



# GEMS

Girls' Education Monitoring System

## MOROCCO COUNTRY STUDY

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## Morocco List of Acronyms

ADFM	<i>Association Democratique de Femmes du Maroc</i>
AIR	American Institutes for Research
CSO	Civil Society Organizations
CSSF	<i>Comite de Soustiens por la Scolarisation de Filles</i>
EGAT/WID	Economic Growth, Agriculture and Trade/ Women in Development
GEA	Girls' Education Activity
GEMS	Girls' Education Monitoring System
GER	Gross Enrollment Ratio
GOM	Government of Morocco
GWE	Girls and Women's Education
MEG	Morocco Education for Girls Project
MNE	Ministry of National Education
MSI	Management Systems International
NAPE	National Partners in Education
NGO	Non Governmental Agency
SAGE	Strategies for Advancing Girls' Education Project
SSO	Strategic Support Objective
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

This document summarizes the findings of a review of progress of the USAID-funded Girls' Education Activity (GEA) in Morocco. The project forms a part of USAID/EGAT/WID Girls and Women's Education Activity. The five-year life of the project is examined in relation to the strategic framework for Strategic Support Objective 2 (SSO 2) *Broad-based, Informed Constituencies Mobilized to Improve Girls' Education*. The study is based on analysis of project documents, manipulation of the available national education statistics for Morocco and fieldwork conducted in Morocco during July of 2001.

The Girls' Education Activity was the first of the five centrally funded projects that began operations in September of 1996. The project supported USAID/Morocco's strategic focus on basic rural education in general and specifically on closing the enrollment and completion gaps between boys and girls.

USAID/Morocco's emphasis built on Ministry of National Education's (MNE) efforts that began in the early 1990s with mobilization campaigns to promote rural parents' awareness of the importance of enrolling and keeping their children in school. The MNE also made substantial progress in improving the supply of educational services by constructing additional schools in rural communities, during this period. Although the MNE did not place a special emphasis on girls but set as a goal to increase enrollment for both genders, there was a clear disparity in enrollment favoring boys at this time.

GEA was designed to complement USAID/Morocco's other investment in girl's education, the Morocco Education for Girls (MEG) Project. Whereas MEG is working at the local level, directly in schools and communities to further USAID and GOM objectives, GEA works to build awareness about the status of girls' education and to facilitate the formation of coalitions to carry out actions promoting the enrollment and persistence of girls in school. The Girls' Education Activity has worked primarily in opening dialogue about the constraints to girls' education in Morocco and in building partnerships between civil society organizations and local communities and schools. The two principal partnerships formed were an NGO-led coalition, *Comite de Soustiens por la Scolarisation de Filles* (CSSF), and a business-school alliance, *Al Jisr*.

CSSF began as the result of a National Conference on Girls' Education, facilitated by GEA, which brought together representatives from Ministry of Education, other ministries and NGOs. During discussions, it became clear that NGOs could complement MNE work and participants founded CSSF. The first meeting was held in December 1997. The primary initial activities of the coalition were to promote the dissemination of information on the status of girls' education through different media channels. In the first quarter of 1998, the principal activity of both GEA and CSSF shifted to the preparation for the May conference on girls' education held in Washington, DC. A group of Moroccans from different sectors, including the Minister of Education, attended this conference. The group of participants examined the experience of other countries and

became convinced that the formation of partnerships with different sectors of society to promote girls' Education could be successful in Morocco.

After the conference, the delegates continued to meet and decided to organize a national conference that would broaden the awareness of different sectors to the situation of girls' education. The conference was held in March 1999 in Marrakech and US First lady, Hillary Clinton, attended. It was supported by the World Bank, UNICEF, UNESCO, and USAID, as well as GEA. The fact that the First Lady of the United States was attending turned out to be a crucial factor in encouraging the attendance of representatives from the private sector. A major outcome of the conference was the creation of *Al Jisr* in July 1999. *Al Jisr* is a coalition that promotes individual businesses agreeing to sponsor a school by improving infrastructure and other necessities. Initially, plans were made to create over 600 school-business relationships. The first three business-school partnerships became operational in March 2001.

At the same time, CSSF first began working with NGOs and then developed a network of NGOs. Several of these NGOs participated in what has become the main focus of CSSF's work, a scholarship program for girls to attend secondary schools. Participating NGOs work to select girls and find housing and scholarship support for them to attend school. The collaboration between CSSF and *Femme du Maroc*, a woman's magazine with a large nation-wide circulation, has provided support to the scholarship effort. The Caftan fashion show, which is organized by the magazine, publicized the issue of girls' education in both 2000 and 2001 and raised money for scholarships. The magazine has pledged to continue with the girls' education theme for the next ten years.

