



EuroMed Youth III Programme



## STUDIES ON YOUTH POLICIES IN THE MEDITERRANEAN PARTNER COUNTRIES

# MOROCCO



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This programme is funded by  
the European Union



This publication has been produced with the assistance of the European Union. The content of this publication is the sole responsibility of the EuroMed Youth Technical Assistance Unit and can in no way be taken to reflect the views of the EU.

The third phase of the **Euromed Youth Programme\*** (Euro-Med Youth III), funded by the European Commission (DG EuropeAid) and launched in October 2005, is a regional Programme set up within the framework of the third chapter of the Barcelona Process '*Partnership on Social, Cultural and Human Affairs*'. The overall objectives of the Euro-Med Youth Programme are to promote intercultural dialogue among young people within the Euro-Mediterranean region, motivate active citizenship as well as to contribute to the development of youth policy.

The overall aim of the studies undertaken in **Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestinian Authority, Syria, Tunisia and Turkey** on Youth Policies, was to be a reference tool which would give all stakeholders in the field of youth, as well as youth project organisers, an overview of the situation of young people and of provisions available for them in the 10 partner countries. The objectives were to identify whether there was a Youth Policy, legislation or any other national strategy addressing the needs of youth and what kind of provision was made through non-formal education and youth work in the relevant partner countries.

Research for the studies was carried out by 7 experts and involved gathering of information, during a 5-month period, on basis of available written materials and resources, and as a result of missions to the studied countries to interview relevant youth authorities, organisations and young people individually or through focus groups.

The outcomes of the studies, each produced in a report format following a common structure for all the ten studies, give an enlightening overview of the definition and situation of youth in the Mediterranean partner countries. The studies focused on young people's rights and entitlements as active citizens, such as opportunities to vote, get elected and contribute to the decision-making process; the challenges faced by youth such as unemployment, immigration, housing, marriage, generational and cultural conflict, young women's place in society; young people's reactions in response to such challenges and description of provision for leisure-time activities and non-formal education through governmental and/or non-governmental youth institutions and organisations.

A reading of all the studies shows that a national youth policy is not yet fully implemented in any of the partner countries. However, each of them has a number of national directives, legislations, policies and/or strategies to address youth issues, usually at cross-sector level, even if youth are not, in some cases, recognised as a priority. The definition of youth varies from country to country, sometimes even within the same country depending on the responsible national authority. Non-formal education has no, or limited, place in most of the studied countries, formal education being the main priority of national authorities. The Euromed Youth Programme is assessed positively and considered to be an essential tool for the promotion of youth work and non-formal education.

Each report, published individually, provides a factual background on youth issues on basis of information collated by the relevant researchers. In addition, one document bringing together the executive summaries from each of the ten studies has been also produced to highlight an overview on the situation of youth within the Mediterranean region.

\* [www.euromedyouth.net](http://www.euromedyouth.net)

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# EXECUTIVE SUMMARY

It is difficult to refer to Moroccan youth in general because of the important inequalities of the Moroccan population; 45% of the population still live in rural areas and 40% of the national wealth is concentrated in 1% of the territory. Living conditions in some of the rural areas and parts of the urban sectors are very harsh. UNDP statistics put Morocco on the 124<sup>th</sup> rank over 177 countries in the area of human development.

Currently, Morocco has a population of 33.5 million inhabitants; the yearly growth rate is 1.2% and the fertility index 2.1 children per woman, while a generation ago it was 7-9 children. Today, 20% of the population is in the 15-25 years old bracket. The full effect of the decrease of fertility will be felt only by 2015, because of the lapse of demographic transition.

This situation creates a challenge for the education and employment sectors. The state now devotes 30% of the national budget to education, which is its second priority since 1999, when the National Education and Training Charter was adopted. But Morocco still has the highest rate of illiteracy in North Africa: 50% of the population and 36% of the young adults.

One of the consequences of the high number of young people is the growing need for jobs and housing. Many young people over the age of 30 do still live with their family, even if they have a job. Youth unemployment is on the increase and while young people were a production force within the family in previous generations, they are today considered a “burden” in urban areas. About 60% of young people with university degrees are unemployed. The general rate of unemployment for the Moroccan population is 15%. Privatisation of the economy does not offer enough jobs and there is a strong demand for jobs in the public sector, which the state cannot afford.

Young people are fond of communication and information technologies. For 95% of youth in the cities, the internet is the main occupation of their free time, at home or in cyber cafes. There is still a “digital gap” over the territory but computer use is spreading everywhere. A number of educated young people come back to rural areas and invest themselves in voluntary activities more than in politics, as used to be the case previously. They go to rural schools to help the teachers to use computers. They are open to international customs and begin to take power over the older people in the villages.

The hobbies practised by the young people are more sportive than cultural. For 70% of the boys, football is a national past time; only 12% have cultural hobbies. Only 30% of young women practise a sport. Young people are particularly keen on modern music, such as rap or hip hop, even in rural areas.

One of the most important reforms of King Mohamed VI, adopted in 2004, is the “Code of personal status”, which promotes equality between men and women and defines the status of women and family. In this new code, the Moroccan state distances itself from the religious tradition. These new laws are, however, difficult to implement due to the lack of social and institutional framework and resistance from the society. A range of discriminations do still exist against young women.

Identity has been a problem for young people because of the rapid urbanisation since the 1970s and 1980s. The lack of jobs marginalizes many of them who feel robbed of a future and of support and who float between “drugs and piety”. They constitute an easy pray for radical Islamism or deviant behaviours. This new religious and political Islam often takes over many responsibilities on education and housing, as a solution against social ills. The Moroccan state also tries to combat deviant behaviour and relies on the associative network to do so.

Institutional and legislative provisions are related to the rights of the youth and their interests. The main feature is the New National Youth Policy (NPNJ), which was adopted in 2003, and constitutes the framework of a global plan for young people, children and women. The main authority in charge of the NPNJ is the Ministry of Youth and Sports. It is helped by four other Ministries: Education, Childhood Affairs, Female Affairs and the Interior. Local and national authorities and elected officials are involved in action plans against social insecurity and exclusion.

Since 2003, one of the main projects of Moroccan youth policy has been the “vacation for all” programme, dealing with youth associations and children. It mobilises all sectors of the State Bureau in Charge of Youth (SECJ) which is part of the Ministry of Youth and Sports. Its 2007 action plan aims to reinforce dialogue with youth organisations and to involve them in the preparation of the various activities of youth centres and club activities. Another priority is to promote young people’s access to information on rights and opportunities, especially in isolated rural areas.

