

**EVALUATION
REPORT**

MOROCCO-UNICEF COUNTRY PROGRAMME EVALUATION

**EVALUATION OFFICE
DECEMBER 2004**

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Health, Education, Equality, Protection
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REPORT**

**MOROCCO-UNICEF COUNTRY
PROGRAMME EVALUATION**

Morocco-UNICEF Country Programme Evaluation

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UNICEF

3 UN Plaza, NY, NY 10017

December 2004

This evaluation was jointly commissioned by the Government of Morocco and the UNICEF Country Office in Rabat and benefited from technical support provided by the Evaluation Office at New York Headquarters. The evaluation was conducted by a team of five external consultants: Simon Latraverse, Karen Hickson, Keiko Kita, Azeddine Akesbi and Taoufik Bakkali. The evaluation was managed by Lucien Back, Senior Programme Officer, with support of Joaquin Gonzalez-Aleman, Project Officer, both from the Evaluation Office in New York.

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FOREWORD

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

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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 for 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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LIST OF ACRONYMS

DAFM	Democratic Association of Moroccan Women (Association démocratique des femmes du Maroc)
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CFMDP	Child-Focused Municipal Development Plan
CMI	Compulsory Medical Insurance
NCPE	National Centre for Programme Evaluation (Centre national d'évaluation des programmes)
CP	Child Protection
CPC	Country Programme (of Cooperation)
CPE	Country Programme Evaluation
CRC	Convention on the Rights of the Child
CRC-P&M	Convention on the Rights of the Child - Promotion and Monitoring
DAR	Direction des affaires rurales / Department of Rural Affairs
HCP	High Commissioner of Planning
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
HRBAP	Human Rights-Based Approach to Programming
IISC	Integrated information system on children
IMCI	Integrated Management of Childhood Illness
IMEP	Integrated Monitoring and Evaluation Plan
IPEC	International Programme on the Elimination of Child Labour
MIPED	Medical Insurance Plan for the Economically Destitute
MFC	Media Forum for Children
MLCP	Moroccan League for Child Protection
MDGs	Millennium Development Goals
MFAC	Ministry of Foreign Affairs and Cooperation
MISC	Municipal Information System on Children
M&E	Monitoring and Evaluation
MNE	Ministry of National Education
MOH	Ministry of Health
MOI	Ministry of the Interior
MPO	Master Plan of Operations
MTR	Mid-Term Review
MTSP	Mid-Term Strategic Plan
NAAP	National anti-AIDS Programme
NGO	Non-Governmental Organization
NOCR	National Observatory of Children's Rights (Observatoire national des droits de l'enfant)
OR	Other Resources
RBM	Results-Based Management
RED	Regional Education Districts
RLC	Regional and Local Curricula
RR	Regular Resources
SCRA	Support to Children of Rural Areas
SITAN	Situation Analysis
SMART	Specific, Measurable, Achievable, Relevant, Timebound
SMC	School Management Council
SNP	Support to National Priorities
SS	State Secretariat
SSFACH	State Secretariat in charge of Family Affairs, Childhood and the Handicapped
UCW	Understanding Children's Work
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNS	United Nations System

A. 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 (CPC) 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 National Centre for Programme Evaluation (NCPE) 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 Bureau (Evaluation Unit in the Aid Planning Division) 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 adherence 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 Labour 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 labour. 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 labour, 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 on 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 Labour 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 labour, 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 fulfil 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 CPC 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 (SNP), in education and health;
- Support to Children in Rural Areas (SCRA); experimentation of a local development model in favor of children and of approaches pertaining to survival and development;
- Child Protection (CP), development of policies and strategies and pilot experiences in child protection (children in institutions, children at work and street children);
- CRC Promotion and Monitoring (CRC-P&M), 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 Country 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, 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 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 (CFMDP) 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 labour 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 labour 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 labour 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 CPC adopt a results-based management (RBM) 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 Master Plan of Operations (MPO) estimates, the CPC 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 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 Plan of Action 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 Plan of Action for Children;
- formulate objectives in compliance with a results-based approach to management, in connection with the United Nations Development Assistance Framework (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 Plan of Action 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 Assistance Framework, 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 will have to be combined with an Integrated Monitoring and Evaluation Plan (IMEP) for the whole duration of the new CPC.

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 favour 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 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 favour 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 favour 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.

6. 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 defence 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 Plan of Action 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.

6.1 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 subprojects 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 favours 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 year old 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.).

B. RÉSUMÉ ANALYTIQUE

1. Objectif et contexte de l'évaluation

L'évaluation du programme de coopération (EPC) pour le Maroc a pour but d'appuyer la Revue à mi-parcours (RMP) du Programme de coopération Gouvernement du Maroc-UNICEF, en apportant une dimension stratégique à cet examen mené par le Gouvernement du Maroc et l'UNICEF avec la participation de représentants de la société civile. L'EPC vise en particulier à repositionner le Programme en fonction des réformes juridiques adoptées par le Maroc depuis l'an 2000, de l'évolution récente de la situation des droits des enfants et des recommandations et normes des organismes internationaux concernés par les droits des femmes et des enfants.

La responsabilité technique de l'EPC a été assumée par le Bureau de l'évaluation du siège de l'UNICEF, avec le soutien du bureau pour le Moyen-Orient et l'Afrique du Nord et du Centre national d'évaluation des programmes (CNEP) du Haut Commissariat au Plan du Maroc. La coordination de l'exercice a été assurée par le Ministère des Affaires étrangères et de la Coopération du Maroc et par le bureau de l'UNICEF à Rabat. L'EPC du Maroc est un projet pilote faisant partie d'un programme global d'amélioration de la méthodologie des EPC financé par le Department for International Development (DFID) du Royaume Uni.

Le Ministère des Affaires étrangères du Japon, étant donné l'intérêt porté à la méthodologie d'évaluation des secteurs de l'éducation de base et des soins de santé à la mère et l'enfant au Maroc, a délégué, à travers son Bureau de la coopération économique (Unité d'évaluation au sein de la Division d'aide à la planification), un consultant pour participer à l'évaluation.

2. Aperçu de la situation des droits des enfants

2.1 Amélioration du cadre législatif

L'adhésion du Maroc aux conventions internationales et la volonté politique existant aux plus hauts niveaux de faire progresser le cadre juridique en vue d'améliorer les droits de l'enfant et de la femme, ont amené le gouvernement à adopter aux cours des dernières années des réformes juridiques majeures.

Le nouveau Code de la famille, adopté en 2004, et auquel SM le Roi Mohammed VI a donné son appui, établit l'égalité et la co-responsabilité des époux, changement qui permet de franchir une étape importante vers l'égalité entre genres. Le code introduit de nouvelles règles prévoyant l'intervention obligatoire du ministère public et de l'appareil judiciaire dans toutes les affaires concernant la famille, notamment en matière de divorce et de garde des enfants. Il élève l'âge du mariage de 15 ans à 18 ans pour les filles, établit des restrictions à la polygamie et contient plusieurs autres dispositions améliorant la situation juridique des femmes et des enfants.

Le nouveau Code du travail, voté en juillet 2003, met la législation nationale en adéquation avec la ratification de la convention 138 de l'OIT, relative à l'âge minimum du travail et à celle, en 2002, de la convention 182 relative à l'élimination des pires formes de travail. Le nouveau Code de procédure pénale et le nouveau Code pénal, entrés en vigueur en 2003, apportent plusieurs améliorations au traitement des enfants devant la loi, à leur protection contre des délits, tels que la vente et le travail forcé des enfants, et contre les mauvais traitements.

La nouvelle loi sur la kafala (sort de l'enfant abandonné), promulguée en juin 2002, apporte de réelles améliorations au niveau de l'attribution et du contrôle de la tutelle des enfants

abandonnés. La loi sur l'état civil, promulguée en 2002, rend la déclaration de naissance immédiatement obligatoire et établit des dispositions claires en ce qui concerne le nom de l'enfant naturel.

Des progrès majeurs ont donc été faits au niveau de la législation, cependant des lacunes subsistent, tant au niveau des réserves émises à l'égard de certains articles de la Convention relative aux droits de l'enfant (CDE) et de la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes (CEFD), qu'au niveau des nouveaux textes adoptés. Le Code de la famille, par exemple, maintient le principe de la polygamie et des dispositions discriminatoires à l'endroit des femmes en matière de divorce, de droits de propriété, de garde des enfants, de succession. Le Code pénal contient des dispositions sur le viol et la violence pouvant aller à l'encontre des droits des femmes et la loi sur l'état civil ne garantit pas des droits civiques égaux aux femmes et aux hommes. Quant au Code du travail, il demeure imprécis sur l'application de la législation relative à l'âge minimum du travail dans les secteurs du travail domestique et de l'artisanat et sur la question du harcèlement sexuel sur les lieux de travail. Il permet également le paiement de salaires différents aux hommes et aux femmes pour un même travail et ne donne pas de protection spécifique aux travailleurs domestiques, qui sont en grande majorité des jeunes filles.

De plus, au-delà des améliorations enregistrées, se pose la question de l'application des textes concernant les mauvais traitements, le travail des enfants, les naissances non déclarées, les enfants non scolarisés malgré l'obligation législative, etc.

2.2 La réalisation des droits des enfants

L'analyse de la situation des droits des enfants au Maroc, telle qu'observée en 2001 au moment du lancement du Programme de coopération 2002-2006, et l'information disponible sur leur évolution, indiquent que la réalisation des droits des enfants, malgré des progrès réels, est encore loin d'être pleinement satisfaisante, et ce pour les quatre catégories de droit, la survie, le développement, la protection et la participation. Ainsi, on observe que le taux de mortalité infantile (moins de 1 an) a augmenté de 37‰ en 1997 à 40‰ en 2003/04, et que malgré une hausse importante du taux de scolarisation, près de 20% des filles ne sont pas scolarisées en milieu rural, que globalement un nombre très élevé d'enfants de moins de 15 ans sont non scolarisés ou déscolarisés, et que la qualité de l'éducation demeure insuffisante.

L'évolution de la réalisation du droit à la protection ne peut être appréhendée au niveau statistique en raison du peu d'information disponible. Les problématiques de protection de l'enfance demeurent fondamentalement les mêmes qu'en 2002 et sont marquées entre autres par la croissance du nombre d'enfants de la rue et un nombre toujours élevé d'enfants au travail, bien qu'il y ait une amélioration des indicateurs de l'emploi des moins de 15 ans. Malgré la volonté politique du Gouvernement de faire de la protection de l'enfance une priorité, les ressources financières et humaines demeurent encore largement en deçà des besoins et le cadre institutionnel non entièrement adapté à l'amélioration des droits des enfants en situation difficile. En outre, le problème des capacités et des ressources des associations qui prennent charge de ces enfants, notamment des enfants en institution, demeure entier.

Quant à l'exercice du droit à la participation, il est tributaire des attitudes des parties concernées, des adultes et des enfants, et si l'on observe que le concept des droits de l'enfant est bien reçu par certains partenaires clés, il reste peu connu des enfants et du grand public, et il est souvent mal accepté par les adultes, qui craignent de voir les enfants réclamer leurs droits au lieu de remplir leurs obligations.

Par ailleurs, plusieurs aspects du droit à la participation de l'enfant dans les décisions qui le concernent ont été améliorés par les réformes juridiques concernant le droit de la famille (code de la famille: âge du mariage, choix du lieu de résidence en cas de séparation des parents, représentation des enfants au plan juridique etc.) et la justice pour les mineurs (code de procédure pénale).

3. Objectifs, stratégie et structure du Programme de coopération

Le but du programme de coopération Maroc-UNICEF 2002-2006 était d'appuyer les autorités nationales dans la consolidation et l'accélération de la réalisation effective des droits de l'enfant à la survie, au développement, à la protection et à la participation, en mettant un accent particulier sur la réduction des disparités. Les objectifs du Programme sont de contribuer à une intégration croissante des principes de la CDE dans les politiques et stratégies nationales et les réglementations visant une protection effective de tous les enfants et de soutenir les efforts du Gouvernement et de ses partenaires pour garantir l'accès de tous les enfants à une éducation et à des soins de santé de base de qualité.

La stratégie principale du Programme consiste à mener des expériences pilotes favorisant la réalisation des droits des enfants en vue de les reproduire à l'échelle nationale. Le Programme de coopération est structuré en quatre programmes:

- Appui aux priorités nationales (APN) en éducation et en santé;
- Soutien aux enfants en milieu rural (SEMR): expérimentation d'un modèle de développement local en faveur des enfants et d'approches liées à la survie et au développement.
- Protection de l'enfance (PE): développement de politiques et stratégies et expériences pilotes de protection de l'enfance (enfants en institution, enfants au travail et enfants des rues);
- Promotion et suivi de la CDE (PS-CDE): actions de plaidoyer et de mobilisation sociale autour de l'enfant et appui à la mise en place d'un système intégré d'information sur l'enfance.

4. Résultats et conclusions

4.1 Rôle, pertinence et conception du Programme de coopération

Rôle

Depuis la RMP de 1999, le Programme de coopération s'est fixé deux rôles principaux, soit celui du plaidoyer en faveur des droits des enfants et celui de la réalisation d'expériences pilotes de modèles d'intervention dans les domaines de l'éducation, de la santé, du développement local et de la protection de l'enfance en vue de leur généralisation dans les politiques et stratégies nationales.

Dans ces initiatives, souvent caractérisées par leur dimension multisectorielle, par des relations complexes entre niveaux local, régional et central et par la présence de plusieurs partenaires institutionnels et de la société civile, le Programme a apporté un appui crucial à la coordination. D'autre part, il joue un rôle de support financier indispensable à l'exécution des activités qu'il soutient.

Pertinence

L'examen des objectifs et des activités du Programme de coopération indique que celui-ci est pertinent par rapport aux priorités et politiques nationales, ainsi que par rapport aux instruments internationaux que sont la Convention relative aux droits de l'enfant (CDE), les Objectifs du Millénaire pour le développement (OMD), la déclaration "Un monde digne des enfants". La

pertinence par rapport à la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes est moins nette cependant, car le Programme n'a pas fait de l'égalité des genres une de ses priorités. De manière générale le Programme s'accorde à la mission de l'UNICEF et à son plan stratégique à moyen terme.

En éducation, les interventions du Programme appuient les politiques et priorités nationales visant la généralisation de l'enseignement préscolaire et primaire, l'amélioration de la qualité de l'éducation et la lutte contre l'abandon scolaire. Elles visent ainsi à contribuer à l'atteinte des OMD relatifs à l'éducation primaire pour tous et à l'élimination des disparités entre sexes. Le Programme vise aussi le domaine nouveau du développement de la petite enfance, de la conception jusqu'à 3 ans, une des cinq priorités à moyen terme de l'UNICEF, mais n'a pas retenu de façon explicite une autre priorité qui est celle de la scolarisation des filles en milieu rural.

En santé, le Programme s'inscrit surtout dans le cadre des programmes réguliers du ministère de la Santé dans les domaines de l'immunisation, de la santé de la mère et de l'enfant, ce qui assure sa pertinence par rapport aux politiques nationales et aux OMD relatifs à la réduction de la mortalité infantile et de la mortalité maternelle. De plus, il appuie aussi des expériences innovatrices en santé communautaire liées à la santé maternelle et à la fourniture de médicaments en milieu rural.

L'intervention du Programme visant à dynamiser le développement local par l'élaboration du plan de développement communal centré sur l'enfant (PDCE) concorde avec l'esprit de la Charte communale qui attribue aux communes plus d'initiative et de responsabilités dans leur développement.

