

FD-Admin-263
196928

Training for Development Project Amendment

A HERNS Report

Prepared under Contract FAO-0071-I-U 7-3070-00
For
USAID/Morocco

By
Ezzeddine Moudoud and Jeanne Moulton

March 1995

The HERNS Team

Aguirre International • InfoStructure International • World Learning Inc.

Executive Summary

Problem Statement

As the economy of Morocco continues to develop at an impressive rate, the government is making every effort to support the development of the nation's human resources as a key to sustaining that growth. But the demand for skilled people at every level--policy making, managerial, technical, and basic levels of production and service--is too large for the existing infrastructure to meet. The government has used donors' help to bolster its own training resources in both the public and private sectors.

The U.S. Agency for International Development's (USAID/M) Training for Development project (TFD) is the current project in a series that has provided significant assistance to Morocco's development of human capital. As one of USAID/M's main mechanisms at the program level for providing training expertise and financial resources, the TFD project requires amendment in order to bring training in line with the mission's strategic objectives. This is so for three reasons:

- Following major changes agency-wide, USAID/M's strategy in development assistance has changed. The mission now has three broad objectives: (1) Reduced fertility and improved health of children under five and women of child-bearing age, (2) Improved environmental and natural resource management in selected priority areas, and (3) Expanded base of stakeholders in the economy, targeting people of below-median income. It also has two targets of opportunity: (1) Increased effectiveness of key institutions in supporting citizens' rights and civic participation, and (2) Increased opportunities for educational attainment, especially among rural girls and women.
- Based on its own pioneering work and in the agency's changes in policies and procedure regarding participant training, the mission has significantly revised its approach to training. It has adopted a new Country Training Strategy.
- The project itself has experienced some difficulties that need to be addressed if training resources are to be used most effectively to reach the mission's new objectives. These are mainly related in the delays encountered in focusing on particular sectors, in the shift in attention from public sector to private sector training, and in the need for agreement on indicators of progress and success.

USAID/Morocco's Country Training Strategy

The Country Training Strategy is the framework within which the amended TFD project will operate. It sets for the approach to training that USAID/M has decided to take and particular methodologies that help to operationalize that approach. The strategy will guide USAID/M in providing high-quality training that results in improved human capacity in the sectors and institutions in Morocco related to USAID/M's strategic objectives.

The Country Training Strategy has four interlinked aims:

- To create and maintain clear links between USAID/Morocco strategic objectives and training activities as interventions to achieve strategic objectives
- To focus on those people who have potential to effect change
- To provide opportunities for quality training in Morocco and the United States
- To help ensure that training results in improved knowledge and skills on the job.

The strategy uses a distinct methodology at each of three levels to achieve these aims.

- At the sectoral level, USAID/M works with counterparts in targeted sectors to describe the problems it addresses, map the systems that deliver services in the sector, and determine which institutions are key to service delivery.
- At the institution level, USAID/M helps the staffs of selected training institutions that are key to service delivery within the targeted sectors design and implement long-term strategic training plans that can become the basis for government investment and donor support (including USAID's support).
- At the individual level, USAID/M supports the training institutions in devising individual training plans and follow-up programs for those it trains, ensuring that training will result in more effective work on the job.

Project Description

The amended project, overall, retains the structure of the original project but redirects it away from direct beneficiaries who are exclusively in the private sector to beneficiaries in health and population, environment and natural resource management, economic growth, civic participation, and education.

- The **goal** of the project is to remove constraints to the human resource capacity needed to achieve Morocco's development goals.
- The two **purposes** of the project are:
 - (1) To improve Moroccan managerial and technical skills in those sectors related to USAID/M's strategic objectives and targets of opportunity: Health and population, environment, economic growth, civic participation, and basic education
 - (2) To strengthen Morocco's in-country training capacity in these sectors

- **The project is expected to result in the following end-of-project status:**
 - (1) Each targeted institution within the sectors of health and population, environment, economic growth, civil participation, and basic education has the capacity for strategic planning to alleviate human resources constraints.
 - (2) Within each of these sectors, there is a core of trained people in positions to implement the goals of the sector.
 - (3) Each training organization selected for support has built its capacity to the level negotiated with USAID.
 - (4) Each selected training organization has demonstrated that the training it offers has improved performance on the job of those who have completed training.

- **The outcomes of the amended project are stated less in terms of quantities and more in terms of events:**
 - (1) A critical mass of trained personnel in each of the selected sectors.
 - (2) Capacity for strategic planning on an ongoing basis in at least two sectors relevant to USAID/M's strategic objectives.
 - (3) At least one training organization in each of at least two sectors that is better managed, offers curricula and instructional materials relevant to needs for new knowledge and skills, has effective training staff, and uses instructional methodologies that result in learning.
 - (4) At least one successful linkage between a Moroccan training organization and a U.S. training organization for the purpose of transferring appropriate U.S. training technologies.

Because the present TFD project has put into place the mechanisms for training, the amended project retains the two original components.

Component 1 is to strengthen in-country training. This is done through providing technical assistance to selected sectors in strategic planning for human resources development and to selected training organizations. Component 1 also gives technical assistance and funding as needed to foster sustainable linkages between these organizations and U.S. training organizations.

Component 2 is to improve Moroccan technical and managerial training capability. This is done through providing short-term management and technical training as well as

graduate-level training in the United States, and English-language training and short-term technical and managerial training in Morocco.

Coordinating with Other Donors

In executing these components, the mission and project staff will keep in touch with other donors who are involved or contemplating activities in *formation continue*. There are significant interventions in the planning stages, which this project hopes to influence in order to maximize complementarity and prevent duplication of effort.

Technical Issues

The shift in focus from the private sector to the sectors related to USAID/M's strategic objectives affects a number of decisions that must be made in the context of most training activities that will be proposed. The amendment team conducted a brief survey of mission activities in order to explore these decisions and related issues:

- **Complementarity** of training activities: How will TFD project activities related to bilateral-project training activities? This report concludes that TFD can complement bilateral project activities when training resources are not specified in work plans, training needs are unforeseen, training needs are cross-sectoral, projects require pedagogical expertise, projects in the planning stage see opportunities to send anticipated counterparts on study tours, workshops, and so on.
- **Short-term training**: What are the implications of the project amendment for how short-term training is planned and executed? This report concludes that improvements in short-term training should continue along the lines of the current project design.
- **Linkages**: What has the Mission learned from experience in linking Moroccan institutions with U.S. institutions for purposes of training and development? This report recommends that the project continue to explore linkages, but that it set clear criteria for the selection of linkages and that these be limited to what the project can support until the linkages become self-sustaining.
- **Selection**: How will candidates for training be selected? This report recommends that the selection of individual trainees become a function of sector training strategies.

Project Implementation

With some exceptions, the project implementation remains consistent with the original project design. But while the original project was signed by the Ministry of Public Works, the DFC is in the process of moving to the Ministry of Higher Education (*Enseignement Supérieur*), which will sign the amendment. The Ministry of Higher Education, through the DFC, will have responsibility for ensuring compatibility of project implementation with long-term economic development goals of the Government of Morocco. USAID/Morocco, through its

Population, Health, and Human Resources (PHHR) Division, will monitor the project. This division, through its Human Resources Office, will also implement U.S. training through the participant placement contractors managed by USAID/Washington's Office of Human Capacity Development in the Global Bureau (G/HCD) and its contractor, PIET. A U.S. institutional contractor will continue to manage all aspects of in-country training and technical assistance, and provide technical assistance to Moroccan training organizations.

Implementation Issues

Three significant implementation issues remain for USAID/M to resolve:

- Which government agency is the project's counterpart and what is its role? This report recommends that USAID/M (1) continue current arrangements with the DFC for formal agreements but also explore other ways to involve government stakeholders in monitoring and follow-on activities, (2) formally include ministry training offices as project partners, and (3) abandon the system of "marketing" training programs via the DFC; deal instead directly with key institution staffs to determine training needs and design programs to meet those needs.
- To what extent should present commitments to the 14 partner institutions be maintained? This report recommends that USAID/M decide on a limited number of partners to retain based on resources available and on the partner's potential for providing services in the sectors targeted by the amended project, its performance to date, and, perhaps, its potential for cost-effective support.
- What is the future role of the Joint Advisory and Selection Committee? This report recommends that the committee no longer play a selection role but that it continue an advisory role; in order to maintain flexibility in developing that role, it should not be described in the amendment document.

Monitoring and Evaluation Plans

The original project design describes a monitoring plan based on the Project Training Management System (PTMS) and a standard evaluation plan that includes an interim in-house evaluation and external mid-term and final evaluations. The amended project makes some modifications to these, based on what has actually transpired and lessons learned. The amendment also proposes some basic indicators of progress and impact, to be more fully developed by stakeholders in the project.

Table of Contents

Problem Statement	Page 1
Changes in USAID/Morocco's Strategy in Development Assistance	1
Changes in USAID/Morocco's Approach to Training	2
Difficulties in the Current Project	2
Summary	3
USAID/Morocco's Country Training Strategy	4
Aims of the Strategy	4
Components of the Strategy	5
Implementation	7
Summary	8
Project Description	9
Goal	9
Purposes	9
Project Outcomes	10
Project Components	11
Donor Activities	15
Technical Issues	19
Mapping USAID/Morocco Training Activities	19
Conclusion: Complementing Project-Supported Training	23
Conclusion: Short-Term Training	25
Conclusion: Building Moroccan Capacity Through Linkages	27
Candidate-Selection Criteria and Qualifying Procedures	29
Project Implementation	31
Project Implementation Entities	31
Implementation Issues	35
Monitoring and Evaluation Plans	41
Monitoring Plan	41
Evaluation Plan	41
Indicators	41
Audits	44
Annex A: Survey of USAID/Morocco Training Activities: Notes on each Project	45
Appendix B: Survey Interview Guide	67
Appendix C: Documents and Persons Consulted	72

Problem Statement

Morocco continues to be faced with a lack of sufficient means to reduce the human capacity constraints to achieving its development goals. Many of USAID/Morocco's projects have addressed this need with training and technical assistance, but the demand for people to fulfill functions in most sectors of the economy persists. Often, administrative reforms instituted at high levels require thousands of people be retrained in procedures. The introduction of better practices, such as in health care delivery, involve the retraining of health care workers throughout the country. As is the case anywhere, the best of visions and plans cannot be implemented until individuals in many functions acquire the knowledge and skills to carry them out.

The problem of insufficient human capacity affects USAID/M's activities designed to assist Morocco in meeting its development goals. This problem has three dimensions within USAID/M's program. First, during the past half year, USAID/M has revised its strategic objectives, creating a rupture between those objectives and its training focus and strategy. The Human Resources Office has not been oriented to intervening with training solutions to achieve the full array of USAID/M's strategic goals. Second, the project has not always been able to implement follow-on activities to training, which would ensure that trained participants use their new skills and knowledge on the job. And, third, the current training project is encountering difficulties in its strategy to meet private sector needs.

Changes in USAID/Morocco's Strategy in Development Assistance

USAID/M has recently revised its strategic objectives, reducing its focus on the private sector as the major engine of economic growth. USAID/M now has *three strategic objectives*:

- Reduced fertility and improved health of children under five and women of child-bearing age
- Improved environmental and natural resource management in selected priority areas
- Expanded base of stakeholders in the economy, targeting people of below-median income;

and *two targets of opportunity*:

- Increased effectiveness of key institutions in supporting citizens' rights and civic participation
- Increased opportunities for educational attainment, especially among rural girls and women.

To date, USAID/M's centralized training projects have not been aimed directly at intervening with training solutions for meeting USAID/M's strategic goals. The Sector Support Training

(SST) project (1983-93) was intended to send Moroccan civil servants to the United States for training, but not necessarily those related to USAID/M's projects. The Training for Development project focuses on the private sector, and, while it provides for training public sector people, these people are not necessarily in positions related to USAID/M's strategic objectives.

Changes in USAID/Morocco's Approach to Training

Findings of the recent evaluations of USAID/M's Sector Support Training (SST) project and the Training for Development (TFD) project point to the need for a systematic revamping of USAID/M's *approach* to training. The SST evaluation, conducted in November 1994, states:

While the administrative tasks and pre-departure orientations are well covered and well appreciated by returnees questioned, the training monitoring and follow-up functions in-country are not well covered, save the efforts of USAID staff to maintain telephone contacts with employers as long-term trainee reports arrive. While we acknowledge that this is a project conceived twelve years ago, when attention to impact was not as pronounced as it is currently, we note that crucial functions--mainly training needs analysis and follow-on--are missing, making training impact evaluation next to impossible.

...we conclude that the project failed to assign responsibility for ensuring or monitoring training impact, based on our inability to find that major training management functions such as training needs analysis and training follow-on were not part of either DFC or USAID's major tasks (pp. 66-67).

The TFD Project Paper attempts to remedy the insufficient attention to training impact through follow-on activities (pp. 26-28):

This project will examine the feasibility of many types of follow-on activities....The type of follow-on efforts for this project will be substantive and will provide returnees with an incentive for involvement. (pp.27-28).

Yet the interim evaluation of this project, conducted in June-July 1994, determined that follow-on activities were not sufficient.

We did not find at the individual level any indicators of training impact....For in-country training activities, individual impact has not been planned for in an organized fashion (p. 52).

Thus, the project components require some adjustment to increase the likelihood that follow-on activities, which are critical to ensuring results from training, are instituted.

Difficulties in the Current Project

The TFD project is encountering difficulties in its strategy to meet private sector training needs. As pointed out in the interim evaluation of the project, a number of difficulties are preventing the project from achieving its purposes. (We refer the reader to the evaluation report for a more complete analysis of these problems.)