In 2005, King Mohamed VI initiated a transversal strategy for young people and against poverty: the National Human Development Initiative (INDH). This brand new programme fights social insecurity and exclusion and helps the associative network, under the coordination of the Ministry of the Interior. There are some difficulties in recognising volunteer work in Morocco and therefore the INDH programme wants to include formal institutional recognition of volunteer work in the future.

Non-formal education and youth work offer activities devoted to free-time, which also include formal activities such as technology and computer courses, language and literacy courses. There are currently 440 such associations which host many clubs dealing with music, cinema, literature and sport. Young people working in these associations can be trained at the Continued Education Institute (IFC) on skill development, effective methods and development of youth policy.

The reform of the law on associations in 2002 and the decrees of 2005 allow for the status of some of the youth associations and non-governmental organisations (NGO) to be recognised and to receive funds. The non-profit associations, which are recognised by the state, must fulfil a general public service mission and may receive financial assistance. On an estimation of 38,000 associations, only 8,400 hold this privileged status. Their use of funds is highly controlled. Associations receiving foreign assistance must inform the government.

In Morocco, three kinds of associations can be identified today: i) large national associations that work with all kinds of people and rely on a vast network of unpaid volunteers trained internally; ii) new associations, created after the 2003 terrorist attacks in Casablanca, which are devoted to development and offer targeted activities - their young leaders cooperate with international foundations (such associations are popular among the youth people); iii) small neighbourhood associations, working mainly with youth at-risk, which find it difficult to recruit members and leaders. There is no National Youth Council in Morocco. The large associations are gathered in federations and national youth unions.

Only 10 to 15% of young Moroccans are members of an association. This low number comes from the lack of official recognition of this type of activity, which does not provide any diploma or any kind of awards. There is also a gap between youth's expectations and activities offered. The centres expect a permanent commitment while young people do not like to be engaged in the medium or long term.

The Euromed Youth Programme plays an important role in Morocco. Provincial delegations of the Ministry of Youth and Sports are in charge of promoting the Programme to associations and organise informal sessions all over the country. Participants benefit greatly from the intercultural contacts, which build a bridge among young people on both sides of the Mediterranean Sea. Many other international organisations and foreign embassies, especially Francophone countries, organise and help funding youth activities, in partnership with associations.

In conclusion, the Moroccan youth policy is marked with paradoxes. The decision-makers have enhanced the quality of youth infrastructures and leaders' skills, but the association networks are at a turning point because young leaders need more recognition and professional training. The young people are also split in their wishes: they are both attracted by youth infrastructures and the support they provide but rebel against obedience and tradition. They wish to play an active role within society; their values are more universal than previously but religion has still a major influence on them. They wait for a more clear youth policy with a global approach.

# 1. INTRODUCTION

## 1.1 Objectives

This study aims to assess youth policies in Morocco from both the perspective of authorities and the point of view of the associative structures involved in their implementation. It also aims to evaluate the impact of these policies on young people themselves.

## 1.2 Methodology

Quantitative data (Annex 6 Additional statistical tables/charts) come from the reports and databases of international research centres. The total population by age group (Being 20 Years Old in the Mediterranean Region), life expectancy at birth, the rate of infant mortality and the fertility rate, the average rate of demographic growth (2005-2010) (demographic indicators), the urban population (State of the World). The Human Development Index, (State of the World), primary school attendance (UNICEF) and acquisition of doctoral-level degrees (State of the World), illiteracy (male, female) (State of the World), Internet access (State of the World), HIV 2005 number of cases, high estimate, low estimate (Economic Portraits of the World, 2008). Stable GDP growth (State of the World), economically active population: economic activity level and the male/female distinction (Being 20 Years Old in the Mediterranean Region data from 1995) and foreign aid from the public sector (Being 20 Years Old in the Mediterranean Region, attempting to find the most recent numbers through EUROSTAT), public spending for education (State of the World, numbers from 2003), the official unemployment rate. (Economic Portraits of the World, 2008). Exchanges between domestic and foreign students (Being 20 Years Old in the Mediterranean Region). Qualitative data (Annex 3 Bibliography) come from research conducted on the Internet and in specialized journals, bibliographical assistance from the Documentary Centre of the "Institut d'Etudes Politiques (Sciences Po)<sup>(1)</sup> Paris" and bibliographical assistance from the French Research Centre of the National Youth and Popular Education Institute (INJEP). Furthermore, interviews were conducted in Morocco (Annex 4 Interviews), with associative structures and of youth and civil society groups as well as a trip to Ain Ouida (30 km from Rabat), where a visit was conducted at a young girls' shelter. They were being trained in sewing and weaving (knitting, sewing). Also visited were a brand new youth centre built with funds from the Mohamed VI Foundation, as well as a training centre for young girls and women where a day-care and a pre-school initiation programme for children are run. Gracious assistance from Moroccan students at the "Institut d'Etudes Politiques (Sciences Po) Paris" was also received. They offered to fill out the questionnaires prepared for urban youth. This study therefore includes testimonials from young people who went abroad for their studies.

(1) French Political Sciences Institute which hosts international students

### 1.3 Challenges of the study

The following issues impacted the study. It was quite difficult to find any documentation on non-formal education in Morocco. On the ground, the main problem encountered was obtaining a meeting with the Ministry of Youth and Sports. Despite assistance from the local expert and the director of the Euromed Youth Unit, no interview could be obtained. This is why, during participation in the Euromed Non-governmental Platform<sup>(2)</sup> Meeting on 4, 5 and 6 July 2008 in Casablanca, a trip was made to Rabat for an interview with the Chief of the Youth Division. The president of the Euromed Platform acted as a go-between and also established contact with the person in charge of the League of Human Rights in Casablanca. Upon return, complementary information was needed as it was not available from local authorities.

## 2. SITUATION OF YOUTH

### 2.1 Definition of Youth

The definition of youth in Morocco conforms perfectly to the definition given by Bourdieu: « Youth is a socio-historical construction that emerges as a social category in relation to an ideology, nationalism or a disposition thereof, education ». Unequally relation to education for youth generates very different approaches concerning the concept of « youth»<sup>(3)</sup>.

### 2.2 General Statistics: Demography, young people's rights and conditions

Today (data from 2006), 45% of Moroccans dwell in rural areas, and this population contains the vast majority of illiterate youth. Among the 15-25 year olds, 32.6% are illiterate because of their isolation. For the UNDP classification; the range of Morocco is 124 over 177 countries. The life conditions in some rural areas and in parts of urban sectors are still now terrible. These disparities are reinforced by social inequalities, as 40.4% of the national wealth is concentrated within 1% of the Moroccan territory<sup>(4)</sup>. These young people with little or no schooling enter the realm of economic activity from a young age, and the definition of youth in Morocco thus effectively eludes all attempts at categorisation.

