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STRATEGIC PLANNING OF TRAINING

A HERNS Trip Report

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GLOSSARY

ABEL	Advancing Basic Education and Literacy Project
ADS	Automated Directives System
AE	AmidEast
DFC	Direction de a Formation des Cadres
DH	Dirhams
FAC	Fonds d'aide a la cooperation
FAO	United Nations Food and Agriculture Organization
HERNS	Human and Educational Resources Network Support Project
HRDA	Human Resources Development Assistance Project
MEN	Ministere de l'Education Nationale
NGO	Non-governmental organization
SO	Strategic objective
SP	Strategic planning
TFD	Training for Development project
TNA	Training needs analysis/assessment
TO	Target of opportunity
UNESCO	United Nations Education, Science and Cultural Organization
UNDP	United Nations Development Program
WB	World Bank

PART ONE:
INTRODUCTION

Background: As the USAID Morocco portfolio evolves with both Washington and Moroccan priorities, the Human Resource Division (HRD) has made major changes to the one large project within its purview, and is, as well, searching to re-create its role vis-a-vis other Mission divisions. The HRD is also embracing Agency re-engineering concepts as they pertain to training. This delivery order seeks to provide USAID/Morocco with the support required to make both the programmatic changes and the changes in approach to the management of training Mission-wide.

Objectives: The overall objective of this assignment (from Delivery Order #17 Scope of Work) is to assist USAID/Morocco to introduce, build support for and develop skills in developing training in support of Mission strategic objectives. In particular, this effort will support Mission planning of activities under its Basic Education strategic objective (target of opportunity). The outcomes envisioned as a result of this assistance include the following:

USAID Mission

Mission management structures understand and support re-engineered training management concepts

Mission management structures understand revised training management requirements (ADS 203) and are familiar with resources they have for training support (training office, contractor, other services)

Training strategy and indicators prepared for Basic Education SO Team

Ministry of National Education plus two key organizations

Understands what training standards are expected of it (re-engineered training management)

Training Needs Assessments performed for MEN and 2 other organizations

Has basic skills in strategic planning of training

Direction de la Formation des Cadres

Understands and supports "re-engineered training management concepts

Understands revised training management requirements

Has basic skills in strategic planning of training

TFD Contractor (Amideast)

Understands and supports "re-engineered training management concepts

Understands revised training management requirements

Has basic skills in strategic planning of training

Methodology: The multiple objectives of this delivery order mandated that each of the client groups be the subject of consultations specific to it. This approach allowed us to spend the time required on the specific requirements for and pre-occupations of each group, per the previous section. The work plan and calendar are attached at the end of this report.

The tasks are grouped thus:

1. *Introduction to training re-engineering concepts and procedures; introduction of ADS 203 changes from old Handbook 10:* We organized briefings for Mission management, Mission Strategic Objective Team leaders, technical officers and contractors, and consulted individually with technical officers for more in-depth questions. We delivered the latest available draft of the ADS 203 and discussed changes in detail with HRD staff.
2. *Basic education training strategy:* When it became clear that the Basic Education subsector strategy was not to the point at which a training needs analysis could be performed, we concentrated on gathering more information on the basic education sector in general, with particular emphases on defining the major actors in this sector, on understanding the current status of Moroccan government objectives and activities in this area, and on assisting USAID to widen its circle of contacts within the sector.
3. *Support to the amended TFD Project:* The main focus of this element was for Project entities to attain a clear understanding of Agency planning processes and how training is to be planned to support it. This was undertaken through a series of meetings and workshops for each of the project partners covering the essentials of strategic planning and training needs analysis. The HRD, TFD contractor and TFD counterparts were then brought together for further work on these new training management standards. Bringing together the three TFD parties to clarify language and concepts and to initiate planning for the TFD Project continuation - uncovered some differences in interpretation among partners of their objectives and roles. Uncovering these differences, while painful at first, may finally allow USAID and the DFC to examine in detail their expectations and assumptions about the refurbished project. A series of meetings was scheduled for these continued talks among, first - USAID and the DFC, and second - these two along with the Project contractor.

PART TWO:

TRAINING RE-ENGINEERING CONCEPTS AND PROCEDURES

Several meetings were conducted to orient mission staff and contractors to the new policies and procedures of the ADS. The main points of the new policies were discussed at length, along with their implications for specific projects. The emphasis was on the integration of training into the mainstream of strategic planning activities of the SO Teams, i.e. strategic planning of training in the same manner as other intervention modes. Other related aspects covered were the required links to SOs and Results Packages, the need to design for and account for results, to evaluate and report results as part of the SO reporting mechanism, and to consciously design in and implement best practices. The immediate challenge for SO Teams is to conduct SO strategic planning exercises leading to Training Needs Assessments, the development of Training Strategies, and Annual Training Plans, all oriented to a more rigorous analytical approach to training.

As part of the TFD Project, HRD staff and AMIDEAST will concentrate at the outset on developing the strategic planning skills of target Moroccan institutions, namely the DFC and, for the short term, selected institutions in the basic education field. HRD staff will also be assisting SO Teams in developing their training strategies and plans. The mission has tentatively decided to appoint the HRD chief to the new position of Human Capacity Development Manager (HCDM), who will be the point person in this skills development effort as well as bringing the required uniform approach to training management.

A major change in the ADS of great concern to the SO Teams is the single training contractor. This contractor, to be under the supervision of the HCDM, will work with all SO Teams and technical contractors to assure that the new technical standards for training are attained and uniformly implemented, a near impossibility if diverse contractors manage training components. The training contractor will assist in the design and implementation of the generic components to assure that all programs include the elements required in ADS, but will not infringe on the technical prerogatives of the SO Teams in the technical content of their programs.

The new training programming contractor arrangement to go into effect in a year will provide, for those missions desiring it, a resident training contractor, as part of a direct contractual relationship with the mission for services now provided by a U.S.-based contractor (PIET) under contract with G/HCD. However, we advise the mission to explore the option of expanding the training management role of AMIDEAST, from its evolving TFD responsibilities to a wider mission role, as it renegotiates AMIDEAST's contract in the wake of the TFD amendment. This assumes there will be sufficient funding for these additional responsibilities.

The single contractor issue is also of concern to the HRD staff. Their role appeared to be put into doubt, if the contractor assumes the bulk of processing duties. However, given the addition of

higher order (non-processing) training design and management responsibilities on the shoulders of the HCDM and the HRD staff, there will be no lack of work. There is a need for additional strategic planning skills on the part of the HRD staff for it to play a full role in the future.

The upcoming installation of the newest version of PTMS in the mission and the assumption of the task of data management and tracking is another responsibility for HRD. As PTMS is geared up to contain all earlier training data, it is necessary for HRD staff to set up a system which captures all in-country training for inclusion into PTMS and incorporates earlier participant training data.

Strategic Objective Team chiefs were the major audience in the ADS briefings, with only one contractor present, other than AMIDEAST. Special efforts will have to be made to more actively integrate contractors who presently implement training components and who serve as partners and stakeholders on SO Teams into a strategically focused HRD, with its new task of teaching and implementing strategic planning and introducing best practices.

Strategic Objective Team members were receptive to our team's recommendations on how to apply the new technical standards on training to their overall planning and implementation tasks. Their expectation of assistance in these areas forms the new re-engineered mandate for the HRD Division, i.e. the SO Teams have become the major internal customers for HRD. This provides the best opportunity for HRD to promote the implementation of best practices, on a program-wide basis and not just in a training project under HRD management. However, SO Teams cannot expect HRD staff to "do the Training Plan" for them. The willingness and ability of SO Teams to work on a participatory and partnership basis with their HRD colleagues will be an early test of the success of re-engineering in the mission.

With re-engineering has come an avalanche of written materials which it is unrealistic to expect SO Team members and contractors to master at once. Therefore, a recommended task is to distill material related to training into manageable, bite-sized chunks. Otherwise, there may be a tendency to drift back into the old ways of doing things. This is another important service for the HRD staff, but one which will need some preparation and training. A start has been made with the Highlights of ADS 253, found in the annex. Additional aids will be distributed from G/HCD as they are developed.

Scattered throughout this discussion are references to additional HRD staff tasks which will require new skills. An important initial exercise in strategic planning should be a strategic assessment, done by HRD staff themselves, of their needs for training and a plan to fulfill them. This will provide an excellent opportunity to practice their new planning skills and serve their own needs as they embark, with the rest of their mission colleagues, into unfamiliar territory.

Attachments

Training Strategy Format

Highlights of ADS Chapter 253: Training for Development Impact

Training Strategy Format

Shows how training will support organizational performance improvement, and therefore larger strategic objective. Discusses the rationale for training as proper contribution to attaining the objective. Begins with the big picture and moves toward specific training objectives. Provides the framework against which the operational planning is done each year.

Results: Intended Impact		Intermediate Training Results: Preconditions to Impact		
Strategic Objective	Program Outcome	Institutional Performance Goals	Trainee Performance Goals	Training (Learning) Objectives
Medium- to long-term goal established for each sectoral area of Mission interest.	Medium-term outcome directly contributing to SO.	What insitutional change is required if it is to contribute to SO attainment?	What kind of staff performance improvements are required at the institution?	What skills, knowledge or attitudes must the trainees acquire for the required performance improvement?
This long-term objective...	... is attained via this targeted program outcome...	... through this better institutional performance...	... which is produced through these staff performance improvements...	... which is possible with these new skills learned by trainees.
5 years (short term training) 9-10 years (academic)	4 years (short term training) 7-8 years (academic)	3 years (short term training) 5-6 years (academic)	1 year (short term training) 2-4 years (academic)	Upon completion of training

Highlights of ADS Chapter 253: Training for Development Impact

*ADS 253 is in two parts: **Policy and Essential Procedures (required)**, and **Supplementary Reference (optional)**. This summarizes the first part and is not a substitute for the full and authoritative ADS text. Paragraph numbers preceded by an E are Essential Procedures. The purpose of the ADS changes is to streamline, reduce procedural requirements, and empower missions to use training efficiently in support of their strategic objectives.*

Policy (253.5) and Essential Procedures (E253)

Results Orientation of Training (253.5.1...)

..a. **Jurisdiction.** All training is covered by this ADS, including in-country. Training is not to be authorized under Invitational Travel, which is for individuals furnishing audiences or colleagues information concerning their specialties. (E253.5.1a)

..b. **Cost.** Impact on SOs takes priority over cost considerations in deciding where and how training shall take place. However, missions must develop effective cost containment measures appropriate to the situation and must have solid grounds for selecting a higher-cost program which appears to be the functional equivalent of a lower-cost one.

..c. **Strategic Relationship.** The relationship to mission or bureau development objectives is to be described in the unit's strategic plan and recapitulated in its training agreements.

..d. **Results.** Results must be defined, tracked, analyzed, and reported as part of the operating unit's performance measurement, evaluation, and reporting plan.

..e. **Location.** U.S. and third-country training must supplement in-country training capabilities, i.e. (E253.3.1e) to address the broad range of attitude and understanding of economic, cultural, and political institutions that impact on development. Unless waived, third-country training may not take place in a) non-code 941 countries (or for Development Fund for Africa-funded training, the appropriate DFA codes), b) donors to the host country, or c) countries considered unfriendly to the U.S. and where travel by U.S. citizens is prohibited.

Prohibitions a) and b) may be waived by the mission director on a case by case basis, with a copy to G/HCD. Criteria are all of the following: 1) the training is critical to achieving strategic objectives; 2) the justification of the need for training is compelling; 3) the participant has proficiency in the language of instruction; 4) similar training is

not available in the U.S. or a 941 country; and 5) funding is not available from the country where the proposed training is to take place.

..f. Training Agreement. Unless waived (see below), missions must enter into a formal training agreement with appropriate stakeholders in a particular training event, including the participant, the mission, the participant's employer, the training contractor, and training providers. Such agreements shall include development impact objectives, a program for achieving those objectives, a time table, and a set of outcome measures. Agreements may be specific to the training event in the case of in-country training, applicable to all trainees taking part in it, but must be specific to the individual trainee with third-country and U.S. training.

As part of the training agreement, host country contribution is routinely expected, typically consisting of the cost of round-trip international travel. (E253.5.1f)

The mission director may determine not to apply this or any other host country contribution, according to host country circumstances.

..g. Program Components: Unless waived, all training must consist of three integrated components: 1) pre-training or pre-departure orientation and goal setting, 2) the training event, and 3) follow-on activities.

Criteria for waivers to requirements for training agreement and integrated program components are to be established by mission. Possible grounds are: length of training does not warrant, cost disproportionate to projected results, location makes it impractical, training is of a study tour nature (short-term, non-classroom), and mission is in transition to closeout. (253.5.3a)

..h. Human Capacity Development Manager and Single Contracting Entity. The mission director shall 1) name an individual, committee, or team to serve as HCDM responsible for overall training program management, and 2) establish a single contracting entity with the function of programming and processing all training participants from all mission strategic objectives.

The mission director or designee shall also (E253..5.1h)

- a) designate a primary and alternate officer (both U.S. citizens) responsible for IAP-66A forms;
- b) arrange for tracking performance of HBCU and WID goals;
- c) authorize medical waivers;

- d) authorize waivers of English proficiency test or call-forward scores and use of interpreters;
- e) establish mission policy on spousal training;
- f) see that appropriate cost containment strategies for training are adopted; and
- g) authorize exceptions to established allowance rates. In setting third-country allowance rates, which may not exceed U.S. government per diem rates for a given country and locality, missions shall consult with counterparts where they exist in third countries.

The mission director alone is responsible for:

- a) authorizing exceptions to the requirement that English language preparation uniformly take place in-country, except in rare exceptions where local conditions render such training manifestly cost-inefficient. U.S.-based English language training is reserved for topping-off of language skills for academic training;
- b) authorizing training in non-code 941 countries; and
- c) approving cost sharing contributions by host countries.

.i. Generic Duties of HRDM, SOTs, or contractor:

- 1) establish that training events are linked to appropriate SOs;
- 2) establish appropriate performance and impact indicators;
- 3) establish that funding is available for all in-country pre-departure and follow-on portions of the training program;
- 4) provide technical analysis for relevant sections of the strategic plan;
- 5) prepare and/or approve training sections in all strategy and planning documents, including the mission strategic plan;
- 6) coordinate and guide SO Team efforts to establish training performance and impact indicators;
- 7) provide support and technical guidance to all SO Teams and managers of existing projects, including best practices for cost containment;

- 8) develop an annual training plan that coordinates the training activities of SO Teams and contains a mission-wide training cost-containment plan or strategy;
- 9) review and approve decisions on training locale for consistency with SOs and USAID policy;
- 10) perform training needs assessments;
- 11) provide general program support, including scheduling and arranging for evaluations;
- 12) provide pre-departure support and preparation;
- 13) provide U.S.-based services;
- 14) administer third-country training;
- 15) review participant trainee documentation before training commences; and
- 16) provide various general, pre-, during-, post-, third-country, in-country, and special training support services (E253.5.1i).

Implementation of Training Programs (253.5.2...)

..a. Single Management System. Unless waived, each mission shall establish a single training management system to assure comparable appropriate support at every stage.

..b. Human Capacity Development Manager. Each mission shall designate an HCDM individual or team responsible for planning, coordination, and operational management of all participant training, including elements implemented by mission training staff, strategic objective teams, contractors, the mission's placement contractor, host governments, and other organizations and agencies.

..c. Single Contractor. Unless waived, each mission shall select a single contractor to program training.

Criteria for waiver are to be established by the mission. Possible grounds are: wide range or high volume of training events dictates having more than a single training contractor; a phase-in period is required; and the mission is in transition to closeout.

..d. Cost Sharing. Missions shall either fully fund or partially fund participants. In cost-sharing situations, missions must assume responsibility for those categories of funding that are

tax-exempt (tuition and fees) (E253.5.2d). All participants travelling to the U.S., however funded, require a "J-1" visa and USAID HAC insurance.

..e. **Contracting.** Missions shall comply with standard competitive practices, and appropriate participant training provisions must be included in contracts.

..f. **Gender Goal.** Missions or central bureaus must seek to achieve at least 50% women in the annual gender distribution of new trainees. This applies to each mission (not to individual strategic objectives), and to third-country and U.S. training, not in-country training. Missions or central bureaus must document with copy to G/HCD the reasons for variances exceeding 10% in any given year, and intended plans to make progress toward intermediate targets.

..g. **HBCU Goal.** Missions and central bureaus shall endeavor to provide at least 10% of their U.S.-based person-months of training, which they initiate in any given year, at HBCUs.

..h. **Dependents.** The mission shall establish a policy governing the travel of dependents to third countries or the U.S.

..i. **Spousal Training.** The mission shall establish a policy regarding spousal training. Funding shall be limited to tuition, fees, and income taxes. Spouses approved for training are not themselves participants and may not be counted as such in mission statistics.

..j. **Database.** All missions shall use the Global Bureau-approved database, such as PTMS. All participants must be documented by a Participant Data Form (PDF) to be entered into USAID/Washington's Participant Training Information System (PTIS) within seven days of participant arrival in the country of training (E253.5.2j).

..k. **Language Proficiency.** All participants whose training is conducted in English must demonstrate English proficiency by achieving prescribed scores on the TOEFL or ALIGU tests, unless they meet waiver criteria or are provided with an interpreter. If the total costs of U.S.-based English language training exceeds the total cost of such training in-country or in a third country, to reach an equivalent level, then the training shall not take place in the U.S., except where: facilities do not exist in-country or in a known third-country; comparative length of time to reach equivalent level makes U.S. English instruction necessary; and specific programmatic benefits required as part of the overall training program could not accrue in the absence of English training in the U.S. (E253.3.2k)

..l. **Visas.** All participants are admitted to the U.S. only under a "J-1" visa issued for the projected duration of training. The J-1 requires a two-year home residency before becoming eligible for other visas. If, from their home countries, returned participants apply for and receive a J-1 visa from a different sponsor, the two-year residency requirement is deferred and a second two-year residency may be required (E253.5.2d). J-1 visa sponsorship may not be

transferred to any other sponsor or terminated in favor of a non-sponsored visa.

..m. **U.S. Carrier.** All travel must take place on U.S. carriers, where possible.

..n. **Allowance Rates.** All participants must receive allowance rates prescribed by USAID.

..o. **Health and Accident Coverage (HAC).** All participants in the U.S. must be covered by USAID's HAC system. The mission is responsible for ensuring that a medical exam is conducted certifying that the participant's health is adequate for the proposed training, and identifying any pre-existing medical conditions. Missions may arrange for separate health and accident insurance outside the HAC program for cover in-country or third-country training.

..p. **Employment.** Participants shall be employed only in connection with a fellowship, assistantship, on-the-job training, or practical training experience which is an integral part of the trainee's approved program. Such employment is limited to 18 months. Maintenance allowances must be lowered accordingly.

..q. **Taxes.** USAID shall pay taxes, from the funding contract, on income in the U.S. resulting from any official, Agency-funded training program, with the following exceptions (E253.5.2q): for time in non-returnee status; for penalties and/or interest resulting from tax return not having been reviewed by G/HCD; for retroactive tax liability; and for liabilities from funds received from sources other than USAID and not part of the approved program.

PART THREE:

PLANNING A TFD INTERVENTION IN THE BASIC EDUCATION SECTOR

A. Introduction

The purpose of this report is to synthesize what we learned about the basic education subsector with a view toward planning an intervention by the Training for Development (TFD) project. It is intended to help the TFD project begin working with the Ministry of National Education (MEN). Much of the information provided here we have already discussed with some individuals in the mission. We are presenting it in this report so that USAID and AmidEast have access to what we learned and future consultants can quickly become familiar with the events that preceded their visits.

Rather than restating what has already been eloquently discussed in other reports by USAID, UNESCO, and the World Bank, we only refer to those documents. An annex to this report contains an annotated bibliography of those few documents we found to be critical, as well as a list of people we spoke with. We recommend that everyone involved in the TFD project become familiar with those documents, as they are thorough and thoughtful analyses of the basic education subsector and its need for reform.

Organization and contents of the report: The report begins with a brief description of the larger context of the MEN's focus on improving education for girls in rural areas. This description includes recent events that will influence the policies in this subsector. Next, we discuss the activities in the sector of two important players, the World Bank and UNESCO/UNDP, and the struggle over policy direction in which they have been involved with the MEN. We then briefly account for what other donors are doing in the subsector. Finally, we propose a point of intervention for TFD in the subsector, a means of relating TFD activities to subsequent USAID initiatives in the subsector, and some considerations in making decisions on these interventions.

B. The Context of the Focus on Educating Girls in Rural Areas

The MEN appears to be taking a strong leadership role in deciding what to do to improve education for girls in rural areas. Its role is influenced nonetheless from two directions--higher entities in the national government and foreign donors.

1. Influences from elsewhere in the government

The government of Morocco is currently designing a broad reform of the entire education system. This is not the first such reform in recent years. In 1985, a reform was launched to revise the curriculum, retrain teachers, and reduce rural/urban inequities (ABEL report). In 1989 and 1991, similar reforms were declared (Khandker). But conservative forces, which had no interest in

dismantling the education system based on a colonial model, resisted any significant changes to the system. Allocation of funds in the sector continued to undermine attempts to improve rural schools at the expense of urban schools and universities.

The National Charter of the New Reform, currently being drafted by 330 people commissioned by the king (ABEL), may have more force behind it than did earlier reforms. First, the growing crisis caused by the high rate of unemployment among university graduates is creating political problems that demand attention (Tibi). Presumably, the reform will address this external inefficiency of the education system. Another indication of the king's commitment to change is his reorganization of the ministries in February 1995, which broke the former ministry of education into two, creating a separate ministry for higher education. Finally, in September 1995, the king made public statements that reinforced his will to reform and chastised the work of the commission for being too conservative in its measures to change (see the attached transcript of the king's speech).

What is the genesis of the government's interest in paying more attention to girls in rural areas? We are not sure. In part, it may be that this is an international political issue, fashionable around the world (Tibi). It does not appear to be solely an imposition by foreign donors, though donors are certainly playing a role in supporting this direction.

2. Influences from donors

In recent months, two donors have found themselves vying for the ministry's attention to their proposals for improving the education of girls in rural areas: the World Bank and UNESCO/UNDP. During our visit, the proposals contributed to a power struggle within the ministry.

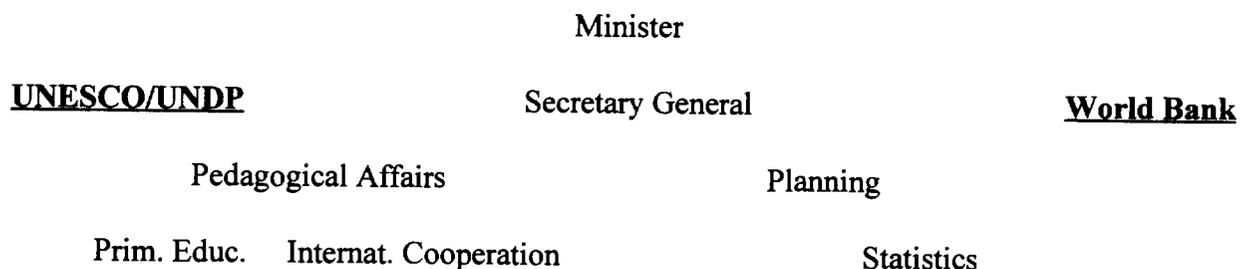
In 1993-94 the World Bank completed studies of why so few girls in rural areas attend school (see World Bank studies referenced in the annex). Based on the conclusions of these studies, the Bank has worked primarily with the planning department of the MEN to define its "sector action plan" and a complementary project to be funded by a loan from the bank (Tibi). The plan and project are based on a set of technical objectives aimed at increasing the enrollment and retention rates of rural girls (see the bank's June 1995 Aide-memoire). Bank representatives are currently negotiating with the government the terms of the loan.