First, the project has not succeeded in selecting a limited number of sectors in which to focus its resources. This focus is incompatible with the decision to work with 14 partner training institutions, which, among them, do not represent any sector focus.

Second, it has become evident that the project's resources are spread too thin in helping 14 training institutions simultaneously. It has been difficult to follow through with many of them on an individual basis, as intended, to build capacity.

Third, the four institutional linkages called for in the project design are not being developed as anticipated. Project staff have made laudable efforts to foster these linkages, but for reasons discussed in the section on Analyses, these need to be reconsidered in view of the overall rationale for their role in achieving the project's purposes.

Fourth, tension between the orientation of the *Direction de la Formation des Cadres* (the DFC--the project's counterpart in the Ministry of Public Works) toward producing targeted quantities of trained participants and the orientation of USAID/M toward building capacity for training in Morocco has not abated, despite continued efforts to resolve this problem.

Finally, the project's expectation of setting quotas for trainees from the private sector and the public sector has met with two constraints. The demand from the private sector has not been great enough to fill its share of the slots. And the limit of slots for the public sector has prohibited marketing opportunities more aggressively within the government, including those sectors of the government related to USAID/Morocco strategic objectives.

Summary

In sum, the TFD project, as one of USAID/M's main mechanisms at the program level for providing training expertise and financial resources, requires amendment in order to bring training in line with USAID/M's strategic objectives.

USAID/Morocco's Country Training Strategy

Preliminary and essential to amending the TFD project is articulating USAID/M's Country Training Strategy, which has been emerging within the Human Resources Office based on a continuum of events:

- Years of experience in organizing training activities
- Work with Human and Educational Resources Network Support (HERNS) project consultants on the evaluations of the SST and TFD projects
- Dialogue with USAID/G/HCD on revisions to Handbook Ten.

The Mission's Country Training Strategy is the framework within which the amended TFD project will take place. In this chapter, we describe that strategy.

Aims of the Strategy

Revisions to USAID/Washington's Handbook Ten propose that "all training will be directed toward building the human resource base in support of...USAID/Morocco strategic objectives" and that the strategic relationship of training to USAID/M's development objectives will be described in USAID/M's strategy statements. USAID/M has been on the cutting edge of the move in this direction.

Our Country Training Strategy has four distinct though interlinked aims:

- To create and maintain clear links between USAID/Morocco strategic objectives and training activities as interventions to achieve strategic objectives
- To focus on those people who have potential to effect change
- To provide opportunities for quality training in Morocco and the United States
- To help ensure that training results in improved knowledge and skills on the job.

Taken together, these aims will guide USAID/M in providing high-quality training that results in improved human capacity in the sectors and institutions in Morocco related to USAID/M's strategic objectives.

Components of the Strategy

The Country Training Strategy has three components. Each of these is a methodology that addresses a particular level of strategic planning for training:

- Sector

- Institution
- Individual

Sector Level

The sector-level methodology is used for identifying and responding to training needs at the sector level. Here we are limiting our definition of "sector" to those specific sub-sectors implicated in USAID/M's strategic objectives. For example, in the health and population sectors, we limit our definition of sector to those sub-sectors dealing with reducing fertility and improving the health of women of child-bearing age and children under five. In the environment sector, we focus on those areas that USAID/M is in the process of determining as high priority. In economic growth, we are limited to those sub-sectors that influence the expansion of stakeholders in the economy.

The main steps in this methodology are to:

- Describe the sector's reason for existence and problems it addresses
- Map the systems that deliver services in the sector
- Determine which institutions are key to service delivery.

Institution Level

The institution-level methodology is used for identifying and responding to training needs in institutions that are key to service delivery within the targeted sectors.

The main steps in this methodology are to:

- Examine the environment in which the institution exists, internal and external, and its relationships to major forces in the environment
- Identify the constraints that exist in operations in these institutions
- Identify those constraints that can be reduced by human resource development activities (improving individuals' skills, knowledge, and/or attitudes)
- Create strategy options capable of reducing constraints that can be alleviated by training. (What subjects, to whom, training methods, when, where)
- Develop criteria/procedures for selecting among these options
- Collect the data needed to select a strategy
- Select a strategy
- Develop operational plans, including a training management system, plans for

obtaining resources for training (financial, human, material), and indicators of progress and impact, and monitoring and evaluation plans

- Derive from the strategy an initial annual Training Plan
- Implement the plan
- Conduct periodic evaluations to measure indicators of progress and impact at each level.

Detailed activities in both the sector-level and institutional-level methodologies can be found, for example, in the manual produced for USAID by Creative Associates International, Inc., *How to design a country training strategy for its impact on development* (draft, October 1994).

Individual Level

The individual-level methodology is used for identifying and responding to training needs of those persons whose lack of skills, knowledge, and/or attitudes appear to constrain the institution in meeting its goals. These constraints are revealed by means of the institutional analysis.

The main steps in this methodology are the following:

- Based on systematic analysis of training needs at the institutional level, define for each individual training objectives and indicators of training impact
- Reach agreement on needs, program, and follow-on with trainee, employer, USAID, and trainers
- Select/formulate training course (ICT, US, both) based on training needs
- Conduct systematic follow-on of trainees in their work place.

Detailed recommendations on each of these steps are presented in the evaluation report on the SST project (for a summary of such recommendations, see pages 79-86).

Implementation

In order to implement the new Country Training Strategy, USAID/M intends to undertake a series of three activities:

- Conduct a training needs assessment and training within the Human Resources Office.
- Hold an event for all USAID/Morocco program and project officers to orient them to the new strategy.

- Work with selected program committees to develop sector training strategies.

Human Resources Office Assessment and Training

The Human Resources Office staff is being asked to take on new responsibilities, which may well require that they learn new skills. Until now, their daily work has been largely consumed with processing candidates for U.S. training. The level of work in this area has begun to fall as a result of the TFD project's effort to replace U.S. training with in-country training as the capacity is built. USAID/M needs to conduct an assessment at the institution level--in this case, the Human Resources Office--in order to scope out in detail the new role of the Human Resources Office vis-a-vis USAID/M and the TFD project contractor.

This assessment will help determine what skills and knowledge Human Resources Office staff need to implement the Country Training Strategy. We expect to find room for growth in some or all of these areas:

- Adult training basics (adult learning and its relation to training programming)
- Training needs assessment techniques
- Defining training objectives
- Matching training methods to training objectives
- Feedback and monitoring techniques
- Evaluation basics.

USAID/Morocco Event

We consider it of high importance that USAID/M staff, particularly those who manage projects, recognize the significance of the Country Training Strategy and their own roles in it. We therefore plan to hold an event for all USAID/Morocco program and project officers to orient them to the new strategy. This event should result in several positive outcomes. First, we will have a common understanding within USAID/M of how the Human Resources Office will work with other staff. Second, we will have the opportunity to get additional input into the new strategy from staff. (This process has already begun through dialogue with the Human Resources Program Committee during the process of formulating this amendment.) Finally, the event will allow us to probe the interest within each program area in becoming one of the first to initiate strategic planning for training with their counterparts in the sectors in which they work.

Sector Training Strategies

Based on our assessment of need and interest within the program committees and project staff, we will begin work on one or two sector training strategies. This activity will entail the collaboration of both project officers and their counterparts, as well as other individuals they identify within the sector. The reasons for working through project officers are, first, to get a window on the precise subsectors within which their projects have activities; second, to make project officers aware of TFD activities; and, third, to ensure that TFD activities complement, not duplicate, training activities within the project itself.

The TFD contractor will take the lead in managing the activity (see the following sections on Project Description and Project Implementation). The sector training strategy team will follow the basic methodology outlined above for assessing sector and institutional needs. We expect that the resulting sector training strategies will vary considerably depending on USAID/M's program in that sector and the status of training activities within the sector (contractor assists in this exercise).

This activity will also help the Human Resources Office and the TFD project staff determine in each sector which training organizations, if any, should receive USAID/Morocco support.

Summary

The Country Training Strategy is the framework within which the amended TFD project will operate. It sets for the approach to training that USAID/M has decided to take and particular methodologies that help to operationalize that approach. The strategy will guide USAID/M in providing high-quality training that results in improved human capacity in the sectors and institutions in Morocco related to USAID/M's strategic objectives.

Project Description

The amended project, overall, retains the structure of the original project but redirects it away from direct beneficiaries who are exclusively in the private sector to beneficiaries in health and population, environment and natural resource management, economic growth, civic participation, and education.

Goal

The goal of the project is to remove constraints to the human resource capacity needed to achieve Morocco's development goals. This amended goal shifts the focus of the project away from "the development of open markets" and the private sector toward a broader array of development goals in health and population, environment and natural resource management, economic growth, civic participation, and education in rural areas.

While making this critical shift, however, the amended project retains, on the whole, the training strategy and mechanisms of the original project. It will become USAID/M's in-house source of training expertise--critical to every project that attempts to teach skills and knowledge and to change behavior.

Purposes

The two purposes of the project are

- To improve Moroccan managerial and technical skills in those sectors related to USAID/M's strategic objectives and targets of opportunity: Health and population, environment, economic growth, civic participation, and basic education
- To strengthen Morocco's in-country training capacity in these sectors.

The amended project purposes also stay the same as those of the original project, except for a shift in targeted sectors and beneficiaries. The purposes encompass both U.S. and in-country training, and they remain attentive to the development of in-country training capacity. We have reversed their order, however, to emphasize that building capacity of in-country training takes place strictly within the context of achieving USAID/M's strategic objectives.

The project is expected to result in the following end-of-project status:

- Each targeted institution within the sectors of health and population, environment, economic growth, civil participation, and basic education has the capacity for strategic planning to alleviate human resources constraints.
- Within each of these sectors, there is a core of trained people in positions to implement the goals of the sector.

- Each training organization selected for support has built its capacity to the level negotiated with USAID.
- Each selected training organization has demonstrated that the training it offers has improved performance on the job of those who have completed training.

The amended EOPS specifies that strategic planning will be taking place in selected sectors. The original project called for a "favorable policy environment that promotes policies, procedures, and standards of training..." The use of the term "strategic planning" in the amendment is more specific; it refers to the strategic planning methodologies described in terms of USAID/M's Country Training Strategy.

Adding this specificity is important, because the concept of *formation continue* (continuing education) remains vague in Morocco. By focusing on selected sectors, institutions, and individuals, and by using and reusing a step-by-step methodology for identifying training needs, planning corresponding training activities, and monitoring the impact of training within the institution and sector, the project can help to make more concrete the value and methods of *formation continue*.

The profile of direct project beneficiaries remains the same: Persons in managerial and technical roles in their institutions. Beneficiaries will range from the policy-makers to lower-level administrative and technical staff needed to institute change. It will help people conceptualize problems and devise solutions. The project staff itself will interact directly with higher level people, such as in training of trainers, but this kind of activity will extend the project's impact throughout the institution. Ultimately, the beneficiaries are the people served by institutions addressing problems in health and population, the environment, economic growth, basic education, and civil participation.

Project Outcomes

The amended project's outcomes will differ both in terms of the sectors in which they appear and their quantity. The amended project will drop all quota requirements dictating what portion of individuals trained must come from the private sector. In focusing on sectors related to USAID/M's strategic objectives, the project will not completely abandon its activities in the private sector. One of the three objectives is economic growth, and there continue to be sound projects in this area, which can benefit from the training capacity the project has already begun to build. Moreover, the private sector should and does participate in achieving USAID/M's strategic objectives and, by extension, Morocco's development objectives. For example, the current project in the population sector is aimed, in part, at transferring from the public to the private sector much of the responsibility for marketing and delivering contraceptives.

The outcomes are similar to those of the original project:

- A critical mass of trained personnel in each of the selected sectors, that is, enough people in the whole range of positions needed to plan and implement the reform or

change required for development. The projected number of trainees needed and the location and nature of their training (in-country, in the U.S., short-term, long-term, etc.) will vary considerably from case to case.

- Capacity for strategic planning on an ongoing basis in at least two sectors relevant to USAID/M's strategic objectives. Such planning will maximize the likelihood that institutions and individuals working in the sector are proactive in determining their training needs and asking the government, nongovernmental organizations (NGOs) and other private sector entities and donors, including USAID, for resources--financial, material, and human--for training.
- At least one training organization in each of at least two sectors that is better managed, offers curricula and instructional materials relevant to needs for new knowledge and skills, has effective training staff, and uses instructional methodologies that result in learning. It is too soon in USAID/M's strategic planning process to know how many and which institutions to select.
- At least one successful linkage between a Moroccan training organization and a U.S. training organization for the purpose of transferring appropriate U.S. training technologies.

The outcomes of the amended project are stated less in terms of quantities and more in terms of events. This change acknowledges that numbers of individuals trained are far less significant indicators of impact than the strategic selection of who is trained, how well they are trained, and how attentively they are guided in applying what they have learned. The institutional environment to which they return after training is also a critical factor in the application of their new knowledge and skills. Therefore, the number of trained individuals, as well as the number of institutions that are assisted, and the number of sectors in which the project works, are not presented in quantified terms.

In line with USAID policy, the project will continue to aim at providing at least 30 percent of training opportunities to women and to see that this quota is balanced among the different types of training (U.S., in-country, long-term, short-term, etc.)

Project Components

The specific project interventions in the original project design are amended to reflect the shift from a private sector focus to sectors related to USAID/M's strategic objectives. The training mechanisms themselves undergo minor revisions. These are described below.

Component 1: Strengthening In-Country Training Capacity

The amendment retains the activities related to building capacity of in-country training organizations, but it moves their locus from the private sector to the sectors related to USAID/M's strategic objectives. This move has implications for the activities themselves.