Morocco today has 33,483,000 inhabitants and experiences a yearly growth rate of 1.2%. Families in the previous generation had 7 to 9 children per woman, while today's fertility index is of 2.1 children per woman.

This important decrease in fertility is a result of legal measures<sup>(5)</sup> but is also due to the establishment of light manufacturing industries, which resulted in the « proletarianization » of women. In the 1970s and 1980s, 25% of Moroccan women worked in these factories. This huge decrease in birth rates represents an unprecedented change. However, it is only in 2015, when the generation born in the 1990s will turn 25 years old, that the effects of the parents' decrease in fertility will truly be felt. Since Morocco feels the effects of the recent past's very high birth rates, young adults still exist in large numbers and the 15-24 year olds represent almost 20% of the total population. Women in rural areas now get married when they are 26 years old or above. Those living in urban areas wait until they are at least 30 years old. Men get married at 30 years old or above after getting a job, a flat and a car when it is possible. This has provoked a considerable rupture between generations in both material living conditions and mentalities. This upset has represented, and continues to represent, a challenge for employment and education.

Higher education represents a sector favoured by the state as funds are devoted much more to higher education than to elementary schools, in a proportion of 1 to 15 (Annex 6 Additional statistical

10 (2) Set up in 2003, it gathers representatives from the civil society from the ten countries which are members of the Barcelona process; officially recognised by European Commission

(3) Mounia Bennani-Chraïbi, *Jeunesses des sociétés arabes, par delà les menaces et les promesses*, juin 2007

(4) *Le Monde de l'Éducation*, mars 2006 "Schooling, a Moroccan priority"

(5) Code of Personal Status

tables/charts). This is an enormous proportion when compared to the OECD countries, where the proportion is of 2 to 1. Universities proliferated, especially beginning in the 1970s. Enrolment has increased 16-folds during this period. Access to higher education increased in an unequal fashion for the youth population and according to social class, with over-representation of the middle and upper classes and also according to gender, with women maintaining an inferior role in intellectual and university life. Despite substantial democratisation efforts, free higher education, and the establishment of universities in the provinces, the state can no longer fulfil demand, and teachers and students both deplore the difficult working conditions. Since 1985 private institutions have multiplied throughout Morocco (they were already 79 in 1999) and, despite their public utility, they represent a difficult form of competition for the public sector to regulate. The government tries to control their levels of teaching, programmes, and personnel. There are 36,181 Moroccan students abroad, which means about 10% of this population, whereas 3% in OCDE's countries.

Regarding youth unemployment it has become the country's « black sheep». More than 400,000 unqualified job seekers enter the job market each year, but unemployment amongst young university graduates is on the forefront in large cities due to daily student protests demanding jobs in the public sector (Annex 6 Additional statistical tables/charts). For young people, the most painful aspect of the situation is the fact that the unemployment rate increases in tandem with one's education level. The unemployment rate is 7.7% for those without diplomas, 28% for those with degrees, and 61.8% for those with additional university degree<sup>(8)</sup>. The effort to increase access to education and degrees has created a demand that the job market cannot satisfy. The sectors that created employment remain tourism, restaurants, textiles, banks, and a few special sectors that mainly employ foreigners. Even though the official general unemployment rate is 15%, it exceeds 30% for young people<sup>(7)</sup>, and the welfare state cannot remain the principal employer for them. This is why progressive privatisation of the economy and the opening of markets are considered a form of treason for many.

The official data from the SGJS (General Bureau for youth and sport) show that 15.2% of young people are members of an association. The official number is even lower and varies between 8 and 10%. When questioning youth regarding reasons likely to explain these numbers, the first argument they provide is the lack of official recognition for this kind of activity through the granting of diplomas or other kinds of awards. The second reason given is the gap between youth's expectations and the activities offered by establishments. The centres want a permanent commitment, and youth agree to participate occasionally while fearing the constraints posed in the medium and long term.

## 2.3 Youth culture and trends

The Moroccan youth is often broken off from the adult world and has difficulty in finding its place in society. In the previous generation, young people were a productive force in the family ranks. Today, these young people, most particularly in urban areas, have become « a burden » that disturbs representations and traditions between generations.

Moroccan youth, especially the urban population, is very much in tune with communication and information technologies. During interviews with urban youth, 95% of young people considered computer and Internet use to be their main occupation of free time, either at home, or more often in « cybercafés » that promote a friendly, social space and allow one to be « connected to the entire world » as expressed by a young person from Rabat. This also allows Moroccan youth to be in step with global youth trends, particularly such as music, rap, and hip hop for rural youth. If computer use is spreading in rural areas, it is largely due to the presence of cultured youth in villages or emigrants returning home<sup>(8)</sup> to set up associations, to participate in the municipal council, or to contribute to the introduction of collective « modern » activities with the establishment of daily Internet use.

The experiments, however, remain unequally based on territorial distribution, and there is today a « digital gap » between rural and urban youth regarding usage of information technologies. However, football, for boys, deserves the title of « national past time », far more than cultural hobbies, which represent only 12% of those mentioned during the interviews<sup>(9)</sup>.

## 2.4 Young people's needs and challenges

Due to the two demographic characteristics mentioned above, the high growth rate among the young economically active population and the high growth rate of the population as a whole, this youth is particularly affected by the following problems: High and increasing demand for work and increasing and unfulfilled demand for lodging. Some even mention a « real estate transition »<sup>(10)</sup>. Since the 1970s, a considerable housing shortage has disproportionately affected the young people and the poor. During the interviews, the vast majority of young people lived with their parents, even those who had a job and were in their thirties. This shortage has serious consequences for young people, more educated than their parents, more individualistic and prevented from enjoying their independence.

A study conducted in the Spring of 2005<sup>(11)</sup> shows that the new reforms of the 'Code of personal status' are difficult to implement due to the lack of social and institutional framework existing in this environment, which resists against egalitarian culture. The establishment of the new family code represents the heart of the new social order in Morocco for the status of young women in Morocco. Numerous forms of discrimination do still exist at school, at work, in their hobbies and they are also subject to sexual discrimination, for example, female homosexuality is not only forbidden, as it is for men, it is unthinkable.

