focusing on advocacy and social mobilization in favor of children;
- developing an information and monitoring/evaluation system capable of supplying at any moment relevant data on children at the national and local levels;
- developing partnerships and alliances for the implementation of child-focused programmes;
- supplying services.

3.2.2 Structure

The CP is structured in 4 different programmes with the following objectives:

- Support to national priorities (“APN”), split into an Education project and a Health project, aiming at producing intervention models to ensure the right to survival and development; these are in fact two separate programmes;
- Support to children in rural areas (“SEMR”), aiming at proposing a local development model in favor of children and at experimenting in peripheral areas approaches that have been designed at the national level;
- Child protection (“PE”), aiming at helping with the development of policies and strategies leading to the ownership by political decision-makers of the experiences conducted in the area of child protection (children in institutions, working children and street children);
- CRC promotion and monitoring (“PS-CDE”), aiming at consolidating advocacy and social mobilization around children, supporting the establishment of an integrated information system on children and setting up an M&E system for the Programme.

3.2.3 CP resources

According to MPO forecasts, the CP should have about 18 million dollars worth of resources for the 2002-2006 period, 6.983 million of which are Regular Resources representing the financial commitment approved by the Executive Board of UNICEF, and 11 million dollars Other Resources to be mobilized from other funding agencies.

Chart 1

Resources of the 2002-2006 Country Programme (budget estimate, in thousands of dollars)

Programme	Annual average			2002-2006 programme			
	Regular	Other	Total	Regular	Other	Total	%
Support national priorities	229	440	769	1 645	2 200	3 845	21%
Support children in rural areas	438	835	1 273	2 188	4 175	6 363	35%
Child protection	287	516	802	1 434	2 578	4 012	22%
CRC promotion and monitoring	252	402	654	1 258	2 010	3 268	18%
Cross-sectoral costs	92	7	99	458	37	495	3%
Total	1 397	2 200	3 597	6 983	11 000	17 983	100%

Source: Master Plan of Operations, 2002-2006 Government of Morocco - UNICEF Country Programme

The MPO only forecasts minor variations of CP resources from one year to the next, so an average of 1.4 million dollars in Regular Resources and 2.2 million in Other Resources (for a total of 3.6 million) appears to be available on a yearly basis. The distribution of these resources between the CP's four components allocates 35% to the SEMR programme and more or less 20% to each of the three other programmes (APN, PE, PS-CDE). Cross-sectoral costs pertain to activities that are common to several programmes or shared.

3.2.4 Programme organization

The 2002-2006 Morocco-UNICEF Country Programme is defined through an agreement: the Master Plan of Operations, jointly signed by the Government of Morocco represented by its Ministry of Foreign Affairs and Cooperation ("MAEC") and UNICEF. The CP's organization is as follows:

- The MPO defines the objectives, strategies and activities planned for the duration of the programme;
- Programme management is in the care of a **National Steering Committee** chaired by the MAEC and composed until early 2004 of representatives from the SEFEPH, HCP, MDN, MEN (Department of Cooperation), MS (Department of Population), MI (Department of Rural Affairs);
- The **Steering Committee** is in charge of coordinating all Programme components, monitoring the advancement of the Programme every six months, and contributing to the definition of the main directions that annual action plans have to take, as well as to advocacy pertaining to political commitment in favor of children;
- Each of the programme's components is placed under the supervision of a **Technical Committee or Group** which makes sure that the strategies adopted are being respected, that actions are in keeping with objectives and that they are consistent throughout the provinces and administrative districts targeted by the Programme; the **Technical Committee or Group** prepares the documents required for the bi-annual and annual reviews.

The programme is in effect in 5 rural provinces (Chaouen, Essaouira, El Haouz, Ouarzazate, Zagoura) as well as 4 urban districts (Fès, Tangiers, Marrakech, Casablanca). At the province or district level, a **Multi-sectoral Technical Committee**, placed under the authority of the wali or the governor, ensures the planning, coordination and monitoring of activities in the field and their implementation.

At the local level, in rural municipalities where the Programme is in effect, a **Municipal Committee**, placed under the authority of the municipality's chairman, acts as a partner of the Programme to make sure that populations are involved and that the participatory approaches introduced in the Programme are sustained. The management structure of the Programme at the national level is illustrated in the following diagram.

Diagram 1

Management structure of the Country Programme: national level

National Steering Committee (chaired by the MAEC)
Office Management Committee (CGB)
M&E Technical Committee
Communication Technical Committee
Coordination Committee for Child Protection
SEMR Coordination Committee
Technical Group for Health
Technical Group for Education

3.2.5 Programmes, projects and sub-projects of the Country Programme

Through its various components, the Government of Morocco - UNICEF Country Programme displays a vast number of activities, and this diversity makes the description of these activities difficult. Annex 7 features a diagram illustrating the structure of the Programme, and annex 8 a chart presenting the objectives²⁰.

One will note that the “Support to national priorities” (APN) programme is composed of an APN education project and an APN health project, which in fact are two distinct programmes, but with a similar approach: to support the formulation of policies and strategies at the national level and experiment them locally.

4. Analysis of the Country Programme

4.1 The role and relevance of the Country Programme

4.1.1. CP role

Since the 1999 MTR, the Country Programme has set itself two main roles: advocacy for children’s rights, and pilot experiences for new intervention models in order to bring the government and all parties concerned to adopt at the national level policies, strategies and approaches leading to the implementation of programmes and measures fostering children’s rights.

Advocacy

The Programme has played an advocacy role, mainly at the national level where it conducted several actions to raise awareness among the Government, NGOs and the public at large about the priorities of childhood, especially in the context of the planning of the Special Session of the Global Movement for Children. The Programme also instigated the creation of the Media Forum for Children (MFC), which endeavors to extend the outreach of advocacy through a group of journalists with heightened awareness of the rights and situation of children. The Programme’s advocacy role also resulted in communication in the form of special events, media relations and dissemination of messages and publications.

As far as the APN-Education, APN-Health and child protection programmes, advocacy actions sought to link actions in the field conducted in the context of the “Support children of rural areas” programme and in urban areas with national policies, thus developing partnership relations at the central level.

The advocacy function also includes conducting numerous studies leading to a better understanding of the situation and of stakeholders’ capacities to contribute to the realization of the rights. Advocacy will possibly extend to the documentation of pilot experiences and the dissemination of this documentation in order to promote the generalization of certain models and policies on the basis of M&E results.

Pilot experiences aiming at the adoption of intervention models and policies

The main function of the Programme was to experiment innovative approaches and intervention models in the areas of education, health, local development and child protection as well as in the situation analysis of children at the national and the local levels.

In the context of the SEMR programme, the Programme introduced the interesting innovation of the child-focused municipal development plan (PDCE). Original intervention models in community health

are being experimented with the creation of fraternal societies for community drugs and waiting houses for women who are near childbirth. In education, acknowledging the Ministry's concern for the issues of drop-outs and the low level of knowledge retention, the Programme developed approaches to improve the quality of elementary education and formative evaluation. In order to contribute to equalizing children's access to education, the Programme also experimented a community preschool model targeting destitute parents in rural areas. Other experiences are ongoing to progressively eliminate child labor in handicrafts and domestic work.

Multi-sectoral dimension, support to coordination and financial support

In all those initiatives, which are characterized by their multi-sectoral dimension linking health, education, justice, child protection and community development, by complex relations between the local, regional and central levels, by the presence of several institutional partners and by the increasingly important role of multiple civil society partners, the Country Programme has brought crucial support to communication.

The intervention level of the Programme has significantly shifted since 1999 and since the beginning of the 2002-2006 Programme: on the one hand, attempts were made at repositioning it and giving it a more direct connection with decision-makers at the central level to associate them with experiences in the field so the adoption of policies stemming from those experiences could be facilitated, and on the other hand, locally, intervention at the douar's level became intervention at the municipality's level.

At the central level, the Programme supports coordination through sectoral technical groups which play a key role, not only for the design and monitoring of action plans, but also with respect to the result analysis of the experiences and the discussion of sectoral directions and policies. Locally, the Programme supports the provincial committee, which in turn supports the planning, coordination and monitoring of actions at the municipal level.

Although programme intervention costs are generally low, the financial support brought by the Programme is critical to perform training activities, organize meetings, workshops and seminars and initiate community approaches, and to bear the cost of experiences and fund the purchase of equipments that are indispensable for their realization.

4.1.2 Relevance

A review of the objectives and contents of the Country Programme reveals that it is highly compatible with national priorities and policies, with UNICEF's mission and the Organization's mid-term priorities, as well as with the Convention on the Rights of the Child (CRC), the Millennium Development Goals (MDGs) and the declaration: "A World Fit for Children". However, the relevance of the Programme with respect to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is not as clear because the Programme has not made gender equality one of the priorities of its interventions.

The relevance of the Programme with respect to national policies and priorities can be first of all ascertained in the **education sector**, as the objectives of the APN programme and the experiences conducted in the context of the SEMR and child protection programmes are closely connected with the new priorities of this sector, where the objective of generalization at the elementary level is considered to have been almost reached. Since 2002, the Programme has therefore focused on developing and experimenting in rural and urban areas the tools conducive to improving the quality of education and fighting the drop-out rate. Through these interventions, the Programme also contributes to reaching the MDGs, i.e. elementary education for all (providing all children – girls and boys – with the means to complete a whole elementary cycle) and the promotion of women (eliminating gender disparities at the

elementary and the secondary levels). Furthermore, the pre-school facet of the early childhood sub-project matches a priority of the national Charter, while the facet dealing with children from birth to the age of 3 coincides with another of UNICEF's five mid-term priorities.

Notably, while the 1997-2001 Programme was directly targeted at girls' schooling in rural areas and important positive results were recorded, the current Programme no longer explicitly retains this objective, although the MTSP makes it a priority for the organization as a whole. However, many of the Programme's activities impact girls' schooling at the elementary level, whereas the transition problem at Middle School level remains, particularly in rural areas.

In the **health sector**, Programme interventions mostly take place in the context of regular programmes set up by the Ministry of Health: immunization, mother's health, malnutrition, IMCI, mobile health coverage, etc. Their relevance to national policies is therefore obvious. These programmes are also areas favored by UNICEF to ensure the right to survival. The support to health programmes for the mother and the child helps Morocco in the pursuit of the Millennium Objectives pertaining to the reduction of infant mortality and maternal mortality. The CP has also initiated aid to activities in the fight against HIV/AIDS among the youth, thus touching on another MDG, as support to the vaccination programme is one of UNICEF's mid-term priorities. Experiences in new community health approaches meet the same objectives.

The **Support to children in rural areas (SEMR)** programme, on one hand, seeks to make local development more dynamic through the conception of a child-focused municipal development plan ("PDCE") and establish a municipal information system on children ("SICE") which would make it possible to monitor the situation of a municipality's children and of their rights. PDCE preparation through a participatory diagnosis of community needs leading to an action plan covering all aspects of its development is in keeping with the spirit of the municipal Charter which grants municipalities more responsibilities and initiative in their economic and social development. The specificity of the PDCE's approach is to give children an important role in planning, which contrasts with usual approaches that most often ignore their needs even though they represent half the population. On the other hand, by experimenting in rural areas the tools and intervention models proposed in health and education by the APN programme, the SEMR programme can contribute, if experiences are successful and replicated, to the reduction of the important discrepancies that exist between rural and urban environments in the realization of the rights to survival and development.

The **Child protection programme (PE)** is targeted at children in difficult situations, which covers sundry situations and needs. On one hand, the programme has consisted in the initiation of studies on the situation of children in institutions and the development of the capacities of stakeholders dealing with this group, including children who are in trouble with the law; on the other hand, it has experimented intervention models for the elimination of child labor in urban areas. In both cases, these actions are relevant insofar as they are a first step towards improving the realization of children's rights in sectors where the situation is critical, information deficient and intervention strategies in accordance with children's rights remain to be developed. Overall, the objectives pursued are in keeping with CRC principles and match the priority given to the protection of children against violence, exploitation, abuse and discrimination as identified in UNICEF's priorities for 2002-2005 and confirmed by the United Nations Special Session on Children in 2002²¹.

Besides, we have to question the relevance of the approach adopted by the **pilot projects against child labor**, concerning handicrafts in Fès, and domestic work (little maids) in Casablanca, which is to remove children under twelve and integrate them back into schools, and to give access to informal education to children of 13 and 14 still working. As the UCW²² study suggests, some form of questioning should take place with partners to determine the optimal modalities and success criteria of this approach with respect to the observance of children's rights, and to analyze whether the removal of children from all urban

workplaces and the improvement of an urban household's will and ability to invest in its children's education wouldn't be a better idea for children under 15. *Little maids* may be the most vulnerable group of children working in urban areas, and it should be expressly targeted, as currently there does not seem to be a clear consensus on what is acceptable and what is not as far as child labor is concerned, both in urban and in rural areas, and it is urgent to continue debating this point on account of the necessity to clearly apply the Labor Code and the directions that must be given to proceed with the pursuit and the possible generalization of pilot experiences.

In the area of **Child protection**, the priority given by the Programme to situation analysis through studies that not only take stock of the status of children, but also of the capacities of stakeholders, on rules and regulations and the analysis of performances and results in order to properly implement legal reform, appears to be highly relevant. What was also developed was the concept of a protective environment which turns out to be a perfectible instrument, but one that is relevant for the design of a child protection policy and system.

The projects of the “**CRC Promotion and Monitoring**” programme are relevant to the objectives of the Country Programme. The partners, alliances and themes, CRC training and activities composing the **Communication project** are in keeping with the CRC and with the international declarations and objectives already mentioned. The messages of the project are propagated within the framework of children's rights, and the project supports numerous national actions of promotion and advocacy through publications, events and releases on a whole series of relevant issues pertaining to children in the Moroccan context. It will be possible to reinforce the relevance of the Communication project by harmonizing communication with the new legislation on children and women, and also by taking into account the gender approach in communication.

Besides, the “**Integrated information system on children**” project is a high priority, and it is relevant insofar as it aims for the creation of a statistical instrument which is indispensable to analyze the situation of children's rights, the formulation of policies and programmes at the national and regional levels, and decision-making by the people in charge.

In summary, the interventions of the Country Programme are focusing on what remain priority areas relevant to the realization of children's rights, generally in compliance with international declarations and objectives pertaining to children's rights. All the problems targeted by programme interventions, whether in education, health, child protection or child participation, are pressing problems for which the Moroccan Government and civil society need assistance to analyze the situation, develop policies and strategies, conduct pilot experiences and develop stakeholders' capacities.

Overall, interventions seem to be in keeping with UNICEF capacities and, because they are research and experimentation in nature, they do not duplicate the interventions of other donors.

4.2 Programme design and focus

4.2.1 Design of the Programme

Human Rights-based Approach to Programming (Rights-based approach)

The CP had an obligation to progressively adopt a human rights-based approach to programming to comply with the Directive issued by UNICEF in 1998. Human rights-based programming is more ambitious than advocacy to support the implementation of the Convention on the Rights of the Child.

As a reminder, according to the 1998 directive and UNICEF's procedure manual (PPPM), a rights-based approach to programming targets two objectives:

- to intensify the national dialogue on this issue in order to urge the Government and donors to do more for the realization of children's rights;
- to develop rights holders' capacities to know and promote their rights, and duty/responsibility bearers' capacities to know and fulfill their obligations.

For a Programme to be developed with a human rights-based approach to programming, it must:

- identify and analyze the human rights of rights holders and the obligation that duty/responsibility bearers have of realizing them, as well as the immediate, underlying and structural causes for their non-realization;
- assess the capacities of rights holders to claim their rights, and of duty-bearers to fulfill them, and develop strategies to strengthen these capacities;
- proceed with the M&E of results and processes, referring to the principles and standards of human rights;
- direct programming along the lines of international human rights recommendations.

HRBAP stands out because it gives particular attention to the process of development, considered as a result to the same extent as outcomes, outputs and impacts, especially with respect to the participation and empowerment of target groups. Another important dimension lies in the challenge of developing an integrated approach to development that goes beyond sectoral compartmentalization and respects the interdependence and indivisibility of children's rights as well as the gender dimension. HRBAP is supported by the Declaration and the spirit of the MDGs and by the initiative "a World Fit for Children". A box in Annex 6 presents the meaning, stages, functions and themes of the Human Rights-Based Approach to Programming as they were heard at the Quito World Consultation on the issue.

Although the evaluation observed at the Programme level a great desire to take human rights into consideration, promote CRC dissemination and progressively introduce HRBAP elements in projects, it considers that the Programme has not yet fully mainstreamed HRBAP in programming. A point to be made is that HRBAP implementation is a challenge for all Country Programmes supported by UNICEF, and not solely for the Morocco CP; the CPE will therefore seek to develop elements conducive to progress in this respect.

At the level of programme design, HRBAP was partially incorporated through the children situation analysis exercise which preceded the formulation of the 2002-2006 Programme and analyzed the degree of realization of the four categories of basic rights recognized by the CRC: survival, development, protection and participation. Some of the programme's initiatives, such as those that dealt with early childhood or children in difficult situations, were linked to the situation analysis; however, most projects stemmed more from an alignment of the programme on national policies and a continuation of previous actions than on HRBAP implementation. This does not mean that these interventions do not contribute to the realization of children's rights, but rather that if the HRBAP had been applied, other interventions that are more instrumental to the realizations of children's rights could have been chosen, or that their design would have been different so they could contribute more to their realization.

Generally speaking, HRBAP was not applied in concrete fashion through the Programme. Several CRC training projects have been conducted, but the meaning of this training is not always well defined and adapted to target groups; it is more like information on the CRC, which is important at the level of communication and advocacy, but is inadequate in attempting to change behaviors. In any case, behavioral change depends on other dimensions and only manifests itself progressively, in the long term. Some actions were conducted for the empowerment of rights holders, especially parents, women and the

destitute, but they were marginal and did not stem from vision and systematic intent. Exercising the right to participate in development also was only partially pursued and promoted by the Programme.

The mainstreaming of the gender approach

The gender approach²³ was not a priority programming concept in the 1999 MTR, and during the design of the current programme, the concept was more associated with a partial vision of development. Even if the gender approach did not formally help with the design of the Programme, some of its elements can be found, for instance in basic education activities in rural areas, in the Little Maids project, in participatory diagnoses of schools and municipalities, and in projects dealing with maternal health. The Programme gave little attention to the causes of inequalities essentially endured by women and girls, and when it dealt with the issue, it is mostly with a parity and equity – and not equality and empowerment – outlook. For instance, in education, the objective was access and quality, and not equality in the quality of education, while in health, the primary concern was to improve access to quality services, and not to promote equality between men and women in professional and formal decision-making processes in the health system.

The mainstreaming of the gender approach in programming consists in giving particular attention to the differentiated situation of boys and girls, men and women when they are involved in development activities, in terms of participation, responsibility, status, capacities and treatment. The new Moroccan legislation allows for a better promotion of women's and girls' rights, possibly leading to their empowerment: as they are often placed in a position of dependency and discrimination by laws, practices and customs at the political, social, cultural and religious levels, it is only with associated measures in all areas, such as improving how courts operate and reviewing educational programmes and school textbooks, that real changes will appear.

Box 3 presents the findings and recommendations of the Quito consultation which updated HRBAP by mainstreaming the gender dimension. The important elements to remember are the following:

- the recognition of women's and children's rights as defined by the CRC and CEDAW and of the interdependence of these rights is intrinsic to HRBAP;
- the programming approach must include a gender perspective;
- gender discrimination must be explicitly documented and analyzed for programming purposes, and women must be considered as full-fledged rights holders, and not only as intermediaries in the realization of children's rights;
- planning at the community level must guarantee that the views and opinions of girls, women and children are heard and contribute to the decision-making process;
- family laws and policies must be analyzed with a gender perspective, and formulate recommendations fostering gender equality and women's rights;
- macroanalysis, poverty reduction strategy, investment programmes and budget analysis must follow a gender perspective.

Results-based management

The Country Programme has not adopted the results-based management. At the project level, we note that logframes are practically never used, and neither are measurable objectives and rigorous monitoring of the progress made against benchmarks.

In the Programme's defense, we must recognize that an experimentation strategy of approaches and intervention models for the purpose of their generalization gives RBM a challenge because results have to be defined, not only in terms of direct and indirect outcomes, but also in terms of processes.

Besides, the structure of the programme situating the development of tools and models in a component of the Country Programme and their experimentation in others makes the implementation of results-based management difficult, and result monitoring is not performed in an integrated fashion. This design problem can be observed between programmes of support to national policies, which design tools and intervention models (for instance: quality grid, formative evaluation, informal education curricula, fraternal societies for pharmaceuticals, waiting houses), while the SEMR and Child Protection programmes are in charge of the coordination and the monitoring of pilot projects. In reality, the separation between design and implementation is not as clear-cut, and the same goes for monitoring, as the real problem lies in the discontinuation of accountability.

4.2.2 The focus of the Programme

The issue of programme focus pertains to the balance that must be found in the distribution of efforts between advocacy activities and operational activities, which include the development of intervention models and experiences in the field, as well as between the activities of the central, regional and local levels.

Distribution of activities between the central, regional and local levels

It is fit to remember that the 1997-2001 programme was strongly focused on rural areas, and that activities did not usually draw on a tight, ongoing connection with Ministries at the central level. In the wake of the 1999 Mid-Term Review, the design of the 2002-2006 Programme reflected the desire of the Government and of UNICEF to tighten connections between the local and the central levels.

This realignment led to the launching of the programme of support to national priorities which, in the area of education, undertook in agreement with the Ministry of National Education at the central level, the design of tools and models to conduct pilot experiences in rural areas through the SEMR programme in 5 provinces, and in urban areas in Tangiers and Marrakech. In health, the Programme was split in its support to regular Ministry programmes, mainly at the central level, only a few of which (IMCI, mother's health) included actions in the rural areas where the Programme is in force. Experiences in new community health approaches (fraternal societies for pharmaceuticals and waiting houses), although monitored at the central level, pertained more to local-level initiatives. The experimentation of the child-focused municipal development plan in the 5 provinces by the SEMR programme was conducted in collaboration with the Ministry of the Interior at the central level, while the "Children at work" project of the Child Protection Programme essentially involved wilayas (local level), while being simultaneously monitored at the central level by the Ministries concerned (employment, handicrafts).

Balance between experimentation and advocacy activities

Overall, in spite of all efforts made to create awareness among partners and get them informed, operational activities were much more consistent than advocacy, including the situation analysis which advocacy builds on, at the programme as well as the general level. At the programme level, this can be justified by the state of advancement of experimentations; however, at the general level, the Country Programme seems to have ignored analysis and advocacy on important matters such as the fight against poverty (because it is a determining factor of difficult situations) and the distribution of budgetary resources (because it is a determining factor of an inadequate offer of education and health services).

Box 4 explains why the analysis of budgetary resources is an essential dimension of HRBAP. Its main elements are the following :

- by virtue of article 4 of the CRC, States are obligated to supply resources to children, to the best of their ability;
- UNICEF must undertake a detailed analysis of national expenses in favor of children;
- in accordance with HRBAP principles, this analysis must be conducted jointly with duty-bearers (national ministries, etc.) and rights holders (civil society, children or adolescents).
- UNICEF will have to indulge in public advocacy to raise public awareness and mobilize other sectors (the media, the private sector, civil society, etc.) in order to support the necessary resource allocations and budgetary reforms which will make it possible to comply with the “maximum effort” standard.

Pilot projects of intervention models have involved partners from the central level in the design and monitoring of experiences, and this is what was done successfully by the Education Technical Group, and in uneven fashion in other components of the Programme. However, the involvement of the central level in experiences does not in itself constitute an advocacy approach fostering their replication, insofar as they are not finished, central-level decision makers have not been involved, and conducting these experiences is not combined with an analysis of the administrative and financial implications of their generalization. In this sense, it will be necessary to ensure that these experiences are documented to feed into the advocacy process.

So, as long as experiences are being conducted, as has been the case in the first half of the 2002-2006 Programme, advocacy actions can be less of a priority or seem less important; however, as soon as an experiment comes to an end or enough indications have been gathered on the relevance and effectiveness of the model concerned – or, as the case may be, on the failure of the approach – more has to be done at the advocacy level, and it must be done in an articulated, systematic manner. Besides, advocacy must remain cautious and not anticipate too much the success of the experiences before the intervention models have been really tested.

Activities at the central level and activities in the field

As far as the balance between central-level and field activities is concerned, conducting experiences and activities in 5 rural provinces rather than in a more restricted number of sites requires a supervision and monitoring effort which seems to be at the limit of the Programme’s resources.

The Country programme benefits from strong grounding in rural districts thanks to the successive interventions of previous programmes in the areas of basic education (with particular attention given to girls’ education), basic health and water. Pursuant to the 1999 MTR, the need arose to shift the intervention level, which so far had been villages (the douars), to involve municipalities in development actions as an institutional partner endowed with powers and a legal persona. This evolution made it possible to undertake, during the 2002-2006 Programme, innovative experiences in participatory community development in the areas of local planning and development, education and health.

In short, a lot has been invested in experimentation and in the field during the first part of the 2002-2006 Programme, and maybe what should be done now is to indulge in more advocacy, and base it on a situation analysis which gives more importance to determining factors in the realization of children’s rights (poverty and the allocation of budgetary resources to the child sector), with a gender perspective. Besides, regionalization in the sectors of education and health will also have to be taken into account, as regional education districts (AREFs) and regional health departments will have to be more involved in experiment monitoring and the integration and replication of tools and intervention models. The

communication function to be included in the projects should also make it possible to get the central level informed and involved.

4.3 Niches and comparative advantages

4.3.1 The comparative advantages of the cooperation between Morocco and UNICEF

Meetings with institutional partners of the Programme and other cooperations has led to further determination of what is considered to be the comparative advantages of the Government of Morocco - UNICEF cooperation. Three very clear advantages have come up.

The first recognized advantage is **UNICEF's role as a protector and promoter of children's rights**. In this role, the fact that UNICEF bases its action on the CRC and HRBAP gives its cooperation indisputable legitimacy, particularly in the area of child protection, and generally speaking in advocacy for all categories of rights, although the use of the HRBAP to promote education and health is a new thing to quite a few people. What is considered as an important comparative advantage is to have an integrated approach to children's rights, including the gender dimension.