In the meantime, with funding from UNDP, UNESCO consultants have just submitted a concept of an initiative to improve the lives of women and girls in rural areas--a concept centered on a "new school." In a meeting of MEN staff and consultants, the minister voiced his approval of the proposed concept.

Although neither the World Bank representatives nor the UNESCO consultants intended to raise a conflict within the ministry over their proposals, in fact, the proposals appear to have played into existing political struggles. In brief, the World Bank team had been working with the ministry's departments of planning and of primary and secondary education, with the support of the secretary

general. When UNDP proposed to the director of planning that he also work with UNESCO consultants, he turned them down. UNDP then found support from the director of cooperation, and called in the UNESCO consultants.

The following diagram roughly illustrates these linkages.



According to the UNESCO consultants, they were briefed by the minister, who asked them for innovative ideas about improving girls' education in rural areas. Initially, the consultants planned to focus on one aspect of the Bank's project, improving the quality and environment of rural schools so that more parents would send their girls to school. But after getting a cold shoulder from those in the ministry who were already committed to the World Bank project, they decided to attack the problem at a more visionary level, and wrote a social-political approach to improving rural schools as they relate to the poor conditions of women and girls. The minister recognized the UNESCO proposal as a vision for a significant reform, in contrast to the bank's project, which is elaborated mostly at the level of technical implementation considerations. In the minister's words: UNESCO has described the locomotive; the World Bank has described the wagons that the locomotive pulls.

The minister assigned the department of pedagogical affairs, in which the *direction* of primary education is situated, the leadership in improving rural girls' education, thus deflating the power of the planning department. Power relationships within the MEN are thus highly volatile at this moment, and it remains to be seen who will have a strong hand in translating the new concept into action through strategic and operational planning.

We will briefly describe the World Bank project (which reflects the MEN's Sector Action Plan) and the UNESCO concept.

C. The Sector Action Plan and the World Bank Project

Both the Sector Action Plan and the World Bank project are still in draft stages. Our information comes from the July draft of the project and from discussions with the consultant to the MEN who is drafting both documents.

The objectives of the plan derive directly from the findings of the World Bank studies that preceded it and from the direction given to the consultant by the team with which he worked in the ministry. These objectives are to:

- Increase *access* to the first cycle of schooling in rural areas (particularly girls), and improve retention
- Improve the *quality* of the first cycle, particularly in rural areas
- Build and refurbish school canteens
- Improve the physical conditions and quality of instruction in Koranic preschools
- Conduct literacy campaigns for mothers
- Strengthen the management and programming of education (more precisely, planning information systems, public expenditures (PDP) and other financial data systems, and evaluation systems.

“**Access**” and “**quality**” are two broad terms that can encompass a number of more specific objectives and strategies. The World Bank project document provides more specific information on what the project will entail.

Improving *access* in this project means the following:

- Building and furnishing more schools, rehabilitating existing schools, and training planning staff in related planning skills. Criteria for deciding where to build new schools have been determined.
- Designing new schools so that they accommodate multi-grade classrooms, training teachers, and designing programs for multi-grade classrooms
- Installing running water and latrines where needed
- Experimenting with other community services offered in schools such as literacy, sewing, handicrafts
- Trying new daily schedules and annual calendars for schools more suited to the daily and yearly rhythms of rural areas
- Conducting campaigns to promote schooling, especially for girls

- Setting school fees according to income (an item which appears to be controversial in the government)

The rationale for each of these activities comes from the bank's findings that schools need to be closer to households and provide amenities (on the supply side) and that communities need to place higher value on schools, costs to families must be lower, and mothers need to be literate (on the demand side).

Improving *quality* means the following:

- Providing school furniture, teachers' guides, students' books, libraries--mobile and fixed, provincial resource centers
- Adapting the curriculum to rural schools (though Tibi says this is not part of the government's plan)
- Strengthen the skills of pedagogical (inspectors) and administrative staff
- Conducting a national seminar on the results of the Programme National d'Evaluation (PNE--the exam) at the grade 6 level, designing and implementing remedial instruction for students who do poorly on the PNE, and launching a new assessment program at grade 6
- Improving the preparation of school principals (chefs d'establissement)--pre-service and in-service
- Improving teachers' living conditions by building houses for them
- Improving school health and hygiene (creating infirmaries and conducting health awareness campaigns)
- Training teachers in physical education instruction
- Improving pre-service teacher training (improve practical training in rural areas and create "centers of excellence").

This is clearly a comprehensive package of improvements, many of which are costly, time consuming, and highly controversial when it comes to implementation. The project does not prioritize them, leaving the door open for donors to pick and choose. The ministry's consultant, M. Tibi, highlighted the following activities:

- On the supply side: Building schools, providing canteens and toilets, providing instructional materials (but no different from those given in urban schools), and multi-grade classrooms.

- On the demand side, conducting awareness campaigns and offering literacy courses to women (because of the correlation between mother's literacy and girls' attendance at school).

Finding no correlation at a school between the rate of women teachers and that of girls' enrollment, the MEN does not propose measures to increase the number of women teachers. On the contrary, the MEN plans to place all female primary school teacher trainees in one of five schools, and to orient them toward teaching in urban areas. This will eventually reduce the rate of female teachers sent to rural areas.

The World Bank project is limited to 20 of Morocco's provinces: Al Hoceima, Azizal, Chefchaouen, Chichaoua, El Haouz, El Jadida, Errachidia, Essaouira, Figuig, Kelaa, Khenifra, Nador, Ouarzazate, Safi, Sidi Kacem, Taounate, Taroudant, Tata, Taza, and Tiznit.

D. The UNESCO/UNDP Concept

The UNESCO consultants initially focussed on certain elements of the World Bank projects, amplifying them into a more "visionary" goal for the ministry. Instead of recommending more schools and better quality schools, UNESCO views the school as a key component in an integrated rural development effort. It also highlights the need to improve the situation of rural women, both from the standpoint of their own rights and from that of their role in rural development. The project has four main objectives (which are elaborated in a 14-page document presented to the ministry by UNESCO):

- To enhance the image of women in rural areas. This includes taking "affirmative action" toward women and changing the image of women.
- To use the school as a base for local development-related activities. This includes using democratic decision-making practices, involving NGOs, and decentralizing authority for local development.
- To integrate nonformal education into the school's mandate. This includes letting the community members voice their interests in education, such as literacy training for women.
- To use distance education and multi-media delivery systems.

E. Activities of Other Donors

Though we did not attempt to survey systematically what other donors are doing to improve the education of rural girls, we did come across some of this information. First, the MEN readily acknowledges--and donors confirm--that it likes to keep donor projects distinct and separate from one another. The ministry's proposal that USAID adopt its own separate pilot project is another indication of this donor-management strategy.

The "UN family" of UNESCO, UNDP, UNICEF, FAO, UNFPA, and others work individually within the sector. FAO has supported school canteens, but will soon pull out its support. UNICEF has recently been out of favor, because its approach to rural development (which hinges on improving the lives of women and children) did not fit into the conservative designs of the MEN planning department. With the minister's endorsement of the UNESCO concept that might change.

The French FAC had already taken an active role in implementing multi-grade classrooms (which is viewed here as a French innovation), and is training teachers and administrators in this model. The French have generally supported the conservative forces that prevent the demise of the education system modeled after their own (to say nothing of the language of education). The new French ambassador to Morocco, however, has held a high post at UNESCO, and, according to the UNESCO consultants, may have broader views of what needs to be considered in offering effective education in rural areas.

Laval University in Quebec has served the director of primary education and is expected to play even a larger technical role in future activities.

F. The Point of Intervention for TFD

We must first face the fact that according to USAID's guidelines on strategic planning and the order of events that occur in strategic planning, this is not the appropriate time to conduct a training needs analysis in the basic education sector. The mission has more work to do in reaching agreement with the MEN on its strategic objectives and implementation plan before launching the training needs analysis. Yet the history of the TFD project and its recently signed amendment puts USAID at the point of preparing a TNA in the basic education subsector. Consequently, we must work with the situation that exists, though it is less than ideal.

In addition, the ministry is still articulating its own vision and strategy in basic education. According to UNESCO (Gilmer and Salman), the Minister of National Education has accepted UNESCO/UNDP's proposal as the vision (or overall goal) of the government's mission in rural primary education. He is now forming working groups of ministry staff and others outside the ministry to elaborate that vision as a strategy. The next step will be to devise an implementation plan. Ideally, USAID would immediately enter the dialogue on elaborating a strategy for this new vision and eventually work toward a TNA and training strategy.

1. TFD Parameters

The scope of the TFD project, however, is narrower, and may not permit extensive participation in a policy dialogue. TFD is confined to:

- Technical assistance for conducting a training needs analysis and preparing an training strategy related to *formation continue* in the area of basic education in rural areas,

particularly for girls

- Technical assistance for strengthening institutions that offer *formation continue* in the area of basic education in rural areas, particularly for girls
- Funding of *formation continue* for individuals identified through the training strategy.

2. The Ministry's Interest

The Director of Primary Education, M. Bekkali, has invited USAID to analyze training needs by means of developing a pilot project in our area of interest and using that project to do research on training needs. Within the confines of the TFD budget and timeframe, USAID simply does not have the resources to do such a pilot project. Nor does it seem like an efficient way to analyze training needs.

USAID needs to propose a strategy that considers the director's interests while conforming to Washington directives. According to USAID's new technical standards for training, *the mission must precede any training activities in basic education with a training needs analysis (TNA)*. And this analysis must be conducted according to strategic planning principles. We thus recommend that USAID tell M. Bekkali that it must defer consideration of his proposed pilot project until later, and that it propose instead to conduct a training needs analysis. This counterproposal, of course, will have to be presented in a way that responds to M. Bekkali's needs and concerns..

One way to do this is to conduct a training needs analysis within the context of a more comprehensive analysis of the needs for assistance of the basic education system. This broader analysis could easily commence at the individual, school, community (*douar*) and provincial level, before approaching the central offices of the ministry. Rather than creating its own pilot project, as M. Bekkali suggested, USAID could look at existing schools and rural education projects. This would meet his need of isolating USAID activities, at least at the start.

An additional strategy is to include an analysis of technical assistance needs as well as training needs. The two are often interrelated, and, now that USAID's technical standards include in-country as well as U.S. and third-country training. The USAID's distinction between "technical assistance" and "training" may not be intuitive to those outside USAID. In addition, USAID can use the opportunity of this analysis to collect more data on technical assistance needs for designing its future bilateral project.

3. Considerations for USAID

In preparing a proposal for a training needs analysis, USAID should consider the following:

- In spite of some philosophical agreement and the vision recently accepted by the MEN, it does not have, nor is it striving to develop a coherent strategy in improving "access and retention" for girls in rural areas. Instead, it allows this broad goal to cover diverse projects of different departments within the ministry. Thus, the planning department directs the World Bank project, while the pedagogical affairs department is taking on the UNESCO/UNDP project (Tibi, Gilmer). In addition, the pending pronouncements of the education reform commission will have to be taken into account in any MEN strategy. Thus, one might say it is premature to discuss training strategy. Yet, this situation may not change in the near future.
- The MEN is defining improvements in basic education in rural areas as an activity that goes beyond improving schools--beyond its own sectoral jurisdiction--into improving the rural community of which the school is a key institution. Thus, the first step in conducting a training needs analysis at the sector level is to define precisely what the sector is. It is somewhere in the area where the MEN's objectives intersect with other rural development objectives. This is not to say that TFD should conduct TNAs with a myriad of sectors, but that obvious links to activities and resources within other sectors should be explored.
- A TNA offers USAID an opportunity to learn from experience how to work with the MEN. We have learned that the politics within the ministry are rather byzantine and that a history of interpersonal conflicts weighs heavily on political--even technical--decisions. Using the TFD project to become acquainted with the MEN professionals, USAID will be better able to determine those with whom it wants to align itself in a bilateral project.
- The MEN will probably resist USAID proposals to do management training among its ranks. It will argue that such training is not culturally appropriate. This argument may be partly defensive, but partly true (Tibi). That is, some business and managerial practices in the Moroccan government may well be too foreign to U.S. practices to be amenable to elements of a strategic planning process. In addition, politics within the MEN are strongly influenced by politics at the national level, and USAID needs to have a good grasp of these interactions well as part of its analysis.
- Timing: The MEN is now executing its project with the World Bank, although significant differences over the conditionality and some technical issues is slowing down the process. At the same time, MEN has opened the door to a UNESCO/UNDP initiative, which, while entirely compatible with the World Bank project, has been assigned to a different department within MEN. Thus, this project will follow a different schedule. The minister hopes to get it to parliament by the end of this year. Finally, the political and personal differences between the minister and the secretary general have come to a head, and the power balance within the MEN is now highly volatile. One cannot predict when it will stabilize. In the meantime, USAID should be cautious about committing to any single faction within the ministry and spread its influence as widely as possible.

- Whatever adaptations are made to the TNA to respond to the MEN's concerns or to serve USAID's broader interests, the fundamental principles of a TNA in USAID's overall approach to development assistance should not be compromised.

4. Preliminary Observations on Training Needs

While it is too soon to reach conclusions about where training is needed, we can relate the areas that, through our beginning to scratch the surface, appear to deserve closer analysis:

In-service training for rural teachers, orienting them to the mission of the new "community school"

- In-service training for school principals and province-level officials (delegations), in the same orientation
- Workshops for provincial-level functionaries from other ministries who participate in activities and projects to broaden the mission of the "community school"
- Training in management of functionaries at the national level as outlined in the World Bank project and probably soon to be proposed in the UNESCO/UNDP initiative

5. Preliminary Observations on Technical Assistance Needs

Strengthening institutional capacity might include identifying and providing technical assistance to those institutions (not necessarily within the education sector) designated to plan and implement:

- In-service training for teachers and principals
- Administrative, managerial, and pedagogical training and the province level
- Distance education and other instructional delivery services to both the formal system and nonformal activities.

G. Relating TFD Activities to Subsequent USAID Activities

We offer some suggestions for relating TFD activities to subsequent USAID activities in basic education.

First, the TFD activity in the basic education sector offers a great opportunity for USAID to learn how to work with the MEN, in preparation for subsequent larger strategic objectives and projects. The Training Needs Analysis, in particular, provides a means for simultaneously analyzing technical assistance needs. We have already suggested that it is reasonable to combine training with technical

assistance as the objects of a needs analysis. The findings of this analysis can also be used in the design of subsequent USAID activities. We reiterate, then, that these two analyses be combined.

Second, USAID should continue to use the entree into the MEN provided by a training needs analysis to become more familiar with the policy issues relating to basic education in rural areas, especially for girls. We know that the World Bank, UNDP, UNESCO, and the French FAC are already involved with the MEN in policy dialogue. USAID has much to offer here, and should make sure the MEN recognizes the extent of resources the mission plans to offer during the coming year so that the MEN will view USAID as a serious “player” in this subsector.

Policy issues in which USAID might eventually become engaged include the following:

- Current policy dictates that only 40 percent of primary students enter the secondary level; yet the primary school curriculum is oriented toward students who will complete secondary school, not those who will leave school after primary school. The director of primary education says that the curriculum must be revised. The director of planning does not include a revised curriculum in his action plan (Tibi). This is an issue with both policy and technical implications, which may have more impact on increasing girls' access to and retention in primary school than any training or technical assistance intervention.
- When reforming some aspects of the school system, other aspects that impinge on the reform cannot be ignored. For example, when introducing multi-grade classrooms, the exam system must also be reformed so that students do not have to pass an exam at the end of each year in order to progress. Otherwise, the teachers are, in effect, teaching two or more single-year curricula within the walls of one classroom instead of teaching a multi-grade curriculum.
- There has been some talk about decentralizing decision-making in the education system. This involves a series of policy, technical, and logistic decisions that can profoundly affect the ability of rural schools to improve. For example, provincial *delegations* might get the authority to select their own teachers and to offer amenities, in-service training and orientation. They might have more autonomy in budget decisions and in regulating the balance between government and private financing of the services schools provide.
- The ABEL report suggests that the number of women teachers in rural areas needs to be increased in order to promote the access of girls to the primary level (p. 17). World Bank studies, in contrast, conclude from their statistical studies that the gender of the teacher is not a variable that correlates significantly with the retention of girls in school. It seems that the MEN plans to send fewer women to rural areas; it will assign female teacher trainees to one of five teacher training institutes, which have an orientation toward urban schools. Does USAID want to press for a policy that raises the rate of female teachers in rural areas?

Finally, we recommend that USAID be cautious about supporting additional studies. There seems to be a plethora of theoretical studies and statistical studies. On the other hand, we have seen few accounts based on observations within the classroom. If the ministry tries to limit USAID's role--or to initiate its activities--with "studies," USAID might turn the request into an opportunity to train inspectors and others in using systematic classroom observation techniques to better understand the education system.

H. Technical Guidance from USAID/W

Accompanying this report is a modified version of a summary of what the Africa Bureau has learned about working in primary education. These lessons come from six years of extensive and intensive experience, and are well worth noting.

Attachments

Sources of Information: Documentation, Persons Interviewed

List of employees in the Ministry of National Education

Reasons for Low Enrollment of Rural Girls (summary of three studies)

King Hassan II's interview (9/18, French Television TV5)

Minister of Education's interview (9/23, L'économiste: Casablanca)

Memo to USAID/Rabat: Summary of USAID/Africa's experience in basic education

Sources of Information

Documents

USAID:

Advancing Basic Education and Literacy Project, *Promoting Girls' Education in Morocco: An Assessment*, 1995.

Ministry of National Education:

Fiche synoptique: Encouragement de la scolarisation de la fille en milieu rural a travers l'integration de l'ecole dans son milieu, Rabat, April 26, 1995

World Bank:

Kingdom of Morocco: Costs, Financing and Efficiency of the Education System, January 1994. Describes the education system in terms of enrollments at each level, student/teacher ratios, sources of financing (government and family), internal efficiency and external efficiency of the system.

Kingdom of Morocco: Literacy and Schooling in Rural areas, Vol. I and II, December 1993. From the 1991 MLSS data, the study describes the profile of illiteracy in the country and the characteristics of schooling, including supply and demand side factors. Based on these findings, it presents a strategy for improving literacy and schooling in rural areas.

Mingat, Alain, and Jen-Pierre Jarousse, *The Determinants of Schooling in Rural Morocco*, 1993 (USAID has requested this study)

Khandker, Shahidur, R., Victor Lavy, Deon Filmer, *Schooling and Cognitive Achievements of Children in Morocco: Can the Government Improve Outcomes?*, Discussion Paper #264, 1994. Using data from the 1991 Morocco Living Standard Survey (MLSS), the study looks at correlations between children's access, attainment, and achievement in primary school and certain school, household, and community variables. It interprets the data using an econometric model and summarizes its results to suggest policy implications.

Aide-memoire of the Programme Job/Priorites Sociales, Mission d'evaluation de la Banque mondiale, 13-30 juin, 1995. The aide-memoire gives a description of the entire project, including objectives and activities in the education sector. Annexe II is a tabular description of the project.

UNESCO

Projet de termes de references pour l'elaboration d'une strategie de promotion de l'education en milieu rural, ciblee sur les filles, draft, Rabat, September 29, 1995

Persons Interviewed

Ministry of National Education:

M. Ahmed Bekkali, Dir. de l'En. Primaire et du 1er cycle de l'En. fondamental

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Lamia Salman-El Madini, Resident Representative

Marc Gilmer, Education Fondamental, Paris

Dina Craissati, Consultant

UNDP:

Myrieme Zniber-Sefrioui, Assistant Resident Representative

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Reasons for low enrollment of rural girls

(Chaouen, Essaouira, Taza--from *Femmes et education: Etat des lieux*, pp. 87 ff.)

- I. Economic reasons
 - A. Children provide more immediate economic returns by working at home.
 - B. Schooling costs more than they want to pay.
- II. The school is too far from the home, and getting there and back takes too much time.
- III. The hours and content of schooling are ill-adapted to the rural environment.
- IV. Parents (especially fathers) place little value on educated girls, because the education does not increase her productivity at home.
- V. Bad image of schools and education
 - A. Education does not lead to a job.
 - B. School principals do not have a good image among parents.
- VI. Children in school are not controlled--neither by the school system or by parents.
- VII. Other reasons

(Tensift region--from *Situation de la petite fille au Maroc*, pp. 59 ff.)

- I. Economic obstacles in the family
 - A. In drought areas, parents can't spare the money to pay school fees.
 - B. Likewise, they need the children at home; girls have to care for younger siblings.
- II. Particularities of the environment
 - A. Schools are far away from home.
 - B. Roads are bad and dangerous.
 - C. Those in isolated areas close because they lack students.
 - D. Satellite schools are poorly equipped.
- III. Parents' attitudes
 - A. Parents see their daughters' future as a mother, worker at home, not an educated woman.
 - B. Education adds no value to a married woman.

World Bank, *Literacy and Schooling in Rural Areas* (1993)

- I. Activities of school-age children (domestic and economic)
- II. School characteristics (distance to household, canteen, accomodation for teachers, female teachers, number of grades, coed, facilities [water, electricity, latrines], awareness campaigns)
- III. Parent attitudes: ("Do you think modern school benefits rural children?"; "Is primary education sufficient alone?", teachers' gender, coed, schooling calendar and curriculum)
- IV. Family characteristics (father present, literate mother, father completed primary school, children < 6 yrs, television, female adults, water near domicile, family gathers wood, children's household activities, children's paid activities, awareness campaign)
- V. Infrastructure (roads, electricity, irrigation, drinking water), high yield crops (p.28)

Dans une interview à TV5 diffusée hier

S.M. Hassan II relance l'alternance

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APPRENEZ UN METIER

Ecole Supérieure de Prothèse

S.M. le Roi tire une nouvelle fois la sonnette d'alarme
**Pour la grande réforme
de notre enseignement**
et le rétablissement de l'équilibre entre la ville et la campagne

**Nous demandons à l'Europe d'être imaginative
et de faire un traité à la peinture du Maroc**

Dans une interview à TV5-Europe, S.M. Hassan II a évoqué les relations du Maroc avec la France et l'Europe, le problème bosniaque, l'appartenance de notre pays à la famille africaine et la volonté de la réconciliation au Moyen-Orient.

Sur le plan interne, le Souverain a relancé l'alternance qu'il juge nécessaire et s'est prononcé sur le système bicaméral qui crée une compétition entre les deux Chambres pour l'appel aux idées et pour la créativité.

Abordant la question économique et sociale, S.M. le Roi a appe-

lé au rétablissement de l'équilibre entre le monde citadin et le monde rural et a, une nouvelle fois, tiré la sonnette d'alarme en évoquant le problème de l'enseignement.

S'agissant de la consultation référendaire au Sahara, S.M. le Roi a déclaré : "Je ne souhaite qu'une chose, c'est qu'elle le soit le plus tôt possible. Mais Je n'ai pas l'impression que de l'autre côté on soit aussi pressé que nous".

(Lire le texte intégral de l'interview de S.M. le Roi en pages 2 et 4)



Commentaires théologiques, peuvent expliquer le Coran, peuvent le commenter et peuvent donc tirer des commandements et les ordres qui en découlent. Il n'est pas donné à n'importe qui de commenter la parole de Dieu.

Question : Majesté, nous allons donc dans le cadre de cet entretien, voir le Maroc dans le monde, avant de focaliser sur Votre pays.

Revenons tout d'abord à une actualité récente, le voyage du Président de la République Jacques Chirac, effectué tout récemment. Je voudrais que Vous nous disiez au delà de l'amitié qu'il y a entre les hommes, quels projets Vous faites avec la France et ce que Vous attendez de cette collaboration bilatérale ?

