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PROJECT PAPER

NON-FORMAL EDUCATION FOR WOMEN

608-0139

MOROCCO

N.D.

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AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE

A ADD
C CHANGE
D DELETE

PP

2. DOCUMENT CODE
3

3. COUNTRY/ENTITY

MOROCCO

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)

608-0139

6. BUREAU/OFFICE

A. SYMBOL B. CODE
NE/NEN.1 03

7. PROJECT TITLE (Maximum 40 characters)

Non-Formal Education for Women

8. ESTIMATED FY OF PROJECT COMPLETION

FY 82

9. ESTIMATED DATE OF OBLIGATION

A. INITIAL FY 78 B. QUARTER 4
C. FINAL FY 81 (Enter 1, 2, 3, or 4)

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$) -

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL						
GRANT	2,291		2,291	4,335		4,335
LOAN						
OTHER						
U.S.						
HOST COUNTRY		1,400	1,400		10,311	10,311
OTHER DONOR(S)						
TOTALS	2,291	1,400	3,691	4,335	10,311	14,646

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 78		H. 2ND FY 79		K. 3RD FY 80	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	510	614		2,291		-0-		1,022	
(2)									
(3)									
(4)									
TOTALS									

A. APPROPRIATION	N. 4TH FY 81		O. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	Q. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)	1,022				4,335		MM YY 1080
(2)							
(3)							
(4)							
TOTALS							

13. DATA CHANGE INDICATOR WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 = NO
2 = YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE

Albert P. ...

TITLE

Director, USAID Morocco

DATE SIGNED

MM DD YY
04/15/75

15. DATE DOCUMENT RECEIVED IN AID/W OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

II. Detailed Description of the Project

The Moroccan Government has established an official women's division in the Ministry of Youth and Sports. This division is called Promotion Feminine. The expressed goals of Promotion Feminine are broad and rather general, but they may be summarized as an attempt to foster the social, cultural, and economic advancement of women through education, training, and employment. It has a staff of over 1,200 women civil servants who are stationed in all 33 provinces as well as at the central ministry. Seventy-five of these women are managers who implement the particular programs of Promotion Feminine and coordinate other official and non-official programs benefitting women. Another 1,100 are instructors (monitrices) who staff the 336 women's centers (foyers feminine) located throughout the country. The foyer program is essentially a home economics training program with some small efforts in handicrafts and job training for the modern sector: hairdressers, typists, and nursery school teachers. Some 45,000 women attend the foyers regularly.

The GOM is not satisfied with the limited effectiveness of this program and has requested AID's intervention in strengthening the infrastructure of Promotion Feminine by staff training and by revamping the program to make it more responsive to the training and employment needs of Moroccan women in both the rural and urban areas. This is the basis of the proposed project.

Although the proposed project is highly focussed and limited--when viewed in the context of Morocco's overall human resources needs--it is, nevertheless, somewhat complex in its organization. Recognizing the need for certain fundamental changes in Promotion Feminine's program directory, the project has adopted a phased approach. There are five interrelated activities: (1) development of baseline data; (2) organizational development; (3) job development; (4) curriculum development; (5) evaluation and dissemination of positive results and methods throughout the Promotion Feminine system.

The purpose of the program, therefore, is to strengthen the infrastructure of Promotion Feminine to enable it to develop and undertake a program to foster new training and employment opportunities for women throughout Morocco. The targeted beneficiaries are the 45,000 illiterate and semi-literate women clients (potentially 100,000 yearly) who regularly participate in the activities of Promotion Feminine.

The three phases of the project are described below.

A. Phase I

During the first phase of the project (six months), necessary background information will be assembled for the major activities envisioned: organizational development, job development, and curriculum

development. Much of the groundwork has been laid for the first of these activities. Promotion Feminine holds frequent regional and national level meetings of its staff. At these meetings, the staff has a chance to discuss problems they face in running their programs such as need for more staff and other resources, and their own needs for additional training. From these sessions, the central office of Promotion Feminine has formed a fairly clear picture, if somewhat broad in scope, of the skills upgrading its staff needs if it is to take on the new programs which it envisions. Broadly conceived, these skills might be characterized as applied social work, or perhaps community outreach. They involve improvement in techniques for working with other service organizations to meet those needs, and for planning, managing, and eventually evaluating new programs relating to specific local groups or even individuals.

At present, there are no opportunities for Promotion Feminine's administrative cadre to receive the specialized training it needs in Morocco. First, there is no school of social work. There certainly is no facility offering training equivalent to the practical or applied training suggested above. Second, although the administrative staff of Promotion Feminine is a talented and experienced cadre, most of them lack the academic degrees which are the prerequisite for entrance to advanced formal education programs in Morocco. Moreover, there is great variation in ages and experience among the staff, with the older and more experienced women generally having less formal schooling.

During the initial phase of the project, therefore, it will be necessary to canvass the national and provincial managerial staff of Promotion Feminine (approximately 75 in number) to determine the specific nature of their duties and responsibilities, to assess their receptivity to training, and to identify the managerial and organizational problems of the various provinces. There are distinct regional differences as well as urban/rural differences which will require different approaches as well as different instructional content. From the collection and analysis of this data will evolve the content and methodology to be used in upgrading the managerial skills of these women.

The second important feature of this phase involves the generation of data on employment and employment potentials for women with relatively little education. For this aspect of the project background data are also required. While there are a number of studies planned or under way that should help provide increased data concerning employment in Morocco, it is safe to predict that relatively few of these studies will address the question of employment opportunities for women at the level reached by Promotion Feminine, especially outside the several regional industrial centers.

A study is, therefore, required to establish baseline data on current and potential economic roles for these Moroccan women, including existing and potential employment opportunities for such women throughout the country, province by province. This information is essential to the establishment of a Job Development Unit within Promotion Feminine, and the study should be supervised by the persons responsible for establishing the Unit. Since one of the outcomes anticipated from the project is to make efforts such as the Job Development Unit a permanent feature of the program of Promotion Feminine, it will be necessary--during this preliminary stage of the project--to recruit two Moroccans to staff the Unit. (They will be given long-term training in such applied economic fields as job development, human resources development, research techniques, market analysis, cooperatives, credit unions, et. al.

The third and last feature of this phase of the project is an assessment of the existing curriculum of the Royal Training Center at Rabat used in training the monitrices and the curriculum in the 336 foyers feminines which are providing education and training for 45,000 women. Both of these curricula will be changed and greatly improved during the course of the project. Much will depend on the success of the organizational and job development aspects of the project. As the managers become more skilled in identifying problems and designing programs to resolve these problems, the curricula will be so affected. Likewise, as new job possibilities are developed in the various regions, the job training provided at the foyers and the teacher training at the RTC will become more pragmatic and relevant to the demonstrated needs.

Since the goal of this project is to leave behind not only a well trained staff, but also the capacity to continue such community outreach training in Morocco, it will also be necessary during the first months of the project to recruit four Moroccans (who eventually will be assigned permanently to the Royal Training Center as instructors) for long-term (Masters level) training in the United States in four important areas: (1) non-formal education; (2) vocational training; (3) sociology and community outreach; and (4) health, nutrition, and family planning.

In summary, then, the first phase of the project will result in the following conditions:

-- Development and analysis of baseline data on the operation of Promotion Feminine at the national and provincial levels, including information on the nature of individual job responsibilities, the capacity of the staff to handle the work, staff perception of its needs (for training, for additional staff and for other resources), and staff perception of the needs of women in the local community and opportunities for Promotion Feminine to expand its program to meet those needs.

-- Preparation of a schedule of training for the entire staff, including recommendations as to content and duration of training.

-- Development and analysis of baseline data on economic opportunities for women in Morocco, based on a province by province survey of (1) existing economic roles of women, (2) new employment opportunities, and (3) availability of or need for training programs, job counselling, and centers, credit facilities, etc., for women.

-- Recruitment and selection of six Moroccans (for long-term training in specific fields) for assignment to a Job Development Unit of Promotion Feminine and to the training staff of the Royal Training Center for Monitrices.

B. Phase II

The second phase of the project extends over a three-year period, and involves several different training programs. These include (1) long-term training in the United States in human resources economics for the two-person staff of the Job Development Unit; (2) long-term training in the United States for the four-person training program of the Royal Training Center in the areas of (a) non-formal and vocational education, (b) sociology and community outreach and (c) health, nutrition, and family planning; (3) in-country training in Rabat for women on the national and provincial-level staff of Promotion Feminine in techniques of program planning, analysis, management, and evaluation as they relate to non-formal education, vocational training, community outreach, and job development; (4) extensive instruction in the topics of non-formal education, health and nutrition, and sociology for the approximately 210 new monitrices who will undertake training at the Royal Training Center during the three years of the project; and (5) in-country training at regional seminars for the 1,052 monitrices currently teaching at the 336 foyers feminines, including the directresses.

While the staff of the Job Development Unit is receiving long-term training in the United States, two technicians will be assigned to Promotion Feminine (1) to undertake the survey of employment opportunities for women, (2) to establish the Job Development Unit and launch the small grant program, (3) to provide guidance to the staff of the Unit following training, and (4) to work with the staff to evaluate the effectiveness of the small grant program and establish it on a continuing basis. It is important that the project technicians not only have a solid background in applied economics but also practical experience in establishing cooperatives and the like.

While the permanent staff of the Royal Training Center is receiving long-term training in the United States, a project training team will be assigned to the RTC to establish the non-formal and vocational education training program. The team will consist of four trainers with competence in the areas of: (a) non-formal

education and vocational training, (b) sociology and community outreach, and (c) health, nutrition, and family planning. The task of this training unit will be not only to teach the new monitricas who attend the Royal Training Center each year in preparation for joining the foyers feminines program, but also to develop special training material for the provincial staff of Promotion Feminine in important fields related to their on-going work (community outreach, program development and management, non-formal education, vocational training, and the like). The Training Unit will (1) run short-term modules for the management staff of Promotion Feminine and the instructional staff of the foyers feminines, both in Rabat and at regional seminars, (2) provide guidance to the permanent staff of the Training Unit following their retraining program in the United States, (3) work with the staff to evaluate the performance of the Promotion Feminine staff following training, and (4) undertake an evaluation of the effectiveness of the teaching and training modules developed, and revise those materials accordingly.

The goal of this project is to ensure that the Promotion Feminine has a well trained staff capable of taking on new and innovative programs for women in every province of the country. This managerial training has to be appropriate to the needs, abilities, and situations of the users. To assure its appropriateness and relevance, the training will be held in Rabat and in the provinces, and will be done on a continuous three-year basis. The training will be done in intensive blocks of four weeks at the Ministerial Training Centers or at the National School of Administration in Rabat followed by on-the-job experience in the provinces. Follow-up by the joint American/Moroccan training staff will allow for application and feedback between the instructional sessions in the capital. The content of the training modules could then evolve with the abilities and needs of the participants.

This training is aimed at two levels. First the 70 managers of the Promotion Feminine program, located in Rabat and in all thirty-three provinces of the country; and second, the directors of the 336 foyers feminines located throughout Morocco. This training would include both management techniques and research techniques associated with program planning and evaluation. The training program is also expected to emphasize techniques of training, so that these managers and foyers directors can continue the training program with their staff.

Another element of the training program involves the 11 months of training which all new monitricas receive at the Royal Training Center. In October 1978 70 new monitricas will enter training. The GOM plans

to augment the civil service cadre of Promotion Feminine by 70 women yearly during the new five-year plan (1978-1982). These women have 12 years of formal education and have successfully passed a national competitive examination. These women are capable of college-level training. Unfortunately, too much of their training at RTC is focussed on homemaking which, to date, constitutes the major feature of the foyer feminine program for which they are being prepared. The RTC would like to broaden and elevate its curriculum but its permanent staff is small and its efforts at enlisting the instructional resources of the university and other GOM agencies have met with only partial success. On an irregular basis, the standard curriculum of homemaking and handicrafts is supplemented by courses in sociology, psychology, educational techniques, nutrition, family planning, and Islamic culture.

Promotion Feminine wants to create a greatly upgraded training program at the Royal Training Center with a permanent staff to teach as many of the courses mentioned above as possible. Beginning with this project, and the establishment of the training office at the Royal Training Center (first on a contract basis, later with permanent Moroccan staff), each new group of monitrices will be given a far superior training program to that which has been given in the past. As mentioned earlier this curriculum will evolve as progress is made in the job development component of the project and as women managers learn to apply their newly learned managerial and analytical skills. Over the course of the project, more than 210 new monitrices will benefit directly from this new training capacity at RTC.

The final element of the training phase would be the provision of short-term in-service training for the instructional staff of the 336 foyers femines serving 45,000 women. These 1,057 monitrices are all civil servants and have received an initial 11 months of training at the National Training Center. The project will attempt to recycle these instructors at regional seminars to upgrade their teaching skills and to heighten their awareness of the program goals and objectives of the new directions of the Promotion Feminine program.

To summarize, then, at the end of the second phase of this project, the following will have been achieved:

- 70 provincial leaders in the Promotion Feminine program will have been given special managerial training in Morocco through programs specially tailored to their needs;

- Approximately 210 new monitrices will have benefitted from the new expertise at the Royal Training Center, and will have received professional-level training in the areas of vocational training, non-formal education, educational methodologies, sociology, community outreach,

nutrition, family planning, and health;

-- 1,052 monitrices and directresses responsible for the program at the 336 foyers feminines will receive in-service training at special regional seminars to upgrade their teaching skills and overall performance;

-- Four Moroccans will have received long-term training in the United States in (1) non-formal and vocational education, (b) sociology and community outreach, and (c) health, nutrition, and family planning and will be assigned permanently to the staff of the National Training Center; and

-- Two Moroccans will have received long-term training in the United States in applied economics fields and will be assigned permanently to the staff of the Job Development Unit of Promotion Feminines.

C. Phase III

Based in part upon the province-by-province study of economic opportunities for women, and in part upon already received stimuli, through initial training results, Promotion Feminine will undertake a series of innovative, pilot activities designed to open up income generating possibilities for the 45,000 girls and women participating in its program. Among these, but not limited to them, will be the creation of a Job Development Unit and an experimental small entrepreneurial supply fund program. Other potential activities include experimental revamping of critical portions of Promotion Feminines' curriculum in its community training centers, the Foyers Feminines, experimentation with home-based teaching, use of motivational and knowledge-increasing mass media for women, and response by Moroccan women. It is anticipated that short-term consultants will be utilized as required for certain of the experimental activities attempted.

This experimental program demands the collaboration of individual women at the local level, trained community development people at the provincial level, and a professional economic staff at the national level. The program is based on the premise that local people are in the best position to identify possible opportunities for new income-producing activity, and that they will seize whatever opportunities exist if given necessary technical information and capital. For example, the provincial staff of Promotion Feminine will provide the linkage between the local women and the experimental Job Development Unit. That staff will be expected to pursue ideas generated by the employment survey (as well as suggestions of local individuals) and will work with local individuals or groups to prepare sufficient information about the proposed activity to enable the Job Development Unit to make an assessment of the economic feasibility of the activity. The Provincial Staff is likely

to request some technical expertise to investigate or establish a certain new economic activity.

