

MOROCCAN LOCAL GOVERNMENT TRAINING PROGRAM

Report of a Study Mission

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Kenneth L. Kornher  
ST/RAD/AID/Washington

and

Richard S. Roberts, Jr.  
Consultant, National Association of Schools of  
Public Affairs and Administration (NASPAA)

The present report is based on a three-week visit to Morocco in October, 1981 at the request of AID/Rabat and the Training Division of the Ministry of Interior, Government of Morocco. The team is grateful to Hal Flemming, the AID Mission Director, and to the Secretary General of the Ministry of Interior for their obviously considerable interest and their continuing encouragement. Warm thanks are also due to Harry Petrequin, Deputy Mission Director and project manager, whose active involvement, ready accessibility and many useful inputs greatly facilitated and encouraged the work of the team. We wish to express a special vote of gratitude to Dr. Mohamed Birouk and the many Moroccans who made the study possible, and who received us so warmly.

Dr. Birouk, Director of the Training Division of the MOI is the prime mover behind the project, and his very considerable inputs of time, insights and ideas, coupled with his readiness to consider alternative approaches and to involve his colleagues very intimately in project development, were immensely valuable. The team's assignment was facilitated and made very rewarding, and the results are doubtless more soundly based than could otherwise have been the case, thanks to the very extensive--and intensive--involvement of Dr. Birouk, Mohamed Belhadj of his staff, Brahim Bisbis of the MOI Secretary General's staff, and Rageb Bouzarini of the Ministry. In the field, His Excellency, the Governor of Tiznit, much of his staff and numerous commune officials spent many hours with the team in the villages and towns of the province, as result of which we gained substantial new understanding of the local government system in general, and of the extraordinarily dynamic, entrepreneurial and community-oriented people of this region in particular. This was substantially augmented when Mr. Salah M'zili, National Assembly Deputy from Tafraout in Tiznit Province (and a former minister and governor) invited the team to his home in Rabat for an opportunity to talk further of the region; we are very grateful for the insights he shared with us, and for his kind hospitality. Further north,

Mr. Henri Rosele, Director of the MOI's Technical Training Center in Immuouzer du Kandar, and the French and Moroccan members of his staff, as well as local government officials, spared no effort in helping us understand the workings of their center and ways the technical training centers of the Ministry could be strengthened. We wish to express our most sincere thanks to all of these people for their patience in submitting to our innumerable questions and requests for information, for the many hours they devoted to us and our mission, and for their very warm and generous hospitality. Their inputs made the present report possible, but the team alone is responsible for the conclusions drawn and the recommendations made.

## I. Recommendations

1. Major elements of a program of collaboration with AID to strengthen training of elected officials and government cadres and for related applied research on means to better support local government proposed by the Moroccan Ministry of Interior Direction de la Formation des Cadres (D.F.C.) should be incorporated in USAID project 0172, Sector Support Training, planned to begin in Fiscal Year 1983, subject to availability of funds and project approval.
2. This local government training and development activity should be organized as a separate major element of project 0172, since it will require a continuing relationship with the D.F.C. rather than the periodic contacts with various ministries through the Ministry of Education required by the participant training portion of the project.
3. Moroccan - U.S. collaboration should address the interrelated functions listed in Section III below; recognizing, however, that intensive work on all of the elements would substantially exceed current USAID resource availabilities.
4. Among these elements, priority should be given to professional collaboration intended to strengthen training resources (training leadership and staff, methods and materials) and to link training content with practical needs of the communes and provinces.
5. If sufficient FY 82 funds can be found in the Development Training and Management Support Project, the USAID should accept the Ministry of Interior's proposal for consultation at the earliest possible dates on (1) the organization of the Directorate, preparation of a staffing pattern and preparation of position descriptions; and (2) the design of a management information system to make readily available essential information on current cadre down to the commune level and on training and other D.F.C. operations. These tasks clearly deserve high priority as essential building blocks of an effectively managed system of Directorate services. However, recognizing USAID funding constraints and the necessity that both position descriptions and the nuances of information flows be designed by "insiders" of the Ministry, U.S. consultants should only be expected to advise on the logic and utility of functions, structure and systems (including staff skills), but not to prepare job descriptions nor test the operational use of information systems.

6. The long term program should emphasize benefits to rural and small town communes since their development has lagged behind that of municipal and autonomous communes. This emphasis would help direct socioeconomic impact toward the poorer 60 percent of Morocco's 21 million people who reside in rural areas.
7. Continuing efforts should be made to identify and promote complementarities between the local government training and development activity and other USAID projects, including Health Management Improvement, Title II activities, Housing, Nutrition, Integrated Forest Development, Renewable Energy, and Dryland Agriculture applied research.
8. The USAID should consider whether the use of future local currency generations might be negotiated to include the local government training and development activity. Highly attractive opportunities for such use include expansion of indigenous training programs, including contracts; purchase of training materials and books; temporary augmentation of Moroccan staff; local travel costs for training and research activities; and possibly purchase of equipment for new training schools and newly assigned technicians in rural or small town communes.
9. The design team for the new Sector Support Training Project should include at least one specialist in local government training and development to elaborate the proposals for the long term program which are contained in Section III below.

