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**QUARTERLY REPORT**

**October 10 - December 31, 1981**

**NATIONAL INSTITUTE FOR SOCIAL  
WORK - TANGIER, MOROCCO**

**HRM Project #HRM-2160-81-C-1**

**Project for the Ministry of Social Affairs  
and Handicrafts of the Kingdom of Morocco**

CONTRACT NO. HRM-2160-81-C-1

QUARTERLY REPORT

For the Period OCTOBER 10 - DECEMBER 31, 1981

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I. EXECUTIVE SUMMARY

Continuing a pattern begun during the previous quarter, work during the quarter under consideration continued to be heavily concentrated on launching the two-year Institute program. HRM played a major role in the preparation, administration and correction of the entrance examination for this program. Nearly 1,200 candidates took the examination on October 25, from among whom 50 were finally selected on November 11. Meanwhile HRM teaching staff members continued to prepare their courses. A well-qualified Professor of Economics was recruited to complete the team of HRM key personnel, and he received the approval of USAID and the relevant Ministry officials.

Meanwhile, a new Minister of Handicrafts and Social Affairs was appointed on November 5. On November 25, the HRM Chief-of-Party was informed that the highest levels of the Ministry, for unexplained reasons, found HRM's candidate for Professor of Economics unacceptable. Thus the Chief-of-Party was obliged to continue filling a second role as well as his primary function. It was in these conditions that two-year students arrived in Tangier for registration on November 30 and classes began on December 2.

Continuing study and discussion with relevant officials characterized certain other aspects of the project. Progress on some of these was briefly interrupted by the Vocational Education Specialist's being robbed and injured in mid-November. Nevertheless, this team member drafted a short-term training program for CFP moniteurs (teachers at Vocation Training Centers) and a preliminary report treating certain issues and recommendations

concerning the establishment of five pilot CETs. HRM proposed to the Institute Director early discussions concerning participant training in the U.S., but no action resulted. Arrangements were made for a short-term Evaluation Consultant to visit Morocco in January of 1982 to begin assisting the Ministry in regard to the eventual establishment of an Evaluation and Planning Unit.

Important problems, apart from the absence of an Economics Professor, related in part to the hasty start of the two-year program. Academic staff at the Institute was insufficient and the teaching role of the Moroccan Assistants very limited. Another problem began to appear in the difficulty of arranging duty-free entry through customs for project goods and personnel effects of HRM team members, despite contractual provisions. Slow communications between Morocco and the U.S. continued to be a problem, as was until the end of November, the need for HRM staff to travel frequently between Tangier and Rabat. With the arrival of the Institute Director in Tangier and the start of courses, the latter problem largely evaporated.

In conclusion, the two-year program was launched during this quarter, but at the same time there appeared a few troubling signs of insufficient staffing, financing and equipping on the part of the Ministry. These may be largely due to the fact that the new Minister and his team have not had the chance to focus their full attention on this project.

## II. INTRODUCTION

The completion of this second Quarterly Report has been delayed because of heavy work pressure on the Chief-of-Party resulting chiefly, as will be described below, from the continuing vacancy of one key long-term position on the HRM team in Morocco. For the same reason, the present report will be relatively brief, though it is hoped there will be no significant omissions. Keeping to the format proposed in the Introduction to the first Quarterly Report, work performed will be described under the separate headings of the contract's Scope of Work.

## III. WORK PERFORMED

### A) The Two-Year Institute Program

As it did during the first quarter, this aspect of the Scope of Work dominated HRM activity during the second quarter. Proposed course outlines and a suggested schedule having been presented to the Institute Director early in October, priority attention now focussed on preparations for the concours (entrance examination) scheduled to take place in Tangier on October 25. Proposed concours questions developed by HRM teaching staff were submitted to the Institute Director on October 14. At the same meeting, which took place in Rabat, a Work Plan drafted by the Chief-of-Party was submitted, and the previously submitted course outlines were discussed and modified.

Another meeting dealing with the concours and also other subjects, including textbooks, was held with

the Institute Director and the Director of Social Affairs of the Ministry of Social Affairs and Handicrafts on October 19 in Tangier. Two days later HRM teaching staff participated in another meeting, this time in Rabat, at which the conours questions were formally selected. HRM then helped make arrangements with certain education institutions in Tangier where it was decided to administer the conours.