A. Provide technical assistance to selected sectors in strategic planning for human resources development. This intervention replaces Activity A in Component 1 of the original project, "adapting and marketing training to private sector demands." The activity consisted of 20 diagnostic studies of private sector training organizations. Only one such study has been conducted. In the amended project, strategic planning activities will be conducted in at least two sub-sectors relevant to USAID/Morocco strategic objectives, based on the methodology described above in the Country Training Strategy section.

During the decades since its independence in 1956, public sector institutions in Morocco have received millions of dollars worth of overseas training from foreign donors, a large share of which is from USAID. Most of the time, individual Moroccans have been given scholarships, based on what was offered by the donors. Little effort has been directed to helping the institutions plan strategically for their long-term training needs so that they can be proactive in requesting training rather than simply react to what is offered. This sub-component activity will maximize the likelihood that, within each sector selected for a project intervention, the demand for training is rational, not simply matching trainees with opportunities. Thus, it will help human resource development become a sustainable dimension of Morocco's broader development plans.

B. Provide technical assistance to selected in-country training organizations. These institutions will no longer be the ten private and four public training organizations in management that are now the focus of the project's technical assistance. Whether they are public or private will depend on the training needs of the sector(s) they serve. Some candidates for assistance are divisions of ministries, such as the division of *formation continue* in the Ministry of Public Health or teacher training institutes in the Ministry of Basic Education. Others are more autonomous training institutes that serve certain sectors, such as the National Institute of Health Administration. Still others are private institutions, including some of the project's present partners, that offer courses related to USAID/M's strategic objectives.

Once the Project Amendment is approved, USAID/M will collaborate with its Moroccan counterparts in the selection of sectors in which this project will work initially. Project staff will then begin to work with key stakeholders in those sectors to map and prioritize potential institutions for assistance and *select a number on which available resources can have an impact*. This number will probably be closer to four or five, public and private included, and will necessitate severing relationships with many of the current fourteen partners (see the discussion of this issue in the subsequent Analyses section).

Consistent with the original project design, the amended project will provide technical assistance in managing the administration of the training organization and the subcomponents of its instructional system: curricula, materials, teaching, and assessment systems. The project has been doing this successfully with a number of its

current partners, and these activities will continue to be a significant component of its activities.

C. Provide technical assistance and funding to foster sustainable linkages within these institutions. The amended project will support at least one successful implementation of a linkage between a Moroccan training organization and a U.S. training organization.

The original project design specified the development of at least four formal linkages between Moroccan and U.S. institutions. But the anticipated participation of the project in the central University Linkages project did not pan out, and the time-consuming process of selecting private-sector partners delayed the initiation of linkages. To date, one of the partners has a strong linkage (developed prior to the TFD project). One or two others have identified U.S. schools with which viable linkages may develop.

Based on funding and other resources available, the Human Resources Office, the contractor, and the government counterpart will determine whether or not to pursue one or more of the linkages already identified as potential or to link other Moroccan institutions with U.S. organizations (see the discussion of linkages in the section on Technical Issues). The nature of the linkage depends on the characteristics of the Moroccan institution selected for support. It might be with a U.S. university or government or private agency that serves the same purpose as its Moroccan counterpart (for example, a community college, a state environmental protection agency training division, or the training arm of an association of city governments). It might also include distance education technologies, computer-based technologies, or other innovations pursued in the United States that increase the effectiveness and efficiency of training.

D. The amended project will delete the Activity D in Component 1 of the original project, "elevating the status of human resources development in Morocco." This activity was a diffuse effort within the private sector to conduct seminars, distribute literature, and offer brief technical assistance toward the end of raising awareness of the importance of human resource development. The amended project does not abandon the awareness-raising objective, but it addresses it through specific sectoral activities rather than the activities called for in the original design.

Component 2: Improvement of Moroccan Managerial and Technical Training Capability

Like Component 1, the amendments to Component 2 essentially retain the training mechanisms of the original design but apply them to different sectors and beneficiaries.

A. Provide short-term management and technical training in the United States and third countries. This remains a critical activity. The project will continue to send Moroccans to U.S. universities, government, and private training programs to meet

specific training needs. But trainees will be selected through the sector and institutional strategic planning methodologies outlined above (see section on Implementation Issues).

Experience in the SST and TFD projects has shown that off-the-shelf courses are often less effective in meeting training needs than either study tours or tailored training programs (see the discussion in the section on Technical Issues). Therefore, the amended project will put more effort into designing these kinds of activities. Human Resources Office and contractor staff will take into account the language ability of individual trainees and design or select courses accordingly.

Because in many cases it appears more cost-effective to bring trainers to Morocco than to send Moroccans to the United States, Human Resources Office and contractor staff will work with U.S. institutions to develop courses that take place in Morocco where possible. These are still defined as U.S. training packages, because they are taught by U.S. trainers rather than Moroccans. Whenever feasible, U.S. trainers will have included in their scopes of work the transfer of their curricula, materials, instruction and assessment methods to Moroccan training organizations. This might be conceived of as an integration of training and technical assistance.

Study tours, when well designed, have proven to be an effective training mechanism, and will continue to be an important activity of the project. Study tours will fulfill two functions. For persons at the policy-making level in the selected sectors, they will provide exposure to the policy-making and implementation apparatus of parallel sectors and institutions in the United States. For persons with responsibility for training, they will offer opportunities to visit U.S. training organizations and the instructional delivery systems they use.

Consistent with the original project design, the project will support attendance at conferences for carefully selected and qualified policy-makers, managers, professionals, and technical specialists. Determination will be made in advance of the concrete mechanisms that will be used to ensure the individual's attendance benefits his or her institution. These mechanisms might include conducting workshops within the institution upon returning from the conference or implementing specific plans or methodologies for instituting change within the institution.

Short-term training and study tours should not require trainees to have English-language skills. The project will provide French or Arabic speaking interpreters. Individuals will be selected to attend conferences based, in part, on the match of their language skills to the languages used at the conference.

As discussed earlier, the amended project does not specify the numbers of individuals to receive short-term training. Training outcomes will be assessed on the quality and relevance of training rather than quantity of trainees.

B. Graduate-level training in the United States. The amended project will

continue to support masters degree training at U.S. institutions. The areas of training will reflect the sectors selected for focus by USAID/M. Such training is intended to build a core within each sector of senior Moroccan public servants and private sector leaders who are internationally-minded, have strong cross-cultural and presentation skills, and speak and write English.

C. English-language training in Morocco. Throughout the life of both the SST project and the TFD project, English-language training has been an important and useful activity. It has given many Moroccans whose work affects the development of their country an opportunity to learn English at the level they require it for improving their technical knowledge and skills. The amended project will continue to offer English-language training. Because fewer persons are expected to receive masters degree training in the United States, however, fewer will need long-term intensive training in English. Based on need as defined by the project, and within the parameters set by the project, the project will continue to cooperate with local language schools to offer:

- Intensive training six hours per day, five days per week during nine to twelve months to help candidates pass TOEFL, GRE, and GMAT exams
- Regular evening or Saturday morning classes to help those who need English for their work with USAID project materials and consultants, to stay abreast of U.S. technology through technical materials in English, or to perform their technical duties.

D. Provide short-term management and technical training in Morocco.

Although the project will not abandon its support of short-term training in Morocco, it will no longer subsidize tuition for individuals receiving this training. There are two reasons for this deletion. First, the activity was included to support a market mechanism--to instigate the *demand* for training offered by private sector training organizations being *supplied* by the project. As the project is no longer set in a market context, this marketing mechanism becomes irrelevant. Second, it has become clear that neither the government (embodied in the DFC) nor the training organizations themselves view tuition support as a market mechanism. Instead, they see it simply as a source of donated income.

Donor Activities

The first objective of this brief survey of other donor activities in continuing education (*formation continue*) is to give an overview of their current or future activities, level of funding, and the counterpart institutions they are working with. The second objective is to explore further with those contacted possible avenues of collaboration and complementarity with USAID/Morocco and TFD, in particular, or at least some kind of coordination as to avoid duplication and waste of resources.

Canadian Agency for International Development (CIDA)

CIDA has a relatively modest program in continuing education focused on the private sector. The design of this program is an attempt by CIDA/Morocco to reorient its past continuing education activities in the country confronted with a high rate of perdition (Moroccans not returning to Morocco or not staying in the positions for which they received additional training). Changing its approach, CIDA is now focusing on the private sector. The program is regional for the three countries of the Maghreb: Tunisia, Algeria, and Morocco, with a total budget of C\$60 million. The Moroccan component has a funding of C\$20 million. But with the situation in Algeria it may get more.

The program has two components:

- The Private Sector Development Fund (*Le Fonds de Développement pour le Secteur Privé*). A classic instrument, the Fund has two objectives: (i) funding of various support activities to small enterprises to build linkages with Canadian firms: funding of twinning activities and study tours from both sides, and (ii) training for these enterprises.
- The *Programme de Renforcement Institutionnel et de Coopération Marocaine* (PICAM), which is the Moroccan Cooperation and Institutional Building Program. It is also a regional program, including Tunisia and Algeria. Funding for the Moroccan component is C\$15 million. This program is exclusively focused on training. The sectors selected by the program are priority sectors selected by Morocco and Canada: water (they work with ONEP), energy, and capacity building in training: the selected institution is OFPTT.

The implementation of the program is going to be contracted out to a Canadian firm. The primary counterpart institution for the program is the Ministry of Foreign Affairs.

The EEC

The EEC is in the process of preparing an important package of *formation continue*, which also is a regional program in the long-term perspective of a "Machrek Market" of Free Trade Zones in the Maghreb.

Three sectors are the foci of the program:

- The private sector. This includes training and T/A to small and mid-size enterprises but also Businesses Associations and Chambers of Commerce.
- Infrastructure
- Poverty Alleviation (*Allègement de la Pauvreté*) in sectors such as basic education, social programs, and even youth and sports sectors.

In addition, training projects will be designed for each region in Morocco, with special emphasis on the northern region of Tangier, where an antenna of the program will be located. The overall coordination of the program, and the program coordinator will be located in Rabat. The contractor will be a European firm with Moroccan counterparts and staff.

The projected level of funding for the whole program is 25 million ECU. The Program will also inherit an MBA training component from a previous training program for the private sector that still has 5 million ECU in obligated money to be spent.

Coordination with EEC is of paramount importance to the TFD and the Office of Human Resources. The EEC has huge resources and their design capacity is limited. The Program advisor, Mr. Ronald Gallimore, is eager to cooperate with AID.

A note of caution: The EEC Program is still at a very early stage. These are overall directions and sectoral priorities in which the EEC team is negotiating with the Moroccan authorities. A change in the way the EEC works with the government is making this type of exercise easier for EEC: the recent modification of the protocols that the EEC has with the Moroccan Government now allows the EEC to initiate this type of programming without having to get prior approval for government counterparts.

The next phase in this process is the design of the specific components of the program. We were informed that the EEC representation will soon have a consultant to help them in this process. Meetings with the Office of Human Resources will be arranged.

The World Bank

The World Bank is in the process of preparing an important project titled *Développement du Secteur Privé IV - Formation Professionnelle*. The purpose of the project is the emergence of a well target and solvable demand in the area of *formation professionnelle* (which could be translated as "vocational training," but in reality is closer to *formation continue* for the private sector.

The project has three components:

- **Rationalization of Training Demand.** Assistance to the private sector (mainly small and mid-size firms) will be provided through their associations in three strategic areas: identification, formulation, and planning of training needs. This assistance will be funded by the project and channeled through business associations (*groupements d'entreprises*). The latter are organized by sectors (textile, mechanics, etc.). Only through these associations can enterprises qualify for assistance.
- **The Creation of a Training Fund.** The second component is the creation of the *Fonds de la Formation*. This Fund will be a major instrument in the implementation of the whole project. It will be funded by the Bank and employers' contributions (from taxes

on salaries paid by employers). The Funds will be managed by a Board of Directors representing the government, the *groupements d'entreprises* and labor unions.

A private enterprise that has a training plan will present a grant request to the Fund to finance its training. Grant will vary from 30 to 60 percent of the total costs of the proposed training. Two conditions are required to qualify for funding: (i) an enterprise must be member of an association, and (ii) have a well defined training plan. To ensure flexibility after funding is secured, the concerned enterprise will shop around for its own training. There is no obligation to buy the training from a pre-designed provider.

Rationalization of the training supply. This will be done through technical assistance to the *Office de la Formation Professionnelle et de Promotion du Travail* (OFPPT) and through the creation of the project calls the *Centres d'Excellences*. Few selected existing training Centers of the OFPPT will receive from the project technical assistance to strengthen their training and technical capacity. In turn, they will provide training and assistance services to the associations and individual enterprises.

Assistance to these centers will focus on training strategic planning, training needs assessments, curriculum development), training delivery systems for adult and professional education, training of trainers, etc. The project will fund initially up to 70 percent of their budgets. Funding will be phased out before the end of the project.

Total funding for the project at present is expected to be between US\$40 and \$50 million for five years (1996-2001). The Moroccan counterpart is the *Ministere de la Formation Professionnelle/La Direction de la Formation Professionnelle* and the OFPPT. Possible parallel funding is expected from the EEC and GTZ.

The final appraisal mission is scheduled for September-October 1995. Also--and this is important for TFD project--the amendment team learned from the project manager at the World Bank, that organization intends to organize in April a round table with other donors, to be led by the Ministry on the theme of *formation continue* in Morocco.

Technical Issues

The shift in focus from the private sector to the sectors related to USAID/M's strategic objectives affects a number of decisions that must be made in the context of most training activities that will be proposed. These are the following:

- Complementarity of training activities: How will TFD project activities related to bilateral-project training activities?
- Short-term training: What are the implications of the project amendment for how short-term training is planned and executed?
- Linkages: What has the Mission learned from experience in linking Moroccan institutions with U.S. institutions for purposes of training and development?
- Selection: How will candidates for training be selected?