The ascension of King Mohammed VI to the throne in July of 1999 has facilitated the work of GEA. The new king made data available for a reexamination of Morocco's national priorities and education was placed second only to territorial integrity. The goal of education for all by the year 2002 was set, as this was seen as an important prerequisite for Morocco joining the European Common Market, which is considered vital to economic development.

## **Principal Results**

- A 22.3% increase in primary school gross enrollment ratios for girls since 1995; most of the increase came during the years of project implementation.
- Fifth grade attainment rates for girls higher than those for boys (57.7% versus 46.4 in urban areas and 36.1% versus 33.8% in rural areas)
- Two national partnerships of civil society organizations, *Al Jisr* and CSSF, formed and functioning independently.
- Government and civil society organizations are active partners in both partnerships.
- Leveraging of \$84,655 of non-USAID funds invested in girls' education efforts.

## **Challenges**

- Completion rates in rural areas remain low (less than 37% in rural areas and 60% in urban areas).
- Completion rates for both girls and boys are estimated to drop in available cohorts.
- Non-USAID funds may not be sufficient to meet the technical and administrative functions carried out previously by GEA.

## **Implications**

- The results suggest that the EGAT/WID goal of a 20% increase in girls' completion rates over 10 years may be difficult to meet through the strategies currently being implemented.
- The partnerships may need to focus on issues of educational quality to ensure high female (and male) completion rates.
- Broader financial support will be needed, if the level of activity supported through GEA is to be continued by CSO partnerships.

## **Performance Review Morocco Country Study**

### **I. Introduction**

Of the five EGAT/WID/GWE emphasis countries, the Girls' Education Activity (GEA) in Morocco was the first of the centrally funded projects that began operations in September of 1996. The agreement between EGAT/WID and USAID/Morocco came at an opportune time when the Morocco Mission had just completed an assessment of basic education in Morocco and decided to place an emphasis on rural education in general and more specifically on closing the enrollment and completion gaps between boys and girls.

USAID/Morocco's goals for the education sector were based on the Ministry of National Education's (MNE) mobilization campaigns that began in the early 1990s to promote rural parents' awareness of the importance of enrolling and keeping their children in school. At the same time, the MNE made substantial progress in constructing additional schools in rural communities. The smaller communities with a population of at least 300 were to have satellite schools with the first six grades to serve as feeder schools for larger nucleus schools. Some 469 nucleus schools were constructed with an additional 1,594 satellite schools located nearby, which resulted in a 12.5% increase in the total number of rural primary school classrooms.

The goals of the mobilization campaigns and the improvement in the school infrastructure were to reduce the large gross enrollment gaps between rural and urban areas, which in 1994 were 36.7% and 89.4%, respectively. Although the MNE did not place a special emphasis on girls, rather set the goal to increase enrollment for both genders, there was a disparity in favor of boys at the time.

### **II. Socio-Political Context**

In 1990, women composed 25% of the Moroccan labor force, and this percentage was rapidly increasing. As result of the increased participation of women in the labor force and the recognized need to educate more children, both boys and girls, many changes took place in Moroccan basic education during the 1990s. For most of the decade, the government policies were designed for increasing access to education, promoting retention and constructing more schools, especially in rural areas. But with the ascension of King Mohammed VI to the throne in July of 1999, more profound political changes began to occur, and the education sector was no exception.

One of the first changes was the increased availability of state statistics of all kinds, showing that 70% of the population had no social benefits, 80% did not have access to potable water, nine out of ten mothers were illiterate, five girls out of ten had access to education but most did not finish, and only 3% went on to higher education. It became clear that urgent action was needed, and the government wanted to be the facilitator of change. It was clear that in order to enable responsible and durable change, policies and action would have to be designed and implemented with care.



One of the first changes was the emergence of new political parties and the return of older ones that had been inactive for many years. New electoral laws provided for election reforms and as a result, a nation-wide election for a constituent assembly is scheduled for 2002. In addition, the new king reexamined Morocco's national priorities. Education was placed second only to territorial integrity, and education for all by the year 2002 was set as a goal. The latter was seen as an important prerequisite for Morocco to join the European Common Market, which was considered to be vital to economic development and projected to occur by 2008.

For education, the new openness made it possible for NGOs and civil society organizations to begin acting more vigorously, to lobby on the political level for change and to concentrate on the educational plight of girls. In addition, the king formed a Commission for Educational Reform and named women to its membership, appointed a female advisor to his cabinet and recognized NGOs working for women's rights and advancement.