Administrative preparations for the conours consumed the whole of Saturday, October 24, and involved HRM staff as well as the Institute Director, the three Moroccan Teaching Assistants and various employees of the provincial headquarters of the Ministry. After disbanding late that evening, designated supervisory personnel, including all five HRM employees in Morocco, reassembled about 6 a.m. Sunday morning, October 25, to proctor the conours. Some candidates were already waiting at the designated sites by that early hour, and by the starting time of 9 a.m. the numbers had grown to nearly 1,200 persons, competing for 50 openings.

The conours itself went smoothly. Some of the completed examination papers were given to HRM staff to grade, while the rest were carried to Rabat to be graded by various persons there.

The grading process continued over the next two weeks, HRM teachers being obliged to be present in Rabat for this purpose from November 2 to November 5. At the same time, HRM teachers continued to prepare their courses, which were then scheduled to begin on November 16. As the key position of

Economics Professor remained unfilled, the Chief-of-Party was obliged to devote an increasing portion of his time to filling this second job, which at this time meant preparing lessons in French in a discipline that was not his own major field of study.

On November 5, 1982, as part of a cabinet reshuffle, Mr. Abbas el-Fassi replaced Mr. Abdallah Gharnit as Minister. At the same time a slight change in the title of the Ministry was noted, from (in French)Ministere des Affaires Sociales et de l'Artisanat to Ministere de l'Artisanat et des Affaires Sociales. The least important result of this change was the need to change the acronym from MASA to MAAS. Other consequences of the ministerial change would only become apparent later.

Formal selection of those to be invited to enroll in the Institute's two-year program took place on November 11 at a meeting in Rabat attended by the Institute Director, the HRM Chief-of-Party, and the three Moroccan teaching assistants. By this time it was informally acknowledged that classes would not get under way on November 16, as previously announced. While no new date was formally announced, the end of November was the time-frame generally mentioned.

It was about this time that conversations between the HRM Chief-of-Party and Dr. Philip Boyle, Chief-of-Party of the new TransCentury project that was soon to terminate, led to agreement to seek to employ Dr. Boyle in the HRM project as Professor of Economics (Dr. Boyle holds a Ph.D. in Economics

Anthropology and a Master's degree in International Management). Interviews for Dr. Boyle were arranged with the Director of the Tangier Institute and with the Director of Social Affairs. After receiving verbal approval from these two officials, as well as from the USAID Human Resources Development Officer, on November 23, the Chief-of-Party wrote to Dr. Boyle confirming contractual arrangements which had been negotiated in early interviews. At last it appeared that the long-vacant slot for a Professor of Economics would soon be filled, and the HRM Chief-of-Party would be able to concentrate more on regular aspects of his job.

During the last week of November, office furniture already delivered to the Institute facility was set up to permit moving the HRM office from its temporary base at the American Consulate General in Tangier (Already for nearly a month HRM had been using its photocopier already installed at the Institute). The definite move was set for Friday, November 27.

On Wednesday evening, November 25, the Institute Director arrived in Tangier to prepare for reception of the first class of students, now scheduled to register on November 30. During a call that evening at the home of the HRM Chief-of-Party, he informed the latter that the highest levels of the Ministry had let it be known that Dr. Philip Boyle should not be engaged by HRM. No reasons for his rejection were given, but it was made clear that the Ministry's position was firm. On the following day, Thanksgiving (a work day for HRM staff), the Chief-of-Party telephoned the Director of Social

Affairs, who confirmed the statement of the Institute Director. A phone call to the USAID Human Resources Development Officer the next day elicited guidance that HRM should conform with and not attempt to question the Ministry position.

Thus the expectation that the Chief-of-Party would soon be able to disengage himself from the second role -- that of teacher of Economics -- he had been obliged to assume, was extinguished only a few days before the start of long-term classes at the Institute. The HRM home office was advised of this setback and resumed its efforts to recruit a long-term Professor of Economics -- a most difficult task at this late moment in the academic year.

The move to HRM quarters at the Institute proceeded as planned, the Institute Director also occupied his office at the Institute, and the three Moroccan teaching assistants arrived in Tangier and - being not yet on payroll status - were lodged at the Institute itself. The first students began arriving over the weekend, and registration took place on Monday and Tuesday, November 30 and December 1. At the same time class schedules were drawn up and teaching responsibilities assigned. The Institute Director determined that the teaching duties of the Moroccan assistants would be limited to conducting discussion groups (travaux dirigés). Thus the teaching burden fell almost entirely upon the HRM teaching staff, to wit, the Professor of Psychology (teaching that subject and also Administration), the Professor of Sociology (teaching that subject and also Social Work), and the Chief-of-Party (teaching Economics). The students were divided into two

equal groups to permit classes to be held in regular classrooms allowing an appropriate amount of classroom discussion. For each group the program was the same: 15 hours of regular classes taught by HRM staff plus five hours of travaux diriges supervised by the Moroccan assistants.