Mapping USAID/Morocco Training Activities

In order to get a sense of the nature and extent of USAID/M training activities, we briefly surveyed USAID/M's current and planned bilateral projects. In conducting this survey we made it clear that the amended project will not respond to all training needs. In this respect, this survey offered a good opportunity for the amendment team to have a good understanding of how training components are being designed in these projects, to listen to the views of project officers on how the future TFD could help them implement their capacity building (including training and institutional linkages with US institutions) components.

The following table summarizes our findings. Our notes on each project are presented in Appendix A.

Projects Survey Summary Table

Projects	Training Needs	Budget
Loan Guarantee Fund	management training	none
Privatization sector Assistance	possible short term in the US	small in the form o
New Enterprise Development	100/200 Moroccans in relevant ministries	\$350 thousand
Basic Education	expect some but not yet planned expect	\$500 thousand in T increase)
Financial Market Development	some for the Ministry of Finance	\$150 thousand rem
Pop. & Child Survival IV	travel to AIDS conferences	\$940 thousand
Family Pla. & Maternal Child Health Phase V	substantial needs	\$810 thousand
Energy Demand Management	Only study tours are planned	\$575 thousand plus T/A
Tadla Resources Mgt Project	substantial, action plan just completed	\$5 million plus T/
Dryland Agr. Project	continued needs for on-going technical and managerial support	

Tetouan Urban Dev. Project	continued needs for local governments	\$350 thousand	strong
ANHI/Low Income housing Project	none	\$602 thousand for TA and training	none
Urban Inf., Land Dev. and Fin.	a small capacity Bld. for ANHI	none	none
Urban & Env. Services	a substantial training program is planned for ANHI and Loc. Gov.	\$4,515 million in T/A	possible
Morocco Agribusiness Promotion (MAP)	Substantial short in-country training	\$850 thousand plus TA	strong
Microfinancing	Training for bankers is provided; training for consumers also desired	not yet established	none

Key Findings from the Survey

- 1.** Although some specific projects (such sector adjustment programs or loan guarantees, do not include training or Technical assistance components, most projects have some kind of training and Technical assistance components. Some of these, more focused on capacity building, have even an important training and Technical assistance components.
- 2.** These components are designed and implemented within the project framework as to mitigate the capacity constraints identified by the project. Thus, they address the capacity constraints that represent a serious risk for the implementation of the project, but not addressing the overall capacity constraints of the sector of the project. The capacities of the beneficiary counterparts are adapted as to ensure the successful implementation of the project.
- 3.** USAID/M devotes a huge amount of money for training and capacity building but this is being done without an overall assessment of the training and institutional needs of the sector in which the Mission works.
- 4.** The approach to training, with some exceptions (see below), mainly focusses on skills upgrading and is guided by short-term returns of the training due to the constraints imposed by project implementation requirements.
- 5.** This approach does not take into account possible synergies, multiplier effects, complementarities with other training activities and therefore, for USAID/M as a whole in a programmatic sense, costs effectiveness and economies of scale.
- 6.** Also, this approach puts a great emphasis on short term training (mostly off-the-self) both in the United States and Morocco, even when a comprehensive technical assistance and training program is designed.
- 7.** Although successful in achieving their objectives, including their training ones, projects in this first category do not always show strong evidence of achieving institutional long-term sustainability.
- 8.** Those projects that adopted a sector training strategy have succeed in building the capacity of few public institutions that are now responding adequately and on a sustainable basis to the sector training needs. This is the case of: (1) the National School of Health Administration, (2) the AVI Hassan II, and (3) the INRA.

Key to this success are strong linkages with U.S. institutions (both public and private) that provide Technical assistance, train faculty and researchers. The net result of this type of projects is that Morocco today has some the best institutions in the region in two or three sectors that have the capacity to respond adequately to the training needs of the country on a sustainable basis.

- 9.** Even in a more modest form, evidence suggests that a training and Technical assistance

component that has a long-term perspective and a linkage can produce more impact. Such is the case of the Tetouan Urban Development Project that developed a formal linkage between the city of Tetouan and the City of Raleigh. The two cities have worked in cooperation on waste-water treatment issues, including technical assistance and training;

10. Overall, new projects seem to have a more comprehensive and integrated approach to training and the strengthening of their counterpart institutions. This is the case, for example, of the Urban Environment Services Project.

11. Regarding TFD, all projects are interested in working at USAID/M level with TFD. The training needs their sectors or counterparts have are sometimes beyond the capacity/funding of the projects. TFD is therefore seen as one possible mechanism or as one project put it as a "central link" in USAID/M which could help them to respond to these. This is the most common perception of the future role of TFD within projects. However, the issue of accessibility to TFD seem to be to several projects, a serious concern. This concern in mind, one project officer suggested that TFD "readjust to the needs of the sectors the objectives of which is to implement the projects and to give a better image of USAID projects." Another suggested that "it is for TFD to tell us what exists and what they can do for us. It is them who have the information that we need."

12. This issue of accessibility is linked of course, to the mechanisms TFD has in place at present. The need to clarify the procedures used by TFD is also felt by some. Some projects which have large components of training and Technical assistance expressed the need of some kind of assistance from TFD in the design and implementation of these components. But they do not know how TFD can help them. "TFD should come to us. We think that the role of TFD should be more significant in the environment sector for example" one project officer said to us. TFD should be providing us with assistance in our training activities (approach, ideas, etc.)" said another.

13. There is for TFD here a good opportunity to play a more supportive role to these activities and thus respond in a more systematic way to USAID/Ms's new priorities. TFD will not, of course, be able to respond to all sectors' training needs. Projects are aware of that. Rather, TFD will play a complementary role.

Conclusion: Complementing Project-Supported Training

An issue arises when a cross-sectoral project within USAID/M offers technical assistance and funding in training to Moroccans who are beneficiaries of other bilateral projects. In which cases does the bilateral project provide the technical assistance and funding, and in which cases does this project provide these resources?

The TFD project will complement bilateral projects in its provision of training, technical assistance in training, and training-institutional capacity building. It will not replace the training components of bilateral projects. Nor will it duplicate them. It will provide expertise and resources when

- Training resources are not specified in work plans
- Training needs are unforeseen
- Training needs are cross-sectoral
- Projects require pedagogical expertise
- Projects in the planning stage see opportunities to send anticipated counterparts on study tours, workshops, and so on.

The preliminary analysis of training activities within current and planned USAID/M projects indicates that the more established projects are better able to foresee and meet their needs for training. USAID projects in the population sector, for example, have, over decades, helped to build the capacity of a public institution, the National School of Health Administration, which trains people to alleviate gaps in the services provided by the Ministry of Public Health. Projects in the agriculture sector have also supported over many years with U.S. linkages what has become a strong and capable institution, the Hassan II Institute of Agronomy and Veterinary Medicine. Both of these projects now have relatively little need for assistance from this project. In addition to the training organizations, each has other sources of training, both from within the ministries and from contractors.

In some instances, however, even established projects will call on this project for assistance. The New Enterprise Development project, for example, which is well into its first phase, responds to opportunities to reduce constraints faced by small and medium enterprises. At present, the project sees some immediate needs for assistance in training, both technical and financial. In one activity, the project is helping the government revise business-related tax forms, reducing the number of forms from thirty to four. Key to the implementation of this important component of an overall economic reform, training in use of the new forms will be required for the thousands of civil servants throughout the country who administer these forms. The project has neither the funds or the expertise to carry out this training activity, and would readily collaborate with the TFD project in designing a training-of-trainers activity.

In this instance and others like them, the TFD project can collaborate with bilateral projects that have either unforeseen but critical training needs or generally anticipated needs but lack of training expertise.

Other kinds of complementary training assistance the project can provide are the following:

The project can help USAID/M find economies of scale in training and avoid duplication of effort. For example, two or more projects may, in the same general time frame, need technical assistance in training mid-level managers to define indicators and use them to monitor progress of certain activities. This project can locate that training expertise, either within Morocco or in the United States, and arrange either joint or back-to-back workshops, reducing efforts in preparation, logistics, and in some instances, expensive travel.

Many times training activities fail to be effective because they are planned without a good understanding of how people learn and therefore how they can best be taught. The project can give this kind of pedagogical expertise to bilateral projects, either on short notice by reviewing

training plans with the bilateral project staff prior to their implementation, by trouble shooting when problems arise, or more substantively, by working with project staff and counterparts to design major training events from the start. In working with bilateral projects and their counterparts to do strategic planning for training at the sector and institution levels, the TFD project will be providing pedagogical expertise.

Often, unforeseen opportunities for study tours, workshops, or conferences arise, which a bilateral project does not have the funds to cover. This may happen in the early stages of project development, before project funds are available. In the past, for example, this project funded and managed a study tour for hydrologists proposed by the DFC for its own staff. The event was highly successful in helping these engineers learn directly about particular U.S. technologies. More recently, the project has been asked to help fund training in conjunction with the target of opportunity, Civil Participation and Democracy, for which funds are not available within a bilateral project because there is no project to date.

In some cases, such opportunities may fall outside the scope of a particular project but within the arena of USAID/M's related strategic objective. In response to requests identified by key players within the sector, USAID/M's program committee overseeing progress toward that objective can recommend that this project provide funding for the activity.

Conclusion: Short-Term Training

As indicated before, a lot of resources are devoted by projects to training and technical assistance (that most of the time included additional training activities through on-the-job training (OJT), that is budgeted under technical assistance but not training).

But most of this short-term training, in whatever form (workshops, seminars, conferences) and wherever it takes place (in-country, in the US or in a third country) is not part of an overall and long-term training strategy. Often it is designed as a means to mitigate identified capacity so constraints experienced by counterparts institutions. The legitimate concerns of project managers to reduce or eliminate these constraints as to increase the chances of a successful implementation of their projects should not, however, overlook that this form of training cannot have a significant contribution to the overall strengthening of the implementation capacity of beneficiaries institutions and the sectors they are working with.

There is little evidence today that this form of short-term training has had a significant impact on the improvement on individual and/or institutional performance. Furthermore, "exposure" to American life or/and American "management culture," interactions with American professors and professionals in the professional field of the trainees, are simply impossible in most cases. This is especially true for two simple reasons at least: (I) most "off-the-shelf" training provided by US based training institutions is generally in French, delivered by French-speaking non-American instructors and (ii) in most cases in empty campuses during the summer. There are very few exceptions, of course. But, overall, these are most common complaints heard through the years about "off-the-shelf" short-term training in the United States.

Moreover, and most importantly, follow-on activities through on-the-job visits and evaluation, for example, are not required from the providers of the training by the clients of this training (projects and beneficiaries Moroccan counterparts). No attempt is made to put in place some monitoring tools to evaluate the impact of the training.

So, the finality of the training, skill upgrading for improved performance, cannot be measured. Therefore, the returns on the important sums projects (therefore, the Mission) are spending on short-term training is difficult, if not impossible, to measure.

Also this type of training is too costly (in comparison with other types of short-term training). On average, it costs (in tuition alone) between \$7,000 to \$10,000 for a four to six week course. In addition, it does not generate the multipliers effects necessary for sustainability that one would expect for these costs.

Finally, it is a "supply-driven" training at its best which offers for projects "last minute solution" to meet the requests of their counterparts and represent sometimes a very attractive "incentive" to use with counterparts.

The few exceptions, to these most common practices in short-term training are projects which include short-term training in an overall capacity-building strategy combining, long-term and short-term training, and OJT through technical assistance into a single program.

Institutional linkages with American Universities, other public and private institutions, are some of the most used options (contracting a training component to an American University that has an established reputation nationally and internationally in a given sector). In these cases, short-term training is tailored to the need of the Moroccan institutions and complements other capacity-building activities provided through the linkages.

Although in a different context (a sector approach, than a single project counterpart approach) TFD itself, as a project, has been doing the same in its short-term training sub-component (see the interim evaluation of July 1994).

Within the context of this amendment, the Mission has an opportunity to rethink its approach to training in general and to short-term training in particular: its objectives, impact, and even the hidden costs of its management.

Whether in-country, in the United States or in a third country, short-term training should be approached and designed as an important complement to other types of training and capacity building activities that result in improved individual and institutional capacity in Morocco related to the Mission's new strategic objectives. In this new context, training in general and short-term training in particular should be sector oriented and not themes oriented.

The implication of this suggestion is that at both the program and project levels, sectors and their counterpart institutions will have to work in collaboration with the training office and TFD in developing their sector training strategies. The amendment team recommend that TFD

organize meetings periodically to review training issues (needs, plans, funding, approaches, implementation problems, etc.) with the sectors and their projects. This will require of course a constant policy dialogue with host country institutions working with the Mission. Within, the Mission, it is imperative that TFD engage in such a dialogue as to help change the way training is perceived, designed and "packaged."

We reiterate our recommendation that as an alternative to past practices that relied heavily on off-the-shelf training, it will be more cost-effective for TFD and other Mission's activities to pull their "buying power" to "purchase" training, and get as much as they should be getting, in terms of quality, for their dollars.

For example, suppliers of short-term training could be contracted by TFD to develop in-country training products that meet clearly target needs (in the Mission's sector) in collaborative efforts with fewer (new or old) sector-partners training institutions and the beneficiaries institutions (be it a Ministry, a Direction Nationale, a public and/or private, non-governmental institutions).