### **III The Girls' Education Activity**

#### **A. Project Development**

The Girls' Education Activity agreement was signed in September 1996, and the activities officially started the following month. The first step was identifying the constraints on girls' education and prepare a state-of-the-art report and second, organizing a National Conference on Girls' Education in partnership with the Ministry of Education. The conference took place a year later in October 1997. Representatives from other ministries and the non-governmental sector were invited, but the private sector was not included.

At the conference, GEA presented the constraints to girls' education, and discussions on what should be done were held with the attending partners. It became clear that MNE and USAID strategies should focus first on improving education in rural areas and second on the importance of girls within that strategy. As a result of the conference, persons from different NGOs and independent individuals created the *Comite de Soustiens pour la Scolarisation de Filles* (CSSF), and the first meeting was held in December 1997.

Since CSSF did not have legal status as a NGO, the new organization worked informally, and when necessary in fulfilling bureaucratic requirements, CSSF used the legal status of the NGOs of some of its members. The main activities during this formative stage were contacting the media in order to print and broadcast information about girls' education and presenting statistics on the status of girls' education. As explained above, presenting statistics prior to 1999 involved some risk because statistics of any kind were considered by the state privileged information.

In the first quarter of 1998, the principal activity of both GEA and CSSF shifted to preparing for the May conference on girls' education held in Washington, DC. As a

result of discussions held with decision-makers, there was clear agreement that the conference would be an opportunity to form new partnerships. The core group consisted of 14 individuals, ten of whom went to the conference; two were from Moroccan NGOs, one from the media, one representative from the private sector, one from the banking sector, three from the MNE—including the minister and the chief of his cabinet, the GEA director and the USAID Education Officer.

At the conference, the planning group continued their work, attended sessions and met with representatives from other countries. In between the sessions, the Morocco delegation contacted other country delegations that they considered had similar problems. They decided that Guatemala and Egypt had the most relevant experiences to explore. In the evening they brainstormed, and after hearing about what was being done in other countries, it turned out that this was the first time that the Minister of Education had been exposed to the idea of forming partnerships with different sectors of society.

After returning to Morocco, the delegates organized a dinner in June 1998 and continued brainstorming. The Minister of Education was a strong supporter of education for all, of forming partnerships with CSOs and making education an important issue for the Moroccan government. A result of these discussions, a national conference was deemed necessary to examine what could be done to improve girls' education, provide statistics on the situation of girls, continue mobilizing resources, and form additional partnerships.

The conference was held in March 1999 in Marrakech and US First lady, Hillary Clinton, attended. The conference was large and expensive and received support from the World Bank, UNICEF, UNESCO as well as GEA/USAID. The main actors were GEA, MNE and the Wafa Bank. The fact that Hillary Clinton was attending turned out to be a crucial factor that encouraged the attendance of representatives from the private sector, especially the banks. During the conference, discussions focused on what should and could be done, finding out who could really contribute and become partners, and how best to involve the private sector. The latter led to the creation of *Al Jisr* in July 1999. *Al Jisr* was a partnership in which individual business agreed to sponsor a school by improving infrastructure and other necessities. Initially, plans were made to create over 600 school-business relationships.

Other partnerships were forged as CSSF made the first step to cooperate with *Femme du Maroc*, a women's magazine with a large nation-wide circulation. The magazine had sent a journalist to the conference in Washington where the discussions with CSSF initiated which later resulted in a formal relationship. One of the milestones of this new partnership was the Caftan 2000 fashion show in March of that year where girls' education became a central theme. A second show in 2001 continued working at publicizing and raising money for girls' education. After the two Caftan shows, *Femme du Maroc* pledged to continue with the theme of girls' education for the next ten years.

CSSF had also begun working with NGOs and then launched a network of NGOs in 1998. Part of this work consisted of identifying all NGOs in Morocco working with education. It turned out that none were working specifically with girls. In September 1998, CSSF organized a forum and invited the 117 NGOs that were working in

education. These NGOs were classified as those working with literacy programs and those working in non-formal education. Most of these NGOs expressed interest in girls' education, and as a result GEA and CSSF started a selection process to see which NGOs could be mobilized to work with girls' education.

During the time that CSSF was collecting information about NGOs and education, they were formulating their main strategy—a girls' scholarship program to attend secondary school. Secondary was chosen because this would give girls' in primary school an incentive to stay in school and have a goal beyond simply getting a primary education. The discussion of the scholarship concept began in late 1998 and the program started in July 1999.

In preparation for the scholarship launch, CSSF contacted all the NGOs that had expressed an interest and explained the concept: homes and host families for girls so they could go to school. This would be financed by local contributions and the scholarship recipients would be monitored closely tracking their progress in school. Twenty NGOs expressed a strong interest and 16 were selected to participate as semi-finalists. These 16 were then asked to submit a written response and how they would implement the program, provide legal evidence showing they had bank accounts and accounting systems. Of these, eight were selected to be part of the program. The startup of the scholarships coincided with the beginning of the *Al Jisr* business-school partnerships.