Classes began on December 2 and continued until December 19, when the winter vacation in the Moroccan academic year began. No library had been established and texts were not available for students, but the teachers prepared, reproduced and distributed reading materials (poly-copies) appropriate for their respective course. Nor were the absence of a library and textbooks the only shortcoming as the program got under way. The Institute Director had virtually no administrative staff and was only able by extraordinary personal effort backed by emergency financial support from A.I.D., to procure a minimal number of kitchen and janitorial personnel to permit the Institute to host the long-term students as boarders. Even then, classrooms, offices and dormitories were generally unheated and hot water for showers was rarely available owing to the insufficiency of fuel oil. Despite these difficulties, all scheduled classes were met up to the start of the winter vacation period.

B) Training of Mid-Level Personnel

No activity of this nature took place during the quarter under discussion.

C) Training of CFP and CET Moniteurs and Monitrices

During the first portion of the quarter under consideration, the HRM team member most immediately concerned with this aspect of the project, the Vocational Education Specialist, continued making contact with relevant officials and studying pertinent documents. His progress in these activities was slowed somewhat when, on the morning of November 20, 1982, he was the unfortunate victim of a robbery perpetrated at the residence of the Chief-of-Party. As it happened, the Specialist (Mr. Henry Tyszka) was alone in the house, where he was staying as a guest while searching for permanent quarters. The Chief-of-Party was in Rabat on business. The thieves stole among other things Mr. Tyszka's wallet containing cash and credit cards, the loss of which circumscribed his ability to travel outside of Tangier for several weeks. Worse yet, in a scuffle with one of the thieves, Mr. Tyszka suffered a nasty gash on his face which required medical attention over the following weeks. His presence in Tangier was further needed to aid the police in their inquiry into the crime.

Despite this setback, the Vocational Education Specialist managed to resume work soon. One concrete result was the development, following consultation with Peace Corps and certain Ministry officials, of the draft of a short-term training program for new moniteurs of the Centres de Formation Professionnelle (CFPs). This draft, copies of which went to USAID/Rabat and to the Peace Corps (which undertook to get Ministry reactions), was still awaiting Ministry input as the quarter ended.

It should be noted that the Ministry had not yet engaged the moniteurs for whom this training program was destined.

As regards the training of CET (Centres d'Education et de Travail) monitrices, preliminary study continued and study visits were made to the four CETs in Tangier.

D) The Five Pilot Centers

Again, this was a period of continuing study and discussion with relevant officials -- a process that was also interrupted for a short time by the unfortunate incident described in the previous section. Early in December, the Vocational Education Specialist submitted a preliminary report outlining certain issues and recommendations concerning this phase of the project. This report was forwarded to the USAID Human Resources Development Officer in Rabat. It did not propose locations or skills for the five pilot centers but rather dealt with broader issues such as replicability, a concern that had been raised by the Human Resources Development Officer.

E) The Programs of the 13 CFPs

The Vocational Education Specialist continued his discussions with relevant officials and others, notably with Peace Corps staff members and vocational education volunteers and volunteer leaders. He met with new PCVs being trained in Marrakech and attended a meeting at the Ministry in Rabat of its regional delegates from provinces with

CFPs staffed by Peace Corps Volunteers. The Specialist visited CFPs in Marrakech and Tetouan. As mentioned under Section C above, he drafted a training program for new CFP moniteurs who would become the counterparts of, and eventually replace, PCVs now in the second year of their tours in Morocco.

F) Participant Training

On November 26, 1981, the HRM Chief-of-Party wrote to the Director of the Tangier Institute (with a copy to USAID/Rabat) proposing an early start to discussion concerning the eventual employment and the nature of the work of the participants to be trained outside Morocco in the framework of the HRM contract. These first steps were considered necessary (and were indeed called for by the relevant work plan) to proceed to subsequent steps concerning selection of the participants and identification of appropriate educational institutions in which they could pursue appropriate studies.

No reply to the above-mentioned letter before the end of the quarter owing, it may be assumed, to the heavy pressure of work imposed upon the Institute Director by the start of the two-year training program (see Section A above).

G) Advice Concerning Equipment

The HRM team provided the Institute Director with a list of books and periodicals suggested as the core of the library to be established at the Institute.