## II. Background Information

The Moroccan Royal Government has, for a number of years, been moving steadily forward with policies of both deconcentration (delegation of responsibilities to provinces and lower authorities under a hierarchical system in which higher authority retains the right to reassume the responsibilities delegated) and decentralization (establishment of elected councils with their own area of authority). Provision for elected councils in the provinces was established in a dahir (decree) of September 12, 1963. Two laws published on September 30, 1976 (the Carte Communale) provided broad administrative and economic powers for the communes, the basic units of local government which already had elected assemblies.

There are now 43 provinces, counting the municipal prefectures of Rabat and Casablanca, whose structure is the same as that of the provinces. Provincial assemblies are composed of (1) representatives of professional organizations (one representative for each chamber of commerce and industry, crafts and agriculture in the province, and (2) members elected by the commune councils in the province. The province is headed by a Governor appointed by the King and hierarchically dependent on the Ministry of the Interior. Three-fifths of the Governors are senior officials of that Ministry, which is also responsible for the staffing, budget preparation, and services that directly support the local government structure.

Governors are assisted by a Secretary General, and by other senior officials of the Ministry at sub-provincial level, especially the Super Caid at Cercle (district) level and the Caid, who is usually responsible for 2-3 communes. These latter two officials spend much of their time on law enforcement matters. The governor's traditional role of maintaining law and order continues, but has been rapidly expanded to include

economic and social development, financial management, and support and encouragement of decentralized development initiative at province and commune levels. (1) Governors have accrued substantial authority for supervising and coordinating the services of the line ministries and government agencies working in the provinces; such authority was strengthened by a dahir of February 15, 1976. Provinces have some authority for collection of local revenue. No legislation has yet specified the taxes that the provincial assemblies may introduce, but the subject is currently under review.

The commune or township is the lowest unit of local government. They were established immediately after Morocco became independent in 1956. Communes serve as the basic electoral unit for provinces since communal assemblies, in addition to serving their own constituents, elect representatives to sit in the provincial assembly. The communes have been granted substantial responsibility and authority as the basic units of local government and as animateurs of economic and social development, notably in the Charte Communale of 1976. However, their capacity for carrying out development functions is very limited, especially in rural areas.

There are at present 846 communes, a mean of 22 for the 39 provinces (numbers per province vary from 2 to 55). The communes comprise about 34,000 settlements. Rural communes number 761. Not surprisingly, these have the most limited resources and the most severe deficiencies in government cadre. Some rural communes do have charge of significant resources in the form of forests located on public lands within their jurisdiction.

The communes have some taxing authority, but too limited a tax base to become financially independent of central distribution of revenues. Rural communes have the twin disadvantages of a typically resource-poor environment from which to draw revenue, and extreme limitations of employees who can effectively handle revenue and financial matters.

Personnel of the local authorities was increased from 34,500 in 1977 to 41,000 in 1978--another indication of the Government's commitment to strengthen the local government structure. At the same time it should be noted that staffing at senior supervisory and management levels is only now being addressed in the rural communes. Additional data on staffing is provided in Table I.

Local revenues are inadequate to cover operating expenditures of the local authorities (provinces and communes). Treasury transfers to cover these deficits rose from DH 100 million in 1973 to DH 270 million in 1979. Payment of operating subsidies is automatic. In 1978 investment subsidies amounted to 72% of the infrastructure budgets of the local authorities.

In 1979 and 1980 financial transfers by the Government to the local authorities increased sharply in both operating and capital expenditure categories. For example, about DH 1 billion in capital expenditure authority was delegated to the level of the governors in 1980.

- (1) Activities proposed for collaboration with AID by the Ministry have nothing to do with law enforcement.

TABLE I

RECENSEMENT DES TECHNICIENS EN FONCTION DANS LES COLLECTIVITES

October 1981

LOCALS

	INGENIEURS		ARCHITECTES		MEDICINS		VETERINAIRES		ADJT TECH.		COND TRA VAUX		DESSINATEURS		ADJT SANTE		AIDES SANTE TAIBES		AGENTS TECH		ADMINIS TRATEURS ET AD- MINISTRATIFURS		INEDACTEURS		
	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	COOP- NANTS	NATIO- NAUX	
Préfectures et Provinces	65	12	62	0	8	8	0	1	1	91	137	165	34	85	121	11	0	0	13	22				196	
MUNICIPALITES	51	32	29	3	-	17	-	19	1	140	0	1239	0	91	1	79	0	8	0	113	139				188
CENTRES AUTONOMES	5	7	2	-	-	-	-	4	-	19	-	57	-	16	-	-	-	-	-	-	-	28			45
COMMUNES RURALES (1)	1	-	-	-	-	-	-	-	-	2	-	258	-	-	-	-	-	-	-	-	-	-	-	-	225
TOTAUX	122	51	73	3	8	29	0	24	2	232	1	689	0	163	1	91	0	8	0	18	199				546

(1) Affectations aux C.R. en 1980 et 1981 seulement  
 (2) Indonésiens  
 (3) Dont 5 indonésiens

EFFECTIFS DU PERSONNEL EN FONCTION DANS LES COLLECTIVITES LOCALS (OCTOBRE 1981)

- PROVINCES	5007
- Municipalités	29.255
- Centres autonomes	2.361
- Communes rurales	70.123
<b>TOTAL</b>	<b>103.746</b>

Of the total "effectifs" indicated, the substantial number not broken out in the large table are typists, junior clerks and other "agents d'exécution".

Data compiled by the M.O.I., Finance Dept. 10/81

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These increases in the face of a marked slowdown in the growth of total Government expenditure are a good indicator of commitment to strengthen the local authorities.