Dans le domaine de la protection de l'enfance, le Programme appuie des expériences pilotes visant l'élimination du travail des enfants dans le travail domestique et dans l'artisanat. Il mène aussi diverses actions d'analyse de la situation et le développement des capacités, en ciblant notamment les enfants en institution et les enfants en conflit avec la loi. Ces interventions correspondent à la priorité donnée par l'UNICEF à la Protection des enfants contre la violence, l'exploitation, la maltraitance et la discrimination. Par ailleurs, il y a lieu de s'interroger sur la pertinence par rapport au respect des droits des enfants de l'approche, qui consiste à associer l'école au travail, adoptée dans les projets pilotes de lutte contre le travail des enfants dans l'artisanat et dans le travail domestique.

En matière de plaidoyer, en plus d'actions de communication pour promouvoir ses interventions et priorités en santé, éducation et protection de l'enfance, le Programme a soutenu activement l'harmonisation du cadre législatif avec la Convention relative aux Droits de l'Enfant (CDE) et la participation du Maroc au Mouvement Global en faveur de l'enfant. Les actions de communication ont abordé des sujets sensibles tels que le travail et l'exploitation sexuelle des enfants. Le Programme a fait la promotion de la participation des enfants par des d'initiatives comme le Parlement des enfants, mais le plaidoyer a peu touché le droit à la participation dans la vie quotidienne des enfants.

Conception

Le PC était tenu de progressivement adopter une approche de programmation fondée sur les droits humains pour se conformer à la directive émise par l'UNICEF en 1998. Bien qu'il y ait eu au niveau du Programme une grande volonté de tenir compte des droits humains, de promouvoir la dissémination de la CDE et d'introduire progressivement des éléments de l'AD dans les projets, l'approche droits n'a pas été pleinement intégrée dans la formulation et l'exécution du Programme. Or, une programmation davantage fondée sur l'analyse de la

situation des droits et des capacités aurait pu mener à un choix et à une conception différente des interventions, faisant en sorte que le Programme contribue plus encore à la réalisation des droits des enfants, et en particulier de ceux qui ne sont pas adéquatement respectés.

En outre, l'approche genre, qui fait partie intégrante d'une approche de programmation fondée sur les droits, est peu présente dans le Programme, car elle n'était pas un critère de conception des programmes lors de la formulation du programme actuel.

Le Programme de coopération n'a pas adopté non plus une approche de gestion axée sur les résultats et, on note l'absence de l'utilisation de la méthode du cadre logique, d'objectifs mesurables et de système de suivi rigoureux de la progression accomplie par rapport à une situation de référence, tant au niveau des projets que du Programme dans son ensemble.

Centrage

Selon ce qu'a pu observer l'évaluation, les activités opérationnelles du Programme 2002-2006 ont été beaucoup plus importantes que les activités de plaidoyer. Ces activités opérationnelles comprennent un nombre élevé de projets dont plusieurs comportent des expériences de terrain réparties entre cinq provinces rurales et plusieurs sites urbains, ce qui demande un effort de supervision et de suivi qui dépasse la limite des ressources humaines du Programme.

Avantages comparatifs et créneaux du Programme de coopération

Le premier avantage comparatif reconnu est celui du rôle de l'UNICEF comme défenseur et promoteur des droits de l'enfant, et le fait que ce rôle s'appuie sur la CDE et sur l'approche droits, ce qui donne à sa coopération une légitimité incontestable. Le second avantage est celui de la présence sur le terrain et de l'expérience acquise grâce à plusieurs années de travail en milieu rural et urbain. Un troisième avantage est celui de la capacité de l'UNICEF en matière de recherche-action et de mise au point de modèles d'intervention et d'outils innovateurs.

Par ailleurs, bien que l'UNICEF travaille avec plusieurs ONG au Maroc, ses relations de partenariat ont surtout un caractère institutionnel.

De manière générale, dans chacun de ses domaines d'intervention, le Programme n'exploite pas un créneau créé principalement par l'apport d'une expertise technique, mais plutôt par l'effet catalyseur de la présence de l'UNICEF dans le domaine concerné avec une approche déterminée, un plan d'action et des moyens d'intervention dont ne disposent pas les structures concernées.

4.2 Mise en œuvre du Programme: efficacité, efficience et viabilité des résultats

Efficacité

L'analyse des résultats du Programme 2002-2006 est soumise à des limites importantes dues à ce que son exécution n'est rendue qu'à mi-parcours et au fait que ses objectifs ont été formulés d'une façon imprécise rendant difficile d'apprécier la progression vers les résultats attendus et la nature et l'ampleur des difficultés rencontrées.

L'évaluation a réalisé, à travers l'analyse documentaire, les visites de terrain et de nombreuses entrevues, un examen détaillé des composantes du Programme. Elle constate qu'au niveau des produits, le Programme obtient des résultats abondants et de qualité, correspondant aux activités et produits prévus par le Plan cadre d'opérations et les plans d'action annuels.

Au niveau des effets directs, l'évaluation a surtout examiné les effets attendus des projets pilotes, qui représentent la plus grande part des activités du Programme et sont au cœur de la stratégie de coopération, qui est de faire la réplication et la généralisation de ces projets.

L'équipe d'évaluation a constaté que de manière générale les projets pilotes sont de nature à contribuer à la réalisation des droits des enfants, que certaines expériences, en éducation et santé communautaire notamment, sont déjà en voie d'être reproduites ou d'être intégrées dans les politiques nationale, et que des leçons utiles sont tirées des expériences moins réussies. L'évaluation ne peut juger de l'efficacité de la stratégie des projets pilotes qui est sera fonction de la durabilité et de la généralisation d'expériences qui sont encore en cours. Une analyse préliminaire des facteurs de réussite et des contraintes affectant les résultats des expériences porte à croire cependant que la réplication et la généralisation de certains projets pilotes n'est pas assurée et qu'il faut renforcer le lien entre les projets pilotes et le résultat principal escompté, qui est celui de leur institutionnalisation dans les politiques et programmes nationaux.

Efficienc

L'analyse de l'efficienc du Programme de coopération se heurte à l'absence d'une image claire des résultats et à l'absence de données sur les coûts des activités. Il en résulte que l'on ne peut mettre les résultats en rapport avec les coûts et porter un jugement sur l'efficienc du Programme.

Néanmoins, selon ce qu'a pu observer l'évaluation, les activités opérationnelles du Programme 2002-2006 comprennent un nombre élevé de projets dont plusieurs comportent des expériences de terrain réparties entre cinq provinces rurales et plusieurs sites urbains, ce qui demande un effort de supervision et de suivi qui dépasse les capacités des ressources humaines du Programme.

Durabilité des résultats

Jusqu'à maintenant, le Programme n'a pas formellement analysé les projets pilotes dans la perspective de leur durabilité et de leur généralisation.

L'analyse des facteurs de réussite et contraintes identifie plusieurs facteurs dont le maintien n'est pas assuré au terme des expériences pilotes et qui déterminent leur durabilité, notamment: le financement externe, le leadership, la motivation des intervenants et le travail bénévole, la participation des populations, l'appui institutionnel à l'expérience pilote, l'institutionnalisation des résultats.

Plusieurs étapes sont à franchir pour parvenir à généraliser un outil ou un modèle d'intervention. Il faut notamment:

- d'abord établir clairement ce que l'on souhaite généraliser;
- s'assurer que l'expérience est un succès durable dont tous les éléments sont documentés et qu'elle peut être transposée ailleurs, sans exclure l'adaptation;
- établir les coûts financiers et économiques en distinguant les coûts d'investissement et de démarrage et les coûts récurrents, et établir qui prendra charge des différents coûts;
- s'assurer que les ressources humaines et financières sont disponibles, y compris au niveau de la direction et de la coordination;

- identifier les décisions et mesures requises aux niveaux politique, légal et administratif au plan national et local pour permettre l'institutionnalisation et la réplication du projet ou du modèle et établir un plan d'action et de plaidoyer pour franchir les étapes qui en découlent.

L'évaluation considère qu'une analyse objective et franche par les partenaires, avec des appuis externes si nécessaire, de la durabilité, de la réplication et de l'institutionnalisation des expériences pilotes est une démarche nécessaire et urgente pour assurer l'atteinte des objectifs du Programme.

4.3 Exécution du budget et mobilisation des ressources

De 2002 à 2004, le Programme a reçu en moyenne 15% de plus en ressources régulières (RR) que le montant de 1,4 millions \$ par an prévu dans le Plan cadre d'opérations (PCO). La mobilisation des autres ressources (AR) a été cependant en moyenne de 60% inférieure aux prévisions de 2,2 millions \$ par an. Le Programme affiche par ailleurs une excellente performance pour ce qui est de l'utilisation des ressources mises à sa disposition. En effet, en 2002 et 2003, les ressources disponibles, tant régulières qu'autres, ont été pleinement consommées.

5. Orientations stratégiques et recommandations

5.1 Recentrage du Programme de coopération

Orientations stratégiques

Depuis le lancement du Programme de Coopération 2002-2006, le Maroc s'est doté d'un cadre législatif qui donne une impulsion nouvelle à la réalisation progressive des droits des enfants et des femmes. La Revue à mi-parcours est l'occasion de lier les orientations stratégiques du Programme à cette réalité et de le recentrer sur les défis qui se posent au Gouvernement et à la société civile.

Il y a lieu de recentrer le Programme actuel, caractérisé par une multiplicité de projets répartis entre plusieurs secteurs et aires géographiques, sur des interventions répondant aux critères suivants:

- (a) capacité du Programme de contribuer à une intervention innovatrice dans un domaine donné, compte tenu du mandat l'UNICEF, de son expertise, et de l'Approche droits;
- (b) complémentarité avec les capacités nationales et avec l'appui d'autres organismes extérieurs;
- (c) pertinence par rapport aux Objectifs du Millénaire pour le développement, avec la Déclaration "Un monde digne des enfants", et avec le Plan d'action national en faveur des enfants.

Recommandation

La préparation du Programme 2007-2011 devra apporter des améliorations à la programmation. La démarche proposée pour le recentrage du Programme est la suivante:

- mettre à jour l'analyse de la situation de la réalisation des droits et des capacités des titulaires de droits et des détenteurs d'obligations à tous les niveaux, en portant une attention spéciale à la dimension genre;
- identifier les domaines où le Programme soutenu par l'UNICEF pourra faire une contribution innovatrice et de qualité;
- articuler la conception du Programme avec le Plan d'action national en faveur de l'enfant;

- formuler des objectifs en conformité avec une approche de gestion axée sur les résultats, liée à la matrice de résultats UNDAF et en complémentarité avec l'appui d'autres partenaires;
- élaborer des stratégies de sortie de certaines interventions sur la base de critères tels que:
 - résultats atteints au niveau du développement des capacités ou des projets;
 - niveau de priorité moindre du modèle d'intervention;
 - expérience difficile à répliquer ou avec des résultats non concluants;
 - d'autres intervenants rendent le rôle du Programme superflu ou non essentiel;
 - nombre et durée prolongée des interventions, faisant en sorte que le Programme n'a pas à les poursuivre pour atteindre ses objectifs.

5.2 Approche de programmation fondée sur les droits humains

Orientations stratégiques

Il y a lieu pour le Programme d'adopter de façon plus systématique la méthodologie et les éléments d'une programmation fondée sur les droits humains, en intégrant dans sa démarche les éléments de l'approche qui ont trait au cadre juridique, à l'effort maximum de dépenses publiques et au plaidoyer, à la dimension genre, à la participation des enfants et des femmes et aux spécificités culturelles. Le Programme doit promouvoir un dialogue national et l'autonomisation. Il doit donner une voix aux communautés qui sont exclues, aux femmes et aux adolescents. Ces préoccupations devront être présentes dans l'appui qui pourra être donné à l'élaboration du plan d'action national "Un Maroc digne de ses enfants".

Recommandations

L'adoption d'une approche de programmation fondée sur les droits devrait avoir un impact important sur le contenu du programme, dans la perspective où le mandat de l'UNICEF est de donner davantage priorité aux droits qui sont les moins respectés et aux groupes défavorisés. Ceci implique :

- de renforcer l'analyse de la situation pour identifier les enfants exclus des services d'éducation, de santé et de protection, analyser les causes d'exclusion, et analyser les capacités, y compris au niveau des politiques et des rôles des intervenants;
- de renforcer la formulation des objectifs des programmes en ciblant les enfants de 0-3 ans et les mères comme sujets de droits;
- de cibler les groupes vulnérables dans les zones rurales et dans les zones périurbaines.

Afin de développer au niveau macro un plaidoyer qui puisse contribuer à une amélioration globale et effective de la réalisation des droits des enfants, il est recommandé d'entreprendre de concert avec les détenteurs d'obligations (les ministères nationaux, etc.) et les détenteurs de droits (représentants de la société civile, enfants et adolescents), une analyse de l'effort budgétaire maximum en faveur des enfants.

Dans le cadre d'une programmation fondée sur les droits humains il est recommandé au Programme de poursuivre son appui aux réformes juridiques par l'examen des lois dans la perspective de leur conformité aux conventions internationales (CDE et CEFDF), par la traduction des normes juridiques nouvelles en un discours compréhensible par la population et par des réformes institutionnelles assurant l'effectivité des nouvelles lois (ex: âge légal du travail) et la réalisation des droits.

Enfin, il est recommandé que dans la mise en œuvre d'une approche de programmation fondée sur les droits humains, l'approche participative soit privilégiée, y compris au niveau de la

participation des enfants, tant pour l'analyse des situations, la planification et l'exécution des projets, l'élaboration des politiques, que la réalisation de bilans.

5.3 Approche genre

Orientations stratégiques

La reconnaissance des femmes et des enfants comme détenteurs de droits et l'égalité des sexes sont des éléments intrinsèques d'une approche de programmation fondée sur les droits humains, conforme à la CDE et à la CEFDF. Ceci signifie que les femmes doivent être considérées comme détentrices de droits à part entière, pas seulement comme entités conduisant à la réalisation des droits des enfants. Il est recommandé d'inclure explicitement l'approche genre (y compris les analyses de causalité, des rôles et schémas et de capacité) dans l'approche de programmation.

Recommandations

Il est recommandé au Programme d'entamer, sans attendre le prochain cycle, l'adoption de l'approche genre dans sa programmation et ses activités.

Pour s'attaquer à cette tâche, il est nécessaire que le Programme renforce les capacités, d'abord du personnel UNICEF et ensuite des partenaires, à faire des analyses de genre en vue de faciliter la formulation, la mise en œuvre et le suivi-évaluation de l'approche genre.

5.4 Approche de gestion axée sur les résultats

Orientations stratégiques

Pour l'UNICEF et pour le Programme de coopération, la programmation axée sur les résultats doit s'intégrer dans le Plan-cadre des Nations Unies pour l'aide au développement (UNDAF) qui formule les résultats communs à atteindre pour faire face aux questions identifiées dans le Bilan commun de pays. Au Maroc, un nouveau Bilan commun du pays et la programmation UNDAF doivent être élaborés en 2005. Au niveau du Gouvernement, la Direction du Budget du Ministère des Finances et de la Privatisation met en œuvre depuis 2002 une nouvelle approche budgétaire axée sur les résultats.

L'instauration de la GAR au niveau du Programme de coopération doit se faire en cohérence avec la démarche GAR du Gouvernement pour les programmes qui le concernent, tout en fournissant un outil de gestion du Programme. De la même façon, la matrice des résultats UNDAF doit être définie en cohérence avec les objectifs de résultats du Gouvernement et ne pas créer un ensemble de résultats et d'indicateurs qui lui soient exclusifs.