H) Evaluation and Planning Unit

After consultation with the Institute Director and with the Director of Social Affairs, HRM made arrangements for a short-term evaluation consultant to visit Morocco in January, 1982, to initiate the first steps toward accomplishment of this contract task.

I) Other Activities

Administrative matters, some of them related to the personal needs of HRM staff in Morocco, naturally absorbed part of the time and efforts of HRM personnel during the quarter. Shortly after the robbery in which he was injured, the Vocational Education Specialist found, rented and moved into his own lodging in Tangier. The Administrative Coordinator and other team members were obliged to devote considerable time to secure duty-free entry of their household effects once they arrived at the port of Casablanca (authorized under the HRM contract), a task which proved much more difficult and time-consuming than had been anticipated. Similarly, an air shipment of project-related equipment and supplies was held by Moroccan Customs at the Tangier Airport and, despite multiple approaches via various bureaucratic channels, had not been released by the end of the quarter. Missing or defective items among the office furniture received at the Institute in Tangier from a Moroccan supplier required HRM to make additional efforts. Breakdowns of the photocopier installed in HRM quarters at the Institute necessitated frequent

calls to the manufacturer's representative in Casablanca, followed by visits by a technician, and at times emergency use of other photocopiers in Tangier.

During November, announcements were placed and then candidates were interviewed and tested to fill the post of secretary. These measures culminated in the engagement of Mrs. Leila Souaf, who began work on December 1, 1982. An office assistant/messenger, Mr. Mohamed Ouezani Ertitbi, was also engaged.

Meanwhile the HRM home office in Washington continued to provide varied supporting services, including the procurement and shipment of project equipment and supplies; the performance of accounting, invoicing and payrolling services; the identification, purchase and forwarding of teaching materials; the contractual arrangements necessary to sending an evaluation specialist to the field early in the next quarter; and the continuing efforts -- following the rejection of Dr. Philip Boyle -- to recruit a qualified person to fill the vacant position of Professor of Economics.

#### IV. PROBLEMS ENCOUNTERED

##### A) Rushed Start of Two-Year Program

The Ministry's haste in getting this program under way, a condition carried over from the first quarter, meant that HRM had to devote most of its energies to this one aspect of the contract -- to the detriment of progress on other aspects. Another consequence was that the two-year program began

before the Tangier Institute was fully prepared to receive the students. The Institute's initial operating budget was inadequate, its Moroccan personnel were insufficient, and it lacked such essential materials as textbooks and a library. While none of these shortcomings was HRM responsibility, they nevertheless affected HRM's performance of its assigned tasks. When it could, as in providing secretarial and photocopying services, HRM assisted the under-equipped Moroccan administration of the Institute.

B) Institute Teaching Staff, Including the Role of the Moroccan Assistants

Mention has just been made of the initial paucity of Moroccan staff at the Institute, administrative as well as academic. On the academic side, the absence of a Moroccan Director of Studies or Dean meant that the function had to be assumed by the Institute Director and the HRM Chief-of-Party together despite the fact that both were already overburdened with other duties. At the same time, HRM staff members found themselves doing all the teaching except for a small number of hours devoted to travaux diriges (directed work), which were assigned to the Moroccan Assistants. These latter periods, the Institute Director determined, would be filled by student reports (exposes) to their classes.

Thus the Moroccan Assistants, trained abroad at A.I.D. expense, began with quite limited teaching roles. It should be noted, at the same time, that they have expressed dissatisfaction with the salary level offered to them, that this issue is not

resolved, and that they have received no salary payments so far. This situation has adversely affected their morale. Furthermore, no other Moroccan teaching staff was present at the Institute nor in sight. Having HRM's small staff of Americans assume virtually the entire teaching load at the Institute seems to HRM an undesirable situation which should not be permitted to continue long.

C) Vacancy of Position of Economics Professor

As described in Section III.A, this problem had appeared to be on the verge of solution when, quite unexpectedly, the unexplained rejection of Dr. Philip Boyle at a high level of the Ministry removed any immediate hope of solution. This turn of events, occurring just a few days before the two-year program began, left the Chief-of-Party obliged to carry the burden of the economics job for the foreseeable future, impinging seriously on the time available for him to perform his regular duties. One early consequence was the impossibility of preparing, before the end of 1981, a Work Plan to cover the first six months of 1982. (Another, it may be noted here parenthetically, is the tardy preparation of the present Quarterly Report). On December 10, 1981, the Chief-of-Party advised the USAID Human Resources Development Officer, in writing, of the difficulties this situation created.