The eight participating NGOs had to go through a training program as part of a process of gradual incorporation. When they became full partners they were responsible for turning in quarterly reports and attending discussion groups every three months. The training was in gender relations, active teaching methodologies, assessment and administration. Once this had been accomplished, CSSF was able to reach NGOs working at the school and community level. This had the effect of bringing CSSF closer to the problems inherent to girls' education and would allow CSSF to directly lobby the MNE to find solutions. This was seen by CSSF as having the effect of bypassing many levels of bureaucracy and working with the democratization process. In other words, regions and their communities were given a voice and could now express their concerns about girls' education directly to the central office of the MNE with CSSF as an intermediary.

CSSF held a retreat in July 2001 where all aspects of the organization's activities were discussed. It was found that 50% of the organization's time was used for lobbying and advocacy activities. In order to be effective, lobbying must be done at the decision-making levels. Furthermore, it was decided that the argument that cultural barriers account for why girls' were not in school was not valid; the real reason was poverty. When the scholarship program was first started it was a minor activity within CSSF, but after two years it had become their main concern. In order to improve the program, a decision was made to encourage local NGOs to give evening courses preparing girls for school and also to work on improving the quality of education in rural schools. An important step for improving educational quality would be for communities to take ownership of their schools and to assure teacher attendance. They also agreed that schooling has improved girls' marriageability, further evidence that the cultural barrier

argument is not valid: better educated girls mean they will marry better and in turn will provide better security for their aging parents.

At the conclusion of the retreat, CSSF decided to continue working at the local level by strengthening their NGOs, trying to decrease CSSF financing for scholarships and putting NGOs in contact with additional potential donors. They would also like to expand the program by working with new NGOs in different regions. CSSF also intends to work on mechanisms to set up new partnerships that could lead to establishing a cohort of working educated females that is resident in rural areas. These women are seen as role models for the girls currently in school and for those who are considering going to school. Promising girls will get special follow-up and be invited to visit Rabat. Some girls have already started working in adult literacy and working in health and hygiene.

After *Al Jisr* was organized and began activities in 1999, it became apparent that further training was needed for *Al Jisr* members to work with the MNE. The main problem was that businesses had different ways of working and the partnership with the MNE was difficult to build and to maintain. After a series of meetings that were held in March 2000, GEA started working with *Al Jisr* on social marketing and helped them develop messages and how to communicate with the MNE. In addition to GEA, the National Partners in Education (NAPE), a US NGO, was brought in to help *Al Jisr* and designed an action plan that was ready in July 2000. In November 2000, two *Al Jisr* members traveled to Houston and attended a NAPE symposium. *Al Jisr* went on to become a NAPE international partner.

The first three *Al Jisr* business-school partnerships became operational in March 2001, and most of the contributions were earmarked for improving school infrastructure, school gardens and library facilities. At present *Al Jisr* has no formal monitoring system and it was not possible to quantify the contributions made to support the three schools.

## **B. Project Organizational Structure**

Management Systems International (MSI), an international consulting firm that is also part of the consortium implementing the MEG project, is implementing GEA as a subcontractor to America Institutes for Research (AIR). Consistent with the EGAT/WID framework, GEA is led by a Moroccan project director and a small local staff, who receive support from the overall project in Washington.

There was general agreement among those interviewed that a key factor for forging the alliances between CSSF, NGOs, the business sector and the Ministry of Education has been the established links that the GEA project director had with all of the sectors involved. Dialogue could be initiated through a social/professional network that allowed civil society organization representatives to become familiar with the GEA work prior to a public forum on the issues. In terms of personnel, staff members and international support personnel felt that more might have been accomplished with additional staffing.

## IV. Findings

This section presents the findings of the performance review team. These findings are organized in terms of each of the intermediate results of the EGAT/WID framework for SSO2. The findings are based on meetings in Morocco involving representatives of USAID/Morocco, members of the GEMS team, the director of the GWE Activity and representatives of various partner organizations. They also include analysis of existing statistical data on the Moroccan educational system and review of other secondary sources

### A. Trends in Gross Enrollment Ratios and Completion Rates

#### 1. Enrollment

As it was impossible to obtain accurate population estimates for the rural population by gender and age in Morocco, only national gross enrollment ratios have been calculated. Table 1 shows the total increase in gross enrollment ratios from the 1995 baseline year for girls and boys. Enrollment ratios have increased substantially for both males and females. Girls' enrollments have increased more than boys. In fact, the change in girls' enrollment ratios have been almost double that of boys in each year since the baseline. The greatest gains have come during the period when the GWEA project was being implemented. From 1997 to 2001, girls' gross enrollment ratios have increased an average of about five percent a year. However, girls are approaching the gross enrollment ratio of boys in the baseline year. It is possible that the rate of increase may slow down as girls' near 100% GER.