Recommandations

Il y a lieu d'entamer la préparation du nouveau Programme Maroc-UNICEF pour la période 2007-2011 suivant une approche de programmation fondée sur les résultats, qui sera liée à la matrice des résultats de l'exercice UNDAF.

Il est recommandé que la préparation du nouveau PC comporte un cadre logique fondé sur une nouvelle analyse causale des problèmes des enfants et des femmes. Un tel cadre logique permettra de vérifier si la somme des composantes ou des activités planifiées suffit à produire les résultats escomptés et décrit de façon explicite les hypothèses de planification, tout en proposant les indicateurs de suivi appropriés. Le Plan cadre des opérations (CPAP) devra être

accompagné d'un Plan intégré de suivi et d'évaluation (PISE) pour toute la durée du nouveau PC.

5.5 Expériences pilotes

Orientations stratégiques

L'institutionnalisation d'un modèle d'intervention peut être un processus long, complexe et plus ou moins difficile selon la complexité, les coûts et les risques du modèle visé. Il est de la plus haute importance pour l'atteinte des objectifs du Programme et pour améliorer son efficacité et son efficience de procéder à une analyse de la durabilité des expériences et de la faisabilité de leur réplication, institutionnalisation et généralisation.

Recommandations

Il est recommandé qu'à court terme une analyse systématique, objective et franche soit faite par les partenaires de chacun des projets pilotes ou modèles d'intervention selon les facteurs de durabilité et de faisabilité des étapes de généralisation ou institutionnalisation. Cette analyse, effectuée avec des appuis externes au besoin, visera à fixer des objectifs réalistes en termes de résultats à atteindre et d'étapes à franchir.

Après examen de ces analyses par les partenaires du Programme, il y aurait lieu, pour la période restante du Programme, de retenir comme orientation majeure la consolidation des expériences qui ont donné satisfaction et de déterminer quelle conclusion donner aux expériences qui n'ont pas de potentiel de réplication, institutionnalisation et généralisation en prenant en considération que le rôle de l'UNICEF n'est pas d'appuyer le développement local ou d'autres projets de développement s'ils ne servent pas à développer des outils ou des méthodes d'intervention en faveur de l'enfant.

5.6 Plaidoyer

Orientations stratégiques

Le plaidoyer consiste, sur la base de l'analyse de la situation et d'une réflexion avec les partenaires, à inviter le gouvernement, en tant que principal détenteur d'obligations à l'égard des enfants, à entreprendre des actions pour assurer la réalisation des droits. Le plaidoyer concerne des domaines qui vont au-delà des actions directement menées par le Programme de coopération.

Recommandations

Il est recommandé de rapprocher les actions de plaidoyer et de communication de la vraie fonction du plaidoyer qui est de faire connaître les droits non réalisés et leur causes et de promouvoir de façon systématique des réformes légales, des politiques et des mesures de portée générale pour assurer la réalisation des droits.

Il s'agira d'entreprendre un plaidoyer conforme à l'approche-droits, en y incluant l'approche genre, et de promouvoir par le plaidoyer une mobilisation adéquate des ressources en faveur de l'enfant.

5.7 Communication au niveau des programmes

Orientations stratégiques

Une approche systématique est requise afin d'intégrer la communication comme une composante essentielle dans chacun des projets et en appui au plaidoyer, et de renforcer les capacités de communication du personnel de l'UNICEF et des partenaires.

Recommandations

Il est recommandé de formuler une stratégie de communications suivant une approche transversale faisant la distinction entre les niveaux et les cibles du plaidoyer et de la mobilisation sociale.

Au niveau des projets pilotes, il est recommandé de documenter les expériences et notamment les processus de mise en œuvre et les résultats afin d'alimenter le plaidoyer en vue de la réplication et de la généralisation. La promotion des expériences en vue de leur réplication devrait être cependant fondée sur une évaluation des résultats.

5.8 Partenariat

Orientations stratégiques

Au Maroc, les relations avec les ONG et le renforcement de leurs capacités devraient être une stratégie prioritaire du Programme de coopération, car pour mettre en œuvre les nouvelles lois et le nouveau cadre légal, ainsi que des politiques et des programmes dans le domaine de la protection ou le développement du préscolaire, le gouvernement doit s'appuyer sur la société civile et les ONG.

Le rôle de coordination qui appartient au gouvernement est par ailleurs crucial dans des interventions de nature intersectorielle et il doit être renforcé.

D'autre part, dans la suite du consensus international relativement à l'harmonisation des pratiques et au rehaussement de l'efficacité de l'aide, il y a lieu pour le Programme de renforcer ses efforts de coordination et partenariat dans le cadre de l'UNDAF, ainsi que de manière plus large avec ceux intervenant dans les mêmes domaines.

Recommandations

Il est d'abord recommandé au gouvernement d'accorder au département habilité à coordonner les politiques et programmes en faveur de l'enfant, les ressources humaines et financières requises pour le plein exercice de cette responsabilité, et à l'UNICEF: apporter, au besoin, une assistance afin de faciliter l'exercice de cette fonction essentielle.

Il est recommandé au Programme d'accroître le nombre et diversifier la gamme des ONG partenaires du Programme, d'impliquer davantage les ONG dans la programmation, au niveau de la formulation, de l'exécution et du suivi-évaluation, et de renforcer leurs capacités au niveau de la livraison des services, ainsi qu'en matière de plaidoyer en améliorant l'accès à l'information sur la situation des droits et éventuellement en contribuant au développement d'un forum des ONG-Enfant;

Il est recommandé d'intensifier les partenariats avec les autres donateurs, particulièrement dans le cadre de l'UNDAF afin de faciliter la coordination par le gouvernement, réduire les coûts de transaction élevés et accroître l'efficacité. Une coordination étroite devrait être recherchée avec

les donateurs intéressés par les domaines d'intervention de l'UNICEF (éducation, santé, protection) afin de faciliter la réplication des modèles d'intervention développés dans le cadre du Programme.

5.9 Mobilisation des ressources

Orientations stratégiques

Bien que l'UNICEF puisse avoir un potentiel inexploité de mobilisation des Autres ressources, les efforts à faire en la matière sont déterminés par le rôle du Programme de coopération qui se limite à la défense et à la promotion des droits de l'enfant et à la réalisation d'expériences pilotes. Par ailleurs la mobilisation des ressources ne concerne pas que les besoins du Programme, mais surtout ceux découlant de l'amélioration de la réalisation des droits des enfants, dont la responsabilité incombe d'abord au Gouvernement, avec le support de la coopération externe, des partenaires locaux et du secteur privé.

Recommandations

Il est recommandé au Gouvernement d'élaborer un budget favorisant la réalisation des droits des enfants, incluant la perspective genre, et de préparer un plan de financement du Plan d'action national en faveur des enfants pour en faire une référence majeure de l'assistance externe. Il est aussi recommandé de favoriser la mobilisation des ressources au niveau local en faveur des enfants.

A l'UNICEF, il est recommandé d'appuyer ces initiatives par le plaidoyer et d'élaborer et mettre en œuvre une stratégie de mobilisation des Autres ressources compatible avec son mandat et exploitant les opportunités de financement existant au Maroc.

5.10 Implications pour la structure du programme

Orientations stratégiques

L'organisation actuelle du Programme utilise une structure, en partie sectorielle et en partie matricielle, qui situe la conception, la planification et une partie du suivi des projets pilotes dans un programme, et la réalisation et d'autres éléments du suivi des projets dans un autre programme. Chaque programme dispose de son chargé de programme et d'un comité technique ou comité de coordination ayant une représentation essentiellement sectorielle, et chacun poursuit un plaidoyer pour les initiatives et les projets pilotes de son secteur. Au niveau local, les comités provinciaux et les comités communaux ont une représentation pluri-sectorielle.

Le Programme est également caractérisé par la multiplicité des interventions, avec plusieurs projets et sous-projets dans chacun des programmes, en plus d'initiatives d'analyse de la situation et de plaidoyer dans plusieurs domaines.

Cette organisation du Programme résulte des relations de partenariat institutionnel établies sur une base sectorielle, d'une présence historique en milieu rural, de la disponibilité au bureau de l'UNICEF de quelques spécialistes ayant chacun la responsabilité d'un programme (éducation, santé, protection, communication) et d'une formulation des objectifs favorisant la multiplication des interventions.

L'organisation du Programme comporte ses avantages. Elle favorise l'implication des partenaires et l'appropriation institutionnelle du Programme, en particulier au niveau de chacun des comités techniques. La présence sur plusieurs sites confère une certaine représentativité

aux projets pilotes et la multiplicité des interventions permet de répondre à plusieurs priorités et à plusieurs partenaires.

Elle comporte aussi ses inconvénients: charge opérationnelle et de suivi est excessive, tant au niveau des partenaires que du bureau de l'UNICEF, discontinuité de la planification et du suivi des projets, risque de dilution des objectifs principaux dans de multiples interventions et d'octroi aux projets pilotes d'une part des ressources non conforme aux priorités.

Recommandations

L'évaluation conclut qu'il est difficile de changer la structure du Programme en profondeur au moment de la Revue à mi-parcours, mais qu'il sera nécessaire d'instaurer une nouvelle structure de programme pour le cycle suivant. L'évaluation n'a pas de solution toute faite à proposer, mais suggère la démarche suivante pour rendre la structure plus logique et transparente:

- mettre à jour les priorités du Programme par l'analyse de la situation et l'application de l'approche-droits;
- recentrer le Programme sur ces priorités en appliquant les critères d'intervention énoncés à la section 5.1, réduire certaines activités, en s'appuyant sur la revue des projets pilotes, et éventuellement réduire également le nombre de sites d'intervention;
- identifier une nouvelle organisation tenant compte:
 - de la formulation d'objectifs suivant une approche de gestion axée sur les résultats, c'est à dire, des objectifs réalistes, mesurables et déterminés dans le temps;
 - du contexte institutionnel associé à la réalisation des objectifs concernés, y compris au niveau de la coordination de programmes et projets de type intersectoriel.

Différentes options d'organisation du Programme peuvent être considérées:

- le cycle de vie: par exemple, une composante du Programme pourrait viser le groupe des 0 à 3 ans et regrouper les activités les concernant (développement de la petite enfance, santé maternelle, etc.);
- le regroupement des projets autour de thèmes relatifs à la réalisation des droits (ex: régions défavorisées; groupes exclus, etc.)
- la structure sectorielle, avec un renforcement de la coordination au sein de l'UNICEF et avec les partenaires.

Ces recommandations impliquent que certaines compétences requises pour assurer la contribution de l'UNICEF soient maintenues ou renforcées. Il y aurait lieu de:

- maintenir des compétences sectorielles dans l'équipe de Programme en éducation, santé et protection de l'enfance, de façon à assurer une expertise de base dans ces domaines;
- renforcer les compétences stratégiques et méthodologiques dans les domaines de l'approche droits, de l'approche genre, du suivi-évaluation et de la gestion axée sur les résultats;
- développer des compétences pour l'analyse des budgets du secteur public en s'appuyant le plus possible sur l'information et les travaux des partenaires gouvernementaux et de la société civile et d'autres coopérations (Banque mondiale, Commission européenne, etc.).

C. RESUMEN EJECUTIVO

1. Objetivo y contexto de la evaluación

La evaluación del programa de cooperación (EPC) con Marruecos tiene por objetivo apoyar la Revisión de Medio Término (MTR, en sus siglas en inglés) del Programa de cooperación entre el Gobierno de Marruecos y el UNICEF, aportando una dimensión estratégica de esta Revisión realizada por el Gobierno de Marruecos y el UNICEF con la participación de representantes de la sociedad civil. La EPC trata en particular de reposicionar el Programa en función de las reformas jurídicas adoptadas por Marruecos después del año 2000, de la evolución reciente de la situación de los derechos de la infancia y de las recomendaciones y normas de los organismos internacionales dedicados a defender los derechos de la mujer y de la infancia.

La responsabilidad técnica de la EPC estuvo a cargo de la Oficina de Evaluación de la sede del UNICEF, con el apoyo de la Oficina Regional para Oriente Medio y África del Norte y del Centro Nacional de Evaluación de Programas (CNEP) del Alto Comisariado para la Planificación de Marruecos. El Ministerio de Asuntos Exteriores y de la Cooperación de Marruecos y la oficina del UNICEF en Rabat se encargaron de la coordinación del ejercicio. La EPC de Marruecos es un proyecto piloto que forma parte de un programa global de mejora de la metodología de las EPC financiado por el Departamento para el Desarrollo Internacional (DFID) del Reino Unido.

El Ministerio de Asuntos Exteriores del Japón, dado su interés en la metodología de la evaluación de los sectores de la educación de base y la atención de la salud maternal e infantil en Marruecos, nombró, a través de su Oficina para la Cooperación Económica (Unidad de Evaluación, en el seno de la División de Asistencia a la Planificación), un consultor para participar en la evaluación.

2. Sinopsis de la situación de los derechos de la infancia

2.1 Mejora del marco legislativo

La adhesión de Marruecos a las convenciones internacionales, y la voluntad política existente al más alto nivel de perfeccionar el marco jurídico con miras a mejorar los derechos de la infancia y de la mujer, han conducido al gobierno a adoptar durante los últimos años importantes reformas jurídicas.

El nuevo Código de la familia, aprobado en 2004, y al que Su Majestad el Rey Mohammed VI prestó su apoyo, establece la igualdad y la corresponsabilidad de los esposos, un cambio histórico que permite avanzar hacia la igualdad entre los géneros. El código introdujo nuevas reglas que requieren la intervención del ministerio público y del sistema judicial en todos los asuntos relativos a la familia, especialmente en materia de divorcio y de custodia de los hijos. Aumenta de 15 a 18 años la edad para el matrimonio de las niñas, establece restricciones a la poligamia y contiene otras disposiciones que mejoran la situación jurídica de las mujeres y los niños.

El nuevo Código del Trabajo, votado en julio de 2003, adapta la legislación nacional a la ratificación de la Convención 138 de la OIT relativa a la edad mínima para trabajar y a la ratificación en 2002 de la Convención 182 relativa a la eliminación de las peores formas de trabajo. El nuevo Código de los Procedimientos Penales, y el nuevo Código Penal, que entraron en vigor en 2003, aportan varias mejoras sobre el tratamiento de los niños ante la ley, su protección contra delitos como la venta y el trabajo infantil forzado, y contra los malos tratos.

La nueva ley sobre la kafala (la situación de los niños y niñas abandonados), promulgada en junio de 2002, aporta mejoras reales a nivel de la atribución en el control de la tutela de los niños abandonados. La ley sobre el estado civil, promulgada en 2002, exige la inscripción obligatoria del nacimiento y establece disposiciones claras en lo que atañe al nombre del hijo natural.

A pesar de los importantes avances en materia de legislación, todavía subsisten algunas lagunas, tanto en lo que respecta a las reservas que se hicieron a algunos artículos de la Convención sobre los Derechos del Niño y la Convención sobre la eliminación de todas las formas de discriminación contra la mujer, como a nivel de los nuevos textos aprobados. El Código de la Familia, por ejemplo, mantiene el principio de la poligamia y disposiciones discriminatorias contra la mujer en cuestiones como el divorcio, el derecho a la propiedad, la tutela de los hijos y la sucesión. El Código Penal contiene disposiciones sobre la violación y la violencia que podrían estar en contra de los derechos de la mujer, y la Ley sobre el estado civil no garantiza los mismos derechos cívicos a los hombres y a las mujeres. En cuanto al Código del Trabajo, resulta bastante impreciso sobre la aplicación de la legislación relativa a la edad mínima para trabajar en los sectores del trabajo doméstico y de la artesanía, y sobre la cuestión del hostigamiento sexual en el lugar de trabajo. También permite el pago de salarios diferentes a los hombres y a las mujeres por el mismo trabajo y no ofrece ninguna protección específica a los trabajadores domésticos, que en su gran mayoría son niñas y mujeres jóvenes.