One of the more innovative aspects will be the establishment on a pilot basis of a small-scale entrepreneurial supply fund (\$300,000). The basic concept is to permit Promotion Feminine to supply a limited number of women with a small amount of seed capital with which an individual could begin a very low-level business, such as selling small household products, the manufacture of which she has learned through Promotion Feminine.

While it will be difficult to make absolutely final assessments on the soundness of individual projects funded under the supply program, beginning approximately one year after the first grant is made, Promotion Feminine will begin preliminary assessments of the viability of particular projects. It will also assist those that appear particularly sound to obtain additional funding from other sources, presuming this is requested.

The Job Development Unit will manage the entrepreneurial supply fund. Under the best possible conditions, the supply fund should be swamped with good, economically feasible proposals; realistically, it is likely to have more proposals than it will be able to fund. In this situation, it can be expected that--in addition to its function of stimulating employment opportunities for women--the Job Development Unit might act as an intermediary for the local individuals or groups and would seek to find funding for such activities from other sources.

The entrepreneurial supply fund is to be used to initiate income-generating activities for women throughout the country on an experimental basis. In advance of preliminary market feasibility studies province by province, it is difficult to specify the nature and scope of the activities to be undertaken; at this point, it is even difficult to specify the procedures that will be followed in operating the fund. At the same time, it is important to ensure that the Job Development Unit will have the \$300,000 "venture capital" with which to work in developing its program.

The \$300,000 entrepreneurial supply fund will be a separate line item in the Project Agreement. The Job Development Unit will not have access to the fund until it has submitted to AID a detailed proposal for expenditure of the money -- including both types of activities that will be initiated, province by province, and procedures for operating the fund. This plan can only be submitted after the preliminary market survey has been undertaken and an investigation of existing cooperative and credit lending institutions and procedures has been completed. These studies will be undertaken during the first 6-9 months of the project. Among the criteria that will be applied by AID in approving the use of the fund are: (1) involvement of Moroccan counterparts in administering

all aspects of the job development program, including the financial procedures in establishing and operating the entrepreneurial supply fund, technical evaluation of proposals, and monitoring of individual grant activities; (2) selection of project areas where credit is not generally available; (3) likely economic viability of activities; (4) prospects of employment for a number of women; (5) diversity of approach (since this activity is experimental, AID is looking for a variety of activities requiring a variety of skill levels and varying amounts of capital input); and (6) representation of all economic regions of the country, and both urban and rural locations.

The entrepreneurial supply fund (\$300,000) is an integral part of the Job Development Unit's program and is important for the development of this experimental program. At present, however, there has not been the detailed market surveys and investigation of credit institutions to specify in detail the program to be undertaken with the fund. Therefore, the following conditions will be incorporated in the project agreement: (1) the \$300,000 for the fund will be a separate item in the project budget and will be obligated in three \$100,000 installments; (2) the first installment will not be disbursed until a detailed proposal is prepared and submitted by Promotion Feminine; and (3) a condition for the disbursement of the third installment of the fund will be a GOM contribution to the fund of an amount at least equivalent to the third installment and submission of a GOM proposal for institutionalizing the operation of the fund.

D. Summary of Outputs:

1. Senior staff of Promotion Feminine (70 women) trained in modern techniques of management, program development, and community outreach.
2. Instructional staff of Promotion Feminine (1,052 women) trained in modern techniques of vocational training and non-formal education for women.
3. Appropriate staff and program established at the Royal Training Center for 210 new monitrices.
4. Set up of Job Development Unit in Promotion Feminine on a continuing basis to identify and promote employment opportunities in rural and urban areas for women.
5. Revision of the instructional program of the 336 foyers feminines, to meet the job-specific training and basic education needs of the 45,000 women who participate in the program.

E. Summary of Inputs:

1. Technical services of seven experts: one social scientist/educator as team leader; two job development experts; four trainers; and five short-term consultants

2. Graduate training in the United States for six Moroccan women, two of whom will serve in the Job Development Unit and four of whom will serve on the staff of the Royal Training Center for Monitrices; in-country training for 70 women managers and 1,262 women instructors (montrices) of Promotion Feminine.

3. Job Development supply fund (\$300,000) to provide small grants for new entrepreneurial endeavors and other experimental job opportunities and business enterprises for women.

4. Commodities include technical training equipment and supplies, and two vehicles for the contract staff for follow-up training exercises and job development activities in the eight economic regions of Morocco.

F. Job Descriptions of Contract Technicians

1. Team Leader -- (background in education, with field experience in developing world, familiarity with and sensitivity to "women-in-development" issues, and understanding of Moroccan cultural context for this program)

- provides overall direction for the project;
- responsible for identifying need for and recruiting short-term technical assistance
- oversees work of the Job Development team
- oversees work of the management training team
- oversees work of the teacher-training team
- participates in recruitment of supplemental staff, as necessary
- establishes evaluation system to monitor management and teacher training, and oversees results
- works directly with counterparts in Promotion Feminine to review the work of the Office and to schedule training programs
- submits quarterly reports to USAID and Minister of Youth and Sports on progress of project.

2. Job Development Team (two individuals, one to concentrate on program in rural areas, the other in urban areas. Requires knowledge of vocational training field, experience in community development efforts in the developing world, and an understanding of economic feasibility analysis as related to small industries, cooperatives, and individual entrepreneurial ventures. Some experience in area of agro-business useful)

- undertakes study of job opportunities for women in urban and rural locales and evaluates job possibilities with greatest potential for success
- advises team leader on training and equipment needs to implement in-foyer training associated with specific job opportunities identified
- works with teacher training team in revising curriculum to include specific job skills training in specific foyers
- monitors results of individual employment opportunity projects, including advising on additional technical or material assistance needed (and financed under Job Development Sub-Grant)

- evaluates success of Job Development efforts in terms of profitability, numbers employed, and replicability.
3. Management Training Team -- (two individuals, one specialized in organizational development, the other in techniques of management training)
- works with team leader and GOM counterparts to survey entire Promotion Feminine organization; outlines specific content of management training program for various levels of manager staff
 - establishes schedule for training for managers and foyer administrators that includes courses in Rabat, regional seminars, and supervises on-the-job management projects
 - advises team leader in cases where individualized, specialized training outside the country is required
 - participates in evaluation of effectiveness of management training program
 - works with staff of Royal Training Center and School of Public Administration to train staff to carry on similar training programs in the future, and supervises indigenous staff in development and management of these training programs.
4. Curriculum Development/Teacher Training Team -- (two individuals, among whom the following skills are represented: non-formal education techniques, curriculum development, development of teaching materials, evaluation of training programs, and the following substantive fields; literacy, family health/family planning, basic quantitative skills)
- evaluates training program as it is being presented at Royal Training Center and implemented in foyers throughout the country
 - provides assistance in improving course content of existing curriculum (literacy, health, etc.) as well as specific training in more effective teaching techniques
 - recommends to team leader need for short-term technical assistance for specific topics related to the foyer curriculum and training of monitrices (for instance, assistance in developing teaching materials for a literacy program)
 - supervises the integration of new curriculum and materials into the foyer system, and evaluates effectiveness of same
 - recommends modification of curriculum or teaching techniques to suit needs of women in particular regions of the country
 - works with job development team to integrate specific skills training programs into specific foyers
 - participates in planning and running of regional seminars for the managerial staff
 - participates in expanding and improving program of "recyclage" for the existing monitrice cadre.

III. Project Analyses

A. Social and Economic Analysis

As is true in many developing countries, two major and conflicting problems in Morocco today are high unemployment and a lack of skilled labor. The labor pool in this country falls into three main categories: the rural underemployed, usually with little or no education; rural migrants to urban centers, also usually uneducated; and, finally, the inadequately educated, a group with middle levels (6 to 12 years) of education but no practical skill training.

A further ramification of this problem is the fact that women are under-represented in the labor pool. The project under consideration is an attempt to balance the proportions of women employed in Morocco as income earners.

1. The General Problem of Unemployment

The lack of new economic opportunities in Morocco's rural areas has resulted in flight to the city. Sometimes an entire family will move, but more often, it will be the male head. He joins the growing pool of unskilled or semi-skilled urban workers who, if they are not actually unemployed (Morocco's official rate of unemployment is 9%; but underemployment, seasonal unemployment, and other factors would bring this rate much higher), occupy low level and poorly paid jobs. There is another important group of unemployed or underemployed workers in urban areas of Morocco--the secondary school drop out. The traditional and highly formal French education system has not been responsive to the demands for certain kinds of labor in the Moroccan economy. The category of worker which is needed is, at least in urban areas, the trained technician to service Morocco's new industry. The GOM admits that it cannot meet the demand for those skills, though it has proposed to triple the size of its existing training programs over the next five years. As for the rural areas, the problem remains one of limited economic opportunities, although the GOM is encouraging new businesses to locate in regional centers in an effort to decentralize the mini-industrial boom.

2. Employment of Women

Unemployment, then, is a generalized problem affecting both man and woman in Morocco. However, for women, in addition to lack of training and low levels of education, there are additional constraints placed upon their entering the job market. At the same

time, the transitional nature of a developing society has placed new burdens and responsibilities on the Moroccan woman which in many cases make it imperative that she earn a living.

There has always been a certain amount of female involvement in the modern economy of Morocco, and a heavy reliance on female labor in the traditional sector as well as in agriculture. However, a number of factors have contributed to a greatly expanded demand for jobs on the part of women. These include a need for more than one income to maintain a family in the face of Morocco's current inflation, a growing taste/preference for work as a result of (somewhat) improved opportunities for, or access to, at least a primary school education, and the dissolution of the family unit through divorce, separation (due to male migration to the cities and abroad for work), widowhood, etc., which has led to a situation where one household in every three or four is headed by a woman who has primary responsibility for the economic survival of its members.

The traditional sector, in which most women find employment, is rapidly becoming overcrowded as a result of the growing female demand for jobs. The situation varies somewhat from urban areas to the countryside.

3. Women's Employment in the Urban Sector

In the cities, job opportunities for women are more diversified than in the country. Nevertheless, they represent a very narrow market with relatively few choices for women seeking work. As a result, there is overcrowding, each category is becoming increasingly competitive in its requirements, and women with little education (the majority) are being gradually excluded. Urban jobs for women fall into several categories: for the uneducated, the main jobs are as domestics or in handicrafts. Educated women work primarily as secretaries or as teachers. Finally, there are industrial jobs available for those who are properly trained.

As recently as ten years ago, household work was rejected by all but the poorest and least educated women. Today, this is the largest urban employer of women, hiring one-third of all working urban women. Since 1960, there has been a 13% rise of employment in this sector and a decrease in wages; 27.3% of the women in this category are under 15 years of age. This work is largely performed by illiterate women recently migrated from the countryside, and often supporting an entire family including an unemployed husband. Today, increased competition in the labor market has resulted in many girls with primary school education being employed as maids.

The former workers, usually women with no education or formal training, are losing present jobs or no longer being considered for domestic-type employment. In short, high competition in a narrow market seems to be reaching its ultimate conclusion: qualifications for even simple jobs are rising, and women from the lowest socio-economic groups are being forced out of the job market.

The handicraft sector is probably the largest employer of urban women. Unfortunately, there are no figures available indicating the number of women employed in this activity, since the 1971 census groups artisanal work in the same category as industry and mines. Cities have numerous rug and embroidery workshops where young girls are trained as apprentices in these crafts. Girls in these factories receive five or six years of training for which they exchange their free labor. At a second stage, they may be paid \$5 a week for their work. Master rug makers are said to be well paid, but achievement of this level requires 15 years to 20 years of experience.

Although salaries are very low in the handicrafts, many lower-class parents prefer to send their girls to these workshops rather than the school. Some explain this by saying parents don't like young girls to mix with boys. A more likely explanation would be that the girls receive a practical training in these workshops which will enable them to earn at least a small salary eventually.

Jobs available for educated women are mainly for office workers. At present, young women with eight or nine years of education seek work as clerk-typists, while those with the equivalent of high school degrees can find jobs as secretaries. There are, however, indications that as the number of high school-trained women in this field increases, there is a lower demand for the less well-educated women. Employers complain that the brevet-level typist does not have the necessary language or conceptual skills for the job; as a result, requirements for these jobs, like those of maids, are gradually slipping upwards, and girls with two or three years of secondary school are having increasing difficulty finding office employment.

The final sector offering urban employment is industry. This represents only 19% of the working population. In fact, this percentage covers both industry and mines, and also includes artisanal workers. It has been estimated that there are only 2,000 factories in Morocco employing 50 workers or more. Probably, then, a more accurate estimate of jobs in modern industry would be much lower than 19%. Although no figures are available showing the

number of women hired by modern industry, they are fairly numerous in the unskilled fields. The sardine canning industry employs mainly women, as do many assembly lines and packaging plants. Women also work in the textile industries, assembling clothing, often for delivery to European manufacturers.

Women are employed in industry, but almost none are trained as skilled laborers or tradespeople. The Office of Technical Training is the main institution training for the private sector. Although it offers training in trades such as electronics, plumbing, mechanics, and toolmaking, professional schooling for women is available only in secretarial skills and in textiles.

The industrial sector appears to have more potential for the development of new urban jobs for women than the traditional sector. This is true for several reasons: Morocco is trying to expand this sector by attracting foreign industry; to do this, it must increase its skilled labor force. Because of the demand in this area, salaries are good; many of these jobs do not require high levels of education and would thus provide a new and growing outlet for young women and men who are underqualified for other opportunities.

4. Employment in the Rural Areas

In the rural areas, women face a different and more complex set of problems. Little demand exists for labor outside the agricultural field, and increasing modernization of farms has decreased this type of employment during the last 20 years, just as the population began to rise. On the more positive side, women have more freedom in the countryside, and have a background as petty "entrepreneurs." Country women traditionally own poultry and animal by-products which they can exploit for cash. They raise chickens and sell them or their eggs for pocket money; in addition, wool as well as dairy products belong to wives who can sell either the wool, as such, or as woven fabrics. Similarly, many rural women make butter, buttermilk, and clarified butter which they offer for sale at their weekly markets.

Aside from these artisanal activities, the only jobs available to women are as seasonal workers in agriculture (weeding, picking fruit, gleaning, and the like). These jobs require no education and pay very low wages, since the supply of workers far outweighs the demand. The latest census (1971) states that over 70% of employed rural women work as agricultural laborers, and furthermore, that this represents a rise of 57.4% since 1960. This rise is due to a number of factors including the population boom. However,

it is also probably that women may have been under-reported in 1960 and that the 1971 figures may represent more accurate census taking techniques.

5. Growing Demand for Jobs

While the unemployment rate for men has changed little since 1960, the percentage of unemployed women seeking work has risen from 2% in 1960 to 21% in 1971. There seems to be three main factors contributing to this rise in female demand for work: inflation, schooling, and growth in the number of women acting as heads of households.