The communes benefit from several capital funds. The more significant are:

Fonds de developpement des Collectivites Locales et de leurs Groupements (FDCLG) Ministry of Interior; grants	DH 100 million in 1977; DH 1.1 billion appropriation in 1979
Fonds Special de Developpement Regional (FSDR) State Secretariat of Planning; grants	DH 450 million in 1977
Fonds d'Equipment Communal (FEC) Caisse de Depots et de Gestion; loans	DH 100 million in 1979; DH 200 million projected for 1980 and 800 million for 1985

This brief description of the Moroccan system of local government is provided to convey the magnitude and importance of the local government training and development tasks charged to the D.F.C. Additional details are to be found in the World Bank's "Morocco: Basic Economic Report" of December 30, 1980, Volume I, pp. 267-289.

### III. Elements of MOI/DFC Program

- A. Development of the DFC Organization. Structure and Systems
- B. Program Planning, Needs Assessment and Data System
- C. Building/Strengthening Training Resources
- D. Training Programs
- E. Applied Research and Evaluation
- F. Communications with and among Communes/Provinces
- G. Consulting and Technical Assistance

#### A. Development of the DFC Organization, Structure and Systems

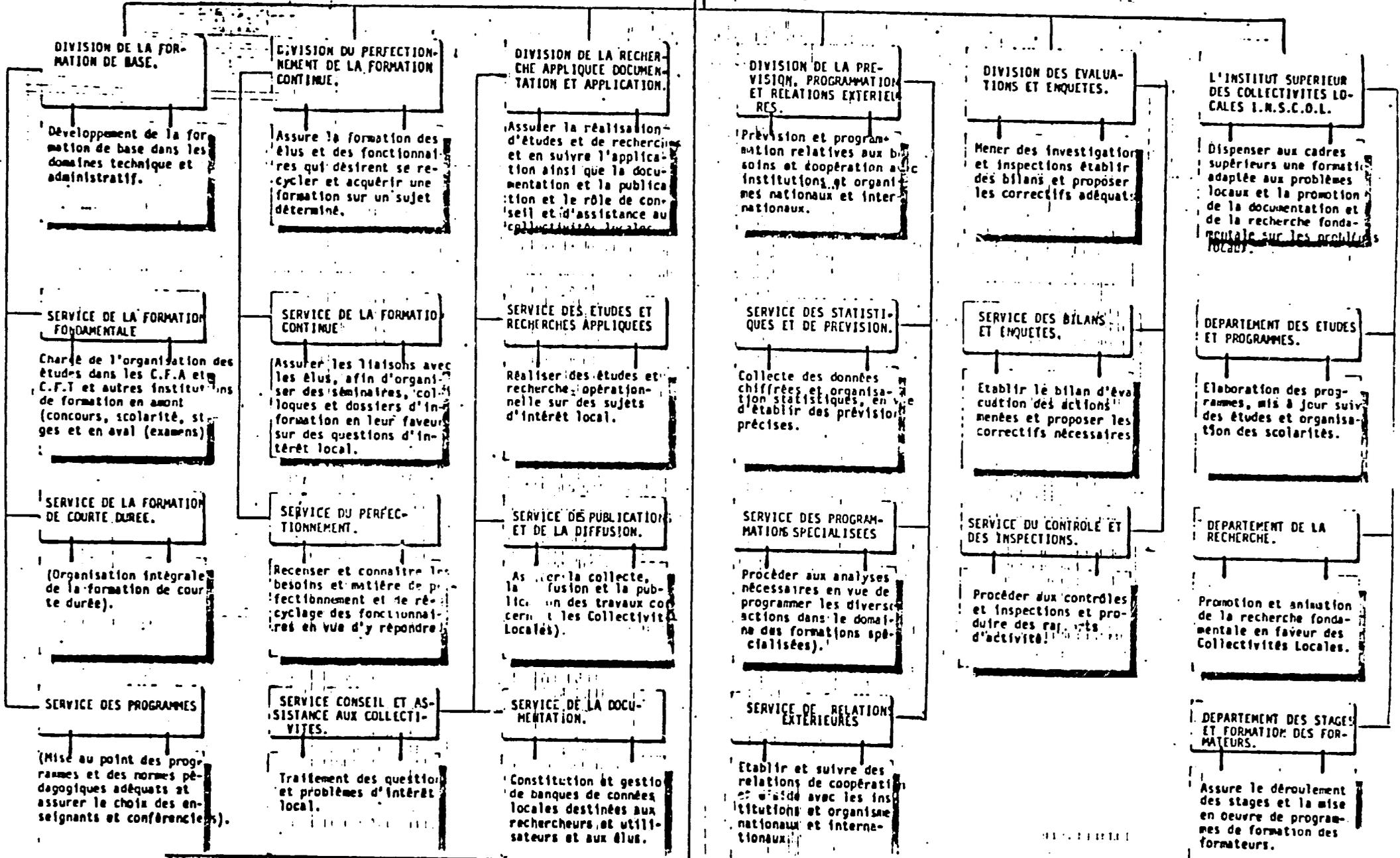
The Direction de la Formation des Cadres (DFC) was created in early 1981 to focus increased attention and responsibility on the training of personnel responsible for government, administration and technical services in local collectivities (provinces and "communes", or townships). Some constituent elements (e.g. technical and administrative training centers) were inherited when the DFC was set up, but in many respects its organizational structure and staffing are still flexible.