A pesar de las mejoras registradas, cada vez más surge la cuestión de la aplicación de los textos relativos a los malos tratos, el trabajo infantil, los nacimientos no registrados, los niños y niñas que no están escolarizados a pesar de la obligación legislativa, etc.

2.2 La realización de los derechos de la infancia

El análisis de la situación de los derechos de la infancia en Marruecos, tal y como se observaba en 2001 cuando se inició el Programa de Cooperación 2002-2006, y la información disponible sobre su evolución, indican que la realización de los derechos de la infancia, a pesar de los progresos reales, está aún lejos de ser plenamente satisfactoria, algo que afecta a las cuatro categorías de derechos, es decir, la supervivencia, el desarrollo, la protección y la participación. De este modo, se observa que la tasa de mortalidad infantil (menores de un año) ha aumentado de un 27% en 1997 a un 40% en 2003/04; que, a pesar de un aumento importante en la tasa de escolarización, cerca del 20% de las niñas no están escolarizadas en el medio rural; que en general hay un número bastante alto de niños y niñas menores de 15 años que no están escolarizados o están desescolarizados; y que la calidad de la educación sigue siendo insuficiente.

No es posible conocer la evolución de la realización del derecho a la protección a nivel estadístico debido a la escasa información disponible. La problemática en lo relativo a la protección de la infancia sigue siendo fundamentalmente la misma que en 2002 y está marcada entre otras cosas por el aumento del número de niños y niñas de la calle y un número todavía demasiado elevado de niños y niñas que trabajan, a pesar de que se haya producido una mejora en los indicadores de empleo de menores de 15 años. A pesar de la voluntad política del Gobierno de convertir la protección de la infancia en una prioridad, los recursos financieros y humanos siguen siendo bastante inferiores a las necesidades y el marco institucional no está plenamente adaptado a la mejora de los derechos de los niños en situaciones difíciles. Además, sigue existiendo el problema de la capacidad y los recursos de las asociaciones que se ocupan de estos niños y niñas, especialmente los que se encuentran en instituciones.

En cuanto al ejercicio del derecho a la participación, depende enteramente de las actitudes de las partes interesadas, los adultos y los niños, y aunque se observa que el concepto de derechos de la infancia ha sido bien recibido por algunos aliados clave, sigue siendo muy poco conocido entre los niños y el gran público, y a menudo no es bien recibido entre los adultos, que temen que los niños y niñas reclamen sus derechos en lugar de cumplir con sus obligaciones.

Además, las reformas jurídicas del derecho de la familia (Código de la Familia: edad del matrimonio, elección del lugar de residencia en caso de separación de los progenitores, representación de los niños en el ámbito jurídico, etc.) y la justicia juvenil (Código de Procedimientos Penales) han mejorado varios aspectos del derecho a la participación de los niños en las decisiones que les atañen.

3. Objetivos, estrategia y estructura del Programa de Cooperación

El objetivo del Programa de Cooperación entre Marruecos y el UNICEF para 2002-2006 era apoyar a las autoridades nacionales en la consolidación y aceleración de la realización efectiva de los derechos de la infancia a la supervivencia, el desarrollo, la protección y la participación, con un acento especial en la reducción de las disparidades. Los objetivos del Programa son contribuir a una mayor integración de los principios de la Convención sobre los Derechos del Niño en las políticas y estrategias nacionales y las reglamentaciones con el fin de ofrecer una protección efectiva a todos los niños y de apoyar las actividades del Gobierno y sus aliados para garantizar el acceso de todos los niños y las niñas a una educación y una atención de la salud básica de calidad.

La estrategia principal del Programa consiste en llevar a cabo experiencias piloto que favorezcan la realización de los derechos de la infancia con el objetivo de reproducirlas a una escala nacional. El Programa de Cooperación está estructurado en cuatro programas:

- Apoyo a las prioridades nacionales en materia de educación y salud;
- Apoyo a los niños y niñas en el medio rural: experimentación de un modelo de desarrollo local en favor de los niños y de enfoques relacionados con la supervivencia y el desarrollo;
- Protección de la infancia: establecer políticas y estrategias y experiencias piloto de protección de la infancia (niños en instituciones, niños trabajadores y niños de la calle);
- Promoción y seguimiento de la Convención sobre los Derechos del Niño: actividades de promoción y movilización social en torno a la infancia y apoyo a la puesta en práctica de un sistema integrado de información sobre la infancia.

4. Resultados y conclusiones

4.1 Función, pertinencia y concepción del Programa de Cooperación

Función

Desde el MTR de 1999, el Programa de Cooperación asumió dos funciones principales, la de promover los derechos de la infancia y la de realizar experiencias piloto de modelos de intervención en las esferas de la educación, la salud, el desarrollo local y la protección de la infancia, con el objetivo de integrarlas en las políticas y estrategias nacionales.

En estas iniciativas, a menudo caracterizadas por su dimensión multisectorial, por unas relaciones complejas entre los niveles local, regional y central y por la presencia de varios aliados institucionales y de la sociedad civil, el Programa prestó un apoyo crucial a la

coordinación. Por otra parte, desempeñó una función de apoyo financiero indispensable para la ejecución de las actividades que patrocina.

Pertinencia

El análisis de los objetivos y las actividades del Programa de Cooperación indica que resulta pertinente con respecto a las prioridades y políticas nacionales, así como en relación a instrumentos internacionales como la Convención sobre los Derechos del Niño, los Objetivos de Desarrollo del Milenio (ODM) y la declaración “Un mundo apropiado para los niños”. Sin embargo, la pertinencia con respecto a la Convención sobre la eliminación de todas las formas de discriminación contra la mujer está menos clara, pues el Programa no ha considerado la igualdad entre los géneros como una de sus prioridades. De manera general, el Programa se circunscribe a la misión del UNICEF y a su plan estratégico de mediano plazo.

En la educación, las intervenciones del Programa apoyan las políticas y prioridades nacionales con miras a la ampliación de la enseñanza preescolar y primaria, la mejora en la calidad de la educación y la lucha contra el abandono escolar. También procura contribuir al logro de los ODM relativos a la educación primaria para todos y la eliminación de las disparidades entre los géneros. El Programa abarca también la nueva esfera del desarrollo en la primera infancia, desde el nacimiento hasta los tres años, una de las cinco prioridades de mediano plazo del UNICEF, pero no ha establecido de manera explícita otra prioridad, la de la escolarización de las niñas en el medio rural.

En la esfera de la salud, el Programa se inscribe sobre todo en el marco de los programas ordinarios del Ministerio de Salud en los ámbitos de la vacunación y la salud de la madre y del niño, lo que garantiza su pertinencia en relación a las políticas nacionales y a los ODM relativos a la reducción de la mortalidad infantil y la mortalidad de la madre. Además, apoya también experiencias innovadoras en salud comunitaria relacionadas con la salud de la madre y la distribución de medicinas en el medio rural.

La intervención del Programa encaminada a dinamizar el desarrollo local mediante la elaboración de un plan de desarrollo comunitario centrado en el niño concuerda con el espíritu de la Carta Comunitaria que atribuye a las comunidades más iniciativas y responsabilidades en su desarrollo.

En la esfera de la protección de la infancia, el Programa apoya las experiencias piloto destinadas a eliminar el trabajo infantil en la artesanía y las labores domésticas. También lleva a cabo varias actividades de análisis de la situación y el desarrollo de las capacidades, seleccionando especialmente a los niños y niñas en instituciones y a los niños y niñas en conflicto con la ley. Estas intervenciones corresponden a la prioridad que concede el UNICEF a la protección de los niños contra la violencia, la explotación, los malos tratos y la discriminación. Además, es necesario preguntarse sobre la pertinencia, con respecto a los derechos de la infancia, del enfoque que vincula la escuela con el trabajo, adoptado en los proyectos piloto de lucha contra el trabajo infantil en la artesanía y en las labores domésticas.

En materia de promoción, además de las actividades de comunicación para promover sus intervenciones y prioridades en la salud, la educación y la protección de la infancia, el Programa ha respaldado activamente la armonización del marco legislativo con la Convención sobre los Derechos del Niño y la participación de Marruecos en el Movimiento Mundial en favor de la Infancia. Las actividades de comunicación han abordado temas sensibles como el trabajo infantil y la explotación sexual de la infancia. El Programa ha promovido la participación de los niños y las niñas en iniciativas como el Parlamento Infantil, pero esta promoción del derecho a la participación apenas ha tenido repercusiones en la vida cotidiana de los niños.

Concepción

El PC debía adoptar progresivamente un enfoque de la programación basado en los derechos humanos para cumplir con la directiva emitida por el UNICEF en 1998. A pesar de que ha existido a nivel del Programa una enorme voluntad para tener en cuenta los derechos humanos, promover la difusión de la Convención sobre los Derechos del Niño e introducir progresivamente los elementos del enfoque basado en los derechos en los proyectos, el enfoque no ha estado plenamente integrado en la formulación y ejecución del Programa. Y sin embargo, una programación basada en primer término en el análisis de la situación de los derechos y de las capacidades hubiera podido llevar a una elección y una concepción diferentes de las intervenciones, asegurando que el Programa contribuyera aún más a la realización de los derechos de la infancia, y en particular de aquellos que no se respetan de manera adecuada.

Además, el enfoque en materia de género, que forma una parte integral de un enfoque de la programación basado en los derechos, está muy poco presente en el Programa, debido a que no era un criterio en la concepción de los programas cuando se formuló el programa actual.

El Programa de Cooperación tampoco ha adoptado un enfoque de la gestión basada en los resultados y también se observa la ausencia de la utilización del método de marco lógico, de objetivos mensurables y de un sistema de seguimiento riguroso de la progresión alcanzada en relación con una situación de referencia, tanto a nivel de proyectos como del Programa en su conjunto.

Reorientación

Según lo que ha podido observar la evaluación, las actividades operativas del Programa 2002-2006 han sido más importantes que las actividades de promoción. Estas actividades operativas comprenden un número elevado de proyectos, de los cuales varios comportan experiencias sobre el terreno repartidas entre cinco provincias rurales y varios lugares urbanos, lo que exige un esfuerzo de supervisión y seguimiento que sobrepasa el límite de los recursos humanos del Programa.

Ventajas comparativas y nicho del Programa de Cooperación

La primera ventaja comparativa reconocida proviene del papel del UNICEF como defensor y promotor de los derechos de la infancia y el hecho de que este papel se apoye en la Convención sobre los Derechos del Niño y el enfoque de los derechos, lo que otorga a su cooperación una legitimidad incontestable. La segunda ventaja es la presencia sobre el terreno y la experiencia adquirida gracias a varios años de trabajo en los medios rural y urbano. Una tercera ventaja es la que corresponde a la capacidad del UNICEF en materia de investigación-acción y la puesta en práctica de modelos de intervención y de herramientas innovadoras.

Además, aunque el UNICEF trabaja con varias ONG en Marruecos, sus alianzas tienen sobre todo un carácter institucional.

De manera general, en cada una de las esferas de intervención, el Programa no explota un nicho establecido principalmente por la aportación de conocimientos técnicos, sino más bien por el efecto catalizador de la presencia del UNICEF en la esfera concreta con un enfoque determinado, un plan de acción y los medios de intervención que no disponen otras estructuras participantes.

4.2 Puesta en práctica del Programa: eficacia, eficiencia y viabilidad de los resultados

Eficacia

El análisis de los resultados del Programa 2002-2006 está sujeto a límites considerables, debido a que su ejecución se encuentra a mitad de trayecto y a que sus objetivos han sido formulados de una manera imprecisa que dificulta la apreciación del progreso hacia los resultados esperados y la naturaleza y la amplitud de las dificultades encontradas

La evaluación ha realizado, a través del análisis de documentos, las visitas sobre el terreno y numerosas entrevistas, un examen minucioso de los componentes del Programa. Se constata que, a nivel de los productos, el Programa obtiene resultados abundantes y de calidad, que corresponden a las actividades y productos previstos por el Plan Maestro de Operaciones y los planes de acción anuales.

A nivel de los efectos directos, la evaluación ha examinado sobre todo los efectos que se esperaban de los proyectos pilotos, que representan la mayor parte de las actividades del Programa y se encuentran en el núcleo mismo de la estrategia de cooperación, que consiste en la reproducción y generalización de estos proyectos.

El equipo de evaluación ha constatado que, de manera general, los proyectos piloto contribuyen por su naturaleza a la realización de los derechos de la infancia, y algunas experiencias, especialmente en la educación y la salud comunitaria, se encuentran ya en vías de reproducción o de integración en las políticas nacionales; también se constató que se han extraído lecciones útiles de las experiencias menos exitosas. La evaluación no puede juzgar la eficacia de la estrategia de los proyectos pilotos, que estaría en función de la durabilidad y de la generalización de experiencias que se encuentran todavía en proceso. Un análisis preliminar de los factores que conllevan al éxito y los obstáculos que afectan a los resultados de las experiencias permitiría indicar, sin embargo, que la reproducción y generalización de algunos proyectos pilotos no está garantizada y que hace falta reforzar el vínculo entre los proyectos pilotos y el resultado principal que se espera, y que es su institucionalización en las políticas y programas nacionales.

Eficiencia

El análisis de la eficiencia del Programa de Cooperación tropieza con la ausencia de una imagen clara de los resultados y la falta de datos sobre los costos de las actividades. Como consecuencia, no es posible examinar los resultados en relación con los costos y emitir un juicio sobre la eficiencia del programa.

Sin embargo, según lo que la evaluación ha podido observar, las actividades operacionales del Programa 2002-2006 comprenden un número elevado de proyectos, de los cuales varios comportan experiencias sobre el terreno repartidas entre cinco provincias rurales y varios lugares urbanos, lo que exige un esfuerzo de supervisión y de seguimiento que sobrepasa las capacidades de los recursos humanos del Programa.

Sostenibilidad de los resultados

Hasta la fecha, el Programa no ha analizado formalmente los proyectos piloto bajo la perspectiva de su sostenibilidad y de su generalización.

El análisis de los factores positivos y los obstáculos identifica varios factores cuyo apoyo no está asegurado hasta el final de las experiencias piloto y que determinan su sostenibilidad,

especialmente: la financiación externa, la capacidad de liderazgo, la motivación de los participantes y los trabajadores voluntarios, la participación de las poblaciones, el apoyo institucional a la experiencia piloto, la institucionalización de los resultados.

Es preciso superar varias etapas para conseguir generalizar una herramienta o un modelo de intervención. Especialmente, es preciso:

- primeramente, establecer de manera clara qué se desea generalizar;
- asegurar que la experiencia es un éxito sostenible cuyos elementos en su totalidad están documentados y que puede reproducirse en otros lugares, sin excluir la adaptación;
- establecer los costos financieros y económicos diferenciando los costos de inversión e iniciales y los costos periódicos, y establecer quién se hará cargo de los diferentes costos;
- asegurar la disponibilidad de los recursos humanos y financieros, incluidos los niveles de dirección y de coordinación;
- identificar las decisiones y medidas necesarias a nivel político, jurídico y administrativo en los planos nacional y local para permitir la institucionalización y la reproducción del proyecto o modelo y establecer un plan de acción y de promoción para avanzar en las etapas necesarias.