Table 1: Primary School Gross Enrollment Ratios  
1994-2001

Years	Enrolled-Urban and Rural			Gross Enrollment Ratio			Change From Baseline
	Boys	Girls	Total	Boys	Change From Baseline	Girls	
1994-95	1698398	1197339	2895737	91.6%		64.6%	
1995-96	1736027	1246668	2982695	93.1%	1.5%	66.8%	2.2%
1996-97	1753709	1280699	3034408	93.5%	1.9%	68.3%	3.7%
1997-98	1784744	1334281	3119025	94.6%	3.0%	70.7%	6.1%
1998-99	1863510	1453643	3317153	98.2%	6.6%	76.6%	12.0%
1999-00	1932806	1565120	3497926	101.3%	9.7%	82.0%	17.4%
2000-01	1996113	1668291	3664404	104.0%	12.4%	86.9%	22.3%

Source: Statistiques Scolaires 1994-2000: Ministère de L'Education Nationale, Direction de la Strategie, des Etudes et de la Planification, Rabat.

## 2. Completion

Completion is operationally defined in the EGAT/WID framework as the attainment of fifth grade. The limited data permitted the creation of two reconstructed cohorts. As this analysis uses internal efficiency data in the estimates, it was possible to examine rural and urban cohorts by gender. As can be seen in Table 2, there were slight increases in the estimated percentages of the cohort reaching fifth grade for both girls and boys in urban areas. Urban primary girls' have higher rates of attainment than boys. In both cohorts, over 10% more girls than boys attain fifth grade in five years.

In rural areas, estimated completion rates for girls are also higher than those of boys. However, for children of both genders, there is a drop in the estimated completion rates. The drop for girls is slightly greater than that for boys. Overall completion in rural areas is quite low, with only about one-third of rural children making normal progress to fifth grade.

**Table 2: Reconstructed Cohort Analysis of Fifth Grade Attainment by Gender and Location**

Years	Urban		Rural	
	Girls %	Boys %	Girls %	Boys %
1998-1999	56.4	45.7	38.6	35.5
1999-2000	57.7	46.4	36.1	33.8
Change	+1.3	+0.7	-2.5	-1.7

Source: Statistiques Scolaires 1998-2000: Ministère de L'Éducation Nationale, Direction de la Stratégie, des Études et de la Planification, Rabat.

## B. Trends in the Promotion of Girls' Education by Civil Society Organizations

### 1. Organizational Participation

The baseline for civil society participation began with those representatives of institutions who participated in the November 1998 Meeting of Public and Private Partners and the Formation of NGO Networks in June of 1998. A list provided by GEA shows a total of 33 CSOs where 16 were local and 17 national level organizations as shown in Table 3. Table 3 also shows that all of the organizations eventually initiated actions. Ten of the 16 local organizations began activities in 1999 and three more in each of the two following years for a cumulative total of 100 percent. On the national level, the data show a progressive increase in the number of CSO activities beginning with two in 1998, three the following year, nine in 2000 and the remaining three in 2001. The two CSOs that initiated actions in 1998 were CSSF and ADFM (Association Democratique de Femmes du Maroc), and in the case of CSSF, the action was to organize the conference on NGO networking that was held in June.

**Table 3: Number of CSOs Initiating Actions in Girls' Education by Year**

Org/Actions	Base	1998		1999		2000		2001	
	No	No	%	No	%	No	%	No	%
Local Level	16	0	0	10	62.5	3	81.3	3	100
National Level	17	2	10	3	33.3	9	82.3	3	100
Total	33	2	5.5	13	45	12	82	6	100

Source: GEA project records

## 2. Types of Actions

The types of actions were examined by sector. Table 4, includes all of the actions undertaken by each civil society organization. As can be seen, the 33 organizations engaged in 62 actions. To be counted, actions had to include the use of national, regional or local resources and, therefore, simply attending a meeting or giving a presentation was not counted. The majority of actions dealt with incentives. This is largely a result of donations made by organizations to the scholarship program. Social awareness was also an important category of actions and related principally to the organization of conferences and exchanges on the topic of girls' schooling. Support of infrastructure improvements in local communities was the only other type of action carried out. The importance of the king in policy decisions made actions related to policy difficult for organizations to undertake effectively.