(8) Jeunesse des sociétés arabes : par-delà les menaces et les promesses, p. 88-89, 2007

(9) 70,9% of the young men have sport activities but only 29,1% of the young women (data base of the General Secretary of Youth and Sport SGJS)

(10) « Monde arabe Maghreb Machreck » N° 171/172 June 2001

(11) Study that wanted to draw a map of the implementation of the new Family code within the society with 900 questionnaires (Democratic league for women's rights, Annual Report on application of the family code, Rabat 2004)

A big challenge for Moroccan youth today is the identity question linked to the rapid urbanisation that has occurred since the 1970s and 1980s. It is also linked to the pauperization of part of this urban youth, increasingly marginalized, which has erupted violently into the public sphere with the terrorist attacks in Casablanca in 2003. These were perpetrated by eight young suicide bombers from the suburbs. These young people, robbed of a future and of support, often float between “drugs and piety.” They are the easy pray of fundamental and radical Islamism, of political and religious Islam that often takes over the many civil responsibilities of underprivileged neighbourhoods. These include schools and providing lodging. This kind of Islam is largely carried out by urban youth and constitutes a solution against social ills. For example, when youth spoke of the infamous Ben M’Sik ghetto in Casablanca, according to them, there was no other alternative: “either one adopts prayer and Islamic education, or one must go towards drugs, alcohol, and delinquency.” The Moroccan state tries to eliminate these deviant behaviours and relies heavily on the associative network. However, the deviant behaviours of this population keep increasing, according to the local leader of the ALCS (Association Fighting Against AIDS). The official data of the Ministry of Youth and Sports shows that 25% of the HIV declared cases are between 15 and 29 years old.

The problem of single women with children is becoming a very important question mainly in the cities and the Government has decided to take it into account in its INDH Programme (National Initiative for Human Development).

## 3. STRUCTURAL, INSTITUTIONAL AND LEGISLATIVE ASPECTS OF YOUTH POLICY

### 3.1 Provisions

Due to the personal status reform, the legal age of marriage increased from 15 to 18 years old for women, and it remains at 18 years old for men. Polygamy remains legal, but it is allowed only under two conditions. It must be authorized by a judge and accepted by both (or several) spouses. It is today undergoing a distinct regression. Concerning education, it is now compulsory for children from 6 to 14 years of age, but without official control. The legal age of majority and criminal responsibility has increased to 18 years of age. Military service is no longer compulsory. There is, furthermore, a specific form of justice for minors. A youth judge must organise their placement in one of the 22 reform centres spread throughout the country. Through articles 476 and 500 of the code of civil procedure, the delegate in charge of youth probation, who is a government official from the State Bureau in charge of youth, ensures that youth are monitored under the supervision of a judge for minors. This supervision occurs in two phases. The first involves observation of the minor, his family, and his environment. The second is a reform of the minor’s behaviour through either probation or a stay in a rehabilitation centre.

There is no information available about constitutional provisions related to youth rights and affairs.

### 3.2 Institutional approach to the Youth Sector

The major event that affects Moroccan youth today, and more particularly women, is the ‘*moudawwana*’ reform announced by the King in October 2003<sup>(13)</sup>. This is a reform of the code of personal status that has taken up the contentious question of the legal inequality between men and women. This new personal code represents continuity as religious references remain omnipresent. However, religious authority is now represented more by the monarchy than the clerical authority. The main modifications introduced by the reform are the following: For marriage, the legal age for women is now 18 years old, the guardianship (*wilaya*) that had been required for women, regardless of their age, has been eliminated; the new code establishes the principle of co-responsibility and equality of rights and responsibilities between two spouses or more, it protects divorced women, and goes in the direction of prohibiting polygamy.

The Moroccan state is currently devoting almost a third of its budget to education (29.6%) in order to reduce the illiteracy rate from close to 50% today to 5% in 2035 (Annex 6 Additional statistical tables/charts). Education is the second national priority after territorial integrity. Today, 46.9% of the pupils attending school are in primary schools and 39.7% in secondary schools. This has been the case since the establishment of the National Education and Training Charter of 1999. This considerable effort has not still eradicated the serious illiteracy problem, and Morocco has the highest illiteracy rate in North Africa. As in all North African countries, teaching has been affected

(12) Reda Benkirane, *Le désarroi identitaire*, p 104, 2004

(13) The new code has been approved by the Parliament in January 2004



ted by Islamic influences, but the state imposes a rationalisation and a modernisation of Islamic education and aims to provide a solid base in Islamic science in the « Framework of unified schooling »<sup>(14)</sup> established in the wake of the suicide attacks of 16 May 2003 in Casablanca. Today, chapters referring to Islamic education are under the responsibility of the Ministry of National Education<sup>(15)</sup>.

According to the Moroccan state, the definition of youth is not linked to age. "Youth is not a parenthesis where one waits for real life. It is a decisive phase where one prepares for life." The state bureau in charge of youth provides this definition. The three major axes of the New National Youth Policy are youth, childhood, and female affairs.

Youth policy for the Moroccan state is a priority managed by various ministries. The Ministry of Youth and Sports is the main authority responsible for this definition and the application of related policies. It is assisted in its application by four other ministries: The Ministry of Childhood Affairs, the Ministry of Female Affairs, the Ministry of Education and the Ministry of the Interior. These Ministries, in accordance with the instructions of the King, are under the authority of the Prime Minister. The Prime Minister is in charge of a global vision of the State towards the implementation of a national Moroccan Youth policy. The New National Youth Policy (NPNJ) conforms to the general framework of the state's voluntary reform. It is part of the state's public service mission, and it aims to stimulate creativity and initiative, to incite participation, to instate a new form of dialogue, to assist in project completion, to privilege literary and artistic expression, to develop mobility and dialogue, and to promote individual accomplishment such as associative engagement amongst youth, in the framework of a global and coherent plan based on the values of openness, solidarity, democracy, and tolerance<sup>(16)</sup>. Applications include the establishment of action plans against social insecurity and exclusion. Elected officials as well as local and national governments are very much involved in the execution of youth policy.

The Moroccan government currently devotes 0.64% of its global budget, or 40 millions dirhams<sup>(17)</sup>, to national youth policies. It tends to rationalise the management of these funds based on specific needs and concerns. The Ministry of Youth and Sports has two main priorities. First, it aims to modernise establishments designed to help young people. These include summer camps, youth centres, and lodging. The second priority is increasing the number of institutions that help youth in their search for a social and professional place in society.