Réponse de S.M. le Roi : Vous savez, comme en toute chose, aujourd'hui n'est que le fils d'hier et demain n'est que l'enfant d'aujourd'hui. La volonté de Dieu a voulu que ce soient deux héritiers de deux compagnons, de deux hommes qui s'estimaient, qui se sont donné le main, qui ont travaillé la main dans la main pour la libération d'un continent, Dieu a voulu que ces deux hommes soient prolongés par deux autres hommes. C'est là une conjoncture qui, malheureusement, ne saurait durer longtemps, mais Je pense que nous l'avons saisie le Président Chirac et Moi-même, et nous voulons la mettre au service de nos deux pays.

Je rejette catégoriquement cette association de vocabulaire d'"attentats islamiques"

Question : De quelle façon ? Au plan économique ? Dans le soutien d'une démarche européenne ? Est-ce que c'est le même type de coopération entre Paris et Rabat qui va s'installer que celui qui a prévalu depuis des années. Est-ce qu'il y a quelque chose de neuf à inventer, que Vous attendez aujourd'hui alors que Jacques Chirac est Président de la République française

Réponse de S.M. le Roi : Il y a une chose que nous attendons, parce que Je suis très pudique dans Mes démarches, quelle que soit l'intimité que Je puisse avoir avec quelqu'un, Je suis pudique et parnessien de nature. Mais le Président lui-même a spontanément dit que la France se ferait le défenseur du Maroc auprès de l'Union Européenne. Non pas le défenseur négatif, mais le défenseur positif en essayant d'expliquer ce qu'est le Maroc, ce qu'est son identité, ce qu'est sa spécificité, disons une connaissance du monde marocain et surtout lorsqu'il s'agit d'un pays comme la France qui reste l'un des piliers principaux de l'Europe.

Question : Vous vous rendez dans quelques semaines à Paris, quel sens à cette visite ? Ou est-ce que Vous espérez y faire y dire y obtenir ?

Réponse de S.M. le Roi : D'abord, Je vais revoir Paris que Je n'ai pas revue depuis longtemps. Je vais rencontrer une nouvelle équipe de responsables. Je ne rencontrerai pas que le Président de la République, d'autres rendez-vous sont aménagés dans Mon programme. Je pense que cette visite sera le suivi personnel, parce qu'il y a un suivi qui se fait actuellement, mais ce sera un suivi personnel entre le Président de la République et Moi-même de sa visite ici au Maroc et ceci est important.

Question : Est-ce que l'on peut dire que si on les rejette dans un contexte où passe les relations entre Rabat et Paris sont meilleures aujourd'hui qu'elles n'ont pu l'être à certains moments ?

Réponse de S.M. le Roi : Ce serait s'écarter de la vérité que de dire le contraire.

Question : Jevoquais l'Europe. Le Maroc regarde la Communauté. Vous lancez une nouvelle démarche d'adhésion. Ou est-ce que Vous en attendez ? Est-ce que Vous espérez que cela peut déboucher sur une prise en considération réelle de ce dossier ?

Réponse de S.M. le Roi : Il est certain que pour l'Europe, actuellement, il y a deux choix. Nous savons qu'il y a deux écoles en Europe, il y a l'école qui est pour l'expansion vers l'Est, il y a l'école qui est pour l'expansion vers le Sud. Je pense personnellement que les deux démarches ne sont pas incompatibles. Reste le problème suivant : à savoir l'échelle des priorités, à qui donner la priorité. Je pense que dans ce domaine, il y a matière

part de l'Amerique ? Réponse de S.M. le Roi : Le système politique américain, dans ce domaine, n'est pas du tout le système européen, dans ce sens que dans chaque pays européen, vous trouvez au moins un ministère de la Coopération ou quelque chose qui lui ressemble. Aux Etats-Unis, cela n'existe pas. Le gouvernement fédéral n'a pas de cellule de coopération bilatérale avec les pays. Tout ce qu'il peut faire, c'est encourager les capitaux privés et encourager une certaine circulation des biens et des richesses. Donc ce que J'attends des Etats-Unis est important, mais il faut être patient et assurer le suivi.

Question : Sire, Vous venez d'évoquer une coopération bilatérale privilégiée avec Paris, un regard vers l'Europe vers les Etats-Unis. Est-ce qu'au plan de l'ensemble, finalement tout cela est compatible ? Est-ce qu'il n'y a pas la recherche d'un partenariat privilégié. Est-ce que l'on peut à la fois travailler, en profondeur, avec autant de partenaires ?

Réponse de S.M. le Roi : Tous les pays, raisonnablement ambitieux, se veulent universels, et Je ne veux pas priver Mon pays, raisonnablement, de cette universalité, c'est comme cela que Je le vois.

Question : Le Maroc est également intégré au continent africain. De ce côté là, est-ce qu'on peut imaginer un rapprochement par exemple, dans le cadre de l'Organisation de l'Unité Africaine. Est-ce que le Maroc tient également à cette identité également africaine ?

Réponse de S.M. le Roi : Le Maroc n'a jamais été apostat et ne le sera jamais. Nous appartenons à une famille qui s'appelle l'Afrique et avec laquelle nous lient des liens plus que séculaires, des liens qui ont été toujours fondés surtout sur les échanges religieux et spirituels.

Les événements font que nous ne faisons plus partie de l'Organisation de l'Unité africaine, mais cela ne veut pas dire pour autant que nous ne faisons pas partie de la famille africaine. Du reste, jamais nos échanges et nos visites n'ont été aussi fréquents que depuis que nous avons quitté l'OUA.

Nous voyons beaucoup plus d'Africains et Nous allons plus souvent en Afrique et pour Moi, Je considère que l'OUA n'est qu'un élément de plus, de rapprochement des peuples africains entre eux, mais ce n'est pas l'Africa-hall par lequel tout le monde doit passer pour se rencontrer.

Question : L'élection d'un de Vos sujets à la tête de la BAD marque un signe fort de la part de l'Afrique. Donc il n'y a pas de retour en vaine marque, indispensable ou incontournable dans le cadre de l'OUA, ce n'est pas indispensable pour vous, pour que ces rapports existent avec l'Afrique ?

Réponse de S.M. le Roi : Le concours des pays africains pour l'élection d'un président marocain nous a été très précéieux, et il a été un concours fidèle. N'oubliez pas qu'il a fallu neuf tours. Il a fallu de leur part, non seulement de la tenacité, mais aussi Je dirais presque de l'entêtement, de l'entêtement affectif. Je le sais. J'espère que le Marocain qui sera là-bas, sera à la hauteur, parce que maintenant, pour Moi il n'est plus Marocain, il est Africain. C'est maintenant un fonctionnaire international. Je ne veux avoir avec lui aucun lien organique, ni structurel. Il est pour Moi le président de la BAD et c'est tout. Mais comme porte-drapeau. Je souhaite pour lui qu'il apporte quelque chose de nouveau pour l'Afrique et de tout Mon cœur.

Question : Majesté, je voudrais que l'on approche deux dossiers ou la diplomatie de Votre pays a été et est importante. Tout d'abord, sur la situation en Bosnie, en tant que Président de l'Organisation de la Conférence Islamique, comment estimez-vous la situation à l'égard des Musulmans bosniaques et quel rôle la diplomatie marocaine y joue actuellement dans le cadre de cette Conférence islamique ?

Réponse de S.M. le Roi : Je vais essayer de schématiser. Je vais prendre un exemple, mais Je ne veux surtout pas faire de similitudes. Lorsqu'il y a eu la guerre du Liban, il y a dans la Communauté libanaise des Musulmans et des Chrétiens. Toute la communauté internationale chrétienne s'est mobilisée pour les Chrétiens. Cela ne veut pas dire par là même qu'elle était contre le pouvoir central libanais, ni qu'elle était contre les Musulmans qui, numériquement, sont plus nombreux que les Chrétiens. Mais il y avait une sympathie qui allait depuis le Vatican jusqu'à l'église orthodoxe, en passant par les différentes églises chrétiennes que peut contenir l'Amérique, et personne ne leur a fait le moindre reproche. C'est un petit peu ce qui se passe pour la Yougoslavie. Nous ne sommes pas pour un camp plutôt que pour un autre, nous ne pouvons pas nous empêcher d'être pour les



Question : Je disais, Vous avez joué personnellement un rôle important dans ce dialogue, dans cette réconciliation. Vos rapports avec Israël sont bons. Au fond, qu'est-ce qui empêcherait aujourd'hui un échange d'ambassadeurs ? Est-ce que c'est pour rester un interlocuteur finalement accepté par les deux camps, car sur le principe Vous n'êtes pas très loin ?

Réponse de S.M. le Roi : C'est une décision qui effectivement ne dépend que du Maroc. Nous estimons pour notre part que le fait d'avoir un bureau ici d'Israël et un bureau marocain à Ghazza à la fois et à Tel Aviv, est sur le plan diplomatique, une reconnaissance. Le mot seul change. Les Israéliens ne demandent pas d'échange d'ambassadeurs, ils le souhaiteraient, mais ils ne le demandent pas. Je souhaite personnellement qu'un jour vienne pour que cet échange se fasse, mais il faut là encore mesurer les étapes, attendre, voir.

Question : Cette région reconciliée, deviendra-t-elle une région d'échange, de développement et finalement de prospérité ?

Réponse de S.M. le Roi : Si cette région se reconcilie et elle sait mettre à sa disposition à la fois les richesses intellectuelles, technologiques et matérielles dont elle dispose, elle risque de provoquer la jalousie économique-industrielle de beaucoup d'autres régions.

Le journaliste : Dans ce cas là, c'est l'Europe qui demandera à ce que Vous entrez ?

S.M. le Roi : Même l'Amérique.

Question : Il y a un rendez-vous diplomatique important à Barcelone en novembre. Votre décision de participer à cette rencontre euro-méditerranéenne, est-elle prise ?

Réponse : Oui, nous participerons. Je le souhaite au plus haut niveau. Il y a quand même une conjoncture, disons plutôt une conjonction astrale. Elle est européenne mais elle se passe en Espagne. Encore une fois l'amalgame, l'amalgame historique et de fait nous souhaitons, parce qu'elle est européenne et parce que justement elle se passe en Espagne, assister au niveau le plus élevé des délégations. Et, personnellement, Je m'emploierai pour l'intérêt supérieur de mon pays, sans pour autant mettre de côté nos intérêts matériels et économiques. Je m'emploierai à aider, mais il faut être deux - chez nous, il y a un proverbe qui dit que pour applaudir il faut qu'il y ait deux mains - afin que d'ici, la Conférence de Barcelone, nos problèmes actuels soient derrière nous.

Question : Vous ne vous exprimez pas publiquement sur la situation en Algérie, je vais formuler la question autrement : Est-ce que Vous ne craignez pas, qu'aujourd'hui, le développement du Maroc ne soit obéré par une sorte d'amalgame, qu'on dise à nouveau : une région globalement incertaine, aux investissements hasardeux ? Est-ce qu'il n'y a quand même pas dans cette région du monde ce handicap ?

Réponse de S.M. le Roi : Incontestablement, nous recevons les contre-coups de ce qui se passe en Algérie, que ce soit sur le plan touristique, que ce soit sur le plan des flux des capitaux. Mais c'est un mal avec lequel il faut vivre.

Question : Si on évoque cette réalité que vivent d'autres pays de la région, ce qu'on appellera rapidement l'islamisme, par rapport au Maroc, comment se fait-il que finalement la donne y soit différente ? Est-ce que c'est lié à une situation économique différente, au fait que Vous soyez Commandeur des Croyants, donc chef spirituel, au fait qu'il y ait peut-être une âme du peuple marocain différente ? Est-ce que c'est tout ça à la fois ? Comment se fait-il que finalement, par rapport à d'autres Etats, Vous ne soyez pas destabilisé ?

Réponse de S.M. le Roi : Nous n'avons pas d'islamistes, nous avons des fondamentalistes, comme partout.

Question : Mais Vous savez qu'en dehors du Maroc, il y a une similitude des terminologies

peuvent appeler le développement et l'équipement appelle l'argent et nous avons versé trop d'eau sur le monde citadin nous en avons privé le monde rural.

Si l'infrastructure il y a, c'est celle-là qui existe, il faut absolument rétablir l'équilibre le plus tôt possible. A ce moment-là, le poids de la charge se répartissant d'une façon plus égale, nous n'avons pas de problèmes de circulation trop déséquilibrée. Il faut absolument. Maintenant, que la tendance aille à l'inverse ?

Question : Est-ce que ceux de Vos sujets qui précisément sont dans cette situation la plus difficile auront la patience d'attendre ?

Réponse de S.M. le Roi : Que voulez-vous qu'ils fassent ? Que d'avoir la patience et la sagesse d'attendre ? Que peut-on dire, Je vous pose la question, que peut-on faire ?

Question : Peut-être une question par rapport à ces jeunes, avec 20 ans aujourd'hui. Dans Votre Royaume, c'est une population jeune. Quelles sont ses perspectives ? Elle va vers un monde meilleur vers une situation économique plus facile ?

Réponse de S.M. le Roi : Perspectives : Extrêmement réservées en ce qui les concerne. Et cela fait la troisième ou quatrième fois que solennellement Je tire la sonnette d'alarme. Il faut absolument revoir le problème de notre enseignement. Or, malheureusement dans le langage française ou dans l'esprit français, l'enseignement veut dire l'école. Or, l'enseignement n'est pas seulement l'école. C'est la vie, et la vie ne s'enseigne pas à l'école. Elle s'enseigne à l'école, elle s'enseigne à l'atelier, elle s'enseigne aux travaux manuels, elle s'enseigne là où on peut voir subvenir à ses besoins et à ceux de sa famille, voilà pour l'enseignement.

Question : Alors quelle est la grande réforme de cette éducation ? Vous venez, que Vous esquissiez par rapport à une situation qui évidemment, ne Vous convient pas ?

Réponse de S.M. le Roi : La grande réforme, à Mon avis, il faudrait partir à la fois du haut et du bas, en même temps. Il faut que le haut puisse Me dire voilà combien dans le scientifique, dans le technique, dans le littéraire, dans le social, voilà combien Je peux recevoir d'universitaires.

Nous recevons les contre-coups de ce qui se passe en Algérie

A la base, l'enseignement devra être obligatoire pour tout le monde jusqu'à après le certificat d'études. Car, de toute façon, ceux qui n'arriveront pas à la Faculté auront besoin d'un minimum de bagage pour aller vers l'apprentissage ou vers une formation supérieure. Donc, à Mon avis, si la gratuité est une chose, l'obligation d'être enseigné est une autre chose. Je considère même que l'obligation de l'enseignement devrait être jusqu'à la fin du cycle où l'on doit arriver. Pas forcément l'Université. Mais à aucun moment il ne doit y avoir de rupture de charge, car ce qui devra être contre-maître ou qui devra être directeur de management, sans pour autant avoir fait HEC, devra à tout moment apprendre. Il ne faut pas qu'il y ait de rupture de contact entre l'apprentissage et l'enseignement.

Question : C'est un dessein à très long terme ou Vous espérez pouvoir le mettre en œuvre pour répondre à cette urgence que Vous devez Vous-même ?

Réponse de S.M. le Roi : C'est un simple calcul. Si nous nous finissons fin 1996 par exemple, les premiers fruits, nous pourrions le retirer d'ici sept ou huit ans.

Question : Vous venez de nous rappeler ce principe de gratuité, est-ce forcément incontournable dans la réforme ?

Réponse de S.M. le Roi : C'est une nécessité, c'est un problème à résoudre nécessairement. Parce que si nous continuons à avoir l'enseignement gratuit, du début jusqu'à la fin, nous n'aurons plus ni routes, ni barrages, ni hôpitaux, ni équipements, ni infrastructure. Nous ne ferons rien du tout, ni pour le monde rural, ni pour le monde citadin.

Question : Sire, Vous avez prononcé récemment un discours avec, je dirais un regard politique sur Votre pays, avec une évolution des institutions. De ce point de vue là, quelle est la direction vers laquelle vous partez dans la création de deux Chambres ? Quel est le système institutionnel et politique que Vous préconisez, ou l'évolution que Vous préconisez pour les années qui viennent ?

L'interview de S.M. Hassan II à TV5

(Suite de la page 2)

Réponse de S.M. le Roi : Par déontologie, vous comprendrez qu'il Me serait difficile, à l'égard de Mon peuple, que non seulement J'aime d'une façon paienne, mais que Je respecte très profondément, qu'il apprenne la profondeur de Mes desseins à travers une télévision qui n'est pas la sienne. Vous comprendrez, mais Je vous dirai ce que J'ai dit, pas plus, mais vous Je le dirai. Dans la nouvelle Constitution, il y a une nouveauté : C'est les régions, donc il faut que ces régions aient un contenu.

Deuxièmement, Je pense personnellement qu'une deuxième Chambre amènera une sorte de compétition entre les deux Chambres pour l'appel aux idées et pour la créativité.

Troisièmement cela Me permettra de pouvoir décentraliser encore plus, et surtout, de déconcentrer. Nous allons tenir, l'année prochaine, un colloque sur la déconcentration. On a beau décentraliser, mais si les signatures doivent toujours remonter à Rabat, c'est le grand drame en décentralisation-déconcentration. Or, si l'on veut mettre un terme définitif, législatif, légal et sans retour. C'est institutionnaliser cette démocratie locale qui a besoin d'une déconcentration. Voilà ce que J'ai dit, Je ne vous en dirais pas plus, mais Je ne vous en ai pas dit moins.

Question : Sire, est-ce que les évolutions politiques peuvent amener ce que l'on voit dans d'autres pays, c'est-à-dire la notion d'alternance politique ?

Réponse de S.M. le Roi : L'alternance est une nécessité, d'abord parce que rien n'use comme le pouvoir et Je ne comprends pas les partis qui tiennent absolument à garder le pouvoir à la Mathusalem, parce qu'ils amènent la décrépitude. J'ai proposé deux fois l'alternance pour des raisons qui sont domestiques, internes et maroco-marocaines. Je ne m'étendrais pas sur ce qui s'est passé. Je regrette amèrement. Comme Je l'ai dit, J'en ressens de l'amertume jusque dans la bouche que les choses n'aient pas... Bon, on ne peut pas réussir son cours à tous les coups. Ou bien, comme Je l'ai expliqué, c'est moi le prof qui me suis mal exprimé, ou bien ce sont ceux qui m'ont écouté qui ont mal compris. Je ne veux pas trancher dans ce domaine. Peut-être me suis-je mal expliqué, peut-être que ma pédagogie n'a pas porté. Bon, il faudra recommencer.

Question : - A nouveau, je sais que c'est une affaire domestique - comme Vous le dites Sire, qu'est-ce que ça changerait, l'alternance ?

Réponse de S.M. le Roi : D'abord, ça changerait une chose très importante pour moi. C'est de connaître toute une partie de ces troupes marocaines qui sont là depuis 30 ans, qui pleurent, qui ne savent, qui ne veulent, et Je ne les connais pas et ils ne me connaissent pas. Je ne sais même pas comment ils prennent l'outil et ils ne savent pas comment Je le prends moi non plus. C'est frustrant.

Deuxièmement, vous savez, le pouvoir use, mais le pouvoir crée. Un gouvernement c'est comme une troupe qui monte tous les matins à l'assaut. Quand on monte à l'assaut, on y monte à 200, mais on retourne quelques fois à 150 ou à 100. On laisse des blessés, mais le crème reste. Et si à chaque alternance de 3 à 4 ans, le Maroc découvre 15 grands messieurs, vous imaginez, au bout de 3 à 4 alternances, quelle richesse sera devant nous, comme hommes pleins d'expériences, pleins de force intérieure. C'est pour cela qu'il faut absolument continuer la pédagogie, moi je ne désespère pas.

J'estime deuxièmement que le bilinguisme est une richesse. Et comme Je suis altruiste, Je ne veux pas en priver les autres. Et comme Je suis ouvert sur l'avenir, J'estime que ce serait une atteinte à la liberté fondamentale des Marocains que de leur imposer une seule langue. Comme Je suis le gardien des institutions, des libertés publiques et personnelles, le bilinguisme fait partie du droit inaliénable de chacun. Donc, l'arabe c'est notre langue. La Constitution dit que le Maroc est un pays musulman dont la langue officielle est l'arabe. C'est notre langue officielle, mais elle ne saurait être notre unique langue.

Question : Majesté, vous faisiez Vous-même allusion il y a un instant, avec ce sourire, à la forme de l'arbitre. Sa forme physique, de tonus, etc...

Vous-êtes donc Roi du Maroc depuis 34 ans. Premièrement, Vous Vous fixez quelles échéances, quels grands chantiers dans les années qui viennent ? Et est-ce que c'est toujours pour Vous aussi important, j'allais dire agréable, un exercice de pouvoir aussi lourd ?

Réponse de S.M. le Roi : D'abord, il faut se mêler d'un danger quotidien dans le métier que Je fais et dans le métier que fait tout chef d'Etat. C'est souhaiter tous les matins de ne pas tomber sur l'arbre qui vous cache la forêt, afin que vous puissiez garder votre grand projet ou vos grands projets en tête. Or, malheureusement, vous ne pouvez empêcher les dossiers de venir à vous. Et ces dossiers vous empêchent d'imaginer, vous demandent de perer au plus vite, vous empêchent de dessiner le prototype de votre modèle de l'avenir, car il faut réparer tout de suite ce qui ne va pas. Et c'est ainsi une course continue entre ce qu'il faut faire tout de suite et qui doit être vu et entrevu pour l'avenir. Il ne faut pas pour autant se lancer dans l'avenir et laisser le présent,

mais d'un autre côté, il ne faut pas se noyer dans le présent pour oublier l'avenir. C'est un casse-tête, on ne dirait pas chinois parce qu'il y a la Conférence de Pékin, mais enfin c'est un casse-tête chinois comme on dit.

Question : Mais c'est lourd, Sire, sur une si longue période.

Réponse de S.M. le Roi : C'est lourd, c'est lourd.

Question : Comment le vit-on, comment se ressourcement-on ? Quelle est l'évolution de son rapport avec le pouvoir ?

Réponse de S.M. le Roi : Le seul moyen de tenir le coup, si l'on peut dire, c'est de ne pas vouloir le pouvoir pour le pouvoir. Il faut le vouloir comme une volonté de gagner. Il faut avoir la personnalité du "Winner", du gagneur. Mais, si l'on prend le pouvoir avec la personnalité du possesseur, alors là, c'est pygmalion.

Question : Si Vous le permettez, Sire, j'ai envie de Vous demander comment Vous préparez le Prince Héritier à cette charge là ? C'est un métier, c'est une dimension d'apprentissage, comment ça se passe ? comment l'associez-Vous à cette dimension du métier qu'il aura à exercer ?

Réponse de S.M. le Roi : Il aura à l'exercer avec son style et le style c'est l'homme. Il n'est pas Moi et Je ne suis pas lui. Il suffit dans ce domaine que Je lui inculque deux choses importantes : Etre patriote jusqu'au sacrifice suprême et tenir le coup, quoi qu'il arrive. Et quand Je dis patriote, ça veut dire honnête, droit, franc, ouvert à tout le monde sans exclusive, et extrêmement hospitalier pour toutes les idées qui peuvent venir.

Question : Les façons qu'il aura d'exercer le pouvoir seront-elles plus faciles que les Vôtres... ? La situation sera-t-elle plus facile pour lui, le moment venu... ?

Réponse de S.M. le Roi : Je ne sais pas. Mais les problèmes seront complexes, plus complexes certainement, car les ambitions seront plus grandes. Je dirais des ambitions légitimes sociales et économiques. Je ne parle pas des politiques. Il y a un moment où l'ambition politique est satisfaite. On a sa part de vote, on vote librement et on est sûr qu'on ne va pas aller en prison pour un rien...