The current rate of inflation in Morocco is estimated at 10% to 13% per year. This process has been going on for at least the last five years. The complexities of this situation are beyond the scope of this analysis; suffice it to say that there have been years of drought requiring imports of food, coupled with widespread livestock disease as a few of the factors that have increased rural needs for cash. In the cities, salaried workers (about 200,000 of Morocco's work force according to World Bank 1977) have alternated between salary freezes and small increments (about 25%) which have not allowed workers to keep pace with the rising cost of living. All these factors have contributed to increased needs for cash among the population as a whole. Such a situation has given women more incentive to seek jobs, either as a supplement to family income, or because male members of the family are unable to find work or are absent. A further financial hardship adding to needs for cash is the Moroccan custom of supporting not only large nuclear families, but also an extended family structure. Present day exigencies have contributed to the decline of this traditional behavior, but there are still many families helping either to support members living in the countryside, or who have additional unemployed relatives living with them.

In terms of education, most Moroccans have little or no schooling. Only one-half enter primary school. Of this number, 31% are rural; the rest come from urban areas. By the end of primary school (five years), 60% have dropped out; only 38% of secondary school students complete the seven-year course. Women are about one-third of the students, and their drop out rates closely parallel the national figures. At the same time, however, it is this group of at least semi-educated men and women which constitutes the largest percentage of those actively seeking and unable to find employment.

Fifty-three percent (53%) of women seeking work have four or more years of education, and 17% have more than eight years of school. Women drop outs in particular find it difficult to enter the modern job market. Vocational training programs are limited, graduating 3,000 students per year; of these, very few are women, and training for those with low levels of education is mainly for the more traditional sector (handicrafts, sewing, tailoring).

According to the latest census, one out of four heads of households in Morocco today is a woman. Eighty-three percent (83%) of these women are either divorced or widowed. Sixty percent (60%) of working women are members of households where the total income for five or six persons is less than DH200 or about U.S.\$45 per month. The reasons for such a high number of women supporting households are also complex: among the factors contributing to this situation are divorce, desertion, widowhood, and absentee husbands working in Europe or elsewhere.

Although there are no official figures on the divorce rate in Morocco, the figure is estimated to be as high as 50%. This can be partially attributed to the ease with which a man can secure a divorce according to Islamic law. Another contributing factor is that many Moroccan women, especially among lower income groups and in the country, are not consulted when marriages are arranged by their families. In traditional society possible incompatibilities caused by this situation were lessened by the fact that the couple joined a larger extended family where frictions could at least in some cases be blunted by intervening members. Today, however, especially in the cities, many couples of all income levels live apart from larger families, although they may continue to contribute to their support. Such situations place strain on marriages in which the two partners are not prepared for such a life style, and in which furthermore, they have not chosen each other. Indeed, even in more modern marriages between two consenting individuals, young Moroccan couples are finding that, for persons brought up in more traditional extended family background, the adjustment to living as nuclear units creates strains on marriages which often become insolvable.

It is also not uncommon in Morocco to find many relatively young women who have been widowed and left with children to support. One reason for this situation is that, especially among lower income and rural families, young girls are often married to men much older than themselves, men chosen by their families for qualities such as stability, earning power, or the like. With disparities in age which are often as high as 20 years, many women in their late thirties or early forties are widowed while their children are still too young to support them, and their extended families

(who traditionally took over this job) are too poor to accept the extra responsibility.

The third main factor contributing to the high number of female heads of households is that many men, unable to find work either in the rural area or in cities, have migrated. In some cases, this takes the form of migration to cities in search of labor; in other cases, many Moroccan men have gone to Europe, or now increasingly to the Gulf states seeking opportunities not available to them in Morocco.

In all the above cases, the burden of supporting the family falls on the woman remaining behind; and in the majority of these instances, the Moroccan woman has not been prepared to earn a living. Either she has learned a traditional skill, such as rug weaving, a craft for which the market is now flooded, or she has had insufficient (and inappropriate) schooling to prepare her in a practical sense for the job market. The majority of working women, therefore, falls into the lowest salary bracket, performing mainly unskilled jobs. Of employed women, 17% are maids, 13% work in the textile industry, and another 33.5% are laborers in traditional agriculture. Implications of such a situation are far-reaching-- not only do the families of such women live at a very low standard, but education for their children often becomes impractical, as need of additional incomes often is too urgent to allow boys and girls to continue in school long enough to become fully productive members of the economy.

6. Project Intervention

There are several major problems facing Moroccan women entering the job market: chief among these are an overcrowded traditional employment sector, and lack of practical and relevant job training. USAID has proposed two project interventions as a partial solution to this problem. This project addresses both urban and rural women with little or no education. Project 0147, Industrial and Commercial Job Training for Women, deals primarily with vocational education for women who are high school drop outs. In the following section, the direct and indirect beneficiaries of project 0139 are examined to see how the proposed solutions address specific employment problems and what the likely social impact of these projects will be upon these target groups.

This project is intended to improve the institutional capacity of Promotion Feminine, the main women's organization in Morocco. This group's responsibilities include coordinating services for Moroccan women and administering the national network of Foyers Feminine which have as their goal the vocational and general education of Moroccan women not in the formal school system.

At present, however, this system suffers from a traditional administrative structure composed of women, many of whom have been working with foyers for 10 or 15 years, and who, because of their age, have only nine or ten years of formal education. Many of their approaches to job training and rural development are outmoded or overly rigid. Yet, the Promotion Feminine program is the main non-formal educational institution for young Moroccan women and constitutes for most of them the single practical opportunity to improve their job skills. As discussed in the Technical Analysis, previous Peace Corps efforts have attempted to improve this system from the grass roots level and have failed, at least partly because administrators were not involved in or affected by this process. For this reason, the AID project proposes to train 70 women managers of Promotion Feminine in community outreach skills. Basic to this idea is the intention of instilling in this group of women talents which will help them revitalize the Promotion Feminine program, and especially the vocational training component. Among other tasks, a primary one for the managers will be to work with rural or urban women, assisting them to identify small business possibilities or cooperative ventures in their areas which they can enter. To this end, the administrative staff will receive training in such skills as business administration and economics, as well as in community development skills. The 1,100 instructors of the foyers will be specially trained and the curriculum specifically redesigned to provide these women with the job-specific training required in the various regions.

Thus, although the direct beneficiaries of 0139 will be Promotion Feminine's administrative and teaching staff, the project is ultimately addressing the needs of uneducated rural and urban women. It aims to create new job opportunities in an individualistic manner which seems most appropriate, given the restricted nature of the job market for the illiterate and semi-literate population.

7. Possible Constraints to Project Success

Several factors need to be discussed in this section: some represent possible constraints, while others are more imagined than real. Into the latter class fall three main questions: are Moroccan women willing and capable of working in small businesses; will Moroccan men allow their women to accept such jobs; will employers accept women for employment? All of these are imagined rather than real problems because observation in Morocco quickly demonstrates positive answers. However, the questions, which are frequently raised, demonstrate certain stereotypes of Muslim society which should be addressed. The typical view of the Arab or Muslim female

is that of the cloistered woman, often living with several co-wives, in seclusion. In Morocco, for instance, one hears that the ideal Fassi woman leaves her home twice--once at marriage and once at death. What these stereotypes do not take into account, however, are class distinctions, as well as societies in rapid transition.

At least two instances, discussed earlier, offer answers to these questions. One is the case of rural women, who, as already shown, are heavily involved in agricultural wage labor, and who furthermore already run small enterprises (selling eggs, butter, wool, and woven products). A second and more telling detail is the high incidence of women acting as heads of household. Poverty outweighs idealistic considerations for most individuals, and Moroccan women (and men) are no exception. Families with low incomes willingly send their women out to work and welcome the extra income. Women heading families have, of course, no choice in this matter and until now have only low paying opportunities available to them.

B. Technical Analysis

This project lays stress on the training and upgrading of the administrative staff of Promotion Feminine and the instructional staff of the foyers feminine. Unless the women who direct the organization are fully cognizant of the problems confronting Moroccan women and in addition are capable of addressing these problems and finding new solutions, the evolution of women in Moroccan society will be slow. Previous efforts to assist Promotion Feminine and Jeunesse and Sports indicate that this approach is appropriate. Peace Corps/Morocco has a long history of involvement with the foyer feminine program both within the Ministry of Youth and Sports and the counterpart organization formerly run under the auspices of the Ministry of Interior. In the early 1960's, an appeal was made to the United States by the Moroccan Government to upgrade the services offered to women through the foyer program. In particular, the GOM wished to stimulate the rural economy simultaneously to bring women to play a more active role in transforming their society. To accomplish these two goals, Peace Corps/Morocco proposed to begin a reform at the "grass roots" level bringing in American girls with generalist and home economic backgrounds to work as counterparts with young Moroccan monitrices. The idea was that the American girls would teach their Moroccan counterparts more innovative approaches, both to community development work and to stimulation of craft production to result in cooperatives run by the local women. This would not only generate new source of income in the countryside, but at the same time enable traditional women to participate more actively in the society.

This project began in 1964 and was phased out in 1969. Results were disappointing. In retrospect, it seemed that the "grass roots" approach was not entirely appropriate in this structure. American volunteers reported that they had been unable to affect teaching techniques and general mentality of their counterparts because in such a low position they lacked credibility. In addition, actions taken on the local level had no effect on policies laid down from the administrative center.

With the legacy of such an experience, AID has now been approached by the Ministry of Youth and Sports. Officials in this Ministry feel that in order to accomplish any lasting changes in their organization, they must revitalize their administrative cadre and instructional staff. They mention among other things the fact that although their staff are experienced women, many of whom have worked with Promotion Feminine since its inception in 1956, they lack professional training and upgrading of skills. Without this training, the organization is unable to restructure its program in a truly innovative fashion. They find themselves unable to think creatively about the problems confronting women in this country and what the role of Promotion Feminine might be in assisting women. Promotion Feminine has, therefore, asked that AID assist them in a large scale retraining of its staff giving them special training in courses relevant to improving the status of women and their participation in the national economy. The Ministry of Youth and Sports seems to feel that if the management and instructional staff are trained in new and practical methods of economic and social development, they will have the power to change the structure in which they work. The Peace Corps experience certainly has demonstrated that the "grass roots" method was not effective and would seem to indicate that a more centrally directed approach may be more appropriate in this setting.

Other issues of technical feasibility involve such questions as whether Promotion Feminine has the institutional capacity to absorb such a major reorientation of its top-level staff and the organizational ability, given a retrained staff, to take on a major new (and highly innovative) program such as the Job Development Unit and the small grant fund. As indicated earlier, USAID has spent almost a year examining existing non-formal and vocational education programs for women in Morocco, and is convinced that Promotion Feminine offers the best opportunity for initiating an innovative training-for-employment program for women with minimal formal education.

Furthermore, USAID is convinced that the pay-offs of this program are much larger than those related to the specific programs identified under the Job Development Unit and initiated under the

experimental loan program. Essentially, this is an institution building project; it selects the organization which both officially (legally) and actually is the one with primary responsibility for the welfare of Moroccan women, and provides its management and instructional staff with the training and analytical tools it needs to do the job it presently feels poorly prepared to handle. Once the staff has these new skills, it can continue to provide the services it now provides (but much more efficiently and effectively); it can take on innovative programs which meet the needs of specific groups of Moroccan women, and it can play important new roles as community organizers and catalysts. It is the need for this sort of basic institution building which underlies the current attention to human resources development in Morocco, and this project constitutes an important element in USAID's overall human resources development strategy.

C. Administrative Arrangements

The implementing agency for this project will be the Division of Promotion Feminine within the Ministry of Youth and Sports. Under the Minister and his Secretaire General is the Direction of Social Affairs within which falls the Service of Promotion Feminine. The Chief of Promotion Feminine is a Moroccan woman administrator who is a graduate of the National School of Administration. Her senior staff consists of some 70 women program managers who are assigned to the Ministry (10) and to each of the 33 provinces (60). In the provinces, there are 336 foyers feminine with a teaching staff of 1,052 monitrices. In the capital, there is also the five women permanent staff of the Royal Training Center for Monitrices.

In each of the provinces, a woman officer is responsible for the administration of the Promotion Feminine Program. She is directly responsible to the provincial delegate of the Ministry of Youth and Sports. She and the male delegate are responsible to the governor of the province. She oversees the activities of the several foyers within the province. Each foyer has a directrice and a teaching staff of from two to ten monitrices depending on the enrollment.

These women will be responsible for the day-by-day implementation of the project. At the same time, they will be the direct beneficiaries of the project since the project is primarily focussing on the strengthening of the management and instructional staff of Promotion Feminine. As stated before, the Ministry and USAID agree that the best way to improve the educational and job training aspects of Promotion Feminine for the 45,000 women that it is reaching is by way of a greater input into the training and retraining

of the management and instructional staff. When discussing the "administrative arrangements" of this project, it is important to keep in mind that much of the project intervention aims at improving the administration staff.

The three main levels of authority in the GOM ministerial hierarchy are the minister's cabinet, the directions (departments), and the services (division). Promotion Feminine is only a service headed by a "chief." This service is responsible to the Direction of Social Affairs. Although the Chief of Promotion Feminine does have access to the Minister and his deputy (Secretary General), her ordinary channel of communication and authority is through the Director of Social Affairs. The organizational structure is workable but is not conducive to the priority attentions which Promotion Feminine requires to be more effective.

This weakness in authority is also apparent at the provincial level where the head of promotion feminine is immediately responsible to the delegate of the Ministry of Youth and Sports and has very little direct access to the governor and his cabinet.

In the GOM system, authority remains at the top and is rarely delegated. Access to the Minister and to the governors is very important for the realization of all programs even in their minor aspects.

The Chief of Promotion Feminine would welcome a provision in the project agreement recommending the elevation of Promotion Feminine from a "service" to a "direction." The USAID project manager plans to discuss this possibility with the Secretary General and feels confident that the Minister will seriously consider such a proposal and would be willing to make such a commitment to effect such a change in the ministerial status of Promotion Feminine.

The Minister has direct authority over the provincial delegates of his ministry. USAID will also discuss with the Secretary General ways of elevating the status and authority of Promotion Feminine at the provincial levels. In most cases, this can be done by the issuance of specific instructions to the delegate. Ways of improving and increasing direct contacts between the governor and the head of Promotion Feminine will be worked out by the Ministry and the project staff. USAID feels that this can be effected satisfactorily during the life of the project.

The women civil servants assigned to Promotion Feminine are not likely to be transferred to other ministries, and are not usually

transferred to other services within the ministry except in the case of promotions. Since Promotion Feminine has responsibility for the inter-ministerial coordination of activities affecting women and since this project is aiming at increased participation of women in Morocco's development, any staff promotions of women to other services or other ministries would be desirable. However, within the GOM generally and in Promotion Feminine in particular there has been negligible job mobility. The skills developed and the experience gained in Promotion Feminine are not readily transferrable to other government services. Actually, there are few other managerial positions readily available to women in the GOM except for the Ministries of Health and of Education. Furthermore, civil servants are required to contract for eight-year periods of service within a particular Ministry, and experience has demonstrated that a Minister will rarely release a staff member from this contractual obligation. In summary, USAID feels quite certain that the women trained in this project will remain in the service of Promotion Feminine. Such a provision will be included in the project agreement.

Perhaps the most critical weakness of the administration of the program (and the project) is to be found in each of the 1,367 women who staff the Promotion Feminine program. By their own unanimous admission they need further training and better training if they ever hope to realize a significant impact on the economic and social development of women in Morocco. The provision of this training is one of the project inputs.