La evaluación considera que un análisis objetivo y franco por parte de los aliados, con apoyos externos si es necesario, sobre la sostenibilidad, la reproducción y la institucionalización de las experiencias piloto es una medida necesaria y urgente para asegurar el logro de los objetivos del Programa.

4.3 Ejecución del presupuesto y movilización de los recursos

De 2002 a 2004, el Programa ha recibido una media de un 15% de más en recursos ordinarios que la suma de 1,4 millón de dólares por año previsto en el Plan Maestro de Operaciones. La movilización de otros recursos ha sido sin embargo un 60% inferior, como promedio, a las previsiones de 2,2 millones de dólares al año. El Programa logra por otra parte un rendimiento excelente en lo que atañe a la utilización de los recursos que tiene a su disposición. En efecto, en 2002 y 2003, los recursos disponibles, tanto ordinarios como otros, se han utilizado plenamente.

5. Orientaciones estratégicas y recomendaciones

5.1 Reorientación del Programa de Cooperación

Orientaciones estratégicas

Desde el inicio del Programa de Cooperación 2002-2006, Marruecos se ha dotado de un marco legislativo que ofrece un nuevo impulso a la realización progresiva de los derechos de la infancia y de la mujer. El examen de mitad de período permite vincular las orientaciones estratégicas del Programa a esta realidad y de reorientarla con respecto a los desafíos que presenta para el Gobierno y la sociedad civil.

Es preciso reorientar el Programa actual, caracterizado por una multitud de proyectos repartidos entre varios sectores y zonas geográficas, hacia intervenciones que respondan a los siguientes criterios:

- (a) capacidad del Programa de contribuir a una intervención innovadora en una esfera dada, teniendo en cuenta la misión del UNICEF, sus conocimientos técnicos y el enfoque basado en los derechos;

- (b) complementariedad con las capacidades nacionales y con el apoyo de otros organismos exteriores;
- (c) pertinencia con respecto a los Objetivos de Desarrollo del Milenio, con la declaración “Un mundo apropiado para los niños”, y con el Plan de Acción Nacional en favor de la Infancia

Recomendación

La preparación del Programa 2007-2011 deberá aportar mejoras a la programación. Las medidas propuestas para reorientar el Programa son las siguientes:

- poner al día el análisis de la situación de la realización de los derechos y de las capacidades de los sujetos de derechos y de los detentores de obligaciones a todos los niveles, prestando una atención especial a la dimensión en materia de género;
- identificar las esferas en que el Programa que recibe apoyo del UNICEF pueda hacer una contribución innovadora y de calidad;
- articular la concepción del Programa con el Plan de Acción Nacional en favor de la Infancia;
- formular objetivos de conformidad con un enfoque de gestión basado en los resultados, vinculado a la matriz de resultados del Marco de Asistencia de las Naciones Unidas para el Desarrollo (MANUD) y complementarios con el apoyo de otros aliados;
- elaborar estrategias de salida de determinadas intervenciones sobre la base de criterios como:
 - resultados obtenidos al nivel del desarrollo de las capacidades o de los proyectos;
 - el modelo de intervención tiene menos prioridad;
 - experiencia difícil de reproducir o con resultados inconclusos;
 - otros participantes hacen que la función del Programa sea superfluo o no esencial;
 - número y duración prolongada de las intervenciones, que lleva a que el programa no esté obligado a continuarlos para alcanzar los objetivos.

5.2 Enfoque a la programación basada en los derechos humanos

Orientaciones estratégicas

Es necesario que el Programa adopte de manera más sistemática la metodología y los elementos de una programación basada en los derechos humanos, integrando en su actividad los elementos del enfoque relacionados con el marco jurídico, con el esfuerzo máximo de gasto público y de promoción, con la dimensión de género, con la participación de los niños y las mujeres y con las características culturales. El Programa debe promover un diálogo nacional y de habilitación. Debe ofrecer una voz a las comunidades excluidas, a las mujeres y a los adolescentes. Estas preocupaciones deberían estar presentes en el apoyo que podría ofrecerse a la elaboración de un plan de acción nacional titulado “Un Marruecos apropiado para sus niños”.

Recomendaciones

La adopción de un enfoque de la programación basado en los derechos humanos debería tener repercusiones importantes sobre el contenido del programa, bajo la perspectiva de que la misión del UNICEF es conceder prioridad a los derechos menos respetados y a los grupos más desfavorecidos. Esto implica:

- reforzar el análisis de la situación para identificar a los niños excluidos de los servicios de educación, salud y protección, analizar las causas de la exclusión y analizar las capacidades, incluido el nivel de políticas y las funciones de los participantes;

- reforzar la formulación de los objetivos de los programas seleccionando a los niños de 0 a 3 años y las madres como sujetos de derechos;
- seleccionar a los grupos vulnerables en las zonas rurales y en las zonas periurbanas.

A fin de formular a nivel general una promoción que pueda contribuir a una mejora global y efectiva de la realización de los derechos de la infancia, se recomienda llevar a cabo, en colaboración con los detentores de obligaciones (los ministerios nacionales, etc.) y los sujetos de derechos (representantes de la sociedad civil, niños y adolescentes), un análisis del esfuerzo presupuestario máximo en favor de la infancia.

En el marco de una programación basada en los derechos humanos se recomienda al Programa seguir manteniendo su apoyo a las reformas jurídicas mediante el examen de las leyes dentro de la perspectiva de su conformidad con las convenciones internacionales (Convención sobre los Derechos del Niño y Convención para la eliminación de todas las formas de discriminación contra la mujer), mediante la traducción de normas jurídicas nuevas en un discurso comprensible para la población y mediante reformas institucionales que aseguren la eficacia de las nuevas leyes (por ejemplo, edad legal para trabajar) y la realización de los derechos.

Finalmente, se recomienda que dentro de la puesta en práctica de un enfoque de programación basado en los derechos humanos, se considere de la mayor importancia un enfoque participativo, incluido a nivel de la participación de los niños, tanto para analizar las situaciones, la planificación y la aplicación de los proyectos, como la elaboración de las políticas y la realización de un balance de resultados.

5.3 Enfoque en materia de género

Orientaciones estratégicas

El reconocimiento de las mujeres y de los niños como sujetos de derechos y la igualdad entre los géneros son elementos intrínsecos de un enfoque de programación basado en los derechos humanos, de conformidad con la Convención sobre los Derechos del Niño y la Convención para la eliminación de todas las formas de discriminación contra la mujer. Esto significa que las mujeres tienen que ser consideradas como sujetos de derechos en pie de igualdad, y no solamente como entidades que conducen a la realización de los derechos de la infancia. Se recomienda incluir explícitamente el enfoque en materia de género (incluidos los análisis de la causalidad, las funciones y los esquemas y la capacidad) en el enfoque de la programación.

Recomendaciones

Se recomienda que el programa adopte, sin esperar al ciclo siguiente, el enfoque en materia de género en su programación y sus actividades.

Para llevar a cabo esta tarea, es necesario que el Programa refuerce sus capacidades, primeramente con respecto al personal del UNICEF y después de sus aliados, para realizar análisis en materia de género con miras a facilitar la formulación, la puesta en práctica y el seguimiento y evaluación del enfoque en materia de género.

5.4 Enfoque de gestión basado en los resultados

Orientaciones estratégicas

Para el UNICEF y para el Programa de Cooperación, la programación basada en los resultados debe integrarse en el MANUD que formula resultados conjuntos en la Evaluación común del

país. En 2005 deben elaborarse en Marruecos una nueva Evaluación común del país y la programación del MANUD. A nivel de Gobierno, la Dirección de Presupuesto del Ministerio de Finanzas y de la Privatización puso en práctica desde 2002 un nuevo enfoque presupuestario basado en los resultados.

El establecimiento de la gestión basada en los resultados a nivel del Programa de Cooperación debe ser coherente con el inicio de una gestión basada en los resultados por parte del Gobierno para los programas que le atañen, proporcionando una herramienta de gestión del Programa. De la misma manera, la matriz de resultados del MANUD debe estar definida de conformidad con los objetivos de resultados del Gobierno y no establecer un conjunto de resultados y de indicadores que sean exclusivos.

Recomendaciones

Se recomienda establecer la preparación del nuevo Programa entre Marruecos y el UNICEF para el periodo de 2007-2011 siguiendo un enfoque de la programación basado en los resultados, que estará vinculado a la matriz de los resultados del ejercicio del MANUD.

Se recomienda que la preparación de nuevo PC comporte un marco lógico basado en un nuevo análisis causal de los problemas de la infancia y de la mujer. Un marco lógico de este tipo permitirá verificar si la suma de los componentes o de las actividades planificadas es suficiente para producir los resultados buscados y describe de manera explícita las hipótesis de la planificación, proponiendo los indicadores apropiados de seguimiento. El Plan Maestro de Operaciones deberá estar acompañado de un Plan integral de seguimiento y de evaluación (PISE) para todo el tiempo que dure el nuevo PC.

5.5 Experiencias piloto

Orientaciones estratégicas

La institucionalización de un modelo de intervención podría ser un proceso largo, complejo y más o menos difícil según la complejidad, los costos y los riesgos del modelo bajo consideración. Para lograr los objetivos del Programa y mejorar su eficacia y su eficiencia, es de suma importancia proceder a un análisis sobre la durabilidad de las experiencias y la viabilidad de su reproducción, institucionalización y generalización.

Recomendaciones

Se recomienda que a corto plazo los aliados de cada uno de los proyectos piloto o modelos de intervención realicen un análisis sistemático, objetivo y honesto de los proyectos pilotos o modelos de intervención según los factores de durabilidad y viabilidad de las etapas de generalización o institucionalización. Este análisis, efectuado con los apoyos externos que sean necesarios, tratará de fijar objetivos realistas en términos de resultados a obtener y etapas a superar.

Después del examen de estos análisis por los aliados del Programa, será necesario retener como orientación principal, para el periodo restante del Programa, la consolidación de las experiencias que hayan dado resultados y determinar cuál es la conclusión a la que se debe llegar con respecto a las experiencias que no tienen ningún potencial de reproducción, institucionalización y generalización, teniendo en cuenta que la función del UNICEF no consiste en apoyar el desarrollo local o de otros proyectos de desarrollo, si no sirven para desarrollar las herramientas o los métodos de intervención en favor de la infancia.

5.6 Promoción

Orientaciones estratégicas

La promoción consiste, sobre la base del análisis de la situación y de una reflexión con los aliados, en invitar al gobierno, en tanto que titular principal de las obligaciones con respecto a la infancia, a llevar a cabo las acciones necesarias para asegurar la realización de los derechos. La promoción está relacionada con las esferas que van más allá de las actividades que lleva a cabo directamente el Programa de Cooperación.

Recomendaciones

Se recomienda vincular las actividades de promoción y de comunicación con la verdadera función de promoción que es difundir los derechos violados y sus causas y promover de manera sistemática las reformas jurídicas, de políticas y generales para asegurar la realización de los derechos. Se trata de llevar a cabo una promoción que se adapte al enfoque basado en los derechos, incluyendo el enfoque en materia de género, y de promover una movilización adecuada de los recursos en favor de la infancia.

5.7 Comunicación a nivel de programas

Orientaciones estratégicas

Se requiere un enfoque sistemático a fin de integrar la comunicación como un componente esencial en cada uno de los proyectos y en apoyo a la promoción, y de reforzar las capacidades de comunicación del personal del UNICEF y de sus aliados.

Recomendaciones

Se recomienda formular una estrategia de comunicación que siga un enfoque transversal diferenciando entre los niveles y los destinatarios de la promoción y la movilización social.

A nivel de los proyectos piloto, se recomienda documentar las experiencias y especialmente los procesos de puesta en práctica y los resultados a fin de proporcionar una base a la promoción con miras a su reproducción y generalización. La promoción de experiencias con miras a su reproducción debería estar basada sin embargo en una evaluación de los resultados.

5.8 Alianzas

Orientaciones estratégicas

En Marruecos, las relaciones con las ONG y la potenciación de sus capacidades deberían ser una estrategia prioritaria del Programa de Cooperación, ya que para poner en práctica las nuevas leyes y el nuevo marco jurídico, así como las políticas y los programas en la esfera de la protección o del desarrollo de la enseñanza preescolar, el gobierno debe apoyarse en la sociedad civil y las ONG.

La función de coordinación que depende del gobierno es además fundamental en las intervenciones de naturaleza intersectorial y debe reforzarse.

Por otra parte, como consecuencia del consenso internacional sobre la armonización de las prácticas y la mejora de la eficacia de la asistencia, el Programa tiene que reforzar sus actividades de coordinación y formación de alianzas en el MANUD, así como de una manera más amplia con aquellos que intervienen en las mismas esferas.

Recomendaciones

En primer lugar se ha recomendado al Gobierno asignar al departamento destinado a coordinar las políticas y los programas en favor de la infancia los recursos humanos y financieros necesarios para el ejercicio pleno de esta responsabilidad, y al UNICEF aportar, cuando sea necesario, la asistencia que permita facilitar el ejercicio de esta función esencial.

Se recomienda al Programa aumentar el número y diversificar la gama de las ONG aliadas del Programa, de implicar más a las ONG en la programación, al nivel de la formulación, la aplicación y el seguimiento-evaluación, y de reforzar sus capacidades a nivel de la prestación de servicios, así como en materia de promoción, mejorando el acceso a la información sobre la situación de los derechos y eventualmente contribuyendo al desarrollo de un foro de las ONG-infancia;

Se recomienda intensificar las alianzas con los otros donantes, especialmente en el MANUD, a fin de facilitar la coordinación por parte del gobierno, reducir los costos de transacción elevados y aumentar la eficacia. Debería procurarse una estrecha coordinación con los donantes interesados en las esferas de intervención del UNICEF (educación, salud, protección) a fin de facilitar la reproducción de los modelos de intervención desarrollados en el marco del Programa.

5.9 Movilización de recursos

Orientaciones estratégicas

Aunque el UNICEF pudiera disfrutar de un potencial no explotado de movilización de los otros recursos, las actividades en esta cuestión están determinadas por la función del Programa de Cooperación, que se limita a la defensa y la promoción de los derechos de la infancia y a la realización de experiencias piloto. Además, la movilización de los recursos implica únicamente a las necesidades del Programa, pero sobre todo aquellas destinadas a la mejora de la realización de los derechos de la infancia, cuya responsabilidad incumbe primeramente al gobierno, con el apoyo de la cooperación externa, de los aliados locales y del sector privado.

Recomendaciones

Se recomienda al Gobierno elaborar un presupuesto que favorezca la realización de los derechos de la infancia, incluyendo la perspectiva en materia de género, y de preparar un plan para la financiación de un Plan de Acción nacional en favor de la infancia para establecer una importante referencia de la asistencia externa. También se recomienda fomentar la movilización de los recursos a nivel local en favor de la infancia.

Al UNICEF se recomienda apoyar estas iniciativas para la promoción y elaborar y poner en práctica una estrategia de movilización de los otros recursos compatible con su misión y aprovechando las oportunidades de financiación que existen en Marruecos.

5.10 Implicaciones para la estructura del programa

Orientaciones estratégicas

La organización actual del programa utiliza una estructura, en parte sectorial y en parte matricial, que sitúa la concepción, la planificación y una parte del seguimiento de los proyectos piloto en un programa, y la aplicación y otros elementos de seguimiento del proyecto en otro programa. Cada programa tiene un encargado de programas y un comité técnico o comité de coordinación con una representación esencialmente sectorial, y cada uno sigue una promoción

para las iniciativas y los proyectos piloto de su sector. A nivel local, los comités provinciales y los comités comunitarios tienen una representación multisectorial.