C'est l'ambition économique-sociale qui est la plus grande de plus en plus, le monde va devenir exigeant, les habitants de cette planète vont devenir exigeants.

Question : Par rapport à tous ces chantiers que Vous venez mener, la notion d'échéance, de ce passage de relais, n'est-elle à l'ordre du jour ?

Réponse de S.M. le Roi : Pas pour l'instant.

Le journaliste : Majesté, Je voudrais vous remercier au nom de tous les spectateurs qui viennent de suivre cet entretien, d'avoir voulu nous recevoir ici dans Votre Palais de Skhirat. Merci à vous pour ce commentaire sur l'actualité internationale, sur l'actualité marocaine, une émission spéciale qui ouvre donc cette Quinzaine TV5-Europe sur le Maroc.

Je vous invite à partir d'aujourd'hui et pour les 15 prochains jours à découvrir ce pays, à découvrir son originalité, ses richesses, son potentiel. Ce sera réalisé en liaison avec les chaînes de télévision marocaines, avec tous les partenaires qui se sont associés avec moi pour donner une véritable image du Maroc.

Merci donc Majesté, je voudrais également adresser un salut particulier aux confrères de la Radio et Télé marocaines qui permettent d'assurer cette émission et également au Centre géographique marocain.

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C'est pour cela qu'il faut absolument continuer le pédagogie, moi le ne dépasser pas...
 est pour cela qu'il faut absolument continuer le pédagogie, moi le ne dépasser pas...
 est pour cela qu'il faut absolument continuer le pédagogie, moi le ne dépasser pas...

Question : Dans cette hypothèse, Sire, le Roi est davantage un arbitre peut-être ?

Réponse de S.M. le Roi : Oui, et je dirais hélas, parce que de plus en plus, la FIFA exige que les arbitres aient une condition physique aussi importante que celle des joueurs. Alors, Je vous assure, quelques fois, c'est difficile de suivre le rythme, surtout à mon âge. Donc, l'arbitre doit avoir une condition physique, car il ne s'agit pas pour lui de s'asseoir sur un fauteuil et de voir comment ça joue. Il est obligé de suivre un peu tout le monde pour siffler. Il faut donc que l'arbitre fasse sa culture physique tous les matins pour qu'il soit à la hauteur de sa tâche.

Question : Une question, Sire, qui a provoqué des polémiques, celle des droits de l'Homme. Beaucoup de choses se sont passées. Les organisations l'affirment. Est-ce que Vous avez le sentiment que sur ce dossier qui a été épineux et qui le reste sur certains points, est-ce que Vous avez le sentiment d'être allé finalement au bout du chemin ? Que voilà, on a atteint une situation qui aujourd'hui donne satisfaction ou est-ce qu'il y a encore des choses, des objectifs que Vous Vous fixez ?

Réponse de S.M. le Roi : On peut dire qu'on est allé jusqu'au bout pour apurer le passé. Là, nous sommes allés jusqu'au bout. Pour parler de l'avenir, savoir si nous irons plus loin, Je pense que si les droits de l'Homme se mesurent à la vertu d'un homme, à la concitoyenneté, eh bien là, il n'y a pas de fin. Ça doit être perfectible, ça doit être une recherche et une quête de tous les jours. Pour ce qui est du passé, Je pense qu'on est allé jusqu'au bout, on a apuré le passé.

Question : C'est une démarche irréversible ?

Réponse de S.M. le Roi : Il y a des choses qui sont irréversibles.

Question : Si l'on essaie de poursuivre ce regard sur le Maroc, Je ne peux pas oublier la Communauté immigrée en France ou dans d'autres pays. Quel regard portez-vous sur cette communauté ? Que Lui dites-vous ? Les voyez-vous comme des sujets marocains à part entière ? Quel message donc leur lancez-vous ?

Réponse de S.M. le Roi : Je leur lance le message suivant en leur disant que quelle que soit la distance qui nous sépare et quel que soit le pays où ils se trouvent, il faut que les Marocains qui vivent à l'étranger fassent au fond d'eux-mêmes un choix, mais un choix définitif et raisonnable : Ou bien ils se destinent à rester là où ils sont, à vivre là où ils sont avec leurs enfants, alors Je leur dis : Bon, Mes prières sont avec vous et vous avez toutes mes bénédictions. Ou bien vous comptez vous réinsérer un jour vous et vos enfants dans la vie publique marocaine, alors ne rompez pas le cordon ombilical, car vos enfants à l'âge de 20 ans, auront l'âge d'élire, mais au delà de 20 ans ils auront l'âge d'être éligibles et ils feront la loi pour les Marocains et comment pourrait-Il comprendre qu'un Marocain qui ne parle pas l'arabe représente des Marocains au Parlement. Voilà le message que Je leur dis. Si vous voulez vous réinsérer dans la vie nationale, gardez votre identité.

Question : Une affaire sur laquelle Votre décision. Votre commentaire est également très attendu : Il s'agit de l'affaire du Sahara, où en est le référendum et voit-on plutôt une forme d'association avec une forte autonomie ? Quelle est Votre réponse sur ce dossier là ?

Réponse de S.M. le Roi : C'est l'OUA qui a fait le premier plan de paix, et dans le premier plan de paix sur lequel s'est appuyée l'ONU pour faire son plan de paix, la question ne comporte que deux réponses : Voulez-vous être Marocains ? Voulez-vous l'indépendance ?

Alors la seule question qui reste, s'ils veulent être Marocains, qu'est-ce qu'on pourra faire pour eux ? Je dis : Pas d'apriorisme. Dites d'abord que Vous voulez être Marocains et faites confiance.

Question : Cette question, Sire, sera posée quand ?

Réponse de S.M. le Roi : Je ne souhaite qu'une chose, c'est qu'elle le soit le plus tôt possible. Mais Je n'ai pas l'impression que de l'autre côté, on soit aussi pressé que nous.

Question : Sire, Vous vous exprimez aujourd'hui sur une chaîne francophone internationale. Je voudrais, si Vous le voulez bien, Vous interroger sur le Français. Vous-êtes à l'évidence, l'homme des dossiers de culture, ça représente quoi le Français. Un certain nombre de pays ont choisi de réarabiser au nom d'un nationalisme, d'une identité. Ce n'est visiblement pas le choix qui a été fait dans Votre Royaume.

Réponse de S.M. le Roi : J'ai toujours été en classe un très bon élève en arabe et un très bon élève en français. J'estime personnellement qu'il n'y a pas d'incompatibilité entre les deux.

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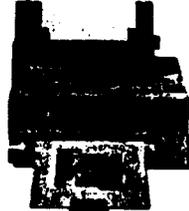
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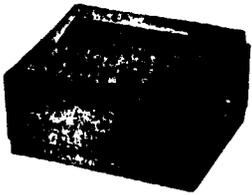
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M. Benmokhtar, ministre de l'Education Nationale

Enseignement: Les innovations de la rentrée

- L'Economiste: Qu'est-ce qui va marquer cette rentrée?

- Rachid Benmokhtar: Ce sera une rentrée normale, et toutes les dispositions ont été prises pour cela. Mais nos «estimations» actuelles, fondées sur des données d'il y a quelques semaines, peuvent être perturbées. Ainsi, une classe prévue pour être achevée à la rentrée de 95 et 96 peut ne pas l'être. Et ce n'est que dans la première quinzaine d'octobre que nous établirons les chiffres effectifs. Vous pouvez entrevoir par là toute la difficulté entre la planification et la réalisation.

L'achèvement des constructions est un premier élément de perturbation qui avait marqué l'année passée, d'où cette année un bond relatif du nombre de nouveaux inscrits (+10%).

- Est-ce que la sécheresse est aussi accusée par l'Education Nationale?

- Si, dans la mesure où elle peut créer des surprises. En effet si elle cause un exode rural inattendu, elle brouillera nos prévisions de la carte scolaire. Nous avons projeté des effectifs sur la base des données de la démographie. Avec corrections en juillet. Entre juillet et maintenant, il a pu y avoir un exode rural qui perturbe la répartition.

La sécheresse peut entraîner une non-scolarisation volontaire, dans la mesure où, par exemple, les parents retiennent leurs enfants pour aller chercher l'eau. Le risque est surtout grand pour les filles. Nous avons entamé des campagnes de sensibilisation. Mais le risque demeure.

- Mises à part ces perturbations extérieures, est-ce qu'il y aura des innovations volontaires?

- Bien sûr. Mais il faut situer les choses sur le plan pédagogique. En 1984, le MEN a entamé une réforme

Dans la première interview qu'il accorde, M. Rachid Benmokhtar confie à L'Economiste les innovations de la rentrée et ses réflexions sur la pédagogie, la sélection, le niveau des élèves et les problèmes des enseignants.

suite à des recommandations d'experts. Cette réforme devait être globale et porter sur le côté financier, pédagogique, ressources humaines, gestion... Malheureusement, tous les aspects hors pédagogie ont été abandonnés. Par exemple, la réorganisation spatiale de l'école est tombée aux oubliettes. Pour la gestion du temps, le calendrier devait être revu, dans le sens d'une diminution du temps hebdomadaire de travail, avec repos mensuel tous les 30 jours nets, coupure semestrielle, mais vacances d'été plus courtes, adaptation des horaires aux conditions climatiques ou géographiques...

- Et comment a-t-on pu abandonner de telles idées innovatrices?

- Il y a plusieurs explications possibles. D'abord, comme tout projet

lement, les directeurs sont d'anciens enseignants, sans formation à la gestion, qui se débrouillent avec les locaux, les enseignants et les élèves. Or, l'école doit être «gérée» avec des moyens, des méthodes, des procédures et un «conseil d'administration». Reste posé bien sûr le problème du rattachement de l'école sur le plan pédagogique, de la décentralisation...

Aujourd'hui, nous continuons la réforme de 1984 sur le plan pédagogique et attendons les grandes options de la commission nationale pour le futur de l'éducation. Sur ces bases, nous essaierons de mettre en place une réforme cohérente et globale, et non des solutions partielles.

- Allez-vous vous attaquer au problème de la faiblesse en langues?

Un ingénieur chez les enseignants

M. Rachid Benmokhtar succède à la tête du MEN à deux enseignants universitaires: Chkili et Knidri. C'est un ingénieur qui opérait dans le secteur privé. Diplômé de l'Ecole Nationale Supérieure de Construction Aéronautique et de l'Institut de Management Development Business School américaine en Suisse, il a exercé chez IBM, a collaboré à l'une des plus grandes sociétés d'ingénierie américaines. Cofondateur et dirigeant d'IMEG, il a informatisé et réorganisé plusieurs administrations et entreprises. «Mon background m'aide à avoir une vision globale de gestionnaire. Habitué aux systèmes complexes, je sais ne pas m'attarder sur les détails. Je suis vacciné contre le quotidien et j'espère le rester». Le changement n'existe pour lui que s'il y a une alternative de construction d'un système nouveau, mettant en concordance toutes les possibilités de faisabilité. M. Benmokhtar a travaillé avec le Club de Rome sur le projet «On ne finit pas d'apprendre» et a enseigné à l'Ecole Mohammadia des Ingénieurs et participé à la réflexion sur la réforme avortée de 1984.

d'envergure et global, ce projet comportait une dose de complexité, qui a peut-être découragé les décideurs. Peut-être aussi que ce projet s'inscrivant dans le long terme, les urgences ont pris le dessus. Peut-être que les investissements nécessaires ont à l'époque paru cher ou tout simplement les autres aspects n'ont pas été considérés comme prioritaires. A titre d'exemple la gestion même de l'établissement devait être revue. Actuel-

Effectivement il y aura dès cette année et progressivement un effort particulier pour renforcer l'enseignement des langues (français, anglais, espagnol) par le recyclage des enseignants et l'introduction des techniques audiovisuelles.

Un autre effort portera sur les matières environnementales: hygiène, nutrition... avec l'introduction de petits modules ici et là. Des concepts de droits de l'Homme seront introduits

dès le plus jeune âge. Les futures générations devront avoir une notion précise des droits et des devoirs de l'Homme, et du citoyen.

Le jeu pour la socialisation

- C'est l'éducation pour la vie quotidienne?

- Et même pour la vie sociale. Cette année nous encourageons la notion de «projet d'établissement». Car souvent l'établissement scolaire est isolé de son environnement, focalisé à appliquer les règlements et les programmes. Nous l'invitons à prendre de la liberté, de l'initiative. Son projet, il peut le mener seul ou avec d'autres établissements mar-

- Le jeu? Mais on n'envoie pas les enfants à l'école pour jouer?

- Les jeux apprennent aux enfants les comportements sociaux dont ils auront besoin dans la vie. Par le jeu d'équipe, on apprend à travailler en groupe. Par le jeu on apprend la notion de limite, d'ambition, on y prend des coups. Sans jeu, sans liberté de s'agiter, il manque une partie de l'éducation. Surtout qu'il ne reste plus comme espace de jeu que l'école. A la maison, parents et télévision ont occupé l'espace, et la rue a changé. L'enfant entre 7 et 13 ans doit se dépenser et jouer pour apprendre le comportement.

Le plus de l'éducation physique par rapport au jeu est que celle-ci apporte des éléments normés, et apprend la discipline et la notion de limites.

- Vous avez un discours très moderniste qui contredit l'état actuel de l'enseignement. Or la première notion qui vient à l'esprit quand on prononce le mot enseignement est la baisse de niveau. Qu'en est-il vraiment?

- Avant de parler de baisse de niveau, il faut avoir un repère, c'est important et difficile. La baisse est-elle absolue, pour toutes les matières, par rapport à quelle année? Pour établir des mesures, nous devons nous ramener à des objectifs. Or les objectifs ne sont pas fixés ni normés; alors il ne reste que des évaluations subjectives.

Il existe une étude dans le cadre du programme initié par l'Unesco, «Education pour tous». Un travail a été fait sur une année charnière, la 4ème année de la scolarisation. L'objectif est de connaître les acquis scolaires des enfants de plusieurs pays. Nos spécialistes planchent sur les résultats de cette étude.

ainsi ou étrangers, avec des associations. En somme, quelque chose doit sortir des élèves, des enseignants: une exposition, une recherche intellectuelle, l'échange d'élèves...

L'éducation physique sera aussi renforcée comme matière principale, outre le bénéfice sur le corps, elle apprend une socialisation devenue difficile.

Le jeu doit aussi être réintroduit dans la cour de l'école.

Mutations: Le «piston» ne paiera plus

LES candidats aux mouvements étaient 50.000 cette année et il n'y a aucune obligation pour l'Administration à les satisfaire. Cependant, à partir du moment où des postes vacants se créent chaque année, il est normal de répondre dans la mesure du raisonnable aux demandes sans pouvoir satisfaire tout le monde, précise le ministre. Mais pour répondre de manière juste à ces demandes, il faut en définir les principes. Le premier est qu'aucun mouvement ne peut se faire au détriment des élèves, car la mission de cette maison est d'enseigner, d'éduquer. Un autre principe est de bien gérer les deniers publics, ne pas créer de surcharge financière à l'Administration. «Je ne peux déplacer un enseignant, créer un surmembre ici, et un poste supplémentaire là pour le remplacer».

Un 3ème principe est de ne pas accorder ces

faveurs à la tête «des clients» ou aux pistonnés. Tous les candidats doivent avoir les mêmes chances; puis des critères objectifs sont appliqués à tous. Le rapprochement de conjoints est une demande sociale, à laquelle le MEN répond en priorité, même s'il n'en est pas responsable. Et puis il y a les cas sociaux: la veuve ou la jeune fille qui veut se rapprocher de leur famille, le malade qui veut se rapprocher de l'hôpital.

Enfin, il y a des demandes de mutations de ceux restés longtemps dans un endroit difficile. «Une batterie de crieries a été établie pour tous ces cas. Un ordinateur effectue le tri, rappelle le ministre. Ce système a un mérite, c'est de respecter des principes et une procédure connue de tous». Il continue: «avant mon arrivée, les mouvements avaient lieu en 2 temps: en juin, le traitement était informatique. A la

rentrée, un traitement manuel laissait place à des abus, ouvrait les voies aux surmombres et aux interventions; c'est la course au sponsor qui avait l'air de satisfaire beaucoup de gens, sauf les laissés pour compte, qui avaient essayé d'obtenir une mutation au mérite. C'est pourquoi j'ai organisé le deuxième mouvement par ordinateur en faisant participer ceux qui n'avaient pas été satisfaits au premier tour. Ceux qui n'ont pas déposé de demande normalement ont donc été exclus. De ce fait, il y a eu des mécontents. A l'avenir, les autres administrations doivent attendre que j'aie les possibilités de suivre». Une note du Premier ministre a été envoyée dans ce sens à toutes les administrations. Il y a aussi des rapprochements de conjoints naissant au MEN.

Un autre cas, créé en interne, est celui des

enseignants qui vont se former pour 4 années. Il faut pourvoir leur poste. Au retour, ils réclament leur affectation d'origine. A l'avenir, il faudra marier l'ambition individuelle de se former et l'intérêt des élèves. Nous envisageons une formule de formation alternée.

Il y a aussi le cas des jeunes recrues qui se marient en cours de formation pour échapper à l'affectation en milieu rural grâce au rapprochement de conjoints. La solution est le recrutement local, pour les besoins locaux.

«Mon message est clair. Tout enseignant qui fait intervenir démerite, car il ne respecte pas ses confrères, demande des faveurs avant les droits des élèves. C'est impardonnable pour des gens dont la vocation est d'apprendre la morale. Les interventions ne paieront plus», conclut le ministre. □

M. Benmokhtar, ministre de l'Education Nationale

Enseignement: Les innovations de la rentrée

Quelles sont les premières constatations?

Les matières environnementales présentent les meilleurs résultats. Vient ensuite l'arithmétique. Les résultats les plus mauvais sont l'insuffisante maîtrise de la langue arabe et des langues étrangères avec toutes les conséquences que cela implique. Il y a un problème pour les enfants marocains à maîtriser la langue d'enseignement. La baisse de niveau prend là ses origines en grande partie.

Où se trouve la solution?

L'arabe étant notre langue nationale, ceci étant irréversible, il lui faut un enseignement efficace, adapté à l'environnement.

Les raisons des faiblesses peuvent être nombreuses: dans la langue elle-même, les méthodes d'apprentissage, le rythme et le type de connaissances inculquées. Un travail de recherche doit être réalisé avec l'objectivité qui s'impose.

A la fin du secondaire, y a-t-il des repères pour juger de la baisse de niveau?

Nous avons une grande disparité en fin de parcours. Le système produit des bacheliers au niveau international et des éléments très faibles. Le fond du problème est encore celui du moyen de communication, de la langue. Si des jeunes reçoivent des milliers d'heures d'arabe et de français et qu'ils s'expriment mal, alors le système a échoué. Ceci occulte le tout, ne permet pas de juger du niveau du reste, même des mathématiques.

Les enseignants des écoles d'ingénieurs constatent une détérioration due au problème de la communication. Il y a là un loupé. Il faut travailler à le rattraper.

Vous dites qu'il y a baisse de niveau et disparité. Est-ce que le flot, la quantité n'a pas écrasé le niveau, la qualité. La sélection est-elle défaillante?

Il est difficile de porter des jugements sur des décisions prises depuis 40 ans, sans se référer au contexte. Au lendemain de l'indépendance, le but louable était de généraliser l'enseignement. C'était l'objectif premier à réaliser dans le délai le plus court. Or, nous n'avions pas les enseignants pour le faire. Depuis, on ne s'est jamais arraché à la logique démocratique de la quantité pour une logique de la formation d'une élite d'enseignants, et qui aurait abouti plus tard à une généralisation d'une bonne instruction.

Je vous rappelle une curiosité de l'Histoire. Les révolutionnaires français, qui tenaient tant à l'instruction du peuple et à l'égalité, ont commencé par bâtir un système sélectif, pour attirer les meilleurs vers l'enseignement avec les écoles normales.

L'école publique s'est ensuite démocratisée sur cette base.

Quant à nous, nous avons d'abord commencé par la généralisation. Pour faire vite, nous avons pris des raccourcis formé rapidement des élèves qui se sont retrouvés enseignants... Le système reproduit ses faiblesses.

Un autre signe de la dégradation du système est le sureffectif des classes et même des enseignants?

Pour l'enseignement fondamental, il y a souvent sureffectif dans les quartiers périphériques, où se déverse un exode rural inattendu.

Dans les vieux quartiers, le nombre d'enfants diminue. Dans le milieu rural, les classes ne sont pas pleines, avec des écarts d'une année à l'autre, malgré les classes multiveaux.

Et les enseignants? Beaucoup semblent ne pas travailler?

Votre question se résume au problème du surnombre. C'est la conséquence d'un comportement peu civique. Il faut comprendre qu'un collègue

doit avoir un effectif d'enseignants pour toutes les classes et toutes les matières en plus du personnel d'ajustement pour couvrir les aléas: maladies, maternités... Avec le temps, les politiques clientélistes et les interventions, des enseignants ont demandé à aller d'un établissement à un autre pour des questions de santé, de proximité, ou pour ne rien faire. L'habitude a été prise de leur donner satisfaction.

Une deuxième raison est que les

besoins nouveaux sont désormais hors des grandes villes, désormais saturées. Les nouveaux sont donc affectés dans les petites villes, les villages. Or, tous les enseignants n'ont qu'une idée: aller d'Est en Ouest et du Sud au Nord. D'où des mouvements: les candidats à la mutation étant supérieurs aux postes vacants qui se créent dans les milieux privilégiés, se développent alors les passe-droit et par conséquent les surnombres.

Quelle est la proportion de ces privilégiés?

Dans l'état actuel, nous sommes dans l'incapacité de donner des chiffres. Les éléments de mesure objectifs n'existent pas, faute de référentiel. Aussi allons-nous mettre en place des lois-cadres par établissement. Pour un nombre de classes et d'effectifs d'élèves, l'école a un cadre défini en nombre d'enseignants. Les postes budgétaires seront définis et numérotés; les surnombres seront identifiés en tant que tels.

En même temps, il faudra mettre fin aux interventions, injustes, insultantes envers les enseignants qui n'en bénéficient pas, et qui portent atteinte aux intérêts des élèves et aux deniers publics.

Etes-vous touché par les restrictions budgétaires?

Pas à très court terme. Notre problème est la discordance entre la gestion annuelle du Budget de l'Etat et la planification à terme. Quand il y a restriction, les incidences ont lieu sur les années à venir. L'objectif est de soutenir l'effort financier en la matière. Pour cette année, de notre initiative, nous voulons entrer dans un cycle d'amélioration de la gestion. Le problème n'est plus d'exécuter les budgets. Il ne suffit pas de dépenser en matière de construction, des marchés publics, mais de bien gérer ces dépenses. De manière volontaire par exemple, quand nous réduisons le surnombre, nous améliorons le fonctionnement. D'autres mesures sont en cours pour réduire le coût de la construction.

Propos recueillis par
Khalid BELYAZID

Les chiffres de l'année

4.461.000 élèves ont repris le chemin des écoles, soit un gonflement global des effectifs de 7,2%. Les petits nouveaux en première année de l'enseignement fondamental seront 590.000, ce qui amène à un taux brut d'inscriptions à la base de l'ordre de 90%. Sur l'ensemble du premier cycle de l'enseignement fondamental (le primaire), le taux brut de scolarisation atteint les 73%, avec 3.110.000 écoliers. Les collèges (2ème cycle de l'enseignement fondamental) accueilleront 981.000 élèves, et les lycées (enseignement secondaire) 370.000.

Les besoins nouveaux sont désormais hors des grandes villes, désormais saturées.

Les nouveaux sont donc affectés

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au Service Carrières, référence 196/001, du journal qui transmettra.