Even with these weaknesses, the Ministry of Youth and Sports is well structured, and at the central level efficiently organized. This has been attested to by GOM officials at other ministries as well as by an AID report (Annex G). The internal efficiency of this Ministry and the support they derive from other elements in the GOM suggests strongly that the Promotion Feminine program can be trusted to guarantee that appropriate utilization will be made of the technical and financial assistance provided under this project. Furthermore, this organization appears to be capable of assuming the responsibility for continued project implementation after AID's intervention has been consummated.

The technical services and the training elements of the project will be provided by a contractor. Perhaps a university or a consultant firm with demonstrated commitment and overseas experience in the implementation of development programs to benefit women is best suited to provide the various project inputs in a uniformed way. The seven American technicians and the several short-term consultants will work as a team in collaboration with the senior staff of

Promotion Feminine. The team leader and economists will be based at the central ministerial office of Promotion Feminine; the four trainers will be based at the Royal Training Center.

Peace Corps is willing to provide 10 PCVs university trained in social work, sociology, psychology, or other relevant social sciences in the spring of 1979. These PCVs will be competent in French and/or Arabic. They will work with a Moroccan counterpart at the ministerial or provincial level as technicians in the various project activities including job development, curriculum development, training, et. al. The PCVs will live and work in Morocco under the same conditions as PCVs in other development projects according to the convention between the GOM and Peace Corps.

At the present time, USAID does not anticipate the need for additional direct-hire personnel for the management of this project. However, by the summer of 1978, it may be necessary to make some internal adjustments in staff duties within the Mission to accommodate the increased activities in Human Resources Development emanating from this project and three other training projects (0146, Vocational and Technical Skills Training; 0147, Industrial and Commercial Job Training for Women; and 0149, Development Training and Management Improvement).

IV. Financial Plan

The recommended United States financial contribution to the project is approximately \$4.4 million and is divided among the following five categories: technical services (\$2,690,000); participant training (\$338,000); job development fund (\$300,000); in-country training (\$500,000); and commodities (\$240,000). Inflation and contingency factors account for the difference.

Provision is made for the technical services of a social scientist/educator (team leader) and two job development experts over the duration of the project (3-1/2 years) at the per capita yearly rate of \$100,000. The four trainers for the RTC and the regional seminars will serve for 3-1/2 years at the per capita yearly rate of \$100,000. Provision is also made for the services of five short-term consultants with expertise in specific aspects of job development and job training at the rate of \$28,000 each. Administrative backstopping in the United States is estimated at \$100,000

A very important element in the project is training. Two Moroccan women will study human resource economics as it relates to job development and manpower training for a three-year period. Upon their return, they will direct the Job Development Unit of Promotion Feminine. Another four Moroccan women will also spend three years in the United States to prepare for their training responsibilities on the staff of the Royal Training Center for Monitrices. The training cost for these six women is estimated at \$16,000 per student per year. In-country training costs for the 70 managers and 1,200 monitrices will be paid in part under this project to ease the burden which this new activity will place on the operating budget of Promotion Feminine.

The \$300,000 job development fund is to be used in a variety of innovative ways as seed money to help women or groups of women to undertake new initiatives in commercial or agricultural enterprises.

As the training program is redirected and revitalized, and as new employment opportunities are developed requiring specialized training, the foyers feminins in the various regions will require different training equipment and material. The project sets aside \$200,000 for these commodities.

As might be expected, Promotion Feminine does not command a priority place within the GOM as a whole or in its own Ministry of Youth and Sports. This has been reflected in the relatively low budget of Promotion Feminine. The situation has been further exacerbated recently with the necessary increase in the defense budget. It is assumed that one of the outcomes of this project intervention will be a greater response by the GOM in the proximate future in supporting efforts of Promotion

Feminine in non-formal education and job training for women.

In comparison to the USG grant the GOM input is large. Over the 3-1/2 year life of project the GOM will spend over \$10 million on salaries and operating cost of the Promotion Feminine program.

The summary cost estimate and financial plan for AID inputs and GOM inputs are shown in Table I. Planned obligations for the 3-1/2 year life of the project are shown by fiscal years in Table II. The "costing out" of project outputs follows in Table III.

TABLE I

Summary Cost Estimates and Financial Plan
(U.S. \$000)

	AID		GOM		<u>Total</u>
	<u>FX</u>	<u>LC</u>	<u>FX</u>	<u>LC</u>	
<u>AID Inputs</u>					
A. Technical Services					
Soc. Sci./Educator	42 pm	350			
2 Job Devl. Experts	84 pm	700			
4 Trainers	168 pm	1,400			
5 Short-term consult.	21 pm	140			
U.S. Backstopping		100			
<hr/>					
B. Training					
4 Trainers	144 pm	192			
2 Job Devl. Experts	72 pm	96			
Short-term Training		50			
In-Country Training Costs		500			
C. Job Devl. Supply Fund		300			
D. Commodities					
Training Equipment		200			
2 Vehicles		40			
Inflation Factor		178			
Contingency Factor		89			
<u>Total AID</u>					<u>4,335</u>
<u>GOM Inputs (exclusive of construction)</u>					
A. Salaries					
2 Administratrices			42		
4 Inspectrices			71		
3 Educatrices			63		
750 Instructrices			5,670		
486 Monitrices			2,713		
120 Aide-Monitrices			137		
B. Operating Costs of Promotion Femininé			1,591		
C. International Travels			24		
<u>Total GOM</u>					<u>10,311</u>
<u>TOTALS</u>					<u>14,646</u>

TABLE II
 USG Planned Obligation by Fiscal Year
 (U.S. \$000)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>All Years</u>
Technical Services	1,832	---	429	429	2,690
Training	279	---	279	280	838
Job Development Fund	100	---	100	100	300
Commodities	80	---	80	80	240
Inflation	---	---	89	89	178
Contingency	---	---	45	44	89
<u>Totals</u>	<u>2,291</u>	<u>-0-</u>	<u>1,022</u>	<u>1,022</u>	<u>4,335</u>

TABLE III

Costing of Project Outputs/Inputs
(U.S. \$000)

	<u>Organizational Development</u>	<u>Job Development</u>	<u>Curriculum Development</u>	<u>Totals</u>
Technician: Administration	250	100	100	450
Technicians: Job Developers	---	700	---	700
Technicians: Trainers	1,120	---	420	1,540
Training	550	96	192	838
Training Equipment	50	---	150	200
Vehicles	10	20	10	40
Job Development Fund	<u>---</u>	<u>300</u>	<u>---</u>	<u>300</u>
	1,980	1,216	872	4,068
	(49%)	(30%)	(21%)	(100%)*

*Inflation and contingency factors excluded.

V. Implementation Plan

This is a complicated project, and project management skills are going to be extremely important. The contractor must have a good and extensive network (to bring together the necessary expertise) and, equally important, an understanding and sensitivity to the aim of the project (which is highly experimental and therefore risky) in order to provide the intellectual guidance throughout. The contractor must demonstrate more than an expertise in non-formal education, vocational training, or organizational development. She must also demonstrate a commitment to the aims of women-in-development programs and experience and contacts in this area.

Fluency in French for all in-country project staff is essential. If necessary, the project could include French language training for staff who already have a good base in the language; but AID should not be considering organizations which cannot demonstrate competence to manage the in-country activities in French.

Although there is no formal project sub-activity entitled research and evaluation, the contractor will need to demonstrate an ability to initiate, monitor, and evaluate specific information-collection activities, and to train indigenous personnel in these techniques. These skills are necessary because key elements of the program involve identification of job opportunities for women and adjustments in curriculum to provide training in skills appropriate to those new opportunities. Whether there are formal surveys of employers, less formal research activities in various regions of the country, or merely piggy-backing on existing ongoing research programs, the contractor will have to ensure that the Office of Promotion Feminine has up-to-date information on its programs and programming options.

The project calls for seven technicians to live and work in Morocco. Living conditions are comfortable in Rabat and in the larger cities; even in the provinces the conditions are adequate and transportation is good. However, cultural adjustment to this traditional developing country is necessary. This factor has to be seriously considered in the recruitment of technicians.

Promotion Femines is staffed by women; illiterate and semi-literate women are the beneficiaries of Promotion Feminine. The project staff will be working closely with women at all

levels of the organization providing, in addition to technical expertise, role models. In view of these factors, it is advisable that technicians recruited for this activity be women; at a minimum, the team leader and the trainers at the Royal Training Center should be female.

USAID/M has determined that a host country contract is inadvisable for this project. There are several reasons why we believe an exception to AID policy is justified in Morocco. The strong French orientation and independent approach of the Moroccan Government to project implementation, even though in collaboration with a foreign donor, makes project monitoring difficult in the best of circumstances. The French language itself is always a potential stumbling block, particularly regarding contracts. The Moroccan system of selecting a contractor is different from ours, and a great deal of time would doubtless be spent in explaining the American system. Moroccans are not familiar with U.S. firms or U.S. universities. Negotiations would be difficult, time-consuming, and might well procure early strains in the host-contractor relationship. In the end, USAID might well become more involved than desirable.

The Doukkala irrigation loan experience, though a supply rather than service contract, has provided abundant evidence of the Moroccan tendency to pursue an independent course, based on their own practices, if they do not understand the relevant U.S. provisions. On the technical assistance side, the Michigan contract -- a host-country contract a few years ago for upgrading the Ministry of Plan's policy planning capability-- is a good example of the government's using its contractor personnel as operational staff and pursuing objectives different than USAID had intended. Under that host-country contract arrangement, USAID had little monitoring authority and could not even acquire copies of the studies prepared by the contractor as they were classified by the government. The latter situation has even arisen, though not as serious, under a current project implemented via direct AID Contract.

In addition, the agency responsible for implementing this project has a number of weaknesses that are in fact the object of assistance described herein. It has had some dealings with UNICEF but none with universities and is totally unequipped to negotiate with or manage a contract with them.

Under the circumstances described above, USAID believes that direct contracting is essential in Morocco in order to assure close mission monitoring and a reasonable chance of achieving the project purpose.

The GOM is anxious to begin implementation. At all stages of project development, the active participation of responsible officials has been an asset and their ideas and suggestions are included in the narrative of this report. The Implementation Schedule would be as follows:

1. Project Paper approved by AID/W - April 1978
2. Project Agreement with the GOM signed by May 1978
3. R.F.P. issued by AID/W - May 1978
4. Annual entrance examination for Royal Training Center (R.T.C.) for Monitrices. Ministry selects best 80 candidates for October registration - July 1978
5. Contractor proposals reviewed. Contractor selected by AID/W - September 1978
6. Seminar for the 70 senior staff members of Promotion Feminine to discuss new goals and objectives of program in general, and the particular implications of the project - September 1978
7. Opening of classes for new group of 70 monitrices at R.T.C. - October 1978
8. U.S. Contract Team arrives in Morocco. Briefing of Contract Team by Promotion Feminine and USAID - October 1978
9. Contract economists begin to establish baseline data on current and potential economic roles of Moroccan women on a regional basis - November 1978
10. Contractor in collaboration with Promotion Feminine begins her assessment and evaluation of (1) the direction of Promotion Feminine at the ministerial level, (2) the instructional program at the Royal Training Center, (3) the management of Promotion Feminine at the provincial level, and (4) the training programs of the foyers feminines. Short-term consultant from the cooperating university will participate - November 1978
11. Contractor submits detailed work plan developed with Promotion Feminine to USAID and AID/W - December 1978

12. Economists complete study of baseline data on current and potential economic roles of women. Report submitted to team leader, GOM, and USAID - January 1979
13. Review of R.T.C. curriculum by Chief of Promotion Feminine, Directrice of R.T.C. and her staff, Contract Team Leader, and trainers. Recommendations for changes, further study, experimentation, etc., with specific purpose of starting the process of revitalizing the curriculum to meet the new needs of the program as they emerge - February 1979
14. Economists work with Promotion Feminine in the establishment of the Job Development Unit - February 1979
15. Two Moroccan women with university training in economics recruited for service in the Job Development Unit. They begin advanced training in the United States at the cooperating university preceeded by intensive English language training - January 1979
16. Selection of four Moroccan university trained women to undertake advanced training in the United States in preparation for their subsequent training duties at the R.T.C. Four participants depart for cooperating university to begin intensive English language training - January 1979
17. Second in-country training seminar for some 70 senior staffers of Promotion Feminine - February 1979
18. Contractor submits draft plan for new directions of the Promotion Feminine program (exclusive of the foyers feminines program) and staff training needs to GOM and USAID - March 1979
19. Economists in conjunction with efforts of the Job Development Unit propose two pilot job training efforts in two foyers. New experimental curriculum developed accordingly with help of R.T.C. trainers - March 1979
20. Contractor through extensive field trips and consultation with provincial women leaders and other officials redesigns program plan for new directions of Promotion Feminine (exclusive of foyer feminine activities per se) with the objective of making it region-specific, practical, innovative, relevant, and dynamic. Final report submitted to GOM and USAID - June 1979

21. Graduation at R.T.C. and assignment of 70 new monitrices to apprentice training in the provinces. Annual entrance examination for R.T.C. Ministry will select best 70 candidates for October enrollment - July 1979
22. Third in-country seminar for some 70 senior staffers of Promotion Feminine. New directions report discussed with intention of working out an implementation plan and schedule - July 1979
23. Contractor submits report on revised curriculum for R.T.C. to GOM and USAID - August 1979
24. Seventy new monitrices begin training at the R.T.C. - October 1979 -- Annual Project Evaluation - October 1979
25. Contractor develops training modules for regional seminars for the monitrices of the foyers feminins - November 1979
26. Regional seminars for monitrices conducted by contractor in collaboration with Promotion Feminine staff - January-June 1980
27. Job Development Supply Fund activated by Job Development Unit - January 1980
28. Graduation of 70 monitrices from R.T.C. Entrance examination for R.T.C. - July 1980
29. Fourth seminar for 70 senior staffers of Promotion Feminine. Discussion focuses on Job Development Unit, Supply Fund, and pilot job training experiments - September 1980
30. Opening of classes at R.T.C. for new class of 70 women - October 1980
Mid-Project Evaluation - October 1980
31. Contractor submits plan for curriculum revision of foyer feminin program emphasizing job-development aspects of training - November 1980
32. Regional seminars for monitrices conducted by contractor in collaboration with Promotion Feminine staff - December 1980
33. Fifth seminar for senior staff of Promotion Feminine to discuss new curriculum of foyers - January 1981

34. Regional seminars for monitrices conducted by contractor in collaboration with Promotion Feminine staff - February to July 1981
35. Graduation of 70 monitrices at the R.T.C. Entrance examination for R.T.C. - July 1981
36. Return of four long-term trainees to assume instructional duties at the R.T.C. - September 1981
37. Return of two long-term trainees to assume duties in Job Development Unit - September 1981
38. Sixth seminar for senior staff of Promotion Feminine - September 1981
39. Seventy new monitrices begin training at R.T.C. - October 1981
40. Seventh seminar for senior staff of Promotion Feminine - January 1982
41. Final Evaluation - March 1982

VI. Evaluation Plan

The evaluation phase of this project has already been discussed briefly, but it is important to repeat its essential features. In many ways, this is a demonstration project, the results of which will be instructive for many areas of AID programming. To state most succinctly, the evaluation phase must provide AID with an assessment of the value of a phased program designed to enhance simultaneously the institutional capacity of a national social service agency and the life chances of individual women throughout the country. Even if the assessment is favorable, it must also include recommendations for ways of improving such programs to make them more effective in achieving their purpose.