El Programa está igualmente caracterizado por la multiplicidad de las intervenciones, con varios proyectos y subproyectos en cada uno de los programas, además de las iniciativas de análisis de la situación y de promoción en varias esferas.

Esta organización del Programa es el resultado de las relaciones de colaboración institucional establecidas sobre una base sectorial, de una presencia histórica en el medio rural, de la disponibilidad en la oficina del UNICEF de algunos especialistas que son responsables cada uno de un programa (educación, salud, protección, comunicación) y de una formulación de objetivos que favorece la multiplicación de las intervenciones.

La organización del Programa conlleva sus ventajas. Favorece la implicación de los aliados y la apropiación institucional del Programa, en particular a nivel de cada uno de los comités técnicos. La presencia en varios lugares confiere una determinada representatividad a los proyectos piloto y la multiplicidad de las intervenciones permite responder a varias prioridades y a varios aliados.

También conlleva sus inconvenientes: la carga cooperativa y de seguimiento es excesiva, tanto a nivel de los aliados como de la oficina del UNICEF; discontinuidad de la planificación y el seguimiento de los proyectos; peligro de disolución de los objetivos principales en intervenciones múltiples; y asignación a los proyectos piloto de una parte de los recursos que no se adapta a las prioridades.

Recomendaciones

La evaluación concluyó que es difícil cambiar la estructura del Programa en profundidad en el momento de la Revisión de Medio Término, pero que será necesario establecer una nueva estructura del programa para el próximo ciclo. La evaluación no dispone de una solución, pero sugiere las medidas siguientes para que la estructura sea más lógica y transparente:

- poner al día las prioridades del Programa mediante el análisis de la situación y la aplicación del enfoque basado en los derechos;
- reorientar el programa hacia las prioridades que apliquen los criterios de intervención enunciados en la sección 5.1, reducir algunas actividades, apoyándose en el análisis de los proyectos piloto, y reducir igualmente en algún momento el número de lugares de intervención;
- identificar una nueva organización que tenga en cuenta:
 - la formulación de objetivos que sigan un enfoque de la gestión basado en los resultados, es decir, objetivos realistas, mensurables y con un plazo limitado;
 - el contexto institucional relacionado con la realización de los objetivos determinados, que comprenda el nivel de la coordinación de programas y de proyectos de tipo intersectorial.

Se pueden considerar diferentes opciones para la organización del Programa:

- el ciclo de vida: por ejemplo, un componente del programa podría orientarse hacia el grupo de los niños de 0 a 3 años y reagrupar las actividades que les conciernen (desarrollo en la primera infancia, salud de la maternidad, etc.);
- el agrupamiento de proyectos en torno a temas relativos a la realización de los derechos (por ejemplo: regiones desfavorecidas, grupos excluidos, etc.)
- la estructura sectorial, con un fortalecimiento de la coordinación dentro del UNICEF y con los aliados.

Estas recomendaciones implican que algunas competencias necesarias para asegurar la contribución del UNICEF se mantengan o se refuercen. Será necesario:

- mantener las competencias sectoriales en el equipo del Programa en educación, salud y protección de la infancia, para asegurar unos conocimientos técnicos básicos en estas esferas;
- reforzar las competencias estratégicas y metodológicas en las esferas del enfoque basado en los derechos, del enfoque en materia de género, del seguimiento-evaluación y de la gestión basada en los resultados;
- desarrollar competencias para el análisis de los presupuestos del sector público apoyándose en la información y las labores de los aliados gubernamentales y de la sociedad civil y otros aliados (Banco Mundial, Comisión Europea, 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 Labour 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 Centre for Programme Evaluation (NCPE) 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 Human Rights-Based Approach to Programming (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 fulfil 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 Medical Insurance (CMI) for wage-earners and, in the longer term, of a Medical Insurance Plan for the Economically Destitute (MIPED), 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.

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.

Undeniable progress has been made in elementary schooling,⁴ but the quality of the instruction remains low and drop-out rates are always high or even rising.⁵ 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 girls.⁶ 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 one 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 15.¹⁰ 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 neighbourhoods.¹²

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, High Commissioner of Planning).

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/year 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/year). 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, High

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 Constitution.¹³

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

2.3 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 hereafter:¹⁴

- Labour Code

The new Labour 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 labour.

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

Commissioner of Planning, 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.

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 Labour 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 as 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 labour, 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.

2.3.1 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 2003.¹⁵ 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 rights.¹⁷ 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 Plan of Action for Children 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 labour inspection quantitatively and qualitatively to ensure the enforcement of the law;
- provide for the social reintegration of children suffering from economic exploitation;

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.

- take all necessary steps to prevent and put and end to the use of children as domestic staff (Little Maids) by developing a wide-ranging strategy going to the roots of this phenomenon.

2.3.2 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 reservations.¹⁸ 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 report.¹⁹

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.

2.4 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 Labour 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

¹⁸ These 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).

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

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 labour, 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 labour 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 favourable 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 and the Convention on the Elimination of All Forms of Discrimination against Women, 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 6: 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 Plan of Action 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 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 labour 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 CPC 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 centres, so that the main actors involved in these institutions could fulfil their obligations towards children.

Another major recommendation pertained to the necessity to link cooperation activities with national strategies, so the CPC 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:

1. to contribute to the growing integration of CRC principles in national policies and strategies and in regulations developed to effectively protect all children;
2. 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 CPC'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 favour of children;
- empowering communities;
- focusing on advocacy and social mobilization in favour 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 CPC is structured in 4 different programmes with the following objectives:

- Support to National Priorities (SNP), 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 (SCRA), aiming at proposing a local development model in favour of children and at experimenting in peripheral areas approaches that have been designed at the national level;
- Child protection (CP), 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 (CRC-P&M), aiming at consolidating advocacy and social mobilization around children, supporting the establishment of an integrated information system on children and setting up a monitoring and evaluation (M&E) system for the Programme.

3.2.3 CPC resources

According to MPO forecasts, the CPC 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 000 of US\$)

Programme	Annual average			2002-2006 programme			
	Regular	Other	Total	Regular	Other	Total	%
Support national priorities	329	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 CPC 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 CPC's four components allocates 35% to the SCRA programme and more or less 20% to each of the three other programmes (SNP, CP, CRC-P&M). 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 (MFAC) and UNICEF. The CPC'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 SSFACH, HCP, MDN²⁰, MNE (Department of Cooperation), MOH (Department of Population), MOI (Department of Rural Affairs);

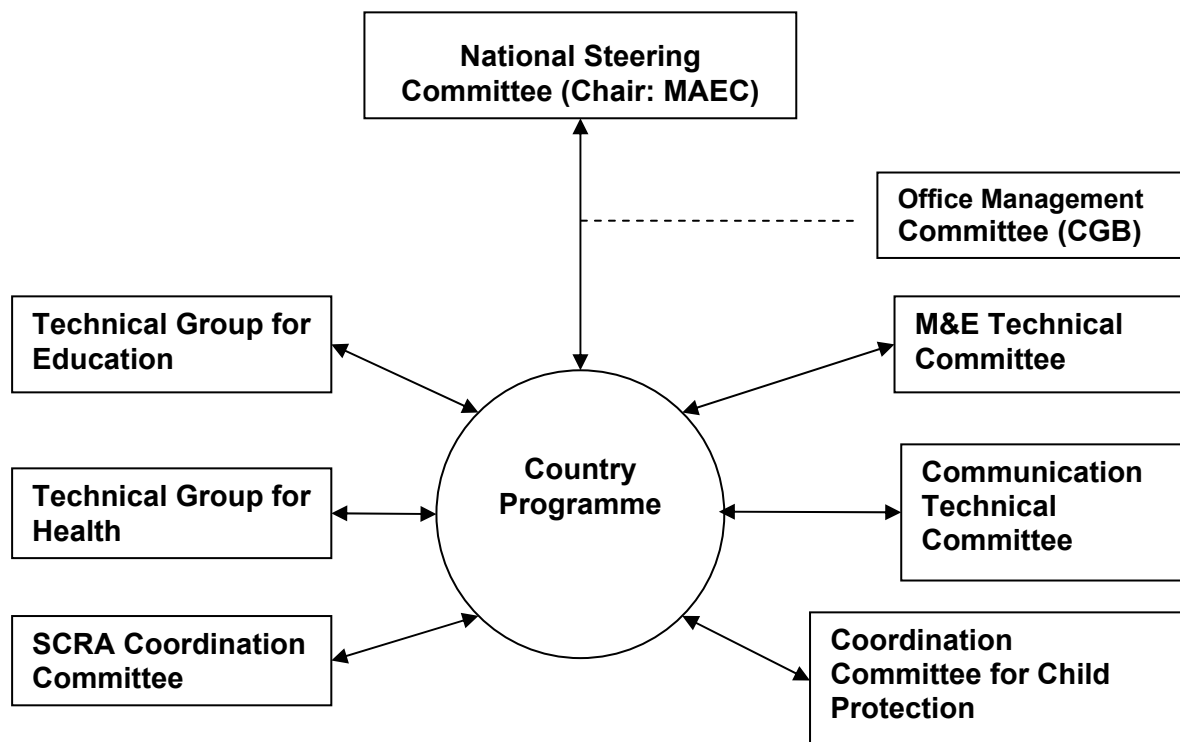
²⁰ The Ministry of Human Rights has been discontinued after a recent cabinet reshuffle.

- 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 favour 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, Zagora) 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 Diagram 1.

Diagram 1
Management structure of the Country Programme: national level



3.2.5 Programmes, projects and subprojects 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 objectives.²¹

One will note that the Support to National Priorities (SNP) programme is composed of an SNP education project and an SNP 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.

²¹ 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.

4. Analysis of the Country Programme

4.1 The role and relevance of the Country Programme

4.1.1 CPP 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 endeavours 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 SNP-Education, SNP-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 SCRA programme, the Programme introduced the interesting innovation of the Child-Focused Municipal Development Plan (CFMDP). 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 labour 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, the Millennium Development Goals 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 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 SNP programme and the experiences conducted in the context of the SCRA 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 subproject 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 favoured 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 CPC 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 (SCRA)** programme, on one hand, seeks to make local development more dynamic through the conception of a Child-Focused Municipal Development Plan and establish a Municipal Information System on Children (MISC) which would make it possible to monitor the situation of a municipality's children and of their rights. CFMDP 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 CFMDP'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 SNP programme, the SCRA 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 (CP) programme** 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 labour 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 2002.²²

Besides, we have to question the relevance of the approach adopted by the **pilot projects against child labour**, 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 UCW²³ 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

²²The 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".

²³ Source: Understanding the work of children in Morocco: UCW project.

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 labour 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 Labour 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 The design of the Programme

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

The CPC 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 fulfil 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 fulfil 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 CPC; 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 behaviours. In any case, behavioural 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 approach²⁴ 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;

²⁴ The 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.

- 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 (RBM). 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 defence, 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 SCRA 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 SCRA 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 SCRA 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 favour 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 (REDs) 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 the National Observatory of Children's Rights (NOCR) and the Moroccan League for Child Protection (MLCP). 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 labour, 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 favour of children's rights is in Morocco a field shared with other bodies such as NOCR 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, WFP²⁵) 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, 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

²⁵ The WFP has ended its activities in Morocco.

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 to the evaluation of effectiveness

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 activities.²⁶

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 subprojects 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.

²⁶ The 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 behavioural change processes;
- Outputs are the immediate results of programme activities;
- Activities are actions that mobilize programme resources.

Chart 2

Projects and subprojects according to the type of results desired²⁷

	Type of result desired per project or subproject	
	Adoption of policies or intervention models with pilot experiences	Advocacy – situation analysis Capacity building Support to programmes
Support to national	- Intervention models and tools for children (0 to 3) Community preschool Quality of education : Fight against drop-out; quality School grid - Formative evaluation	
priorities – Education	- Mobile health coverage - School health assistant - Policy of medical care given to the mother - Drug Policy	- Vaccination - Fight against malnutrition - Rural health coverage - IMCI - HIV/AIDS – Youth
Support to national	Child-focused municipal development plan Municipal information system Community-based drug fund Waiting houses (DAO)	
Priorities – Health	- Elimination of children’s work in crafts (Fès) - Little Maids in Casablanca	- Children in institutions
Support to children	- 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 (SCRA)

- Child-Focused Municipal Development Plan

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 CFMDP 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 CFMDPs 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.

²⁷ In this chart, projects are indexed as per main result expected, hence a project classified as a pilot experience. Projects and subprojects 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” subprojects have been put under the SNP-Education heading even though activities, to a large extent, take place within the SCRA and child protection programmes. The “Community-Based Drug Fund” and “Waiting Houses” projects have also been placed in the SCRA category rather than in SNP-Health.

The creation of the Municipal Committee has made it possible to regroup the main stakeholders at the local level around the formulation of the CFMDP and to establish connections with higher levels, as well as strengthen the integrated, cross-sectoral approach to development. Lastly, some municipalities used the CFMDP as a tool to seek funding for local projects. The CFMDP 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 neighbouring 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 SCRA 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 (CMI) which will be instituted in 2005, and the Medical Insurance for the Economically Destitute (MIPED), 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 centre staff in two provinces (SCRA) 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 SCRA 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 behaviours identified as deficient.

It is to be noted that training at the community level was not always given in the same SCRA 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 centres 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 subproject to harmonize it with the National Anti-AIDS Programme (NAAP) 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.

SNP-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 behaviour 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 favour 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 Parent-Teacher Associations (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 behaviour 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 (RLC) 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. MNE and RED leaders must now define the RLCs' 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 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 favoured NGOs are NOCR and MLCP. Besides, in numerous areas, project implementation has met with difficulties linked to limitations in institutional coordination.

- Pilot projects aiming at the elimination of child labour

The experiences of the Child Protection programme were essentially focused on the elimination of child labour 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 labour 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-ILO 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 subprojects: Promotion of the culture of children's rights, Child Participation and Behavioural Change.

It is the subproject 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 (MFC), and the Documentation and Information Centre 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 MFC 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 defence of children's rights and of the need to deal with previously taboo subjects such as child labour 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 subproject entitled **Child participation** has mainly endeavoured 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 centre 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 subproject'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 (NSA) 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 subproject entitled: "*Behavioural change*", which aims to act at the level of CPC components. It is a fact that there is no structured, integrated communication strategy, and few signs that behaviours 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 CFMDP 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 Integrated Information System on Children (IISC) 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

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 IISC 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 favour 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 CPC 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 subprojects 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 favourable 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 : behaviour surveys; 2003-2004: raising parents' awareness 2004 assessment	New information on parental behaviours 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 centres 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 SMCs 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

Pilot experiment	State of advancement	Outputs /Outcomes	Success factors	Constraints
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 RED 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 (CFMDP)	2002 : monographs in all 5 provinces 2003 : 5 CFMDPs 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 Department of Rural Affairs (DAR)	Involvement and interest of external services Institutionalization of municipal committee Local elections Communication Low women's and children's representation-participation
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

Pilot experiment	State of advancement	Outputs /Outcomes	Success factors	Constraints
Elimination of child labour in crafts (Fès)	2001 Start-up 2002 Raising parents' awareness, survey with 1059 families 2002 Opening of child protection centres 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 labour 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 NGO partnerships Role of wilaya Public awareness, rupture of taboo Awareness-building of families in original rural areas Pedagogical kit	Labour 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 SCRA programme, communication made it possible to target the planning exercise and the formulation of the Child-Focused Municipal Development Plan 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 labour. 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 subprojects 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 Plan of Action: “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. 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” 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.

²⁸ The 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.