A second comparative advantage of the Morocco-UNICEF cooperation is **presence in the field**: for several years, UNICEF has been active in the same provinces and the same cities, established tight partnership connections with local authorities and stakeholders, and acquired in-depth knowledge of local conditions as well as precious experience in field action in its areas of specialty. Thanks to its network of partners and in spite of its limited resources, the Programme enjoys a certain action capacity in the field. Few cooperations are endowed with this expertise and this capacity for action, and this is what brings other agencies such as ILO and WHO to an association or a cooperation with UNICEF, in order to have presence in the field. The Programme then often acts **in a coordination role**.

A third comparative advantage is UNICEF's capacity in research-action, and in the development of **intervention models and innovative tools**. This advantage is closely linked to presence in the field, but also stems from the capital of knowledge which an international agency like UNICEF accumulates thanks to its presence in a vast number of countries and the many analyses and experiences that it conducts there.

Besides, although UNICEF works with several NGOs in Morocco, its partnership connections are mainly of an institutional nature, including with the main NGOs which deal with children's rights and have public character status, such as ONDE and LMPE. UNICEF does not seem to thoroughly use the comparative advantage that its close links with and steady support of NGOs give it in several countries. This advantage of a close cooperation with NGOs at the local level could also have a part to play in tightening the connection between the local and central levels in the development of intervention models and their possible generalization by decision-makers.

4.3.2 The niches of the Country Programme and partner complementarity.

The analysis of the Programme and discussions held with partners and donors reveal that the interventions of the Country Programme often have an innovative character, and they brought added value to what institutional partners were offering. These actions did not duplicate other cooperations, apart for some exceptions which have led to the sharing of interventions lists in the area concerned, namely education.

Advocacy aside, the Programme's action lies in four main areas: local development in a rural environment, education, health and child protection (social services sector). In each of these domains, it is UNICEF's presence and its intervention approach, its action plan, and means that are not available to

partners, which open a particular niche. This role is supported by the technical expertise of the Programme in the area concerned, but bringing this expertise is not the determining factor.

For instance, in education, UNICEF's technical input in the development and experimentation of the quality grid and formative evaluation has been reduced, since local partners, especially those of the Tangiers delegation, are those who did the work under the umbrella and with the logistic support of the Programme.

In the health sector, UNICEF's technical input is also low, except maybe in the case of the vaccination programme, where the Ministry is looking for specific expertise in vaccine management, in setting up community fraternal societies to draw the list and estimate the cost of first necessity drugs, and in the IMCI and anti-AIDS programmes where experts' visits were instrumental in the clarification of national directions. In the area of local development and the fight against child labor, the role of the programme is to offer an approach and to facilitate its experimentation by logistical means and coordination support.

On account of the rather uniform role played by the Country Programme and of its recognized efficiency in this role, it is fit to examine what the priority areas are for the realization of children's rights where the Programme could intensify its role while focusing on results. Among these areas are the following:

- a child's right to survival: what are the main causes of neo-natal infant mortality and what UNICEF does to come to terms with them (IMCI);
- right to development for early childhood;
- child protection.

Besides, advocacy in favor of children's rights is in Morocco a field shared with other bodies such as ONDE and Espace Associatif, with which the Programme cooperates. However, it represents an intervention niche for the Programme, for the only reason that UNICEF is the CRC's depository at the international level. UNICEF's participation to advocacy in an HRBAP perspective is certainly a niche that should be developed more, on account of the difficult situation of the rights of many children in Morocco.

4.3.3 Integration of the Country Programme into the UNDAF process

The UN agencies present in Morocco have prepared for the 2002-2006 period a United Nations Development Assistance Framework, the objective of which is to improve the agencies' coordination and operational activities in the country. Agencies which belong to the United Nations Development Group (UNDP, UNICEF, UNFPA, WFP²⁴) were the main actors in the formulation of UNDAF, which is under the responsibility of the resident coordinator of the United Nations system.

UNDAF was developed on the basis of the Common Country Assessment (CCA), which assesses the situation and the country's development priorities, and helps define the lines of intervention of the UN system. The national priorities and directions presented in the 2002-2004 economic and social development plan have guided the choice of the objectives and strategies adopted in UNDAF.

Beyond the distribution by UNDAF of the interventions scheduled in the programming of the agencies as per a series of common objectives, it seems that UNDAF has only had a limited influence on the programming of the agencies, which was already finalized in their own planning process, and that its effects at the coordination and complementarity levels were limited because of the difficulty to articulate actions meeting their specific objectives, geographically scattered and abiding by their own rules and administrative procedures. Inter-agency cooperation was more a result of personal connections and circumstances than of UNDAF.

In the particular case of the Government of Morocco-UNICEF Programme, meetings with managers of the agencies and of UNICEF reveal that few collaborations were initiated in the context of UNDAF. A coordination of the interventions of UNICEF and UNFPA in the area of statistics on children in the Marrakech region could emerge at the end of 2004, thanks to the intervention of the Moroccan institutional partner.

During meetings held with national decision-makers, the need for better coordination was expressed, and UN agencies are expected to establish better coordination in order to improve their efficiency and their effectiveness and develop their synergies, particularly on account of the limited funds allocated to each.

Although the programming cycles of the UNDG agencies, which are at the heart of UNDAF formulation and implementation, were harmonized in 2001, the twenty or so agencies concerned by UNDAF keep different planning periods, and all of them keep different programming, monitoring and evaluation approaches. The formulation of a well-conceived operational cooperation framework (UNDAF) therefore represents a major challenge on account of: a) differences between the organizations' mandates, priorities and approaches; b) each agency's limited knowledge of the programmes and strategies of the others; c) time constraints and multiple priorities within the organizations, which affect the amount of time they can allocate to the development of common functions and mechanisms to make UNDAF operational. UNDAF's Mid-Term Review, which will be held in December 2004, can help respond to UNDAF's challenge. Besides, it has to be stressed that the Government holds the primary responsibility for the coordination of donors in general, and especially of those that act in similar domains.

4.4 Effectiveness of the Country Programme

4.4.1 The constraints of effectiveness evaluation

The evaluation of the effectiveness of a programme or project requires examining results versus objectives while distinguishing between several result levels: impacts, outcomes and outputs of the activities¹⁷.

Following a Human Rights-Based Approach to Programming, the evaluation of programme effectiveness should attempt, at the impact level, to measure its contribution to the improvement of certain rights. At the outcome level, effectiveness analysis should deal with the degree of improvement of the rights holders' capacities to know and enforce their rights, and of the duty bearers' capacities to know and meet their obligations.

The objectives of the Government of Morocco - UNICEF Country Programme were set out as follows:

- to contribute to the growing integration of CRC principles in national policies and strategies as well as regulations geared at the effective protection of all children;
- to support the efforts of the Government and its partners to ensure that all children have access to quality basic education and health care.

These objectives are the Programme's strategic directions, which do not define the results to be reached with respect to the amount of progress to be made during the 2002-2006 period, and do not draw from a logframe and an analysis of critical factors and constraints which affect their realization.

The same constraints can be found again at the level of the objectives of Programme components, which for most programmes, projects and sub-projects are set out in terms of policies or intervention models to be adopted at the national level. A few projects concern themselves with situation analysis, support of

existing government programmes, or general advocacy for children. Chart 2 presents the components of the programme according to the type of result desired.

The main results of the 2002-2006 Programme are then discussed, and the constraints affecting the analysis are taken into account. Detailed project sheets are available in an attached document.

Chart 2

Projects and sub-projects according to the type of results desired

Type of result desired per project or sub-project ²⁶		
	Adoption of policies or intervention models with pilot experiences	Advocacy – situation analysis Capacity building Support to programmes
Support to national priorities – Education	<ul style="list-style-type: none"> - Intervention models and tools for children (0 to 3) - Community preschool - Quality of education : Fight against drop-out; quality School grid - Formative evaluation 	
Support to national Priorities – Health	<ul style="list-style-type: none"> - Mobile health coverage - School health assistant - Policy of medical care given to the mother - Drug Policy 	<ul style="list-style-type: none"> - Vaccination - Fight against malnutrition - Rural health coverage - IMCI - HIV/AIDS – Youth
Support to children in a rural environment	<ul style="list-style-type: none"> - Child-focused municipal development plan - Municipal information system - Community-based drug fund - Waiting houses (DAO) 	
Child protection	<ul style="list-style-type: none"> - Elimination of children’s work in crafts (Fès) - Little Maids in Casablanca 	- Children in institutions
Promotion and Monitoring – CRC	<ul style="list-style-type: none"> - Integrated information system on children 	- Communication project

4.4.2 Main results

The effectiveness of the Country Programme can be assessed by its contribution to the advancement of the realization of children’s rights. To do so, the Programme has implemented three sorts of activities: advocacy, experimentations of intervention models and tools for their generalization, and direct support to the implementation of national policies.

Programme of support to children in a rural environment (SEMR)

- Municipal development plan for children (“PDCE”)

Child-focused municipal development plans have been developed in all 5 provinces from municipal monographs and participatory diagnoses conducted with the support of a Municipal Committee made up of representatives from the municipality and local partners. The objective of the PDCE approach is to take

into account the interest of children and of the community at large in the design of a development plan leading to annual action plans. Generally speaking, it seems that the development of PDCEs has taken into consideration children's needs, especially in education and health, and that it has led among leaders to a growing awareness of children's interests.

The creation of the Municipal Committee has made it possible to regroup the main stakeholders at the local level around the formulation of the PDCE and to establish connections with higher levels, as well as strengthen the integrated, cross-sectoral approach to development. Lastly, some municipalities used the PDCE as a tool to seek funding for local projects. The PDCE therefore creates a community dynamics which has promoted the launching of a fraternal society project for community drugs and of waiting house projects for women near childbirth in several sites.

- Community-based drug fund and waiting houses

The **community-based drug fund** project originated in a participatory process undertaken in the municipality of Zoumi on the population's health needs. On the basis of a study conducted to identify the most frequent pathologies and determine the needs for essential drugs, a drug supply system was set up with pharmacists, in exchange for an annual financial contribution from households. The experience has triggered great interest in neighboring municipalities, three of which have undertaken to set up their own community-based drug fund, and also in 12 municipalities in the provinces of al Haouz and Ourazazate. A similar experience will be implemented in the province of Azilal, in cooperation with UNFPA and WHO.

The experiment of the **waiting houses (Dar al Oumouma)** project was initiated simultaneously in 4 provinces of the SEMR programme to solve the problem of physical access to health structures for women who are close to childbirth. Construction projects for waiting houses in those 4 provinces were launched with UNICEF funding, thanks to the support of the Spanish Committee.

These pilot projects, which meet populations' needs, are likely to have positive effects on the health of mothers and children and community members. However, they are still ongoing and their sustainability and effects are still uncertain. The Ministry of Health follows their development with interest and supports them at the local level but leaves their replication up to the initiative of the municipalities concerned, while questioning, in the case of the community-based drug fund, the compatibility of the model proposed with compulsory medical insurance for wage-earners (AMO) which will be instituted in 2005, and the Medical Assistance Plan for the economically destitute (RAMED), whose launch is planned in the longer term.

“Support to national health policies” programme

- Vaccination

In 1993, Morocco joined UNICEF's Vaccine Independence Initiative (VII), which has led to the supply on a regular basis of good quality vaccines at affordable prices. As VII's intervention is no longer necessary, there are ongoing discussions with the Government to switch to a subsidized purchasing process in 2006.

Since the cancellation of national vaccination days in 2001, the Programme's support has been targeted to the strengthening of the planning capacities of provincial teams (micro-planning). In the opinion of the Ministry of Health, without this work, vaccine coverage rates would not have been maintained at a satisfactory level. This assistance contributed to the establishment of a management culture on a

decentralized scale but did not meet all the needs of provincial and regional action plans, while several challenges remain to improve vaccination management and make it possible to introduce new vaccines.

- The IMCI

The Programme's intervention in the implementation of the clinical component of the IMCI was limited to the organization of training sessions for health center staff in two provinces (SEMR) and the revision of the clinical training strategy through support to the development of a short-term clinical training module. For the community component, surveys were conducted in the provinces of the SEMR programme, and training was supplied to community members so they could play a relay role for the promotion of mothers' and children's health and remedy some behaviors identified as deficient.

It is to be noted that training at the community level was not always given in the same SEMR intervention sites as clinical training, while the IMCI method specifies that the community approach has to complete the clinical component. Besides, for lack of monitoring of these relays' activities and of an effective involvement of the staff of the health centers covering these townships, many community officers have been all but forgotten and few of them have remained active.

- The fight against micronutrient deficiency

As early as in the year 2000, the Ministry of Health's national programme against iodine deficiency disorders (IDD) decided to establish a new action plan to give renewed impetus to its activities. The 2002-2006 Country Programme should assist the Ministry in the development and implementation of the new national strategic plan, especially of its communication component.

In order to prepare the action plan, two studies were conducted: one on iron deficiency, the use of iodized salt and vitamin A supplements, in order to make an updated assessment on the use of iodized salt and the causes of its non-use; the other deals with the economic impact of iodine deficiency in Morocco so an advocacy case can be made to decision-makers.

A communication strategy targeting decision-makers, salt producers and the general public was developed, and its implementation tools are under production. Advocacy work has led to changes in the law regulating the commercialization and control of salt and to a reduction of the import tax on potassium iodate. These two new assets will be made official in the near future. UNICEF has mobilized a considerable budget from KIWANIS to fund the design and the implementation of iodized salt use.

- Emergent health problems (AIDS – Youth for Youth)

The Country Programme readjusted in 2002 the planning of this sub-project to harmonize it with the national strategic plan to fight AIDS ("PNLS") for the 2002-2004 period and committed to support the component of the peer educators of the regional strategic plan for Rabat-Salé-Zemmour-Zaer.

At UNICEF's initiative, an inter-agency consultation mission (UNICEF, UNFPA, UNAIDS) was conducted in June 2003 to review the different actions of PNLS and other agencies and funding organizations with respect to AIDS, and propose joint strategic cooperation actions for UNICEF and UNFPA in the area of AIDS. The results and recommendations of this consultation are in the process of being inserted in the United Nations System's integrated action plan on HIV/AIDS. This action plan also plans to develop Youth for Youth actions.

- Other actions of support to national programmes in the health sector

The Country Programme currently supports several health programmes pertaining to the mother and the child which require a monitoring and management effort that goes beyond the Programme's capabilities. Besides, half-way into the Country Programme, the implementation of some projects has made but little progress as yet (mobile rural health coverage, maternal breast-feeding, strategy of post-partum care).

Country Programme Evaluation has had to face the unavailability of the data that make it possible to report on activities conducted in the field. Some evaluations have been conducted in connection with certain projects (school health, traditional midwives), but they do not supply adequate information on the direct results of activities.

APN-Education programme

- Early childhood (from birth to 3 years old)

The early childhood project has initiated an approach geared at realizing the rights of this age group by developing through a participatory approach a knowledge of parental behavior and by raising parents' awareness in 6 villages located in the 5 rural provinces. An awareness guide has been produced and tested. Variable interest was observed on the part of target populations for the development of early childhood. At the community level, experience shows that the use of teachers, health staff, preschool educators and other actors as relays on early childhood is a potential action strategy, which however is submitted to the constraints of staff motivation and mobility.

At the national level, the responsibility for early childhood is shared between several departments, but there is no single contact person in charge of coordination. A UNICEF-coordinated discussion group including all partners has been created to discuss the directions taken. For what is to follow, what is being considered is to launch in the media a communication campaign targeting the parents, and to undertake a reflection, both at the national level and in the field, on better integration of education, health/nutrition and protection activities in favor of early childhood.

- Preschool (4-5 years)

The programme experimented in the rural areas of the 5 provinces and in a peri-urban environment in Tangiers and Marrakech, in partnership with the Ministry of National Education and local stakeholders, a participatory community preschool model which builds on local school structures, parents and PTAs, development associations, and to some extent the municipality. Intervention tools such as the preschool pedagogical kit and the preschool quality grid are being produced and tested, training has been provided and classes have been opened. The experimentation's success is confronted to the issue of the private form of funding which characterizes preschool, and which puts the remuneration of educators in the hands of parents, beyond the capabilities of poor families in rural and peri-urban areas.

- Improvement in the quality of education and the fight against school drop-out

The 2002-2006 programme has placed improvement in the quality of education and the fight against school drop-out at the forefront of its objectives, and undertaken to develop an intervention model deploying a wide array of strategies to improve school quality and learning retention. Three major activities have been completed: the development and experimentation of the quality grid, the development and experimentation of diagnostic and formative evaluation tools, and a production methodology for regional and local curricula.

The quality grid is a school's participatory diagnostic tool which should be made available to a school's Management Council. Through a set of questions on school environment, on training set-up and tools and

on the pedagogical act, it unveils shortcomings and helps develop an action plan. As for formative evaluation, through the development and use of adapted tests, it consists in measuring a student's academic level and remedy learning deficits on an individual basis.

The strategies to fight school drop-out, the quality grid and the formative evaluation tools were experimented in pilot schools of the 5 rural delegations, in Tangiers and Marrakech. Interesting impacts were made on the school drop-out rate. Formative evaluation appears to have an effect on academic retention, but it has to confront the implementation constraints of remedial education, especially with respect to teacher availability, class overcrowding, etc. External partnerships developed through the quality grid process contribute to the implementation and funding of action plans, but essentially in urban areas.

The Programme intervention, in the context of the experiences conducted, has altered behavior with respect to school drop-out. The school system is now questioning the reasons for it and takes action to retrieve students who have left. At the level of the Ministry of National Education, since a workshop on school drop-out took place and with the formulation of a strategic framework for the development of the education sector, a firm involvement has been observed in the fight against school drop-out.

The achievements of the Education programme have also come to the attention of other funding agencies (USAID, JICA, World Bank). For instance, the Ministry of National Education and the World Bank are preparing an important programme of support to the reform of the Moroccan education system, which will probably be replaced by the intervention models and tools developed by the Programme.

The intervention pertaining to regional and local curricula (CRL) was justified by the possibility of integrating the HRBAP in their development. This component has been much delayed, and only the methodology has been produced. MEN and AREF leaders must now define the CRLs' policy and implementation process.

- Children deprived of education

Training programmes on the rights of the child and others on project formulation and Terms of Reference pertaining to the conditions of eligibility of the associations that could play a part in informal education (ENF) have been done. A pedagogical kit for the training programme of children in crafts has been completed and is in the process of being adapted for Little Maids.

Child Protection Programme

- Studies and situation analysis

The intervention of the Protection Programme, apart from projects geared at children at work, covers an important number of advocacy activities on awareness-building, training and the organization of seminars and workshops as well as surveys and studies. The aim of the studies conducted was to develop knowledge of vulnerable groups, to evaluate projects and activities and to support the development of the children's code and the advocacy strategy.

Implementation of the activities of the protection programme was conducted through multiple partnerships involving international bodies (cooperation agencies and NGOs) and national partners at the local and institutional levels, and with civil society. Among the programme's favored NGOs are ONDE and LMPE. Besides, in numerous areas, project implementation has met with difficulties linked to limitations in institutional coordination.

- Pilot projects aiming at the elimination of child labor

The experiences of the Child Protection programme were essentially focused on the elimination of child labor with two projects: one on children working in handicrafts in Fès, the other on little girls used as maids in Casablanca. A third project aimed at child labor in rural environments has just started. The strategy followed in the first two projects consisted in working to raise the awareness of employers and families, identifying working children and providing them with education and health services as well as leisure activities. The projects were based on a partnership with local authorities, NGOs and stakeholders of informal education and health, and with IPEC-BIT in the case of Fès. The projects made use of the pedagogical kit developed in the context of the programme, in cooperation with DfWB.

Although there were no firm objectives with respect to a reference situation clearly defined at the onset, both projects have obtained results apparently below expectations in various respects: relatively few children have returned to school, while the length of informal education sessions and irregular children's attendance at informal education sessions do not ensure that they get a sufficient learning background to return to school or access vocational training.

CRC promotion and monitoring

- Communication project

Since 1999, the Country Programme has given more prominence to the promotion of children's rights through the Communication project which seeks to mobilize partners and the general public around the theme of children's rights, as defined by the CRC, the Millennium Development Goals and the World Movement for Children generated by the "A World Fit for Children" Declaration and action plan. The Communication project includes three sub-projects: Promotion of the culture of children's rights, Child Participation and Behavioral Change.

It is the sub-project entitled *Promotion of the culture of children's rights* that mobilized most of the Programme's efforts through public relations, communication and advocacy at the national and institutional levels. To promote children's rights, the project resorted to various types of media and worked with several partners on the occasion of a number of exceptional events at the national level. The Media Forum for Children ("FME"), and the Documentation and Information Center on Moroccan Children are examples of ongoing operations likely to develop knowledge and capabilities in media circles and to reinforce advocacy for children. The involvement of the FME in press conferences, in the work of the CRC Committee, in exceptional events (the "Say Yes for Children" campaign, Goodwill Ambassadors, World Youth Congress, etc.) has raised journalists' awareness of the defense of children's rights and of the need to deal with previously taboo subjects such as child labor and the sexual exploitation of children. UNICEF-Morocco has taken a leadership position on communication on the MDGs for United Nations agencies at the World Youth Congress. Several other communication actions have been conducted, among which support to the dissemination of the publication *The State of the World's Children 2004* which focuses on the education of children and the involvement of girls in the Children's Parliament, and the role of women in Parliament.

The sub-project entitled *Child participation* has mainly endeavored to have the voice of children and adolescents heard through support to scouts' caravans, to the Children's Parliament and to the strengthening of the capabilities of youth center leaders. However, what was at stake was to pursue actions that had already been initiated and do not necessarily lead to regular and frequent participation, open to all groups of children and adolescents. Among the sub-project's results, let us mention the following: with the support of the MFC, initiation of young journalists to the practice of the feature story in order to improve the contents of newspapers and magazines produced by children for children; better

understanding of gender inequalities for the girls from Zoumi who participated in the Children's Parliament; support to scouts in setting up the quality grid and conducting surveys, and in raising awareness for the Little Maids project. Children's participation to national events also got support: El Jadida Festival of Children's Rights (with the creation of children's committees in 12 municipalities for the follow-up), Forum of Moroccan Children for Peace, national youth support forum to the International Radio and Television Day for children; support to the participation of the students and teachers of the National School of Architecture ("ENA") to the international symposium: "the Child and the City"; support to the regionalization of the Children's Parliament.

The Bureau team as well as several partners, particularly among educators, noted the optimism and the open-mindedness of children and adolescents, and acknowledged that their ideas fostered change and addressed inequalities, which conditions are conducive to HRBAP mainstreaming in programming. Some also noticed the need to change the mentality of adults to foster child participation in the family, at school and in the community. Furthermore, it appeared that the development of child participation required communication skills and creativity to enable children and adolescents to express themselves, and that communication techniques were not developed enough among teachers and youth leaders.

So far, few efforts have been deployed on the sub-project entitled: "*Behavioral change*", which aims to act at the level of CP components. It is a fact that there is no structured, integrated communication strategy, and few signs that behaviors are changing because of the effectiveness of communication. To date, support has been given on a per project basis: support to the organization of a forum on the quality of education; support to the development of a communication strategy for PDCE promotion; assistance to build public awareness of the status of Little Maids; support to the design of a communication approach to get stakeholders interested in the results of the SIIE project. The current trend is to develop a communication framework connecting each Programme component to the Communication Project, so the latter can each provide them with the support required and foster cross-sectoral synergies.

- Integrated information system on children ("SIIE")

The actions for children at the national or local level are lacking in coherence because they are planned and implemented on a sectoral basis. An integrated vision of the status of children and the availability of adequate information are necessary to plan and evaluate programmes and actions that are coordinated, efficient and effective at the local, regional or national level.

The purpose of SIIE is to gather information on children generated by the Department of Vital Statistics, the Ministries of Education and Health and the Planning High Commission, to process it to facilitate its use and to disseminate it to fuel decision-making, so decision-makers can coherently design and implement relevant activities in favor of children.

Project implementation in the provinces of Tangiers, Fès and Marrakech is at the stage of the production of relevant data and the development of the skills required to exploit and analyze them. An important outcome obtained at this stage is to have made it possible for Departments that were used to working with a sectoral vision to cooperate in the pursuit of a common objective.

4.4.3 Result analysis

The result analysis that the CP evaluation can conduct will concern three items: results achieved per result level, pilot experiences and success factors/constraints. In order to support this analysis, chart #3 sums up, for projects and sub-projects including pilot experiences, the level of advancement observed, the outputs and outcomes obtained, the success factors and the constraints.

Results per level

The evaluation can discuss two result levels: either outputs or outcomes. However, the analysis is limited by the information available and the constraints due to the formulation of the objectives and the absence of logframes. As for the impact of the programme, it cannot be assessed because of measurement, time and attribution issues.

As far as outputs are concerned, the evaluation notes that overall the Programme implements the activities and produces the outputs scheduled in the MPO, with the accommodations justified by the evolution of the context and approved in annual action plans. Projects in support of regular Ministry of Health programmes are the only area where activities seem to start more slowly.

Regarding the Programme's outcomes, a distinction must be made between:

- the expected outcomes of pilot projects;
- the expected results of other actions: adoption of policies without pilot projects; advocacy; situation analysis; capacity building; support to programmes.

With respect to the second category, which can be placed under the heading of "Other Actions", it is difficult to assess the outcomes achieved at the process level. First of all, the level of advancement of the projects in question, especially in Health, is rather low, and it is only in the longer term that the effects of advocacy and situation analysis can be analyzed. As far as policies are concerned, we will note as a concrete achievement the changes brought to existing legislation on salt commercialization; however, the effects that pertain to the trade and consumption of salt still remain to be felt.

Pilot experiences

For the most part, Programme activities have taken place in pilot projects. All projects planned have already been started and most of them are at a stage where lessons can be drawn to improve the continuation of the experiment and contemplate a follow-up. Some projects are at the replication stage.