The Director has significant freedom of action to propose organizational structure and staff for DFC. Moreover, he is aware that organizational structure is one determinant of effectiveness and that the definition of functions should precede personnel selection. Anxious to ensure that the structure he recommends and the staff he recruits are appropriate to

Figure 1

M. LE MINISTRE

M. LE DIRECTEUR



the tasks required of the organization, he gives high priority to identification of an appropriate organizational design, definition of key posts in the central (newly created) offices of the DFC, and development of a management-information system as an integral part of the new structure. This should be done very soon, before staff recruitment proceeds much further. A draft organization chart has been prepared (Figure-I), but the multiple operational demands on the limited DFC staff make it unlikely organizational development will get the attention it merits--and which very want it to have--without external assistance.

A key new organizational element to be added to the existing training system is a Higher Institute for Local Collectivities. It would provide upper level civil servants with short-term training focused on the needs and problems of the local collectivities, would sponsor similarly focused applied research and would train trainers for the DFC's other training facilities (the CFCTs and CFAs). It is envisaged as a forum in which administrators and elected officials can come together to consider local collectivity issues away from the pressures of daily administration. Moreover, current thinking is that it should provide a forum for review of experience in local development.

#### B. Program Planning, Needs Assessment and Data System

The DFC is responsible for pre-appointment and in-service training for a variety of technical and administrative personnel for province, commune and intermediary posts. To a substantial extent these are new posts. It is also charged with providing informational programs for local elected officials, who number in the thousands. Given its responsibilities and the limited efforts of the past, the DFC program will have to consist of numerous varied and variable short and long-term actions. This will require continuing planning, information gathering and needs assessment if it is to succeed, a fact that is recognized by DFC management and reflected in draft organization designs. The newness of the DFC, the still small staff, and pressure to produce have limited its ability to develop the systems and methods it will eventually need, although the Director and his staff are currently gathering information from Ministry files and on field visits through questionnaires and interviews to establish an initial data base. With the development (see I.A. above) of a management information system and recruitment of additional staff, the DFC can systematize its planning and needs assessment functions. Once key staff members are identified, the content and extent of any needed training can be determined.

#### C. Building/Strengthening Training Resources

##### 1. Personnel (Trainers, Administrators)

The DFC now has five training centers for technical cadres (CFCTs)

and eight centers for administrative training (CFAs) for senior clerks and secretaries. Full-time training staff at CFCTs are French technical assistance personnel (most of them on 16 month assignments in lieu of military service), with the exception of one Moroccan engineer at one center. At the CFAs, all teaching staff are Moroccan, but all are part-time; they come from universities and the civil service, particularly the Ministry of the Interior. The DFC acknowledges the desirability of developing at least a core staff of full-time Moroccan trainers for the CFCTs, but wants to maintain much of the flexibility it gets from reliance on expatriates and part-time Moroccans. Essentially the same situation (without the expatriates) exists for the CFAs.

Aside from the development of some full-time training staff for CFCTs and CFAs, DFC management sees a need to increase the pedagogical skills of its regular part-time trainers. The aim is to develop a cadre of civil servants (and perhaps some others) with solid technical skills--which they now have from experience, and good training skills--which DFC will help them acquire through short-term training.

Administrative staff is mostly Moroccan. Of the nine centers, six have Moroccan directors, one has an expatriate director (French) and the two new ones have no directors as yet. The personnel of these centers and of the DFC central staff could certainly benefit from management training focused on management of training services. Such training would make most sense as a complement to introduction of the new organization structure, with its MIS component.

## 2. Materials and Methods

Training is based very largely if not entirely on lectures and practical exercises with appropriate technical equipment. Materials thus include little more than notebooks and pens, plus such technical equipment as drawing boards, tables and tools, surveying instruments and the like. At least one of the older technical centers is moderately well equipped with such materials, including some that their trainees are not likely to find when they go to work in rural communes. The two new centers to open later this year have yet to be equipped.

There is apparently no written training material used, other than texts of laws, decrees and similar documents. There are few books, even for reference.

Training appears to be done somewhat in the abstract, giving trainees no sense of what it is like to apply on the job the theory they learn in training centers. This is partly due to the fact that most of the trainers have no familiarity with the jobs the trainees will fill; most of the posts--particularly in the rural communes--have had no counterpart in the past, and thus even Moroccan trainers from the M.O.I. have not experienced them during their careers. The abstract setting of the training is also related to the lack of reality-based training materials

incorporating job settings, and to the extensive reliance on part-time trainers for whom there is no incentive to do other than lecture, and who have no experience of other methods. The more certainty there is as to the type of post a trainee will occupy, the more his training can and should be tailored to prepare him for that particular post. Much more can be done in this sense than is now being done.

The DFC Director has also drawn attention to a need for training that will influence behavior on the job, promoting teamwork and a spirit of collaboration, stimulating acceptance of the concept of continued learning, and encouraging the sharing of information. Neither the training implied by such objectives, nor the behavior, is commonplace in Morocco, but both are needed if the change decentralization implies for central government and local officials is to be made effective.

#### D. Training Programs

Training is the raison d'etre of the DFC. It is considered briefly here in terms of its various target audiences, and then in terms of whether it is pre-service, to provide basic knowledge and skills for the job, or in-service, to up-grade skills. In all cases, one must acknowledge the fact that some posts require technical skills, others administrative skills.