In their contracts, the terms of reference should include not only the delivery of the training per se, but the in-country preparation, delivery, post-training evaluation through OJT, and replication plans for the next phase, exit mechanisms plans for the US institution's trainers and their replacements by the Moroccan institution's trainers, etc. Thus, the accountability of the U.S.-based training institutions, specializing in "off-the-shelf" training, would be clearly established.

In sum, with these measures, short-term training would be better designed, more tailored to sectors, institutions and individuals needs. It will also contribute significantly to transfer of training skills through regular replication of training products by Moroccan trainers and strengthen therefore Moroccan training capacity in all Mission's sectors.

Conclusion: Building Moroccan Capacity Through Linkages

The original project design specified the development of at least four formal linkages between Moroccan and U.S. institutions. But the anticipated participation of the project in the central University Linkages project did not pan out, and the development of formal linkages, per se, rule out other options for sustainable assistance from U.S. institutions. The amendment both broadens the options for this kind of support and reduces the minimum number required.

One option continues to be the development of formal linkages. Some of the project's current institutional partners have begun this process, although the viability of the linkages remains in question. The nature of the linkage depends on the characteristics of the Moroccan institution selected for support. It might be with a U.S. university or government or private agency that serves the same purpose as its Moroccan counterpart (for example, a community college, a state environmental protection agency training division, or the training arm of an association of city governments).

The purpose of the linkage should be very clear and the scope should be limited to a very small number of areas. Evidence from past experience, clearly indicates that attempts at linkages that are either too ambitious or spread too thin do not last. The project should support only those linkages that have a clear focus and limited number of small activities that can be easily monitored and manageable by both Moroccan and U.S.-based institutions.

Successful past linkages in USAID/M's projects suggest that the linkage, at first at least, should be limited to two or three areas of assistance and transfer of capacity. In most cases these are:

- faculty development and training of trainers
- curriculum development
- development of teaching team and research cooperation, especially in applied research.

If building sustainable local training capacity in Morocco with the required human and technical capacity is the objective, this capacity building strategy can be very cost effective by achieving in the long run the necessary multipliers effects that long term sustainability requires.

Also, as in some projects reviewed, this linkage approach could be combined with an appropriate strategy of short- and long-term training in both Morocco and the United States. Each linkage will have some of each as part of its activities in the three areas mentioned above.

The ultimate goal here is to create through an incremental process the conditions that would allow in three to five years a small number of Moroccan training organizations (public and private) to respond adequately to a well-target training demand in a specific sector (one of USAID/M's objectives areas).

Also, although training organizations and university-tied institutes are the primary targets, this component should not overlook the potential for linkages between non-training institutions, such as the linkage the Tetouan Municipal Development Project helped create between the City of Raleigh and the Municipality of Tetouan.

The financial sustainability of the linkage should also be carefully considered as the project cannot, after the "incubation" period, financially subsidize the linkage indefinitely. Partner or "sister" institutions have to plan from the outset the financial viability of the linkage. The project should make it clear that funding from the project is only for allowing the linkage to be created and nurtured, but not for perpetual assistance. The financial long-term viability of the linkage would have to be sustained by, among other sources, a portion of incomes that the Moroccan institution would have to generate from the provision of the training and technical assistance services to the community it serves.

The concept of "linkage" needs to be clearly defined in each case that it is considered. Sometimes linkages are full-fledged institution-building efforts, including extensive support to

faculty, management, curriculum, teaching materials, even equipment and facilities. But they can also be far more limited. For example, the TFD contractor has identified at least one U.S. school willing to link with Moroccan schools for the purpose of introducing what has become a highly successful means of continuing education in the United States and other countries-- distance education. Such a relationship between a U.S. and a Moroccan institution could constitute a linkage for the purpose of capacity building without addressing every aspect of the latter's needs. Whether this kind of partial linkage is sustainable needs to be explored.

Candidate-Selection Criteria and Qualifying Procedures

Selection Criteria

Because it has been situated in the private sector and includes the entire private sector as well as a broad range of public sector institutions in its domain, the original project design lists extensive criteria and qualifying procedures for candidates to enter training. These differ for U.S. and in-country training and for private and public sector candidates. The amended project obviates the need for such complex and extensive criteria. The amended project supports the training of those individuals who are identified through strategic planning in the selected sectors and within institutions key to delivering services within those sectors (see section on Country Training Strategy). This limited focus on selected sectors and institutions automatically narrows the pool of candidates. It also increases the likelihood that, back on the job, trainees will form a critical mass of expertise and work in concert to achieve sector goals.

For example, as one of USAID/M's two targets of opportunity, the basic education sector may be selected as a project focus. Within this sector, that part of the new Ministry of Basic Education responsible for planning and budgeting may be determined to be a key institution in reforming basic education. The pool of potential trainees would thus be defined as those in positions to affect change in planning and budgeting procedures. These will range in level from the directors of planning and budgeting (depending on how the ministry divides the labor among these functions) to primary and secondary school principals, who have those responsibilities within their own schools. Depending of the scope of the ministry's needs in the basic education sector, potential trainees might include those responsible for planning and budgeting adult literacy training.

In this case, the project would work hand in hand with both USAID/M's basic education project implementers and their counterparts to plan strategically for meeting the training needs inherent in a reform of the planning and budgeting system. This might include sending some people to the United States for masters degrees in educational planning, administration, and/or finance. It might include a series of U.S. or in-country workshops for mid-level managers in the ministry or district-level administrators in these same areas. And it might include a "cascade" training methodology for reaching principals throughout the country in new procedures for planning and budgeting for the school year. Or it might include a mobile training activity, moving from community to community to teach community leaders how to contribute to the financial support of the school serving their community.

As illustrated by this case, picking and choosing among qualified candidates will be less of a concern because the choices will be defined by the specific goals of the institution.

Qualifying Procedures

When individuals are sent to the United States for training or enter training programs in Morocco that have a U.S.-based component, they must still undergo the qualifying procedures set forth in Handbook Ten and specified in the original Project Paper (pp. 23-25). Individuals who attend in-country training programs must meet the qualifications of those institutions.

Project Implementation

Although private sector organizations and activities play an important role in reaching many of these objectives, the private sector, per se, is no longer a primary target of USAID/Morocco resources. In line with its new objectives, USAID/M has also reorganized to better group projects into program areas that reflect strategic objectives. Program committees have replaced project committees, providing opportunities to offer resources to defined sectors beyond as well as within what projects can offer. Particularly at the level of policy-making and related leadership, USAID/M has not always been able to capitalize on opportunities for training that would increase this level of support for the implementation of project activities at lower levels. Program committees need a mechanism for offering such training even when project resources are not available.

The successful implementation of this project will require continual cooperation between the program committees and the Human Resources Office. USAID projects and their related personnel, both within the Mission and in contractor organizations, can serve as windows through which the project can reach the particular sectors it is to serve.

Project Implementation Entities

With some exceptions, which are discussed in this section, the project implementation remains consistent with the original project design. The project will continue to be funded through a grant to the Government of Morocco. But while the original project was signed by the Ministry of Public Works, the DFC is in the process of moving to the Ministry of Higher Education (*Enseignement Supérieur*), which will sign the amendment. The Ministry of Higher Education, through the DFC, will have responsibility for ensuring compatibility of project implementation with long-term economic development goals of the Government of Morocco. USAID/Morocco, through its Population, Health, and Human Resources (PHHR) Division, will monitor the project. This division, through its Human Resources Office, will also implement U.S. training through the participant placement contractors managed by USAID/Washington's Office of Human Capacity Development in the Global Bureau (G/HCD) and its contractor, PIET. A U.S. institutional contractor will continue to manage all aspects of in-country training and technical assistance, and provide technical assistance to Moroccan training organizations. To execute specific in-country training activities or other programmatic tasks, the contractor may sub-contract with local Moroccan institutions and private intermediaries.

The amended project does not retain seed grants to returned participants or selected institutions offering a special seminar.

USAID/Morocco

The Human Resources Office of USAID/Morocco, in the Division of Population, Health, and Human Resources, will continue to have primary responsibility for project management. This includes the following monitoring and procedural tasks:

- Monitor the contract
- Review annual work plans and contractor training activities
- Ensure adherence to USAID policies and procedures
- Ensure that all parties are fully informed of project roles, activities, and timetables
- Manage the U.S. training component of the project, using the placement and monitoring contractors of G/HCD
- After selection of individual participants, prepare their dossiers and administrative processing
- Once PIO/Ps are officially transferred to USAID/Washington, assume monitoring responsibilities of all U.S.-based participants
- Take responsibility for specific tasks required by Handbook Ten, e.g., issuance of IAP66As for visas, medical certifications, attestations.

The Human Resources Office also has responsibility for more substantive training tasks:

- Brief USAID/M, initially and periodically, on its Country Training Strategy
- Ensure that the Country Training Strategy is implemented on a continual basis
- Serve as the focal point for the coordination, reporting, and monitoring of USAID/Morocco training
- Guide USAID/M staff [and the DFC?] in selecting training organizations for capacity building
- Reassume from the contractor management of the Project Training Management System (PTMS)
- Review technical assistance scopes of work [do you want to do this?]
- Review consultant reports and recommendations
- Design project evaluations
- Network with returned participants for the benefit of USAID's development program
- Represent USAID at project meetings, functions, and seminars
- Serve as a liaison with the Government of Morocco, the private sector, and other donors regarding human resources development

USAID/M Controller's Office provides budget and fiscal support, including the financial processing of PIO/Ps, amendments and vouchers, and assists where appropriate with the pre-audit reviews of private sector firms to be involved in training activities. The Regional Contracts Officer provides administrative and logistical support to the project by soliciting, negotiating, and monitoring all contract actions. The Executive Office provides administrative and logistical support to the Human Resources Office and the project as necessary.

In order to execute the above tasks, the project pays the salaries of two professional training officers in the Human Resources Office and one in the Controller's Office.

U.S. Institutional Contractor

USAID/Morocco continues to engage a U.S. institutional contractor to plan, execute, and assess programmatic and operational aspects of the project assigned to it. The contractor

- Provides long-term expatriate technical assistance in the form of a technically qualified chief-of-party (seven person years) and a training expert (for a minimum of three person years)
- Organizes short-term field assistance (estimated at 70 person/months)
- Recruits, fields, supervises, and provides logistical support to all short-term technical advisors
- Plans, manages, and evaluates Component 1 activities
- Provides technical, logistical, and administrative support to the Human Resources Office for the implementation of the Country Training Strategy
- Arranges and provides technical assistance, goods, and commodities for the development of in-country training capacity
- Contracts for specific in-country training activities
- Develops and implements annual work plans to meet project objectives
- Prepares an annual training plan that provides sufficient lead-in times to select and prepare participants for U.S. or in-country training
- The Joint Advisory and Selection Committee ceases to function.

Government of Morocco

- [Which GOM agency is the designated representative for this project?]
- [What role does a "central" designated representative play?]
- The Moroccan counterpart ministries and related institutions selected by USAID/M to engage in strategic planning for training take responsibility for formulating and implementing strategic plans on an ongoing basis.
- The Moroccan training organizations selected for capacity-building cooperate with USAID/M and the TFD project in such activities and take responsibility for sustaining the capacity built by means of the project.

Summary of Amendments to the Roles and Responsibilities of Parties

- [Changes in support for budget and/or procurement people in USAID/M?]
- The Human Resources Office has a more substantive role in USAID/M's training activities, including implementing on a continuing basis the Country Training Strategy
- The Human Resources Office, not the contractor, manages the PTMS
- The contractor provides support to the Human Resources Office in implementing USAID/M's Country Training Strategy
- The contractor's responsibilities change in relation to the amendment of Component 1, namely, the contractor provides technical assistance and training to selected Moroccan sectors and institutions in strategic planning for training, and it no longer adapts and markets training to private sector demands.
- [Change in the government agency, i.e., *Enseignement Supérieur*]
- [Changes in the government agency's role:

Sector agencies, not the DFC, participates in selection of candidates for training]

- [Changes in selection procedures obviate the need for the Joint Advisory and Selection Committee (JASC)]

Implementation Issues

Three significant implementation issues remain for USAID/M to resolve:

- Which government agency is the project's counterpart and what is its role?
- To what extent should present commitments to the 14 partner institutions be maintained?
- What is the future role of the Joint Advisory and Selection Committee?

Government Counterpart

Two events conspire to call into question the appropriateness of the DFC as the government counterpart agency of the amended project:

- The findings and recommendations of the evaluations of the SST and TFD projects
- The move of the DFC from the Ministry of Public Works to the Ministry of Enseignement Superieur.

Both the evaluations of the SST project and the TFD project raise concern about the DFC's own view of its role in ensuring that training leads to results on the job. The SST project evaluation states that

the DFC representative noted squarely that she did not consider it appropriate for the DFC to [take responsibility for absorbing and using returned participants on the job], since the DFC is a service for the selection and processing of candidates for scholarship awards. She noted further that trainees themselves needed to take responsibility for getting a job and using the training.... Information flowed from the DFC to the various ministry training offices, and nominations for USAID-sponsored training flowed back through the DFC. However, substantive assessment of the training needs, maintaining contacts with ministry offices concerning individual trainees, and follow-up on utility of training are not part of the DFC's regular role (p.66).

In its recommendations related to this finding, the evaluation proposes the following:

- Continue to sign accords with the DFC as the GOM counterpart office, since they are the entity in charge of overseas training administration. However, since monitoring and

follow-on are not among its mandates, explore other ways to involve GOM stakeholders in these aspects of management of USAID-sponsored training.

- Formally include Ministry training offices as project partners, so as to improve the quality of training analysis and increase the likelihood of effective training utilization.
- Abandon the system of "marketing" training programs via the DFC. Deal directly with key institution staffs to determine training needs and design programs to meet those needs (p. 68).