The general objective of pilot projects is to try out intervention models aiming at the realization of children's rights in order to generalize them to other similar situations in the context of policies and programmes to be implemented by the Government. To assess the effectiveness of the Programme's pilot projects, we will consider results achieved through 4 different stages:

1. an intervention model is developed, and it effectively or potentially increases the degree of realization of one or several children's right(s);
2. the intervention model is likely to be sustainable when the results of the experiment remain once the aid has been withdrawn, i.e. the conditions of the experiment are not artificially favorable vis-à-vis likely implementation conditions;
3. the intervention model can be replicated if it is not linked to the specific socio-economic and cultural conditions of the pilot project, i.e. if there are other similar situations where it can be transposed;
4. the model is adopted at the institutional level, then generalized to other beneficiaries, which requires both the will and resources to act. If the model is not adopted, it either means that the intervention was not or is no longer relevant, or that advocacy to promote the implementation of the model is deficient.

On the other hand, one may consider that even if an experiment does not produce the results expected, the Programme will have been effective if useful lessons are drawn or if corrections are brought to counteract the experiment's failure factors.

The advancement stage of the experiences is such that we can now assess their potential contribution to children's rights. It is not in the CPE's mandate to analyze this point in depth; at the most, the evaluation can propose directions to improve the efficiency of pilot projects, which will be done at the moment when the sustainability of the results is analyzed.

Chart #3
Overview of the results of pilot experiences

Pilot experiment	State of advancement	Outputs /Outcomes	Success factors	Constraints
Educational intervention model for children 0-3 years old	2002 : behavior surveys; 2003-2004: raising parents' awareness 2004 assessment	New information on parental behaviors Production of Awareness guide on early childhood Creation of an really childhood group	Participatory approach Women's involvement Involvement of local structures Cross-sectoral approach Coordination-funding by UNICEF	Innovative concept; parents' interest in developing Absence of a national contact person and of an institutional relay person High turnover of relay persons at local level
Community preschool (4-5 y. o.)	2002 educator training 2003-2004 production of pedagogical kit 2003 National Days 2002-2004 operation of preschool structures in rural environments; 2004 beginning in urban environments	Establishment of more than 140 community preschool structures Intervention model not yet validated in its contents and funding Average survival rate of the structures that were established	UNICEF's input in training and resource centers External partnerships Input of municipalities and the Ministry of National Education at the infrastructure level	Parents' interest in community preschool versus Koranic schools Funding of educators' salaries and other expenses Mobility of educators
Quality of education and fight against school drop-out: quality school grid	Beginning of activities : - rural 1999/2000 - urban : 2002 2002 : development quality grid 2003-2004 Implementation - result monitoring	Guide on social mobilization Process of school quality grid; tool enabling CGEs to improve elementary education Reduction school drop-out rate in target schools Replication potential	Support by UNICEF Strong motivation of delegations - Involvement of school principals Opening on the outside External partnerships in urban environments Participatory approach	More difficult implementation in rural environments: involvement of APTE/focal points Participation of children Design of action plans Teacher motivation/absenteeism of teachers. Lack of a gender perspective
Quality of education Formative evaluation	2000 MNE survey on learning levels 2002 Development of tests 2003 Teacher training 2003-2004 Implementation at 15 rural and 3 urban schools	Discovery of an evaluation method of students' retention and remedial instruction Positive impacts in pilot schools Development of training and generalization process Replication decided by par Tétouan-Tangiers AREF Generalization principle granted at the MNE level	Motivation of delegations, school principals and teachers Links with quality schooling	Class overcrowding Teacher availability Duration and cost of teacher training
Child-focused municipal development plan ("PDCE")	2002 : monographs in all 5 provinces 2003 : 5 PDCEs developed 2004 annual action plans ready for implementation	Monographs and development plans designed Search for project funding Creation of community dynamics Building local capacities – Empowerment	Participatory approach Leadership Role of municipal committee Support to provincial committees and focal points Support of "DAR" (Department of Rural Affairs)	Involvement and interest of external services Institutionalization of municipal committee Local elections Communication Low women's and children's representation-participation

Pilot experiment	State of advancement	Outputs /Outcomes	Success factors	Constraints
Community-based drug fund	2000-2001 Design 2001-2002 Planning and creation of an association for the municipality of Zoumi 2002 Beginning of activities 2003 Renewal 2004 Planning for other sites	Community management model for the supply of essential drugs Improvement of access to drugs and health care, including for the most destitute Replication planned in 15 municipalities	Allotment of equipment and funds by UNICEF Participatory approach Leadership Endorsement by doctors and nurses Technical support	Awareness-building Partial coverage of medicinal needs Project documentation Stability and backing of medical and support staff Management and coordination Coverage of non-members Renewal of memberships
Waiting houses (Dar al Oumouma)	2002-2003 Planning 2004 Beginning of implementation	Intervention models likely to improve % of deliveries in supervised environment and to be used as a framework for post-partum education Integrated early childhood development	Municipal role, pick-up of operating costs Support at provincial level Participatory approach and women's involvement, connection with exterior midwives External funding Constructions/equipments Support of Health Ministry	Staff remuneration Staff stability Conservative mentalities Pick-up of costs Low women's participation to the decision-making process
Elimination of child labor in crafts (Fès)	2001 Start-up 2002 Raising parents' awareness, survey with 1059 families 2002 Opening of child protection centers 2002-2004 Operation of various components : employers, health, education, leisure, parents, children	Withdrawal from work/school reintegration of 294 children 333 children enrolled in informal education, irregular participation, insufficient duration	Awareness-building parents and craftsmen Wilaya involvement IPEC and NGO partnership Key role of social workers Converging directions and support of the Ministry of Crafts Pedagogical kit	Uncertain implementation of labor legislation Institutional will Ownership Imprecise coordination Involvement of craftsmen Assistance to absent families Payment of the salaries of social workers and educators
Little Maids in Casablanca	1999 Survey on little girls serving as maids in Casablanca 2001 Start-up 2002-2004 Education, health, leisure activities	Very positive results for little girls who benefit from programme Reintegration in schools of a limited number of children Child participation to irregular informal education, of insufficient duration and in limited numbers	ADROS and ONG partnerships Role of wilaya Public awareness, rapture of taboo Awareness-building of families in original rural areas Pedagogical kit	Labor legislation Imprecise coordination Low involvement of employers and authorities Difficult funding of educators' salaries Access to vocational training
Integrated information system on children	2003 Start-up 2003-2004 Creation of databases	Sharing of databases on children and operating plan Joint acquisition of working practices by the Ministries concerned Regionalized, disaggregated data	Appropriation by HCP and active participation of other structures involved: MNE, Health Ministry, Bureau of vital statistics	Design principles and coverage different from databases Awareness of potential users No mainstreaming of the gender approach

Success factors and constraints

The project review has led to the identification of some success factors and constraints affecting the Programme's current and future results, particularly at the level of pilot projects.

- Participatory approach

The participatory approach seems to have been followed systematically in all projects and in Programme management and coordination, but its use has not involved women, children and adolescents very much. In several projects, it ensures the relevance of activities and the adherence of populations and stakeholders. It also ensures the authenticity and accuracy of diagnoses and the consideration of the various opinions

and constraints, which ensures better success conditions. It entails delays or hesitations when all stakeholders do not adhere to the objectives and modalities of the project.

- Leadership

Leadership has turned out to be a key factor for projects and intervention models at the municipal and school levels, and generally speaking throughout the programme. Institutional leadership at the central and provincial levels is also a critical factor. Locally, it is important to have among the leaders people who belong to the circle in question, so that a relationship of closeness can be created and actions can be rooted in the environment. Leadership deserves to be cultivated, it can come from one individual or from an association; these people must be identified, informed and supported to generate trust in the population.

- Women's involvement and empowerment

Women's involvement and empowerment were not sought systematically and in compliance with a gender approach. Equity measures were hardly there to ensure gender equality in project activities and in the tools developed. Overall, gender equality and women's empowerment are non-existent. Some projects did give more prominence to women's involvement and participation, which had a positive effect on results.

- Partnership

At the central level, the partnership with Ministries partners of the Programme was supported by technical coordination committees which performed an effective job in planning and monitoring the directions and activities of the various programmes. At the local and provincial levels, the Programme was able to forge strategic partnerships with stakeholders in most projects, also in part because of the development of effective coordination structures, such as the Municipal Coordination Committee, which liaised with the authorities and organizations of the provincial level. Overall, the Programme enlisted the participation of partners (local authorities, Ministries, NGOs, other cooperations) so that the supply of inputs and contributions that are essential to the realization of the activities – and that it could not supply itself – could be ensured.

- Coordination

Coordination is an important success factor in projects that are in essence cross-sectoral, which is the case of several intervention models targeted by the Programme. When it is lacking, i.e. when it cannot ensure the ongoing commitment of the partners for the activities and results of a project – which happens in the absence of a responsible institutional partner to which a commitment is made by the others – the results and sustainability of the intervention model leave to be desired. In some cases, the Country Programme comes in to ensure coordination directly, which can be effective but is done at the expense of ownership by national structures.

- Communication

Communication at project level is a key success factor to raise awareness among stakeholders and partners. The messages of the Programme were generally formulated in full consideration of cultural sensitivities and contextual relevance. For instance, awareness-building messages targeted at the children of the families where little maids were working caused some of those children to defend little maids' right to education and better working conditions. Similarly, information on the CRC contributed to make target populations more aware of children's rights. In the SEMR programme, communication made it possible

to target the planning exercise and the formulation of the Child-focused Municipal Development Plan (“PDCE”) suitably. The communication efforts of the programmes and projects, however, were selective and did not form a part of an overall strategy.

- Child participation

Like women’s participation, child participation is a key factor in the success of projects. This factor has been exploited relatively little. It is difficult to ask for the participation of the young as long as a context fostering youth participation has not been created. Box # 5 presents the role of participation in a human rights-based approach to programming, as expressed in the Quito Consultation.

- The funding of projects

The financial factor is an important constraint for the success of intervention models. The difficulties encountered funding educators’ and social workers’ salaries are compromising the sustainability of preschool experiences and the fight against child labor. It is also obvious that the input of financial resources by the Programme is a determining factor in the realization of most projects, and that without this input the sustainability and the replication of several models are doubtful.

4.5 Efficiency

4.5.1 Information on costs and results

The analysis of the efficiency of the Country Programme has to face the dual challenge of the absence of a clear picture of the results, and the absence of data on the cost of activities. It ensues that results cannot be matched with costs and a judgment on the Programme’s effectiveness cannot be made.

The Programme realizes a high number of projects and sub-projects distributed over several geographical sites, for expenses amounting to an average of about 2 million dollars a year for UNICEF. However, by virtue of UNICEF’s financial information, available data are inadequate, for the purpose of their use in the evaluation of the Programme, to disaggregate expenses per Programme component, or per expense type.

The inadequacy of the data on Programme costs does not exclusively concern the contribution of UNICEF, but the costs of the participation of the government and of local project partners. As the objective of a large portion of Programme activities is to devise intervention models for their replication and their generalization on the national scale, the lack of data on the costs of pilot experiences is an important shortcoming.

The economic analysis of experiences is a crucial dimension of their feasibility. Such an analysis should not limit itself to direct financial costs, but also include partners’ contributions in human resources, in unpaid work and in kind. It should also make a distinction between the following types of costs:

- Experiment development costs; they are the costs which arise from the development of the model, and they should not recur during replication;
- Start-up costs: costs entailed by the launching of a programme or the implementation of an intervention model, including adjustment costs if necessary;
- Investment costs: the costs of required infrastructures and equipment, including their possible renewal;

- Recurrent costs: variable costs to be borne by all partners on a yearly basis for the operation of the model, including those of volunteer participation, technical support and supervision.

The analysis of experiment efficiency is an essential aspect of the Programme's effectiveness, since if the Programme proposes the replication of models whose economic and financial costs are not realistic vis-à-vis the capabilities of the State, local government and populations, then it is not an effective Programme.

Besides, the production of cost and efficiency indicators becomes a necessity in the perspective of the design and implementation of the national action plan: "A Morocco fit for its children".

4.5.2 Monitoring and evaluation

The Country Programme, since 1995 and by virtue of a UNICEF Directive, has had a duty to implement an Integrated Monitoring and Evaluation Plan (IMEP). However, it is only in the course of the current Programme that the Rabat office has undertaken the design and implementation of an IMEP, which is not operational as yet.

As was said in the Programme efficiency analysis, the absence of logframes, at the level of the Programme as a whole as well as of its components and projects – and the absence of a performance evaluation system, make it difficult to evaluate results versus the objectives that were set. Furthermore, programme and project objectives were set out in the MPO in terms that were not very conducive to M&E, i.e. they did not follow "SMART"²⁷ criteria: to be Specific, Measurable, Achievable, Relevant and Timebound. An updating of the objectives has been made jointly with the Rabat office and partners²⁸ to bring them more in line with these criteria, however this reformulation is still impaired by the lack of logframes involving an analysis of constraints and critical factors, as well as a realistic estimate of the time-frame targeted for the realization of the objectives.

IMEP implementation should be pursued progressively, while developing logframes for the main projects. The IMEP should be focused on the strategic objectives of the programme, while an ex post rebuilding of an evaluation framework is being attempted for a programme that was not designed with a results-based management approach.

However, the evaluation recognizes that a monitoring job is indeed taking place without being formally integrated in the IMEP. This work is being performed at several levels:

- first of all at the level of UNICEF programme managers, who monitor on an ongoing basis the projects that they are responsible for, including by field visits; however, visits by programme managers (and partners) are not very frequent or rare for some projects and some sites, which necessarily affects the quality of the monitoring;
- at the level of the UNICEF office in Rabat, which holds a weekly meeting of the Management Committee to exchange information between project managers and to settle urgent matters or items of routine management;
- at the level of the Technical or Coordination Committee for each programme, which holds quarterly meetings where activities are reviewed, together with the progress made;
- the meeting of the technical or coordination committee of each programme held at year-end is an extended meeting attended by provincial and local partners; it is an opportunity to review the programme annually for the year that ended, and discuss action plans for the next;
- at the level of the national Steering Committee which holds quarterly meetings.

An examination of the management reports of the Programme and of those of the annual review meetings held by the Coordination Committees confirms the serious ongoing nature of the monitoring performed by these structures. One can also observe that several project evaluations have been performed, and that their results have been integrated into annual review discussions. However, the important number of different activities and the geographical dispersal of the sites lead to an inadequate monitoring level.

The commitment of national partners in the ongoing monitoring and evaluation of projects and programmes would be modest with respect to the role played by programme managers and the UNICEF office, which raises the issue of programme ownership, at both levels of technicians and decision-makers.

The existence of an independent Programme performance evaluation system will remain to be unavoidable even if its activities are closely connected with the government's. It is nevertheless necessary to examine the convergence that has to be set up between the Programme's M&E system and that of the government programmes to which it contributes, insofar as the Programme seeks to develop models and functions which are bound to be integrated into the machinery of government.

In this perspective, the Programme should give great importance, in its future contribution to the national action plan, to the role that M&E should play, so that the measurement and the evaluation of the performance of government programmes in favor of children can be seen and developed as a key, indispensable element of the Action Plan. As this support may well be above the capabilities of the Programme alone, a useful partnership could be forged with the National Centre of Programme Evaluation ("CNEP").

4.6 Resource mobilization

4.6.1. Level of resources mobilized and used

The MPO of the 2002-2006 Programme allowed for the mobilization of an annual average of resources amounting to 3.6 million dollars, i.e. 1.4 million in UNICEF's Regular Resources and 2.2 million in resources originating from other sources, notably other funding agencies.

Chart #4

Resources forecast and mobilized (in thousands of U.S. dollars)

	Regular Resources			Other Resources			Total		
	Forecast	Allocated	%	Forecast	Allocated	%	Forecast	Allocated	%
2002	1 397	1 352	110%	2 200	559	25%	3 597	2 091	58%
2003	1 397	1 444	103%	2 200	659	30%	3 597	2 103	58%
2004	1 397	1 816	130%	2 200	2 556	116%	3 597	4 372	122%
2005	1 397			2 200			3 597		
2006	1 397			2 200			3 597		
Total	6 985	4 792	69%	11 000	3 774	34%	17 985	8 566	48%

Source: Resources forecast: MPO. Resources allocated: UNICEF New York

We observe in Chart #4 that the mobilization of Regular Resources has slightly gone over budget forecasts from 2004 to 2004, while Other Resources, in 2002 and 2003, have been noticeably below the 2.2 million-dollar target, but slightly higher in 2004.

For Regular Resources, gaps can be explained by the fact that allocations are very precisely weighted at UNICEF headquarters each year, and this could not be factored in at the time MPO estimates were drafted.

As for Other Resources, the gap can be explained either by overoptimistic MPO estimates, or by low performance at the mobilization level. The first explanation is probably the right one, because a

mobilization of 2.2 million per year appears high with respect to the effective mobilization of previous years, which was only an average of 0.4 million per year between 1999 and 2001 (Chart #5). Besides, the optimistic mobilization forecast of Other Resources aimed at not limiting the Programme's activity by too low a funding ceiling. As for the level of Other Resources allocated in 2004, it can be explained by the mobilization of important resources to fund emergency assistance for the victims of the Al Hoceima earthquake.

Chart #5

Use of mobilized resources (in thousands of US dollars)

	Regular Resources			Other Resources			Together		
	Allocated	Spent	%	Allocated	Spent	%	Allocated	Spent	%
1999	1 463	1 793	123%	380	375	99%	1 843	2 168	118%
2000	1 651	1 185	72%	352	332	94%	2 003	1 517	76%
2001	1 905	1 769	93%	575	526	91%	2 480	2 295	93%
2002	1 532	1 516	99%	559	570	102%	2 091	2 086	100%
2003	1 444	1 444	100%	659	655	99%	2 103	2 099	100%
2004	1 816			2 556			4 372		

Source: UNICEF-NY

Lastly, we can notice that in 2002 and 2003, all resources available, whether Regular or Other, were fully used up.

4.6.2 Resource mobilization strategy

The analysis of a resource mobilization strategy for the funding of the Government of Morocco - UNICEF Country Programme raises the broader issue of the funding of programmes aiming for the realization of children's rights and refers back to UNICEF's role.

As it were, if this role mainly concerns the defense and promotion of children's rights through advocacy, pilot experiences and support limited to capacity building, then the objectives for mobilizing Other Resources will be limited to the additional funding required to see these interventions through. Besides, if the Programme can go beyond pilot experiences in its intervention zones to get involved in accomplishments or in the long-term support of these experiences, if it multiplies intervention zones or takes on an implementation role in capacity building, then its funding needs are greater and the mobilization of Other Resources must be more ambitious. A balance has to be found on the basis of efficiency and effectiveness criteria, so that the Programme's role does not go beyond its management capabilities.

However, it is UNICEF's practice to mobilize Other Resources to fund its actions, and various measures can be adopted to increase these resources. Besides the sale of greeting cards which brings about \$250,000 a year, a fund-raising programme is currently being developed, whereby projects will be submitted to donors. Funding by the private sector is also a possibility that is being explored, and a UNICEF mission has come to guide the Office in its reflection on this matter.

Morocco being a country with an average income, foreign donors might want to see a greater mobilization of national resources before they contribute more. It would therefore be appropriate to get more funding from foundations that finance social projects in Morocco.

4.7 Sustainability of results

4.7.1 Sustainability of the experiences

The sustainability analysis of Programme results mainly concerns the results of pilot projects where internal sustainability has to be ascertained (i.e. once aid has been withdrawn), then the sustainability of the tool or intervention model through the Programme's integration into government policies and programmes, and its extended implementation.

Until now, the Programme has not analyzed pilot projects in the perspective of their sustainability and their generalization. The lack of logframes identifying the constraints and critical factors of the projects at the experiment level and at the levels of their replication and generalization, and the absence of an efficiency analysis of the experiences and of the costs entailed by their replication and generalization, are important shortcomings for sustainability analysis, all the more so because the success of the Programme is fundamentally linked with the relevance of the assumption made for their replicability.

The summary analysis that was made of success factors and constraints identifies several factors which affect the sustainability of an experiment.

- outside funding: it is probably the first sustainability factor of an experiment; its discontinuation can put an end to management or coordination activities if there is no national source to take it over; several projects' activities of a recurrent nature are also dependent on outside funding, which includes the Programme's resources and those of other partners whose participation is limited to the duration of the project; the resources required to ensure continuation can be modest, for instance taking care of stakeholders' traveling costs, but if they are no longer there, everything can grind to a halt; besides, the funding allocated to the participation of associations or to the payment of educators' and social workers' salaries jeopardizes the success of several experiences (preschool, children at work);
- leadership: we observe that the success of the experiences often depends on key individuals (municipality president, members of Municipal Committee, school principal, etc.); their departure can compromise the survival of an experiment;
- the motivation of stakeholders and voluntary work (programme manager, members of the Municipal Committee and of the Technical Committee, teachers, association members, etc.) are important factors whose continuity after the withdrawal of the aid is not guaranteed;
- the institutional support received from the Provincial Committee (for instance) or other structures is important for the success of the experiences, while they are partnering with an international Cooperation Programme endorsed by the government; such a strong support is not ensured after the end of the project;
- institutionalization: the sustainability of some tools or models, such as the quality grid or pedagogical kits, depends on the adoption of a national policy and of their institutionalization: if the relevance and quality of the tools are proved in pilot projects, they become sustainable if they are integrated in the practices, standards and procedures of the institutions concerned; otherwise, there is no follow-up.

In short, the sustainability of the experiences depends on several factors and for the continuation of the Programme, it would be interesting to open a discussion at the upper-management and political decision-making level on the incidence of these factors that are common to all projects and pilot experiences.

4.7.2 Replication and integration of tools and intervention models

The replication of pilot experiences and their integration into national policies and programmes is a relatively complex process, the analysis of which is essential for a Country Programme whose main

strategy and activity are the development of tools and the realization of pilot projects for the sake of their integration into national policies and programmes.

As it were, several stages must be completed to generalize a tool or an intervention model:

- first of all, you have to establish clearly what you wish to generalize; for instance, do we wish to generalize all elements of the PDCE approach, or do we simply seek to ensure that the situation and the needs of children are taken into account in municipal planning?
- you have to ensure that the experiment is a sustainable success whose elements are all documented, and that it can be replicated elsewhere, which does not exclude readjustments;
- you have to ascertain financial and economic costs, making a distinction between investment and start-up costs and recurrent costs, and determine who will bear the different costs;
- you have to ensure that human and financial resources are available, including at the management and coordination levels;
- you have to identify which decisions and which steps are necessary at the political, legal and administrative levels, nationally and locally, to make the institutionalization and the replication of the project or the model possible.

The institutionalization of an intervention model can be a complex, demanding and lengthy process, whose difficulty will depend on how complex the tool or the model concerned are. The challenges that have to be met can be grasped through examples of some specific projects.

- A pedagogical kit is a relatively simple tool. Its sustainability depends on its technical quality and is time-bound by changing contents and pedagogical standards. A decision can be made to generalize it without any major financial implications beyond the needs pertaining to training, organizing and monitoring. If the tool is linked to an intervention model, for instance community preschool or informal education for working children, then the generalization potential will depend on the generalization of the model.
- The quality schooling grid is a more complex, dynamic tool involving all stakeholders and covering all aspects of schooling. The quality grid can be useful and efficient even if it does not solve all problems at the same time. The sustainability of the tool depends on its institutionalization. Ongoing experiences seem to be positive, but they must be evaluated and documented to determine the modalities of a possible institutionalization at the national level and at the level of regional administrative districts. An important effort to make the grid better known and support school management councils (“CGE”) and train teachers would be necessary. Should it be generalized, we can presume that M&E mechanisms would be put in place to evaluate the performance of the tool and strengthen its sustainability.
- In comparison, the local development plan is a much more complex intervention model which requires an important effort in social engineering. First of all, the sustainability of the model without outside assistance is not guaranteed, and one might presume that an external initiative will always be necessary to launch and lead this kind of project, the success and sustainability of which are submitted to several constraints. If the initiative does not stem from international cooperation, it will be expected to come from the Government, which will have institutionalized the model and accepted its financial implications, for instance by delegating funds to municipalities so that they can use NGOs, companies or individuals to guide and coordinate the project and to assume adjustment, investment and start-up costs. For decision-makers, the institutionalization of the PDCE model in its current form involves some risks, in spite of all the interest presented by the integration of children’s needs in the planning of local development. A more realistic, less costly approach could be to promote a process of ownership and integration of the “children’s needs and rights” approach in the national planning and decentralization process.

5. Strategic directions and recommendations

5.1 Refocusing the Country Programme

Strategic directions

Since the design and start-up of the 2002-2006 Country Programme, Morocco has endowed itself with a new legislative framework which gives new impulse to the progressive realization of the rights of children and women. The Mid-Term Review is the opportunity to realign the strategic directions of the Country Programme on this new reality and refocus the Programme on the new challenges of the Government and civil society.

As mentioned earlier, the originality of the Country Programme lies in the conjunction of its multi-sectoral dimension, based on the interdependence and indivisibility of children's rights, with its function of intervention model experimentation and support to policy development. This lends itself to a rather wide spectrum of possible interventions. The current CP is in fact characterized by a multiplicity of projects spread over several sectors and geographical areas.

It is appropriate to refocus the CP on interventions that abide by the following criteria:

- the Programme's capacity to achieve an innovative intervention in a given sector, on account of UNICEF's mandate, its expertise and the Rights-based approach;
- complementarity with existing national capabilities and with the support of other outside bodies;
- relevance of the interventions, taking into account the MDGs and the national action plan: "A Morocco fit for its children" which is currently being developed.

Recommendation

The preparation of the 2007-2011 Programme will have to bring programming improvements. The approach that is proposed for the refocusing of the Programme is as follows:

- Update the situation analysis of the realization of rights holders' and duty-bearers' rights and capabilities at all levels (family, community, other civil society institutions, governments, outside support) by paying particular attention to the Gender component;
- Identify the areas where the UNICEF-supported Programme can make an innovative, quality contribution;
- Articulate the design of the Country Programme with the National Action Plan for Children ("PANE");
- Formulate objectives that are in keeping with a results-based management approach, making sure that expected outcomes as far as institutions and behaviors are concerned are based on logframes, in connection with the UNDAF results matrix and complementing the support of other partners;
- Develop exit strategies from some interventions, with the following criteria:
 - results achieved in capacity building or pilot projects (what is then at stake is to avoid losing the experience acquired);
 - lower priority level of the intervention model;
 - experiment that is difficult to replicate or whose results are inconclusive;
 - other stakeholders make the role of the Programme unnecessary or unimportant;
 - the interventions are numerous and lengthy, so the Programme does not have to follow them to reach its objectives.