##### 1. Target Audiences

###### a. Elected Officials

Each of the 846 communes has a Council President with at least two deputies (between two and seven, depending on population), and a Council member responsible for the budget. In many cases, particularly in the 761 rural communes, these officials have had little formal education and no administrative experience. Most have no experienced civil servants on whom to rely. The DFC is expected to provide these people with informational and training service to increase their ability to cope with their responsibilities as elected officials. Seminars for these officials have been organised at the provincial and regional levels. More will be needed, particularly after the council elections in 1982.

###### b. Provincial and Sub-Provincial M.O.I. Staff

###### @ Administrative

These posts are relatively well covered by qualified staff, and this element of the DFC program does not have high priority for the moment, with the possible exception of some of the relatively recent additions to the organization, such as offices for local authority finances and personnel management.

@ Technical

These posts are fairly well covered, but technical staff is sometimes over extended in providing assistance to communes.

c. Commune Staff

@ Administrative

There is some coverage of all 85 urban communes, but very little in the 761 rural communes, although some recent progress has been made. At least one senior or middle level, civil servant familiar with government procedures, practices and structures should be permanently available to serve the local government in each commune, and the average should be higher than one per commune. The current average in the rural communes is 0.3, reflecting 223 senior clerks in 761 communes. Correcting this has high priority.

@ Technical

The commune is now (since the 1976 Charter) responsible for deciding upon and providing public services, for managing public lands (including forests) and for identifying, planning and seeing to the implementation of economic and social development projects. Much of this requires technical inputs; the need is periodic for some activities, continual for others. In the past, central ministries provided the needed technical expertise, although their manpower has always been stretched thin (and supplemented by expatriates). With the shift to the communes of responsibility and (in the case of agriculture and infrastructure) of development budget funds, sufficient central ministry technical assistance is now even harder to obtain than was previously the case.

Current policy aims at having a construction supervisor ("conducteur de travaux") with some technical training in every commune and a technician ("adjoint technique") for each 3 or 4 communes. On the average, these targets are more than met in the urban communes. However, in the rural communes, appointments began only in 1980, and there are now only 258 supervisors and 2 technicians in the 761 rural communes. Another 230 technicians are assigned to the provinces (71) and urban communes (159), and some of these serve surrounding rural communes. More detailed data, both quantitative and qualitative, are needed to ascertain training needs in detail, but they appear to be considerable if the communes are to have a basic capacity to plan and effectively oversee normal services and development projects. There is very real pressure from the communes and provinces for training and appointing of technical personnel; it has very high priority within the DFC.

## 2. Preparatory Training

Considering the newness of the posts in the local collectivities, and of the delegation of authority and responsibility to that level, preparatory training is generally needed; particularly for the first local staff; who will be very much on their own.

### a. Administrative

#### @ "Centres de Formation Administrative" (CFAs)

There are now eight CFAs in different parts of the country. Three more are to be established in the period 1981-85. All of the present centers offer a ten-month course to train administrative secretaries. Four of the CFAs have also a two-year program to prepare baccalaureate holders and/or experienced middle level civil servants for the newly-created post of senior clerk ("rédacteur"); over 500 were graduated in the first class in 1981. For the immediate future, the "rédacteur" is likely to be the senior civil servant in many rural communes, for budgetary if no other reasons, giving this training high priority for the immediate future.

#### @ Other Programs

Other training has been (and will be) organized to prepare personnel already in the civil service for new jobs at the province or commune level. Thus, a six-month program has been given three times in as many years to prepare secretaries-general for urban communes, all of which now have trained secretaries-general. The needs of the rural communes remain to be met. At the Ministry of the Interior's Civil Servant Training Institute in Kenitra, one and two-year programs have been organized to prepare experienced officials for assignments in the local collectivities division and the economic and social division of provincial government administrations. And, in one province, El Jadida, a one-month workshop was organized on an experimental basis to train new administrative secretaries to be assigned to the vital statistics and registrar office and to the finance office of the province's communes. More experimentation is needed with combinations of short-term preparatory training followed by systematic intermittent up-grading so that staff can be recruited locally and relocation problems avoided.

### b. Technical

#### @ "Centres de Formation des Cadres Techniques" (CFCTs)

Three CFCTs are operational, two new one should go into service before the end of 1981, and two more are anticipated in the 1981-1985 Plan. One of the centers (in Sale) trains technicians

("adjoints techniques") in horticulture and landscaping in a two-year program. The other centers focus on civil and construction engineering. Candidates who have completed secondary school in science or math (with or without a degree) take a two-year course to become technicians. Candidates with five years of training to be classified as supervisors ("conducteurs de travaux") or draftsmen ("dessinateurs"). Field demand for technical personnel appears to be great.

#### @ Other Programs

No other technician pre-service training has been organized to date, but there could be a need for short-term training if there are significant levels of transfers of technical personnel from national to local civil services.

### 3. In-Service Training

In late 1980 and early 1981, seminars were organized at the regional and provincial levels for commune council "bureau" members (presidents and deputies) and budget officers. More such interventions are anticipated to help elected officials better assume and cope with their responsibilities. As information flows in to DFC regarding activities and performance in the local collectivities, needs for in-service training or local civil servants are expected to appear. In an example of such training, twenty provincial officials responsible for purchasing and contracting took a one-month course in public procurement at the MOI training institute in Kentra in May 1981. The DFC wants to, and should, develop an ability to ensure that such needs are met, whether by its personnel, others in the GOM system, or private Moroccan contractors. The present target of up-grading 10,000 officials in 1981-1985 looks over-ambitious.