Within the framework of USAID/M's Country Training Strategy, the amended project addresses the need to include ministry training offices as project partners and to deal directly with key institution staffs. USAID/M might consider the recommendation to formally delete from the DFC's responsibilities anything to do with the substance of training, including needs assessment and follow-on.

The TFD evaluation noted the tension between the DFC's bureaucratic orientation and the project's private sector orientation, in which aggressive marketing and quick responses to potential demand are critical. This evaluation also recommended that USAID/M reconsider the DFC as the project's government counterpart. Although the amended project is no longer exclusively oriented to the private sector, it has recently become apparent to USAID/M that it is not only a private-sector orientation but also a *training* orientation that the DFC lacks. In a ministerial environment, the culture of which is presumably short on pedagogical expertise and concern with the process of teaching and learning, the DFC's lack of regard for training itself is not surprising.

The second event is the recent move of the DFC to the Ministry of *Enseignement Superior*. This may be fortuitous, if the culture of a ministry dealing with education can affect the DFC staff's present knowledge of and attitude toward training. It is not yet clear, however, who will comprise the DFC and whether these people will be--or become--sufficiently committed to training to play the role envisioned for them in the original project design.

The move from one ministry to another, however, does not solve another potential problem, namely, that of giving one line ministry authority over others in matters of strategic planning for training at the sector, institution, and individual level. The amended project, as described thus far, is silent on the issue of whether the DFC should continue to participate in any project activities other than processing candidates for scholarship awards.

To date, while working with private-sector training, the DFC appears to have interfered with, rather than facilitated, the development of in-country capacity for training. It is not unlikely that this will continue to happen once the project shifts its focus to sectors related to USAID/M's strategic objectives. The consequences could be even more damaging to the project's activities. Will the Ministry of Environment, for example, welcome the intervention of the DFC in its own strategic planning for training of another line ministry? Does the DFC have the official mandate to intervene? Does it now--or will it ever--have the expertise and

credibility to intervene? If the DFC had a successful history of supporting training, another ministry might welcome its involvement. But without this history, project activities may well be stymied by inter-office warfare.

Effectively, the functional counterparts to the project will be those ministries selected for attention because they work in the arena of USAID/M's strategic objectives. As of now, the amended project does not have as a purpose building the capacity of a government counterpart to participate in the training activities of various ministries and their related training organizations.

What options does USAID/M have defining the DFC's role?

- Continue the role as defined in the original design: a full-partner government counterpart with USAID in making decisions about the direction and operations of the project.
- Reduce the role that of an official counterpart for signing purposes, forcing it to play a passive role in the project.
- Amend the role to that of an "apprentice" counterpart: a unit of individuals who work hand in hand with the contractor, given increasing decision-making responsibility as they demonstrate the required capacity, with the aim of making them totally competent to carry on the contractor's role of consulting and advising at the end of the project.
- Request the government to select a different counterpart.

We recommend that

- Between now and the final negotiations of the project amendment, USAID/M carefully observe changes in DFC staff, roles, and responsibilities as a result of its move between ministries and assess the likely impact of those changes on the amended project.
- Limit the DFC's initial role in project implementation to what it has done well--processing candidates for overseas scholarships--and try to give it an apprentice role.
- Do not allow the DFC to intervene in an authoritative role in the training activities--planning or implementation--of other ministries.
- Reserve as long as possible the option of finding another government counterpart if the DFC appears obstructive to the project's goal.

The Fourteen Institutional Partners

As a result of decisions and events during the implementation of the project, the fourteen

institutions selected as "partners" have come to play a far more significant role than originally anticipated. Much time and effort has been devoted to building their capacity as training organizations. Several facts, however, have become clear:

- The project's resources are spread too thin across fourteen institutions.
- Not all of them are keeping their end of the agreement in participating in project events and working on their own to develop their capacity.
- Not all of them understand the purpose of capacity building and therefore of the funds, equipment, and technical assistance offered to them in the "spirit" of capacity building.

These facts alone present problems to the project. Yet the major dilemma results from USAID's new directions, which force USAID/M to reconsider activities, such as the TFD project, which are aimed primarily at building capacity in the private sector.

The logical solution to both the problem of management and of priorities is to reduce sharply the commitment to most or all of the fourteen partners. But this raises other issues:

- USAID has formally selected these fourteen schools and already put considerable effort into building their capacity.
- USAID may have a contractual obligation to the schools in the form of the Memorandum of Understanding signed.
- The DFC has taken a firm stand in support of continuing to work with each of the fourteen partners.

What options does USAID/M have for amending its relationship with the fourteen institutional partners?

- It can keep them all and work with each one at a much lower level of funding and assistance (defined by the funds available for this activity).
- It can keep some of them and sever ties with the others.
- It can sever ties with all of them.

The first option might be politically comfortable, but it would result in a level of support so low that technical assistance would probably be rendered ineffective. The last option is not sensible because some of the fourteen partners might well be able to fit into the amended project and deserve continued support.

On what basis, then, could some of the partners be selected for further support and others dropped? Who would make this decision? How many should be retained?

To answer these questions, we make the following suggestions:

- The decision of which partners to retain should be made by USAID/M. While standard procedure would be to include the DFC in this decision, we fear that they are driven by political considerations that may result in undeserving partners being kept and deserving ones dropped. Surely they can be consulted, but the final decision should be made by USAID/M.
- That decision should be made on the basis of the partner's potential for providing services in the sectors targeted by the amended project, its performance to date, and, perhaps, its potential for cost-effective support (for example, linkages that have begun to be developed and look viable).
- The number to retain depends upon, first, the total amount of project resources (time and money) available for capacity building; second, the nature and number of institutions identified for support through the sector and institutional training needs analysis methodologies (see the Country Training Plan section for these methodologies); and third, the level of support required to be effective for supporting each institution.

In other words, if it becomes evident that some of the fourteen partners have or can formulate courses that meet specific sector needs for training identified through the needs analyses, and that they have a good performance record to date, their support should be continued.

It appears that the amended project should not aim to build the capacity of more than four or five training organizations altogether. Given the particular sectors on which the amended project will focus, it seems unlikely that more than one or two of these would be among the fourteen partners.

For example, the results of the needs analyses may be that one training organization in each of two sectors merits project support. In one sector this support consists of adding a new course (curriculum, instructors, materials, and assessment method) to an existing strong institution, such as the National Institute of Health Administration. In the other sector this support consists of introducing new training methodologies to teacher training colleges.

Joint Advisory and Selection Committee (JASC)

We have previously discussed the changes in criteria and procedures for selection of individual candidates (see section on Implementation Issues). These proposed changes have implications for the future of the JASC, which has had two roles: (1) advising and (2) selecting participants for U.S. training.

We will look first at the selection role. According to the original project design, candidates

were recruited and selected on an individual basis, based on their individual qualifications, as long as a certain portion were from the private sector. With the amended design, as we have discussed, they will flow more directly from specific sub-sectors and have more specific objectives for training. Thus, key people in that sub-sector and its institutions will have a larger role in guiding the selection of candidates. The selection role of the JASC will not be as important as it has been, as long as qualified people are being identified within the sub-sector.

As for the advising role, the Project Paper spells out in some detail the composition of the committee and its advising responsibilities. The committee was intended to play a significant policy-making and steering role throughout the project:

provide overall policy guidance for the project, identify broad training audiences and activities...set the tone of the project....provide a point of coordination for the various actors of the project....serve as a forum where views are exchanged between GOM, USAID, and private sector members....(Project Paper, p, 32).

The interim evaluation of the TFD project notes that "JASC involvement in advisory and policy matters has dwindled substantially" (p. 35). In fact, most advisory functions of the kind described in the Project Paper have fallen on the *de facto* management team of USAID, the DFC, and the contractor.

We suggest that the role of an advisory group not be set forth in the project amendment. Such a group has not functioned as planned, in either its advisory or selection capacity, and thus has become an implementation issue. Leaving out mention of the committee in the project amendment does not preclude reforming the committee or forming an entirely new committee if it appears to have a genuinely functional role in the project.

Monitoring and Evaluation Plans

The original project design describes a monitoring plan based on the Project Training Management System (PTMS) and a standard evaluation plan that includes an interim in-house evaluation and external mid-term and final evaluations. The amended project makes some modifications to these, based on what has actually transpired and lessons learned. The amendment also proposes some basic indicators of progress and impact, to be more fully developed by stakeholders in the project.

Monitoring Plan

The contractor will continue to submit annual work plans and annual reports on work accomplished, which are used as a basis of evaluating the contractor's performance.

The project design calls for the PTMS to be managed by the contractor. Following the recommendations of the interim evaluation, the amended project will shift this responsibility to USAID/M's Human Resources Office. The data in the PTMS are used in monitoring U.S. training. The contractor has developed a system for tracking in-country training data, which it will continue to use.

Evaluation Plan

The interim evaluation called for in the original design was conducted with assistance from outside consultants furnished by the HERNS project in Washington, DC. Although that design did not anticipate the shift in direction from the private sector to other sectors, many of its recommendations are still relevant and have been incorporated into this amendment.

The midpoint of the project arrives this year (1995). The disruption to the stream of activities caused by this amendment suggests that a mid-term evaluation this year would not be well timed. Thus, the mid-term evaluation will be postponed until twelve to eighteen months after the amendment has been signed.

The final evaluation will take place upon the project's conclusion. Both evaluations will use the indicators developed by stakeholders during the course of the project as the basis of findings and recommendations.

Indicators

The indicators in the original project design are the "objectively verifiable indicators" found in the logical framework. These have presented some problems, which this amendment addresses. At the EOPS level, the indicators are somewhat too ambitious to be useful. At the output level, they are strictly quantitative. This has presented serious difficulties with both the contractor and the government counterpart. The contractor is obligated to produce certain numbers of trainees through each of several mechanisms--numbers that do not necessarily represent either sound training or capacity-building procedures. The government counterpart

also appears duty bound to see these numbers met, and thus has failed to appreciate the impact of capacity-building itself on sector development.

Proposed Indicators

To amend the monitoring and evaluation plan in a way that will provide better tools for measuring the progress and impact of project activities, the following indicators are proposed at the purpose level:

Purpose 1: To improve Moroccan managerial and technical skills in those sectors related to USAID/M's strategic objectives and targets of opportunity: Health and population, environment, economic growth, civic participation, and basic education

Indicators of Progress (Consecutive)

- USAID/Morocco has selected as the project's primary domain two or three sectors from among its five strategic objectives and targets of opportunity (e.g., environment, economic growth, and basic ed).
- Key stakeholders from the sectors selected have written long-term strategic plans, which meet TFD project standards) for reducing human resource constraints to meeting the sector's goals (sector-level training needs assessment methodology).
- In at least two selected sectors, USAID/M and sector stakeholders have agreed on the one or two key institutions that deliver services in the sector whose human resource constraints can be addressed by USAID/M projects--bilateral and/or TFD (sector-level training needs assessment methodology)
- In each selected sector, key stakeholders in the selected institution(s) have identified constraints that can be addressed by human resources development and have written long-term strategic plans, which meet TFD project standards for doing so (institution-level methodology)
- In each selected sector, these stakeholders have agreed with USAID/M and the TFD on how the project will support the implementation of the sectors', particularly the selected institutions', strategic human resources development plans.
- TFD has designed and implemented U.S. and in-country training courses that address those human resources constraints identified through strategic planning and targeted for support from TFD.

Impact Indicators

- In accordance with the institution's strategic plans and agreements for support from USAID, the institution is in the process of alleviating human resources constraints (ties into indicators of this in each case at the individual level).
- Within each selected sector, there is a core of trained people in positions to implement the goals of the sector.

Purpose 2: To strengthen Morocco's in-country training capacity in these sectors.

Process Indicators (Consecutive)

- Following the institution-analysis methodology, each training organization selected for capacity-building by the project has written a mission statement, an analysis of constraints to achieving its mission, and its plans for building its capacity in order to alleviate those constraints.
- Each training organization has negotiated with USAID/M how the TFD project will assist in building its capacity and what the organization will do to ensure that capacity can be sustained beyond the life of the project.
- USAID/M has approved the contractor's work plan for building capacity within each selected institution.
- The contractor has implemented its work plan.

Impact Indicators

- The selected institutions have built their capacity to the level negotiated with USAID.
- The selected institutions have demonstrated that the training they offer has improved performance on the job of those who have completed training (ties into indicators at the individual level).

Developing Complete Sets of Indicators

These indicators are put forward as general guidelines for the further development of indicators by the project stakeholders. Depending on which sectors are selected for project interventions, a full set of indicators must be developed at the sector level, the institution level, and the individual trainee level. Such indicators will be directly related to the steps of the strategic planning for training methodologies described in the Country Training Section (see relevant section above).

It is important that all stakeholders participate in developing actual indicators. The stakeholders will be different at each level. At the sector level, they include high-level policy makers and managers responsible for implementation within the sector, as well as the

contractor, USAID, and other government counterparts responsible for achieving the project purposes. At the institution level, they include individuals responsible for defining the institution's vision and managing its implementation. At the individual level, they include the trainee, his or her employer, and the trainers. Only by including key stakeholders in the final definition of indicators can the project be fully and fairly evaluated.

Audits

Following the original project design, the contractor will be audited periodically, including an extensive close-out audit to be performed by independent auditors in the final year. In addition, if technical assistance or financial support to an institution is particularly significant, USAID may also elect to conduct an audit of that institution.