The "vacation for all" programme has constituted the flagship project of Moroccan youth policy since 2003. It is a social, cultural, and educational programme devoted to children and youth associations. The programme mobilises human, logistical, and financial resources all year round and thus plays a catalyzing role. It affects all sectors of the SECJ (State Bureau in charge of youth) action plan, most notably in the area of leadership training. Furthermore, due to a royal decree of July 2005, the state has established the National Human Development Initiative (INDH).

The Ministry of the Interior coordinates, through its social action division, all human development initiatives that fight social insecurity and exclusion (Annex 6 Additional statistical tables/charts). The budget is of 10 thousand million of dirhams<sup>(18)</sup> for five years.

The INDH's national observatory<sup>(19)</sup> supplies analytical tools like a map of poverty with the help of the World Bank for the establishment of policy aimed specifically at youth and the associative network - 360 rural communities and 250 urban suburbs have been selected. All the social equipments such as social centres, mosques, youth centres are in charge of the INDH policy implementation.

### 3.3 Non-formal education and youth work

Non-formal education is often the crutch that compensates for the curricular activities instead of informal education as the spaces devoted to time outside of school offer formal activities. These activities include technology and computer courses, available today in more than 100 centres, language and literacy courses, and a host of informal activities. Beyond their associative function, youth centres are public spaces designed to host different educational activities. Thus, their number has doubled in the past four years to today's total of 440 centres. They host clubs: 174 music clubs, 84 cinema clubs, and various art and sports clubs.

The Ministry of Youth and Sports has established training programmes for youth work at the IFC (the Continued Education Institute) for boys and girls having reached the age of majority<sup>(20)</sup>. Since 2003, 22,000 youth from the national and local associative membership have benefited from this training. These training programmes involve skill development, exchanging effective methods, and developing youth policy. Initial management training can be completed through a four-year programme at the Royal Institute for the Ministry of Youth and Sports. However, this programme remains very elitist and has not had a considerable impact on associative structures.

Associations are the privileged partners of the SECJ (State Bureau in charge of youth) and of the Ministry of the Interior as they collaborate with the state for the implementation of a variety of development projects. They also collaborate in youth supervision as they facilitate social integration through their socio-educational programmes.

In its 2007/2008 action plan, the SECJ aims to reinforce its dialogue with youth organisations. It also aims to involve young people who are members of youth centres in the preparation, elaboration, and execution of club activities. These include a youth theatre, cinema clubs, sports and reading clubs, technology, music, and youth information campaigns for other young people. More generally, the state seeks to increase youth participation in society, starting with their involvement in informal decision-making bodies. The status of youth involved in this sector remains problematic as the concept of volunteer work does not truly exist in Morocco. There is confusion between unpaid volunteer work and official volunteer positions for the majority of those involved

(14) "Décret Marsh 2005"

(15) Ministry of Education <http://81.192.52.38/men/index.aspx>

(16) Ministère de la Jeunesse et des Sports, Presentation of the Ministry of Youth and Sports

(17) 3.52 millions euros

(18) 880 million euros

(19) <http://www.indh.org.ma>

(20) <http://www.ifc.on.ma>

in youth work, with the exception of two young people interviewed in Rabat. They were members of the Mediterranean Forum for Childhood and Youth<sup>(21)</sup> and had debated about the promotion of leaders' and volunteers' status during one of their meetings. Moreover, the INDH programme (National Human Development Initiative) has included institutional recognition of volunteer work in Morocco in its programme for the coming years.

Young people's access to information is among the 2007/2008 action plan's priorities. The Moroccan state has created 92 youth info booths in youth centres. The priority remains isolated in rural zones, where access to information for youth is addressed collectively with literacy efforts. Since 2005, the National Youth Documentation and Information Centre in Rabat offers powerful communication and research tools, but its main users are educated youth with considerable Internet experience, mainly from urban areas.

## 4. THE YOUTH ASSOCIATIONS AND NGOs DEALING WITH YOUTH

The Moroccan associative network is increasingly dense but it still does not play the role of the third sector, involved in managing the social crisis. New application decrees concerning the law on associations, which was reformed in 2002, were published in 2005. Henceforth, an association must obtain official non-profit status, which means that the state must recognize that the association fulfils a general public service mission. Official non-profit status guarantees institutional recognition by the government as well as financial assistance. Only 8,000 organisations of an estimated 38,000 hold this privileged official status. Associations' freedom thus remains highly monitored, and the government justifies control of their activities and financing in order to avoid embezzlement and misappropriation of funds. Furthermore, associations receiving foreign assistance must inform the government's Secretary General<sup>(22)</sup>.

The official number of state partner associations devoted to youth is 8,441. Among this total are 11 federations, 44 national associations containing 557 sections, 33 associations with multiple cultural and sports branches and with 217 local sections and 7,500 local associations working primarily with youth at-risk, and associations tied to political parties.

In addition to these associations officially recognised by the state, there are many small NGOs based within civil society. They are difficult to account for, but they play an essential role in youth work, especially in the social sector. There are three kinds of associations in Morocco today: large national associations, like the **Chouala Association**<sup>(23)</sup> and the **Moroccan Association for Education and Youth** (A.M.E.J.) that work with the general public, children, youth, and adults. These non-profit associations rely on a vast network of unpaid volunteers trained internally by the associations themselves. This network has received considerable competition from newer development associations, especially since the terrorist attacks in Casablanca in 2003. These newer associations offer very targeted activities, like the construction of a well in a "douar"<sup>(24)</sup> or literacy-related efforts, and their young leaders are able to come into contact with international organisations and foundations, thus receiving substantial financial assistance. They are very successful amongst the youth population. An example of this kind of organisation is the **Amal de Salé Association**. The third category is comprised of small neighbourhood associations that work mainly with youth at-risk. They have difficulty recruiting members and leaders and therefore feel marginalized.

Furthermore, there is a considerable network of "foyers" for women. These establishments are managed by the Ministry of Female Affairs and offer social and medical services to young women as well as professional training to assist them in integrating the job market. The majority of these female foyers offer training for unqualified professions. They are not an alternative to formal schooling but can often make up for its deficiencies. The larger associations have national representation. There are 11 federations and national youth unions but there is no national youth council. In addition, the SGCJ (State Bureau in charge of youth) has established the INJD (National Institute for Youth and

(21) It is a Moroccan Foundation which aims to give an education of human rights and citizenship to young people and to promote among them self-esteem and effective participation. <http://www.tanmia.ma/sommaire.php3?lang=fr>

(22) Ministère de la Jeunesse et des Sports

(23) <http://www.chouala.org/>

(24) Village in Arabic language

Democracy) in the past three years. It brings together young people elected by their peers for one year. They come from associations tied to political parties and receive training in political and participative culture. These young people, during their training, also have the opportunity to participate in international conferences.