Thus, the evaluation of the project must include the following elements:

- Evaluation reports on individual Promotion Feminine staff based on follow-up performance evaluation after they have returned to their staff positions from training;
- Evaluation of the quality of the proposals submitted by the provincial offices of Promotion Feminine to the Job Development Unit;
- Evaluation of the success of individual job projects-- measured both by the number of women eventually employes;
- Evaluation of the quality of the teaching materials developed for short-term and intensive courses for the in-service training of the management and instructional staff of Promotion Feminine; and
- Evaluation of the performance of the new monitrices who received training under the improved program of the Royal Training Center.

In conclusion, if the project has achieved its purposes, the conditions to be expected at the end of the project are the following:

- All of Promotion Feminine's national and province level staff trained in modern techniques of program development, management, and evaluation as they are related to community outreach programs;
- A core teaching unit established and functioning at Promotion Feminine's Royal Training Center, and trained and charged with responsibility to provide both long- and short-term training to Promotion Feminine management and instructional staff on a continuing basis;

- A Job Development Unit functioning within Promotion Feminine, staffed with trained applied economists and charged with responsibility for working with national and provincial staffs of Promotion Feminine and other agencies to foster the development of employment opportunities for women throughout the country;
- A number of new income-producing activities initiated and providing employment to women of the immediate locale; and
- A number of teaching materials and training modules developed, tested, and revised by the professional staff of the Royal Training Center, and available for Promotion Feminine's on-going program of training for the monitrices of the foyer feminine and for its own staff.

At the outset of the project, special effort will be made to develop baseline data on the organization and programming of Promotion Feminine. One of the first activities of the project contractor (team leader) after her arrival in Sept. 1978 is the assessment and evaluation of (1) the direction of Promotion Feminine at the ministerial level; (2) the instructional program at the Royal Training Center; (3) the management of Promotion Feminine at the provincial level; and (4) the training program of the foyers feminine. Much of this baseline data is already available in the UNICEF Evaluation Report of 1976 and in the AID Evaluation of Non-Formal Education Programs for Women in 1977 (Annex G).

The second important feature of this project involves, at least on a pilot basis, employment generation for women, and for this aspect of the project background data are also required. The initial task of the project economist upon her arrival in Sept. 1978 will be establish some baseline data on current and potential economic roles of Moroccan women on a regional basis.

In the course of everyday monitoring of the project, feedback will be translated into operational refinements and major replanning, if necessary. The project team leader and the project economist will be located in the Department of Promotion Feminine at the Ministry of Youth and Sports, with daily contact with the Chief of Promotion Feminine and her senior staff as required. Frequent contacts will also be effected with the provincial staff through field visits and national meetings. Contact with USAID will be on a weekly basis and probably more frequently, especially at the beginning of the project and at other significant periods critical to progress success. The three project trainers will be located in the Royal Training Center in Rabat with daily contact with the Directrice and her teaching staff.

Formal evaluation sessions will be held annually beginning in October 1979. The USAID, the contractor, and the chief of Promotion Feminine will compose the evaluation committee. In addition, at the mid-project evaluation in October 1980 and at the final evaluation in November 1981, it is anticipated that the Minister of Youth and Sports, representatives from AID/NE/TECH/HR, and the Project Director from the contractor's United States headquarters will participate in the sessions.

ANNEX A

AID 1020-20 (1-72)

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORKLife of Project
From FY 1978 to FY 1981
Total U.S. Funding \$4,335,000
Date Prepared April 14, 1978

Nonformal Education for Women 608-0139

Project Title & Number:

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS																																				
<p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>To assist Moroccan women to participate in the social and economic development of their country both as contributors and beneficiaries.</p>	<p>Measures of Goal Achievement:</p> <ol style="list-style-type: none"> 1/ Increased number of women with remunerative employment 2/ Decrease in unemployment rates among active women 3/ Increased participation of women in P.F. and other women's programs 4/ Elevated status of P.F. in GOM 5/ Elevated status of P.F. in provinces 	<ol style="list-style-type: none"> 1/ Labor Ministry Reports 2/ Reports of Ministries of Youth & Sports, Education, Plan, Health and Social Affairs 3/ Reports of P.F. 4/ Contractors' reports 5/ USAID's and other donors' analytical and evaluative reports 	<p>Assumptions for achieving goal targets:</p> <ol style="list-style-type: none"> 1/ GOM has committed itself to improve level and quality of life of neglected elements in society 2/ Recognition by GOM that job training and employment generation for the less educated requires special intervention. 3/ GOM appreciates positive role that women can play in development. 4/ GOM will give appropriate status to P.F. in its governmental system. 																																				
<p>Project Purpose:</p> <p>To strengthen the infrastructure of Promotion Féminine to enable it to develop and undertake a program to foster vocational training and job development for Moroccan women.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> 1/ Senior staff of P.F. utilizing modern techniques of program development, management, and community outreach 2/ Instructional staff of P.F. employing modern techniques of vocational training 3/ Modern training unit functioning at RTC 4/ Job Development Unit succeeding 	<ol style="list-style-type: none"> 1/ GOM reports 2/ USAID reports 3/ Contractor's reports 4/ Observations and analysis by the Evaluation Committee 	<p>Assumptions for achieving purpose:</p> <ol style="list-style-type: none"> 1/ That retrained P.F. cadre will apply the knowledge and skills learned 2/ That GOM will support innovations in P.F. program 3/ That administrative and financial support of P.F. will continue and expand 4/ That P.F. is able to incorporate additional professionals to operate Job Development Unit and the new training activities 5/ Existence of as yet untapped employment opportunities for women throughout Morocco 																																				
<p>Outputs:</p> <ol style="list-style-type: none"> 1/ Senior staff of P.F. trained in modern techniques of management and programming 2/ Instructional staff of P.F. trained in modern techniques of vocational training for women 3/ Establishment of appropriate staff and program at R.T.C. 4/ Set up of Job Development Unit and Supply Fund 5/ Revision of instructional program at foyers 	<p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> 1/ 70 managers 2/ 1,052 instructors & directresses 3/ 4 trainers; 210 monitrices 4/ 2 job development experts 5/ 336 foyers with 45,000 women 	<ol style="list-style-type: none"> 1/ Reports of Cooperating University 2/ Reports of contractor 3/ Records of R.T.C. 4/ Evaluation of effectiveness of teaching materials and curriculum developed for R.T.C. and foyers 5/ Evaluation of Job Development Unit and Small Loan Program 6/ Reports of provincial staff of P.F. 	<p>Assumptions for achieving outputs:</p> <ol style="list-style-type: none"> 1/ Willingness of P.F. cadre to participate in retraining 2/ Recruitment by YAS of new university graduates to serve in P.F. 3/ Success of cooperating university in designing appropriate specialized training 4/ Ability of P.F. to release staff for training 5/ Cooperation of GOM and private sector with Job Development Unit 																																				
<p>Inputs: AID</p> <ol style="list-style-type: none"> 1/ Technical services: <ul style="list-style-type: none"> U.S. administration & contractor overhead soc. sci/educator 42 mm 2 economists 84 mm 4 trainers 168 mm 5 s.t. consultants 21 mm 2/ Training <ul style="list-style-type: none"> 4 trainers - U.S. 144 mm 2 job dev experts - U.S. 72 mm s.t. training - U.S. 25 mm in-country training costs (continued) 	<p>Implementation Target (Type and Quantity)</p> <table border="1"> <thead> <tr> <th>AID</th> <th>(\$000)</th> <th></th> </tr> </thead> <tbody> <tr> <td>1/</td> <td></td> <td>2,690</td> </tr> <tr> <td>2/</td> <td></td> <td>838</td> </tr> <tr> <td>3/</td> <td></td> <td>300</td> </tr> <tr> <td>4/</td> <td></td> <td>240</td> </tr> <tr> <td colspan="2">cont. Inflation</td> <td>267</td> </tr> <tr> <td colspan="2">Total</td> <td>4,335</td> </tr> <tr> <td colspan="3">GOM</td> </tr> <tr> <td>1/</td> <td></td> <td>8,696</td> </tr> <tr> <td>2/</td> <td></td> <td>1,591</td> </tr> <tr> <td>3/</td> <td></td> <td>24</td> </tr> <tr> <td colspan="2">Total</td> <td>10,311</td> </tr> </tbody> </table>	AID	(\$000)		1/		2,690	2/		838	3/		300	4/		240	cont. Inflation		267	Total		4,335	GOM			1/		8,696	2/		1,591	3/		24	Total		10,311	<p>Inputs cont'd:</p> <ol style="list-style-type: none"> 3/ Job Dev. Supply Fund 4/ Commodities <ul style="list-style-type: none"> GOM 1/ staff salaries for 1,364 2/ operating costs 3/ international transportation 	<p>Assumptions for providing inputs:</p> <ol style="list-style-type: none"> 1/ That U.S. can identify contractor with necessary technical and linguistic proficiency 2/ That the GOM and AID will provide adequate financial and other support when needed and as scheduled 3/ That qualified participants for U.S. training can be identified 4/ That the GOM will encourage and support P.F. in effecting changes necessary to vitalize the program
AID	(\$000)																																						
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N° _____/S.C

LE MINISTRE DE LA JEUNESSE ET DES SPORTS

A

Monsieur ALBERT P. DISDIER

DIRECTEUR USAID

AMBASSADE DES ETATS-UNIS

- R A B A T -

S/C de Monsieur le MINISTRE DES AFFAIRES ETRANGERES

Monsieur le Directeur,

Lors de la réunion que nous avons eu récemment, j'ai eu le plaisir de m'entretenir avec vous des perspectives d'assistance à notre programme relatif à la Promotion Féminine de la part de votre Agence. Comme vous le savez, le Gouvernement de SA MAJESTÉ LE ROI accorde une grande priorité à ce programme car nous avons la sincère conviction que les femmes Marocaines ont un rôle essentiel à jouer dans le développement économique et social de notre pays, en y participant, tout en en bénéficiant.

Je crois comprendre que l'objectif de ce projet consiste en l'amélioration des compétences organisationnelles de la Promotion Féminine afin de lui permettre d'élaborer et de mettre en oeuvre un programme destiné à encourager la formation professionnelle et les créations d'emplois féminins. Cet objectif pourra être atteint par le biais de :

- 1°) la formation spécialisée du personnel administratif et enseignant de la Promotion Féminine
 - 2°) l'établissement d'une Unité de Création d'emplois
 - 3°) la mise à jour du programme des cours dispensés dans les Foyers Féminins.
-/.....

La contribution de l'Agence Américaine pour le Développement International consistera en une assistance technique, en des bourses de formation ainsi qu'en matériel d'équipement. Je crois aussi savoir que, en plus des contributions de l'A.I.D mentionnées ci-dessus, le Corps de la Paix fournirait un cadre de vingt sociologues qui seraient chargés d'assister le personnel de direction dans les provinces.

La formation des cadres est un point crucial pour notre programme dans la mesure où celui-ci doit être appelé à jouer un rôle essentiel et déterminant dans la promotion de la femme. Je tiens aussi à souligner la nécessité d'améliorer les programmes des cours et de fournir le matériel de formation afin de revaloriser et renforcer l'aspect du programme relatif à la formation professionnelle.

Je vous prie de croire, Monsieur le Directeur, à l'assurance de ma parfaite considération.-

Le Ministre de la Jeunesse et des Sports



Signé: Abdelhafid KADIRE

Annex D: Draft of Project Description for the Project Agreement

A. Background

The GOM is officially committed to the principle that women should participate in and benefit from the social and economic development in Morocco on an equal basis with men. However, for a complex set of reasons women are trailing far behind men in the areas of education, training, and employment. To cite just three statistics is sufficient to highlight the problem: (1) the literacy rate among rural women is 2%; (2) the unemployment rate among active women is 21%; (d) one household out of three is headed by a woman.

The GOM is expanding the educational system as rapidly as resources will allow for both boys and girls, but universal enrollment is not contemplated until well into the 21st century. One alternative approach is the nonformal education program of Promotion Feminine of the Ministry of Youth and Sports. This program is targeted at illiterate and semi-literate women to assist them in improving the quality of life for themselves and their families. This official program is staffed by 1,200 women civil servants and aims at providing basic education, homemaking arts, handicraft skills, and in some case modest training for employment in the modern sector.

The GOM wants to improve this program to provide meaningful training for employment for women looking for work and basic education for others. AID has been requested to assist the GOM in upgrading the training of the staff of Promotion Feminine and to revamp the program to make it essentially job-oriented for the benefit of the 45,000 women clients.

B. Purpose

The particular purpose of this project is to strengthen the infrastructure of Promotion Feminine to enable it to develop and undertake a program to foster vocational training and job development for Moroccan women.

C. Outputs

- 1) The senior staff of Promotion Feminine will have been trained in modern techniques of management and programming.
- 2) The instructional staff of Promotion Feminine will have been trained in modern techniques of vocational training and nonformal education for women.
- 3) At the Royal Training Center a new instructional program will have been developed and a newly-trained faculty installed.
- 4) A Job Development Unit will be operating to identify and promote employment opportunities for urban and rural women.
- 5) A new pragmatic and job-specific training program will be operational in all the foyers of Promotion Feminine for the benefit of the 45,000 women clients.

D. U.S. Inputs

Through a contract with a qualified firm the U.S. will provide the following:

- 1) 294 person-months of a U.S. contract team consisting of a social scientist/educator as team leader, two job development experts, and four training experts.
- 2) 21 person-months of short-term consultants specializing in various aspects of vocational training and job development.
- 3) 216 person-months of long-term training in the U.S. for two Moroccan women in the area of human resources economics and for four Moroccan women in the areas of vocational training, nonformal education, social sciences, et al relevant to the new curriculum of the Royal Training Center.
- 4) Provision of a grant fund of \$300,000 to experiment with new job ventures in industry, agro-business, marketing, retailing, cottage industries, et. al. in an innovative attempt to open new vistas for women's employment.
- 5) Provision of some training equipment and two vehicles for the official use of the contractor.

E. GOM Inputs

The Ministry of Youth and Sports will continue to be responsible for all operating costs of the Promotion Feminine program including staff salaries and the expenses of the Royal Training Center. Through the Trust Fund the GOM will cover international transportation costs incurred by its Moroccan staff during long-term training in the United States.

Since the status of Promotion Feminine within the Ministry and within the provincial governmental structure is crucial to program development, the GOM will study the feasibility and efficacy of elevating Promotion Feminine from a "service" to a "direction". The women civil servants trained in this project will be retained in the service of Promotion Feminine for the continued development and progress of the program.

~~6006~~
file project
A.I.D. Project Number 608-0139
Project Agreement No. 608-78-004

PROJECT
GRANT AGREEMENT
BETWEEN
THE KINGDOM OF MOROCCO
and the
UNITED STATES OF AMERICA
for
NONFORMAL EDUCATION FOR WOMEN

Dated: August 14, 1978

Project Grant Agreement

Dated: August 14, 1978

Between

The Kingdom of Morocco, acting through the Ministry of Youth and Sports ("Grantee")

And

The United States of America, acting through the Agency for International Development ("A.I.D.")