Accurate financial accounting and reporting on all dollar and dirham expenditures is the responsibility of the contractor. The USAID controller will utilize the management information system to facilitate reporting of project activities, e.g., training cost analysis. The contractor's financial accounting system will be compatible with the controller's system. In addition, Moroccan institutions receiving technical assistance grants will utilize the same format to streamline the control and reporting process for the contractor. Since financial records will be compatible and computerized by all parties, it will improve project administration, reduce report preparation time, and extend the microcomputer technology to local Moroccan institutions and staff.

The contractor's reporting system includes several key elements: monitoring expenses, budgeted amounts versus actual expenditures, and a check register system, if applicable.

Annex A:

Survey of USAID/Morocco Training Activities:

Notes on each Project

Loan Guarantee Fund Project

Dates: 1990; Continued in 1994
Budget: \$10.5 million
Purpose: Guarantees loans to small businesses

Training Activities to Date: None.

1995/96 Training Plans: The project is about to shift from Citibank to a local institution (Dar-Ad-Damane) to manage the funds for loan guarantees. After an audit of this institution, USAID will determine training needs, all in management. These are likely to include evaluation, auditing, account management, computer operations. The need will begin in about 6 months; training would be of 2 to 3 months duration.

1996/2000 Training Plans: Continued needs for management training.

Project's Training Resources: The contractor, IMCC, is here through September; he is a financial advisor. The project did not plan for a training component, because it did not foresee moving to a local institution.

Training Budget: None.

Needs for Assistance: USAID won't know until after the audit what these needs are.

Counterpart: Dar-Ad-Damane; About 100 people in a private bank with some public shareholders; in Casablanca. Does not appear to have any training staff, resources, or facilities.

Contact: Mohammed El alj, Croisement rue Idriss Lahrizi et rue Tata, Casablanca

Privatization Sector Assistance

Project Dates: 1992-1996
Budget: \$25 million
Purpose: To transfer state-owned enterprises to the private sector

Training Activities to Date: Study tours for the director. English language training for the director and about 20 managers. Some computer operation training by the vendor of new equipment.

1995/96 Training Plans: The project will move from the financial, industrial, and hotel sectors to the infrastructure sector (power, telecomm, public services); will need relevant training. INTRADAS in Washington, D.C. offers training in deregulation, etc. Could send a small team of people to this. Don't know more, because the deregulation law has just passed, and enterprises have not yet been targeted.

1996/2000 Training Plans: Continue as above

Project's Training Resources: USAID has funded a technical advisor from the International Privatization Group (IPG) of Price Waterhouse. But this man has been taken over by a superior as his admin assistant. Other foreign TA: 2 Belgians and 1 French. Other international donors provide assistance: UNDP, WB, JICA.

Training Budget: Only a small amount in the form of TA.

Needs for Assistance: Processing candidates for short-term training. Perhaps building a training capacity in privatization and regulation; none exists, as the process is too new, but it will need to be developed over time.

Counterpart: Directorate of Privatization in the Ministry of Privatization. Project officer doesn't know much about its training needs or resources.

Contact: Hassan Amrani, Directeur de la Privatisation, tel: 67-19-63; fax 67-19-70

New Enterprise Development

Project Dates: 1991-1997
Budget: \$16 million
Purpose: To reduce constraints faced by small and medium enterprises.

Training Activities to Date: 1 at policy level on 2 study/marketing tours (US and France) (public sector); 2 women for technical training (private sector).

1995/96 Training Plans: None.

1996/2000 Training Plans: 100-200 Moroccans (in relevant ministries such as Interior, Finance, Commerce) educated in how to reform: study tours and short in-country courses; Retool and retrain mid-level managers in reformed administrative methods; Computer operations for offices that are becoming computerized.

Project's Training Resources: Centre de l'Entreprise du Maroc (the project supports this training center within the Ecole Superior de Gestion--a private company, which has the capacity to do a broad array of private sector management training, including helping companies analyze their training needs).

Training Budget: \$350,000

Needs for Assistance: Want to put in place a critical mass of trained people in economic administrative reform; this is partly a training problem, but also partly a problem of lack of government commitment to reform. Would like someone to look at their reform proposals and analyze the HR dimension. Help ensure that people at every level in implementing the reform will take a cooperative attitude rather than resisting. Examples: Revising tax forms (reducing 30 to 4); Need cascade training to reach all the administrators throughout the country who will use the new forms.

Registry of Commerce: Becoming a computerized organization; need an analysis of personnel to see how jobs will change and what retraining is needed--"retool the lower level of the bureaucracy"; (Note: TFD may not do the training, but it could help with the analysis).

Need help in preparing PIO/Ps, if they get the funds to send

people for training.

Need help in finding short-term "interactive" (not academic) training abroad; they know the sources of such training in Morocco.

Need help building capacity of institutions (although none were mentioned specifically).

The project also works with associations of private sector enterprises; wants to help the associations offer discount-priced training, but doesn't have the means to subsidize this training. An immediate opportunity to work with TFD exists in matching this demand for training with what TFD partners might supply.

Counterpart: Ministry of Economic Incentives (official counterpart--a coordinating body that is very ineffective; the project keeps this ministry informed, but works more closely with Commerce and Industry, Interior, and others.

Contact: Richard Dreiman, contractor

Basic Education

Project Dates: 1995
Budget: Initially, \$2 million
Purpose: To expand opportunities for students, especially girls, in rural areas to enter school and complete grade 5.

Training Activities to Date: None (sector assessment only being conducted this April).

1995/96 Training Plans: Expect some but they are not yet specified.

1996/2000 Training Plans: Expect some; could be at any level (policy maker to teacher).

Project's Training Resources: Central projects that support basic education (ABEL2) and girls' initiative. Possibly from cooperation with World Bank (?) Training budget: \$500 thousand in TFD; might increase.

Needs for Assistance: Not yet determined.

Counterpart: Ministry of Basic Education (a new ministry, carved out of MEN).

Contact: None established yet.

Financial Market Development

Project Dates: New.
Budget: None as of yet.
Purpose: To expand financial markets available to institutions and individuals.

Training Activities to Date: Sent someone to a seminar in London on offshore financing.

1995/96 Training Plans: None.

1996/2000 Training Plans: For policy-makers in the ministry.

Project's Training Resources: None.

Training Budget: None.

Needs for Assistance: Not yet determined.

Counterpart: Directorate of the Treasury, Ministry of Finance. Probably has a training plan and budget. Uses some Moroccan schools: Confederation Generale Economique Marocaine (CGM), EIJ [?], Institut des Hautes Etudes de Management (HEM), Ecole Superieure d'Informatique et de Gestion (ESIG), and Institut Superieur des Arts et Metiers (ISAM), and Ecole National de Commerce et Gestion (Agadir, Tangier, Settat). Has support from EEC.

Contacts: Contractor: Alain de Maynadier, tel: 39-64-35; 39-78-45; fax: 39-65-19
Director: Abdelfettah Benmansour, tel: 76-13-65

Population and Child Survival IV

Project Dates: 1988-96
Budget: \$27 million
Purpose: To improve impact and sustainability of family planning and maternal child health programs.

Training Activities to Date: 4 MPHs in the US (project had 10 slots but only filled 4); 22 people on invitational travel (many to AIDS conferences); Hundreds in IUD insertion (clinical training); Hundreds in logistics of contraceptive warehousing and delivery (cascade strategy - 9 TOTs x 27 trainers per region x 60 trainees).

1995/96 Training Plans: Invitational travel to AIDS conferences.

1996/2000 Training Plans: (end of project)

Project's Training Resources: USAID project officer dedicated to US short-term training and invitational travel (Zohra). USAID staff person (Amina) working on clinical training in-country. SEEDS (now JSI), a contractor that handles invitational travel logistics. 2-year contract with JSI, helped implement training.

Training Budget: Roughly \$6 million; \$150 thousand remaining.

Needs for Assistance: None.

Counterpart: Ministry of Health, Directorate of Population. Has a training plan in place and is proactive about requesting training. Has no budget of its own, but has access to other donors' money.

Contact: JSI, contractor for Phase V

Family Planning and Maternal Child Health Phase V

Project Dates: 1993-2000
Budget: \$52 million
Purpose: To increase use of FP and MCH services by improving access, quality, and information; to increase their sustainability by ensuring a favorable policy environment, decentralized institutions, and diverse resource base (social marketing orientation).

Training Activities to Date: Some study tours. (Note: In its first 4 phases, the project has trained over 50 administrators in FP/MCH program management techniques).

1995/96 Training Plans: Mid-level and professional training in Morocco.

1996/2000 Training Plans: Training in Information, Education, Communication (IEC) methods. Train 400 physicians in basic family planning skills and knowledge. Training and retraining for MOPH service providers. Operationalizing the strategic plan of the Division d'Education Sanitaire. Advanced training of trainers. English courses for MOPH staff.

Project's Training Resources: Contractor (JSI) handles all training; In-country resources (see below).

Needs for Assistance: JSI 1995 work plan component, Operationalizing the Strategic Plan of the Division d'Education Sanitaire (IEC activities): "Additional technical assistance may be requested to facilitate this coordination and/or to further develop some of the elements of the overall IEC strategy." Further analysis of this document may reveal other areas in which TFD could help.

Counterpart: Ministry of Health, Directorate of Population (plus about 12 other organizations). Two regional training organizations in Morocco - (1) the National Institute of Health Administration (offers 2-year MA program), (financial & TA & training provided by USAID), and (2) the National Center for Reproductive Health.

Contacts: Don Louro, JSI Chief of party (29-84-23/31/15), also, Malika (?)
Dr. Nigel Hajid, MOPH, 69-05-10
Person in MOPH who handles training needs; also, cont. ed. office

Microenterprise Finance

Project Dates: 1995-2002 (still in design phase)
Budget: \$22 million (estimate)
Purpose: To provide banking mechanisms that offer credit and savings accounts to small-scale entrepreneurs (men producing and selling in the medina; women producing and selling at home).

Training Activities to Date: None.

1995/96 Training Plans: Send 2 or 3 bankers to Cairo in April/May for a Gemini hands-on workshop on managing microenterprise finance. Sensitize people in the banking community about what the benefits of microfinancing can be; perhaps organize a study tour to Bangladesh or Indonesia where it works well.

1996/2000 Training Plans: Initial seminar and ongoing OJT for bankers in microlending; how to evaluate and process loans, etc.

Project's Training Resources: Training and technical assistance for OJT is built into the project; will be handled by the contractor.

Training Budget: Unknown.

Needs for Assistance: It is not clear how the training in Cairo will be financed. Will TFD fund this?

The project will *not* encompass the training of beneficiaries--microentrepreneurs who need help in (1) improving the quality of their products and using the most appropriate technologies, or (2) managing their businesses. It is looking to other funded training institutions for this, including the German assistance agency, GTZ, for "duel" technical training, and others for management training. Organizations that might offer management training could include FOCS/EMSI and/or others of the 14 partners. They might also use the outreach training centers of Chambers of Commerce and "cabinets" that do such training.

Project is also looking for ways to help train women microentrepreneurs who work in the home.

Counterpart: Private-sector banking institutions, [Ministry of Commerce?].

Contact: Mike Kerst

Morocco Agribusiness Promotion

Project Dates: 1991-1997
Budget: \$17.8 million
Purpose: To expand and improve Moroccan exports, increase investment in Morocco, and introduce Morocco to new agribusiness technologies.

Training Activities to Date: Long-term: 1 PhD and 1 MS candidate now in training; 11 slots planned (3 public, 8 private); lack of interest prompted project to change the remaining slots to 20 short-term slots.

Short-term: 1 person in the private sector to a marketing course and one to a technical course (nematodes); some "awareness trips" (study tours?).

They offered "industrial internships" whereby Moroccans would spend some time in U.S. processing plants, etc., but there wasn't much interest.

In -country: The project has brought U.S. experts in specific subjects to present seminars. It has recruited participants, mostly, but not exclusively, from the private sector. Recruiting for the first seminar took lots of time and effort, but based on the success of that seminar, the project's reputation begun to be established, and it becomes easier to recruit.

The project has also helped design and give courses at a few Moroccan institutions who see a demand for such courses. These institutions include Hasan II University of Agronomic and Veterinary Science, where the project is helping to develop the Program of Support for Agribusiness (PSA), developing outreach and continuing education activities; at Cadi-Ayyad, in Marakkesh, they are helping develop a certificate course in agro-industries in that region; at Safi Technical Institute, they are quality control program. They have also given lectures at private schools in Casablanca, and they serve as academic advisors to six or so individual students who ask for help in writing about subjects that fall within the project's scope of interest.

1995/96 Training Plans: No more long-term training.

Experience has shown that the most effective kinds of short-term U.S. training are awareness trips designed to show participants specific U.S. technologies, for example, growing and packaging strawberries for transport. Therefore, the project plans to do more of these activities. They are narrowly focused.

Continued in-country training seminars with the aim of transferring to Moroccan trainers the skills and knowledge of some of those courses now taught by U.S. experts (some of these experts are regulatory authorities, whose up-to-the-minute knowledge of U.S. regulations and standards can never be transferred to Moroccans).

Continued support to training organizations.

1996/2000 Training Plans: The project ends in 1997.

Project's Training Resources: The University of Minnesota manages U.S. training. In-country training organizations described above.

Training Budget: Long-term: \$720 thousand (most commuted to short-term)
Short-term: \$130 thousand

Needs for Assistance: Not much; training is an important component of the project, and they have planned and budgeted for it and made adjustments as constraints and opportunities arise.

Suggestions for TFD activities:

(1) Get the collaboration of health, agro-business, tourism and perhaps other ministries in training in sanitation (i.e., wash your hands before you touch food), for people working in food processing plants, hotels, restaurants, etc. Experience in Indonesia showed this to be effective and to have some spillover in the household.