NGOs carried out about 60% of the actions. However, businesses carried out more actions on the average than NGOs. The average number of actions per business was 3.7, compared with 1.9 actions per organization for NGOs. Universities had not engaged in any actions specifically promoting girls' persistence in school during the life of the project and media and foundations carried out few actions.

**Table 4: Actions initiated by CSOs by Type of CSO and Type of Action**

Type of Action/Org			Infrastructure	Incentives	Com. Academic Support	Curric.	Teacher Training	Policy	Social Awareness
	No.	No. of actions	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total	% of Total
NGOs	19	37	8%	73%					19%
Religious	3	2	50%	50%					
Business	6	22	23%	55%					23%
Foundation	4	1	100%						
Media	1	2							100%
University	0	0							
Total	33	64	15%	66%					23%

Source: GEA project records

### C. Trends in Public Sector Support of Girls' Education

Table 5 shows the Moroccan public sector units that the GEA project personnel identified as dealing in some way with girls' education. Although the guidance calls for a cumulative total to be reported, public sector units were examined by year over the course of the GEA project to assess trends in government participation. Since GEA scholarship activities on the local level were implemented by associations in eight provinces, the local delegations of the government ministries that initiated activities in some but not all of the provinces have been included in the list. Furthermore, only actions that involve national, regional or local resources have been considered. Actions by eight of the 41 public sector units represent about 20 percent of the total, and the Ministry of Education's actions represented one third of the actions by government organizations, making up most of the government actions related directly to the persistence of girls in primary school. Ministry actions were related to its partnership with *Al Jisr*, involving logistical support for schools and support of awareness efforts. Other Ministries and local governments provided infrastructure support to residences where scholarship girls were housed.

**Table 5: Number of Public Sector Units Initiating Actions in Girls' Education by Year**

Units	Baseline	1997	1998	1999	2000	2001	Total
Ministry of Education (MNE)	1	1					1
Provincial Delegations of the Ministry of Health	8					1	1
Provincial Delegations of the Ministry of Youth and Sports	8			1			1
Provincial Governments	8			1		1	2
Provincial Delegations of the Ministry of Education	8			2			2
Provincial Delegations of the Ministry of Social Welfare	8			1			1
Total	41	1		5		2	8

Source: GEA project records

### D. Trends in Leveraging Resources

The level of non-USAID support was extracted from GEA project documents and reports, as well as from discussions with GEA partner organizations. The total investment of local resources provided in Table 6 is an underestimate of all resources invested, as *Al Jisr* representatives were unable to provide estimates of the resources generated through their work. However, the table provides a summary of trends in resource generation for the different sectors engaged in girls' education, using available data. As can be seen, the majority of local funds dedicated to girls' education were generated through the efforts of business. The efforts of the business sector made up 61% of the non-USAID resources leveraged, and 68% of the funds leveraged solely by civil society organizations. This includes primarily the Caftan effort in 2000 and 2001, as



well as some support of conferences and meetings. NGOs have been responsible for leveraging most of the other resources and have been the only sector to leverage resources from international donors other than USAID. Support from international organizations, other than USAID, was \$8,547. This was about 10% of the total funds generated and was mostly for scholarships, conference support, and documentation. Totals in 2001 were estimated for the first six months of the year. As can be seen, totals increase each year, even though 2001 includes less than a complete year total.

**Table 6: Local Investment in Girls' Education**

Organization	1998		1999		2000		2001		Totals	
	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.	Intl.	Nat.
NGO		\$1,196	\$8,547	\$1,282		\$7,692		\$11,282	\$8,547	\$21,452
Religious				\$213		\$213				\$426
Business				\$11,880		\$12,906		\$26,666		\$51,452
Foundation								\$2,778		\$2,778
Media										
University										
Totals		\$1,196	\$8,547	\$13,375		\$20,811		\$40,726	\$8,547	\$76,108

Source: GEA project records

#### E. Trends in Public Sector Investment

Public sector investment was defined as the percentage of the Ministry of Education budget that is allocated to girls' education. Where such data were not available or kept, rural primary education as a percentage of the Education budget is used, as a proxy. Where these data were not available, primary education as a percentage of the education budget was used to track trends. In Morocco, none of these indicators were available. Thus, Table 7 presents primary and secondary education as a percentage of the total government budget. While this may be too gross an indicator to be amenable to change by a small project such as GWEA, there does appear to be a slight increase in the education budget over time. Prior to 1996, education had never reached 26% of government allocations. Since that year, the percentage has been at or above 26% in three of the five years. The small changes in percentages suggest that public sector investment in education is relatively immune to change.