5.2. The human rights-based approach to programming

Strategic directions

The Government of Morocco - UNICEF Country Programme has made considerable efforts trying to integrate the Convention on the Rights of the Child in its programming and adopt a Human Rights-Based Approach to Programming.

However, it is appropriate for the Programme – both in its current phase and in the development of the next Programme – to adopt more systematically HRBAP methodology and elements. As such, the Programme will have to integrate in its method elements of the approach which have been updated by UNICEF, notably those that deal with the legal framework, with the maximum effort of public expenditure and advocacy, the gender component, the participation of children and women, and cultural specificities.

Recommendations

The adoption of a Human Rights-Based Approach to Programming will have an important impact on the contents of the programme, insofar as UNICEF's mandate is to give more priority to least respected rights and underprivileged groups. The Programme should therefore give more attention to the right to survival and development of the young child, to the right to development of unschooled and “de-schooled” children, and to the right to protection from birth to adulthood. This implies:

- that the situation analysis should be strengthened to identify children excluded from education, health and protection services, analyze exclusion causes and stakeholders' capabilities, including at the levels of policies and roles;
- that the formulation of Programme objectives should be reinforced by targeting children up to three years old and mothers as rights holders;
- that vulnerable groups should be targeted in rural areas and in peri-urban zones.

Proposed method

In order to apply the Rights-based approach more thoroughly, the following method is proposed:

- to continue to support legal reforms within the framework of their compliance with the CRC and CEDAW.

The task at hand is now to translate new legal standards into a discourse that can be understood by the population and have local impact, and to support reforms of the judicial system to make the realization of rights created by legal reforms effective.

- to favor the participatory approach, including child participation, at all stages and all levels.

HRBAP favors the participatory approach, including child participation; this concerns situation analyses as well as project planning and implementation, policy development and the completion of assessments. The Programme will seek to promote national dialogue and empowerment, and give a voice to underprivileged groups, women and adolescents.

- To undertake an analysis of the budgetary effort in favor of children.

In order to develop at the macro level the kind of advocacy that can contribute to an overall effective improvement of the realization of children's rights, it is recommended to undertake an analysis of the **maximum budgetary effort** in favor of children, which includes:

- a detailed analysis of budget structure and of the portion allocated to children and women; this implies that not only social budgets, but all budgets should be analyzed;
- the identification of budgets (budget headings) devoted to children and women;
- a monitoring mechanism for budget expenses in favor of children;
- the connection of expense monitoring with the indicators of the status of rights, detailed per gender, geographical zone and social group;
- the mainstreaming of the gender component in budget analysis;
- the analysis of the funds required to implement the national action plan : "A Morocco fit for its children".

The analysis of the maximum budgetary effort can be conducted in conjunction with duty-bearers (national Ministries, Parliaments, etc.) and rights holders (representatives of civil society, children and adolescents). In this approach, the programme will make it a point to act in cooperation with the Ministry of Finance which has to put the national action plan in budgetary terms, and which has undertaken a gender-based analysis of social budgets with the support of donors, among which the World Bank and UNIFEM²⁹

5.3 The gender approach

Strategic directions

The Kingdom of Morocco has adopted in the last few years progressive policies and laws and initiated an economic and social change more attentive to human rights, and especially to those of women and girls, which has led to a change in the dynamics of gender relations, otherwise deeply affected by such factors as urban migration, declining fertility, the rise of the age of marriage, women's work and the reduction of the ratio of young people in the population.

After the ratification of the CRC and CEDAW in 1993 and with the Government's commitment to reach gender equity in 2005 and equality in 2015 (within the framework of the Millennium Development Goals), and with the recent legislative changes (particularly the adoption of the Family Code in 2004), the gender component is now a part of the national dialogue on reforms and of political, economic and social development.

In spite of considerable progress, inequalities persist and can be observed in flaws in the legislation and reservations on the CRC and CEDAW, and in patriarchal cultural attitudes and practices rooted in all areas (family, schools, community, work, institutional structures). These inequalities are exacerbated by high levels of illiteracy, poverty and unemployment among women, and by their very limited presence in decision-making structures and positions at all levels.

Further, the recognition of women and children as rights holders and sex equality are intrinsic elements of a human rights-based approach to programming. This means that women must be considered as full-fledged rights holders, and not only as persons who are contributing to the realization of children's rights.

In this context, the Country Programme has attempted to adopt a Human Rights-Based Approach to Programming, however it does not include the gender approach. As a result, the Programme gives but

little attention to the analysis of the causes of the inequalities that affects women and girls, and when it deals with the issue, it is along the lines of parity and equity, not equality and empowerment.

Recommendations

On account of the major challenge raised by the implementation of the new laws and the elimination of discriminatory practices against women, it is recommended that the Programme not wait until the next programme cycle to adopt a gender approach. Furthermore, in accordance with the rights-based approach, it is recommended to explicitly include in the programming approach a perspective taking into account gender specificity.

The adoption of a relevant approach represents a demanding task for the Programme team and their partners, as it requires an understanding of the diversity of problematics and contexts in order to well recognize the underlying causes of inequalities and to design actions conducive to reducing them. In order to accomplish this, the following approach is proposed:

1. to define what is meant by the mainstreaming of the gender approach in programming, including the identification of clear objectives and indicators; this requires refining the understanding of the concept in the Moroccan context and identifying the actions that must be taken in cooperation with several partners, (the State Secretariat in charge of Family Affairs, Childhood and the Handicapped, UNIFEM³⁰, ADFM, NGOs);
2. in agreement with the Rights-based approach, the emphasis should be placed on gender equality through an analysis of the fundamental causes of inequalities;
3. gender analysis must be mainstreamed at all levels and all stages, starting from the self-evaluation of the Programme, followed by a joint evaluation with the main partners (UNDAF, Ministries, NGOs): choice of priorities, formulation of strategies, design of programmes and projects, community planning and participation, communication, monitoring and evaluation;
4. to contribute to the mainstreaming of the gender approach in the national Plan for Children;
5. as capacity building is critical for the adoption of the gender approach, to train UNICEF staff and contribute to the training of partners;
6. gender-specific M&E and reporting mechanisms will have to be developed with qualitative and quantitative indicators in order to better reflect disparities and their causes;
7. the creation of a network of experts in gender equality should be encouraged and connections with local, national and international partners developed.

5.4 The results-based approach to management

Strategic directions

The implementation of a results-based approach to management must therefore be considered on three levels: government policies and programmes, the UNDAF process and the Country Programme.

At the government level, the Budget Department at the Ministry of Finance and Privatization has been implementing since 2002³¹ a new, results-based budget approach. This approach, which recommends the globalization of the funding in order to facilitate the efficiency and devolution of public expenditure,

requires that the Ministries concerned proceed with the restructuring of operating and start-up expenses in consistent programmes and the definition of objectives in precise figures, so a connection can be established between the funds allocated to the programme and the results targeted and achieved.

At the UNDAF level, agencies of the United Nations System have to establish a Common Country Assessment and agree on development's priority issues, among which those pertaining to the realization of children's and women's rights. Agencies then come to a consensus with the government, civil society and development agencies on those priority issues and the roles and responsibilities of each in this respect. The agencies of the UN System then jointly formulate the results to be achieved in common to contribute in concrete fashion to the resolution of those problems, and also a logframe and a Monitoring and Evaluation plan. In Morocco, the development of the Common Country Assessment and UNDAF programming are scheduled for 2005.

At the UNICEF level, the policies and procedures of the agency require from 2002 that programmes adopt for each country a results-based approach to programming and management for cooperation activities. This directive could not be taken into account in the development of the 2002-2006 Programme, but it will have to be in the preparation of the next one. According to NUS directives, the UNDAF results matrix of each country serves as the starting point for each agency's results-based approach to programming and management.

Implementing the RBM approach during the formulation of the 2007-2011 Programme must therefore be pursued through the development of a logframe reflecting a new causal analysis of the problems of children and women. This logframe will enable us to ascertain whether the sum of all components and activities planned is adequate in producing expected results and explicitly describes planning hypotheses and risks affecting the achievement of the objectives. The Programme logframe must also be disaggregated into logframes for each of the main programme components.

RBM implementation at the level of the Country Programme must be consistent with the Government's RBM approach for the programmes in which it is involved, while supplying a Programme management tool. In a similar fashion, the UNDAF results matrix must be consistent with the Government's targeted results so it does not create a set of results and indicators restricted to its own use.

Recommendations

The recommendations pertaining to results-based management are directed to the Country Programme and to UNICEF, while they are still targeted at the three levels mentioned above: UNDAF process, Government policies and programmes for the realization of children's rights, management of the Country Programme

UNDAF process

UNICEF would do well to continue playing an active role in UNDAF in Morocco, and must therefore undertake the preparation of the new Programme drawing from UNDAF elements and participating in their development :

- Country assessment
- Results matrix and logframe
- Monitoring and Evaluation Plan

Its is also recommended that the UNDAF results matrix take into account the objectives of the National Action Plan for Children.

Government policies and programmes pertaining to the realization of children's rights

It is recommended:

- to support the adoption of an approach to management based on the results of the policies and programmes targeted at children; this could be done progressively for the specific intervention areas of the Programme;
- to link this support to an analysis of the budgetary effort
- to support the integration of the RBM approach to the budgetization of the National Action Plan for Children;
- to support the connection between the indicators developed in the context of the integrated information system on children and the RBM approach.

Management of the Country Programme

It is recommended:

- to adopt the logframe approach for the design of the new Programme, the design of new projects and the analysis of ongoing projects;
- to improve the Integrated Monitoring and Evaluation Plan (IMEP) while ensuring that it includes the following elements:
 - the formulation of a set of strategic topics for evaluation;
 - the identification of activities whose progress is being monitored in reference to a given situation;
 - a research programme targeted at serious deficits in the knowledge of issues;
 - a definition of responsibilities conducive to effective M&E management;
 - the collection, analysis and dissemination of information in sync with decision-making;
 - a partner capacity-building programme for M&E.

5.5 Pilot experiences

Strategic directions

The general objective of pilot projects is to put to the test intervention models aiming at the realization of children's rights in order to generalize them to other similar situations, in the context of policies and programmes that the government has to implement. A majority of programme activities has included the development of tools and intervention models and their testing in pilot projects. All planned projects were started up, and most are at the point where lessons can be learned to improve the continuation of the experiences and think of the next steps.

Until now, the Programme has not analyzed pilot projects in the perspective of their sustainability and their generalization. The absence of logframes identifying the constraints and critical factors of the projects at the experiment level and at the level of their replication and generalization, and the lack of analysis in the areas of experiment efficiency and of the replication and generalization costs involved are important flaws for sustainability and replication analysis.

The replication of pilot experiences and their integration into national policies and programmes is a relatively complex process, the analysis of which is essential to a Country Programme whose main

strategy and activity are the development of tools and the realization of pilot projects with a view to integrate them into national policies and programmes.

To reach the objectives of the Programme and improve its efficiency and its effectiveness, it is of the highest importance to proceed with a sustainability analysis of the experiences and a feasibility analysis of their replication.

Recommendation

It is recommended, in the short term, to proceed with a systematic analysis of each pilot project or intervention model in accordance with the sustainability and feasibility factors developed in this document as per generalization or institutionalization stages. This analysis, which should in some cases be referred to outside experts, will aim to set realistic objectives in terms of results to be reached and stages to go through.

Once these analyses have been reviewed by Programme partners, it would be appropriate, for the remainder of the Programme, to keep as a major direction the consolidation of the experiences which have proved to be satisfactory, and determine which closure should be given to experiences which have no replication, institutionalization and generalization potential, taking into consideration that UNICEF's role is not to support local development or other development projects unless they are conducive to the development of tools and intervention models in favor of children.

5.6 Advocacy

Strategic directions

Advocacy consists, on the basis of situation analysis and reflection with the partners, in urging the government, as the main bearer of duties towards children, to take action to ensure that their rights are realized. Advocacy pertains to areas that go beyond the actions directly conducted by the Country Programme.

These last few years, the Country Programme has made important advocacy efforts on sensitive issues like child labor and sexual exploitation, and has in this manner contributed to the elimination of the taboos that permeated these issues. Advocacy has also reached the other priorities of the Programme in Education and Health, such as the fight against school drop-out, maternal health and experiences in community health, to name just a few. A review of advocacy activities nevertheless leads us to the following remarks:

- Considerable advocacy efforts were made through the promotion of special events partly targeted at the Programme's priorities;
- Communication actions were sometimes akin to a public relations effort and focused on themes that did not always have a clear connection with the situation analysis;
- Communication for advocacy focuses on experiences which, in some cases, were not mature enough to be publicized as assets; advocacy on unrealized rights is more important than advocacy on the anticipated success of a Programme.

Recommendations

It is therefore recommended to match advocacy and communication initiatives with the true function of advocacy by taking the following directions :

- undertake advocacy in compliance with the Rights-based approach and mainstream the gender approach, i.e.:
 - regularly update the situation analysis;
 - systematically identify and analyze unrealized rights;
 - include the “maximum budgetary effort” component.
- formulate a communication strategy specifically geared at the following tools :
 - a Media Forum reinforced in its structure and its funding;
 - the Documentation Center;
 - the development of an effective website.
- promote through advocacy an adequate mobilization of resources in favor of children:
 - at government level (budgetary effort, budgetization of the National Action Plan for Children);
 - at donors’ level
 - at the level of civil society partners.

5.7 Communication at the programme level

Strategic directions

Communication at the CP programme and project levels is done in close cooperation with key partners, it includes the formulation and dissemination of messages and information, mainly with the purpose of social mobilization and changes in attitudes, practices and behavior. However, programme and project communication efforts have mostly occurred on an ad hoc basis when a systematic approach is required.

Communication is an essential component of each project, and it is appropriate to reinforce the capacities of UNICEF staff and partners in this area, so that clear, well-targeted messages and information can be disseminated

Recommendations

It is recommended:

- to formulate a communication strategy with a cross-sectoral approach that makes a distinction between the levels and targets of advocacy and social mobilization. This requires that an adequate allocation of time and resources be planned for implementation;
- to integrate communication as an essential function of each project;
- to increase the communication capabilities of UNICEF staff and its partners;
- to document pilot projects and experiences, as far their implementation process and their results are concerned, in order to facilitate their analysis with a view to replicate and institutionalize them, and possibly sustain advocacy activities for this purpose (see connection with recommendation #5).

5.8 Partnerships

Strategic directions

Partnership with the Government at the central, regional and local levels

The Country Programme has developed many partnership directions since the beginning of the 2002-2006 Programme. The main directions are located first of all at the central level with the Ministry Departments that are in charge of the policies whose development and implementation the Programme supports. In each Programme component, this partnership has developed under the umbrella of sectoral Technical or Coordination Committees, which enabled representatives of the Departments concerned, to give direction to annual action plans and appreciate their results.

Partnerships have also been established at the local level, first with municipal authorities in the 5 intervention provinces, but equally with provincial authorities, whose role is paramount in all local development initiatives and which serve as a link with Ministries' outside services. The partnership has been particularly intense with the Ministries of Education and Health whose provincial representatives, acting as focal points, are used as relays between the local and central levels. Local partnerships also extended to several urban wilayas in charge of the coordination of several projects.

Besides, in certain areas such as the fight against child labor, early childhood and child protection, the need arose of a partnership reinforced by increased coordination means allocated by the Government.

On the other hand, MTR workshops and project reviews have highlighted that in Education, regional administrative units ("AREFs") have become unavoidable partners in the experimentation of intervention models, as they will be playing a major role in their possible institutionalization. Regionalization, which will soon be extended to the Ministry of Health, will have an impact on the partnership level of the Programme and on the roles of the partners, and possibly lead to the modification of partnership approaches on the local and the provincial levels.

Finally, what will have to be taken into consideration is the possible impact on current partnerships, and especially on the composition of Coordination Committees, of the refocusing of the Programme and the discontinuation of certain projects.

Partnerships with NGOs

Since 2002, the Programme has pursued its traditional cooperation with two prominent NGOs: the National Observatory of Children's Rights ("ONDE") and the Moroccan League for Child Protection. While working in conjunction with those two organizations on several general matters pertaining to children's rights and on specific projects³², the Programme has also developed partnerships with several other NGOs, mostly in the context of the Child Protection Programme, both on projects (child labor, informal education), and on the reinforcement of their expertise (partnership agreements recently signed with ADFM and Espace Associatif for the Gender component and the Rights-based approach). Regarding the SEMR programme, NGO partnerships were limited by the difficulty to integrate into the institutional framework their supporting role in municipal development.

Because of the considerable expansion of the NGO sector in Morocco and the important role played by local NGOs in the delivery of services, it is advisable to diversify Programme partnerships with NGOs and contribute more to the strengthening of their capabilities.

Partnerships with other cooperation agencies

Partnerships were developed with cooperation agencies, such as IPEC-BIT for the fight against child labor, and with the "Wallonie-Bruxelles" Delegation in the areas of informal and preschool education. The close partnership between UNS agencies which should have resulted from the UNDAF process has only very partially been achieved; it has been noted that UNICEF and UNDP recommend different approaches to local development and do not act in coordinated fashion in such areas as the fight against

poverty and child labor. The coordination between UNICEF and WHO should also have been reinforced as both agencies act in support of the same programmes (IMCI, immunization, mother's health).

Partnerships with other donors should therefore be intensified, particularly in the context of UNDAF, to facilitate government coordination, reduce transaction costs and increase effectiveness.

Recommendations

The recommendations on partnerships at three different levels are the following:

Policy and programme level

- for the Government: to endow the Department authorized to coordinate policies and programmes for children with the human and financial resources required for the full exercise of this responsibility;
- for UNICEF: to bring, as required, assistance to facilitate the exercise of this crucial function.

NGO level

- to increase the number and diversify the range of NGO partners;
- to involve NGOs more in programming, in the areas of formulation, implementation and M&E;
- to build capacities:
 - in advocacy, by improving access to information on the situation of children's rights, and possibly by contributing to the development of a "NGO/children" forum;
 - in the delivery of services.

Outside assistance level

- to improve coordination and develop partnerships with other United Nations agencies in the context of UNDAF
- to establish close coordination and partnerships with donors and bilateral partners interested in UNICEF's intervention areas (education, health, protection) in order to facilitate the replication of the intervention models developed in the context of the Programme.

5.9 Resource mobilization

Strategic directions

From 2002 to 2004, the mobilization of the Programme's Regular Resources was noticeably lower than the likely over assessed forecast of 2.2 million dollars per year. Although UNICEF may have an unexplored mobilization potential for Other Resources, the efforts that have to be deployed in this area are determined by the role of the Programme, which limits itself to the defense and the promotion of children's rights and to the realization of pilot experiences in support of policy development.

Besides, resource mobilization does not exclusively pertain to the needs of the Programme, but mostly to those that originate in the desired improvement of the realization of children's rights, the responsibility of which is first and foremost the Government's, with the support of external cooperation and possibly the contribution of the private sector.

The evaluation strongly recommends that the Programme introduce the component of the maximum budgetary effort in advocacy for children's rights. It has also recorded some positive results in resource mobilization at the local level, i.e. effective mobilization from the private sector through the action plans

of quality schools in urban environments, or reinforcement of mobilization capabilities thanks to the action plans of Child-focused Municipal Development Plans in rural environments.

Recommendations

The recommendations for the Government and for UNICEF on resource mobilization are the following:

For the Government:

- to develop a budget fostering the realization of children's rights, including the gender perspective;
- to prepare a financing plan of the National Action Plan for Children and make it a major reference for external assistance (multilateral, bilateral and NGOs)
- to favor resource mobilization for children's rights at the local level.

For UNICEF:

- to support the initiatives proposed above through advocacy;
- to develop and implement a mobilization strategy for Other Resources in keeping with its mandate and exploiting the financial opportunities existing in Morocco

5.10 Implications for programme organization

Strategic directions

The organization of the current CP uses a structure, partly sectoral and partly matricial, whereby the design, the planning and partly the monitoring of pilot projects pertain to a programme, and the realization of other elements of the monitoring of those projects to another.

Thus, the SEMR programme offers in a rural environment an experimentation field for intervention models that were mainly conceived by the APN-Education programme and, to a lesser extent, by the APN-Health programme. The Child Protection Programme plays a similar role in urban environments. As for the SEMR programme, it models pilot experiences, waiting houses and community fraternal societies for drugs, which are relevant to the APN-Health programme.

Each programme has its own manager and a Technical or a Coordination Committee with an essentially sectoral representation, and each pursues advocacy for the initiatives and pilot projects of its sector. At the local level, provincial and municipal committees have a multisectoral representation.

The Programme is also characterized by the multiplicity of interventions, with several projects and sub-projects in each of the programmes, aside from initiatives in situation analysis, studies and advocacy in several areas.

This Programme organization seems to be the result of four factors:

- an institutional partnership established on a sectoral basis, mainly with the Ministries of Education and Health, but also with the State Secretariat for Family affairs, Childhood and the Handicapped;
- a historic presence of the Programme in the rural environment;
- the availability of human resources at the UNICEF office, with a limited number of experts who each have the responsibility of a major programme or project (education, health, protection, communication);
- a very wide formulation of objectives, with no logframes, which favors multiple interventions.

This Programme organization has its advantages:

- the sectoral dimension of the Programme favors partner involvement and facilitates its institutional ownership, particularly at the level of technical committees;
- the presence of the Programme on several sites makes pilot projects somewhat representative;
- the multisectoral composition of provincial and municipal committees makes it possible to partially take into account the interdependence and indivisibility of the realization of the rights;
- multiple interventions make it possible to respond to several priorities and several partners.

It also has its draw-backs:

- the operations and monitoring work is excessive with respect to available human resources because of presence on several sites and the number of projects, sub-projects and initiatives; this difficulty, which can be observed both with the partners and at the UNICEF office, has been worsened by the fact that the programme has been extended to urban and peri-urban zones (Fès, Tangiers, Marrakech, Casablanca, Rabat);
- the lack of continuity of the planning and the monitoring of projects between programmes makes us return to the APN-Education project and its institutional partner (MNE) the responsibility for the implementation and monitoring of projects that are more technical in nature;
- the principle of the experimentation field at the local level turns out to be difficult to apply when the Programme supports national policies rather than pilot projects, as is the case in the Health sector;
- too many interventions may lose sight of the main objectives of the Programme and leads to a dilution of the resources;
- the high number of intervention sites causes pilot projects to receive some of the resources when they may not be in keeping with priorities.

Mid-Term Review workshops have given a prominent place to the discussion on Programme organization and coordination structures. Various suggestions have been made :

- to create an APN-Early Childhood programme;
- to bring back to the APN-Education programme the monitoring of the Fight against school drop-out project (which in practice was already the case);
- to reduce the number of sub-projects of the APN-Health programme;
- to put an end to the role of the SEMR programme in some sub-projects of the APN-Education programme (formative evaluation, local and regional curricula) and of the APN-Health programme (IMCI);
- to create a Protection sub-project in the context of the SEMR programme;
- to reinforce the coordination of the Protection programme by broadening its national monitoring committee, etc.

The evaluations' appreciation of these suggestions with respect to the organization of the Programme is to recognize their merit at the level of each component of the Programme, but to acknowledge the absence of a connecting element for the whole thing.

Recommendations

Programme structure

The evaluation concludes that it is difficult to change the structure of the Programme in depth at the moment of the Mid-term review, but that it will be necessary to establish a new programme structure for the next cycle. The evaluation does not have a ready-made solution to offer, but proposes the following approach to make the structure more logical and more transparent :

- to update Programme priorities through situation analysis and the implementation of the Rights-based approach;
- to refocus the Programme on these priorities by applying the intervention criteria listed in Section 5.1, to reduce some activities on the basis of a review of pilot projects, and possibly to also reduce the number of intervention sites;
- to identify a new organization, taking into account:
 - the formulation of objectives through a results-based approach to management, i.e. objectives that are realistic, measurable and time-bound;
 - the institutional context related to the realization of the objectives at stake, including at the level of Programme coordination and intersectoral-type projects.

Several Programme organization options can be considered:

- life cycle: for instance, a Programme component could target the under-three category and regroup all related activities (early childhood development, maternal health, etc.);
- the regroupment of projects around themes that pertain to the realization of rights (e.g. underprivileged regions, excluded groups, etc.)
- the sectoral structure, with a strengthening of the coordination within UNICEF and with its partners.

Expertise required

The recommendations of the Programme evaluation imply that some abilities required to ensure UNICEF's contribution have to be maintained or reinforced. It appears necessary:

- to maintain sectoral skills (education, health, child protection) in the Programme team in order to ensure basic expertise in those areas;
- to strengthen strategic and methodological abilities in the following areas:
 - rights-based approach;
 - gender approach;
 - monitoring and evaluation – results-based management;The strengthening of skills should primarily concern the staff of the UNICEF office, then progressively target partners;
- to develop skills in the analysis of public sector budgets; the development of skills in this area should be progressive, starting from the knowledge of the budget issue in the areas concerned by the Programme and relying as much as possible on information supplied and work performed by partners from the Government, civil society and other cooperations (World bank, European Commission, etc.); as the programme does not currently have qualified human resources in this sector, it will, at least at the beginning, have to use outside expertise.

Endnotes

¹ “Analyse de la situation des enfants au Maroc” (Analysis of the situation of children in Morocco), UNICEF, Rabat, 2001. Document drafted in cooperation with the Ministry of Foreign Affairs and Cooperation.

² The results of the survey on population and family health applied to a sample population of 12,000 households from October 2003 to February 2004 were made public by the Ministry on September 1, 2004.

³ The reliability of this indicator, and of others such as the schooling rate, is uncertain because it uses as a denominator population projections made from the 1994 census. The new census currently conducted will possibly allow for more accuracy.

⁴ The net schooling rate of the 6-11 age group went from 79.1% in 1999/2000 to 92.1% in 2003/2004, and reached 87.8% in rural environments in 2003, versus 96.6% in urban areas. For girls, it has reached 89.4% nationally, and 83.1% in rural districts.

⁵ The drop-out rate at the elementary level was 6.2% in 2002/2003 (6.95% for girls versus 4.78% for boys, the difference being caused by girls’ drop-out rates in rural districts). Only 55% of the students of an elementary cohort went on to Middle School in 2002/2003, versus 51.8% in 1999/2000.