#### E. Applied Research and Evaluation

Considering the lack of experience that exists in managing local units of government in Morocco with significant economic and social responsibility, and the similar lack of experience there is in training people for such work, evaluation and research are very important. The DFC is anxious to develop feed-back mechanisms to permit evaluation of its training efforts. Doing this will require not only system design, but also training for staff not accustomed to think of training as having objectives other than those whose attainment is measured by test scores and numbers of graduates. There is no formal or informal evaluation system now to provide feedback once trainees leave their centers or workshops.

The Director of the DFC recognizes that appropriate applied research can generate useful information for policy and program planning, and he intends to support it. The need is particularly great, of course, because the decentralization process is so new in Morocco (as in many

other developing countries). Ensuring solid research design and supervision to produce good analytic as well as descriptive results is likely to be a major challenge, but it should be increasingly possible through the use of contract services of Moroccan and/or expatriate specialists and institutions.

F. Communications with and Among Communes/Provinces

The people in the communes, the Councils they elect and their officers (President, Deputies, Budget Officer) are only gradually learning the meaning of their new responsibilities and authority. They must forget the lessons of long years that taught them how to get things done by the central government, and must learn the extent and limits of their own new power, and how to use it to provide themselves much for which they used to turn to Rabat. To a certain extent, communal and provincial civil servants are in a similar situation. The DFC is aware that its training/informing activities need not and should <sup>not</sup> be limited to classrooms, but should include communications via other media. Care will have to be taken to avoid conflicts with other GOM entities, but objectives and options should be explored to complement classroom training as a way to improve administration of local collectivities.

G. Consulting and Technical Assistance

The DFC recognizes that there are likely to be situations in which training alone will not suffice to ensure satisfactory administrative or technical performance, and in which consulting or technical assistance interventions are needed. This function is performed by another Directorate, and will be very important. In addition, DFC's applied research program can be expected to produce recommendations for improvements in procedures or systems which can be considered by higher authority.

Figure II on the following page indicates forms of recommended USAID assistance to DFC and their relationship to the program elements here discussed. These are further broken down into program budget elements for US support in Table II.

FIGURE II: POSSIBLE ELEMENTS OF USAID SUPPORT FOR MOI/DFC PROGRAM

(a) Direction de la Formation des Cadres (b) Institut Supérieur (c) Centre de la Formation Technique (d) Centre de la Formation Administrative (e) Other

	(a) Direction de la Formation des Cadres	(b) Institut Supérieur	(c) Centre de la Formation Technique	(d) Centre de la Formation Administrative	(e) Other
A. Organization Development	1. Organ. Des. & Job Def. \$	Tech. Ass. if needed			
	2. M.I.S. \$ Equip. DH				
B. Program Planning...	3. Tr/STM with Cntr Dir's \$	-	Trng: see (a) 3	Trng: see (a) 3	
	4. Tech. Ass. to complement trng, if need \$ (see note below)	if needed			
C. Training Resources	5. TrAdm/US degress ( ) \$	TrAdm/US degress ( ) \$			
	6. TrMgmt/STM à la Cvrdaie w/Cntr Dirs \$		Trng: see (a) 6	Trng: see (a) 6	
	7.	TOT & Lib US deg ( ) \$			
	8. TOT/STUS \$		TOT/STM \$	TOT/STM \$	TOT/STM for elected off'ls \$
	9. Eq. Doc. Cn \$		Basic lib'y \$		
	10. Cases, AV \$		Cases, AV \$	Cases, AV \$	
D. Training Program Elected Officials	11.				TOT: see (e) 8
	12.				US visits
	13.				( pers. ) \$
MOI Prov. staff	14.		see (c) 6,8,9,10		see (b) 5,7,8 for STM
	15.				
Commune Staff	16.		see (c) 6,8,9,10	see (d) 6,8,10	
	17.		PCV team		
	18.		Pedag. Equip. DH		
Preparatory	19.		see (c) 6,8,9,10	see (d) 6,8,10	see (c,d) 6-10 (a,h), 18,19
In-Service	20.	see (b) 5,7,8,9, 10,18,19			
	21.				see (e) 13,15
E. Research and Evaluation	22. T. Ass. ( pm ) \$	T. Ass. ( Fulbright )			
	23. Mor. Research Contracts DH	M. Res. Cont's DH			
F. Communications					
G. Consulting & Technical Assistance					

DH: all dirham costs, for consideration if dirham resources become available

- M.I.S. : Management information system
- STM : Short-term training in Morocco
- STUS : Short-term training in U.S.
- TOT : Training of trainers
- T. Ass.: Technical Assistance

NOTE: Some technical assistance is likely to be needed as a follow-up to most short-term training to facilitate application of what is learned; evaluation field work is also assumed as a part (in concept, not in time) of the training activities.

Local Government Training Program Components

Recommended for USAID Support

These are preliminary program budget items of predominantly dollar costs. It is assumed that GOM pays local costs of all trainees and transatlantic air fares for Moroccans, and that AID inputs are provided via the National Association of Schools of Public Affairs and Administration Cooperative Agreement, except for a contracted management training program in Morocco.