D) Customs Delays

By the end of the quarter under discussion, it was apparent that duty-free entry of both personal and project goods, despite clear authorization in the

contract, was far from automatic and could, on the contrary, require many letters and telephone calls and perhaps months of time. Meanwhile, while goods were held at the port of entry, the risk of theft or damage steadily increased, as did storage charges.

The first household effects to arrive, those of Dr. Nancy Lust, actually cleared customs relatively quickly -- in less than a month. But a shipment that arrived at the port of Casablanca on October 26 and contained the household effects of Dr. Hind Nassif and Messrs. A.M. Iachella and Henry Tyszka was still held up at the port by Customs at the end of the quarter -- more than two months later! And an airshipment containing audiovisual and other pedagogical equipment that arrived at the Tangier airport on November 19, rushed over by the HRM home office in order to be available by the start of the two-year program, met the same fate and was still at the airport when the quarter ended.

E) Injury and Robbery of Vocational Education Specialist

This unfortunate incident has been described above in Section III.C. It was certainly atypical and needs no particular stress here, other than to point out that it did impede progress for several weeks on certain aspects of the project.

F) Slowness of Communications

The slowness of mail, whether international or by diplomatic pouch, continued to be a problem during the second quarter, as it was during the first. For example, an envelope sent by the HRM home office to

the State Department in late October for airpouching to Tangier had still not arrived by the end of December. As it happened, this envelope contained, among other items, eagerly awaited resumes of candidates for the post of Economics Professor.

G) Frequent Travel Within Morocco

This condition was cited as a problem in the last Quarterly Report, where it was noted that several HRM staff members, in particular the Chief-of-Party, often lost one work day a week or more due to travel between Tangier and Rabat. The problem continued to exist well into the second quarter. After November 25, however when the Institute Director came to Tangier to stay until the winter vacation period began, this problem disappeared. Indeed, it became impossible for the Chief-of-Party and other teaching members of the HRM staff to leave Tangier at all owing to the need to meet their classes.

V. CONCLUSIONS

If the first quarter saw the successful launching of the project as a whole, as was stated in the first quarterly report, the second quarter saw the take-off of the component of the project that interested the Ministry most urgently: the two-year Institute program. But it must be admitted that if this program did get off the ground, it did not get very far off. Certain factors, notably the insufficiency of Moroccan teaching staff and the lack of a library, were holding back this part of the contract from -- to continue the flight analogy -- rising to cruising altitude.

At the same time, one consequence of the heavy concentration upon the two-year program was that relatively little attention was given to other aspects of the project. Although some limited progress was made on a few other fronts, it would not be inaccurate to say, regrettably, that lack of forward movement in certain areas (such as participant training) was beginning to endanger timely completion of certain parts of the scope of work.

Most disturbing during this quarter were the first signs that the Ministry was falling short in certain areas -- notably financing, equipment and staffing the Tangier Institute -- of the level of support necessary to ensure successful joint achievement of project goals. To this troubling indication may be added HRM's dismay at the Ministry's unexplained rejection of a candidate nominated for the Professor of Economics post. There was no evidence that the Ministry recognized the severe burden this rejection placed upon HRM. Nor, in another area, was there evidence of Ministry capability to speed Customs operations affecting the project and HRM personnel.

There is no desire here to be unnecessarily alarmist. It is still early in the contract period and there is time to remove these early troubling signs. The new Minister of Handicrafts and Social Affairs and his team have scarcely had time to focus their attention upon the project of which the HRM contract forms an important part. It is hoped that the coming months will see the dissipation of the early danger signals described above and the development of an increasingly effective partnership consecrated to the achievement of project goals.

APPENDIX

Paragraph 6.B of Contract No. HRM-2160:

Scope of Work

HRM's assistance to MASA is concerned with:

- 1) Developing programs and assuring appropriate professional training in social services of two years' duration at the Social Workers' Institute of Tangier.
- 2) Developing programs and training mid-level MASA personnel.
- 3) Developing programs and training male and female instructors (moniteurs and monitrices) who work at CETs and CFPs.
- 4) Providing vocational training in new skills for CET instructors, at the level of five pilot centers.
- 5) Improving and developing the content of training programs conducted in 13 CFPs, in collaboration with the Peace Corps.
- 6) Arranging and administering training for five Moroccan participants (in the U.S. or in a third country) to participate in MASA's vocational activities.
- 7) Providing advice regarding equipment for the Institute, the CETs and CFPs.
- 8) Assisting MASA in establishing an Evaluation and Planning Unit."

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