Sur l'arabisation des matières scientifiques

Aujourd'hui, pour les matières scientifiques, il y a des indicateurs et non des preuves que les difficultés de passage du secondaire (arabisé) au supérieur (en français) soient dues essentiellement à l'utilisation de la langue arabe dans l'enseignement des matières scientifiques, indique le ministre. La quasi-unanimité des enseignants du supérieur réclament une charnière. Le seul indicateur vient des classes secondaires industrielles où l'enseignement des matières scientifiques et techniques est en langue française. Les résultats obtenus aux classes préparatoires sont supérieurs à ceux des options mathématiques où les matières scientifiques sont enseignées en arabe. Ils sont meilleurs dans les concours aux grandes écoles. Depuis qu'il existe des classes préparatoires techniques, il commence à apparaître un certain plus dans le niveau des élèves de ces classes, et bien entendu au niveau de leurs résultats dans les concours des grandes écoles. Mais le vrai problème reste la non-maîtrise, par une grande majorité de lauréats, des langues de communication, français ou arabe, et la culture générale.

Un jour, il faudra lever le tabou et adopter le principe d'efficacité, dit le ministre. Si le prix à payer est le renforcement des matières scientifiques en français, il faudra le faire, conclut M. Benmokhtar.



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MEMO

TO: Monique Bidaoui
FROM: Jeanne Moulton
DATE: September 27, 1995
SUBJECT: Summary of USAID's approach to basic education in Sub-Saharan Africa

This memo is a distillation of a document I drafted for the folks in USAID/Washington who provide expertise to missions working in basic education reform. It is titled *Basic Education in Africa: USAID's Approach to Sustainable Reform in the 1990s (Executive Summary)*. The document summarizes a long and thorough report that AFT/SD/ED prepared on their approach, which they call Education Sector Support (ESS). In this memo, I have extracted the sections of that report which seem to me of most interest to you and edited those sections slightly to be more relevant to your interests.

I think the main report and the executive summary are being published to give to participants in the upcoming meeting of the Donors to African Education (DAE) at the International Institute for Educational Planning (IIEP) of UNESCO in Paris.

The authors of the main report are Ash Hartwell, Karen Tietjen, and Joe DeStefano.

THE HERNS TEAM

Aguirre International InfoStructure International World Learning, Inc.

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What is the ESS approach?

Beginning in 1988, USAID has taken a new approach to educational development in Africa. In contrast to earlier forms of assistance through projects that worked directly to remedy specific weaknesses in the education sector, this new approach, Education Sector Support programming (ESS), has worked to achieve systemic, sustainable reform of the education system itself. Rather than providing solutions to the system's problems, the idea is to help the system to identify and remedy its own problems.

Six years of experience with ESS programs in a number of African countries¹ has demonstrated that ESS programs *can* contribute to systemic educational development. USAID's efforts *have* helped lay the foundations for sustainable improvements in government capacity to deliver quality primary education equitably. Specifically, reforms have led to increased resources for education in general and to primary education in particular; to improved management practices, including more transparent budgeting, accounting and personnel systems; to institutionalization of planning, monitoring and evaluation functions to start and track the effects of reform; and to decentralization of management responsibility to encourage greater regional and community involvement in schools.

However, ESS has been controversial. It represents a radical departure from the familiar and traditional project mechanism in terms of the scope, definition and complexity of the Agency's objectives and operating procedures. This report describes the ESS approach and its achievements. It also discusses issues that have been raised about the approach and lessons that have been learned, leading to recommendations for improvements.

USAID's policy goals in basic education

In the course of formulating the ESS approach, USAID adopted five policy goals:

- Increase access to and participation in basic education
- Increase equity (urban/rural, boys/girls, ethnic groups)
- Increase the quality of schooling

¹ This report discusses USAID's basic education programs in twelve African countries (Mali, Ghana, Guinea, Lesotho, Malawi, Benin, Namibia, Uganda, Ethiopia, Swaziland, South Africa, and Botswana). Of the twelve, Swaziland, South Africa, and Botswana differ from the standard ESS program found in the other countries in that their programs did not include a budgetary support component (also known as Non-Project Assistance or NPA). Of the remaining nine, Ethiopia has just been launched as of late 1994, and so when we speak of experience or lessons learned, we refer to the eight or eleven countries in which USAID has supported basic education, depending on whether or not the Agency's support has included NPA or not.

- Increase the efficiency of the system and its parts, including management, internal, and external efficiency
- Ensure that reforms are sustained beyond the period of USAID support.

In the context of structural adjustment, competition among sectors for scarce resources, weak institutions, and a perception among parents and communities that schooling is not worth the cost, any one of these goals presents formidable challenges in most countries. But they reflect our own analysis of the general purposes and needs of education systems as well as the conclusions from extensive research and analysis conducted by the World Bank and UNESCO in the mid-1980s. Thus, we believe they are a sound foundation for formulating particular policy objectives in any country.

Characteristics of ESS programs

ESS programs have six characteristics that distinguish them from other donor activities in the education sector. Each of these characteristics is based on certain assumptions about the conditions present in a country in which USAID agrees to support education reform. Here we briefly describe the six characteristics and corresponding assumptions.

- The programs support **systemic change** rather than focussing on separate components. This contrasts with USAID and other donors' provision of assistance through individual projects that developed single components of the system, such as curriculum development, school construction, or teacher training.
- **The programs support a national sector reform.** They do not create reforms in the interests of a donor's agenda but support those already articulated by the government. To be viable, the reform must be linked to government policies and procedures that transcend the education sector. Programs are based on two assumptions: First, that the policy environment is tractable and reform can be promoted through rational decision-making; second, that the government wants to reform and has defined objectives, which are shared by key stakeholders, including USAID.
- The programs often provide **budgetary support conditioned on performance** toward the government's reform objectives. Support is provided in annual tranches as the government meets specified conditions; these conditions are collectively referred to as "conditionality." Assumptions are: First, that meaningful policy change is expressed through budgetary allocations, and an optimal balance of allocations among subsectors can be determined; second, that USAID, alone or in collaboration with other donors, can leverage change with budgetary support and conditionality; and third, that once external financing and conditionality has ended, the government will continue the process of change and the pattern of resources allocation established.

- The programs focus on **institutional development** to manage the reform process. An education system consists of a complex of institutions with different administrative, managerial, and technical responsibilities. These institutions are the means by which policy is translated into operational programs. Yet, at the commencement of a reform, they often lack the capacity to perform their functions. To institute reform, we assume that institutional capacity can be developed simultaneously with implementation of the reform program.
- The programs involve **donor coordination**. Unlike a project approach, in which each donor can operate within a specific program area, ESS involves agreement of all donors with the government on its reform strategy and financing. Our assumption in supporting a reform is that major donors share a vision of the educational reform, interpret program strategies and conditionality consistently, and use the same language to articulate expectations.
- The programs are accountable for **“people-level” outcomes**: student access to and performance in school. The DFA legislation specifies that programs be evaluated on this basis, and USAID’s support of education reform is therefore ultimately accountable for these outcomes. This is an ambitious goal, particularly as we assume, first, that the nature, sequence, and timing of changes cannot be defined at the design stage, and, second, that measurable student-level changes will occur during the life of the program.

What has been achieved so far?

We can point to a number of achievements of ESS programs at each level of systemic reform: policy, institutional, school, community, and student.

Policy-related achievements

- In Guinea, Benin and Malawi, government decisions to restructure in favor of primary education are indicated by dramatic shifts in resource allocations. In Guinea, education's share of the government budget has increased from 14 to 25 percent, and the share of material and non-salary operating expenditures has risen from US\$0.20 to US\$11 on a per pupil basis. In Malawi, the proportion of the education budget devoted to primary education has increased from 43 to 57 percent. In Benin, primary education's share of the budget grew from 48 to 57 percent, and the share of the education budget for non-salary expenditure rose from 2 to 5 percent.
- In Malawi and Benin, school fees for girls in primary school have been eliminated; and in Guinea, Namibia and Malawi punitive pregnancy policies expelling girls from school have been either eliminated or revised to allow re-enrollment after birth of the child.

- In Lesotho, Namibia, Ghana and Guinea, the ministries of education have been reorganized to promote and support the needs of primary education, rationalize staffing norms and delegate more responsibilities to local authorities.

Institution-related achievements

- In Mali, Benin, Lesotho and Guinea, school mapping and management information systems have been established and are used to track school data.
- In Ghana, Botswana, and Swaziland, tests to assess student achievement have been developed as diagnostic tools to measure and improve student learning.
- In Namibia, Lesotho and Guinea, budgeting and accounting systems have been revised to include detailed categorization of expenditures, more transparent nomenclature, etc.

School-related achievements

- In Ghana, the number of untrained primary school teachers has been reduced from 50 percent in 1989 to 30 percent in 1993.
- In Malawi and Benin, revised textbooks, teacher guides, and syllabi have been published and distributed to primary schools.
- In Ghana, Mali and Guinea, the student:textbook ratio has improved.

Community-related achievements

- In Guinea, the ministry has successfully incorporated a community-support component into its school construction program, in which communities contribute 15 percent of construction cost in cash or in kind.
- In Benin, a study of parent-student associations has been undertaken as a precursor to the development of a strategy to promote greater parental and community involvement in school management and support.

Student-related achievements

- In Guinea, access to primary education has increased by over 30 percent since the inception of the national reform program in 1990, progressing from a 28 percent gross enrollment ratio (GER) in 1989/90 to 37 percent GER in 1992/93. The greatest enrollment growth has been for rural children and girls. Rural enrollments have increased 14 to 23 percent compared with 2.6 percent in the urban capital. Girls' GER has

increased from 19 to 23 percent since 1990. In addition, the sixth grade promotion rate has increased from 55 to 64 percent, while the drop-out rate has decreased from 15 to 11 percent, and the repetition rate has dropped from 23 to 20 percent. In all cases, the improvements have been greater for girls than boys.

- In Ghana, the primary school GER has increased from 70 percent in 1987 to 79 percent in 1991, growing 13 percent since the introduction of the national educational reform program in 1987.
- In Malawi, following the initiation of a fee waiver program for non-repeating girls, introduction of gender-sensitive curriculum and other measures designed to improve the educational attainment of girls, the average participation rate of girls in the first four grades of primary school has increased from 47 per cent in 1991/92 to 49 percent in 1992/93. The rate of girls entering first grade rose from 48 percent in 1991/92 to 51 percent in 1992/93, the first time it has surpassed that of boys.

These and other achievements indicate clearly that ESS programs are having an impact at all levels of education systems in a number of countries.

[Monique: Uganda and Ethiopia are not mentioned here, but both have had some remarkable achievements: Ethiopia in assessment and diagnosis of why girls' enrollment rate is low, and Uganda in significant policy changes as well as in planning in-service headmaster and teacher training and in teacher training curriculum reform.]

The complexity of education reform

Education has been described as a “loosely coupled” system. Activities take place at many levels: policy making, institutional support and management, schools, classrooms, and communities. Hierarchical links between these levels are loose, particularly between central administrative units and schools. Even classrooms operate with a far greater degree of autonomy than most units in other organizations.

In addition to operating at many levels, an education system consists of a complex of support functions, including finance and accounting, planning and information, management services, personnel, training, curriculum development, instructional materials, tests and examinations, school facilities and equipment, and so on. Each of these needs to be directed toward the same goals and coordinated at every level. Some of these functions are best centralized, others decentralized; and this varies from country to country, depending on a myriad of considerations.

Education itself is tightly woven into the nation's culture--or more likely--multitude of cultures. In addition, education reform takes place within a context of unique economic and political

conditions. Political conditions include the environment for public participation in policy debate, freedom of association and of the press, the transparency of government policies and programs, its human rights record, and actual and perceived government integrity or corruption. Economic conditions include whether or not the economy is improving, shifting toward open markets, undergoing deregulation, open currency exchange, and increasing foreign and domestic investments.

Because of this embeddedness of education in cultural, social, political, and economic conditions, it has been said that reforming a curriculum is like moving a graveyard. This hints at the difficulty--and necessity--of reforming the entire system if changes are to be sustained. The ESS approach takes into account the complexity of reform.

What lessons have been learned?

Within the broad context of the challenges and issues just discussed, we have focussed on a number of particular problem areas:

- Sector analysis and program design
- Policy dialogue
- Non-project assistance: Budgetary support and conditionality
- Projectized assistance
- Institutional development
- Measuring the impact of ESS programs

In these areas, our analysis has resulted in some critical insights on how to improve the ESS approach. Though here we present these insights as discrete components, in fact, as the reader will see, they are tightly interlinked and often reiterative.

Sector analysis and program design

Sector analysis, generally viewed as the first step in USAID's program initiation process, sets the stage for future design decisions. Prior to 1988, when most donor assistance was projectized, sector analyses took a back seat to the project design itself. This was workable because projects were generally limited to activities in a single unit, such as a teacher training college, of the larger system. To reflect the tenets of reform and sustainability that underlie the ESS approach, both the content and process of sector analysis must be amended.

Changes in content and process of sector analysis

In terms of *content*, the analysis should include more detailed and incisive analysis of the political, institutional, and social dynamics in a country. These analyses are normally included as

annexes in a program design document. They should be given a more prominent position--both literally and figuratively--in the design, discussing more about how USAID structures its assistance than just what assistance it provides. If we can understand the dynamics of how a system operates and accurately identify the different stakeholders and their perceptions, such as how the government works, who is allied with whom, where the true decision-making power is, what the technical capacity of the ministry of education is, how the populace views the government, what role they see for education, what they expect of reform, it will be easier to design an ESS program that responds to reality and will withstand "unanticipated events."

Perhaps more important, a new *process* of sector analysis needs to emerge. We have found, for instance, that

- The analysis *and design* need to be conducted in partnership with the government--the government taking the lead role. Where local capacity exists, it should be used for data collection, analysis, and reporting. Where it does not exist, capacity-building efforts should be included in the design process.
- Collaboration must be expanded to include all the stakeholders in the education system. This includes not only technical staff and policy-makers within the ministry of education but also those who will be responsible for administering the reform at every level, including the schools. Consumers are equally important. As made clear by the dwindling demand for education in many African countries, consumers are active participants in the system.
- Analysis should be viewed as more than a precursor to design. While some analysis will be an initial step, analysis and design should be an iterative process.

Preconditions for supporting reform

Much of the effectiveness of donor assistance to education is determined by preconditions essentially outside the Agency's control: economic conditions and processes, civil service conditions, staffing of the bureaucracy, including the ministry of education, and the bureaucratic processes resulting in education sector policies. Experience has shown that without favorable preconditions, attempting to support a significant reform will lead to frustration, and the reform is not likely to take hold or be sustained.

USAID must take the time to analyze the conditions prevailing in the country and the education sector, make an informed decision about how best to proceed--including the option not to proceed--and develop a strategic plan in line with these preconditions.

Critical preconditions include the following:

- Macroeconomic policies and economic performance are favorable, and the government is committed to human resource development and basic education as a strategy for growth.
- The political environment is moving toward greater civic participation in policy formation.
- An authentic sector reform is underway.
- There is consensus or a consensus-building process among parents, local authorities, teachers, the private sector, the education ministry bureaucracy and cabinet.
- The ministry of education has committed leadership and a reform strategy.
- The sector has feasible plans to develop its institutional capacity.
- There is sufficient information with which to monitor change at both process and student levels.

All of these preconditions are unlikely to be present. An analysis is necessary to determine if conditions are improving or deteriorating and, if improving, whether they are at levels that support NPA investments. In countries where conditions are deteriorating or at unacceptable levels, either USAID should use its resources to help establish these conditions or it should not be involved in the education sector.

Timing modalities of assistance with stages of reform

Although the formulation and implementation of educational reform is not a linear process, and educational improvement is characterized by multiple levels of change, it is, nonetheless, possible to characterize the status of an education system in terms of a reform cycle. Closely related to the lesson learned that conditions must be in place to support NPA is the finding that different modalities of assistance are appropriate at different stages of the reform cycle. Not all of the education systems in those countries where USAID has employed the ESS approach have been in the same stage of reform.

USAID's modalities for educational assistance should vary according to the status of an education system. In countries where the preconditions for reform are not in place, and yet USAID determines that the country merits support for human resource development, the strategy should be to use project assistance to support the development of preconditions. NPA with conditionality cannot leverage policy changes that government has not embraced itself, but ESS can use projectized assistance to support policy dialogue, sector analysis, management reorganization and training. In countries which have met the preconditions--having a national reform--NPA is essential for placing the responsibility for reform management with government,

thereby contributing to the critical institutional commitment and capacity needed for sustainability.

In considering countries which have begun to implement reform, it is useful to examine further the stages in the reform cycle.

- At *Stage 1* a country has articulated an intent to reform but has not developed a process for policy analysis and dialogue nor defined its reform program. Typically, Stage 1 countries lack both the institutional capacity, the information system, or the short-term financial resources to manage a reform program. In collaboration with other donors, ESS programs should aim to support the processes of policy analysis and dialogue, build institutional capacity within the ministry and related institutions, and help establish the information base needed to develop, monitor and manage the reform programs. Projectized assistance would play a supportive role in the form of training, research and institutional development.
- At *Stage 2*, a country has defined a policy reform and strategy and is beginning implementation. The implementation process should include provision for monitoring, refining and adjusting the policies. The NPA component of ESS programs is helpful in reinforcing policy implementation, especially in terms of the domestic financing needed for the reform. Nonetheless, most countries need projectized assistance to build institutional capacity in the ongoing process of staff development and management of the reform. As national capacity increases, projectized assistance should decline.
- *Stage 3* countries have effectively implemented and sustained a reform program. They are characterized by an effectively functioning education system, which is financed domestically or by affordable external credits. At this stage, budgetary support for reform is unnecessary, government policies are being implemented effectively, and there is no need for the leverage of policy conditionality. Because the context for effective use of technical support is in place, projectized assistance does not risk undermining national ownership of the reform program due for lack of a policy context or domestic leadership. Swaziland is an example of a Stage 3 country.
- *Stage 4* characterizes countries that are entering a second cycle of policy review, requiring an assessment and reformulation of a reform program. In many ways, Stage 4 recapitulates Stage 1 in terms of process, but the difference is that countries at Stage 4 have the institutional capacity and information system to design and manage policy analysis and strategic planning. Like Stage 3 countries, Stage 4 countries will need targeted technical assistance but would not benefit from budgetary support.

Policy dialogue

Implicit in the previous discussions of sector analysis and preconditions is the concept of policy dialogue. Until recently, policy dialogue has been narrowly used to describe the process through which USAID and a cooperating government negotiate policy objectives and conditionality and periodically assess progress toward those objectives and compliance with those conditions. But policy dialogue has a broader, more significant meaning. It is the ongoing process through which important issues emerge and decisions are made. With the ESS approach, the strategy of supporting the government's own policy decisions takes precedence over the Agency's relatively autonomous projects. Policy dialogue thus becomes a far more critical component of assistance.

The growing body of experience in policy dialogue has helped us to identify some of its basic elements of success. Policy support is only effective if there is an issue around which stakeholders can dialogue. These stakeholders must have the liberty to engage in dialogue and respect for democratic principles of decision making. The political agenda has to accommodate technical arguments, and those arguments need to be grounded in sound data, research and analysis. In encouraging policy dialogue, technical advisors must identify local individuals who can commit to long-term policy analysis, advocacy, and dialogue. These individuals must also be seen as acting in the public interest and not supporting their own agenda. Such people have proved most effective when they are outside the government.

African countries often lack an institutionalized capacity for ongoing dialogue about education policy and its implementation. USAID should make supporting the development and use of such a capacity an integral part of its efforts to support educational reform. With a better understanding of the policy process, and benefiting from the lessons accumulating in the area of policy reform support, we can make specific recommendations for conducting policy dialogue.

- Incorporate into the design process elements of policy dialogue--identification of stakeholders, analysis of decision-making, evaluation of gains and losses. Sector assessments should include an analysis of the feasibility of reform and the "political economy" of pursuing different policy objectives.
- Consider policy dialogue an ongoing element of reform. Processes and mechanisms, structures, and resources need to be established and dedicated to carrying this out.
- Put into place mechanisms for gathering, compiling and presenting data that will make sense to the broad range of stakeholders and beneficiaries--beyond the traditional annual school statistics approach to EMIS.
- Support communication among stakeholders, especially between government officials and their clients.

- Enhance the capacity of interest groups outside the government to carry out policy analysis and engage in dialogue with government officials.
- Include in evaluations assessment of the extent to which the Agency has facilitated policy dialogue.

For several reasons, donors have sometimes failed to capitalize on policy dialogue and its fruits. Donors have relatively little experience in it, pressures are on to get moving rather than promote dialogue, and it is seen as a discrete activity at the front end of a program. Most important, it offers few simple rules to follow. Setting the political agenda, which is at the heart of education reform, and making and implementing policy decisions is not a linear process. And in the education sector it is further complicated by taking place at many levels. Thus, it is imperative that we continue to study the dynamics of policy dialogue, engage fully in it, and sustain it throughout the program.

Non-project assistance: Budgetary support and conditionality

[Monique: I have omitted the section on non-project assistance because it discusses at length a funding mechanism designed to obligate the large sums of money available to the Africa Bureau through the Development Fund for Africa earmark. I don't think it would apply to Morocco.]

Building institutional capacity

The capacity of government agencies intended to implement policies is a critical determinant of program effectiveness. Yet USAID and other donors have a spotty record, particularly in the education sector, of developing these institutions. Traditional institutional development efforts have sometimes failed to comprehend such fundamental determinants of institutional behavior as bureaucratic procedures, incentives, and internal politics. Donors sometimes try to skirt public institutions, working with NGOs or others in the private sector. Ultimately, however, the ministry of education, from the minister to the schools, cannot be circumvented, and reform cannot take place without its participation.

Helping governments become accountable for reform

We have found that a crucial implication of the shift from projectized assistance to non-project assistance is the need for building institutional capacity within the education sector. If the goal of development assistance is to facilitate self-determination among clients and within communities, USAID cannot seek to take primary responsibility or credit for the performance of education systems. Rather, it must hold itself accountable for developing the institutional capacity that can support systemic reform.

Linked closely to other components of the ESS approach, including sector assessment, preconditions, and policy dialogue, a number of practices have proven to increase the likelihood that an education sector reform will be sustained. The following illustrate the steps that USAID can take to build institutional capacity:

- Prior to design, carry out in partnership with the government an institutional analysis that critically assesses government and ministry organizational capacity, including clarity of mission, functions, staffing, work plans, performance, and potential for reform. The development of a methodology for this analysis would be an important contribution to development assistance.
- Place responsibility for program management with government.
- Target interventions that are within reach of institutions' existing capacity and that provide the opportunity for institutional learning and staff development in the process of implementation.
- Do whatever possible to develop local capacity when using technical assistance. Use local consultants, establish twinning arrangements with U.S.-based institutions, use recurrent short-term advisors rather than resident technical advisors as feasible.
- Support the development of host-country-based training, research, and consultancies.
- Develop alternative incentives to motivate teachers, school heads, regional officers, and departmental staff in the ministry to support education reform.
- Support professional communications among host country professionals: journals, professional travel, Internet, and institutional networking.
- Encourage civil service reforms (personnel and salary) to encourage qualified, able persons to enter and stay within the ministry and schools.

Restructuring at the school level

The need to restructure at the school level simultaneously with reforming at the national level reiterates our previously discussed findings that activities must be both top-down and bottom-up and that budgetary support often requires complementary projectized assistance.