**Table 7: Primary and Secondary Education as a Percentage of the Total Government Budget by Year (000,000s DH)**

Year/Category	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000*	2001
Gov't budget	40,313	44,837	48,403	54,240	53,939	54,084	60,969	63,892	66,991	40,536	72,755
Education**	10,411	11,628	12,227	12,797	13,532	14,049	15,516	17,190	17,385	9,712	19,589
Percent of gov't budget	25.8	25.9	25.3	23.6	25.1	26	25.5	26.9	26	24	26.9

\* the budget for year 2000 was only for one semester—6 months

\*\* these amounts are the annual budgets for primary and secondary education combined

Source: Finance Office Ministry of Education

## **F. Trends in Improved Knowledge to Implement Policies, Strategies and Programs for Girls Education**

Information on studies and tools were compiled as part of interviews with project staff in July of 2001. The identified documents were reviewed to determine if the documents met the criterion of utilization established in the guidance. That is, tools and studies must be written or graphical information or procedures, based on empirical evidence, that provide knowledge on the implementation of activities to promote girls' education. Although the guidance called for a cumulative total, tools and studies were divided by the years in which they were used since project initiation, in order to identify trends.

Table 8 shows that eight tools and studies have been commissioned, produced, or requested by Moroccan organizations involved in girls' education. The initial study that was carried out prior to the start of GEA helped identify the need for the project and how it would fit with other USAID investments in education. Other studies in 1998 and 1999 were situational analyses and progress reports from actions underway in the areas in which GEA was working. Tools produced in the last two years of the project were guides for forming local alliances, organizing a scholarship program and soliciting support for actions.

**Table 8: Number of Analytical Tools and Studies by Year**

<b>Type</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>Total</b>
Tools	0	0	0	0	1	2	3
Studies	1	0	3	1	0	0	5
Total	1	0	3	1	1	2	8

GEA, with its partners also produced several flyers, brochures, and other informational materials over the life of the project. These materials were used at the different conferences facilitated by the program. However, these materials did not meet the criteria of presenting evidence for implementing actions promoting girls' education, and were not counted. No requests for the packet of materials produced centrally by the GEA project were documented. GEA staff felt that the initial production of these tools in English limited their usefulness, as they were not produced in Arabic until late in the project.

## **G. Trends in Mobilizing Leadership to Promote Girls' Education**

Fieldwork in Morocco found no evidence of leaders who made public proclamations allocating personal or organizational resources for girls' education. GEA staff and USAID representatives suggested that this is a result of a fear that such proclamations would be seen as inequitable, in that they favor girls over boys. The *Femmes de Maroc* production of Caftan in 2000 and 2001, which were organized around the theme of girls education and it was publicly announced that the proceeds were to be donated to 'support girls' education is the best example of leadership mobilized to

promote girls education.

#### **H. Trends in Broadened Local Community Participation to Promote Girls' Education**

In accordance with a decision made by USAID/Morocco, the mandate of GEA did not include involvement at the local level in terms of classroom interventions such as curriculum content and pedagogy. The Mission's Morocco Education for Girls (MEG) project is carrying out activities at the community level. However, the CSSF Girl's Scholarship Program and the *Al Jisr* Business-School Partnerships do involve communities, but these interventions do not include the schools and their activities.

## V. Conclusions

### A. Strategic Objective

**The USAID emphasis on building constituencies to promote girls' completion of primary school has contributed to higher gross enrollment ratios among female primary school students in Morocco.**

Girls' gross enrollment ratios for the country as a whole have increased by 22.3% since 1995. This is almost double the increase in boys' GERs. The greatest gains have come during the period when the GWEA project was being implemented. From 1997 to 2001, girls' gross enrollment ratios have increased an average of about five percent a year, compared to an average of about 2% in previous years.

**The GEA project has had little effect on national female primary completion rates.**

Although data are limited, there has been little change in estimated completion rates for girls. In urban areas, a slight increase has been estimated with the two cohorts available, whereas a slight decrease was found in rural areas. The same pattern is true for boys. Girls have higher completion rates than boys in both urban and rural areas.

**Overall primary completion is low in Morocco. This is especially true for rural areas.**

Only slightly more than one-third of rural Moroccan children make normal progress to fifth grade (36.1% of girls and 33.8% of boys). In urban areas, it is estimated that only about half of the children reach fifth grade in five years. Girls' completion is at least 10% higher than that of boys in urban areas. However, 43% of female primary students do not reach fifth grade in five years.

### B. Intermediate Results

**The majority of actions are likely to remain in a few civil society organizations and sectors, rather than grow exponentially, as assumed in the Framework.**

In Morocco, two sectors accounted for most of the ongoing leadership and activity in support of girls' education. NGOs and business carried out over 90% of the identified actions. Much of the activity was related to alliances formed to support the CSSF scholarship program for rural girls. GEA personnel see this program as largely self-sustaining, although USAID is continuing to provide limited technical assistance. Al Jisr was expected to have a major affect on school change, but at the time of the study, it had begun work in only three communities.