⁶ Overall, the number of students enrolled at Middle School went up by 3% from 2001/2002 to 2002/2003, but by more than 10% in rural districts, while girls’ participation made little progress (from 43.3% to 44.3%).

⁷ The net schooling rate at preschool level was 50% in 2003: 65% in urban areas (39.4% for girls) and 36% in rural districts (18% for girls).

⁸ The number of unschooled or “de-schooled” 6 to 14 year-olds was estimated by the Ministry of National Education to be 880,000 in 2003/2004 (540,000 were girls), vs. 1,349,000 in 2000/2001. In 2003/2004, this represents 8% of the 6-11 age group and 16% of the 12-14 group. Please note that these figures are estimates based on projections from the 1994 census. Higher, less recent estimates also exist.

⁹ Informal education had an enrolment of 27,400 in 2003: 16,700 in cities, 10,800 in the country (9,700 boys, 17,700 girls).

¹⁰ According to the annual employment survey, the number of working children under 15 plummeted by 518,000 to 315,000 in 2002, i.e. 40% less, both in urban and in rural districts (ref. Executive summary 2002, Department of Statistics, Planning High Commission).

¹¹ The relative poverty rate is estimated to have been at 13.7% in 2000/2001, which means that 4 million Moroccans were in a situation of relative poverty (less than 3,235 dirhams/yr. in urban areas and less than 2,989 in rural districts) and 2.2 million of absolute poverty (respectively less than 2,642 and 2,543 dirhams/yr.). Poverty affects the rural sector more, with 23% of poor households vs. 6% in the city. Besides, 25% of the population are in a precarious economic state (less than 4,500 dirhams in urban areas). Poverty map, Department of Statistics, Planning High Commission, June 2004.

¹² *La Vie Éco*, July 23, 2004. Recent data published by the Ministry in charge of habitat and urban planning indicate that in 2003, 4.5 million people (i.e. more than a quarter of the urban population) lived in unfit housing, 1.2 million of whom were in slums.

¹³ Communication project, Mid-Term Review report, August 2004.

¹⁴ The new texts were analyzed in: “Élaboration d’un code de l’enfance” (*Development of a Childhood Code*), a study conducted by UNICEF (Michèle Zirrari, 2003) in the context of UNICEF’s cooperation with the State Secretariat in charge of family matters, childhood and the handicapped.

¹⁵ Final remarks: Morocco, review of the reports presented by State parties pursuant to the implementation of Article 44 of the Convention on the Rights of the Child, United Nations, Geneva, July 10, 2003.

¹⁶ Please refer to the chart in Annex 5 representing the Committee’s recommendations and the status of the actions taken or the current situation with respect to the object of the recommendation.

¹⁷ Reply to the second progress report, presented by the Moroccan government to the Commission on Children’s Rights on the implementation of the Convention on the Rights of the Child. The signatories were the following NGOs: Espace Associatif, Association marocaine des droits humains, Association marocaine pour l’éducation et la jeunesse, Forum de la famille marocaine, Espace Associatif, Rabat, 2002.

¹⁸These statements and reservations pertain to Article 2 (on the condemnation and the elimination of all forms of discrimination against women and the inclusion of the principle of equality between men and women in the Constitution), Article 9, paragraph 4 (granting the same rights to men and women on the nationality of their children), Article 15, paragraph 4 (granting men and women the same rights to free circulation and choice of place of residence and home), Article 16 (on the elimination of discrimination against women in all matters resulting from marriage and in family relationships, and notably ensuring it on the basis of equality between men and women).

¹⁹Associations, under the guidance of the Democratic Association of the Women of Morocco, presented parallel reports in 1997 and 2003.

²⁰ Objectives are not presented in this Annex with their original Country Programme formulation, but with the revised formulation given to them in the Integrated Monitoring and Evaluation Plan (IMEP) jointly prepared with the partners.

²¹The United Nations Special Session on Children in May 2002 was concluded with the adoption by Member States of the declaration: "A World Fit for Children".

²²Source: Understanding the work of children in Morocco : UCW project.

²³The mainstreaming of the gender approach in programmes was defined by the United Nations Economic and Social Commission in 1997 as "the evaluation process of the implications for women and men of any planned action, including legislation, policies or programmes in all sectors and at all levels. It is a strategy geared at making women's and men's concerns an integral dimension of the design, implementation and M&E of the programmes, so that women and men can equally benefit from them and inequality is not perpetuated, the ultimate purpose being gender equality". The gender approach has mostly been applied to the education sector because education is viewed as the main determining factor of gender relations, and therefore the strengthening of women, as was confirmed by the preliminary study entitled: "*Women and Men in Morocco: an analysis of the status and evolution of discrepancies in a gender perspective*", prepared by UNIFEM and ADFM in cooperation with other partners. There are generally two complementary parts in the gender approach:

1. *Gender equity* (access and quality) can be obtained by promoting the reduction of gender discrimination and the social and economic empowerment of women through policies and programmes that improve access to basic education and productive capabilities. It is being applied in the existing pattern of gender relations without being submitted to the influence of patriarchal ideologies.

2. *The gender equality approach* (empowerment) goes beyond access and quality issues that revolve around basic education, women's employment training and income opportunities. Gender inequality is viewed as an ingrained sociocultural system which affects social relations between men and women in such a way that women are systematically discriminated against and kept in subordinate positions. The gender equality approach is targeted at the structural transformations required to eliminate discriminatory practices.

²⁴The WFP has ended its activities in Morocco.

²⁵The result levels of a programme or a project can be identified as follows:

- Impacts are the ultimate results expected;
- Outcomes are interim results that are necessary for the production of impacts; they include institutional and behavioral change processes;
- Outputs are the immediate results of programme activities;
- Activities are actions that mobilize programme resources

²⁶ In this chart, projects are indexed as per main result expected, hence a project classified as a pilot experience. Projects and sub-projects follow the classification of the evaluation which does not necessarily match the MPO's. Along these lines, the "Early Childhood" and "Quality schools: the fight against school drop-out" sub-projects have been put under the APN-Education heading even though activities, to a large extent, take place within the SEMR and child protection programmes. The "Community-Based Drug Fund" and "Waiting Houses" projects have also been placed in the SEMR category rather than in APN-Health.

²⁷SMART: Specific, Measurable, Achievable, Relevant, Timebound.

²⁸The updating of the objectives was done first of all by UNICEF Rabat and UNICEF's Regional Office, then used as a working tool in the MTR to proceed with a possible revision of the objectives of various projects and programmes.

²⁹ "The Budget Department, with the support of the World Bank, has initiated a preliminary study on the methodological feasibility of the budget accounts applied to gender and children in Morocco, as per the request that His Excellency the Minister expressed at the Arab and African Finance Ministers' Conference held in Marrakech from May 21 to May 23 on the theme: "Resources and funding of the cause of children". The Gender budget approach appears as a component of the new vision of

public management, essentially targeted at results, the search for best performances and effectiveness (with implications on the new concepts whereby a contractual relationship will be set up between Ministry Departments and their external services and between the State and associations, and funding will be globalized). The gender budget, which constitutes an initiative in this dynamic of reforms, should contribute to the reinforcement of efforts geared at the fight against disparities and ensure consistency between the national policy of women's promotion and budget allocations, a better distribution of resources and a spending increase in social sectors for the benefit of children and women, with a view to optimize the equity and effectiveness of resource allocation." (source: 2002 report, Budget Department).

³⁰ It would be a good thing if UNIFEM, within the context of UNDAF, assumed a leadership role to ensure the mainstreaming of gender equality in United Nations-supported programmes.

³¹ 2002 report, Budget Department, Ministry of Finance and Privatization.

³² We must mention the work performed with ONDE to prepare Morocco's participation to the Special Session of the UN General Assembly on children in 2002, and LMPE's important role in the Little Maids project.

ANNEXES

Annex 1

Terms of reference of the Country Programme Evaluation

- a) *Role and relevance***
- i. How and at what levels did the 1997-2001 and 2002-2006 Country Programmes address the political, economic and social factors determining the realization of children's and women's rights in Morocco?
 - ii. How did they reflect the dynamic context of the policies and strategies of the Moroccan Government? How were the opportunities arising from the new policies (Family Code, concepts of the Government serving the citizen) identified and integrated in programming?
 - iii. How do programmes reflect the international consensus of the Convention on the Rights of the Child and the Convention on the Elimination of all forms of Discrimination against Women?
- b) *Design and focus***
- i. How was the human rights-based approach to programming taken into consideration?
 - ii. To what extent does the current Programme take the challenge of programming excellence, rights-based and result-oriented, as specified in the Mid-Term Strategic Plan (MTSP)?
 - iii. How does the gender concept show through in programming? To what extent and how particular attention is given to girls' and women's rights?
 - iv. How does the current Programme address the priorities of MTSP, of the "a World fir for Children" agenda and of the Millennium Development goals? Are the principles of the interdependence and indivisibility of children's rights respected?
 - v. Is the current Programme well focused, consistent and logical? Are the roles and responsibilities of the various partners involved in its implementation well defined and respected? Does their distribution foster the development of national capacities and progressive transfer to local partners?
- c) *Niche and comparative advantages***
- i. How were the Country Programme's niche and comparative advantages identified in the national context?
 - ii. Is there a good balance between operational activities and advocacy initiatives end between activities in the field and at the national level? How are they connected?
 - iii. What are the roles of operational activities? (substitution, facilitation, innovation, etc.), and are these roles defined and assumed in a dynamic fashion?
 - iv. To what extent and in what way is the current Programme integrated in the UNDAF process? How are complementarity and synergy ensured with the programmes supported by other United Nations agencies?
- d) *Country Programme effectiveness***
- i. To what extent were the 1997-2001 Programme objectives (reformulated by the 1999 MTR) realized?
 - ii. What is the progress made in the realization of the 2002-2006 Country Programme objectives?
 - iii. What are the processes, outputs and outcomes as well as the impact attributable to the Programme at various levels which can be considered as results?
 - iv. What are the main factors that contributed to the realization or non-realization of the objectives?
- e) *Efficiency***
- i. Is there enough information regarding the costs and results of programmes and projects to assess their effectiveness? Do results match efforts?
 - ii. To what extent are Programme inputs known? (financial input and in-kind contributions of the Government and other non-government partners...)
 - iii. Does Programme management (human and financial resources, supplies, etc.) lead to the best results at the cheapest cost?
- f) *Resource mobilization and management by UNICEF***
- i. How has UNICEF's contribution evolved over the last few years, in both Regular Resources and Other resources? What has the resource mobilization strategy been?
 - ii. What have the realization rates of annual budgets been (RR and OR)? What have the bottlenecks been?
 - iii. On the basis of past experience, to what areas and sources should resource mobilization be directed in the future?
- g) *Asset sustainability and possibilities of integration of the experiences in policies, strategies and programmes***
- i. To what extent are activities and results sustainable at their respective levels? (communities, municipalities, intermediary-level or national institutions)
 - ii. To what extent and in what way can they be replicated and/or integrated in national policies, strategies and programmes?

Annex 2

Recommendations: preliminary implementation scheme and time-frame

Chart 6 (see following pages) presents a first schedule for the implementation of the recommendations that stemmed out of the evaluation. The recommendations essentially propose a revision of the current 2002-2006 Programme and a design of the next 2007-2011 Programme that will make them better adjusted to the realization of human rights (R-1) in the perspective of Human Rights-Based Programming endorsed by the international Conventions to which the Kingdom of Morocco adhered.

To reach this objective, the evaluation proposes that the Country Programme, in compliance with UNICEF's directives and in accordance with best practices, use three programming tools: the Rights-Based Approach (HRBAP), the Gender Approach, and Results-Based Management (RBM) :

- The Human Rights-Based Approach to Programming (R-2) aims to identify unrealized rights, determine the causes for the situation and build the capacities of rights holders and duty-bearers.
- The Gender Approach (R-3) considers the realization of women's rights as an intrinsic factor of the realization of children's rights and a component of HRBAP; the analysis of gender relations must therefore permeate all elements of Programme design and implementation;
- Results-Based Management (R-4) defines measurable objectives for the Programme, by result level and by component, and bases itself on logframes that identify objectively verifiable indicators and critical conditions for the achievement of the results.

The implementation of the recommendations largely lies on an updating of the **situation analysis** of children's rights, which must now progressively integrate the analysis of gender relations. The SITAN must therefore make it possible to identify unrealized rights and set priorities, lines of intervention and objectives for the 2007-2011 Programme. The SITAN must also enable UNICEF to validate the relevance of ongoing pilot projects. The first stages of the updating of the SITAN have been completed for each Programme component with the preparation of the Mid-Term Review, and the next project will be to unify those elements to identify on the basis of a consensus between partners the areas where a more in-depth analysis must be conducted to refocus the current Programme and prepare the 2007-2011 Programme.

HRBAP implementation and the search for effectiveness require that the Programme be refocused on priority interventions leading to a real improvement in the realization of the rights. The evaluation therefore recommends (R-5) to examine pilot projects to ascertain whether the intervention models that have been tested can be institutionalized and replicated in realistic implementation and funding conditions. This approach by the partners of the Programme should lead to the consolidation of positive experiences and the abandonment of those that are inconclusive or unnecessary (R-1).

What also has to be done (R-6) is a redirecting of advocacy towards the promotion of unrealized rights and an increased resource mobilization integrating the notion of a maximum budgetary effort that the Government must undertake in favor of children. This should be backed by a communication strategy leading to the reinforcement of the impact of advocacy. Communication as an integral dimension of projects should also be reinforced (R-7). The evaluation recommends (R-8) to the Government that it should ensure partnership through an increased coordination of some Programme intervention areas, and to the Programme that it should diversify its partnership relations with NGOs while building their capacities. The Programme should also ensure better links with UNS Agencies through UNDAF, and with outside partners operating in similar sectors. In order to mobilize more resources to respond to children's needs, the evaluation recommends (R-8) to the Government to develop a budget fostering the realization of children's rights and to prepare a financing plan of the National Action Plan for Children.

Lastly, the evaluation recommends that at the time of the formulation of the 2007-2011 Programme, the Programme structure be modified to better reflect RBM objectives and requirements and that, until then, the expertise of UNICEF staff and of its partners be reinforced to ensure adequate use of the proposed programming tools.

Chart 1

Summary of recommendations and implementation scheme

Recommendation Scope		Prerequisites or required elements	Time-frame
1- Refocusing of Programme	Modify CP's contents so it better reflects the SITAN and the search for effectiveness	<ul style="list-style-type: none"> ▪ Update the SITAN ▪ Review pilot projects along criteria of relevance and effectiveness to know which should be continued and which should be terminated (R-5) 	<ul style="list-style-type: none"> ▪ CP refocusing to be completed with the formulation of the new CP in 2006 ▪ Review of 200-2006 pilot projects
2- Human Rights-Based Approach to Programming (HRBAP)	<ul style="list-style-type: none"> ▪ Integrate this fundamental tool in CP implementation ▪ Focus CP more towards the realization of unfulfilled rights and excluded categories ▪ Introduce the maximum budgetary effort dimension ▪ Introduce the gender approach 	<ul style="list-style-type: none"> ▪ Identify programme priorities by favoring more the rights that are unfulfilled ▪ The partners involved in the SITAM must come to an integrated vision of the degree of realization and non-realization of the rights to be able to set priorities and programme objectives ▪ Improvement of staff's and partners' skills (R-10) 	<ul style="list-style-type: none"> ▪ Updating of SITAN : 1st semester 2005 ▪ Information collection and first analysis of budgetary aspects ▪ Identification of rights to favor and CP directions 2007/11, 2nd week of 2005. ▪ Integration to Common Country Assessment and UNDAF results matrix, 2nd week of 2005
3- Gender approach	<ul style="list-style-type: none"> ▪ Mainstream the Gender Approach in the CP at all levels as an HRBAP component ▪ Reflect in the CP the progress made my women's rights 	<ul style="list-style-type: none"> ▪ Improvement of staff's and partners' skills (R-10) ▪ Review of programmes and projects to analyze gender relations and determine the implications of the incorporation of the gender approach ▪ Inclusion of the gender approach in the 2007-2011 CP design 	<ul style="list-style-type: none"> ▪ Skills: 1st semester of 2005 ▪ Review of programmes and projects : 1st and 2nd week of 2005
4- Results-Based Management (RBM)	<ul style="list-style-type: none"> ▪ Design RBM from the UNDAF results matrix ▪ List SMART objectives and logframes at all levels: CP, programmes, projects ▪ Develop and implement IMEP 	<ul style="list-style-type: none"> ▪ Improvement of staff's and partners' skills (R-10) ▪ Review of pilot projects to determine which will be kept and which will be abandoned ▪ Priorities and objectives of the 2007-2011 Programme in preliminary form 	<ul style="list-style-type: none"> ▪ UNDAF results matrix : 1st week of 2005 ▪ Development of logframes for programmes and projects: 2nd week of 2005 and 1st week of 2006 ▪ Development of IMEP: 2nd week of 2006.

Recommendation Scope		Prerequisites or required elements	Time-frame
5- Pilot experiences	<ul style="list-style-type: none"> ▪ Identify critical conditions and analyze feasibility of institutionalization of pilot experiences ▪ Consolidate positive experiences ▪ Refocus – abandon inconclusive or unnecessary experiences 	<ul style="list-style-type: none"> ▪ Documentation of pilot experiences ▪ Feasibility analysis by outside resources if necessary ▪ Analysis of project relevance with respect to SITAN update and HRBAP implementation ▪ Discussion with partners on continuation of projects 	<ul style="list-style-type: none"> ▪ Documentation of experiences: 1st week of 2005 ▪ Feasibility analysis, relevance analysis : 1st week of 2005-1st week of 2006 ▪ Consensus with partners on continuation of projects : 2nd week of 2005-1st week of 2006
6- Advocacy	<ul style="list-style-type: none"> ▪ Refocus the advocacy effort to the promotion of unrealized rights ▪ Strengthen communication ▪ Promote resource mobilization and maximum budgetary effort 	<ul style="list-style-type: none"> ▪ Situation analysis update ▪ Communication strategy ▪ Analysis of information on budgetary effort and consensus with partners on nature of advocacy 	<ul style="list-style-type: none"> ▪ Communication strategy: 2nd week of 2005 ▪ Advocacy for resource mobilization and budgetary effort from the 1st week of 2006
7- Communication at the level of programmes/projects	Develop and implement a communication strategy at the level of programmes and projects	<ul style="list-style-type: none"> ▪ Documentation of projects ▪ Objectives of components - 2007-2011 Programme 	<ul style="list-style-type: none"> ▪ Documentation of projects: 1st week of 2005 ▪ Strategy: 1st week of 2006
8- Partnership	<ul style="list-style-type: none"> ▪ Reinforce the partnership with the Government thanks to an increased coordination from the Government ▪ Diversify the partnership with NGOs and build their capacities ▪ Improve coordination at the UNS level through UNDAF, the coordination of other partners in areas of common interest 	<ul style="list-style-type: none"> ▪ Specify coordination needs in current and future intervention areas ▪ Identify the areas of cooperation with NGOs ▪ Participation UNICEF-Morocco and CP to the UNDAF process 	<ul style="list-style-type: none"> ▪ Coordination: current needs: 1st week of 2005; future needs : 1st week of 2006 ▪ Cooperation with NGOs: 2005-2006 ▪ Strengthening of NGOs: planning 2006 and implementation 2007-2011. ▪ UNDAF participation: 2005

Recommendation Scope		Prerequisites or required elements	Time-frame
9- Resource mobilization	<ul style="list-style-type: none"> ▪ Development by Government of a budget favoring children's rights ▪ Preparation by Government of a financing plan of the National Action Plan for Children ▪ Reinforce resource mobilization at the local level ▪ Strategy of mobilization of Other resources by UNICEF-Morocco 	<ul style="list-style-type: none"> ▪ Will of Government ▪ UNICEF's supporting capacity 	<ul style="list-style-type: none"> ▪ Actions of the Government connected with the programming of the Budget Department and the budgetization of the National Action Plan for Children ▪ Strategy of mobilization of Other Resources: 2006.
10- Implications for CP organization	<ul style="list-style-type: none"> ▪ Modify structure of Programme to make it more consistent with objectives and more transparent for M&E ▪ Reinforce skills in use of essential programming tools : HRBAP, Gender Approach, RBM 	<ul style="list-style-type: none"> ▪ Objectives and directions of the 2007-2011 Programme ▪ Skill reinforcement: information sources, documentation and training, and availability of staff and partners 	<ul style="list-style-type: none"> ▪ Structure of Programme: 2006 ▪ Skill reinforcement: 2005 ▪ Outside resources for the analysis of pilot experiences and budget analysis: 1st week of 2005. ▪ Possible hiring of gender expert: 2006

Annex 3

List of individuals met and agencies consulted

Ministry of Foreign Affairs and Cooperation	
Mr. Ahmed AMEZIANE	Director, Department of Multilateral Cooperation ("DCM")
Mr. Ahmed AFAILAL	Head, Division of operational activities - DCM
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Mr. Abdelrhani KERAOUI	Department of multilateral cooperation
Prime Minister's Office	
Mr. GUERRAOUI	Head,
Ministry of National Education	
Mr. NAHYA	Head, Cooperation Division,
Mr. M. EL YAALAOU	Deputy Director of Cooperation
Mr. Jamal KHALLAF	Director, Department of Evaluation and Student Life
Mr. Abdelaziz EL GHORDAF	Head of formative evaluation at the department of Evaluation and Student Life, and of the Partnership and Cooperation Project Unit
Mr. MZIL	Head of preschool and member of the Education Technical Committee
Mrs. Wafaa BENAZZAOU	Supervisor of school health
Mrs. BOUAZZAOUI	Director of informal education
Mr. DAHANI	Head, Division of the school-zone map
Mr. Youssef SIMOU	Head, Department of Public Relations, formerly Head of the Programme Communication Unit, Department of Cooperation
Mr. HSSAIN OUJOUR	Division Head, Informal Education

Mrs. Bahija MRINI	Head, Schooling Promotion and Planning Section, Department of Strategy, Statistics and Planning
Mr. Mohamed BENCHEKROUN	In charge of the UNICEF file, Department of Cooperation
Mr. A. GOUITTAA	Director, Department of Strategy
Ministry of Health	
Mr. Mohamed CHEIKH BIADILLAH	Minister of Health
Dr. Mostapha TYANE	Director, Department of Population (« DP »)
Dr. Noureddine CHAOUKI	Head, Division of Non-communicable Diseases, DELM
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Dr. Ali Bensalah	Head, Department of Maternal Health – DP
Dr. Mohamed Braikat	In charge of the national vaccination programme – DP
Dr. Amina SAAD	Head, department of endocrine and metabolic diseases
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Mrs. Sanâa Cherqaoui	Head of Department of OI / DPRF
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Dr. El Arbi Rjimati	Dr. in Nutrition SE/ DSMI/ DP section
Mr. Abdenbi Khounfi	Manager, SE/ DSMI/ DP
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Mrs. FAHIM	Director of Labor
Ministry of the Interior	
Mr. Nourreddine BOUTAYEB	Director, Department of Rural Affairs
Mrs. BENOMAR	Department of Rural Affairs
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Mr. AUJJAR	Minister
Mrs. Hind AYOUBBI	Director of international relations
State Secretariat in charge of Family Affairs, Childhood and the Handicapped	
Mrs. Yasmina BADDOU	Secretary of State
Mr. Jamal RHMANI	Director
Mr. Khalid CHIRIFI ALAOUI	Head, Cooperation Division
Mrs. Khadija YAKRIB	Head, Communication Division
Mrs. Feeh Leila BELFEKIR	Head, Childhood Division
Mr. R ELMAKKAOUI	
Ministry of Crafts and Social Economics	
Mr. Ahmed SAIRI	Director of Heritage Conservation, Innovation and Promotion
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National Center of Programme Evaluation (“CNEP”)	
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Mr. Mbarek RELMERHNA	CNEP
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Mr. Mohamed SERIFI-VILLAR	In charge of the Tangiers Programme
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Mrs. Fatima RAMRAM	Consultant on the qualitative study on waiting houses
Agencies of the United Nations System	
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Mr. Kazunori IJIMA	First Secretary, Embassy of Japan
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Mr. Masao TSUJIOKA	Resident representative, JICA
Mr. Naoto NAKAGAWA	Deputy resident representative, JICA
Mr. Shigeki KAWAHARA	JICA, Improvement of basic education in a rural environment project
Mr. Christian BELLEVENUE	French cooperation, coordinator, Support to basic teaching project
Mr. Philippe MOTTET	Representative of the <i>Wallonie-Bruxelles</i> delegation
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Mr. Alain VANDERSMISSEN	European Commission, advisor in charge of social sectors
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Mrs. Aouatif ALIOUA	Development Officer, Embassy of Canada (CIDA)
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NGOs and civil society	
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Mr. A. TABIH	ONDE
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Mrs. Isabelle JACQUET	Chargée de Mission on women and their rights, UNESCO Chair, Ibn Tofail University and Mohammed V University
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Mr. Driss EL YANOUSSE	Governor
Mr. Tamditi ABDELHAQ	Provincial Coordinator, MI, Chaouen
Group visits and interviews	Municipality of Zoumi, ASSBI, schools (Majmouat madariss Abdallah Al haboti), Zoumi hospital, schools
Dr. BJANI	Head physician, SIAAP, Chaouen
Miss Oumaima LAASRI	Health focal point – MH delegation Chaouen
Mr. Ali AALOU	President ASSBI
Mr. Abdelaziz CHAHBOUNE	Member ASSBI association
Mr. Ben driss ALAMI	Member Professeur ASSBI association
Mrs. Jamila MAADOUDI	Member ASSBI association
Mr. MADINI Mhamed	Teacher – Education – Chefchaouen
M. LASRA Oumaima	Teacher – Health
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Mr. LMOUCHTER Brahim	Caïd representing the local Territorial Government
Dr. BJANI Lahoucine	M/c SIAAP Health Delegation Chefchaouen, ASSBI member
M. CHAHBOUN Abdelaziz	ASSBI member, training team of the Municipal Committee (MC)
M. GHAFIR Abdellah	Vice-President/Zoumi MC
Mr. SEBBAR Mohamed	CR Secretary General, Zoumi M.C. member
Mr. AYACH Mohamed	Technicia, member of Zoumi M. C.
Mr. AMEZIANE Mohamed	Civil Servant at Zoumi CR – MC member
Mr. EL MAWARDI Rachid	M/c of Zoumi regional health center
Mrs. HAMZA Souad	Educator C.C
Mr. CHRIKI Noureddine	President of TAGHNIT Association
Mr. EL ISSI Charaf	Zoumi CR civil servant, CC member
Mr. ROUADI Abdeslam	CR civil servant, CC member, chief physician
Al Haouz Province	
Mr Mohamed ICHENNAREN	Governor of the Province
Dr. Rachid Zemmouri	Delegate from the Ministry of Health
Mr. Abdelkrim Toufik	Delegate from the MNE, Education focal point
Mr. Abdessamad HAJJAJ	Provincial coordinator
Dr. Salah LAARAOUI	Head Physicial of Tamazouzt health center, Municipality of Igherferouane
Mr. ACHIBANE	Focal point Health
Mrs Fatima RAMRAM	UNICEF consultant in charge of the survey on DAO survey
Childbirth doctor and nurse	Municipal health center of Igherferouane
Group interviews	Ouled Haddou training beneficiaries
Visits	Schools : Igherferouane, Ouled Haddou; Igherferouane dispensary
Zagoura Province	
Mr. Mohamed BAËLA	MNE delegate
Mr. BAADI	Focal point, Informal Education
Dr. Abderrahman MAJD	MH delegate in Zagora
Mr. Mohamed BAALA	Focal point, Education
Dr Abdelmajid ABOUCHRAA.	Focal Point, Health