Educational reform is meaningless unless it creates the necessary conditions for improvements in student learning. However, just as national policy reform has little justification unless it affects school quality, reforming the operations of individual schools has little justification unless that becomes part of a national reform process. Government policy and central planning must be seen in this context--their role is to create the conditions for school and classroom quality. The

provision of inputs at the national level must be linked with changes in the way schools operate. The reform process at the school level is called *school restructuring*, and it has five components:

- Development of standards of achievement and performance in each key curriculum area, defined for national and local levels.
- Site-based management so that the school, with the support of district and national guidelines, defines its programs and its accountability in relation to those standards.
- Changes in the focus of instruction to an emphasis on student learning rather than the delivery of knowledge; less competitive, more cooperative learning; an emphasis on mastery or outcome learning and on using the school environment and local resources (including community members).
- Development of new ways of assessing learning, more authentic ways to find out what students know and can do, consistent with new curriculum and standards.
- Decentralizing authority to the school and teacher level, making teachers more directly responsible for student learning outcomes.

We have begun to work with governments to implement these components in countries using the ESS approach. In Mali, for example, the government has forged a partnership with the private sector to develop community schools; the government has instituted new legislation that helps communities in one region finance the operations of schools while the government provides teacher training and materials. Similar measures to facilitate community support of schools have been introduced in Guinea and Ethiopia. In Benin, the government has initiated School Fundamental Quality Indicators (SFQI) to link national policies and resources to the improvement of individual schools. SFQI represents a set of standards, defined through a process of consultation at all levels of the system, which specify the essential characteristics that individual schools must have to provide effective basic education. Educators in Benin have developed 35 indicators in five categories (staffing, environment, facilities, instructional materials, and school management).

Measuring the impact of ESS programs

Monitoring and evaluating the impact of its efforts has always been an important concern of USAID. But measuring impact has taken on new significance in ESS programs. The increased magnitude of investment has raised concern about the return on that investment. In addition, the complexity of measuring the impact of investment in education has become more apparent. There is a growing body of literature concerning industrialized as well as developing countries on *indicators* of improved systems--what these indicators are and how to measure them. From this literature and--far more important--six years of experience with ESS programs, USAID has

made considerable progress in defining indicators of impact and helping governments build the capacity to measure and report on them.

Two issues are central to measuring the impact of ESS programs:

- What are the best indicators of the impact of education reform?
- How do is impact measured and reported?

Defining suitable indicators of impact

The complexity of reforming an education system to provide a better education to more students, which we have described, has implications for the complexity of measuring the impact of that reform and, in particular, USAID's support of that reform. This is an area in which we have found that USAID's conventional procedures do not meet the needs of ESS programs.

The Development Fund for Africa [*DFA--the funding mechanism for education programs in Africa*] requires that USAID provide indicators at the "people level" of the impact of its programs. In education, these indicators are:

- The share of government budget going to primary education
- Enrollment levels
- Drop-out and repeater rates for primary and secondary schools
- Literacy rates.

Indicators of equity are to be found by disaggregating data by gender.

Even though the DFA accentuates the need for policy reform and sectoral restructuring, three of these four impact indicators occur either at the student level or in the population as a whole. Only one, government budget allocation, indicates sectoral reform. Similarly, a look at the Assessment of Program Impact (API) framework in most countries reveals that most indicators in education are designed to measure change in student outcomes. API reports are the principal means that missions have to account for program impact; they are used to communicate on progress to the Africa Bureau and Congress.

The result is that student outcome indicators have tended to be regarded as sole measures of impact. Yet in sharp contrast to student-level outcomes identified by the DFA, the impacts targeted by ESS programs occur primarily within the education system itself: its policies, institutions, organization, administrative structure, management, personnel and service are the

objects of improvement and source of indicators of change. We refer again to the complexity of this system.

- Impact may take place within one or more of four arenas: policy promulgation, institutional capacity, school practices, and community interaction with the school. ESS programs treat education holistically. The arenas are dynamically linked, and impact is often accompanied by impact in another. Some impacts of the reform takes place within the ministry, such as improved curricula and improved financial management systems; others take place in decentralized institutions, such as more effective teacher training schools and more efficient district offices; others take place in the classroom and in parents' and communities' attitudes toward schooling.
- Though not a linear process, reform takes place in stages, commencing with stakeholders' participation in policy reform, proceeding with building institutional capacity to implement reform, both within the ministry and within schools and communities, and culminating in more classrooms, more capable teachers, and better performing students.
- As a consequence of the loosely-coupled character of education systems, the impetus for reform can occur in any one arena and take hold in different arenas at various paces. Thus, we have seen improved instruction in classrooms while some institutions, such as financial administration, are still below capacity. Likewise, community attitudes toward schooling may change while improvement in access to schools still lags.

It is important to acknowledge that educators lack a perfect understanding of the “ingredients” of a good school system and their relative effects, largely because schooling is so embedded in a cultural and social context that universal patterns are hard to discern. In addition, we do not understand completely school and classroom factors that positively affect student outcomes, especially in less than ideal conditions. This increases the difficulty of detecting indicators of reform progress in various arenas and at various stages.

In sum, while measures of student-level impact may be the best indicators of a reformed education system and may foretell eventual increases in national literacy levels, they are the final chapter in the saga of education reform. Of course, they should be monitored, particularly as part of the performance measurement of mission country programs. But student-level measures do not capture the necessary changes and intermediate impacts that must take place in the system itself in order to improve student enrollment, persistence, and performance. To use them alone fails to capture the considerable progress already made.

Through analysis of ESS programs, we have been developing a grounded definition of “impact.” As we have noted, our analysis finds that ESS programs have had noticeable system-level effects that presage improvements at the student level. Indicators of these impacts range from institutional reorganization to a greater number of books per student. The numerous impacts

indicators, both anticipated and observed, present a powerful contrast with the parsimony of those noted in the DFA guidance.

Measuring and reporting impact

Resolving the issue of suitable indicators does not entirely solve the problem of measuring impact. For we still need to collect and analyze data that allow us to measure changes in indicators. For several reasons, the data collection challenge is a formidable one.

Unprecedented need for data

The need for educational data in monitoring change in a major reform is unprecedented in most ministries and well exceeds their capacity. Unlike the more focussed projects of the past, ESS programs see the entire national education system as the unit of analysis. They therefore require data collection from every corner of the ministry and every classroom in the country. School quality indicators at the student level, such as reductions in repetition and drop-out rates or increases in promotion, completion and transition rates, should be supplemented with more direct measures of student achievement through standardized testing and assessment systems. Equity objectives and planning needs require that student data be disaggregated by gender and locale. Although USAID gives priority to primary education, data must also be collected at higher levels to ascertain the relative status of primary education. The ESS program focus on system-level change requires data on resources allocated to and within the sector, on expenditures on various educational inputs, and on the number of textbooks, teachers, classroom, and so on already existing and newly added. We must recognize that heavy demands for data require ample technical assistance in statistics, finance, information systems, and testing.

Poor baseline data

Reporting on impact is further confounded by poor baseline data, which are needed to show the extent of change accomplished during the ESS program. Statistics have sometimes been inflated, deflated, or skewed for political reasons. Entire information units have been dismantled because of the politically unpalatable information they bring to light. New standards and conventions in collecting and tabulating data required under the reform may introduce inconsistencies that either magnify or diminish the rate of change. It is obvious that in those countries where assistance is required in data collection and analysis, the pre-program baseline data may have to be regarded with some caution.

Conflict between meeting data needs and capacity building

The very systems in need of reform are those that must document improvement. The dilemma is obvious: Can an institution that has been judged to lack planning, budgeting, accounting, and reporting skills provide comprehensive, detailed data on the state of an entire education system.

Can such an institution be expected to prepare credible documentation proving compliance with performance conditions? The answer is no. The only solution to this impasse is to ensure that ministries are equipped with sufficient technical assistance so that the training and development of staff does not take second place to USAID reporting requirements.

Inadequate reporting systems

Reporting systems used by ESS programs are not geared toward comprehensive monitoring and evaluation of impact at the system and student levels. USAID collects data for the purposes of reviewing conditionality during tranche reviews, monitoring inputs and auditing procedures of projectized components of the program, and reporting on the API. While each of these uses a system of reporting data for a specific purpose, even when taken together, they fail to furnish the data needed to assess change on a program-wide basis. It should be possible to relate the redeployment of teachers, for example, to an increase in staffed classrooms and a corresponding increase in available student places, yet none of these program reports provide such data. USAID reporting systems need to be amended to reflect field and ESS program realities. Specifically, both formative evaluations and the API system should incorporate more system-level impacts.

Problems of attribution

Problems of attribution make it difficult to specify the precise impact of USAID assistance. If change occurs while an ESS program is in effect, can the results be attributed to USAID interventions? The loosely articulated and partially understood linkages in an education system make it extremely difficult to ascribe clear cause-and-effect associations between education inputs and student performance. Likewise, the process of education reform, which we view holistically, is not amenable to strict control or easy tracking. We must accept the idea that impacts resulting from a collaborative program do USAID as much credit as impact that can be tracked directly to its own dollars, and, similarly, if changes that the government has planned as part of the reform do not become manifest, USAID must reexamine its own assumptions and strategies in providing support.

Moving toward solutions

As our knowledge of the reform process has grown, so has our understanding of how to evaluate the progress and impact of ESS programs. We are moving closer to ways of charting the course to program impacts at the student level, and we have found means of facilitating the assessment of impacts. Three models have been suggested for devising indicators of progress and impact:

- *Mapping more closely the hypothesized relationships between events.* The Objective Tree used by USAID to plan programs and assess their impact is a useful monitoring tool except that it is usually developed at a macro-level that misses the intricate connections between most program actions and their consequences. By mapping the analytic

framework of an ESS program more closely, designers can also better identify assumptions and critical conditions for successful realization of objectives.

- *Creating an impact matrix.* We have stressed that reform takes place in stages and in several arenas. Program designers can develop a matrix to identify and organize the changes that must occur throughout the system, the results of actions, and their indicators. Such a matrix would have along one matrix the four general arenas of activity--policy, institution, school, and community--and along the other the four stages of reform described earlier--formulation, planning, implementation, assessment and adjustment.
- *Developing a continuum of indicators.* This is another means of breaking down indicators of progress and achievement to the most incremental level. In a continuum, each task objective is delineated in terms of the sets and subsets of actions that must occur for that objective to be met. An indicator continuum can also be used as a management tool--to help specify the steps needed to reach an anticipated result.

Each of these models helps those who monitor and evaluate to develop precise links between program activities and their impacts. They integrate the broad picture of reform, beginning with sector assessment activities and culminating in student-level impacts, with the day-to-day details that comprise reform.

In addition, many ESS programs have created or adapted innovative practices to facilitate assessment and evaluation. These include the following:

- Broadening the database by planning with ministry personnel from the beginning for means of extensive collection of data, particularly government data, throughout the course of the program.
- Designing specific activities to collect data, often of a more qualitative data, that would not be collected by education ministries.
- Including more stakeholders in evaluation activities and making evaluation a part of policy dialogue.

With a better understanding of the ESS approach and what is required to institute sustainable education reform, the challenge of accurately assessing the impact of ESS programs becomes easier to meet. Though the ultimate monitoring and evaluation system has yet to be demonstrated, we have come a long way from attempting to measure impact at the wrong time and with the wrong tools.

Conclusions

Experience has shown that the ESS approach to systemic reform in basic education in Africa can work, but that myriad and often unanticipated challenges are associated with its implementation. In some countries, operational demands have greatly taxed USAID's ability to manage, assess, and report on its education program. Our analysis has identified particular problem areas:

- Decisions on whether to support and how to structure an ESS program
- The necessity and requirements for conducting successful policy dialogue
- Balancing budgetary support with projectized assistance
- Strengthening institutions at the same time they are expected to implement reform measures
- Supporting both national-level reform and school-level restructuring
- Divergence between Agency expectations and actual program impacts
- Obstacles to reporting and accounting for impact.

Fortunately, for all the ESS program activities that have suffered difficulties, delays, or setbacks, others have creatively surmounted problems to serve as models for adaptation. The results to date and considerable progress in the countries in which ESS programs operate indicate clearly that the approach is moving education reforms toward sustainable systemic change.

Our analysis of both positive and negative experiences leads us to recommend that those responsible for future initiatives in improving education in Africa attend to the following:

- Gain a deeper understanding of the process of educational reform and the value of system-level impacts.
- Apply more strictly criteria on where and when ESS programs are to be initiated.
- Appraise more realistically the options available in implementing a program: the choice of budgetary support and/or projectized assistance; decisions pertaining to the content, structure, and management of performance conditions. In particular, become more aware of choices likely to distort the goals of the ESS program or undermine the validity of its approach to educational reform.

- Recognize that the ESS approach is management intensive and requires the continuous involvement of seasoned education and top-level mission personnel. These players must have an in-depth knowledge of governmental decision-making processes, enabling them to carry on a perpetual policy dialogue with other donors and stakeholders at all levels of the national education system.
- Acknowledge that accounting for impact requires more modest expectations for documentation, more technical assistance in the short term, and less insistence on tying impact directly to USAID dollars.

The risks associated with attempting to support and leverage education reform are great. Large amounts of money are at stake, and USAID's control of the process is limited. But the rewards can be even greater.

PART FOUR:
SUPPORT TO THE AMENDED TFD PROJECT

A. Introduction

The Training for Development Project Amendment and Project Agreement Amendment were each signed during this consultancy. The overall task for the HERNS Teams in regard to TFD project functioning was to get the new project started, using the re-engineered training standards as the basis of Project services. The following outcomes were envisioned for the entire Project team:

- *Understands and supports "re-engineered" training management concepts*
- *Understands revised training management requirements*
- *Has basic skills in strategic planning of training*

We found a diverse level of understanding of these three elements from the beginning, so our approach was to bring all TFD staff to a uniform level of understanding, and to make sure that the links between these elements were clear to all.

B. Nature of the TFD Project

Re-engineering concepts: There is unanimity among TFD staff that the scholarship programs of old are indeed a thing of the past, even though one of TFD's two main components was in large measure just such a scholarship program, albeit a very targeted one. The training component was a classic supply-side training project which relied on good targeting of and monitoring of private sector clients. The institutional strengthening component, on the other hand, relied on a series of needs assessments and continual monitoring and planning, in a participatory manner, with the project clients, to define and deliver "development assistance" in the form of training, technical assistance and commodities. It was a project with one foot in the old style and one foot in the new (re-engineered) style of training management, which all project staff agreed would change for the better under re-engineering principles. USAID is not the only donor which is changing the way it plans and finances training - we learned that the Canadian ACIDI no longer distributes scholarships, but requires a detailed training needs assessment prior to arranging a training activity. TFD parties need no convincing that strategic planning brings big improvements to training quality.

The nature of TFD: In our view, however, it is understanding the nature of the new TFD project which poses the biggest set of difficulties. Originally, TFD functioned as a **technical project** in support of public and private sector development goals of USAID in Morocco, even though it was and continues to be managed through the Human Resources division of USAID. Project staff were all focused on improving the management skills in the Moroccan private sector, and on

improving the ability of Moroccan institutions to deliver quality training for the private sector. While there was some disagreement between TFD partners (USAID, DFC, Amideast) about which subsectors to target, and how to recruit successfully in the private sector, there was no disagreement about what the project existed to improve. In terms of training processes, in our view, the project had already mastered some of the important concepts of re-engineered training, mostly through its handling of the institutional strengthening component.

TFD as support/service project: The revised TFD, while still housed under the PHHR division, is designed to **support training for a number of Mission strategic priority areas**. It is no longer a private sector project. Similarly, while its first client SO area is basic education, TFD does not exclusively support basic education, and it is not a basic education project. The basic education subsector will rely on a “results package” with diverse funding sources. The Girls and Women’s Education Initiative (GWEI) will supply some technical assistance, as the ABEL project has already. A bilateral basic education results package is envisioned to supply other inputs. The TFD project will supply funds for training of staff in key organizations within the subsector, and will help the Basic Education SO Team undertake training needs analyses and develop training strategies to achieve improved key organizational functioning.

Within TFD as a technical project, the three project partners were all actively involved in setting direction and priorities, and the interaction with other USAID private sector development projects was modest. In fact, interaction between any projects for the attainment of USAID’s overall goals was a preoccupation saved for Mission management.

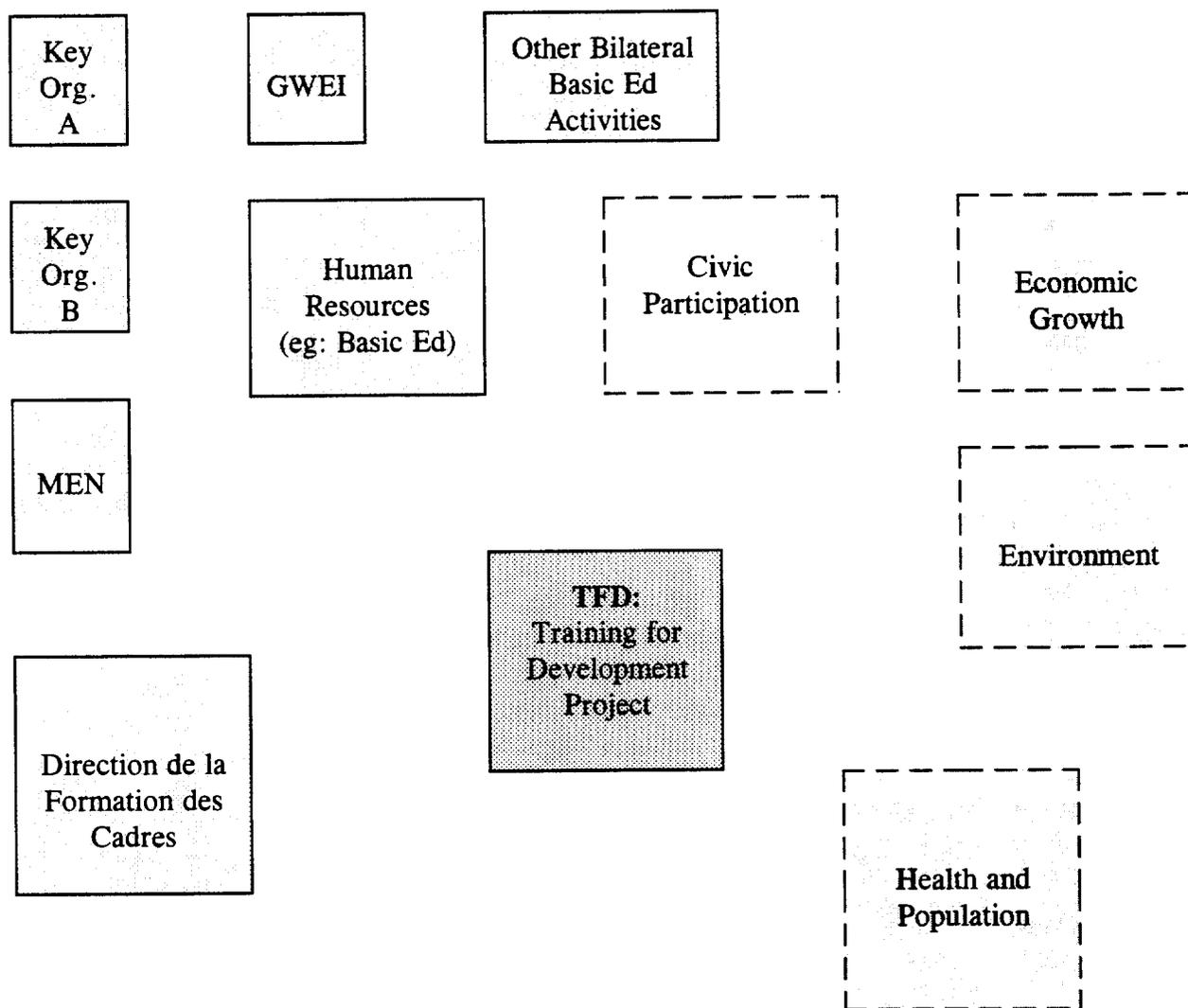
Strategic Objective Support Activity? Welcome to re-engineered USAID. While the old TFD project functioned as any other USAID technical project (rather independently from other projects, with its tripartite management team making all project decisions) the new The TFD project now depends on the decision of the SO teams to give it activities. TFD is now a **training management project/service which supports several SO areas**. As such, it plays a staff, rather than line management role; that is, its activities no longer are decided by the project management staff. This is difficult for Project partners, who may not even yet fully understand that TFD is now essentially a mission-wide management support activity for training activities under all Strategic Objectives.

We think these distinctions and relationships are not uniformly understood by all the TFD partners, which results in three different visions of what the TFD project is supposed to be doing, and to what end. The DFC wants to make progress in defining the basic education (technical) targets; USAID is using the opportunity to do preliminary research and planning for the basic education SO team in the absence of expected GWEI support; and Amideast is trying to figure out how each of the two TFD Partners will want to use them.

The following table illustrates the relationship of the TFD Project to all of the USAID Strategic Objective Teams/Areas. It is a cross-cutting project which can support more than one SO. It may

be the pre-cursor to the “single mission training contractor/mechanism” which is required under the new ADS 253. It also shows the multiple sources of support for the Basic Education sub-sector, and the main Moroccan partner institutions of USAID in this area. The relationship between the DFC and the Moroccan partner institutions is not fully clear at this point--there may be a relationship or there may not be a relationship between them--this remains to be discovered.

Table 1: Training For Development Project Relationships



Dotted lines = potential relationship
 Solid lines = direct relationship

C. The Role of the DFC

The relationship between USAID and the DFC is also shown, and is a major departure from that of the original TFD, and from the relationship which has existed between USAID and the DFC for more than ten years prior to TFD. While in the past the DFC was a major conduit of information about scholarships to and from ministries, and was a major intermediary with the fourteen TFD partner management institutions, the DFC now takes on a client role. The amended Project Agreement specifies that DFC will receive support to strengthen its capacity to plan training. While this phrase has been taken by the DFC to mean that TFD can support the preparation of additional manpower studies, USAID has thought in terms of skills development for DFC staff so that DFC can become more of a service organization to other ministerial clients in planning training, undertaking training needs analyses and the like. There is currently great disagreement about what is going to happen.

The amended Project Agreement also states that the DFC will both (a) provide guidance to the contractor, Amideast, for project activities, and (b) as a beneficiary of TFD, will receive technical assistance from the contractor under institutional strengthening. We recommend that USAID quickly resolve the ambiguity surrounding its expectations for DFC in this regard.

Both USAID and Amideast have expressed the need to more fully understand the workings of the DFC so that the "strengthening" support to DFC can be designed in context; the DFC maintains that this is not necessary. We believe that this indicates a) that DFC has not made the connection that in order to be a beneficiary, an analysis needs to be done - even for them; and b) that it is unsure about how it will interface with the key organizations that USAID identifies as necessary to its SO attainment.

DFC role re: "formation continue": It appears that DFC's clearest links are with the "hautes ecoles" it oversees, and which prepare professionals for work in varied technical sectors. DFC prepares projections of sector needs for use by each of these schools. This pertains to its "formation des cadres" role. With the upcoming law to be passed on "formation continue", there may be a broader role for the DFC in relation to employers and in-service training, but we did not obtain a clear understanding (or even the text) of the reach and content of this law. USAID needs to obtain and understand this as soon as possible, in order to discuss the appropriate involvement of the DFC in USAID-financed training and institutional development.

DFC strengthening: Finally, involving DFC in providing services to USAID key organizations "as a learning experience" must be a part of a clearly understood strategy for strengthening DFC skills. DFC strengthening goals must clearly be linked to how this helps USAID attain its SOs. When there is no ready link between the key partner institution and the DFC, USAID should not feel the need to create a link unless it is very clear by all parties (USAID, DFC and the key organization) how this will help the expected results to happen more quickly, or surely, or efficiently. We believe that the Human Resources SO Team Leader must take the lead in making

these analyses and sometimes, in making tough decisions.