Article 1: The Agreement

The purpose of this Agreement is to set out the understandings of the parties named above ("Parties") with respect to the undertaking by the Grantee of the Project described below, and with respect to the financing of the Project by the Parties.

Article 2: The Project

SECTION 2.1. Definition of Project. The Project, which is further described in Annex 1, has as its purpose, to strengthen the infrastructure of the Promotion Féminine (PF) program of the Grantee to enable it to develop and undertake a program to foster new training and employment opportunities for women throughout Morocco. The major features of this project are:

- (1) in-country training in organizational development and management for the managers of Promotion Féminine in the national office and in the 36 provinces and prefectures;
- (2) teacher training and retraining, both to upgrade the existing curriculum in the foyers and to integrate a vocational training component in the curriculum;
- (3) establishment of a job development unit within Promotion Féminine for the purpose of (a) identifying new income-producing opportunities for women throughout Morocco and specifying the training, credit, equipment, etc., necessary to take advantage of these opportunities;

(b) coordinating the provision of technical assistance and seed money to individual foyers to develop these new areas of employment; and (c) developing job-related training programs in specific foyers;

- (4) participant training for six permanent staff of Promotion Féminine in preparation for their work on the staff of the Job Development Unit and the Royal Training Institute.

Annex 1, attached, amplifies the above definition of the Project. Within the limits of the above definition of the Project, elements of the amplified description stated in Annex 1 may be changed by written agreement of the authorized representatives of the Parties named in Section 8.2., without formal amendment of this Agreement.

SECTION 2.2. Incremental Nature of Project

(a) A.I.D.'s contribution to the Project will be provided in increments, the initial one being made available in accordance with Section 3.1. of this Agreement. Subsequent increments will be subject to availability of funds to A.I.D. for this purpose, and to the mutual agreement of the Parties, at the time of a subsequent increment, to proceed.

(b) Within the overall Project Assistance Completion Date stated in this Agreement, A.I.D., based upon consultation with the Grantee, may specify in Project Implementation Letters appropriate time periods for the utilization of funds granted by A.I.D. under an individual increment of assistance.

Article 3: Financing

SECTION 3.1. The Grant. To assist the Grantee to meet the costs of carrying out the Project, A.I.D., pursuant to the Foreign Assistance Act of 1961, as amended, agrees to grant the Grantee under the terms of this Agreement not to exceed two million two hundred and ninety one thousand United States ("U.S.") Dollars (\$2,291,000) ("Grant").

The Grant may be used to finance foreign exchange costs, as defined in Section 6.1., and local currency costs, as defined in Section 6.2., of goods and services required for the Project.

SECTION 3.2. Grantee Resources for the Project

(a) The Grantee agrees to provide or cause to be provided for the Project all funds, in addition to the Grant, and all other resources required to carry out the Project effectively and in a timely manner.

(b) The resources provided by Grantee for the Project will be not less than the equivalent of U.S.\$800,000 including costs borne on an "in-kind" basis.

SECTION 3.3. Project Assistance Completion Date

(a) The "Project Assistance Completion Date" (PACD), which is June 30, 1982, or such other date as the Parties may agree to in writing, is the date by which the Parties estimate that all services financed under the Grant will have been performed and all goods financed under the Grant will have been furnished for the Project as contemplated in this Agreement.

(b) Except as A.I.D. may otherwise agree in writing, A.I.D. will not issue or approve documentation which would authorize disbursement of the Grant for services performed subsequent to the PACD or for goods furnished for the Project, as contemplated in this Agreement, subsequent to the PACD.

(c) Requests for disbursement, accompanied by necessary supporting documentation prescribed in Project Implementation Letters are to be received by A.I.D. or any bank described in Section 7.1. no later than nine (9) months following the PACD, or such other period as A.I.D. agrees to in writing. After such period, A.I.D., giving notice in writing to the Grantee, may at any time or times reduce the amount of the Grant by all or any part thereof for which requests for disbursement, accompanied by necessary supporting documentation prescribed in Project Implementation Letters, were not received before the expiration of said period.

Article 4: Conditions Precedent to Disbursement

SECTION 4.1. First Disbursement. Prior to the first disbursement under the Grant, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D. an executed contract for technical advisory services for the Project acceptable to A.I.D. with a firm acceptable to A.I.D.

SECTION 4.2. Other Disbursements

(a) A.I.D. will finance the establishment of an entrepreneurial supply fund of \$300,000 local currency equivalent, to be disbursed in three annual installments of \$100,000 local currency equivalent each.

(b) Prior to disbursement of the first and second installments of the entrepreneurial supply fund, the Grantee shall furnish in form and substance satisfactory to USAID a plan for administering the fund, including the appropriate entity to administer the fund and the criteria for approval of activities to be financed by the fund.

(c) Prior to disbursement of the third installment of the entrepreneurial supply fund, the Grantee (1) shall make a contribution at least equivalent to the third installment to carry on the work of the Job Development Unit through the entrepreneurial supply fund, and (2) shall review and evaluate the desirability of institutionalizing the operation of the fund preferably on a loan basis beyond the life of the project.

SECTION 4.3. Notification. When A.I.D. has determined that the conditions precedent specified in Section 4.1. have been met, it will promptly notify the Grantee.

SECTION 4.4. Terminal Dates for Conditions Precedent. If all of the conditions specified in Section 4.1. have not been met within 180 days from the date of this Agreement, or such later date as A.I.D. may agree to in writing, A.I.D., at its option, may terminate this Agreement by written notice to Grantee.

Article 5: Special Covenants

SECTION 5.1. Project Evaluation. The Parties agree to establish an evaluation program as part of the Project. Except as the Parties otherwise agree in writing, the program will include, during the implementation of the Project and at one or more points thereafter:

- (a) evaluation of progress toward attainment of the objectives of the Project;
- (b) identification and evaluation of problem areas of constraints which may inhibit such attainment;
- (c) assessment of how such information may be used to help overcome such problems; and
- (d) evaluation to the degree feasible, of the overall development impact of the Project.

SECTION 5.2. Status of Promotion Féminine. To strengthen the role and authority of Promotion Féminine in furthering its program for the benefit of women, the Grantee will review and evaluate the desirability of elevating Promotion Féminine within the organizational structure of the Ministry of Youth and Sports.

Article 6: Procurement Source

SECTION 6.1. Foreign Exchange Costs. Disbursements pursuant to Section 7.1. will be used exclusively to finance the costs of goods and services required for the Project having their source and origin in the United States (Code 000 of the A.I.D. Geographic Code Book as in effect at the time orders are placed or contracts entered into for such

goods or services) ("Foreign Exchange Costs"), except as A.I.D. may otherwise agree in writing, and except as provided in the Project Grant Standard Provisions Annex, Section C.1.(b) with respect to marine insurance.

SECTION 6.2. Local Currency Costs. Disbursements pursuant to Section 7.2. will be used exclusively to finance the costs of goods and services required for the Project having their source and, except as A.I.D. may otherwise agree in writing, their origin in Morocco.

Article 7: Disbursement

SECTION 7.1. Disbursement for Foreign Exchange Costs

(a) After satisfaction of conditions precedent, the Grantee may obtain disbursements of funds under the Grant for the Foreign Exchange Costs of Goods or services required for the Project in accordance with the terms of this Agreement, by such of the following methods as may be mutually agreed upon:

(1) by submitting to A.I.D., with necessary supporting documentation as prescribed in Project Implementation Letters (A) requests for reimbursement for such goods or services, or, (B) requests for A.I.D. to procure commodities or services in Grantee's behalf for the Project; or,

(2) by requesting A.I.D. to issue Letters of Commitment for specified amounts (A) to one or more U.S. banks, satisfactory to A.I.D., committing A.I.D. to reimburse such bank or banks for payments made by them to contractors or suppliers, under Letters of Credit or otherwise, for such goods or services, or (B) directly to one or more contractors or suppliers, committing A.I.D. to pay such contractors or suppliers for such goods or services.

(b) Banking charges incurred by Grantee in connection with Letters of Commitment and Letters of Credit will be financed under the Grant unless Grantee instructs A.I.D. to the contrary. Such other charges as the Parties may agree to may also be financed under the Grant.

SECTION 7.2. Disbursement for Local Currency Costs

(a) After satisfaction of conditions precedent, the Grantee may obtain disbursements of funds under the Grant for Local Currency Costs required for the Project in accordance with the terms of this Agreement, by submitting to A.I.D. with necessary supporting documentation as prescribed in Project Implementation Letters, requests to finance such costs.

(b) The local currency needed for such disbursements may be obtained by A.I.D. The U.S. Dollar equivalent of the local currency made available hereunder will be the amount of U.S. Dollars required by A.I.D. to obtain the local currency.

SECTION 7.3. Other Forms of Disbursements. Disbursements of the Grant may also be made through such other means as the Parties may agree to in writing.

Article 8: Miscellaneous

SECTION 8.1. Communications. Any notice, request, document, or other communication submitted by either Party to the other under this Agreement will be in writing or by telegram or cable, and will be deemed duly given or sent when delivered to such party at the following addresses:

To the Grantee:

Mail Address: Ministère de la Jeunesse et des Sports
485 Charia Mohammed V
Rabat, Maroc

Alternate address for cables: telex 31972 Jensport

To USAID/Rabat:

Mail Address: Agency for International Development
137 avenue Allal Ben Abdallah
Rabat, Morocco

Alternate address for cables: 51005 M

Other addresses may be substituted for the above upon the giving of notice. The Grantee, in addition, will provide the USAID/Rabat Mission with a copy of each communication sent to A.I.D./Washington.

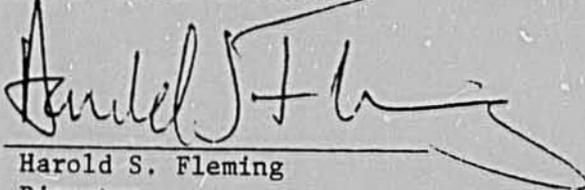
SECTION 8.2. Representatives. For all purposes relevant to this Agreement, the Grantee will be represented by the individual holding or acting in the office of the Minister of Youth and Sports and A.I.D. will be represented by the individual holding or acting in the office of the Mission Director, each of whom, by written notice, may designate additional representatives for all purposes other than exercising the power under Section 2.1. to revise elements of the amplified description in Annex 1. The names of the representatives of the Grantee, with specimen signatures, will be provided to A.I.D., which may accept as duly authorized any instrument signed by such representatives in implementation of this Agreement, until receipt of written notice of revocation of their authority.

SECTION 8.3. Standard Provisions Annex. A "Project Grant Standard Provisions Annex" (Annex 2) is attached to and forms part of this Agreement.

SECTION 8.4. Language of Agreement. This Agreement is prepared in both English and French. In the event of ambiguity between the two versions, the English Language version will control.

IN WITNESS WHEREOF, the Kingdom of Morocco and the United States of America, each acting through its duly authorized representative, have caused this Agreement to be signed in their names as of the day and year first above written.

UNITED STATES OF AMERICA



Harold S. Fleming
Director,
United States Agency for International
Development Mission to Morocco

KINGDOM OF MOROCCO



Mohamed Seqat
Directeur, Division du Budget
Ministère des Finances

AMPLIFIANTOF THE PROJECT

The Moroccan Government has established an official women's division in the Ministry of Youth and Sports. This division is called Promotion Feminine. The expressed goals of Promotion Feminine are broad and rather general, but they may be summarized as an attempt to foster the social, cultural, and economic advancement of women through education, training, and employment. It has a staff of over 1,200 women civil servants who are stationed in all 33 provinces as well as at the central ministry. Seventy-five of these women are managers who implement the particular programs of Promotion Feminine and coordinate other official and non-official programs benefitting women. Another 1,100 are instructors (monitrices) who staff the 344 women's centers (foyers feminines) located throughout the country. The foyer program is essentially a home economics training program with some small efforts in handicrafts and job training for the modern sector: hairdressers, typists, and nursery school teachers. Some 45,000 women attend the foyers regularly.

The GOM is not satisfied with the limited effectiveness of this program and has requested AID's intervention in strengthening the infrastructure of Promotion Feminine by staff training and by revamping the program to make it more responsive to the training and employment needs of Moroccan women in both the rural and urban areas. This is the basis of the proposed project.

Although the proposed project is highly focussed and limited--when viewed in the context of Morocco's overall human resources needs--it is, nevertheless, somewhat complex in its organization. Recognizing the need for certain fundamental changes in Promotion Feminine's program directory, the project has adopted a phased approach. There are five interrelated activities: (1) development of baseline data; (2) organizational development; (3) job development; (4) curriculum development; (5) evaluation and dissemination of positive results and methods throughout the Promotion Feminine system.

The purpose of the program, therefore, is to strengthen the infrastructure of Promotion Feminine to enable it to develop and undertake a program to foster new training and employment opportunities for women throughout Morocco. The targeted beneficiaries are the 45,000 illiterate and semi-literate women clients (potentially 100,000 yearly) who regularly participate in the activities of Promotion Feminine.

The three phases of the project are described below.

A. Phase I

During the first phase of the project, necessary background information will be assembled for the major activities envisioned: organizational development, job development, and curriculum

development. Much of the groundwork has been laid for the first of these activities, Promotion Feminine holds frequent regional and national level meetings of its staff. At these meetings, the staff has a chance to discuss problems they face in running their programs such as need for more staff and other resources, and their own needs for additional training. From these sessions, the central office of Promotion Feminine has formed a fairly clear picture, if somewhat broad in scope, of the skills upgrading its staff needs if it is to take on the new programs which it envisions. Broadly conceived, these skills might be characterized as applied social work, or perhaps community outreach. They involve improvement in techniques for working with other service organizations to meet those needs, and for planning, managing, and eventually evaluating new programs relating to specific local groups or even individuals.

At present, there are no opportunities for Promotion Feminine's administrative cadre to receive the specialized training it needs in Morocco. First, there is no school of social work. There certainly is no facility offering training equivalent to the practical or applied training suggested above. Second, although the administrative staff of Promotion Feminine is a talented and experienced cadre, most of them lack the academic degrees which are the prerequisite for entrance to advanced formal education programs in Morocco. Moreover, there is great variation in ages and experience among the staff, with the older and more experienced women generally having less formal schooling.

During the initial phase of the project, therefore, it will be necessary to canvass the national and provincial managerial staff of Promotion Feminine to determine the specific nature of their duties and responsibilities, to assess their receptivity to training, and to identify the managerial and organizational problems of the various provinces. There are distinct regional differences as well as urban/rural differences which will require different approaches as well as different instructional content. From the collection and analysis of this data will evolve the content and methodology to be used in upgrading the managerial skills of these women.

The second important feature of this phase involves the generation of data on employment and employment potentials for women with relatively little education. For this aspect of the project background data are also required. While there are a number of studies planned or underway that should help provide increased data concerning employment in Morocco, it is safe to predict that relatively few of these studies will address the question of employment opportunities for women at the level reached by Promotion Feminine, especially outside the several regional industrial centers.