**Local organizations in Morocco are able to generate non-USAID funding on a consistent basis. However, the amount of funding is small when compared to GEA operational costs.**

Local investment in girls' education has grown each year of the GEA project, and local funds in 2001 were twice the amount of those in 2000. However, the total amount generated in five years is only about one-tenth of the GEA operating costs for the same period. Most of the funding that was generated was related to a secondary scholarship program for rural girls.

**Non-USAID funding to support girls' education can be generated without a reliance on international donor agencies.**

International donor agencies have been active partners in the actions initiated to support girls' education in Morocco. However, their contribution to actions engaged in by civil society organizations was less than 10% of all non-USAID resources.

**Government agencies can be active partners in civil society-led coalitions to promote girls' education.**

The Minister of Education was a leader in promoting partnerships and helped organize a conference, which involved private sector partners and launched *Al Jisr*.

**Studies are more important than implementation tools in the early years of launching a girls' education initiative. Both studies and tool must be in the principal language/s of the country to be utilized.**

During the initial years of the GEA project, studies were used in planning efforts and in monitoring results of actions. Implementation tools predominated in the last two years of the project. They were developed in conjunction with workshops to increase understanding and capacity of civil society organizations working in the area. Tools in English were not found to be useful until they could be translated into Arabic.

**Leaders can be mobilized to support girls' education. However, such support is unlikely to include public declarations.**

No specific instances of leaders publicly announcing allocation of organizational or individual resources to girls' education were identified. Respondents felt that such declarations were not made because culturally it would be viewed as supporting inequality.

### **C. Project Organizational Structure**

**The support of USAID and the social and professional linkages of the GEA project director were critical in providing entry for GEA to Moroccan leadership in different sectors.**

There was general agreement that having USAID as a major actor in education in Morocco created visibility for the project. The recognition of the GEA project directors among leaders of different sectors also was seen as important in moving forward the initiative.

**USAID-funded local teams can serve as a catalyst for constituency building. However, they must have human resources commiserate with the project's scope of work.**

GEA was successful in building several alliances within Morocco that have an ongoing commitment to girls' Education. However, team members felt that the project was understaffed to meet the demands of the scope of work that required national and local involvement of staff

## **VI. Implications**

Although the results must be interpreted cautiously, given the limited data, it appears that Morocco is unlikely to reach the USAID/EGAT/WID strategic objective of a 20% increase over the life of the Activity. For the three years of available data (1998-2000), the estimated completion rates of girls in urban areas have increased only 1.3%. In rural areas, there has been a 2.5% decrease. In both locales, however, girls' completion rates are consistently higher than those of boys. This suggests that primary school completion is not just a problem for girls, and that boys should be included in strategies to increase completion.

The change in gross enrollment ratios for girls during the life of the project suggest that the types of social awareness and incentive programs engaged in by the sectors brought together by the project may be most successful in encouraging girls to attend school. As Morocco is approaching full enrollment of girls, as measured by gross enrollment ratios, the organizations and alliances working in the area may need to expand the types of actions that are carried out. This is especially important given the relatively low completion rates for both girls and boys. A dramatic change in completion rates may require an extended period of time or more targeted actions than have been carried out in Morocco.

The EGAT/WID framework of using local professionals to act as a catalyst in bringing together organizations from different sectors to promote girls education has been effective in Morocco. This is due, in part to the visibility of the project and the commitment of the local staff. Also the GEA strategy of providing administrative, staffing and logistic support for CSSF and other partners early in the project contributed to the success of actions and the establishment of ongoing efforts.

All sectors are not equally likely to be contributing members of a multi-sector coalition. In the case of Morocco, the university sector was a non-participant, and among the media and religious sectors participation was low. Similarly, all member organizations will not make the same type of contributions, but rather will contribute in areas where they have expertise or other resources. This may mean that expansion should be thought out strategically and new Network members recruited on the types of resources that they could contribute (financial, professional or technical), in relation to the strategic goals of the Network. Such issues should be part of any organizational planning.

In leveraging financial resources from non-USAID sources, a reasonable assumption might be that other international donors would be the prime source of funds. This has not been the case in Morocco, where only about 10% of non-USAID financing of actions has come from international donors.

Despite the effectiveness of using a small Moroccan technical staff as a catalyst, given the stated difficulties in carrying out activities that required dealing with a number of organizations in different sectors, at both the national and regional level, suggests that greater resources would enhance effectiveness. In using the approach in other countries or other sectors besides education, donor agencies would be wise to plan for a higher

level of investment than the resources expended for GEA, if wider coverage is desired.



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