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 continue to be unavoidable even if its activities are closely connected with that of the government. 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 Plan of Action, to the role that M&E should play, so that the measurement and the evaluation of the performance of government programmes in favour 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 for Programme Evaluation.

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 000 of US\$)

	Regular resources			Other Resources			Total		
	Forecast	Allocated	%	Forecast	Allocated	%	Forecast	Allocated	%
2 002	1 397	1 532	110%	2 200	559	25%	3 597	2 091	58%
2 003	1 397	1 444	103%	2 200	659	30%	3 597	2 103	58%
2 004	1 397	1 816	130%	2 200	2 556	116%	3 597	4 372	122%
2 005	1 397			2 200			3 597		
2 006	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 resources mobilized (in 000 of US\$)

	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 defence 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' travelling 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 CFMDP 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 (SMCs) 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 CFMDP 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 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 Plan of Action 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 fulfilment 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 Plan of Action 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 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 favour the participatory approach, including child participation, at all stages and all levels.
- HRBAP favours 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 favour 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 favour 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 favour 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 Plan of Action: “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 plan of action 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 UNIFEM.²⁹

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

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).

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 problems 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, DAFM, 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

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.

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 Plan of Action 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 Plan of Action 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 favour 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 labour 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 Centre;
- the development of an effective website.
- promote through advocacy an adequate mobilization of resources in favour of children:
 - at government level (budgetary effort, budgetization of the National Plan of Action for Children);
 - at donors' level
 - at the level of civil society partners.

5.7 Communication at the programme level

Strategic directions

Communication at the CPC 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 behaviour. 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 labour, 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 education districts (REDs) 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 (NOCR) 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 labour, informal education), and on the reinforcement of their expertise (partnership agreements recently signed with Democratic Association of Moroccan Women (DAFM) and Espace Associatif for the Gender component and the Rights-based approach). Regarding the SCRA 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-ILO for the fight against child labour, and with the "Wallonie-Bruxelles" Delegation in the areas of informal and preschool education. The close partnership between United Nations System (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 labour. 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).

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

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 defence 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 Plan of Action for Children and make it a major reference for external assistance (multilateral, bilateral and NGOs)
- to favour 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 CPC 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 SCRA programme offers in a rural environment an experimentation field for intervention models that were mainly conceived by the SNP-Education programme and, to a lesser extent, by the SNP-Health programme. The Child Protection Programme plays a similar role in urban environments. As for the SCRA programme, it models pilot experiences, waiting houses and community fraternal societies for drugs, which are relevant to the SNP-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 subprojects 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 favours multiple interventions.

This Programme organization has its advantages:

- the sectoral dimension of the Programme favours 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 drawbacks:

- the operations and monitoring work is excessive with respect to available human resources because of presence on several sites and the number of projects, subprojects 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 SNP-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 SNP-Early Childhood programme;
- to bring back to the SNP-Education programme the monitoring of the Fight against school drop-out project (which in practice was already the case);
- to reduce the number of subprojects of the SNP-Health programme;
- to put an end to the role of the SCRA programme in some subprojects of the SNP-Education programme (formative evaluation, local and regional curricula) and of the SNP-Health programme (IMCI);
- to create a Protection subproject in the context of the SCRA 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 regrouping 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.

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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

Summary of recommendations and implementation scheme

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 favour 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 Plan of Action for Children.

Lastly, the evaluation recommends that at the time of the formulation of the 2007-2001 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 6

Summary of recommendations and implementation scheme

Recommendation	Scope	Prerequisites or required elements	Time-frame
1- Refocusing of Programme	<ul style="list-style-type: none"> ▪ Modify CPC'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"> ▪ CPC refocusing to be completed with the formulation of the new CPC in 2006 ▪ Review of 2002-2006 pilot projects
2- Human Rights-Based Approach to Programming (HRBAP)	<ul style="list-style-type: none"> ▪ Integrate this fundamental tool in CPC implementation ▪ Focus CPC 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 CPC 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 CPC at all levels as an HRBAP component ▪ Reflect in the CPC the progress made by 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 CPC 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: CPC, 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	<ul style="list-style-type: none"> ▪ 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 CPC 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 Plan of Action 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 Plan of Action for Children ▪ Strategy of mobilization of Other Resources: 2006.
10- Implications for CPC 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 Amaziane	Director, Department of Multilateral Cooperation
Mr. Ahmed Afailal	Head, Division of Operational Activities, DCM
Ms.. Soad Smiej	Head, Department of Development Funding Agencies, DCM
Mr. Abdelrhani Keraoui	Department of Multilateral Cooperation
Prime Minister's Office	
Mr. Driss Guerraoui	Counsellor of Prime Minister
Ministry of Education	
Mr. Aziz Nahya	Head, Cooperation Division,
Mr. Mohamed El Yaalaoui	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. Hamou Amzil	Head of Preschool and member of the Education Technical Committee
Ms. Wafaa Benzaouia	Supervisor of School Health
Ms. Ms. Habiba Bouazzaoui	Director of Informal Education
Mr. Moumen 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
Ms. 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. Ahmed Goutaa	Director, Department of Strategy, Statistics and Planning
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
Dr. Abdelwahab Zerrari	Head, Department of Maternal and Infant Health, DP
Dr. Katre Ennada Darkaoui	Head, Division of Ambulatory Care / DHSA
Dr. Mohammed Cherradi	Head, Division of School and University Health
Dr. Ali Bensalah	Head, Department of Maternal Health, DP
Dr. Mohamed Braikat	In charge of the National Vaccination Programme, DP
Dr. Amina	Head, Department of Endocrine and Metabolic Diseases
Mr. Jilali Hazim	Director of Planning and Financial Resources
Ms. Sanâa Cherqaoui	Head of Department of OI / DPRF
Mr. Mohamed Bimegdi	Manager, National Immunization Programme
Dr. Ali Wakrim	Manager, Maternal Health Department, DSMI / DP
Dr. Hamid Chekli	Head, Protection SE/ DSMI/DP Section
Dr. El Arbi Rjimati	Dr. in Nutrition SE/ DSMI/ DP Section
Mr. Abdenbi Khounfi	Manager, SE/ DSMI/ DP

Dr. Aziza Lyaghfour	Focal Point IMCI Strategy, SE/ DSMI/ DP section
Mr. M'hammed Al Jem	Manager, Research and Health Information Service
Mr. Mohamed Yassine	Manager, Research and Health Information Service
Dr. Hamida Khattabi	Head, STD / AIDS Service
Ministry of Employment, Vocational Training, Social Development and Solidarity	
Mr. Mustapha Mansouri	Minister
Mr. Mohamed Tadili	Director of Labour
Ms. Saâdia Fahem	Director of Labour
Ministry of the Interior	
Mr. Nourreddine Boutayeb	Director, Department of Rural Affairs
Ms. Amina Benomar	Department of Rural Affairs
Ministry of Human Rights	
Mr. Mohamed Aujjar	Minister
Ms. Hind Ayoubi-Idrissi	Director of International Relations
State Secretariat in charge of Family Affairs, Childhood and the Handicapped (SSFACH)	
Ms. Yasmina Baddou	Secretary of State
Mr. Jamal Rhmani	Director
Mr. Khalid Chirifi Alaoui	Head, Cooperation Division
Ms. Khadija Yakrib	Head, Communication Division
Ms. Froh Leila Belfakir	Head, Childhood Division
Mr. Rahal Mekaoui	Chef de Cabinet
Ministry of Crafts and Social Economics	
Mr. Ahmed Sairi	Director of Heritage Conservation, Innovation and Promotion
Mr. Abdeljalil Errajraji	Head of Department, Social Coverage
High Commissioner of Planning	
Mr. Mohamed Bijaad	Secretary General
Ms. Fatima Hqiaq	Head, Communication and Cooperation
Ministry of Finance	
Mr. Abdelaziz Adnane	Chef, Division of Social Sectors, Directorate for the Budget
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Mr. Mohamed Manchoud	Division of Social Sectors, Directorate for the Budget
National Centre for Programme Evaluation (NCPE)	
Mr. Abderrahmane Haouach	Director, NCPE
Mr. Mbarek Elmerhnia	NCPE
UNICEF	
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Ms. Nicole LaFrance	Programme Coordinator
Ms. Rajae Berrada	In charge of the Child Protection Programme
Ms. Dominique Tallet-Brasseur	In charge of the Education Programme
Mr. Jamal Tarib	In charge of the SCRA Programme
Mr. Ahmed Laabid	In charge of the Health Programme
Mr. El Kébir Alaoui-Mdarhri	In charge of the Communication Programme
Mr. Mohamed Serifi-Villar	In charge of the Tangiers Programme
Ms. Salima Haloui	In charge of the Operations section
Ms. Yuri Obara	JPO, Assistant SNP Programme
Ms. Hind Benabdenbi	Programme Assistant
Mr. Bensouda Mourri El Abed	Education Consultant, IISC
Ms. Fatima Ramram	Consultant on the qualitative study on waiting houses

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Ms. Louise Filion	Principal technical advisor, Morocco Education for Girls (USAID)
Mr. Yukio Hakkaku	First Secretary, Embassy of Japan
Mr. Kazunori Ijima	First Secretary, Embassy of Japan
Mr. Moulay Rachid Alaoui Mhamed	Assistant, Economic Cooperation, Embassy of Japan
Mr. Masao Tsujioaka	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 Wallonie-Bruxelles delegation
Ms. Jennie Litvack	World Bank economist,
Mr. Alain Vandersmissen	European Commission, advisor in charge of social sectors
Ms. Marie-Pierre Longtin	First Secretary and Chief of the Cooperation Section, Embassy of Canada
Ms. Aouatif Alioua	Development Officer, Embassy of Canada (CIDA)
Ms. Sati Sayah	GTZ
NGOs and Civil Society	
Ms. Fatema Hassar	Director, Moroccan League for Child Protection (MLCP)
Mr. Said Raji	Executive Director, National Observatory of Children's Rights (NOCR)
Ms. Amina El Malki-Tari	NOCR
Mr. Mohamed Mjid	NOCR
Mr. A. Tabih	NOCR
Ms. Soumaya El Ouadghiri	NOCR
Mr. Mohamed Belghouat	Coordinator, Media Forum for Children (MFC)
Ms. Amina Lemrini Elouahabi	Founder of ADFM

Ms. Rabea Naciril	Save the Children UK
Mr. Hicham Ait Mansour	Under-Secretary General, Espace Associatif
Mr. Hamida Saher	Member of the Executive Committee, Espace Associatif
Mr. Othmane Makhon	In charge of the Children's Rights Project, Espace Associatif
Mr. Khalid Belkoh	Chargée de Mission on women and their rights, UNESCO Chair, Ibn Tofail University and Mohammed V University
Ms. Isabelle Jacquet	Director, Moroccan League for Child Protection (MLCP)
Province of Chefchaouen	
Mr. Driss El Yanoussi	Governor
Mr. Abdelhaq Tamditi	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
Ms. Oumaima Laasri	Health focal point, MH delegation Chaouen
Mr. Ali Aaloui	President ASSBI
Mr. Abdelaziz Chahboune	Member ASSBI association
Mr. Ben driss Alami	Member Professor ASSBI association
Ms. Jamila Maadoudi	Member ASSBI association
Mr. Mohamed Madini	Teacher – Education, Chefchaouen
Mr. Oumaima Lasra	Teacher – Health
Dr. Lahoucine Bjani	Head Doctor of SIAAP (Health)
Mr. Brahim Lmouchter	Caïd representing the local Territorial Government
Dr. Lahoucine Bjani	M/c SIAAP Health Delegation Chefchaouen, ASSBI member
Mr. Abdelaziz Chahboun	ASSBI member, training team of the Municipal Committee (MC)
Mr. Abdellah Ghafir	Vice-President/Zoumi MC
Mr. Mohamed Sebbar	CR Secretary General, Zoumi MC member
Mr. Mohamed Ayach	Technician, member of Zoumi MC
Mr. Mohamed Ameziane	Civil servant at Zoumi CR, MC member
Mr. Rachid El Mawardi	M/c of Zoumi regional health centre
Ms. Souad Hamza	Educator, CC
Mr. Noureddine Chriki	President of TAGHNIT Association
Mr. Charaf El Issi	Zoumi CR civil servant, CC member
Mr. Abdeslam Rouadi	CR civil servant, CC member, chief physician
Province of Al Haouz	
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 Physician of Tamazouzt health centre, Municipality of Iguerferouane
Mr. Achibane	Focal point Health
Ms. Fatima Ramram	UNICEF consultant in charge of the survey on DAO survey
Childbirth doctor and nurse	Municipal health centre of Igherferouane
Group interviews	Ouled Haddou training beneficiaries
Visits	Schools: Igherferouane, Ouled Haddou; Igherferouane dispensary

Province of Zagora	
Mr. Mohamed Baâla	MNE delegate
Mr. Baadi	Focal point, Informal Education
Dr. Abderrahman Majd	MH delegate in Zagora
Mr. Mohamed Baâla	Focal point, Education
Dr. Abdelmajid Abouchraa	Focal Point, Health
Mr. Amerzouk Lhoucine	SCRA provincial coordinator
Dr. Nour	Head Physician, Nkob health centre, Municipality of Nkob
Dr. Rabiaa Dibi	Head Physician, Tazarine health centre
Dr. Abdelilah Sbahi	Physician, Tazarine health centre
Mr. Abdellah Janfar	Caïd of Tazarine
	President of the DAO management association
Ms. 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 Oulal
Visits	Zagoura, resource centre, dispensaries of Ait Oulal and Tazarine, schools
Fès - Elimination of child labour in handicraft project	
Dr. Kandoussi	Project Coordinator, division chief of medical affairs, Health and University Centre, CHU, Fès.
Mr. Abdellah Kacimi	Secretary General, Wilaya of Fès
Ms. Rani	Wilaya of Fès
Mr. Ngadi	President of the Moroccan Family Planning Association (MFPA)
Ms. Skouri	Vice-President., Moroccan Solidarity Without Borders Association (MSWBA)
Ms. 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 centres 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
Tanger-Tétouan	
Mr. Kabbaj	Director of the Tétouan-Tanger-Azilal education district
Mr. Mohamed Serifi	UNICEF coordinator, Tangiers
Ms. Mounira Alami	President of the Darna Association
Mr. Aaarab Mohamed Youssef	Teacher at the Tangiers Regional Pedagogical Centre

Tanger meeting for Quality School and Formative Evaluation subprojects	
Mr. Abdou Amokrane	Teacher at the primary school teacher training centre
Mr. Olivier Gilbert	MENJ delegate Tangiers-Asilah
Mr. Khalil Med	Director, INA
Mr. Abdelmajid Laroussi	Teacher, Head of the Partnership bureau, Fahs Béni Makada
Mr. Mohamed Ouaj	Director of studies at INAS
Mr. Oubella Abdellatif	Teacher at the SIDI AHMED BEN AJIBA school
Mr. Moha Salama	Director of the SIDI AHMED BEN AJIBA school
Mr. Mohamed Zanouny	Inspector in Guidance Counselling
Ms. Ghita Ait Belmadani	BIR CHIFA 3 school – Fahs Béni Makada
Ms. Noufissa Azelali	Elementary School Inspector
Mr. Abderrahmane Alami Akhrif	Bureau Chief, elementary school-zone map
Mr. Abdeslam Belkhada	Guidance Counsellor
Mr. Nouredine Bennadir	Elementary School Inspector, Tangiers-Asilah delegation
Mr. Hicham Berrarija	President, Al BARZAKH Association
Mr. Mohamed Bghiel	Amendis – VE, Director of social projects
Mr. El Otmani Abdennabi	MENJ delegate, Fahs Béni Makada
Mr. Hicham Tamouh	Plastic artist and teacher
Mr. Abdelmajid Zakaria	Planning advisor for Tangiers-Asilah
Tanger meetings and interviews: Integrated Information System on Children project	
Mr. Moha Salama	MNE Delegate in Tangiers-Asilah
Mr. Nouredine Ghayati	Regional Department of Planning
Mr. Saïd Chahoua	Regional Director of Planning in Tangiers
Ms. Nargisse Sahout	Regional Department of Planning, Tangiers
Mr. Abderrahman Elghzaoui	Vital Statistics Division
Mr. Ahfid Belghiti	Chief of Vital Statistics Division, Tangiers Wilaya
Dr. Ahmed Bendali	Delegate, MH Delegation in Tangiers
Dr. Miloud Chergaoui	Head Physician, SIAAP
Mr. Abdelfattah Soussi	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
Ms. Chantal Rigou	Physician involved in Little Maids monitoring
Ms. Najat Mjid	President of the Bayti Association
Ms. Samira El Amry	In charge of little maids’ education, Amal Association
Marrakech - Interviews: Integrated Information System on Children project	
Mr. Mohammed Ouafir	Planning inspector, MNE delegation
Mr. Ahmed Ouaghad	Director, Regional Planning Department
Mr. Boujemaâ Aousdi	Head of statistical services, Regional Planning Department
Agadir	Forum on the quality of education: Participation at the MTR meeting on 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 Plan of Action:</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 plan of action entitled : "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 plan of action.
18	<u>Independent monitoring structure:</u> On account of NOCR'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.