A study is, therefore, required to establish baseline data on current and potential economic roles for these Moroccan women, including existing and potential employment opportunities for such women throughout the country, province by province. This information is essential to the establishment of a Job Development Unit within Promotion Feminine, and the study should be supervised by the persons responsible for establishing the Unit. Since one of the outcomes anticipated from the project is to make efforts such as the Job Development Unit a permanent feature of the program of Promotion Feminine, it will be necessary--during this preliminary stage of the project--to recruit two Moroccans to staff the Unit. (They will be given long-term training in such applied economic fields as job development, human resources development, research techniques, market analysis, cooperatives, credit unions, et. al.)

The third and last feature of this phase of the project is an assessment of the existing curriculum of the Royal Training Center at Rabat used in training the onitrices and the curriculum in the 344 foyers feminines which are providing education and training for 45,000 women. Both of these curricula will be changed and greatly improved during the course of the project. Much will depend on the success of the organizational and job development aspects of the project. As the managers become more skilled in identifying problems and designing programs to resolve these problems, the curricula will be so affected. Likewise, as new job possibilities are developed in the various regions, the job training provided at the foyers and the teacher training at the RTC will become more pragmatic and relevant to the demonstrated needs.

Since the goal of this project is to leave behind not only a well trained staff, but also the capacity to continue such community outreach training in Morocco, it will also be necessary during the first months of the project to recruit four Moroccans (who eventually will be assigned permanently to the Royal Training Center as instructors) for long-term training in the United States in four important areas: (1) non-formal education; (2) vocational training; (3) sociology and community outreach; and (4) health, nutrition, and family planning.

In summary, then, the first phase of the project will result in the following conditions:

— Development and analysis of baseline data on the operation of Promotion Feminine at the national and provincial levels, including information on the nature of individual job responsibilities, the capacity of the staff to handle the work, staff perception of its needs (for training, for additional staff and for other resources) and staff perception of the needs of women in the local community and opportunities for Promotion Feminine to expand its program to meet those needs.

-- Preparation of a schedule of training for the entire staff, including recommendations as to content and duration of training.

-- Development and analysis of baseline data on economic opportunities for women in Morocco, based on a province by province survey of (1) existing economic roles of women, (2) new employment opportunities, and (3) availability of or need for training programs, job counselling, and centers, credit facilities, etc., for women.

-- Recruitment and selection of six Moroccans (for long-term training in specific fields) for assignment to a Job Development Unit of Promotion Féminine and to the training staff of the Royal Training Center for Monitrices.

B. Phase II

The second phase of the project extends over a three-year period, and involves several different training programs. These include (1) long-term training in the United States in human resources economics for the two-person staff of the Job Development Unit; (2) long-term training in the United States for the four-person training program of the Royal Training Center in the areas of (a) non-formal and vocational education, (b) sociology and community outreach and (c) health, nutrition, and family planning; (3) in-country training in Rabat for women on the national and provincial-level staff of Promotion Féminine in techniques of program planning, analysis, management, and evaluation as they relate to non-formal education, vocational training, community outreach, and job development; (4) extensive instruction in the topics of non-formal education, health and nutrition, and sociology for the approximately 140 new monitrices who will undertake training at the Royal Training Center during the three years of the project; and (5) in-country training at regional seminars for the 1,052 monitrices currently teaching at the 344 foyers féminins, including the directresses.

While the staff of the Job Development Unit is receiving long-term training in the United States, two technicians will be assigned to Promotion Féminine (1) to undertake in collaboration with the Chief of Promotion Féminine the survey of employment opportunities for women, (2) to establish the Job Development Unit and launch the small grant program, (3) to provide guidance to the staff of the Unit following training, and (4) to work with the staff to evaluate the effectiveness of the small program and establish it on a continuing basis. It is important that the project technicians not only have a solid background in applied economics but also practical experience in establishing cooperatives and the like.

While the permanent staff of the Royal Training Center is receiving long-term training in the United States, a project training team will be assigned to the RTC to establish the non-formal and vocational education training program. The team will consist of four trainers with competence in the areas of: (a) non-formal

education and vocational training, (b) sociology and community outreach, and (c) health nutrition, and family planning. (While the two languages of instruction at the RTC are French and Arabic, Arabic is the preferred means of communication.) The task of this Training Unit will be not only to teach the new monitrices who attend the RTC each year in preparation for joining the foyers feminines program, but also to develop special training material for the provincial staff of Promotion Feminine in important fields related to their on-going work (community outreach, program development and management, non-formal education, vocational training, and the like). The Training Unit will (1) run short-term modules for the management staff of Promotion Feminine and the instructional staff of the foyers feminines, both in Rabat and at regional seminars, (2) provide guidance to the permanent staff of the Training Unit following their retraining program in the United States, (3) work with the staff to evaluate the performance of the Promotion Feminine staff following training, and (4) undertake an evaluation of the effectiveness of the teaching and training modules developed, and revise those materials accordingly.

The goal of this project is to ensure that the Promotion Feminine has a well trained staff capable of taking on new and innovative programs for women in every province of the country. This managerial training has to be appropriate to the needs, abilities, and situations of the users. To assure its appropriateness and relevance, the training will be held in Rabat and in the provinces, and will be done on a continuous three-year basis. The training will be done in intensive blocks of four weeks at the Ministerial Training Centers in Rabat followed by on-the-job experience in the provinces. Follow-up by the joint American/Moroccan training staff will allow for application and feedback between the instructional sessions in the capital. The content of the training modules could then evolve with the abilities and needs of the participants.

This training is aimed at two levels. First the 70 managers of the Promotion Feminine program, located in Rabat and in all 33 provinces of the country; and second, the directors of the 344 foyers feminines located throughout Morocco. This training would include both management techniques and research techniques associated with program planning and evaluation. The training program is also expected to emphasize techniques of training, so that these managers and foyer directors can continue the training program with their staffs.

Another element of the training program involves the 22 months of training which all new monitrices receive at the Royal Training Center. In January 1979, 70 new monitrices will enter training. (Forty women now enrolled at the RTC will complete their training in December 1978. If possible, Promotion Feminine would like these women to benefit from the technical expertise of the project staff by means of accelerated seminars planned for October, November and December.) These women have 12 years of formal education and have

successfully passed a national competitive examination. These women are capable of college-level training. Unfortunately, too much of their training at RTC is focused on homemaking, which, to date, constitutes the major feature of the foyers feminines program for which they are being prepared. The RTC would like to broaden and elevate its curriculum, but its permanent staff is small and its efforts at enlisting the instructional resources of the university and other GOM agencies have met with only partial success. On an irregular basis, the standard curriculum of homemaking and handicrafts is supplemented by courses in sociology, psychology, educational techniques, nutrition, family planning, and health culture.

Promotion Feminine wants to create a greatly upgraded training program at the Royal Training Center with a permanent staff to teach as many of the courses mentioned above as possible. Beginning with this project, and the establishment of the training office at the Royal Training Center (first on a contract basis, later with permanent Moroccan staff), each new group of monitrices will be given a far superior training program to that which has been given in the past. As mentioned earlier, this curriculum will evolve as progress is made in the job development component of the project and as women managers learn to apply their newly learned managerial and analytical skills. Over the course of the project, more than 140 new monitrices will benefit directly from this new training capacity at RTC.

The final element of the training phase would be the provision of short-term in-service training for the instructional staff of the 344 foyers feminines serving 45,000 women. These 1,052 monitrices are all civil servants and have received an initial 11 months of training at the National Training Center. The project will attempt to recycle these instructors at regional seminars to upgrade their teaching skills and to heighten their awareness of the program goals and objectives of the new directions of the Promotion Feminine program.

To summarize, then, at the end of the second phase of this project, the following will have been achieved:

- 70 provincial leaders in the Promotion Feminine program will have been given special managerial training in Morocco through programs specially tailored to their needs;

- Approximately 140 new monitrices will have benefitted from the new expertise at the Royal Training Center, and will have received professional-level training in the areas of vocational training, non-formal education, educational methodologies, sociology, community outreach, nutrition, family planning, and health;

-- 1,052 monitrices and directresses responsible for the program at the 344 foyers feminines will receive in-service training at special regional seminars to upgrade their teaching skills and overall performance;

-- Four Moroccans will have received long-term training in the United States in (1) non-formal and vocational education, (b) sociology and community outreach, and (c) health, nutrition, and family planning and will be assigned permanently to the staff of the National Training Center; and

-- Two Moroccans will have received long-term training in the United States in applied economics fields and will be assigned permanently to the staff of the Job Development Unit of Promotion Feminine.

C. Phase III

Based in part upon the province-by-province study of economic opportunities for women, and in part upon already received stimuli, through initial training results, Promotion Feminine will undertake a series of innovative, pilot activities designed to open up income generating possibilities for the 45,000 girls and women participating in its program. Among these, but not limited to them, will be the creation of a Job Development Unit and an experimental small entrepreneurial supply fund program. Other potential activities include experimental revamping of critical portions of Promotion Feminine's curriculum in its community training centers, the Foyers Feminins, experimentation with home-based teaching, use of motivational and knowledge-increasing mass media for women, and response by Moroccan women. It is anticipated that short-term consultants will be utilized as required for certain of the experimental activities attempted.

This experimental program demands the collaboration of individual women at the local level, trained community development people at the provincial level, and a professional economic staff at the national level. The program is based on the premise that local people are in the best position to identify possible opportunities for new income-producing activity, and that they will seize whatever opportunities exist if given necessary technical information and capital. For example, the provincial staff of Promotion Feminine will provide the linkage between the local women and the experimental Job Development Unit. That staff will be expected to pursue ideas generated by the employment survey (as well as suggestions of local individuals) and will work with local individuals or groups to prepare sufficient information about the proposed activity to enable the Job Development Unit to make an assessment of the economic feasibility of the activity. The Provincial Staff is likely to request some technical expertise to investigate or establish a certain new economic activity.

One of the more innovative aspects will be the establishment on a pilot basis of a small-scale entrepreneurial supply fund (\$300,000). The basic concept is to permit Promotion Feminine to supply a limited number of women with a small amount of seed capital with which an individual could begin a very low-level business, such as selling small household products, the manufacture of which she has learned through Promotion Feminine.

While it will be difficult to make absolutely final assessments on the soundness of individual projects funded under the supply program, beginning approximately one year after the first grant is made, Promotion Feminine will begin preliminary assessments of the viability of particular projects. It will also assist those that appear particularly sound to obtain additional funding from other sources, presuming this is requested.

The Job Development Unit will manage the entrepreneurial supply fund. Under the best possible conditions, the supply fund should be swamped with good, economically feasible proposals; realistically, it is likely to have more proposals than it will be able to fund. In this situation, it can be expected that -- in addition to its function of stimulating employment opportunities for women -- the Job Development Unit might act as an intermediary for the local individuals or groups and would seek to find funding for such activities from other sources.

The entrepreneurial supply fund is to be used to initiate income-generating activities for women throughout the country on an experimental basis. In advance of preliminary market feasibility studies province by province, it is difficult to specify the nature and scope of the activities to be undertaken; at this point, it is even difficult to specify the procedures that will be followed in operating the fund. At the same time, it is important to ensure that the Job Development Unit will have the \$300,000 "venture capital" with which to work in developing its program.

The \$300,000 entrepreneurial supply fund will be a separate line item in the Project Agreement. The Job Development Unit will not have access to the fund until it has submitted to AID a detailed proposal for expenditure of the money -- including both types of activities that will be initiated, province by province, and procedures for operating the fund. This plan can only be submitted after the preliminary market survey has been undertaken and an investigation of existing cooperative and credit lending institutions and procedures has been completed. These studies will be undertaken during the first 6-9 months of the project. Among the criteria that will be applied by AID in approving the use of the fund are: (1) involvement of Moroccan counterparts in administering

all aspects of the job development program, including the financial procedures in establishing and operating the entrepreneurial supply fund, technical evaluation of proposers, and monitoring of individual grant activities; (2) selection of project areas where credit is not generally available; (3) likely economic viability of activities; (4) prospects of employment for a number of women; (5) diversity of approach (since this activity is experimental, AID is looking for a variety of activities requiring a variety of skill levels and varying amounts of capital input); and (6) representation of all economic regions of the country, and both urban and rural locations.

D. Summary of Outputs

1. Senior staff of Promotion Féminine trained in modern techniques of management, program development, and community outreach.

2. Instructional staff of Promotion Féminine trained in modern techniques of vocational training and non-formal education for women.

3. Appropriate staff and program established at the Royal Training Center for 140 new monitrices.

4. Set up of Job Development Unit in Promotion Féminine on a continuing basis to identify and promote employment opportunities in rural and urban areas for women.

5. Revision of the institutional program of the 344 foyers féminins, to meet the job-specific training and basic education needs of the 45,000 women who participate in the program.

E. Summary of Inputs

1. Technical services of seven experts: one social scientist/educator as team leader; two job development experts; four trainers; and five short-term consultants. It is expected that technical assistance will be provided by a contract between the Kingdom of Morocco and a qualified contractor.

2. The contractor will arrange for graduate training in the United States for six Moroccan women, two of whom will serve in the Job Development Unit and four of whom will serve on the staff of the Royal Training Center for Monitricas; in-country training for 70 women managers and 1,262 women instructors (monitricas) of Promotion Féminine.

3. Entrepreneurial supply fund (\$300,000 local currency equivalent) to provide small grants for new entrepreneurial endeavors and other experimental job opportunities and business enterprises for women.

4. Commodities include technical training equipment and supplies, and two vehicles for the contract staff for follow-up training exercises and job development activities in the eight economic regions of Morocco. The contractor will be responsible for commodity procurement.

F. Job Descriptions of Contract Technicians

1. Team Leader -- (background in education, with field experience in developing world, familiarity with and sensitivity to "women-in-development" issues, and understanding of Moroccan cultural context for this program) in collaboration with her Moroccan counterpart :

- provides overall direction for the project;
- responsible for identifying need for and recruiting of short-term technical assistance
- oversees work of the Job Development team
- oversees work of the management training team
- oversees work of the teacher-training team
- participates in recruitment of supplemental staff, as necessary
- establishes evaluation system to monitor management and teacher training, and oversees results
- works directly with counterparts in Promotion Féminine to review the work of the Office and to schedule training programs
- submits quarterly reports to USAID and Minister of Youth and Sports on progress of project.

2. Job Development Team (two individuals, one to concentrate on program in rural areas, the other in urban areas. Requires knowledge of vocational training field, experience in community development efforts in the developing world, and an understanding of economic feasibility analysis as related to small industries, cooperatives, and individual entrepreneurial ventures. Some experience in area of agro-business useful).