USAID has talked about a long-term vision for the DFC which involves DFC expanding its role to provide technical assistance to its client ministries in planning training; this in order to better make use of the scholarship opportunities available through the DFC. Over a year ago a DFC representative reacted negatively to this idea; nevertheless, USAID has kept this type of idea in mind as it looks to provide the DFC with more sustainable assistance.

Finding out what DFC's long-term vision is (or if it exists) is key to pursuing the above idea with DFC, as is finding out what assistance DFC's clients are already receiving in how to plan training. If, after extensive research and discussion, it is found that DFC's role is not expected to change significantly from that of a macro-level planning office and scholarship processing service, then it will be of little value to try to provide it with skills to become USAID's vision of a service provider to ministries. If in the long term USAID desires better analysis of training needs at ministerial levels, then a broad strategy needs to be articulated which accomplishes this without the DFC.

We understand that long-term relationships such as that between USAID and the DFC are hard to re-invent, but this is exactly what re-engineering and a strategic approach to development planning demand. We believe that the role of the DFC will need to be more fully discussed between USAID and the DFC. It is the SO Team Leader's responsibility to assure that all activity covered under the SO will logically contribute to the SO attainment; therefore the role of the DFC must be further clarified, first at the Mission level, and then with the DFC itself.

D. USAID/Morocco Human Resources Division

The role of the Human Resource Division within PHHR will be the subject of an upcoming all-day retreat. A strategic plan for the Division will be laid out, and the mix of services to be offered to the SO teams will be decided.

The plan is currently for HRD (as opposed to Amideast) to provide services in planning, implementing and evaluating training to those SO teams which are not covered under the TFD project. The extent of these services per SO Team will vary in relation to the training expertise of the contractors. This points to one clear role for the HRD - that is, to make sure that all contractors are well informed and uniformly capable of developing training according to the new standards. Along with the SO team leaders, the contractors must assure that there is a solid training needs analysis to back up training, and that clear and believable links have been established between the training and the institutional performance and program outcomes for the strategic objective.

While we believe that the HRD staff is capable of judging the plausibility of the links when

presented by contractors, we do not believe that the staff as a whole is skilled enough yet to themselves carry out training needs analysis and design appropriate training programs tied to results. Having the training management skills can be answered by upgrading the HRD staff skills or by moving ahead with the present contractor towards the ADS-required “single training contractor” mechanism. We think that it makes sense to start moving towards this single contractor scenario even now, given that Amideast represents a resource which HRD could use to help define its role within the Mission and to refine its collective training management skills.

Under any arrangement, the trend is towards the professionalization of training management. The training management “best practices” for training office staff identified in the HRDA Project document (copies left with HRD) can help the HRD decide, within its strategic planning exercise, what services must it offer to which clients; which services are better left to the TFD contractor, and what skills does the staff need to acquire to provide those services. The HRD staff needs to begin immediately getting a handle on all the contractors which manage training, becoming familiar with each of the SO results package activities - that is, to begin to know their SO “clients” much better than they have in the past. *(Additionally, we believe that all SO Teams should include counterparts and key organization representatives as permanent members.)* This should help the staff to move beyond the current emphasis on helping individual trainees design training (old style), to an emphasis on SO’s key organization results (new style focusing on results). The chart on the next page may also be of use in inventorying all the services which the HRD may want offer to various clients.

Table 2: Training and Development Officer's Potential Roles and Responsibilities			
Administrator	Consultant	Designer	Instructor
Sets policy: Scope of services Scope of methods Scheduling Participant selection Participation norms Evaluation criteria	Analyzes performance problems	<i>(Within USAID, usually a training provider function.)</i>	<i>(Within USAID, usually a training provider function.)</i>
Communicates policy	Recommends solutions: Training Education Development Job engineering Organizational development	Selects methods Selects media Synthesizes methods and media into an integrated program	Delivers learning design Analyzes and responds to individual learner needs
Sets program objectives	Establishes program goals with clients	Provides outlines and materials to implement the program	Provides ongoing feedback and evaluation to facilitate learning
Establishes budget	Evaluates programs	Evaluates tryout	Counsels learners
Monitors expenditures	Assists with programs	Redesigns programs as tryout data indicate	Provides feedback to designers about strengths and weaknesses of designs
Sets facilities standards	Counsels designers		
Provides facilities			
Selects staff			
Manages staff			
Develops staff			
Evaluates T&D effort			

Dugan Laird: Approaches to Training and Development. 1985 Addison Wesley Publishing.

E. TFD Training Contractor

Amideast as the TFD contractor is waiting for USAID and the DFC to tell it what it needs to do. Unfortunately, until these two principles come to agreement, in greater detail than the Project Agreement sets out, about the nature and the scope of the project services, and the nature of the relationship between USAID and DFC as a project client, Amideast will continue to wait.

Further, until USAID and DFC come to an agreement on the proper role for the contractor, Amideast will not receive the direction it needs, nor the support it needs to behave in the most effective, supportive and cost effective manner for USAID.

The traditional USAID use of contractors in project implementation (equal relationship more or less) is inimical to DFC perceptions, which sees contractors as sources of on-demand technical assistance or as contracting mechanisms. Further, DFC's memory is long concerning what it sees as Amideast's poor performance -- the DFC is inclined to keep a tighter, rather than looser leash on Amideast for the duration of the project.

We have already stated that while Amideast does have some strategic planning and training analysis skills, they do not have the full required capacity with the present staffing configuration. The project needs to have a skilled training manager who can do the initial consulting with the SO teams, determine whether training needs analysis can be done or whether further background (strategic) planning still needs to happen, and who can work with the client organizations to develop the long-term relationship required to design and implement a complete training strategy focused on institutional results.

This assumes that this training manager can have full access to the client organization, be it SO Team or key partner organization, from the beginning, and that s/he be given the professional authority to work closely with the client organization. Requiring Amideast to work through DFC to undertake training needs analysis may place severe restraints on the contractor's ability to do a good job. We repeat that the DFC and USAID view of how contractors are best used must be bridged. The investment in Amideast as implementation contractor argues for a much wider role than DFC envisions.

Quite apart from these considerations, however serious, the internal planning which TFD now needs to undertake involves primarily planning the range of services it will offer its range of clients. Amideast, as current technical contractor to the project, also needs to undertake some basic research into what the SO teams are doing and what their objectives are; building a roster of training professionals which can work in the different technical areas which it will be asked to support; what sorts of training is taking place currently for the different clients. This is all basic research which is a part of developing the strategic plan for the TFD project. Amideast can and should begin to collect this baseline data, in close collaboration with the HRD staff, leading to the clarification of who the TFD clients are and what services will be offered. Our initial thoughts on how this could break down are shown below.

Potential TFD Services

Training needs analyses
Training design
Training evaluations & evaluation systems
Training funding (limited to ICT?)
Training implementation
Training monitoring and follow-up
Training information systems (w/ AID?)
HRD expertise in developing sector strategic plans

Projected TFD clients

USAID Strategic Objective (SO) Teams
SO Team key partner organizations
DFC
*Other USAID contractors (not supervisory,
But collaborative role)

Included here also is a table of the range of training management services which the Development Training II Project in Egypt will offer to Strategic Objective teams.

Table 3: DT2 Training Management System Functions

<i>Training Planning/Program Development</i>	SO Training Strategy Development and/or Updating Partner Institution Diagnostics Training Needs Assessments Partner Institution Training Strategies, Annual Training Plans/Budgets Mission Consolidated Training Plan <i>Custom planning and design services as requested by SO Teams</i>
<i>Training Implementation</i>	Trainee Selection/Identification Trainee Program Development (Training Action Plans) Placement Pre-Program Preparations Orientation Monitoring Follow-Up <i>Custom implementation services as requested by SO Teams</i>
<i>Training Evaluation</i>	Data collection, storage, analysis, reporting <i>Customized: process consultation, evaluation design, information collection, analysis and reporting. Others as requested by SO Teams.</i>
<i>Data Management</i>	Training Data: PTMS data collection/consolidation and reporting Evaluation Data: CEP data collection/consolidation and reporting <i>Custom data management services as requested by SO Teams</i>
<i>Financial Management</i>	Budgeting Tracking expenditures, linked to SOs <i>Custom financial management services as requested by SO Teams</i>

F. Recommendations Recap

1. Make an effort to refer to TFD as a "training management system", rather than a project. This will reinforce the idea of what it actually is supposed to be and do.
2. USAID needs to be MUCH clearer with DFC about how it is organized; about the linkages between key organizations and how they contribute to SOs; about the manner in which SO team members/entities expect to interact.
3. Conversely, USAID must learn how the DFC is organized, meet personnel from the other offices, obtain a reliable description of the long term vision of the DFC (if there is one),

and become very comfortable with the new "formation continue" law and how it pertains to the functioning not just of TFD, but all other USAID projects with training components.

3. DFC must be more forthcoming in how it sees its role other than "guidance". USAID must make it clear that AE should be allowed the freedom to provide services to the SO Teams and their key organizations under the direction of the SO teams, which are the first line clients of TFD services.
4. USAID needs to explore the extent to which "strengthening the DFC: advances USAID's SOs, and how/if providing training services to key organizations through DFC will contribute to faster and better results. If the conceptual and operational linkages are tenuous relative to the amount of effort/resources required to reach an acceptable level of performance, then AID should either not support DFC strengthening, or recognize that any support provided is not intended to advance SO attainment. (Do not try to make it fit when it doesn't really fit-- it will be impossible to evaluate its contribution to SO attainment, and all three TFD parties will be miserable in the process.)
5. The HRD and Amideast should begin basic research as soon as possible on the needs and current training practices of the client SO teams, as well as their technical contractors. This will help the HRD to formulate plans for the transition period from project-based to results package-based planning, implementing and evaluating of USAID activities. This will be especially necessary in preparation for the "single contractor" mechanism which will be necessary once the TFD project finishes. Involve Amideast now to collect information on current training practices, SO team support, collecting data on the range of all training taking place in Morocco, and to begin develop relationships between HRD, SO teams and contractors.
6. Obtain the services of a skilled training manager on the Amideast staff who can coordinate and provide technical leadership to HRD, DFC and the Mission.
7. Continue the series of workshops/sessions with the DFC. As suggested by M. Rhomary, be clear with DFC what USAID requires from the project to attain its SOs. Require that DFC propose how it can contribute to these overall objectives. Recognize the fact that TFD is not the project it used to be. Continue to use the services of a facilitator like M. Rhomari, precisely because USAID and DFC have experienced difficulties in expressing their expectations in the past.

Attachments

Facilitator Notes for Strategic Planning Workshop October 3 and 4, 1995

Handouts and Flip Chart notes from Strategic Planning Workshop

Background Materials

Work Plan

Calendar

BACKGROUND MATERIALS

* Bryant, Brenda: How to Prepare a Country Straining Strategy for its Impact on Development (draft). Creative Associates International, Inc. Washington DC. October 1994.

* Gilley, Dr. Jerry R.: "Strategic Planning for Human Resource Development", Info-Line Issue Number 9206. American Society for Training and Development. Alexandria, VA: June 1992.

* Laya-Sensenig, Trina and Mary Ann Zimmerman: Are We Doing the Right Thing? Strategic Planning by Development Organizations. (unpublished draft) OEF International. Washington DC: October 1987.

USAID/Ecuador Training for Development Results Package (Draft). HERNS Project: Rosslyn, VA; June 1995.

USAID/Egypt: Development Training II Project Monitoring and Evaluation System. HERNS Project. Rosslyn, VA; July 1995.

USAID/Morocco: Fourth Amendment to the Project Grant Agreement: Training for Development Project. Rabat; September 1995.

USAID/Morocco: Training for Development Project Amendment No. 1: (Draft). Rabat; September 1995.

USAID/Morocco: Training for Development Project Amendment Recommendations (Draft). The HERNS Project. Rosslyn, VA; March 1995.

USAID/W: Automated Directives System (Draft chapters). Washington DC; May 1995.
Chapter 101: Managing for Results: Strategic Planning
Chapter 202: Managing for Results: Achieving
Chapter 203: Training for Development Impact
Chapter 243: Information for Performance Management

* USAID/W/G/HCD/FSTA: Amex International and Creative Associates International, Inc.: Best Practices Guide for High Impact Human Resource Development Activities. HRDA Project. Washington DC: July 1995.

(* Copies left with USAID/Morocco and TFD Contractor)

HERNS Delivery Order Number 17: Work Plan as of March 6, 1996

	Summary of Training Needs by Group	Activity Number
Strategic Objective Teams	Re-engineered training concepts ADS 203 Requirements Methodology leading to Training Strategy	1: Meeting with all SO teams together (1 hr) 2, 3, 4: Meeting with each SO Team independently (1 hr each)
Human Resources Division	Generic Strategic Planning (SP) process, Part One Strategic Planning, Part Two (Training Component) ADS Requirements, and what the GOM needs to know of them Role of HRD with SO Teams re: training management	5: Part One of Two (3 hrs). Part Two conjointly with Amideast - see below. 7: With Amideast 1: with SO Teams TBD
Amideast	Strategic Planning, Part One Strategic Planning, Part Two (Training Component) ADS Requirements, and what the GOM needs to know of them	(done) 6, 7: with HRD (3 hrs) (done)
Ministère de l'Education Nationale	USAID expectations of MEN within TFD HERNS needs to know: Where is MEN in its SP process? How ready are they for a TNA, Training Strategy to be prepared?	8, 9: Guided Interviews (2 hrs each)
Direction de la Formation des Cadres	Strategic planning foundations for training and TFD HERNS needs to know: Where is DFC in its SP process? What are their expectations of how they will be supported within TFD?	10: Guided Interview (2 hrs)

HERNS Delivery Order 17: Morocco Training Strategy Development

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
9/18	9/19	9/20	9/21	9/22	9/23	9/24
	Main briefing	Strategic Planning exercise part 1 with Amideast	Mtg/Farbman, Hradsky	Mtg/UNDP Mtg /UNESCO		
9/25	9/26	9/27	9/28	9/29	9/30	10/1
HRD Strategic Planning Part I ADS Mtg w/ Democracy SO	ADS Mtg w/ EG SO Team HRD+AE: Strategic Planning Part II	ADS Mtg w/ ENV, Pop SO Teams Mtg/WB MEN/Tibi	Lunch PDO Soos Lunch MEN/Tibi ADS w/ HRD	DFC Strategic Planning Part I	UNESCO	
10/2	10/3	10/4	10/5	10/6	10/7	10/8
MEN Mtgs Tibi UNESCO Planning for SP Workshop in Casa	SP Workshop UNESCO Salman Tibi	TFD SP Workshop PHHR Debriefing	USAID Debriefing DFC Debriefing Mtg/Rhomari <i>Moulton depart</i>	HRD Mtg/Rhomari ADS w/HRD Final Debriefing Draft Trip Report due	<i>Howald depart</i> <i>Raphael depart</i>	

Attachments

Facilitator Notes for Strategic Planning Workshop October 3 and 4, 1995

Handouts and Flip Chart notes from Strategic Planning Workshop

Background Materials

Work Plan

Calendar

Projet TFD
Réunion sur la Planification Stratégique

3 et 4 octobre, 1995

- Buts:**
1. Arriver à une compréhension uniforme de deux outils de base de planification de la formation: planification stratégique et l'analyse des besoins de formation.

(to make sure that all have the same grasp of two of the most basic tools of training planning: strategic planning and training needs analysis)
 2. Commencer à employer l'approche stratégique en vue de l'efficacité du "nouveau" projet TFD.

(to get started on the first steps toward project effectiveness by using strategic planning tools)
-

mardi, le 3 octobre (14h30 à 18h00)

- | | |
|-----------|--|
| Session 1 | Introduction |
| Session 2 | Standards de Performance du Projet TFD: La Planification Stratégique; L'Analyse des Besoins de Formation |
| Session 3 | Examination du Problème à la Base du Projet TFD |

mercredi, le 4 octobre (9h00 à 12h00)

- | | |
|-----------|--------------------------|
| Session 4 | La Mission du Projet TFD |
| Session 5 | Une Vision pour TFD |
| Session 6 | Prochaines Etapes |

Title: Introduction, Ice-breaking

Objectives: Know what the workshop will cover, and its overall aims
Have a clear idea of where the workshop is leading
Have an idea of each other's view of the TFD Project
Establish the norm of each speaking for own self

Context: Have seen that there are different views of what the project is supposed to accomplish and how the actors will work together. Get each person speaking for him/herself, to show that many different issues will be raised in the course of the SP process, and that all have to be dealt with.

Timing: 1 hour

Materials: FC, MM,

1. Introduction to the workshop: Bill welcomes. Facilitator welcomes, sets timing, BRIEFLY goes over agenda, covers small logistics. Head as fast as possible into ice-breaker, noting that the exercise will lead to a fuller discussion of the agenda. Avant de nous mettre dans le bain verbale, essayons l'approche non-verbale.
2. Ice-breaker: give large paper to each person. Ask to draw a picture of where the TFD project is now and where they would like it to be. When finished, each person describes what he/she has drawn. Facilitator notes common elements, differences; links to the necessity of establishing a common sense of understanding, purpose and commitment.

Notes to trainer on Planning Process:

- Meeting is less a training session than a work session for project personnel.
- Assumption is that all know something about SP.
- Because SP is CENTRAL to success of this project; because we have heard a divergence de comprehension de terminologie so far, we want to make sure there is no confusion on these concepts.

General notes on getting ready to plan strategically:

- Context of the planning required at this time
- What factors will help/hinder in achieving the planning?
- We often find that there are issues that tend to be undiscussable, or discussable or unchangeable. Are there any such issues in this Project Group?
- Who needs to be involved: anyone who can stop you from implementing your plan; anyone who can contribute because of technical knowledge to the soundness of the planning, or by their authority, information, skills, to carry out the plan.

3. a. Go back to the agenda and show where some of the main issues will be covered. The workshop has a double aim (FC):
 - ▶ to make sure that all parties have the same grasp of two of the most basic tools of training planning
 - ▶ to get the Project Team started on the first steps toward project effectiveness by using those tools to get its collective act together.

Make sure all terms are clear, or that people know when we will deal with defining them in the sessions. Note the following:

- Devote sufficient time and resources to collect, analyze info, discuss in group
- Follow the steps in order, especially during the first planning cycle.
- View planning as a process, not an outcome

- b. Ask for suggestions of guidelines (ground rules) that the group should follow during the process.

- respect opinions of each speaker
- this is not USAID, DFC, AE negotiating - it is project team
- each person speaks for him/herself

- c. Explain the role of the facilitator

- d. Invite Bill and Naciri to wrap up the Intro portion by emphasizing the importance of planning to the success of the re-configured TFD Project.

Title: **Standards de Performance du Projet TFD: La Planification Strategique, L'Analyse des Besoins de Formation**

Objectives: Understand what strategic planning and strategic **thinking** are
Understand generally what SP is and is not
Understand how SP relates to planning of training

Context: SP and TNA are two of several key performance standards for TFD Project implementation, in that understanding of and ability to feed into SO Team SP processes is key performance measure.

Confusion that SP is planning FOR others; establishing their policy. Reluctance therefore to deal with issues raised through SP process for quality of training planning.

Timing: 1 hour

Materials: FC

-
1. Intro. We need to bring our understanding together of the terminology being used.
 2. Think of a scenario which you think best illustrates what SP is. It can be something you yourself have experienced, that you have heard about, or an imaginary scenario which best illustrates what SP is all about. Pts Individually write these down on bouts de papier. Collect and read each, list on FC.
 3. Note/underline common aspects; focus on the following:
 - examines the environment in which it works
 - questions the assumptions on which its work is based
 - has tried to view its role in a more creative and effective way
 - (BH can use USG re-engineering as example)
 4. FC: Draw out the General Schema of the SP process. SP always covers these areas. This diagram is linear but the process is never linear, because life is never linear.

Differences between

- SP and LT Planning: starts with current mission and goals as givens and projects that into the future. SP analyzes those things.
- SP and program/project planning: starts with existing, accepted mission and vision, and moves into more detailed planning.

>>> Key, because it means that AID and DFC need to be open to examining the major premises of how they see the problem, and how they can attack it. At what levels is it done? (FC) to show levels of planning. These same levels will be used over and over.

5. Transition to Training Needs Analysis process. With flip chart to show it turns the corner. What happens in the course of TNA? What is that process?

I. **L'analyse des écarts de performance:**

la performance requise
- la performance réalisée

= un écart de performance

II.

Compétence

Connaissances

Aptitudes

Attitudes

Exécution(lacks)

Pratique

III.

Importance du problème; cost to train or not train. Other required steps to support training within organization (this gets us into training agreements, monitoring and follow up activity.

Walk through the TNA process to show the similarities, and spend time gathering different reasons for performance gaps. Distinguish causes of performance gaps from scenarios which invite a TNA process to take place.

- l'intégration du nouveau personnel
- des promotions, transferts, rotations périodiques
- les évaluations annuelles du personnel
- les résultats des exercices de planification (stratégique, opérationnel)
- changement de politique de PDG, Conseil d'Administration ou autre organe décideur
- l'introduction d'un nouveau produit, une nouvelle technologie ou équipement
- la modification des cibles de production
- des accidents, des plaintes
- des résultats non-acceptables de fin d'exercice
- des informations ponctuelles dans les rapports de gestion
- l'observation directe régulière
- des nouveaux projets, des nouvelles politiques nationales

Make the distinction between techniques & outils and generic process. Also note the similarities with the SP process, but stress how here, the goals and required performance (or vision) has already been defined by the tech, managerial supervisors and directors.

How does this relate to TFD? Why are we talking about processes which seem intuitive; which we might already be doing? **These have become the technical standards for how TFD will plan and implement training**, and by which the institutional strengthening of key organizations will be accomplished.

Title: The Problem TFD Exists to Solve

Objectives: Gain consensus on what the problem is which TFD exists to solve.

Context: Many levels of project activity, which will require agreement on what problems or subproblems the Project will attempt to resolve.

Timing: 1 hour

Materials: HO, FC, MM

-
1. Question for the whole group: Selon vous, que veut dire ces deux phrases: (FC: TFD problems as shown in agreement). Individual answers.

Langage d'accord	Les problemes
But: Eliminer les contraintes lies aux ressources humaines au Maroc	Il existent des contraintes liees aux ressources humaines.
Objectif: renforcer le potentiel national en matiere de formation	Le potentiel national en formation est inadquat vis à vis les besoins du pays.
Objectif: ameliorer les competences marocaines en matiere de gestion et de techniques en vue du developpement technique et l'expansion du secteur prive.	Les competences en gestion et techniques sont inadquates.

2. What is meant by each of these phrases? Individually , then break into small groups and discuss.
3. Show the rest of the analysis questions for getting to the problem in order to plan. Groups should now discuss the "problems" in light of these. Write group consensus on FC paper.
FC: Quel est le Probleme?
Qui le perçoit en tant que probleme?
Qui/Quel est la (les) cause(s) de ce probleme?
Quelle est l'etendu de ce probleme (nbre personnes, region, l'importance)
*Qui peut influencer ce probleme? le resourdre? l'eliminer?
*Nous-faut-il encore d'information sur ce probleme avant de le bien cerner.
4. Process: What happened? Did the analysis change at all? Point out many different types of solutions, depending on how the problem is perceived and analyzed.
5. Put all group work on the walls. In large group, reach consensus on what the basic problem TFD exists to solve.

6. Process: What insights have you on this process?

(Possible):

- timing: this discussion too late in the TFD project life"
- multiple problems being addressed; if you are going to address multiple problems, what implications does this have? challenges posed & opportunities this opens up.

Trainer notes: There must be consensus on this problem statement before going any further. They Might want to break and regroup Wednesday. **IMPORTANT:** The time for project "negotiating" is finished. The process of working together as a group to resolve a question has got to be started.