(2) Help ministries and other organizations improve the "performance environment." People who return from training need an environment that has the operational budget and material they require to do their job. For instance, you can't train field workers in processing techniques and then not give them transportation to go out and help. (This would be part of strategic planning for training: When people are sent for training, make

sure the environment is ready for their return; if it can't be, don't send them.)

Counterpart: Ministry of Agriculture, Dept. of Planning and Economic Affairs (official); MOA, Department of PLant Production (working basis).

Contact: Don Humpar, Bill Grant, Development Alternatives, Inc. (Casablanca)

Accessing International Markets

Project Dates: 1992-97
Budget: \$10 million
Purpose: Information not available.

Training Activities to Date: [This project has no need for a training component.]

1995/96 Training Plans: Information not available.

1996/2000 Training Plans: Information not available.

Project's Training Resources: Information not available.

Training Budget: Information not available.

Needs for Assistance: Information not available.

Counterpart: Information not available.

Contact: Contractor - International Executive Service Corps (Casablanca)

Energy Demand Management

Project Date: 1988-1995 (amended twice in 1992 and 1994)
Budget: \$9.8 million
Purpose: To develop the core of a national energy demand management program in Morocco and to introduce pollution prevention.

Training Activities to Date: The project provides Technical assistance and training to both public and private sector entities, educational institutions and the Moroccan Energy Management Association. Study tours were organized for two groups of Moroccans to develop linkages with American energy associations and universities. This resulted in a signed cooperative agreement between ENIM and the University of Wisconsin. The project trained (In-country training) 1,175, for a LOP target of 960 (%LOP total of 122).

1995/96 Training Plans: Only study tours are planned.

1996-2000 Training Plans: Continued as above.

Project Training Resources: A US consulting firm, RCG/Hagler, Bailly, Inc., is implementing all components of the project, both directly with staff in Rabat and Arlington and through local subcontractors.

Training Budget: \$810 thousand, in addition to \$7,411 million in Technical assistance.

Needs for Assistance: None. The project is near completion.

Counterpart: Ministry of Energy and Mines (MEM), where roject manager is located; a Streering committee is monitoring implementation of the project.

Tadla Resources Management

Project Dates: 1992/1998
Budget: \$10,625 million
Purpose: To increase the efficiency, economic yield and environment sustainability of water resources management and use in the Tadla irrigation perimeter.

Training Activities to Date: None (action plan for all project activities just completed).

1995/96 Training Plans: 50 Moroccans are expected to be trained in FY95/96; short-term: 15 policy-makers and mid-level managers; academic training: 5 profess/technical staff; in-country: 30 profess-technical staff; 1996/2000 training plans: short-term: 10 profess/technical are planned.

Project's Training Resources: Direct AID institutional Contract with Chemonics International is responsible for the implementation of all project's components; Training budget: \$575 thousand plus \$8,350 in T/A.

Needs for Assistance: assist beneficiaries institutions to develop a methodology for the training program. The methodology should be based on the future needs of the country.

Counterpart: Office Regional de mise en Valeur Agricole, TADLA (ORMVAT)
Administration du Génie Rural, Ministry of Agriculture and Rural Development (MAMVA)

Contact: Information not available.

Dryland Agriculture Applied Research (Phase II)

Project Dates: 1978-1988; second phase 1989-95
Budget: \$50 million
Purpose: To establish a sustainable applied research capacity that is relevant to the dryland farming systems and natural resource constraints in the southern region of Morocco.

Training Activities to Date:

- (1) This capacity building project combines long-term, short-term, on-the-job, and institutional linkages between INRA and US institutions.
- (2) 64 Moroccan professionals have been trained in the US (Ph.Ds and MS).
- (3) 14 "coursework only" students enrolled in US universities during FY 93 have completed their preliminary examinations in the summer of 94 and are completing their PHDs in Morocco at the Agronomic and Veterinary Institute (IAV) Hassan II.
- (4) USAID/INRA efforts now are shifting towards institutional sustainability, post-project linkages and the completion of the training component; the project is providing assistance as to improve INRA's capacity in human resources development. This year the project initiated an in-country training program was initiated and a human resources study for all INRA staff is underway.
- (5) Over the last two years training and T/A have also been provided through multiple linkages with both US public and private institutions (Washington State University, University of Georgia, Valmont Industries, Team Technologies of Chantilly, VA,) and Moroccan institutions such as with the ENA/Meknès.

1995/96 Training Plans: Completion of the training components.

1996/2000 Training Plans: Continued needs for on-going technical and managerial support linkages strengthening between INRA and US institutions as well as with Moroccans institutions.

Project's Training Resources: Midamerica International Agriculture Consortium (MIAC), has a team leader in Morocco and manage all T/A and training components.

Training Budget: \$5 million (plus \$26 million in T/A)

Needs for Assistance: TFD could help in the area of in-country training and faculty training; in assisting our counterpart institutions in designing training programs that meet their training needs.

Counterpart: Institut National de Recherche Agronomique (INRA).

Contact:

Tetouan Urban Development Project

Project Dates: 1985-1995 (extended in 1994)
Budget: \$5,264 for institutional development (608-0194) and \$25 million for a HG loan (608-HG-001).
Purpose: (1) strengthen the institutional capacity of the GOM agencies implementing the HG-001 Tetouan upgrading program and to assist GOM policy makers to address key urbanization issues.

Training Activities to Date: The project has trained over 200 municipals, top-level managers and professional staff and technicians from the municipality of Tetouan and other Moroccan cooperating institutions in the project. Training in project management and monitoring, municipal financial management, provision of municipal services, budgeting, cost recovery and revenue generation was provided through short-term T/A, on-the-job training, seminars and workshops in Morocco, the US and in the region. Study tours were also organized for municipal officials to develop an institutional linkage between the city of Raleigh (N.C.), signed in 1992. In 1994, Raleigh began its assistance to Tetouan to develop its environment Services Division and liquid and solid waste collection system. Technicians were trained at Raleigh and in Tetouan.

1995/96 Training Plans: All T/A and training completed. No training is planned (end of project). Project generated tremendous training demands formulated by other local governments.

1996/2000 Training Plans: Continued needs for local governments capacity building and decentralization.

Project's Training Resources: No long-term technical assistance. Short-term contractors (RTI, ICMA and Bryler) were contracted to provide training and T/A in Morocco and in the US. Project Manager works with counterparts institutions for needs identification and follow-on with contractors.

Training Budget: \$350 thousand (6% of the project).

Needs for Assistance: Most needs of assistance felt through the project implementation are in: (1) designing individual training courses tailored to the specific needs of the beneficiaries institutions; (2) locating

training resources; (3) building capacity of in-country training organizations; (4) assist project's counterpart institutions (DGCL, municipalities, among others, improve their capacity to identify their training needs, plan and budget for their training; (5) USAID could help by facilitating linkages with specific local and US educational institutions, like some Centres de Recherches Universitaire (CERAU, CERASE, etc.); (6) provide a continuous training of trainers; (7) provide updated equipment and material support.

Counterparts: Directorate General for Local Governments (DGCL); National Shelter Upgrading Agency (ANHI); Urban Community of Tetouan (MUN); Municipal Development fund (FEC), Center for Studies and Research on Urban Development (CERAU - GOM research institute).

Contacts: Information not available.

National Shelter Upgrading Agency (Anhi) Low Income Housing Project

Project Dates: 1988-1992; continued 1995
Budget: \$1,300 million (a T/A Grant)
Purpose: To increase the production of serviced housing sites for low-income groups; (2) to encourage private sector to take a greater role in the production of affordable shelter; (3) to strengthen the operating and financial capacity of the ANHI to carry its programs; and (4) to reduce the cost of residential land development.

Training Activities to Date: The project provided short-term training and studies and T/A; Since 1991, through study tours and specially tailored programs in the US, in-country seminars and workshops, participation in regional conference, in-house training, etc., the project has over 200 ANHI staff and professional.

1995/96 Training Plans: None (close out of project).

1996/2000 Training Plans: See above.

Project's Training Resources: Short-term contractors: TRG for strategic planning activities and management training; ICMA (Washington) for MIS/workshops and seminars for specific topics.

Training Budget: \$602 thousand for short-term T/A and training
\$402 thousand for studies and seminars

Needs for Assistance: Information not available.

Counterpart: ANHI

Contact: Information not available.

Development and Financing

Project Dates: 1993-1994 (HG project)
Budget: Loan Guarantee/\$100 million planned
Purpose: This HG project purpose is to (1) increase the capability of the ANHI to improve shelter conditions in Morocco; (2) to increase the capability of municipalities to provide shelter related infrastructure and environmental services on a more sustainable basis.

Training Activities to Date: The program has just started. There is a management and financial capacity building component for ANHI.

1995/96 Training Plans: Not yet specified.

1996/2000 Training Plans: See above.

Project's Training Resources: None.

Training Budget: A grant (608-0221) will accompany this project (see below).

Needs for Assistance: Most likely training and assistance in strengthening of urban community groups and democratic decision-makings.

Counterpart: National Shelter Upgrading Agency (ANHI) and the Municipal Development Fund (FEC).

Contact: Information not available.

Urban and Environmental Services

Project Dates: 1994-1999
Budget: \$7,200 million
Purpose: Tthe same as the HG program, which is to (1) increase the capability of the ANHI to improve shelter conditions in Morocco; (2) to increase the capability of municipalities to provide shelter related infrastructure and environmental services on a more sustainable basis. The project supports the HG program objectives. It will help build the management, marketing and financial planning ability of ANHI as well as improve the capacity of municipal governments to respond to citizen needs and demands. It will also include a focus on governance/democracy and on environment protection.

Training Activities to Date: The project has not yet started.

1995/96 Training Plans: None, see above.

1996/2000 Training Plans: A substantial training package (plus T/A) are programmed by the PP for both ANHI and municipal governments as well as for central level staff. Using the lessons learned from previous HG loan program and similar support projects, the project paper is adapting a more coherent approach to training and capacity building. For example, the PP says: "Any training which needs to be replicated, or could serve as a model for other entities, will feature a training-of-trainers approach". Also, an overall training needs assessment is planned which will culminate in a proposal for and a general training plan for the life of the project, with specific proposal for year one (and then annually). T/A is also planned and includes O-J-T and studies.

Project's Training Resources: Not yet specified, but an AID institutional contractor will be hired.

Training Budget: \$600 thousand are budgeted for training (plus \$4,015 million for T/A and \$500 thousand for studies.

Needs for Assistance: In view of the limited budget for training, the project will need additional funding and assistance that could come from TFD.

Counterpart: ANHI, FEC, and Municipalities.

Contact: Information not available.

Appendix B:
Survey Interview Guide

INTERVIEW GUIDE ON USAID SECTOR TRAINING NEEDS

Name of Project or Activity:

A. Project's Training Activities: Actual and Planned

In the past three years, what kinds of training have you provided at each level?

	Academic	Short-term	In-country
Policy-makers			
Mid-lev managers			
Profess/technical			
Field workers			

What portion of project training activities are in the public sector?

What are your future training plans?

1995/96

	Academic	Short-term	In-country
Policy-makers			
Mid-lev managers			
Profess/technical			
Field workers			

1996-2000

	Academic	Short-term	In-country
Policy-makers			
Mid-lev managers			
Profess/technical			
Field workers			

B. Project's Resources and Needs for Training

What are the project's sources of expertise and management in training (describe role of project officer, contractor, counterpart institution)?

What is the project's training budget?

What needs for assistance does the project have in training expertise and management?

(1) Analyzing needs for training in the sector and/or project.

(2) Processing candidates.

(3) Designing individual training courses.

(4) Follow-on.

(5) Locating training resources.

(6) Building capacity of in-country training institutions.

(7) Other.

C. Counterpart Training Programs (Resources) in Morocco

What is the project's counterpart (name of directorate or division in the ministry)?

Does the counterpart have the following?

Training plan (yes/no)

Training budget (amount)

Does it offer training programs?

In-house (name)

Others in Morocco (name, institution)

Is financial and/or technical support available to the training programs?

From the government (amount, source)

From donors (amount, source)

Does the training program have overseas linkages (name of linkage institution, amount)?

What use has the USAID project made of these training programs (date, purpose, numbers trained)?

What is the apparent quality of these training programs (comments, evidence)?

What assistance could USAID give the counterpart to improve its training capacity?

Who might we contact for further information (names)?

Appendix C:
Documents and Persons Consulted

Key Documents Consulted

Project Paper: Training for Development (USAID/Morocco, 1991)

USAID/Morocco Country Program Strategy, 1995-2000 (March 17 draft)

Final Impact Evaluation: Sector Support Training Project (A HERNS Project Report by Barbara Howald and Ronald Springwater, November 1994)

Interim Evaluation of the Training for Development Project of USAID/Morocco (A HERNS Project Report by Barbara Howald and Jeanne Moulton, July 1994)

How To Design a Country Training Strategy for Its Impact on Development: A Manual for Staff and Consultants (Creative Associates International, Inc., October 1994 draft)

Persons Consulted

USAID/Morocco: Bill Jansen, PHHR Division Director
Monique Bidaoui, Human Resources Office Director
Jamila
Ben
Michael Farbman, Mission Director
Jim Hradsky, Mission Deputy Director
M. Sebti, Finance Projects Officer
Mary Reynolds, Contracts Officer
Zohra, Population Project Officer

Direction de la formation des cadres: Hassan Naciri, Directeur
Fatima Z. Souleimani, Chef de division
Aziza Zemrani, Chef de service

AmidEast: Jonathon Smith, TFD Chief of Party
Peg Clement, TFD Training Director
Lee Jennings, consultant

Agribusiness Marketing Investment: Donald Humpal, Chief of Party
William Grant, Agricultural Economist

New Enterprise Development/DynaPME: Richard Dreiman