Mr. Amerzouk LHOUCINE	SEMR provincial coordinator
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Dr. Abdelilah SBAHI	Physician, Tazarine health center
Mr. Abdellah JANFAR	Caïd of Tazarine
Mr. TAOUFIK Tazarine	President of the DAO management association
Mrs Samira AIT YASSINE	Preschool activity leader – Early childhood
Municipal committee members	Ait Ouallal
Secretaries general	Municipalities of Tazarine and Ait Ouallal
Group interviews	Traditional midwives and health relay agents officers of Ait Ouallal
Group interviews	The people in charge of the ADEDRA NGO
Group interviews	The Secretary General, traditional midwives and various members of the Municipal Committee, municipality of Ait Oualal
Visits	Zagoura, resource center, dispensaries of Ait Oualal and Tazarine, schools
Fès- Élimination of child labor in handicraft project	
Dr KANDOUSSI	Project coordinator, division chief of medical affairs, Health and University Center, CHU, Fès.
Mr. Abdellah KACIMI	Secretary General, Wilaya of Fès
Mrs RANI	Wilaya of Fès
Mr. NGADI	President of the Moroccan Family Planning Association (« AMPF »)
Mrs SKOURI	Vice-Pr., Moroccan Solidarity Without Borders Association (« AMSSF »)
Mrs Iratxe BILBAO :	UNICEF Cooperation Officer
Mr. Slimane OUMIMOUNE	Regional Delegate for handicrafts in Fès
Mr. Ahmed BOUZIANE	Sociologist, expert in handicraft and childhood matters
Group interviews	Members of the Brazier association committee
Visits	Two protection centers in Fès, potters' cooperative workshops, Zelighe workshop, rug factory, school visits
Group meeting	Educators and little girls working in the rug industry, educators and little girls working in the pottery industry, children studying in informal education
Group interviews	Social workers
Group interviews	The education team – monitoring of working children's education, Fès delegation of the MNE
Tangiers -Tétouan	
Mr. M. KABBAJ	Director of the Tétouan-Tanger-Asilah education district
Mr. Mohamed SERIFFI	UNICEF coordinator, Tangiers
Mrs Mounira ALAMI	Presidente of the Darna association
Mr. AARAB Mohamed Youssef	Teacher at the Tangiers Regional Pedagogical Center
Tangiers meetings for Quality School and Formative Evaluation sub-projects	
Mr. AMOKRANE Abdou	President, Al BARZAKH association
Mr. GILBERT Olivier	Amendis – VE, Director of social projects
Mr. KHALIL MED	MENJ delegate – Fahs Béni Makada
Mr. LAROUSSE Abdelmajid	Plastic artist and teacher
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Mr. BELKHADA Abdeslam	Director of the SIDI AHMED BEN AJIBA school
Mr. BENNADIR Nouredine	Inspecteur in Guidance Counselling
Mr. BERRARIJA Hicham	BIR CHIFA 3 school – Fahs Béni Makada
Mr. BGHIEL Mohamed	Elementary School Inspector

Mr. EL OTMANI Abdennabi	Bureau Chied, elementary school-zone map
Mr. TAMOUH Hicham	Guidance Counsellor
Mr. ZAKARIA Abdelmajid	Elementary School Inspector, Tangiers-Asilah delegation
Tangiers meetings and interviews : Integrated Information System on Children project	
Mr. SALAMA Moha	MNE Delegate in Tangiers-Asilah
Mr. GHAYATI Noureddine	Regional Department of Planning
Mr. CHAHOUA Saïd	Regional Director of Planning in Tangiers
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Mr. ELGHZAOUI Abderrahman	Vital Statistics Division
Mr. BELGHITI Ahfid	Chief of Vital Statistics Division – Tangiers Wilaya
Dr BENDALI	Delegate, MH Delegation in Tangiers
Dr CHERGAOUI Miloud	Head Physician, SIAAP
Mr. SOUSSI Abdelfattah	In charge of school health
Casablanca : Little Maids project	
Mr. Herifi MEHDI	President of the Association of Derb Soltan benefactors
Mr. ZIAT	Education Inspector, Association of Derb Soltan benefactors
Mr. Mohammed ALAANAIA	Coordinator of the “Little Maids” project for the Wilaya of Casablanca
Mrs Chantal RIGOU	Physician involved in little maid monitoring
Mrs Najat MJID	President of the Bayti Association
Mrs Samira El AMRY	In charge of little maids’ education, Amal Association
Marrakech – Interviews : Integrated Information System on Children project	
Mr. OUAFIR Mohammed	Planning inspector, MNE delegation
Mr. Ahmed OUAGHAD r régional	Director, Regional Planning Department
Mr Boujemaâ AOUSDI	Head of statistical services, Regional Planning Department
Agadir	Forum on education quality : Participation to the MTR – Education

Annex 4

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Annex 5

Recommendations of the Geneva Committee on Children's Rights

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
8	<u>Reservations:</u> To consider withdrawing the reservation pertaining to Article 14 which guarantees the right to free thinking, conscience and religion	N/A. ¹
10	<u>Legislation:</u> To pursue efforts to integrate CRC rights, principles and provisions in the legislation.	A Childhood Code is being developed in the context of cooperation between UNICEF and the State Secretariat (SS) in charge of family matters.
12	<u>Resources:</u> To increase the volume of human and budgetary resources allocated to the implementation of children's rights, to guarantee the implementation of priority policies and to systematically assess effects.	The resources allocated remain roughly at the same level. The government wants to establish a results-based management. The MNE strategic framework will set up performance indicators of the education and education quality sector.
14	<u>Coordination:</u> To grant the SS in charge of family matters, solidarity and social action the financial resources necessary to effectively coordinate the implementation of all CRC aspects at the central, regional and local levels.	A Ministry has just been created (June 2004), but its coordination role and its resources are not known.
16	<u>National action plan:</u> To speed up the preparation of a new action plan and re-energize the national commission gathering the main actors of CRC implementation.	Morocco has committed itself in 2004 to develop and implement a national action plan entitled : « A Morocco fit for its Children ». The National Congress on Children's Rights has devoted its 10 th edition to political mobilization and to the official launching of the development process of the national action plan.
18	<u>Independent monitoring structure:</u> On account of ONDE's current role, to establish an independent structure in charge of monitoring and evaluating the progress made in CRC implementation, of receiving complaints and of investigating them.	Currently, absence of an independent structure. A consultation on this matter was conducted in the context of the Morocco-UNICEF Country Programme.
20	<u>Data collection:</u> To develop a CRC-compatible data and indicator system, disaggregated by sex and by region with an emphasis on vulnerable groups. To use these indicators for policy development.	The Integrated Information System on Children pilot project undertaken by Planning High Commission with the support of UNICEF abides by this recommendation.
22	<u>CRC training and dissemination:</u> a) To pursue and identify efforts to publicize CRC among children and the general public, with materials especially developed for children, and also translated in the Tamazight language and the Moroccan dialect. b) To continue and systematically strengthen training programmes regarding the principles and tenets of the CRC, designed for use by all professional groups working with or for children, i.e. judges, lawyers, civil servants, teachers, health workers, social workers, religious leaders and so on.	Unavailable information on new actions beyond those that are implemented in the context of the Country programme.
24	<u>Definition of a child:</u> To eliminate the gender discrepancy on the minimum wedding age.	The minimum wedding age has been set at 18 for both sexes in the new Family Code.
26-27	<u>Right to non-discrimination:</u> To pursue and reinforce its action by eliminating any discrimination based on gender or birth in all areas. To take all appropriate steps, for instance education campaigns, to fight all negative social behaviors in this respect, to train the legal profession to take the gender factor into consideration. To mobilize religious leaders to support these efforts.	N/A

¹ For the purpose of this chart, the mention N/A (not available) has been inserted when no information was available on the follow-up that was given to the recommendation.

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
29	<u>The child's best interest:</u> To review the legislation in the perspective of the child's best interest.	This principle has been affirmed in the new Family Code and in recent legislative reforms.
31	<u>Respect of the opinions of the child:</u> a) To support and reinforce the activities of the Children's Parliament and create actual municipal councils for children endowed with the necessary resources. b) To promote and foster in the family, at school, in courts of law and in administrative bodies respect for children's opinions in all matters that concern them. c) To establish in communities training programmes for teachers, social workers, civil servants, religious leaders to help children express their views and opinions knowingly and take them into consideration.	Regular actions are conducted for the Children's Parliament and for the experimental establishment of municipal councils. b) and c): no significant actions on the other aspects.
33	<u>Registration of births:</u> To ensure the implementation of the new civil status law on birth registration and conduct awareness building campaigns to reach a registration rate of 100% by 2998.	Campaigns are conducted in a few pilot sites.
35	<u>Torture and cruel, inhuman or degrading treatments:</u> a) To take all appropriate steps to prevent any form of abuse by law enforcement officers of any other civil servant. b) To create adapted mechanisms to receive complaints for abuse directed by children against law enforcement officers. c) To intensify efforts to train law enforcement officers to children's human rights.	Analysis of potential actions to come in the context of the Country Programme: <ul style="list-style-type: none"> • advocacy <ul style="list-style-type: none"> ▪ officer training ▪ toll-free number to receive complaints No significant steps of a general impact have been made.
37	<u>Children deprived of a family environment:</u> a) To undertake a study of children in institutions. b) To develop programmes and policies to prevent children from being put in institutions. c) To take all necessary steps to enable children in institutions to go back to their families as soon as possible and only consider their being institutionalized as a last recourse. d) To set up clear standards for institutions and plan a periodical review of children's institutionalization.	a) Study to be conducted in 2004 in the context of the Country Programme. b), c), d): not done.
39	<u>Replacement protection:</u> a) To base institutionalization on a judiciary decision. b) To provide the children concerned with the same social benefits as the others. c) To set up a mechanism to receive and review complaints. d) To have girls and boys equally benefit from kafala.	a) et b) Provided for in the new law on Kafala c) et d) : not done
41	<u>Unlawful transfers and children not returning from abroad</u> To reinforce dialogue and consultation with the countries concerned and to ratify the La Hague Convention on the civil aspects of international child abductions.	N/A
43	<u>Acts of violence, abuse, neglect and mistreatment:</u> a) To conduct a study to determine the causes, the nature and the scope of child abuse and to develop policies and programmes to prevent and fight violence. b) To take legislative steps to forbid any form of physical and mental violence, including corporal punishment and sexual abuse on children within the family, at school and in receiving homes. c) To change the legislation on the age at which children can enjoy special protection against violence. d) To organize information campaigns on violence. e) To set up complaint receiving mechanisms. f) To investigate mistreatment cases and start legal proceedings while making sure that this does not victimize children. g) To provide victims with health care, recovery, reintegration. h) To train parents, teachers, law enforcement officers, social services staff, judges, health professionals and children to identify, report and manage mistreatment cases.	a) A study is ongoing on violence at school. Studies have to be planned for : children's institutions, summer camps, workshops, the street, etc. b) Modifications of the penal code partially abide by this recommendation. c) The modifications of the penal code abide by this recommendation. d): not done. e) g) Experience of receiving homes/attention and guidance of the Ministry of Health. f), i): Not done.
45	<u>Health and health services:</u>	a) et b) Ongoing Health Ministry

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
	<p>a) To increase resources and develop, adopt and implement coordinated policies and programmes to improve and protect children's health, especially in rural zones.</p> <p>b) To foster equal access to primary health services, reduce mother the mortality of mothers and children, to prevent disorders caused by iodine deficiency and promote breastfeeding.</p>	programmes, several of which with the support of the Country Programme.
47	<p><u>Adolescent health:</u></p> <p>a) To undertake an in-depth study on adolescents' health problems and formulate health policies and programmes in favor of adolescents, with particular emphasis on girls.</p> <p>b) To develop education in the area of sexual health, and mental health and counseling services, and to make them accessible.</p>	Initiatives planned in the context of the Country Programme.
49	<p><u>HIV/AIDS:</u></p> <p>To intensify efforts to prevent HIV/AIDS and ask UNICEF and UNAIDS for additional technical assistance.</p>	Ongoing programmes, several of which with the support of the Country Programme.
51	<p><u>Handicapped children:</u></p> <p>a) To gather complete data and use them to develop policies and programmes in favor of handicapped children.</p> <p>b) To examine the situation of children in terms of access to adapted health care and education, and on the job market, to allocate sufficient resources to reinforce services, help families and train professionals in the field.</p> <p>c) To integrate international rules and recommendations pertaining to equal opportunities and the rights of handicapped children.</p>	a) et b) no follow-up.
53	<p><u>Standard of living:</u></p> <p>a) To supply support and financial assistance to economically disadvantaged families, especially one-parent families, and to guarantee children's rights to an adequate standard of living.</p> <p>b) To extend and reinforce social protection</p> <p>c) To consider the development of a poverty reduction strategy with special emphasis on vulnerable children and on families.</p>	<p>There is currently no poverty reduction strategy and national plan. No new measure is added to actions of support to agricultural process or existing subsidies for basic products.</p> <p>Pilot project of the fight against poverty in an urban environment conducted with UNDP.</p>
55	<p><u>Education, leisure and cultural activities:</u></p> <p>a) To see to it that boys and girls have access to education, without financial barriers, in urban or rural zones, and in least developed regions.</p> <p>b) To take all necessary steps and plan for the financial, human and technical resources to improve teaching efficiency.</p> <p>c) To pursue efforts to introduce human rights and children's rights in school programmes.</p> <p>d) To implement additional measure to promote preschool and student retention and adopt efficient measures to reduce the illiteracy rate.</p>	<p>a) et b) The directions of the education National Chart and of the MNE's Strategic Framework follow the recommendations, however there are not yet programmes endowed with sufficient financing to implement them.</p> <p>c) Ongoing on an experimental basis..</p> <p>d) Inadequate means, financial constraints remain.</p>
57	<p><u>Children affected by armed conflicts:</u></p> <p>To take all possible steps to ensure the protection of children affected by conflicts (Western Sahara).</p>	N/A
59	<p><u>Migrant children:</u></p> <p>a) To prevent migration by offering education opportunities.</p> <p>b) To ensure that the children repatriated from Spain are directed towards their families of services for the protection and reintegration services.</p> <p>c) To investigate abuse cases.</p>	<p>a) No follow-up</p> <p>b) N/A</p> <p>c) Ongoing in the education sector.</p>
61	<p><u>Economic exploitation and child labor:</u></p> <p>a) To reinforce the integrated strategy of the fight against children's economic exploitation.</p> <p>b) To ensure full legislation compliance with ILO's Conventions 138 and 182, reinforce labor inspection in quantity and in quality to ensure law enforcement and prevent economic exploitation, particularly in the unstructured sector..</p> <p>c) To allow for the social reintegration of economically exploited children by reintegrating them in the educational system.</p> <p>d) To take necessary action to prevent and end the use of children as domestic servants (little maids) by developing a wide-ranging policy including debates and</p>	<p>a) No strategy, except for the possibility to extend the Fès and Casablanca experiences.</p> <p>b) Special laws for the traditional handicraft industry and domestic work remain to be developed, and so is the degree of reinforcement of the labor inspection department to ensure the enforcement of the laws.</p> <p>c) Action limited to pilot projects.</p> <p>d) The strategy remains to be developed..</p>

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
	awareness-building campaigns, providing advice and support to the most vulnerable families, and tackling the fundamental causes of this phenomenon.	
63	<p><u>Sexual exploitation:</u></p> <p>a) To extend protection against sexual exploitation to all boys and girls under 18 in all legal documents.</p> <p>b) To ensure that child victims are not treated like delinquents but can resort to reintegration and rehabilitation programmes.</p> <p>c) To undertake studies on the scope of sexual exploitation, including prostitution and pornography.</p> <p>d) To develop and implement an integrated strategy of the fight against sexual exploitation, in accordance with international commitments.</p>	<p>a) The new Penal Code answers this recommendations.</p> <p>b) The new Code of Penal Procedures answers this recommendation.</p> <p>a) and b) Necessity to extend the provisions of the law by a policy and men's to make protection effective.</p> <p>c) A study must be undertaken with the support of the Country Programme.</p> <p>d) The strategy remains to be developed.</p>
65	<p><u>Street children:</u></p> <p>a) To develop and implement a wide-ranging strategy.</p> <p>b) To see to it that street children have sufficient nutrition, clothing, shelter, access to health care and education, especially vocational and daily life training, for their full development.</p> <p>c) To ensure reintegration and rehabilitation services for victims of physical abuse, sexual abuse and drugs, protection against police arrests, and reconciliation services with families or host families.</p> <p>d) To cooperate with NGOs working with street children.</p>	<p>a) Strategy not developed as yet</p> <p>b) No follow-up</p> <p>c) Limited action by NGOs</p> <p>d) Limited cooperation, no support as far as means are concerned.</p>
67	<p><u>Children in conflict with the law:</u></p> <p>To take appropriate steps to ensure the effective implementation of the new penal code.</p>	<p>a) The new code of penal procedures follows this recommendation.</p> <p>b) same as above</p> <p>c) Actions of development of case management and monitoring services, with the support of the Country Programme.</p> <p>d) same as c)</p>
68	<p>a) To set up a sufficient number of youth courts and train the judges.</p> <p>b) Use incarceration only as a last resort and for the shortest period possible.</p> <p>c) To protect the rights of children deprived of freedom, monitor detention conditions and ensure that children remain in touch with their families.</p> <p>d) Reinforce rehabilitation and reintegration programmes.</p>	<p>b), c) et d) Beyond pilot actions, nothing substantial has been accomplished.</p>
69	<p><u>Minorities :</u></p> <p>To ensure that the children of the Amazigue community will practice their own culture, use their own language and preserve and develop their own identity. To authorize the parents of this community to give their children Amazigue names.</p>	<p>Small-scale initiatives, especially for elementary education.</p>

Annex 6

Updated elements of a human rights-based approach to programming

List of boxes

Box 1: Legal reform and human rights-based approach to programming

Box 2: The concept of a human rights-based approach to programming

Box 3: The gender dimension and the human rights-based approach to programming

Box 4: Budgetary resources and human rights-based approach to programming

Box 5: Child participation and human rights-based approach to programming

Final document, Second Global Consultation on a human rights-based approach to programming, Quito, Sept. 21 to 24, 2003.

Box 1

Legal reform and human rights-based approach to programming

- a. Legal reform is an essential component of a human rights-based approach to programming, although the successive stages of its application depend on the country context.
- b. The standards that govern a human rights-based approach to programming should be applied to the legal reform itself.
- c. A human rights-based legal reform implies that legal frameworks should be developed in cooperation with civil society stakeholders, catalyze social policies and promote the establishment of the state of law (i.e. power separation, independence of the judicial power and respect of the constitution and the law by all, including officers of the State).

Legal reform therefore has the following implications:

- a review or reform not only of the laws, but of the components of the judicial system, for instance the establishment of special courts for children, the delegation of other legal powers to certain judges, etc.
- institutional reform through the establishment of new institutions or the transformation of existing bodies into institutions guided by the principles of the CRC and CEDAE, which aim at protecting and uphold the rights of women and children and ensure the efficiency of the laws. This also requires capacity building, for instance judge training, to lead to an efficient operation of the institutions.

Box 2

The concept of a human rights-based approach to programming

For UNICEF, a human rights-based approach to programming means the following:

- the objective of all Country Programmes, including in humanitarian situations, is the realization of women's and children's rights;
- the principles of human rights and children's rights are guiding programming in all sectors and at all phases of the programming process;
- Country Programmes are focused on capacity building for duty bearers who have to respect, protect and realize those rights, and for duty bearer who must claim them.

The five stages of a human rights-based approach to programming are the following:

1. Causality analysis
2. Analysis of roles and patterns
3. Capacity analysis
4. Identification of the necessary steps to take to close capacity gaps
5. Formulation of the programme

A human rights-based approach to programming must integrate the following essential functions:

- to exert an influence on legal reform or support it;
- to exert an influence on policy reform or support it;
- to exert an influence on institutional reform or support it;
- to exert an influence on public budgets;

- to empower communities and families.

Each of these components must also include the following themes:

- gender equality;
- non-discrimination;
- participation;
- partnerships;
- empowerment;
- cross-sectoral action;
- accountability.

Box 3

The gender dimension and a human rights-based approach to programming

Gender equality and women's rights and the human rights-based approach to programming

- a. The Convention on the Rights of the Child (CRC) and the Convention on the elimination of all forms of discrimination against women (CEDAW) are the most widely ratified humanitarian treaties, and there is a widely supported international consensus around the idea that rights have to be respected, protected and ensured. In these treaties, the standards applied to women's and children's rights support each other, and the recognition of women and children as rights holders is intrinsic to the analysis and the programming of a human rights-based approach to programming.
- b. Gender equality and the realization of women's and children's rights are also crucial to realize the Millennium Development Goals.
- c. Gender discrimination must be explicitly documented and analyzed. Gender equality and women's and children's rights must be at the heart of a human rights-based approach to programming. This means that UNICEF must consider women as full-fledged rights holders, and not only as entities leading to the realization of children's rights.
- d. Eliminating gender discrimination and reinforcing the rights and the status of women at all levels (individual, family, community and nation), is a fundamental underlying factor of the results- an human rights-based development work, and the achievement of children's rights.
- e. Recognizing these fundamental factors of a human rights-based approach to programming, it is important to recognize that although UNICEF mentions CEDAW as one of the contexts of its work, gender equality and women's rights have often not been suitably operationalized.
- f. It is vital to recognize particular violations of women's rights in humanitarian situations.

Recommendations

To operationalize the concept of gender equality and women's rights within the framework of HRBAP, the following recommendations are in order:

- a. The programming approach (including causality, role and patterns, and capacity analyses) should explicitly integrate a gender-based perspective.
- b. Planning at the community level should ensure that the views and opinions of girls, women and children are heard and contribute to the decision-making process.
- c. Since integrating the gender perspective is inherent to human rights-based programming, UNICEF should, in the context of UNDAF, take a leadership role to ensure the integration of gender equality and the rights of girls and women in all United Nations programmes.
- d. UNICEF should support and commit itself to the monitoring and reporting process rooted in CEDAW.
- e. The legal reform project should analyze family laws and policies with due consideration to the gender approach; it should contain recommendations which will serve the cause of gender equality and women's rights.
- f. Macro-analysis and interventions focused on the strategic paper on poverty reduction, sectoral approaches and investment programmes and budget analysis should factor in a gender dimension.

Box 4

Budgetary resources and human rights-based approach to programming

Maximum resources: Article 4

- a. **Maximum resources:** as mentioned in Article 4 of the CRC, States have an obligation to supply resources for children at the maximum level of their capabilities. The mechanisms through which States supply these resources are their national and local budgets. UNICEF must therefore work at ensuring : 1) that States and societies allocate necessary resources GNP or GDP) to invest in children; 2) that social budgets receive the appropriate allocations from the overall national budget; 3) that the resources that are proper to the social sector receive their allocations in accordance with equity, efficiency and transparency criteria. In this context, UNICEF's focus must not be limited to the expenses of the social sector, but adopt a broader policy including policy and tax burden, allocations between sectors and public indebtedment.
- b. **Participatory analysis and assessment:** as for other sectors of human rights-bases programming, assessment and analysis

are the first stages of the process. In the case of budgets, UNICEF must either develop its own capacity to analyze national expenses, or be in position to conduct a thorough evaluation of resource allocations, both nationally and locally, on the basis of data obtained and analyses conducted by other parties. In accordance with HRBAP principles, this analysis must be conducted in conjunction with duty bearers (national ministries, parliaments, etc.) and rights holders (e.g. members of the public, children or adolescents). UNICEF must also work at the broadening of the dialogue and the support of strategic partnerships on public budgets, progressively involving civil society, the private sector, the media and others through communication activities aiming to disseminate as widely as possible the elements and conclusions of its budget analysis. This implies a significant reinforcement of UNICEF capabilities in the economy and advocacy at the national and international levels.

- c. Public advocacy: the work performed by UNICEF to reallocate national expenses while remaining true to the « maximum possibility level » standard will mean that UNICEF will have to go beyond the level of analysis and assessment and indulge in public advocacy to build awareness and mobilize other sectors (the media, the private sector, civil society, etc.) so that the allocation of appropriate resources and the budget reforms that will make this standard operational can be supported.

Box 5

Child participation and human rights-based approach to programming

Considerable progress has been made to promote participation, including from children and young people, in the programming of UNICEF, but participation has often been focused on national or global events, and the approaches taken have only allowed for the participation of a few people². In the HRBAP context, Country Offices must foster the participation of young people and respect the views of children in all programming phases while making sure that those of women and girls are respected too. The participation of children to decisions made daily regarding their lives, and more generally everyone's involvement in the participatory and democratic management processes of local or national affairs, must be included in the objectives of the support brought by programmes.