For several years, youth centres' leadership teams have allowed young people to be involved in the operation and management of their youth centres. Beyond this organised initiative, there are more infrequent instances of youth-led initiatives that are still quite popular among the youth population. These include literary coffee hours, of which there are 20 with 25,000 youth affected, reading on the beach, which has brought together 35,000 young people, or the reading hour, with 800 forums and 380,000 youth involved.

Certain organisations have established exemplary programmes, such as: Young people from the "Maillage" network who work to bring new life to the disadvantaged neighbourhood of Casablanca. They have launched a programme called « m'ton quartier » so that young people can take ownership of their neighbourhood and feel responsible for its welfare. Various activities are involved, including a marathon in the neighbourhood, a football tournament, a rap show, and a call for environmental protection through song by the **Ajilad Maghreb association**. Further, clean-up operations and restoration of public spaces are also organised. This programme is an occasion to renew the convivial spirit that used to exist in these neighbourhoods. It also enhances the local associative network. In another realm entirely, groups of young people, often from difficult neighbourhoods in major cities, are becoming well known on the Internet due to their creation of an original form of music. It mixes rap, hip-hop, and traditional Moroccan music and is called "raï-hop, metal-gnawa, or d'electro-chaâbi." These groups are now notorious far beyond Morocco due to ICTs (Information and Communication Technologies) and are at the root of original, identity-based, and contemporary music. They publicly sing the worries and expectations of an uprooted and often forgotten urban youth.

These exemplary instances are, however, unable to address the general youth apathy concerning associative engagement.

## 5. THE EUROMED YOUTH PROGRAMME

Morocco is the first Mediterranean Partner country to have decentralised management of its Euromed Youth Programme. The Programme's legal framework falls into a tripartite-agreement between the Ministry of Youth and Sports, the European Commission, and the Moroccan Ministry of Finance.

Due to the strong involvement of the young people in the projects, the Ministry of Youth and Sports would like to implement rules and procedures of the Euromed Youth Programme within the national Youth policy. It uses its provincial delegations as intermediaries to inform associations of new programmes. These information sessions are organised yearly in the north, centre, and south of the country, and the number of projects went from 10 at the April 2007 call for proposals to 43 at the third deadline in February 2008. There remains the complex task for any association to fulfil the selection criteria despite the training sessions organised by the Euromed Youth Unit based in Rabat.

The youth from the Chouala association<sup>(25)</sup>, who had been part of one of the five projects selected in November 2007, indicated all the advantages given to them through their projects. These included methodology, intercultural dimension which is a brand new concept in Morocco, training for the youth workers and familiarity with financial tasks. As for the Ministry of Youth and Sports, it considers this partnership to be the most successful example of international cooperation in the youth sector. However, it also deplores the small number of projects selected considering that there are many advantages for participants in the intercultural realm as well as in the methods and strategies used in the projects. It represents a bridge for youth on both sides of the Mediterranean, and authorities ardently hope for a suppression of visa restrictions for young people from the south of the Mediterranean Sea. They hope that this will establish a truly successful partnership marked by equal treatment.

(25) <http://www.chouala.org/>

## 6. OTHER YOUTH SUPPORT MECHANISMS

Many international organisations become involved in the Moroccan youth policy as financial backers or actors. These organisations have invested in the support of Moroccan youth. The Ministry of Youth and Sports works closely with the CONFESJES (Conference of the ministries of youth and sport of states and governments that have French in common<sup>(26)</sup>) that brings together Francophone countries. The Youth for Youth Programme is partly financed by United Nations Fund for Population (UNFPA). The Aid Fund for Youth (FIJ) also works with the United Nations funds, such as the UNDP<sup>(27)</sup>, UNESCO, and UNICEF.

Foreign Embassies also invest in assistance to youth. For example, the United States Embassy organised the “youth caravan” with the city of Ouarzazate and approximately ten local associations. The Spanish Embassy just created a training school for young football players through the Real Madrid football club. In 2004, France, during the two-week conference on public education, financed big projects in several regions of the kingdom and continues, through the MAE (Ministry of Foreign Affairs) to foster development projects. Several foundations finance schools, provide materials, and organise partnerships with the associative network. These include the Ebert Stiftung Foundation and the Anna Lindh Foundation, both of which assist organisations in the reinforcement of democracy and gender equality. Many public and private actors from Europe and North America work periodically or permanently with associations, and these partnerships are very much reinforced through Internet use. Saudi and Egyptian cultural centres as well as the Arab League<sup>(28)</sup> also play a very important role, particularly concerning the promotion of Arabic.

## 7. PERCEPTION OF THE ACTORS

Politicians are aware of the efforts still required to supervise youth but claim credit for numerous recent and spectacular results.

Decision-makers express a political will to improve the quality of youth infrastructure and to enhance leaders' skills. They see an increase in the number of youth centres as the most viable manner by which to channel integration efforts and to fight juvenile delinquency. The major problem that hinders the establishment of youth policies today is the fight against illiteracy and the reduction of rural isolation in the regions farthest from major cities. For decision-makers there is an intrinsic link between informal and formal education in the absence of a youth and development policy in the informal sector and without general school attendance by all young people. For the politicians, there is a link between terrorism and poverty. The fight against poverty is the first answer against terrorism.

Leaders are convinced of their utility but are still lacking official recognition. Youth leaders have witnessed a certain withdrawal from political engagement amongst youth. Their rate of participation in the country's last elections was 37%, supporting this phenomenon of lack of interest in politics<sup>(29)</sup>. Associative participation is also facing a crisis despite efforts made by the government in this sector. Youth leaders also say that traditional support structures, such as family, the mosque, and political parties have less influence on young people than in the recent past. They question associations' mode of operation, which they find too rigid, and often question the unpaid volunteer status of youth leaders. This delicate question should be linked to their demands regarding professional recognition and training. For them, the associative network has reached a crucial turning point. It must renew itself while taking into account the evolution of a more individualistic society and youth's new hobbies, which now are related mainly to information and communication technologies. Finally, they ask for recognition of leadership functions as a distinct profession.