I. FY 1982 Development Training and Management Support Project

A. Planning TDY, October 1981 (Roberts)	\$6,000
B. D.F.C. Consultants: Organization/Staffing Specialist Information Systems Specialist (note: Equipment-Apple II and peripherals if dirhams are available)	\$20,000
C. Training of Trainers for Elected Officials (including a trial seminar for same, and evaluation at the time) 2 consultants (Roberts and _____)	\$22,000
D. D.F.C. 6 MPA or MBA <sup>(1)</sup> candidates to US, August 1982, if candidates and funds are available, otherwise the balance to be sent in FY 1983.	\$180,000
TOTAL, FY 1982	\$228,000

II. Fiscal Years 1983-1988, Sector Support Training Project<sup>(2)</sup>

A. D.F.C. Management Course in Morocco (Coverdale type) under contract with training firm	\$88,000
4 MPA or MBA candidates to US, Jan. or Aug. 1983 (if only 2 are sent in FY82; the final figure will be the difference between 6 and the number going in FY82)	\$120,000
8 people to US for short-term training	\$80,000
Program planning techniques workshop (DFC with Institute & training centers people), 2 expatriates	\$20,000
Workshop on topic to be determined, or repeat of program planning workshop. 2 expatriates	\$20,000

(1) On approval of a participant-trainee selection committee, MOI personnel concerned with local collectivities but not necessarily part of the central DFC staff will be eligible for selection. The "MPA or MBA" degree designations should be taken as illustrative. For example, an engineer might be selected for advanced training for a role as director of a technical training school

(2) Once scholarships for degree study here designated have been used, MOI/DFC will be eligible to propose candidates to the committee selecting participants under the Sector Support Training Project.

B. Higher Institute for Local Collectivities

- |    |   |          |
|----|---|----------|
| 1. | 3 MPA or MBA candidates, January or August, 1983<br>(e.g. training and training administration,<br>documentation/information systems, project/<br>program management) | \$90,000 |
| 2. | 8 people to US for short-term training  | \$80,000 |
| 3. | Books and documentation center equipment<br>(mainly microfilm/fiche production and<br>utilisation equipment)  | \$15,000 |
| 4. | Applied Research and/or Evaluation Collaboration<br>12 person weeks & 4 rnd trips from US   | \$24,000 |

C. Training of Trainers (numbers per center and themes  
subject to change to fit needs)

- |    |  |          |
|----|--|----------|
| 1. | Core staff and part-time staff of Administrative<br>Training Centers.   a. Training of trainers<br>b. Utilization Review | \$28,000 |
| 2. | repeat of above  | \$28,000 |
| 3. | repeat of above  | \$28,000 |
| 4. | Core staff and part-time staff of Technical<br>Training Centers.   a. Training of trainers<br>b. Utilisation review      | \$28,000 |
| 5. | repeat of above  | \$28,000 |
| 6. | repeat of above  | \$28,000 |
| 7. | Financial Management Training Workshop<br>a. Training of trainers; b. utilisation review                                 | \$28,000 |
| 8. | repeat of above  | \$28,000 |
| 9. | repeat of above  | \$28,000 |

D. Elected Officials

1. Utilization Review of 1982 Training	\$6,000
2. Training of Trainers, round 2; a. training of trainers; b. utilization review	\$28,000
3. U.S. Participation in Moroccan conference for elected officials (3 from the US)	\$18,000
4. Development of video tapes and/or other media to disseminate in Morocco results of elected officials' visits to the US	\$44,000
5. Participant visits to the US, 3 people (US travel and per diem only)	\$15,000
6. repeat of above for 3 more people	\$15,000

E. AID/Contractor Program Management, Review and Evaluation

1. Program Management (via contractor)	\$150,000
2. Evaluation, FY 1984	\$15,000
3. Evaluation, FY 1986	\$15,000

Sub-Total \$1,095,000

Assumption for inflation (multiplier of 0.34, representing  
10% annually, including FY 1983) 372,000  
TOTAL, Life of Project (rounded figures) \$1,467,000

USAID/Rabat, 10/22/81 - K.L.Kornher (ST/RAD)

#### IV. Design Considerations

1. Relationship to Strategy of Sector Support Training Project. The five-year Sector Support Project, planned for initial FY 83 obligation, is intended to expand the supply of skilled managers and technologists working in significant development sectors. Meeting pervasive needs for mid-level management and technical cadre is central.

The of a specific and substantial portion of the proposed Sector Support Training Project over the five years, to strengthen the Ministry of the Interior's program for training local government cadres, principally through the development of indigenous management and training capacity, would address this objective in the following ways:

- a. Help increase the quantity and quality of administrative and technical graduates of the 18 existing and planned Ministry of Interior schools plus the outputs of in-service training programs serving officials at the local government level
- b. Strengthen the capabilities of local authorities to coordinate sectoral programs, e.g., in housing, health, nutrition, social service, education, and forestry so that the inputs of central government ministries and agencies will better address interrelated local needs and complement each other.
- c. Create a more effective "demand schedule" for the service of such sectoral ministries/agencies by better equipping local elected leaders to articulate local need and influence the amount, quality and relevance of central services that reach people at the "grass roots" level of the commune.
- d. Strengthen local mechanisms for private initiative and organizing associations which serve development needs; create opportunities for private enterprise, and complement government service.
- e. Strengthen the effectiveness and efficiency of local investment both in relation to central services and as a complement to them, e.g. by better use of funds allocated to local authorities for infrastructure (housing, potable water, roads, telephone lines, health facilities, markets, etc.).
- f. Strengthen the local perspectives and operational linkages of specific USAID projects, notably Integrated Forestry Development, Health Management Improvement, Title II programs, Housing, Nutrition, Renewable Energy and Dryland Agriculture Applied Research. (This is not to suggest that such linkages will evolve with all of these projects, but that the opportunities will exist, some of which can be implemented.)