UNICEF should therefore promote:

- the adoption of participatory approaches in the assessment and analysis of local and national situations for the development of action plans;
- the adoption and institutionalization of official and informal channels so that the youth can formulate and stake their human rights claims;
- the adoption of a participatory approach in local and national programmes, the development of policies and legal reform;
- a participatory approach in monitoring progress in relation to national plans, policies and programmes supporting the realization of women's and children's rights;
- youth involvement in community development, peace building, conflict resolution and recovery activities during and after conflicts.

² Final document, Second Global Consultation on a human rights-based approach to programming, Quito, Sept. 21 to 24, 2003.

Annex 7

The structure of the 2002-2006 Country Programme

THE STRUCTURE OF THE 2002-2006 COUNTRY PROGRAMME

2002-2006 Country Programme

(Left to right:)

Support to national priorities
Support to children in rural areas
Child protection
CRC promotion and monitoring

Education
Basic health
Local capacity building
Right to survival and development
Children in institutions
Communication
Monitoring and Evaluation

Early Childhood
Asset consolidation
Development of local skills
Development of the young child
Children at work
Promotion and Culture Analysis Children's Rights
Analysis of the status of children

Quality education
IMCI
Municipal follow-up
Basic education, formal and informal
Street children
Child participation
M&E Country Programme

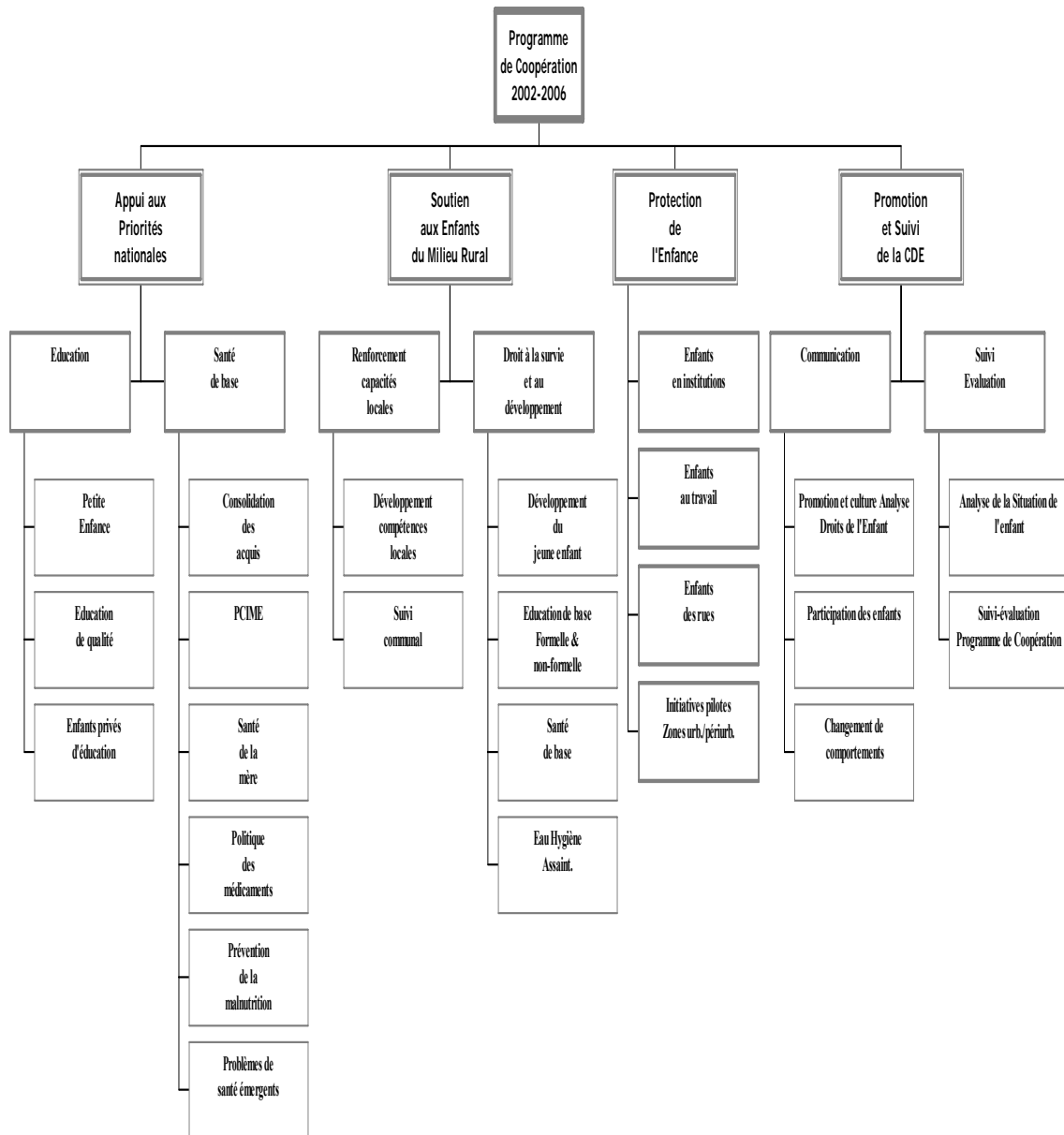
Children deprived of an education
Mother's Health
Basic Health
Pilot initiatives urb./peri-urb. zones
Behavioral change

Drug policy
Water Hygiene Sanitation

Malnutrition prevention

Emerging health problems

STRUCTURE DU PROGRAMME DE COOPERATION 2002-2006



Annex 8

Programme, project and sub-project objectives

Programme/Project/ Sub-project	Objectives of the programmes, projects and sub-projects of the Country Programme
<i>Support to national Priorities Programme</i>	To contribute to national policies and strategies aiming to ensure children's right to survival and development
Project 1 - APN-Education	To guarantee children's access to quality education through the adoption at the national level: - of educational intervention models with parents and educators of young children; - of the improvement of learning background and conditions at the elementary level; - of curricula adapted to unschooled children (9/15 y/o).
<i>Sub-project: Early Childhood</i>	Production and proposal of educational intervention models to parents and educators of young children up to 3 years old and of preschool level (4-5 years old)
<i>SP: Quality Education</i>	Production and proposal of tools of improvement for learning background and conditions: - collective takeover by school management councils of improvements in the quality of education: school quality grid - curricula regionalization - formative evaluation - integration of reading / libraries in overall pedagogical practices
<i>SP: Informal Education</i>	Adapted curricula and pedagogical tools produced and distributed for unschooled children (9-15) working: 1) in handicrafts 2) as domestic staff 3) in agriculture
Project 2 -APN-Health	To contribute to the development of strategies to improve access to quality basic health care for the benefit of the most destitute children
<i>SP: Asset Consolidation</i>	- Vaccination : Contribution to keep vaccine coverage to 90% of children (0-1), improvement of vaccination programmes and adoption of a new supply system - Adoption at the national level of the School Health Assistant - Improvement of rural health coverage
<i>SP: Malnutrition Prevention</i>	- Fight against malnutrition: to contribute to the consumption of iodized salt by 90% of households (2006) - Mother's breastfeeding: to increase by 25% the proportion of breastfed children in 2006
<i>SP: IMCI</i>	- Adoption at the national level of the IMCI community component; - Reinforcement of the health staff's clinical skills; - Evaluation of the implementation strategy in Morocco
<i>SP: Mother's Health</i>	- Adoption in 2006 of a post-partum care policy for the mother and newborn - Increase by 15 to 40% of childbirth coverage in supervised environments in Dar Al Oumouma project sites (waiting houses)
<i>SP: Drug Policy</i>	- Adoption of an essential drugs policy based on community participation - Adoption at the national level of fair criteria for the allocation of funds for medications
<i>SP: Emerging Health Problems</i>	- Adoption at the national level of measures to minimize HIV/AIDS infection risks (mother/child transmission) and adoption of a youth/youth approach
Support to Children in Rural Areas programme	Adoption by the Government, at the national level, of the municipal development approach in 2006.
Project 1: Reinforcement of local capacities	- Municipal development plan in favor of children implemented in 5 provinces in 2006 - Municipal information system on children implemented by 2006
Project 2: Right to survival and development	- Development and adoption by 50% of parents of behavior suited to early childhood - Increase to 50% of the preschool registration rate by 2006 - Action plans established in accordance with the quality grid, and implemented in 60 schools. - 4 Dar Al Oumouma projects completed and operational - Establishment of a basic health care financing system in 3 municipalities
Child Protection programme	To contribute to the formulation and the adoption of a national child protection policy, in compliance with the CRC, by 2006.
Project 1- Children in Institutions	- To support any measure aiming towards the compliance of national legislation with international standards - To support the search for alternative solutions to institutionalization. - To bring receiving institutions of abandoned children to comply more with their rights
Project 2 – Children at Work	- To contribute to the development of strategies aiming to improve the implementation of the national legislation governing child labor - To ensure the anchoring of pilot experiences in national policies and strategies - To reduce by 25% the number of working children in pilot zones by 2006 - To ensure access to education, health and leisure by 25% of working children in pilot zones - Professional integration of working children aged 15 – 18 registered in the informal education sector.

Programme/Project/ Sub-project	Objectives of the programmes, projects and sub-projects of the Country Programme
<i>SP: Prevention and elimination of child labor in handicrafts</i>	School reintegration and supply of education, health and leisure services to children working in the handicrafts sector in Fès
<i>SP: Domestic work (Little Maids)</i>	School reintegration and supply of education, health and leisure services to little girls employed in domestic work in Casablanca
Project 3 – Street Children	<ul style="list-style-type: none"> - To contribute to the development of national strategies linked to the reintegration of these children. - Contribute to the local initiatives aiming at feeding a debate on the replicability at the national level. - Contribute to the improvement of skills of ONG which work in that area.
Project 4 – Pilot Initiatives	To contribute to the promotion with decision-makers of the innovative approaches conducted in the prevention of and fight against school dropout, and to the improvement of the knowledge connected with emergent sets of problems (STD/AIDS) among adolescent, mistreatment and abuse of children.
CRC Promotion and Monitoring Programme	<ul style="list-style-type: none"> - To consolidate advocacy and social mobilization initiatives around children - To support the establishment of an integrated information system focused on children - To establish an M&E system for the Country Programme
Project 1 : Communication	<ul style="list-style-type: none"> - To promote the culture of children’s rights and its anchoring in every day practices - To reinforce the participation of children in actions that concern them - To contribute to the adoption of attitudes and behaviors in keeping with children’s rights
<i>SP: Promotion of the Culture of Children’s Rights</i>	<ul style="list-style-type: none"> - To institutionalize the Media Forum for Children - To improve information pertaining to children - To improve the knowledge and understanding of children’s rights and of the CRC in families and among stakeholders in matters connected to childhood and among children
<i>SP: Child Participation</i>	<ul style="list-style-type: none"> - Reinforcement of the capabilities of youth centers, youth associations, etc, to foster youth participation through training modules propagated by teams of trainers - Young people who have acquired skills to define their priorities and defend them - A teenage-youth vision adopted by the youth and by the Government
<i>SP: Behavioral change</i>	to develop with each programme
Project 2 : Monitoring & Evaluation	To develop integrated information and monitoring systems on childhood which should be used for decision-making and for the formulation of policies/strategies in favor of childhood
<i>SP: Analysis of the status of children</i>	Establishment and effective use of a consistent, reliable, dynamic integrated information system on children facilitating research and decision-making, set up and operational by 2006.
<i>SP: M&E</i>	The effective establishment of an Integrated Monitoring and Evaluation Plan of the County Programme

Source : Integrated Monitoring and Evaluation Plan

Annex 9

Aiming for a Gender Approach

Introduction

As part of the UNICEF Morocco Country Programme Evaluation (CPE) process in support of the Mid-term Review (MTR) of the Country Programme of Cooperation (CP), it was decided to incorporate a gender review. The rationale for this decision was based on the need to ensure that the CP is relevant and well aligned with recent “revolutionary” legislation which affects gender relations and supports movement towards gender equality.

The CP is framed and guided by the Convention on the Rights of the Child (CRC), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), the World Fit for Children (WFfC) declaration / objectives, the UNICEF Mid-term Strategic Plan (MTSP) 2002-2005, and works on implementing a Human Rights-based Approach to Programming (HRBAP) in its programmes/projects. The HRBAP is in symmetry with the gender approach, which aims for achieving gender equity and gender equality. Both approaches support the MDGs calling for gender equity by 2005 and gender equality by 2015.

The Government of Morocco has been incorporating provisions in legislation and policies that favor many goals and objectives associated with these global instruments. The UNICEF Morocco Country Office has supported the Government and NGOs in implementing the CRC and reporting its status and findings twice to the Committee on the Rights of the Child in Geneva. It is also supporting the process to monitor objectives associated with the World Fit for Children per the UN Special Session. This helps launch a monitoring process of human rights that promotes children’s rights and includes gender equity and equality.

I. Defining a Gender Approach

ECOSOC in 1997 defined “**gender mainstreaming**” as: “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for conferring to women’s as well as men’s concerns and experiences an integral dimension of design, implementation, monitoring and evaluation so that women and men benefit from it equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality”.

Much work on gender mainstreaming, including the development of different gender approaches, has taken place in the realm of education, particularly girls’ education in the framework of Education for All (EFA). This is attributed to the fact that education is found to be the strongest determining factor affecting the balance of gender relations, and, therefore, women’s empowerment.³

In general, there exist two different yet complementary approaches honed through education programming that affect practice and discourse on gender. They are the gender equity/parity approach, and the gender equality approach. Since the 1990s, the focus has been on a gender equity/parity approach that has contributed to advancements toward closing school enrolment gaps and achieving gender parity in the classroom at the primary level, but not at the upper levels of the primary system and in the secondary system. In some contexts, it also has contributed to the inclusion of women on previously all-

³ Draft study, *Femmes et Hommes au Maroc: Analyse de la Situation et de l’Evolution des Ecartes dans une Perspective Genre*, prepared by UNIFEM, ADFM and in collaboration with other partners

male committees, in political positions, to women's access to micro-credit and skills development. However, despite advances in gender equity/parity, reaching gender equality has remained a true challenge, notably in education and throughout the various spheres of society for all age groups. Following are definitions of the two approaches:

1) The **gender equity (access and quality) / parity approach** promotes the reduction of gender discrimination and the improvement of women's social/economic self reliance through policies/programmes that increase access to basic education and productive skills. This is done within the existing structure of gender relations and without giving attention to the influence of patriarchal practices.

2) The **gender equality (empowerment) approach** extends beyond the gender equity/parity approach. Gender is viewed as a socio-cultural construct which requires understanding and affects social relations between men and women in which women are systematically discriminated against and maintained in subordinate positions. This approach focuses on structural and systemic transformations to put an end to discriminatory practices.

Hamburg's UNESCO Institute for Education (UIE) has articulated several dimensions of the **empowerment approach** that aim at emancipating women and achieving gender equality, including:

- the *cognitive dimension* – raising awareness and understanding the conditions and causes of women's subordination, and local, national and global poverty and patriarchy contexts;
- the *psychological dimension* – dealing with women's self confidence and self esteem;
- the *economic dimension* – developing women's ability to access resources, engage in productive activities, and make decisions;
- the *political dimension* – improving women's ability to set their own agendas, negotiate, lead and organize, which will enable them to face oppressive and changing conditions.

The wide range of the experiences conducted reveals that a gender equality/empowerment approach requires the following:

- working closely not only with women and girls, but also men and boys and the public at large on eliminating gender bias and discrimination
- mainstreaming a focus on gender equity/equality in all stages of the life cycle approach with special emphasis on children entering puberty, and integrating it in life skills education
- conducting an ongoing contextual /holistic monitoring & evaluative analysis of and reporting on gender relations
- developing gender sensitivity and capacity, and inciting a commitment to anchor institutionally a gender approach in programming efforts at all levels and with all partners

II. Gender in the Moroccan context

In the past decade, major strides have been taken to address and reduce gender disparities in the Moroccan context, which generally disadvantage women and girls. However, inequalities persist that can be measured by the following indicators: disaggregated adult literacy rates; school enrolment and completion rates at all levels; health care practices; HIV/AIDS infection rates; early childhood practices; income levels and employment opportunities; and levels of participation in decision-making in political, economic, social, cultural and religious institutions.⁴ (Refer to the main report's summary of the Situation Analysis (SITAN) for additional information on inequalities.)

⁴ Adult literacy rate: male: 62%; female 36% (2000) (UNICEF The State of the World's Children 2004); primary net enrolment rate (NER): boys 82%; girls 74% (1997-2000) (UNICEF The State of the World's Children 2004); NER (12-14 year olds) rural boys: 10.6%; rural girls: 5.9% - urban boys: 52.1%; urban girls: 46.8%; NER at secondary level: rural boys: 1.5%; rural girls 0.6% - urban boys: 23.5%; urban girls 22.9% (ENNVN 1998 – Ministry of Social

The government, with the firm backing of King Mohammed VI, has focused commendable attention on correcting gender inequalities through policy and legislation reform with the backing of partnerships forged with women's groups, civil society organizations and external partners. The progressive legislation contained in the Family Code, the Penal Code, the Labour Code, etc. aims at working towards more of an equalitarian status in gender relations. The high-level political support given to these codes presents possibilities of instituting dynamic changes that will bear on gender relations in various realms of society and contribute to making Morocco a model for the rest of the region.

These steps are only a beginning on the path that leads to gender equality. The next steps involve turning legislation and policy into widespread practice. These include: addressing gaps in legislation and policies that cause gender as well as ethnic inequalities; modifying patriarchal structures and processes; and changing the bases of knowledge, attitudes, practices and behavior in all spheres of society. These steps would facilitate movement towards equal treatment of men and women and girls and boys whether in rural or urban areas.

To better grasp how the gender dimension relates to knowledge, power structures and processes, and social change in the Moroccan context, it is necessary to understand the complexity of the various dimensions of the gender equality / empowerment approach. For instance:

- With regard to the *cognitive dimension* – attention is being increasingly given to ongoing gender analysis, especially by women's groups and activists, who study, raise awareness and understanding of, and promote dialogue on women's and girls' conditions and causes of subordination. Examples include the gender study by UNIFEM, ADFM and others, meetings on gender and rights held by Espace Associatif over the past couple of years, UNDP's recent gender analysis of its programme of cooperation, UNICEF Morocco's meeting with education stakeholders in Agadir last April, etc. In general, unloading the cognitive dimension is a complex undertaking, which was enhanced in March 2000 when liberal and conservative demonstrations were held in Rabat and Casablanca over the government plan to grant more rights to women. The demonstrations brought out the strong divisions, gradations and polarization of opinions between and within women's groups, human rights groups and movements, and political parties. They reflected diverse gender knowledge, attitudes, practices and behavior and how they are interwoven in power structures revolving around religion, culture, history, multilingualism, ethnicity, geography, family and social organizations and processes, economic status, access to and control of the political system, etc. Thus, analyzing and understanding the balance of power and the structures that maintain it is a key first step.
- With regard to the *psychological dimension* – it is necessary to be aware of the complex intersections with the other dimensions that shape the environments influencing women's and girls' confidence, self-esteem, identity and status in power structures and processes in relation to men and boys. The psychological dimension requires understanding contextual differences and issues in each power structure, and the layering and overlapping with other power structures which sustain inequalities and

Development 2001); example of a discriminatory health practice: a woman, especially in a rural environment, seldom can make up her own mind to go to a health clinic/hospital to have her baby – she needs permission from her husband or a person designated by him; between 1986 and 2003, 1318 cumulative cases of HIV/AIDS were declared – data analysis shows that 69% of cases are people between the ages of 15 and 49 and the highest prevalence rate was among women; the infant mortality rate for baby girls between 8 and 18 months is higher than for boys, which possibly shows unequal health care practices between girls and boys (Draft study: Femmes et Hommes au Maroc: Analyse de la Situation et de l'Evolution des Ecart dans une Perspective Genre, prepared by UNIFEM, ADFM and in collaboration with other partners); rate of unemployment: urban men 18%; urban women 24.7% - rural men: 5.6% and rural women: 1.6% (ENEP 2001)

create grey areas and opportunities between and within gender groups in the variety of Morocco's patriarchal settings. The dynamic between modernity / liberalism and cultural tradition / conservatism creates tensions and pressures on both women and men that make social and psychological change a laborious undertaking. This is especially challenging for women, given their traditionally more disadvantaged position in society. Inequalities and competing social, cultural, religious, political and economic forces in different contexts can result in domestic, school and workplace violence and abuse, bias and discrimination. These clearly bear on the psyche and sense of well-being of individuals, families and communities, especially girls and women.

Between groups of women activists who identify with conservative or liberal beliefs and practices, there is a diverse and complex psychology at play when both groups advocate for social change, one within traditional structures and the other through structural transformation, and how they interact and gain support from their male counterparts. This underlines the need for finding innovative ways for significantly increasing dialogue aimed at gender sensitivity and awareness that involves men and women, boys and girls, and conservatives and liberals in all Moroccan contexts. For example, outcomes involving lifeskills training for girls and boys can result in building their self-confidence, awareness and support of gender equality and mutual respect through the development of leadership and communication skills.

- With regard to the *economic dimension* – there have been some notable successes in the past decade since Moroccan women have integrated the formal workplace in both the public and private sectors and both urban and rural areas, but it remains limited as compared to men. There has also been increasing attention given to child labor, particularly Little Maids and children working in handicrafts. On the other hand, little attention has been given to women's invisible and uneven burden of household work and child care, even when women work outside the home. In general, strong gender stereotyping persists in the division of labor that places women and girls in subordinate positions whether in the household or the formal or informal workplace.

Single mothers and divorced and widowed women, young girls working as maids and boys and girls working in difficult conditions are particularly vulnerable. These situations stress the need to mobilize parents so they stop sending their girls away to become maids and are aware and supportive of their children's education first, and only then that they urge them to take acceptable work if it does not prevent or interfere with their education and is not harmful to their health and their physical, mental, spiritual, moral and social development, in compliance with Article 32 of the CRC. It also indicates that women need more support for access and control of resources, such as micro-credit and money management. There is a clear need for the State to support a relevant education that is free of any gender stereotyping, as well as vocational / professional training for young women and men so they can have equal opportunity in engaging in productive activities and learning how to make viable economic decisions. Communication campaigns would be useful to advocate for more equal sharing of household work, child care and care of sick and elderly family members between men and women, and girls and boys.

- With regard to the *political dimension* – there is an acute need for more women to become involved in formal political and decision-making structures at the local, provincial, regional and national levels. Currently, few women in the various Moroccan contexts are involved in formal decision-making structures, and those who are seldom occupy leadership or influential positions. In some contexts, their voices are the last to be heard in public fora and sometimes only when they are invited by men to speak. Women's community-based groups are informal structures that are kept separate from formal community associations, the PTA (APTE), the school management committee, etc. which are composed only of men. Women's community associations are separated from official ones such as parents' associations, teaching associations, school management committees, etc., which are generally

made up of men only. The elected officials at local and provincial levels are also men, with the exception of a recently elected woman at the municipal level in the Province of Essaouira. Provincial ministerial delegations are led by men in the majority of cases. At the national level, 35 women have been elected to Parliament, 30 of whom are there due to the 10 % quota system. Two women are Ministers and a number of women hold mid-management positions in social-oriented Ministries. These constitute important advances from a gender perspective. Still, to this day no female has had to lead the Ministries of education, health, interior, finance, rural development among others, which could be considered as a constraint impeding gender equality in these critical spheres of society.

In essence, the distinctly insufficient representation of women in decision-making deprives the women of today and those of tomorrow from exercising their rights to fully participate in political, social and budgetary decision-making that help to shape the future of a country. In Morocco, it keeps an important portion of the population out of the decentralization and democratization processes currently supported by the government, while making the goals associated with these processes virtually unattainable if women do not participate.

There exists, however, an elite of professional women who are militants of women's rights, and have gained support from decision-makers sensitive to the necessary gender balance in power structures and to the impact that this would have on the development of the country. These people / groups are the force behind the many legislative, educational and political changes that have occurred in the past decade, and particularly the past two years. Their voices have allowed for the creation of a movement favoring political, social and economic change that aims to establish a balance of power and, therefore, of gender relations.

III. Some information on the legislation

Some key legislative changes that were enacted to further the human rights agenda include:

- **Family Code** - key provisions supporting equal status of spouses, raising the legal age of marriage to 18 years for both men and women; rescinding the law requiring women to obtain her father's permission to marry; making repudiation of wives by husbands illegal; imposing restrictions on polygamy; establishing more consensual divorce proceedings; giving more attention to mothers in custody decisions; decreeing equal treatment of boys and girls in grandparents' inheritance, guardianship, appropriate care and housing; granting birth rights to children born out of wedlock; creating a support mechanism for divorce-affected children; reaffirming support to the CRC and CEDAW; etc.
- **Penal Code** - key provisions dealing with marital violence, sexual violence and harassment; allowing women better access to the justice system; changing the age of majority to 18; giving more legal protection to minors in trouble with the law; making the sale of children and bonded labor illegal, etc.
- **Work Code** - key provisions on non-discrimination in the workplace between men and women and on the consequences of sexual harassment in the workplace; an increase of maternity leave from 12 to 14 weeks; the prohibition of child labor for children under 15
- **Civil State Law** – key provisions stating that both mother and father have a right to declare their child's birth; the right for a divorced women who is guardian of her children to receive a duplicate of the family booklet of vital statistics; the right for a child without a father to be given a fictitious name

However, some gaps and discriminatory situations remain in force and need to be addressed to support a gender approach, namely:

- no statute on civil rights equality between men and women
- discriminatory statutes in some public service positions and retirement pension plans
- polygamy remains legal
- some divorce proceedings continue to favor men over women with regard to seeking divorce, dividing property and getting child custody
- girls do not inherit as much as boys
- provisions on women's public and political participation are restricted by voluntary quotas that hinge on political will
- reservations remain against specific articles of the CRC and CEDAW, especially CEDAW's Article 2 (which deals with the elimination of discrimination against women) and article 16 (which deals with the elimination of discrimination against women in marriage, family relations, and ensures the equality of men and women)
- statutes on rape and violence that are adverse to women's rights
- the current statute on single mothers puts them and their children at risk
- lack of a child protection system for children at risk
- no legal provisions regarding informal child labor (little maids, children working in the agricultural sector)
- the law on taking to court a case against discrimination or sexual harassment in the workplace is unclear
- no guarantee regarding equal salaries between men and women

IV. Legislative implementation

Appendix 1 (attached) is a chart of the specific legislative provisions that pertain to Programme areas which can help guide UNICEF Morocco and other partners in the enforcement of legislation fostering human rights and gender equality.