The Moroccan youth is stripped of hope for the future and dreams of going abroad. Based on interviews conducted in Morocco and at Sciences Po in Paris, the conclusions formulated several times were the following: the vast majority of youth dream of leaving. They see their future, more or less imagined, outside of Morocco «here they are but their minds are away»<sup>(30)</sup>. This feeling is reinforced by impossible access to European and North American countries due to extremely restrictive visa policies. Rural youth and the most disadvantaged urban youth are the ones who dream the most of departure. They sometimes have the opportunity to obtain a seasonal visa during harvest time in some northern countries, such as Italy or Spain and prefer to wait in the streets for an eventual job opportunity rather than receive training that does not lead to any future given the poor job market for youth. The majority of them feel synchronised with globalisation. Their core values are less traditional family values than universal ones. They are transmitted transversally and between youth more than through traditional links, which have loosened significantly in just

(26) <http://www.confejes.org/>  
(27) <http://www.pnud.org.ma/>

(28) Regional organisation composed of 22 Arabic states from Morocco to Saudi Arabia to help peace and development within its members

(29) Ministry of Youth and Sports 2007

(30) A comment by a Moroccan sociologist during the interview in Rabat

one generation. The rapid modernisation put into motion by the government does not implicate them sufficiently and, according to them, adults remain the key deciders. The little hope they have for the future, in the majority of cases, prevents them from playing an active role in society. Religion has a major role on the condition that it does not become a handicap in the name of tradition. Some even claim that they liberate themselves from tradition by returning to religion.

Finally, regarding the associative network, young people are divided between attraction and rebellion. They are drawn to it as the state has put forth a real effort in terms of infrastructure and support, but they are also compelled to rebel as it exists in a hierarchy where, despite grand speeches, obedience still suppresses initiative. During interviews, some young people asked for a National Youth Council which could be an official representative space for youth.

Through these three perspectives, the conclusion is that the associative realm is at a major turning point. There is a desire for modernisation by public authorities for infrastructures serving the state by many of these entities. Leaders are aware of the crisis in the youth population, and they ask for professional recognition. Young people feel more busy than responsible through their associative participation, and they dream of going abroad while waiting before and above all for a real place in society.

## 8. CONCLUSION

There is a gap between the will of the Moroccan State to implement a global Youth policy and the reality as seen by the actors and the young people. Sector-specific policies, rather than one global national policy, have been established in Morocco. The development of youth centres, the promotion of women, and youth health are examples of these sector-specific initiatives. A global strategy to rally young people is still lacking. The absence of a clear message contributes to the misunderstanding between decision-makers and youth. The dialogue effort that the state has undertaken with youth has not really written itself into a transversal reflection of youth's place in society.

The INDH, or the Human Development National Initiative, is still in its initial stages. If it is well coordinated by the Human Observatory, by linking research and dialogue with policy, it could compensate for the current lack of transversal and coherent dialogue. The question that remains is whether youth can take ownership of this project and become its real actors.

The Moroccan state has had to mobilise on all fronts to satisfy the needs of an exceptionally numerous youth population. Education still remains an urgent priority due to the high rate of illiteracy. Other priorities are health and housing infrastructures and youth employment. Youth policy is almost a luxury in such a context. This is why its budget represents barely 1% of the global national budget. However, in its major modernisation effort, the establishment of a youth policy has become a priority in ensuring a proper democratic function.

## Annex 1: Acknowledgements

I warmly thank those people for their help:

Mrs. Eva Alfredson in charge of Institut d'Etudes Politiques (Sciences Po) Paris library  
 M. Abdelkarim El Ouazzani short term expert  
 Mrs. Véronique Fréville in charge of INJEP library  
 Mrs. Malika Ghazzali member of the national staff of Moroccan Association for Human Rights  
 M. Abderrahmane Loidani chief of the Moroccan Euromed Unity  
 M. Hervé Mécheri director of INJEP  
 M. Abdelmaksoud Rachdi Chairman of Euromed Civil Platform  
 Miss Intissar Rachdi, Moroccan student at Institut d'Etudes Politiques (Sciences Po) Paris

And all the young people and the associations for their interviews

## Annex 2: Country profile (part 1)

<b>Full name of the Country</b>	Kingdom of Morocco	
<b>Government Type</b>	Constitutional Monarchy	
<b>Area</b>	446,550 km <sup>2</sup>	
<b>Capital City</b>	Rabat	
<b>Other main cities</b>	Casablanca, Fès, Marrakech, Agadir, Tangier	
<b>Population</b>	33,483,000	
<b>Gender Ratio (F/M)</b>	F: 49.9	M: 50.1
<b>Ethnic composition</b>	99.1% Arab-Berber, 0.7% other, 0.2% Jewish	
<b>Age Structure</b>		
<b>0-14</b>	28.1%	
<b>15-24</b>	19.2%	
<b>25-30</b>	17.6%	
<b>Median age</b>	-	

## Annex 2: Country profile (part 2)

<b>Educational background (F/M ratio)</b>		
<b>Primary</b>	F: —	M: —
<b>Secondary</b>	F: —	M: —
<b>Tertiary</b>	F: —	M: —
<b>Literacy rate</b>	Youth: 57,2	Adult: 52,3
<b>Unemployment rate</b>		
	Youth: —	Adult: —
<b>Summary of age related regulations and rights</b>		
<b>Compulsory education (up to.....)</b>	6 to 14	
<b>Compulsory military service</b>	—	
<b>Legally employable (from...)</b>	15	
<b>Marriage without parental consent</b>	18	
<b>Minimum voting age</b>	18	
<b>Minimum age to be elected</b>	—	
<b>Driving licence</b>	18	
<b>Purchase of alcohol and drinkink</b>	N/A	
<b>Purchase of tobacco products and smoking</b>	N/A	

<b>Local Currency/ Exchange rate (Euro)</b>	1 € = 11,0610 Moroccan Dirham
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## Annex 3: List of Abbreviations

<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>AIFC</b>	Intervention Association for Fundamental and Continue Formation
<b>ALCS</b>	Association Fighting Against Acquired Immune Deficiency Syndrome
<b>AMEJ</b>	Moroccan Association for Education and Youth
<b>CONFESJES</b>	Conference of the Ministries of Youth and Sport of States and Governments that have French in common
<b>EUROSTAT</b>	European Statistic
<b>FIJ</b>	Aid Fund for Youth
<b>GDP</b>	Gross Domestic Product
<b>HIV</b>	Human Immunodeficiency Virus
<b>ICT</b>	Information and Communication Technologies
<b>IFC</b>	Continued Education Institute
<b>INDH</b>	National Initiative for Human Development
<b>INJD</b>	National Institute for Youth and Democracy
<b>INJEP</b>	National Institute for Youth and Popular Education
<b>MAE</b>	French Ministry of Foreign Affairs
<b>NGO</b>	Non-Governmental Organisations
<b>NPNJ</b>	New National Youth Policy
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>SECJ</b>	State Bureau in Charge of Youth
<b>SGJS</b>	General Secretary of Youth and Sports
<b>UNDP</b>	United Nations Development Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNICEF</b>	United Nations Children's Fund

## Annex 4: Glossary

**National Education and Training Charter** : This charter was adopted in 1999 by the Government to set a reform of the Education system.