- g. Strengthen communication and cooperation between the Ministry of Interior and USAID regarding integrated development perspectives at all levels from local to central through which the investments and services mentioned above can be made more responsive to local needs.

This would be done through a combination of participant and in-country training focusing on creating indigenous capacity which will remain in use following termination of USAID inputs. A substantial part of this training will be in-country, tailored to specific needs. The cost-effectiveness of the combination of US and/or third country plus in-country training is expected to be greater than would be the case with only the former because of the tailoring, the more narrow focus it will have, the flexibility it offers, and the great numbers that can be reached for a given sum.

## 2. SocioEconomic Feasibility Note

The Commune Charter of 1976 gives communes elected councils with responsibility for identifying and implementing social and economic development activities. (see Figure II). Those activities being given highest priority by the local councils tend to be roads, housing, medical facilities, and schools. The proposed project is designed to train for posting to the communes, particularly the 761 rural communes, administrative and technical staff that will permit them to take increasing control of the planning and implementation of general public services and of local development projects. The communes presently have responsibility and authority for such activities, but because they lack administrative and technical staff qualified to manage them in most cases, much control is still exercised by provincial authorities appointed by the central government. This is less the case with urban than with rural communes. The former tend to be relatively well staffed and thus to be able to manage programs themselves. The present project activity would accelerate the rate at which local level control can be shifted to the rural communes, heightening the involvement of the beneficiaries in the case of development projects.

## 3. Technical Feasibility Notes

- US participant training:--language training is required, but the Mission has a large participant training program and is accustomed to dealing with such needs.
- problems have arisen in obtaining salary/grade increases for people obtaining US training, but this seems to be primarily with those who have a local "maitrise" and obtain a US masters degree, which to GOM considers to be the same; the problem has been discussed with the DFC and the focus will be primarily on candidates without the maitrise.
  - the applicability of the results of the type of US training proposed is demonstrated by returned Moroccans with US training, including the director of the DFC whose PhD was obtained in the US.

Short-term in country training:--the use of civil servants as part-time trainers is customary here and is not likely to pose real problems. Training them as trainers is not customary, but DFC assures the Mission that people can be freed for such training and that commitments can be obtained as to later availability to serve as trainers for DFC (most will be MOI staff to facilitate this operation by keeping it largely in-house).

--emphasis will be on increasing the ability of experienced people to communicate to others their knowledge and skills, and to generally enhance the capabilities of the latter on the job; this will involve continual testing and evaluation of methodology but none of what is contemplated is unknown in Morocco, although little of it is commonplace. Problems of cultural fit will be minimized by continuing evaluation and adaptation.

--post-program continuation of the training is to result from the focus of USAID resources on training capacity development, on building a sufficient pool of trainers that some loss can be absorbed, and on using Moroccans to help train trainers and thus to develop that capacity, as well.

FIGURE II

Dahir portant loi No. 1-76-583 du 5 chaoual 1396  
(30 septembre 1976) relatif a l'organisation communale

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Le conseil exerce, notamment, les attributions suivantes :

- 1° Il vote le budget de la commune, examine et approuve le compte de l'exercice clos dans les formes et conditions prévues par la législation en vigueur.
- 2° Il définit le plan de développement économique et social de la commune conformément aux orientations et objectifs retenus par le plan national et à cet effet :
  - a) Il fixe, dans la limite des moyens propres à la commune et de ceux mis à sa disposition, le programme d'équipement de la collectivité ;
  - b) Il propose à l'administration les actions à entreprendre pour promouvoir le développement de la collectivité lorsque dites actions dépassent la limite de la compétence communale ou excèdent les moyens de la commune et ceux mis à sa disposition.
- 3° Il arrête les conditions de réalisation des actions de développement que la commune exécutera, avec l'accord des administrations publiques ou des personnes morales de droit public, dans les domaines relevant de leur compétence.
- 4° Il décide de la création et de l'organisation des services publics communaux et de leur gestion, soit par voie de régie directe ou de régie autonome, soit par concession.
- 5° Il examine les projets de plans d'aménagement ou de développement de la commune.
- 6° Il arrête, dans les limites des attributions qui lui sont dévolues par la loi, les conditions de conservation, d'exploitation et de mise en valeur du domaine forestier.
- 7° Il décide de la participation financière de la commune aux entreprises d'économie mixte d'intérêt communal ou intercommunal.
- 8° Il est préalablement informé de tout projet devant être réalisé par l'Etat ou tout autre collectivité ou organisme public sur le territoire de la commune.
- 9° Il donne son avis toutes les fois que cet avis est requis par les lois et règlements ou qu'il est demandé par l'administration.
- 10° Le conseil règle également par ses délibérations les affaires qui relèveront de sa compétence en exécution de l'article 44 du dahir n° 1012-68 du 11 chaoual 1388 (31 décembre 1968) portant loi de finances pour l'année 1969.
- 11° Le conseil peut émettre des vœux se rapportant à toutes les affaires locales. Toutefois, il lui est interdit de formuler des vœux à caractère politique ou étrangers aux objets d'intérêt local.

Les propositions et les vœux sont transmis aux autorités compétentes en la matière.