V. General strategic directions for mainstreaming a cross-sectoral gender approach in the CP

It is very critical to recognize and invest in the growing interest perceived among some external partners, and the efforts made by various national partners to determine *how* to mainstream a gender approach in development processes in the Moroccan context. Some embryonic examples found in the UNICEF Morocco Country Programme of Cooperation that support a gender approach include: women's involvement in the community diagnostic process that helped formulate the PDCEs at the municipal level; women's empowerment in gaining access to information on contraception; linking girls of the Children's Parliament with female role models in the regular Parliament; giving little maids access to education, health and protection services; supporting the activities of NGOs/Associations that ensure CRC monitoring with respect to human rights and gender equality.

Given the challenges which remain to be addressed in the area of gender relations, complementary efforts should be made to better ensure the mainstreaming of a gender approach throughout the Country Programme of Cooperation, so it can fully play its role in this area. Following are some strategic directions to pursue:

To formulate a clear definition of and consensus on what is meant by integrating a gender approach (also referred to as gender mainstreaming, gender dimension, gender perspective) in the CP. To define to what extent it is symmetrical with the human rights-based approach to programming

and can be part of a results-based management (RBM) approach. To communicate (theoretical) definitions along with gathering and communicating concrete examples on how to (practically) implement the two complementary approaches. To see to it that the gender approach is not hidden behind the human rights approach. To emphasize the support it brings to the MDGs in relation to gender equity and gender equality.

To devise clear objectives and indicators. To develop and use a matrix to support the development of a strategy, the definition of the geographical coverage and the identification of target populations (e.g. girls transitioning to secondary schools in rural areas, single mothers, pregnant adolescents, working children, especially sexually exploited girls and young women, unemployed youth (differentiate between the specific conditions faced by boys and girls) in shanty towns and rural areas, etc.

To conduct a thorough gender analysis with the partners of each programme/project and each process of the Country Programme. A first step would be to conduct a self-assessment with tools that can be provided by UNICEF and adapted to the Moroccan context, followed by a joint analysis with partners (e.g. UNDAF partners, ministries, NGOs).

To identify a wide range of partners / stakeholders at different levels in communities, families, schools, health centers, government, NGOs/Associations, international NGOs, international funding organizations and sponsors, the private sector, religious organizations, etc. to work with UNICEF-Morocco staff and counterparts on integrating and instituting a gender approach (use the list of partners prepared for the Communications Project by a consultant at the end of 2003).

To re-energize the group of gender focal points in the different ministries in cooperation with the CP's various counterparts and partners, and examine the ways to form with them a network that favors the integration of the gender approach throughout development programming.

To promote and support dialogue with the wide range of partners / stakeholders concerned on the concepts of *development of gender equality* and *gender equality for development*, in order to present the benefits associated with gender equality.

To develop clear and easy to understand messages on gender equality and concrete examples on use of the gender approach for dissemination through the various communications channels. To help partners realize that the gender approach is not overly complicated but something that requires time and attention in every strategy and intervention.

To facilitate the cross-sectoral integration of a gender perspective in policies, strategies, interventions, budgeting and financing, monitoring & evaluation, and communications in coordination and collaboration with counterparts and partners. Integrating a gender perspective throughout a National Action Plan for Children from its initial stages would increase the chances for the implementation of an actual programme on the gender approach. In particular, to cooperate with and learn from UNIFEM within the United Nations System (UNS) in Morocco.

To develop a disaggregated, methodical system for gender monitoring, evaluation and analysis, and a reporting system (e.g. follow through with the Planning High Commission and UNFPA on the Marrakesh joint pilot project on disaggregated data collection/monitoring), proceed with the thorough integration of the gender approach throughout the Integrated Information Systems project, then establish user-friendly mechanisms for the retrieval of gender-disaggregated data and analysis.

To build human resource capacities (women and men, girls and boys) through partnership at all levels (horizontally and vertically) and in all sectors, to create and enhance gender awareness, the support of

gender equality and empowerment processes for girls and women, and the improvement of the knowledge of tools/instruments for gender analysis. To give special attention to the development of the roles, sensitivity and capacities of UNICEF-Morocco so it can, in turn, advocate for and facilitate the building of partner capacity on the gender approach. To integrate capacity building on the gender approach in national, regional and local training programmes (e.g. AREF).

To support the social budget reform process in its inter-connection with the “gender-alization” of the budgeting project through the Ministry of Finance and in collaboration with UNIFEM and other partners, which can lead to better monitoring and coordination of external inputs through the financial system, as well as the cross-sectoral coordination of actions undertaken with Ministries and other partners in support of children’s rights and the gender approach. It also provides the government and the UNS with the possibility to facilitate implementation of the UNDAF from a gender perspective. UNICEF-Morocco, in collaboration with UNIFEM, the MOF and other partners, could support the decentralization/devolution of the social budgeting process from a gender perspective by involving the local level through the SEMR programme. This is already under discussion.

To Work on fundraising strategies to bring the financial resources that will specifically be used on gender mainstreaming and as part of the human rights-based approach to programming. To exploit such events as the Aicha Rally, enroll the private sector and find a way to assist NGOs/Associations, such as ADFM and Espace Associatif. To access the funds available for gender in development, as was done through the European Union. To work with various partners and implement fundraising strategies to mainstream the gender approach in programming.

VI. A selection of programme directions to mainstream a gender approach in the CP

While reviewing the CP from a gender perspective against the policy and legislative context, it was found that various programme directions must be sustained and/or developed, which could contribute to the improvement of human rights-based programming and mainstreaming a gender approach in environments where programme/project interventions are supported. The following is a summary of specific programme directions that can help guide UNICEF Morocco and counterparts mainstream a gender approach in key programme areas.

Education:

- ☉ **train teachers and directors to be front-line defenders and facilitators of children’s rights and gender equality**, and promote among students a dialogue and perspective on their human rights, gender sensitivity, new legislation and what it means to them, good citizenship, democracy, decentralization... lifeskills could be linked to education
- ☉ **integrate a gender perspective in the quality grid**, and ensure that diagnoses include full participation of women and girls as compared to men and boys...it is critical to keep the focus on girls’ education and ensure that it be given proper attention in dialogue and mobilization activities ...
- ☉ **be an attentive advocate and advocate for support to girls’ education within the context of Education for All (EFA), with regard to transitioning to secondary school in rural areas** – there appears to be insufficient focus and advocacy on this...it provides an opportunity for UNICEF Morocco to take the lead on this issue, within Morocco as well as within UNICEF...
- ☉ **concentrate on classroom methodology as an extension of formative evaluation in terms of integrating gender sensitivity** in interactive learning activities among students, between students and the teacher, and with respect to teachers’ practices and behavior, and treatment of girl and boy students...
- ☉ **ensure that classroom and library materials and texts are gender-sensitive, stereotype-free, and that they**

promote good role models for girls and boys – criteria need to be developed for this... and a monitoring system needs to be put in place.

☉ **concentrate on mechanisms promoting equal participation of boys and girls** that result in increasing child / adolescent participation in the class, both formally and informally, and in community-based structures and activities

☉ **establish clear selection criteria that are not gender-biased for reading and writing competitions**

☉ **advocate for and support vocational / professional training of girls and boys through NFE interventions...** ensure that it is equally open to both girls and boys in a way that will encourage their experimentation of the development of new professional skills, and not limit their selection to stereotypical gender-related activities...consider focusing NFE/vocational training in disadvantaged neighborhoods (shanty towns) as well as rural areas...

☉ consider / find ways to involve conservative and liberal leaders and educators in dialogue and activities that integrate a gender perspective...

☉ **support sports as a right, and a way to break down gender barriers, build girls' confidence and self esteem**

IECD/Integrated Early Childhood Development – Early childhood:

☉ **focus on parent education that would incorporate lessons on gender and children's rights issues, and promote awareness and understanding of the new legislation** that affect relations between the mother and father, child care and responsibility, and the importance of children's education... keep a special focus on gender issues surrounding girls' education, and make sure that gender sensitivity is enhanced with both sexes, with special focus on including / involving men as much as women to advance towards gender equality

☉ **develop and strengthen advocacy on the supportive roles fathers and other males in the family and community can play in child care practices** and promote their participation/involvement in community-based activities for young children

☉ **consider and take action on gender aspects on the issue of access to and treatment within the health care system, and health and nutrition services for the 0-3 and 4-6 year-old age groups** – give particular attention to the nutrition and health care of girls 8-18 months when their survival is at particular risk⁵ ...

☉ **train IMCI community workers and other health workers, and local development associations on gender issues, and gender equality within the framework of human rights, etc.**

☉ **promote interactive activities and games that do not confine children to gender-specific roles** in preschool settings, and potentially for 0-3 year-olds, through Dar al Oumouma / Waiting Houses

☉ **train preschool teachers (community-based and koranic) on the gender perspective** as part of the human rights-based approach in their teaching and class management

☉ **integrate the gender approach into training programmes for preschool teachers and health care workers**

Child protection:

☉ **support NGOs/Associations working on putting into practice different aspects of the legislation, giving special attention to the gender dimension, and build their base of knowledge and communications of the gender approach** in relation to dealing with protection of children and women's rights

☉ **advocate for and focus on working with NGOs/Associations – in collaboration with relevant government ministries on children/adolescents girls requiring extra attention for the protection of their rights**, including domestics little maids, other child laborers, street and institutionalized children, children affected by domestic, sexual and physical violence and by sexual exploitation, child and female trafficking, underground immigration, etc...and incorporate a clear and systematic gender perspective to ensure that specific protection issues and concerns for girls and boys and women and men are adequately and appropriately addressed with gender sensitivity

☉ **give particular attention to the situation of women and girls involved in prostitution networks, single motherhood...**

⁵ Enquête santé (1998) referred to in the draft study, *Femmes et Hommes au Maroc: Analyse de la Situation et de l'Evolution des Ecart dans une Perspective Genre*, prepared by UNIFEM, ADFM and in collaboration with other partners.

- ☉ **consider providing support to the “call centers” and gender-sensitive training for those responding to calls**
- ☉ **continue giving attention to Petites Bonnes** and find ways to replicate and refine effective programming efforts, support NGOs/Associations working on this in terms of support of the legislation, education, protection... adopt a clear position on the legal status of Petites Bonnes vis-à-vis new and potential supplementary legislation⁶... support innovative approaches to address underlying causes perpetuating this situation
- ☉ **Promote /advocate for a national social protection system for children** ...conduct advocacy and dialogue among partners, and indicate how legislation would be systematically and adequately addressed, with gender sensitivity, in this system

Children’s and adolescents’ participation

- ☉ **support more innovative ways to get girls and boys regularly and equally involved in participating and leading activities where they can contribute to decision-making...** support activities that raise their level of gender sensitivity and understanding of the benefits of gender equality...strengthen partnerships in these areas, as with the State Secretariat for family matters, solidarity and social action, the Prime Minister and his Cabinet, etc. due to their sensitivity and interest in promoting child/adolescent/youth participation...
- ☉ **support and increase the number and strategic locations of Youth Centers and their programmes with current and new partners**, including Associations and Ministries for Youth, Education, Health, Human Rights, the State Secretariat for Family Matters, Solidarity and Social Action... broaden the development of their programmes and the level of gender awareness among young people participating in programme activities, so they become sensitive to and understand the negative aspects of gender imbalance and the benefits of gender equality... find innovative ways to increase gender equality through activities in Youth Centers, human rights clubs, while nurturing leadership skills, lifeskills, etc.
- ☉ **in particular, advocate for and support the development of Youth Centers and of appropriate programmes that include NFE activities in shanty towns...** develop and diversify partnerships in these settings...an earlier evaluation referred to these urban areas as a time bomb waiting to explode...reference is made by various partners to youth being recruited for involvement in the Casablanca bombing in these settings, and how the environment is conducive to youth getting involved in unproductive and potentially harmful activities (e.g. terrorism, drugs, trafficking)...hence, many justifications exist to support the CP in getting closer to these populations and working with them...in so doing, a gender-based study would be a first step to help reveal the position of women and girls in relation to men and boys in this environment, how to best support men and women, girls and boys, in order to guarantee their involvement in constructive / productive activities, and see to it that women and girls are included, treated, and heard in equal fashion.

Health:

- ☉ **give special attention to increasing gender and cultural sensitivity among health professionals, and increase patients’ knowledge of their rights and awareness of health issues from a gender perspective** and according to their situation
- ☉ **focus on and better assess the role of women in local, regional and national decision-making processes that affect their health, welfare and well-being...** support activities that empower women and girls to become fully involved in formal structures and decision-making, which includes building women’s and girls’ awareness, and especially men’s and boys’, so they alter their attitudes, practices and behavior in favor of gender equity and gender equality

⁶ The CP’s support of new child labor legislation can contribute to progressively removing children from hazardous work. The possible supplementary legislation on little maids appears to discriminate against girls who work as maids, as compared to other child laborers/workers. UNICEF Morocco is in a position to promote dialogue and influence decision-making in this area, but first needs to develop a clear line of communication on the implementation of legislation. In particular, the CP should clarify the difference between acceptable and non-acceptable work for underage girls and boys as per the CRC.

☉ **support female managers who will run the Dar al Oumoumas in each of the four targeted provinces to become active participants in local/municipal decision-making processes** affecting the rights and health of women and men, and girls and boys

☉ **support preventive / educational HIV/AIDS activities, focusing especially on the vulnerability of women and girls ... support cross-sectoral links between the education and health systems**

Governance /SEMR /all programmes - support women's integration into formal structures and involvement in decision-making processes:

☉ **integrate women into formal structures so that they become equal partners of male counterparts in decision-making processes... examples of structures at the local level include municipal committees, APTEs, school management committees, the school system (e.g. inspectors and school directors), provincial offices of the Ministries of Health, Education, and the Interior (e.g. delegates, focal points,), the AREFs, etc.... insist on a gender balance in professional staff.... advocate for women's integration into local, provincial and national political positions – elected and appointed.... follow through with the “gender-alization” of the budgeting process in collaboration with the MOF, UNIFEM, and other relevant partners, etc.**

☉ **facilitate access to micro-credit for and training of women, and set up connections with their education and literacy, and the education, health and protection of their children, especially their girls**

Supervision (monitoring and evaluation), and networking:

☉ **support the creation of a kind of a “watch dog” organization and network to keep abreast of how legislation is being adopted from a gender perspective... involve ADFM, Espace Associatif, Forum des Médias, other organizations**

☉ **create a broad-based gender-sensitive monitoring system, making use of the integrated information system project, FME, NGO networks, etc. and ensure that its members permanently communicate with a gender perspective**

☉ **develop gender skills as needed through different types of capacity-building activities, making sure that existing knowledge and skills are reinforced and used...**

Communications:

☉ **initiate information of the general public and targeted populations on the Family Code, the Labor Code, the Penal Code, etc.** Most people know there is new legislation, and that it affects the civil status of women and relations between men and women, and boys and girls, but they generally do not know the details and the rights that these new laws confer upon them...⁷

☉ **use the list of partners identified by the communications Consultant in 2003 to further identify and target groups by specific messages and develop communication channels for particular target groups, such as illiterate mothers, especially in terms of promoting and supporting girls' education**

☉ **document the actual application and outcomes of new and existing legislation** that indicate how gender relations are being affected as well as development processes....

☉ **use communication to promote and support gender parity / equity and especially gender equality through clear messages for public advocacy and the dissemination of information, and social mobilization activities through programmes / pilot projects**

Documentation Center on Children's Rights:

⁷ It was suggested by different partners that UNICEF can play a useful role in broadly disseminating information on new legislation from a gender perspective in easy-to-understand / layperson's language through various media and at different levels throughout the country.

- ☉ **support and use the new Documentation Center that is being developed to become a source of information on the gender approach**
- ☉ **set up a website with a section on new and existing legislation affecting girls, boys, women and men, families, communities, etc., which would become a monitoring tool on gender and rights issues...** this would be an important activity to better disseminate legislation and the concept of gender equality and human rights
- ☉ **find ways to make this Documentation Center accessible and user-friendly to children, youth and families** – one possibility is through “*Maisons des Jeunes*” if they attract more resources for programme development, especially technology...

The Integrated Information System project:

- ☉ **collect disaggregated data (quantitative and qualitative) in all categories, and analyze and communicate them from a gender perspective**
- ☉ **monitor the level of implementation / enforcement, awareness, and impact of new and existing legislation affecting women, men, girls, boys, families and communities...** additional disaggregated indicators and data collection methods could be developed with partners that would be specific to different aspects of the legislation affecting gender relations...

In summary, it is imperative that stakeholders’ intentions and efforts go beyond the traditional focus on gender equity/parity to extend and find ways of addressing gender equality that will result in systematic and systemic transformations throughout Moroccan society. It is important that women gain equal access and treatment within formal structures in all domains, and participate in decision-making, including at the highest levels. It is critical that women and men be equal partners in the quest to achieve gender equality. It is necessary to ensure that all girls as well as all boys have equitable and equal access to quality education, especially beyond primary school, and equal opportunities when they enter the labor market and get involved in decision-making processes after leaving school. It is only then that the spirit of the CDE and CEDAW and other international instruments linked to Moroccan national legislation and policy, as well as UNICEF’s mandate, will get translated into solutions addressing one of the more challenging development puzzles of all – achieving gender equality.

Appendix 1: Legislative changes as per gender relations, children’s rights and human rights, remaining shortcomings / discrimination issues and entry points for the Government of Morocco - UNICEF CP

National legislation	<u>Selection of provisions</u> Ex	amples of remaining shortcomings and discrimination issues	Entry points for UNICEF- Morocco PC
2004 Family Code	<p>Hereafter are some revised provisions aiming for the preservation of the rights and the dignity of husband, wife and children:</p> <ul style="list-style-type: none"> • The family is placed under the leadership of both spouses (Art.5) • The duty of a woman’s obedience to her husband was abrogated (Art. 51) • Spouse equality in rights and duties (Art. 51) • Equality in the age of marriage, set at 18 for both sexes (Art. 19) • Matrimonial tutorship (“wilaya”) is a right of the woman at the age of majority; she uses it on her own decision and for her own interest, with free will (Art. 24) • Polygamy is submitted to the judge’s authorization and legal conditions; it is forbidden if an injustice may occur between wives, and also when the wife demands that her husband do not take another wife (Arts.40-42) • Repudiation is subjected to a set of rules to limit a man’s abuse in exercising this right (Art. 79) • All marriage dissolution procedures are submitted to reconciliation attempts (Art.79,80, 83) • Divorce is necessarily adjudicated within a maximum six-month period (Arts. 79-80) • Divorce by compensation is no longer subject to a husband’s consent (Arts. 83-87,89) • New possibilities: divorce by consensus and for deep disagreement is accessible both to men and to women (Art. 114) • The principle of separation as to property : a new possibility for spouses to write into a separate contract the modalities of the management and enrichment of the property acquired during marriage (Art. 49) 	<p>Polygamy remains legal, even if it is actually restricted</p> <p>Repudiation remains, even if a set of rules now exists to restrict its negative impacts</p> <p>The contract regarding the management of the property acquired in the course of a marriage remains optional</p> <p>The contribution of women in domestic work and child care is not taken into consideration</p> <p>If she remarries, a mother can lose</p>	<p>Education - curriculum content on rights and gender</p> <p>Communications - publicize in layperson language the revised legislation and how it affects men and women, and girls and boys</p>

	<ul style="list-style-type: none"> • Mother's custody rights: the possibility for a mother, under certain conditions, to retain custody of her child even after she remarries or moves to a different locality from her husband's (Arts. 170,174) • The woman can regain custody after the disappearance of the cause that was at the root of her loss of custody, whether deliberate or involuntary (Art. 170,174) • Broadening of the set of legal proofs for child paternity in case marriage is not formalized. <p>The following are provisions regarding equal treatment to a boy and a girl. In the case of divorce of a child's parents:</p> <ul style="list-style-type: none"> • A child of 15 can decide whose custody he/she wants (Art. 166) • The guarantees aiming at the reservation of a child's rights are: decent accommodation, alimony paid within a month after a divorce was pronounced, the creation of a Fund guaranteed by the State for the alimony payment, etc. (Art. 85, Arts.169-171) • The children of the preceded son and daughter have equal rights in the matter of grandparent inheritance • Reinforcement of the new Code's effectiveness: the Public Prosecutor has a stake in all action pertaining to the implementation of the Code's provisions (Art. 3) 	<p>custody of her children when they are over the age of 7</p> <p>-a mother can only be the guardian of her children in case of the father's death or legal inability. The father can also designate before his death a legal guardian other than the mother</p> <p>-even if the parents are divorced and the mother has custody of the children, the father remains the children's legal guardian</p> <p>Male offspring inherit twice as much as female offspring. In particular, daughters inherit half of the brothers' share, and in the event that there is no male offspring, girls are not entitled to the whole estate.</p>	
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Penal Code	<ul style="list-style-type: none"> • Suppression of men / women discrimination in legal sentencing in case a murder is committed by one spouse on the other if one of the spouses is caught in the act of adultery • Steeper sentences in case one of the spouses has deliberately assaulted the other • Steeper sentences to repeat offenders in case one of the spouses has committed offences on the other • Authorization given to health professionals not to apply the principle of medical confidentiality in the case of violence between spouses or towards a woman • Introduction of a new aggravating circumstance when rape is perpetrated on a pregnant woman • Steeper sanctions • Procuring if the victim is pregnant and if it is committed by the spouse • Incrimination of sexual harassment defined as abuse of power 		Child protection - domestic abuse; Health
2003 Labor Code	<ul style="list-style-type: none"> • Recognition of the principle of non-discrimination between men and women in employment, salaries, etc. • Reference to sexual harassment in the workplace as a serious offence • Extension of maternity leave to 14 weeks • Planned codification of the work of household staff 		Child Protection - child labor, little maids; Safe Motherhood; IECD (early childhood)
2002 Law on civil status (Law # 37-99 of April 2002)	<ul style="list-style-type: none"> • Both parents are entitled to report a birth • A fictitious name can be given to a child born of an unknown father • Introduction of marriage and divorce data in the civil status booklet • A duplicate of the family booklet (ID and vital statistics) can be issued to a divorced mother who has custody of the children 		Child Protection; IECD - birth registration, child care and development
2002 alimony payment guarantee Fund	<ul style="list-style-type: none"> • Alimony payment is guaranteed pursuant to an enforceable judgment in favor of a divorced mother with child custody 		Child Protection
2002 Organic Law on the House	<ul style="list-style-type: none"> • A national list on 30 seats reserved to women on the basis of an agreement between political parties 	Absence of legal provisions establishing a quota	SEMR plus - women's involvement in decision-making processes in

of representatives		system. It is all based on the Government's good will	different sectoral and geographical areas that can affect children and adolescents and their status
Particular statutes of the public service	<ul style="list-style-type: none"> • Active services of the General Department of National Security are opened to women • Job openings to women, including positions with the Post Office and Customs departments 		Education – rights, citizenship
2002 Ratification of CRC's optional protocol	<ul style="list-style-type: none"> • Optional CRC Protocol on the involvement of children in armed conflicts 		Child protection
2002 Ratification of ILO's Convention 182	<ul style="list-style-type: none"> • It deals with the protection of children against child exploitation in the worst forms of labor 		Child protection, child labor
2001 Ratification of CRC's optional protocol	<ul style="list-style-type: none"> • This optional protocol deals with the sale of children, the prostitution of children and child pornography 		Child protection, child trafficking, violence, exploitation
2000 Ratification of ILO's Convention 138	<ul style="list-style-type: none"> • This Convention deals with the protection of children against child exploitation with respect to the minimum legal working age 		Child protection, child labor
1999 Law on the organization of penal institutions	<ul style="list-style-type: none"> • A space is reserved to female detainees, separated from men • A space is reserved to women with a child under 3 • Special permission can be granted for child delivery outside the jail 		Safe Motherhood; IECD
1996 Dahir on obligations and contracts	<ul style="list-style-type: none"> • Abrogation if marital permission 		

1995 Trade Code	<ul style="list-style-type: none"> Abrogation of marital permission 		SEMR and Education – income-generating activities that could potentially be associated with different programmes/projects of the CP, including vocational / job skills training for adolescents and women
1994	<ul style="list-style-type: none"> Abrogation of marital permission 	<ul style="list-style-type: none"> In some cities, authorities keep requiring it 	Health (e.g.safe motherhood), Education (concept of teaching for equity and equality) Child Protection (protection of children and women from domestic abuse)
1992-1996 Revision of the Constitution	<ul style="list-style-type: none"> Morocco commits to adhere to universally recognized human rights 	<ul style="list-style-type: none"> The equality of men and women with respect to civil rights is not specified The internal legal order with respect to international conventions is not addressed 	CP framed by the CRC, CEDAW, MDGs, WfC (A World Fit for Children)
1993 ratification of three international conventions	The three international conventions that institute children’s rights, including sex equality, i.e.: The United Nations Convention on the Rights of the Child (CRC) The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) The international Convention on the fight against torture and cruel, inhuman and degrading punishments and treatments		Entire CP for the first two, and Child Protection for the third

1958 Nationality Code		<ul style="list-style-type: none"> • Moroccan women are not entitled to automatically pass their citizenship onto their children, as men do. • A foreign wife can easily acquire her Moroccan husband's nationality, whereas a foreign husband of a Moroccan woman cannot 	Child protection - birth registration
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Note: Information for the above was primarily obtained from the *Etude sur: Egalité et équité des sexes et renforcement du pouvoir des femmes au Maroc, Situation 10 ans après la CIPD*, sponsor UNFPA, realized by Rabéa Naciri, January 2004. The document prepared by the Ministère des Droits de l'Homme was also used: *Principales avancées réalisées par le projet de Code de la Famille annoncées par Sa Majesté le Roi Mohammed VI et Dispositions comparées avec celles de quelques pays étrangers*, October 10, 2003.