- undertakes study of job opportunities for women in urban and rural locales and evaluates job possibilities with greatest potential for success
- advises team leader on training and equipment needs to implement in-foyer training associated with specific job opportunities identified
- works with teacher training team in revising curriculum to include specific job skills training in specific foyers
- monitors results of individual employment opportunity projects, including advising on additional technical or material assistance needed (and financed under Job Development Sub-Grant)

- evaluates success of Job Development efforts in terms of profitability, numbers employed, and replicability.
3. Management Training Team -- (two individuals, one specialized in organizational development, the other in techniques of management training)
- works with team leader and GOM counterparts to survey entire Promotion Feminine organization; outlines specific content of management training program for various levels of manager staff
 - establishes schedule for training for managers and foyer administrators that includes courses in Rabat, regional seminars, and supervises on-the-job management projects
 - advises team leader in cases where individualized, specialized training outside the country is required
 - participates in evaluation of effectiveness of management training program
 - works with staff of Royal Training Center and School of Public Administration to train staff to carry on similar training programs in the future, and supervises indigenous staff in development and management of these training programs.
4. Curriculum Development/Teacher Training Team --(two individuals, among whom the following skills are represented: non-formal education techniques, curriculum development, development of teaching materials, evaluation of training programs, and the following substantive fields: literacy, family health/family planning, basic quantitative skills)
- evaluates training program as it is being presented at Royal Training Center and implemented in foyers throughout the country
 - provides assistance in improving course content of existing curriculum (literacy, health, etc.) as well as specific training in more effective teaching techniques
 - recommends to team leader need for short-term technical assistance for specific topics related to the foyer curriculum and training of monitrices (for instance, assistance in developing teaching materials for a literacy program)
 - supervises the integration of new curriculum and materials into the foyer system, and evaluates effectiveness of same
 - recommends modification of curriculum or teaching techniques to suit needs of women in particular regions of the country
 - works with job development team to integrate specific skills training programs into specific foyers
 - participates in planning and running of regional seminars for the managerial staff
 - participates in expanding and improving program of "recyclage" for the existing monitrice cadre.

PROJECT FINANCIAL PLAN
(Source and Application of Funding - \$ Millions)

As of 14 August 1978

Project No. 608-0139

<u>Project Inputs</u>	<u>Amount for an Incrementally Funded Project</u>					
	Cumulative Obligations/ Commitments as of 14 August 1978		Future Years Anticipated		Total	
	<u>A.I.D.</u>	<u>GOM</u>	<u>A.I.D.</u>	<u>GOM</u>	<u>A.I.D.</u>	<u>GOM</u>
Technical services	1.832		0.858		2.690	
Training	0.279		0.559		0.838	
Job Development Fund	0.100		0.200		0.300	
Commodities	0.080		0.160		0.240	
Inflation/Contingency	-		0.267		0.267	
P.F. Operating Costs		800		800		1.600
Total.....	<u>2.291</u>	<u>800</u>	<u>2.044</u>	<u>800</u>	<u>4.335</u>	<u>1.600</u>

Attachment 1 of Annex 1

Project GrantStandard Provisions Annex

Definitions: As used in this Annex, the "Agreement" refers to the Project Grant Agreement to which this Annex is attached and of which this Annex forms a part. Terms used in this Annex have the same meaning or reference as in the Agreement.

Article A: Project Implementation Letters

To assist Grantee in the implementation of the Project, A.I.D. from time to time, will issue Project Implementation Letters that will furnish additional information about matters stated in this Agreement. The parties may also use jointly agreed-upon Project Implementation Letters to confirm and record their mutual understanding on aspects of the implementation of this Agreement. Project Implementation Letters will not be used to amend the text of the Agreement, but can be used to record revisions or exceptions which are permitted by the Agreement, including the revision of elements of the amplified description of the Project in Annex 1.

Article B: General Covenants

SECTION B.1. Consultation. The Parties will cooperate to assure that the purpose of this Agreement will be accomplished. To this end, the Parties, at the request of either, will exchange views on the progress of the Project, the performance of obligations under this Agreement, the performance of any consultants, contractors, or suppliers engaged on the Project, and other matters relating to the Project.

SECTION B.2. Execution of the Project. The Grantee will:

(a) carry out the Project or cause it to be carried out with due diligence and efficiency, in conformity with sound technical, financial, and management practices, and in conformity with those documents, plans, specifications, contracts, schedules or other arrangements, and with any modifications therein, approved by A.I.D. pursuant to this Agreement; and

(b) provide qualified and experienced management for, and train such staff as may be appropriate for the maintenance and operation of the Project, and, as applicable for continuing activities, cause the Project to be operated and maintained in such manner as to assure the continuing and successful achievement of the purposes of the Project.

Article B: General Covenants (Continued)

SECTION B.3. Utilization of Goods and Services.

(a) Any resources financed under the Grant will, unless otherwise agreed in writing by A.I.D., be devoted to the Project until the completion of the Project, and thereafter will be used so as to further the objectives sought in carrying out the Project.

(b) Goods or services financed under the Grant, except as A.I.D. may otherwise agree in writing, will not be used to promote or assist a foreign aid project or activity associated with or financed by a country not included in Code 935 of the A.I.D. Geographic Code Book as in effect at the time of such use.

SECTION B.4. Taxation.

(a) This Agreement and the Grant will be free from any taxation or fees imposed under laws in effect in the territory of the Grantee.

(b) To the extent that (1) any contractor, including any consulting firm, any personnel of such contractor financed under the Grant, and any property or transaction relating to such contracts and (2) any commodity procurement transaction financed under the Grant, are not exempt from identifiable taxes, tariffs, duties or other levies imposed under laws in effect in the territory of the Grantee, the Grantee will, as and to the extent provided in and pursuant to Project Implementation Letters, pay or reimburse the same with funds other than those provided under the Grant.

SECTION B.5. Reports, Records, Inspections, Audit.

The Grantee will:

(a) furnish A.I.D. such information and reports relating to the Project and to this Agreement as A.I.D. may reasonably request;

(b) maintain or cause to be maintained, in accordance with generally accepted accounting principles and practices consistently applied, books and records relating to the Project and to this Agreement, adequate to show, without limitation, the receipt and use of goods and services acquired under the Grant. Such books and records will be audited regularly, in accordance with generally accepted auditing standards, and maintained for three years after the date of last disbursement by A.I.D.; such books and records will also be adequate to show the nature and extent of solicitations of prospective suppliers of goods and services acquired, the basis of award of contracts and orders, and the overall progress of the Project toward completion; and

Article B: General Covenants (Continued)

(c) afford authorized representatives of a Party the opportunity at all reasonable times to inspect the Project, the utilization of goods and services financed by such Party, and books, records, and other documents relating to the Project and the Grant.

SECTION B.6. Completeness of Information. The Grantee confirms:

(a) that the facts and circumstances of which it has informed A.I.D., or cause A.I.D. to be informed, in the course of reaching agreement with A.I.D. on the Grant, are accurate and complete, and include all facts and circumstances that might materially affect the Project and the discharge of responsibilities under this Agreement;

(b) that it will inform A.I.D. in timely fashion of any subsequent facts and circumstances that might materially affect, or that it is reasonable to believe might so affect, the Project or the discharge of responsibilities under this Agreement.

SECTION B.7. Other Payments. Grantee affirms that no payments have been or will be received by any official of the Grantee in connection with the procurement of goods or services financed under the Grant, except fees, taxes, or similar payments legally established in the country of the Grantee.

Article C: Procurement Provisions

SECTION C.1. Special Rules

(a) The source and origin of ocean and air shipping will be deemed to be the ocean vessel's or aircraft's country of registry at the time of shipment;

(b) Premiums for marine insurance placed in the territory of the Grantee will be deemed an eligible Foreign Exchange Cost, if otherwise eligible under Section C.7.(a);

(c) Any motor vehicles financed under the Grant will be of United States manufacture, except as A.I.D. may otherwise agree in writing;

Article C: Procurement Provisions (Continued)

(d) Transportation services, financed under the Grant, of property or persons, will be on carriers providing United States certification, to the extent service by such carriers is available. Details on this requirement will be described in a Project Implementation Letter.

SECTION C.2. Eligibility Date. No goods or services may be financed under the Grant which are procured pursuant to orders or contracts firmly placed or entered into prior to the date of this Agreement, except as the Parties may otherwise agree in writing.

SECTION C.3. Plans, Specifications, and Contracts. In order for there to be mutual agreement on the following matters, and except as the Parties may otherwise agree in writing:

(a) The Grantee will furnish to A.I.D. upon preparation,

(1) any plans, specifications, procurement or construction schedules, contracts, or other documentation relating to goods or services to be financed under the Grant, including documentation relating to the prequalification and selection of contractors and to the solicitation of bids and proposals. Material modifications in such documentation will likewise be furnished A.I.D. on preparation;

(2) such documentation will also be furnished to A.I.D., upon preparation, relating to any goods or services, which though not financed under the Grant, are deemed by A.I.D. to be of major importance to the Project. Aspects of the Project involving matters under this subsection (a)(2) will be identified in Project Implementation Letters;

(b) Documents related to the prequalification of contractors, and to the solicitation of bids or proposals for goods and services financed under the Grant will be approved by A.I.D. in writing prior to their issuance, and their terms will include United States standards and measurements;

(c) Contracts and contractors financed under the Grant for engineering and other professional services, for construction services, and for such other services, equipment or materials as may be specified in Project Implementation Letters, will be approved by A.I.D. in writing prior to execution of the contract. Material modifications in such contracts will also be approved in writing by A.I.D. prior to execution; and

Article C: Procurement Provisions (Continued)

SECTION C.4. Reasonable Price. No more than reasonable prices will be paid for any goods and services financed, in whole or in part, under the Grant. Such items will be procured on a fair and, to the maximum extent practicable, on a competitive basis.

SECTION C.5. Notification to Potential Suppliers. To permit all United States firms to have the opportunity to participate in furnishing goods and services to be financed under the Grant, the Grantee will furnish A.I.D. such information with regard thereto, and at such times, as A.I.D. may request in Project Implementation Letters.

SECTION C.6. Shipping

(a) Goods which are to be transported to the territory of the Grantee may not be financed under the Grant if transported either: (1) on an ocean vessel or aircraft under the flag of a country which is not included in A.I.D. Geographic Code 935 as in effect at the time of shipment, or (2) on an ocean vessel which A.I.D., by written notice to the Grantee has designated as ineligible; or (3) under an ocean or air charter which has not received prior A.I.D. approval.

(b) Costs of ocean or air transportation (of goods or persons) and related delivery services may not be financed under the Grant, if such goods or persons are carried: (1) on an ocean vessel under the flag of a country not, at the time of shipment, identified under the paragraph of the Agreement entitled "Procurement Source: Foreign Exchange Costs", without prior written A.I.D. approval; or (2) on an ocean vessel which A.I.D., by written notice to the Grantee, has designated as ineligible; or (3) under an ocean vessel or air charter which has not received prior A.I.D. approval.

(c) Unless A.I.D. determines that privately owned United States-flag commercial ocean vessels are not available at fair and reasonable rates for such vessels, (1) at least fifty percent (50%) of the gross tonnage of all goods (computed separately for dry bulk carriers, dry cargo liners and tankers) financed by A.I.D. which may be transported on ocean vessels will be transported on privately owned United States-flag commercial vessels, and (2) at least fifty percent (50%) of the gross freight revenue generated by

Article C: Procurement Provisions (Continued)

all shipments financed by A.I.D. and transported to the territory of the Grantee on dry cargo liners shall be paid to or for the benefit of privately owned United States-flag commercial vessels. Compliance with the requirements of (1) and (2) of this subsection must be achieved with respect to both any cargo transported from U.S. ports and any cargo transported from non-U.S. ports, computed separately.

SECTION C.7. Insurance.

(a) Marine insurance on goods financed by A.I.D. which are to be transported to the territory of the Grantee may be financed as a Foreign Exchange Cost under this Agreement provided (1) such insurance is placed at the lowest available competitive rate, and (2) claims thereunder are payable in the currency in which such goods were financed or in any freely convertible currency. If the Grantee (or government of Grantee), by statute, decree, rule, regulation, or practice discriminates with respect to A.I.D.-financed procurement against any marine insurance company authorized to do business in any State of the United States, then all goods shipped to the territory of the Grantee financed by A.I.D. hereunder will be insured against marine risks and such insurance will be placed in the United States with a company or companies authorized to do a marine insurance business in a State of the United States.

(b) Except as A.I.D. may otherwise agree in writing, the Grantee will insure, or cause to be insured, goods financed under the Grant imported for the Project against risks incident to their transit to the point of their use in the Project; such insurance will be issued on terms and conditions consistent with sound commercial practice and will insure the full value of the goods. Any indemnification received by the Grantee under such insurance will be used to replace or repair any material damage or any loss of the goods insured or will be used to reimburse the Grantee for the replacement or repair of such goods. Any such replacements will be of source and origin of countries listed in A.I.D. Geographic Code 935 as in effect at the time of replacement, and, except as the Parties may agree in writing, will be otherwise subject to the provisions of the Agreement.

SECTION C.8. U.S. Government-Owned Excess Property. The Grantee agrees that wherever practicable, United States Government-owned excess personal property, in lieu of new items financed under the Grant, should be utilized. Funds under the Grant may be used to finance the costs of obtaining such property for the Project.

Article D: Termination; Remedies.

SECTION D.1. Termination. Either Party may terminate this Agreement by giving the other Party 30 days written notice. Termination of this Agreement will terminate any obligations of the Parties to provide financial or other resources to the Project pursuant to this Agreement, except for payment which they are committed to make pursuant to noncancellable commitments entered into with third parties prior to the termination of this Agreement. In addition, upon such termination A.I.D. may, at A.I.D.'s expense, direct that title to goods financed under the Grant be transferred to A.I.D. if the goods are from a source outside Grantee's country, are in a deliverable state and have not been offloaded in ports of Grantee's country.

SECTION D.2. Refunds.

(a) In the case of any disbursement which is not supported by valid documentation in accordance with this Agreement, or which is not made or used in accordance with this Agreement, or which was for goods or services not used in accordance with this Agreement, A.I.D., notwithstanding the availability or exercise of any other remedies under this Agreement, may require the Grantee to refund the amount of such disbursement in U.S. Dollars to A.I.D. within sixty (60) days after receipt of a request therefor.

(b) If the failure of Grantee to comply with any of its obligations under this Agreement has the result that goods or services financed under the Grant are not used effectively in accordance with this Agreement, A.I.D. may require the Grantee to refund all or any part of the amount of the disbursements under this Agreement for such goods or services in U.S. Dollars to A.I.D. within sixty days after receipt of a request therefor.

(c) The right under subsection (a) or (b) to require a refund of a disbursement will continue, notwithstanding any other provision of this Agreement, for three years from the date of the last disbursement under this Agreement.

(d) (1) Any refund under subsection (a) or (b), or (2) any refund to A.I.D. from a contractor, supplier, bank or other third party with respect to goods or services financed under the Grant, which refund relates to an unreasonable price for or erroneous invoicing of goods or services, or to goods that did not conform to specifications, or to services that were inadequate, will (A) be made available first for the cost of goods and services required for the Project, to the extent justified, and (B) the remainder, if any, will be applied to reduce the amount of the Grant.

Article D: Termination Remedies (Continued)

(e) Any interest or other earnings on Grant funds disbursed by A.I.D. to the Grantee under this Agreement prior to the authorized use of such funds for the Project will be returned to A.I.D. in U.S. Dollars by the Grantee.

SECTION D.3. Nonwaiver of Remedies. No delay in exercising any right or remedy accruing to a Party in connection with its financing under this Agreement will be construed as a waiver of such right or remedy.