**Code of personal status**: One of the most important reforms of King Mohamed VI, adopted in 2004, which fights against inequality between men and women.

**New National Youth Policy**: Adopted in 2003, it constitutes the framework of a global plan for young people, children and women.

**National Human Development Initiative**: Taken in July 2005, it promotes a transversal strategy for young people and against poverty.

**Continued Education Institute**: This training Institute involves skill development, exchanging effective methods and developing youth policy.

**National Youth Documentation and Information Centre**: Located in Rabat, it provides information and tools on Moroccan youth.

**Pierre Bourdieu**: French intellectual who made studies on the responsibilities of the society on the inequalities between young people.

**Institut d'Etudes Politiques (Sciences Po) Paris**: French Institute for politics and international high level studies.

**Euromed Non-governmental Platform**: Set up in 2003, it gathers representatives from the civil society from the ten countries which are members of the Barcelona process; officially recognised by European Commission.

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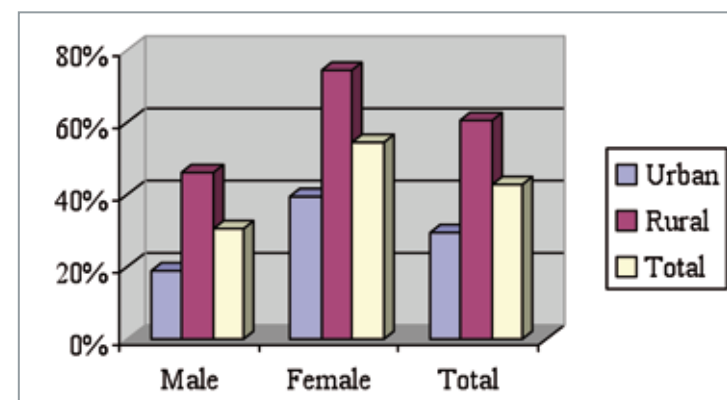
## Annex 6: Additional statistical tables/charts

Data	Unit	Value
<b>Demography</b>		
Population (2010)		33,483,000
Annual growth (2005-2010)	%	1.2
Male	%	50.1
Female	%	49.9
0-14 years old	%	28.1
15-24 years old	%	19.2
25-34 years old	%	17.6
Up to 60 years old	%	7.3
Expectation of life	Years old	69.5
Child death rate	‰	29
Fecundity indicator	Children/woman	2.1
Urban population (2005)	%	58.7
<b>Socio cultural data</b>		
Human development (2004)		0.64
Male illiteracy	%	34.3
Female illiteracy	%	60.4
Education at primary school (2000-2006)	%	86
Education at 3rd degree (2004)	%	11.3
Internet connexion (2005)	‰ inhabitant	151.8
HIV (2005)	Number (low/high)	20,000/30,000
<b>Economy</b>		
Total GDP	Million \$	150,831
Employment rate of active population (1995)	%	53.7
Male activity rate	%	80.8
Female activity rate	%	27.3
Unemployment rate	%	15
Public help for development	Million \$	209
Public expenses for education (2003)	% GNP	6.8
<b>Students flow</b>		
Foreign students in Morocco	Number	3,617
Moroccan students abroad	Number	36,181

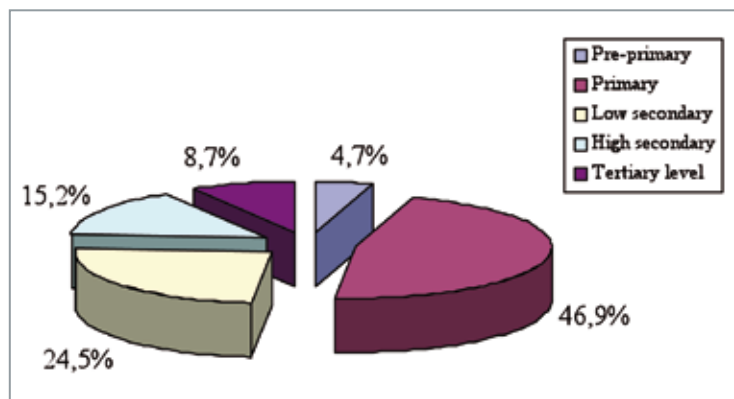
Place	Amount of revenue (dirham/persona)					Total
	< 3,404 (300 €)	3,404 to 4,912 (300 to 433 €)	4,912 to 6,805 (433 to 602 €)	6,805 to 10,329 (602 to 914 €)	> 10,329 (914 €)	
All country	4.88	3.72	2.91	2.26	1.85	2.97
Urban	3.11	3.07	2.73	2.08	1.83	2.3
Rural	5.42	4.27	3.12	2.63	1.97	4
Difference	2.31	1.2	0.39	0.55	0.14	1.69

Source: Fargues Philippe, « Générations arabes, l'alchimie du nombre », 2000

Gender	Illiteracy data (%)					
	1994			2004		
	Urban	Rural	Total	Urban	Rural	Total
Male	25	61	41	18.8	46	30.8
Female	49	89	67	39.5	74.5	54.7
Total	37	75	55	29.4	60.5	43



Education (%)			
	Urban	Rural	Total
Pre-primary	3.3	8.2	4.7
Primary	62.9	39.7	46.9
Low secondary	26.7	19.7	24.5
High secondary	19	6.5	15.2
Tertiary level	11.3	2.7	8.7



Employment of male			
Data	Total	Urban	Rural
Active population	8,170,339	4,367,436	3,802,903
Active population employed	7,396,274	3,761,104	3,635,170
Active population unemployed	774,065	606,332	167,733
Data of activity (%)	54.1	51.8	56.9
Data of activity by ages (%)			
15-24	57.8	45.6	72.1
25-34	94.6	93.5	96.3
35-44	96.5	96.1	97.3
45-59	87.1	83.2	93.7
Up to 60	40.2	22.7	59.6
Data of employment up to 15 years old (%)	69	61.5	79.5
Data of unemployment (%)	9.7	13.9	4.6
Data of unemployment by ages (%)			
15-24	17.5	30.5	7.9
25-34	13.2	18.9	5.4
35-44	5.7	7.6	2.7
Up to 45	2.6	3.5	1.7







## EuroMed Youth III Programme

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This programme is funded by  
the European Union