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
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 behaviours 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
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: - advocacy - 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

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
43	<p><u>Acts of violence, abuse, neglect and mistreatment:</u></p> <p>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.</p> <p>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.</p> <p>c) To change the legislation on the age at which children can enjoy special protection against violence.</p> <p>d) To organize information campaigns on violence.</p> <p>e) To set up complaint receiving mechanisms.</p> <p>f) To investigate mistreatment cases and start legal proceedings while making sure that this does not victimize children.</p> <p>g) To provide victims with health care, recovery, reintegration.</p> <p>h) To train parents, teachers, law enforcement officers, social services staff, judges, health professionals and children to identify, report and manage mistreatment cases.</p>	<p>a) A study is ongoing on violence at school. Studies have to be planned for : children's institutions, summer camps, workshops, the street, etc.</p> <p>b) Modifications of the penal code partially abide by this recommendation.</p> <p>c) The modifications of the penal code abide by this recommendation.</p> <p>d): not done.</p> <p>e) g) Experience of receiving homes/attention and guidance of the Ministry of Health.</p> <p>f), i): Not done.</p>
45	<p><u>Health and health services:</u></p> <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>	<p>a) et b) Ongoing Health Ministry programmes, several of which with the support of the Country Programme.</p>
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 favour of adolescents, with particular emphasis on girls.</p> <p>b) To develop education in the area of sexual health, and mental health and counselling services, and to make them accessible.</p>	<p>Initiatives planned in the context of the Country Programme.</p>
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>	<p>Ongoing programmes, several of which with the support of the Country Programme.</p>
51	<p><u>Handicapped children:</u></p> <p>a) To gather complete data and use them to develop policies and programmes in favour 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>	<p>a) et b) no follow-up.</p>
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</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>

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
	student retention and adopt efficient measures to reduce the illiteracy rate.	
57	<u>Children affected by armed conflicts:</u> To take all possible steps to ensure the protection of children affected by conflicts (Western Sahara).	N/A
59	<u>Migrant children:</u> a) To prevent migration by offering education opportunities. b) To ensure that the children repatriated from Spain are directed towards their families of services for the protection and reintegration services. c) To investigate abuse cases.	a) No follow-up b) N/A c) Ongoing in the education sector.
61	<u>Economic exploitation and child labour:</u> a) To reinforce the integrated strategy of the fight against children's economic exploitation. b) To ensure full legislation compliance with ILO's Conventions 138 and 182, reinforce labour inspection in quantity and in quality to ensure law enforcement and prevent economic exploitation, particularly in the unstructured sector.. c) To allow for the social reintegration of economically exploited children by reintegrating them in the educational system. 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 awareness-building campaigns, providing advice and support to the most vulnerable families, and tackling the fundamental causes of this phenomenon.	a) No strategy, except for the possibility to extend the Fès and Casablanca experiences. b) Special laws for the traditional handicraft industry and domestic work remain to be developed, and so is the degree of reinforcement of the labour inspection department to ensure the enforcement of the laws. c) Action limited to pilot projects. d) The strategy remains to be developed..
63	<u>Sexual exploitation:</u> a) To extend protection against sexual exploitation to all boys and girls under 18 in all legal documents. b) To ensure that child victims are not treated like delinquents but can resort to reintegration and rehabilitation programmes. c) To undertake studies on the scope of sexual exploitation, including prostitution and pornography. d) To develop and implement an integrated strategy of the fight against sexual exploitation, in accordance with international commitments.	a) The new Penal Code answers this recommendations. b) The new Code of Penal Procedures answers this recommendation. a) and b) Necessity to extend the provisions of the law by a policy and men's to make protection effective. c) A study must be undertaken with the support of the Country Programme. d) The strategy remains to be developed.
65	<u>Street children:</u> a) To develop and implement a wide-ranging strategy. 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. 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. d) To cooperate with NGOs working with street children.	a) Strategy not developed as yet b) No follow-up c) Limited action by NGOs d) Limited cooperation, no support as far as means are concerned.
67	<u>Children in conflict with the law:</u> To take appropriate steps to ensure the effective implementation of the new penal code.	a) The new code of penal procedures follows this recommendation. b) same as above
68	a) To set up a sufficient number of youth courts and train the judges. b) Use incarceration only as a last resort and for the shortest period possible. c) To protect the rights of children deprived of freedom, monitor detention conditions and ensure that children remain in touch with their families. d) Reinforce rehabilitation and reintegration programmes.	c) Actions of development of case management and monitoring services, with the support of the Country Programme. d) same as c) b), c) et d) Beyond pilot actions, nothing substantial has been accomplished.

Recommendations of the Geneva Committee on Children's Rights		
By	Purpose and nature of recommendation	Follow-up – current situation
69	<u>Minorities :</u> 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.	Small-scale initiatives, especially for elementary education.

Annex 6

Updated elements of a human rights-based approach to programming

List of Boxes

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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-based 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

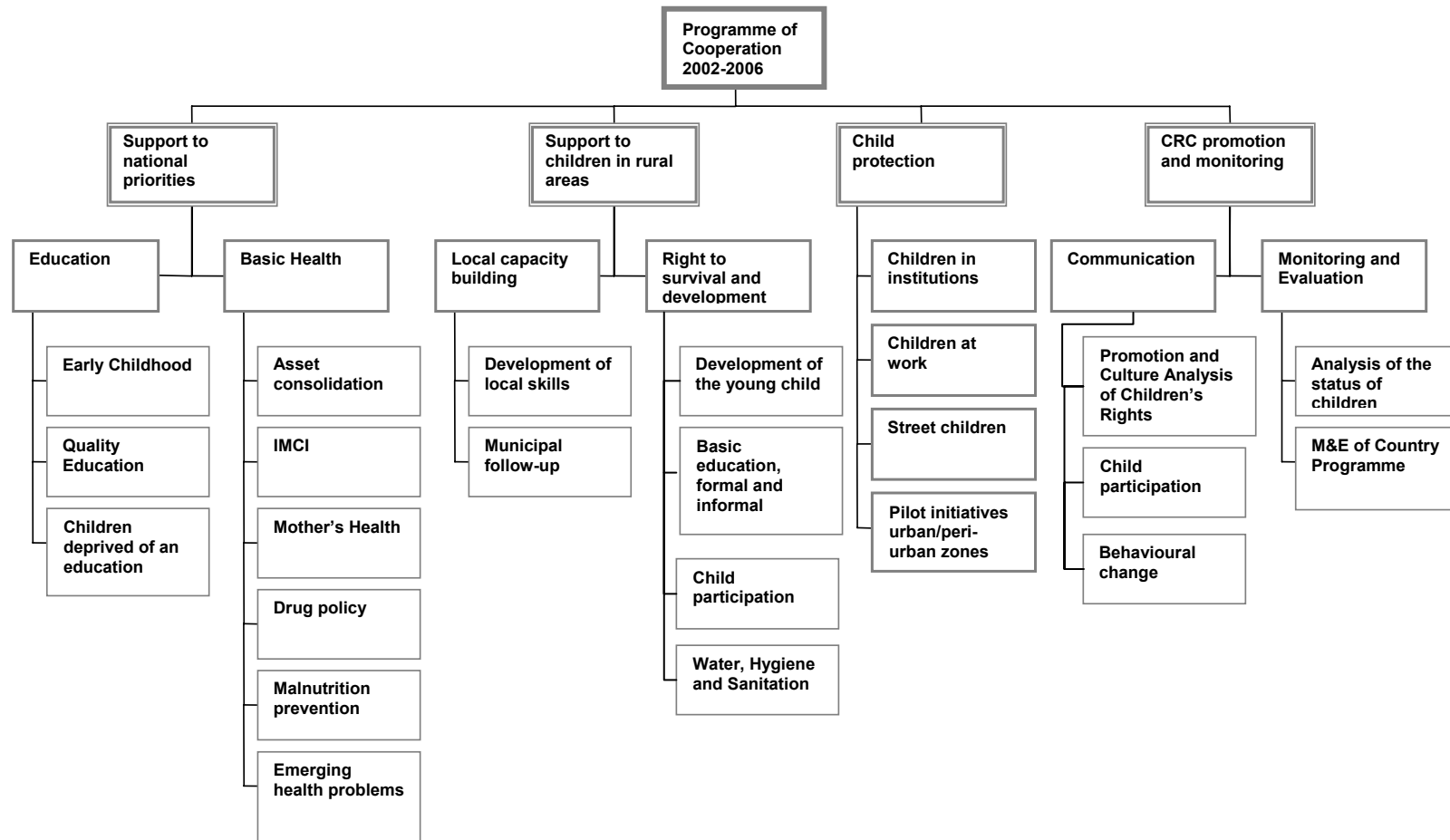
Child participation and human rights-based approach to programming

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 people.¹ 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.

¹ Final document, Second Global Consultation on a human rights-based approach to programming, Quito, September 21 to 24, 2003.

Annex 7
The structure of the 2002-2006 Country Programme



Annex 8

Objectives of programmes, projects and subprojects

Programme/ Project/ Subproject	Objectives of the programmes, projects and subprojects of the Country Programme
Support to national Priorities Programme	To contribute to national policies and strategies aiming to ensure children's right to survival and development
Project 1: SNP-Education	To guarantee children's access to quality education through the adoption at the national level: <ul style="list-style-type: none"> - 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>Subproject: 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: <ul style="list-style-type: none"> - 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: SNP-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>	<ul style="list-style-type: none"> - 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>	<ul style="list-style-type: none"> - Fight against malnutrition: to contribute to the consumption of iodized salt by 90% or households (2006) - Mother's breastfeeding: to increase by 25% the proportion of breastfed children in 2006
<i>SP: IMCI</i>	<ul style="list-style-type: none"> - 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>	<ul style="list-style-type: none"> - 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>	<ul style="list-style-type: none"> - 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>	<ul style="list-style-type: none"> - 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	<ul style="list-style-type: none"> - Municipal development plan in favour of children implemented in 5 provinces in 2006 - Municipal information system on children implemented by 2006
Project 2: Right to survival and development	<ul style="list-style-type: none"> - Development and adoption by 50% of parents of behaviour 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

Programme/ Project/ Subproject	Objectives of the programmes, projects and subprojects of the Country Programme
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	<ul style="list-style-type: none"> - 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	<ul style="list-style-type: none"> - To contribute to the development of strategies aiming to improve the implementation of the national legislation governing child labour - 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.
<i>SP: Prevention and elimination of child labour 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 behaviours 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 centres, 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: Behavioural 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 favour 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 Country Programme

Source: Integrated Monitoring and Evaluation Plan

Annex 9

Aiming for a Gender Approach

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 (CPC), it was decided to incorporate a gender review. The rationale for this decision was based on the need to ensure that the CPC is relevant and well aligned with recent “revolutionary” legislation which affects gender relations and supports movement towards gender equality.

The CPC 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.

1. 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.¹

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-male committees, in political positions, to women’s access to micro-credit and skills development. However, despite advances in gender

¹ 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.

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

2. 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.²

² 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 Development 2001); example of a discriminatory health practice: a woman, especially in a rural environment, seldom

(Refer to the main report's summary of the Situation Analysis (SITAN) for additional information on inequalities.)

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 create grey areas and opportunities between and within gender

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 Ecarts 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)

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 labourious 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 labour, 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 labour 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.

3. 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 labour 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 labour 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 labour (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

4. Legislation 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.

5. General strategic directions for mainstreaming a cross-sectoral gender approach in the CPC

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 CFMDPs 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 CPC. 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 CPC'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 Plan of Action 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 High Commissioner of Planning (HCP) 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. RED).

To support the social budget reform process in its inter-connection with the “genderalization” 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 SCRA 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.

6. A selection of programme directions to mainstream a gender approach in the CPC

While reviewing the CPC 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 risk³.

- 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...
- 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 legislation⁴... 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

³ 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.

⁴ The CPC's support of new child labour 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 labourers/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 CPC should clarify the difference between acceptable and non-acceptable work for underage girls and boys as per the CRC.

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 CPC 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
- 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 /SCRA /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 REDs, 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
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- 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, MFC, 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**

Communication

- **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...⁵
- 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 Centre on Children’s Rights

- 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.

⁵ It was suggested by different partners that UNICEF could 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.

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 labour 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: Les changements législatifs par rapport aux relations genre, droits de l'enfant et droits humains, Les lacunes / discriminations subsistantes et les points d'entrée pour le PC Maroc- UNICEF

National legislation	Selection of provisions	Examples 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) • 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) 	<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 custody of her children when they are over the age of 7 -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 -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>	<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>

National legislation	Selection of provisions	Examples of remaining shortcomings and discrimination issues	Entry points for UNICEF-Morocco PC
	<ul style="list-style-type: none"> • 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.</p> <p>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) 		
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 Labour 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 labour, little maids; Safe Motherhood; IECD (early childhood)

National legislation	Selection of provisions	Examples of remaining shortcomings and discrimination issues	Entry points for UNICEF-Morocco PC
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 favour of a divorced mother with child custody 		Child Protection
2002 Organic Law on the House of representatives	<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 system. It is all based on the Government's good will	SCRA plus - women's involvement in decision-making processes in 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 labour 		Child protection, child labour
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 labour

National legislation	Selection of provisions	Examples of remaining shortcomings and discrimination issues	Entry points for UNICEF-Morocco PC
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 		SCRA and Education – income-generating activities that could potentially be associated with different programmes/projects of the CPC, 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 	CPC framed by the CRC, CEDAW, MDGs, WFfC (A World Fit for Children)

National legislation	Selection of provisions	Examples of remaining shortcomings and discrimination issues	Entry points for UNICEF-Morocco PC
1993 ratification of three international conventions	<p>The three international conventions that institute children's rights, including sex equality, i.e.:</p> <p>The United Nations Convention on the Rights of the Child (CRC)</p> <p>The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)</p> <p>The international Convention on the fight against torture and cruel, inhuman and degrading punishments and treatments</p>		Entire CPC 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

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 Ministry of Human Rights 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.*