Title: The Mission of TFD

Objectives: To write a Mission Statement for the TFD Project Team

Context: Have just come up with an acceptable way of explaining the Project's statement of problem. Next question in SP process is the result which we want to achieve regarding the problem.

Timing: 1 hour

**Materials: FC, MM
Handouts : What is the Organization's Mission?**

-
1. Write a mission statement for UNICEF, or Individual response. Collect; FC.

What do these have in common? How different? When you say "my mission is to.." what are you trying to convey? What are the nuances of these phrases which express more than the words alone? What does this flow from? (values, analyses of the problem, the environment...). Group brainstorms the characteristics of a Mission statement. Includes at least these:

FC:

- concis; assez court que les concernes peuvent le rappeler sans difficulte
- claire est comprise de la meme facon par tout les concernes
- identifie clairement:
 - les beneficiaires ou clients
 - les besoins des beneficiaires adresse par le projet
 - comment l'organisation atteint ou entend atteindre ses fonctions
- reflet les forces uniques de l'organisation
- assez large pour etre execute de facon flexible mais avec un focus clair
- specifie un but realisable
- sert de phrase motivante pour l'organisation

Why do all types of organizations bother to work out a mission statement? Does TFD have a mission statement yet? What would the act of developing a mission statement do for the TFD project accomplish?

2. Write a mission statement for TFD. Individual, keeping characteristics in mind.
3. Followed by small group discussion. group writes a mission statement. Report out.
4. Place group products on wall. Large group discussion. Keep characteristics in mind. Work until the group gets a mission statement acceptable to all.

Title: A Vision for TFD

Objectives: Develop a vision of what a well-functioning project looks like (develop standards of performance and indicators of success)

Context: There is none yet

Timing: 1.5 hour

Materials:

1. **Intro:** Need to identify how the projet will look and at some key results to work towards through the end of the project.
2. **Individually,** answer these questions. Be as specific as possible (how many, who, how much, when, where, with whom?)

FC: D'ici la fin du projet:

1. les beneficiaires/clients de nos services - que verraient-ils comme changement/performance ameliee, grace a nos interventions?
 2. Le project - qu'est-ce qui le caracterisera le group /l'entite (sa fonctionnement, son personnel, sa reputation?)
 3. Que ferait le projet (quels services?) Qu'est-ce que le projet ne ferait pas?
3. **FOLLOW THE REST OF THE PROCEDURE IN THE OEF MANUAL**

Success is when....

Key result areas for success

performance objectives for result areas

need outside work to complete these (?)

Title: Where Do We Go from Here?

Objectives: Commit to continuing the process
 Review what the rest of the steps are
 Schedule the next steps to this process

Context:

Timing: 30 minutes

Materials: FC, MM

-
1. Time to commit to continuing the process - what are the requirements if the process is to be continued? What are the indicators of commitment?
 2. Calendar
 3. Who will participate
 4. Who will facilitate

> > Trainer Notes: SP plan is a process which needs to be reviewed periodically - if not it is dead. That is why we look at SP as the process, the way of thinking, the approach to doing business. While manpower planning is always going to be important, the ability to stay aware of and examine trends, and lead with innovative analyses and approaches to solving problems will make or break our careers, our success in our work, and the lives of the people which we as public servants are mandated to service - our customers. [Customer service as aspect of reinvented government.]

Flip Chart Notes
TFD Strategic Planning Meetings 3&4/10/95

Session 1: Introduction

FC 1: Normes de Travail du Group

- etre positif
- etre polit
- respect de l'autre
- s'assure que l'on attein l'objectif
- ne pas perdre le temps - efficacite
- etre conis
- parler une a la fois
- etre humouristique
- implication/engagement personnel
- porter casquette TFD seulement
- pas d'acronymes inconnus

Session 2: La planification strategique et l'analyse des besoins de formation

FC 2: Caracteristiques de la Planification strategique:
(reponses des participants; points de consensus soulignes)

- a un but
- se fait a un niveau specifique
- traite les facteurs de son environnement
(maitrisable <-----> non-maitrisable)
- plusieurs leviers a atteindre le but
(leviers, ingredients, options...)
- situation dynamique
- addresses interactions required between several levels - horizontally and vertically
- re-examines basic assumptions of the project and the group's activity

FC 3: Niveaux de planification
plus (Terminologie de planification USAID)

Secteur

("Strategic Objective")

Organization

("Outcomes")

Unite/Cellule/Departement

("Organizational Performance")

Individu

(Individual performance)

Qui Participe a la Planification Strategique (PS)?

- qui peut faire resussir ou teur un projet/activite
- qui peut contribuer l'information ou qui a de' experience dans la PS
- qui peut beneficier/perdre
- qui doit executer
- qui doit decider

Session 3: Definition du Probleme "Moteur" du Projet TFD

FC 4: Travaux de Groupe:
Defintion du Probleme "moteur" du Projet TFD

Groupe A: Capacite inadeguate au Maroc pour planifier de delivrer une formation qui s'adresse aux contraintes des ressources humaines

Ressources humaines maintenant disponibles pour aider a resoudre le probleme ne sont pas adequates.

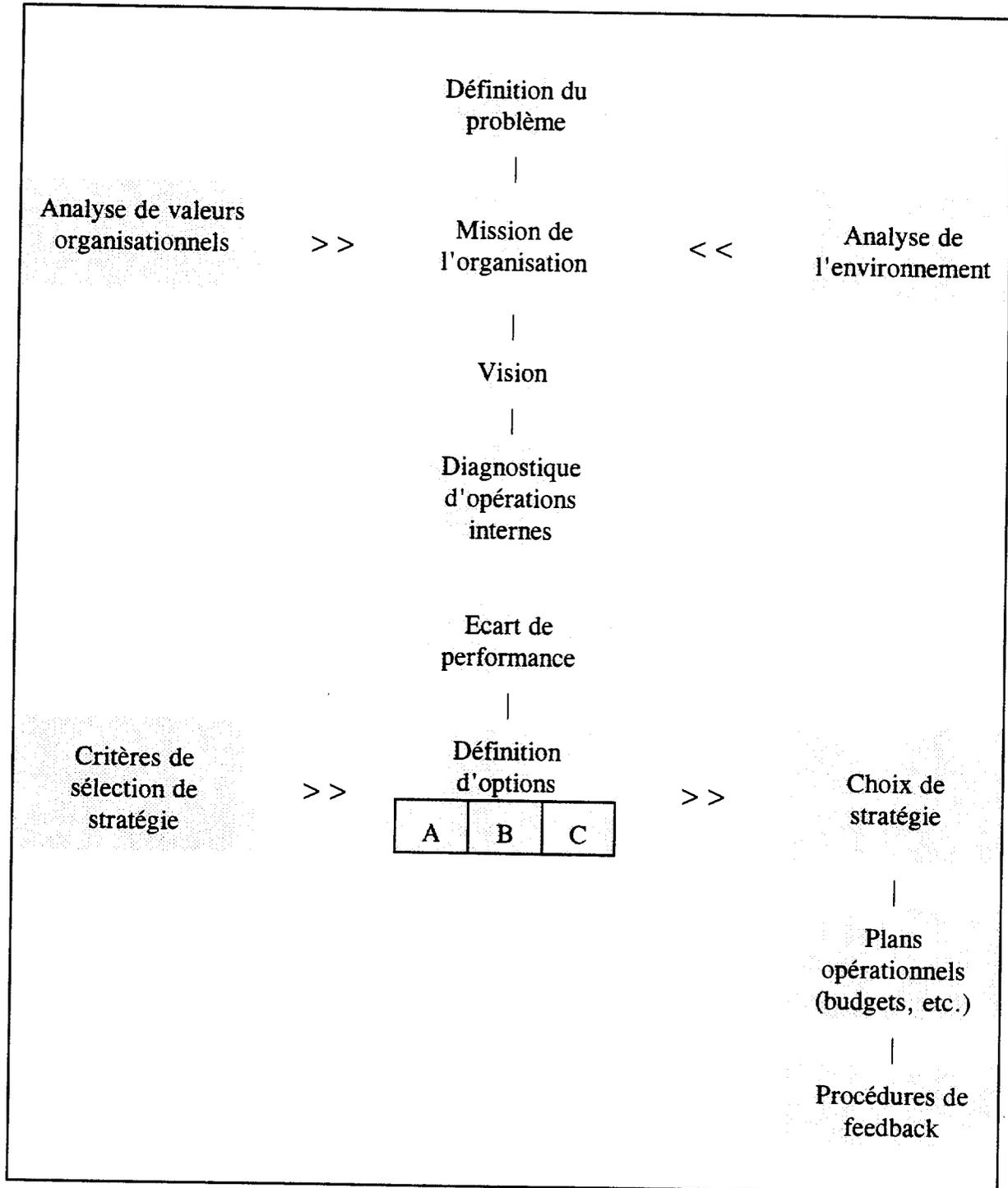
Groupe B: Ressources humaines mal exploitees (non-holistique) Competences humaines et institutionnelles existant mais il faut renforcer et re-distribuer dans leur contexte.

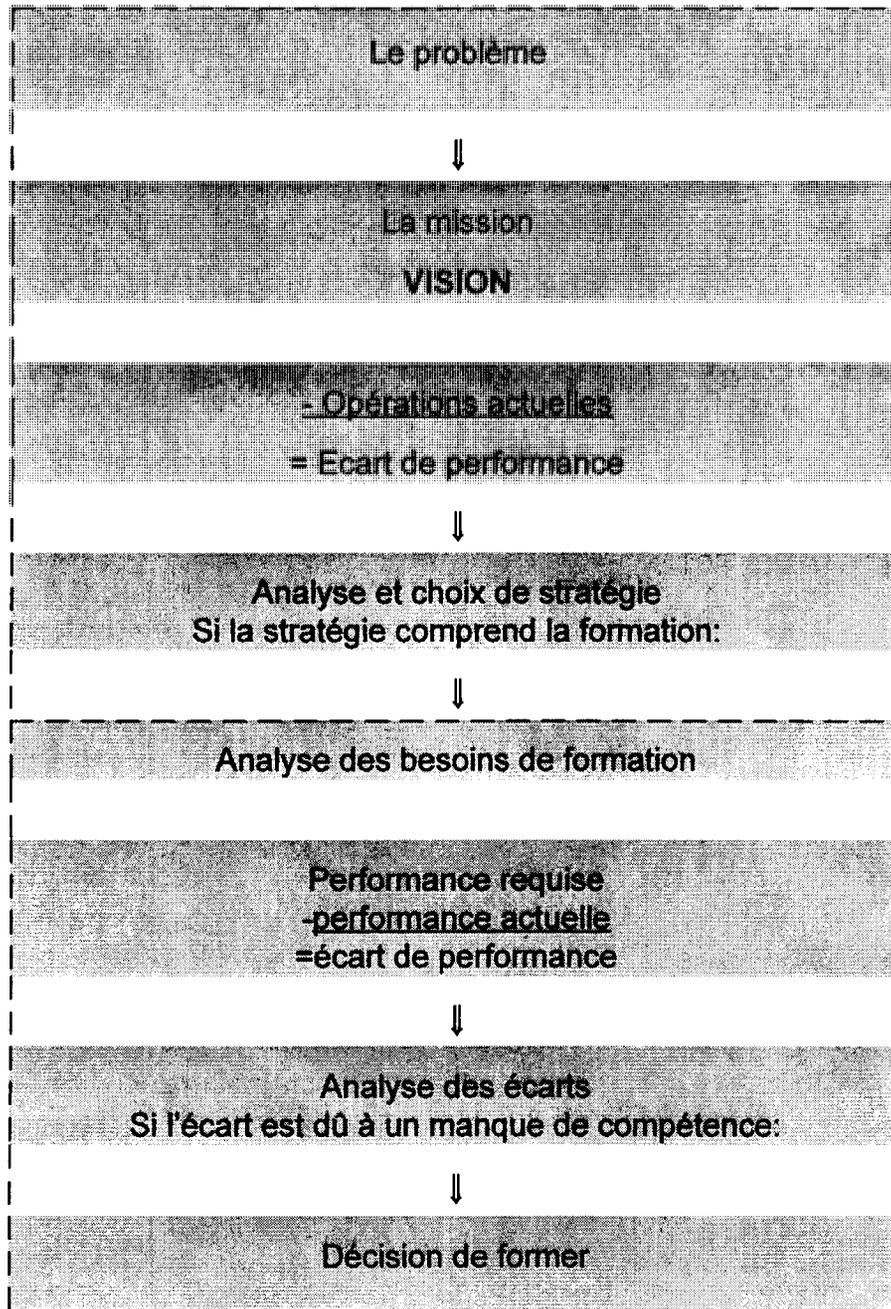
Group C: (Pas de consensus) Mis-match (non-concordance) entre competences qui existent et les besoins.

Processus de planification stratégique: Types d'information nécessaire

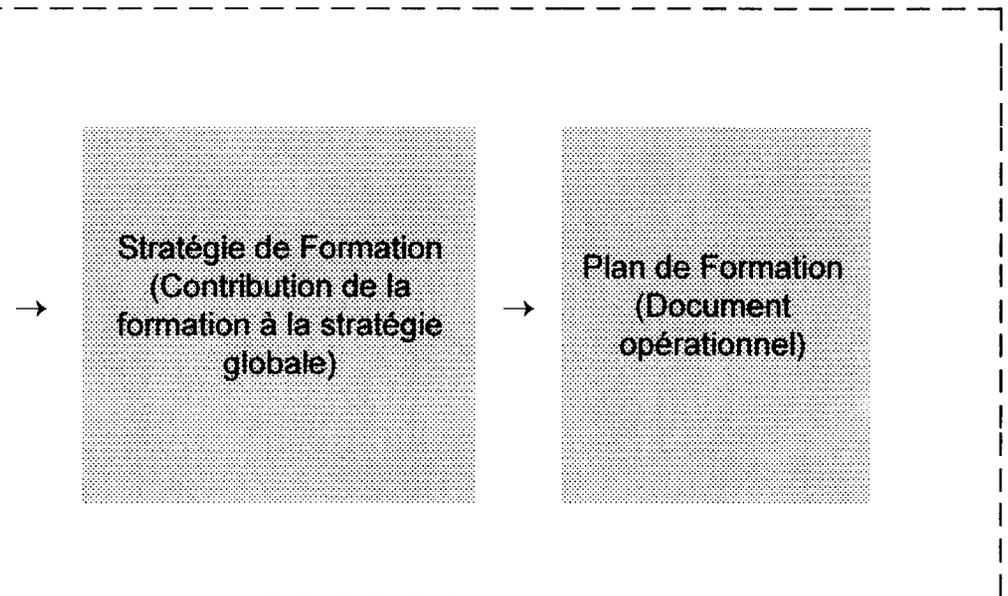
Type	Où obtenir	Par qui	Delais
<p>Plans nationaux, régionaux</p> <p>Déscriptions du problème, des besoins</p> <p>Rapports annuels</p> <p>Plans opérationnels, budgets, rapports financiers, Description de la capacité humaine, matériel, etc.</p> <p>Engagements actuels, status des programmes en cours</p> <p>Organisations collaboratrices</p> <p>Organisations similaires (qui offrent les mêmes services à d'autres clients)</p> <p>Sources de soutien financier, professionnel, etc.</p>			

Processus de Planification Stratégique





Relation entre la planification stratégique et la planification de la formation



LA MISSION DE L'ORGANISATION

Afin de définir la mission d'une organisation/entité telle que le Projet TFD, les questions suivantes peuvent être utiles:

1. Pourquoi le Projet TFD existe-t-il? Quel est le problème confronté par ce projet?
2. Quel est le résultat final visé par le projet?
3. Quels sont les bénéficiaires principaux; bénéficiaires secondaires du projet? Quels populations spécifiques? Quels sont les besoins spécifiques de chaque population? Qui est-ce qui bénéficie directement des services du projet?
4. Quelles sont les fonctions du projet vis à vis le problème? Quels services sont offerts par le projet?
5. Quels sont les activités, technologies, ou méthodes employés à rendre les services du projet?
6. Quel est la base de financement de ce projet? Qui est-ce qui paie de rendre ses services?
7. Quelles autres organisations rendent les mêmes services? Comment?
8. Comment le projet se distingue-t-il d'autres projets/organisations offrant les mêmes services? Dans quel sens peut-on considérer le projet étant "unique"?
9. Quels autres aspects influencent sa mission: philosophie, qualité du travail, image professionnelle, "responsiveness", sens innovateur, rentabilité, cibles, etc.

Le problème	Interpretation
<i>Il existent au Maroc des contraintes liées aux ressources humaines.</i>	
<i>Le potentiel national en formation est inadéquat vis à vis les besoins du pays.</i>	
<i>Les compétences en gestion et technique sont inadéquates.</i>	

TRAINING PLANNING AND MANAGEMENT TOOLS

Strategic Plan =

Overall direction of where one wants to be, based on a thorough analysis of what motivates the choice of activities. Answers the question where do we want to go and why did we choose that way? Shows how a combination of development interventions will combine to achieve an (strategic) objective.

Training Strategy =

Shows **how training will support** organizational performance improvement, and therefore the larger strategic objective. Discusses the rationale for training as the proper contribution to attaining the objective. Document itself begins with big picture and moves toward specific training objectives.

Training Objectives =

Sometimes referred to pedagogical objectives. Refers to **what the people** placed in a program **will be able to do, understand or believe as a result of the training** program. (Often referred to KSA: knowledge, skills, attitudes.) This does NOT refer to the list of topics which the training will cover, but focuses on the what the training is supposed to produce. This is training output, expressed in terms of skills, as opposed to numbers of bodies. Training provider use this to structure their programs.

Training Plan =

Based on the training objectives, the plan **lists out the resources** which will be used to produce the outputs as described above. This refers to the numbers and profiles of people, the timing, the sequencing, the costs, the funding sources,

Training Agreement =

Individual training action plan. This is the main implementation document for training. As the name implies, it is the agreement which directs and binds the signers to carry out training (competency-building) for a purpose, to which all agree. It lays out the required KSA resulting KSA desired, explains the contribution of the new skills to the organization in question, including the relative place of training. It discusses what the organization needs to either maintain or put in place in order for the training to work, and notes those factors which will help or hinder the application of the training. It lays the basis for follow-up activity on the part of the employer as well as USAID.

It is USAID's responsibility to make sure that the linkages are clear - that the training will have reasonable influence on the organizational performance, that an improved performance will reasonably lead to better performance in the sector, and finally that this will lead to the attainment of the Mission strategic objectives.

Training Strategy Format

Shows how training will support organizational performance improvement, and therefore larger strategic objective. Discusses the rationale for training as proper contribution to attaining the objective. Begins with the big picture and moves toward specific training objectives. Provides the framework against which the operational planning is done each year.

Results: Intended Impact		Intermediate Training Results: Preconditions to Impact		
Strategic Objective	Program Outcome	Institutional Performance Goals	Trainee Performance Goals	Training (Learning) Objectives
Medium- to long-term goal established for each sectoral area of Mission interest.	Medium-term outcome directly contributing to SO.	What insitutional change is required if it is to contribute to SO attainment?	What kind of staff performance improvements are required at the institution?	What skills, knowledge or attitudes must the trainees acquire for the required performance improvement?
This long-term objective...	... is attained via this targeted program outcome...	... through this better institutional performance...	... which is produced through these staff performance improvements...	... which is possible with these new skills learned by trainees.
5 years (short term training) 9-10 years (academic)	4 years (short term training) 7-8 years (academic)	3 years (short term training) 5-6 years (academic)	1 year (short term training) 2-4 years (academic)	Upon completion of training

BACKGROUND MATERIALS

* Bryant, Brenda: How to Prepare a Country Straining Strategy for its Impact on Development (draft). Creative Associates International, Inc. Washington DC. October 1994.

* Gilley, Dr. Jerry R.: "Strategic Planning for Human Resource Development", Info-Line Issue Number 9206. American Society for Training and Development. Alexandria, VA: June 1992.

* Laya-Sensenig, Trina and Mary Ann Zimmerman: Are We Doing the Right Thing? Strategic Planning by Development Organizations. (unpublished draft) OEF International. Washington DC: October 1987.

USAID/Ecuador Training for Development Results Package (Draft). HERNS Project: Rosslyn, VA; June 1995.

USAID/Egypt: Development Training II Project Monitoring and Evaluation System. HERNS Project. Rosslyn, VA; July 1995.

USAID/Morocco: Fourth Amendment to the Project Grant Agreement: Training for Development Project. Rabat; September 1995.

USAID/Morocco: Training for Development Project Amendment No. 1: (Draft). Rabat; September 1995.

USAID/Morocco: Training for Development Project Amendment Recommendations (Draft). The HERNS Project. Rosslyn, VA; March 1995.

USAID/W: Automated Directives System (Draft chapters). Washington DC; May 1995.
Chapter 101: Managing for Results: Strategic Planning
Chapter 202: Managing for Results: Achieving
Chapter 203: Training for Development Impact
Chapter 243: Information for Performance Management

* USAID/W/G/HCD/FSTA: Amex International and Creative Associates International, Inc.: Best Practices Guide for High Impact Human Resource Development Activities. HRDA Project. Washington DC: July 1995.

(Copies left with USAID/Morocco and TFD Contractor)*

HERNS Delivery Order Number 17: Work Plan as of October 13, 1995

	Summary of Training Needs by Group	Activity Number
Strategic Objective Teams	Re-engineered training concepts ADS 203 Requirements Methodology leading to Training Strategy	1: Meeting with all SO teams together (1 hr) 2, 3, 4: Meeting with each SO Team independently (1 hr each)
Human Resources Division	Generic Strategic Planning (SP) process, Part One Strategic Planning, Part Two (Training Component) ADS Requirements, and what the GOM needs to know of them Role of HRD with SO Teams re: training management	5: Part One of Two (3 hrs). Part Two conjointly with Amideast - see below. 7: With Amideast 1: with SO Teams TBD
Amideast	Strategic Planning, Part One Strategic Planning, Part Two (Training Component) ADS Requirements, and what the GOM needs to know of them	(done) 6, 7: with HRD (3 hrs) (done)
Ministère de l'Éducation Nationale	USAID expectations of MEN within TFD HERNS needs to know: Where is MEN in its SP process? How ready are they for a TNA, Training Strategy to be prepared?	8, 9: Guided Interviews (2 hrs each)
Direction de la Formation des Cadres	Strategic planning foundations for training and TFD HERNS needs to know: Where is DFC in its SP process? What are their expectations of how they will be supported within TFD?	10: Guided Interview (2 hrs)

HERNS Delivery Order 17: Morocco Training Strategy Development

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
9/18	9/19 Main briefing	9/20 Strategic Planning exercise part 1 with Amideast	9/21 Mtg/Farbman, Hradsky	9/22 Mtg/UNDP Mtg /UNESCO	9/23	9/24
9/25 HRD Strategic Planning Part I ADS Mtg w/ Democracy SO	9/26 ADS Mtg w/ EG SO Team HRD + AE: Strategic Planning Part II	9/27 ADS Mtg w/ ENV, Pop SO Teams Mtg/WB MEN/Tibi	9/28 Lunch PDO Soos Lunch MEN/Tibi ADS w/ HRD	9/29 DFC Strategic Planning Part I	9/30 UNESCO	10/1
10/2 MEN Mtgs Tibi UNESCO Planning for SP Workshop in Casa	10/3 SP Workshop UNESCO Salman Tibi	10/4 TFD SP Workshop PHHR Debriefing	10/5 USAID Debriefing DFC Debriefing Mtg/Rhomari <i>Moulton depart</i>	10/6 HRD Mtg/Rhomari ADS w/HRD Final Debriefing Draft Trip Report due	10/7 <i>Howald depart Raphael depart</i>	10/8