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QUARTERLY REPORT

January 1 - March 31, 1982

**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**

QUARTERLY REPORT

For the Period January 1 - March 31, 1982

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I. EXECUTIVE SUMMARY

In the first days of the quarter, Mr. Mohammed-Allal Senhadji replaced Mr. Ahmed Benrida as Director of The National Social Work Institute at Tangier. On February 4, 1982, the Minister of Handicrafts and Social Work formally inaugurated the Institute. HRM staff continued to perform virtually all the teaching for the two-year Institute program. The HRM Chief-of-Party continued to double as Professor of Economics until, on the last day of the quarter, a well-qualified Moroccan approved by MAAS and by USAID began teaching Economics on a temporary basis for the remainder of the academic year.

Various aspects of the project were reviewed at a meeting on February 5 between MAAS officials and HRM personnel (including the HRM President who was in Tangier for the Institute inauguration). At the time, the Ministry announced that short-term, mid-level training would begin very soon. On March 15, the first such program, to last four weeks, got under way with 64 trainees present, most of them Regional Directrices of Entraide Nationale programs. Even though HRM provided a consultant to serve as training coordinator, the workload on the regular HRM team was extremely heavy since there had been insufficient time for course preparation in advance and HRM teachers had to continue teaching two-year classes also. Worse yet, the three Moroccan Teaching Assistants at the Institute left Tangier four days after the mid-level training program began and remained in Rabat after that time to try to resolve their own contract and salary status.

The quarter witnessed progress toward identifying sites for the five pilot CETs to teach innovative skills, with extensive travel by HRM personnel. The process helped pinpoint certain issues and ambiguities which need to be clarified with the Ministry.

In the latter part of January, an HRM Consultant spent two weeks in Morocco to begin the process of assisting the Ministry to establish a Planning and Evaluation Unit.

Major problems encountered included insufficient academic staff at the Tangier Institute, lack of resolution of the status of the Moroccan Teaching Assistants, the absence of a library or textbooks at the Institute, the start of mid-level training with too little time for preparation and too many trainees, ambiguities relative to the five pilot centers, continued failure to recruit Moroccan teachers to replace Peace Corps Volunteers at CFPs, and long delays in clearing goods through Customs.

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HRM believes the project has now reached a point where the parties concerned (MAAS, USAID and HRM) should together review what has been accomplished and the problems encountered, and from this frank review make realistic plans for the future, specifying clearly the commitments of each party. It is envisaged that such a process, which we believe should begin urgently, is likely to culminate in, among other things, revisions to the current MAAS-HRM contract.

II. WORK PERFORMED

A) The Two-Year Institute Program

Following the regular winter break in the Moroccan academic year, classes resumed on January 4, 1982, and continued throughout the quarter except during the spring vacation period of March 19-28.

The Institute Director, Mr. Ahmed Benrida, returned from Rabat two days before resumption of classes and informed HRM that he was to be replaced in the Tangier position and would be returning to his previous post as Director of the Human Resources Division of the Ministry of Plan. For the Institute and for the HRM project as a whole, Mr. Benrida's loss at this juncture, so soon after the Institute had begun functioning, aroused serious concern. Mr. Benrida had long been intimately involved with the development of the project and the negotiation of the HRM contract. Well informed on all aspects of the project, he had worked with great determination to bring about the opening of the Institute and the start of the two-year program.

The new Institute Director, Mr. Mohammed-Allal Senhadji, who took office on January 5 in a brief ceremony chaired by the Directeur de Cabinet of the Ministry of Handicrafts and Social Affairs, was a native and resident of Tangier with a background in teaching, journalism and operation of a book store. Among other past jobs, he had been for many years an instructor of Moroccan Arabic at the former Tangier branch of the Foreign Service Institute of the U.S. Department of State. Mr. Senhadji was obliged to assume the Institute directorship with no time for preparation and only a hasty briefing by his predecessor. At the time he took the post, moreover, he had other commitments which he could not abandon abruptly and which required a considerable amount of his time. Nevertheless, he

entered into his new function with energy while gradually disengaging himself from other time-consuming activities.

With the position of Professor of Economics vacant, the HRM Chief-of-Party continued to fill that role in addition to his regular job. Having understood that USAID would not insist that the person selected to fill the Professor of Economics vacancy be a U.S. national, though it did require that he not already be a resident of Morocco, early in January the Chief-of-Party placed an advertisement in a major French daily soliciting applications for the post of Professor of Economics and Management. This brought an abundant response which included a number of interesting candidates of varied nationality -- French, Tunisian, Swiss, Belgian and Turkish, among others. Meanwhile, however, USAID clarified its position at a meeting in Rabat chaired by the USAID Director in Morocco, stipulating that only candidates with U.S. nationality should be considered for long-term employment. USAID conceded, however, that a third country national -- neither American nor Moroccan -- could be engaged on an interim basis for a short period if no other way could be found to relieve the Chief-of-Party of the need to fill two functions until a qualified American candidate could be recruited. It was recognized that it might well be impossible to have an American on the job until the start of the next academic year, the academic year 1981-1982 being already half completed.

On the basis of this understanding, the Chief-of-Party interviewed two candidates of French nationality already teaching Economics at other institutions in Tangier. He was prepared to offer temporary employment to one of these persons when another obstacle arose. The Director of Social Affairs of the Ministry, learning of the intention to employ a third country national, objected strenuously, arguing that, if an American could not be placed in the post, it should then go to a Moroccan. HRM thus found itself caught between conflicting positions taken by the Ministry of Handicrafts and Social Affairs, on the one hand, and USAID, on the other hand. These two parties eventually met in Rabat to try to arrive at agreement, while the HRM Chief-of-Party continued to fill two jobs. Finally it was agreed that a Moroccan national could be engaged to teach

Economics on an interim basis for the balance of academic year 1981-1982, while HRM should continue its efforts to recruit an American professor of Economics and Management to fill the job permanently by the start of the next academic year.

HRM then moved to identify a Moroccan to fill the temporary job and was fortunate in finding Dr. Ahmed Triqui, holder of a doctorate in Economics from a French university and already teaching that subject at the Institut Supérieur du Tourisme in Tangier. Dr. Triqui agreed to take the post after the spring vacation (while continuing at the same time to hold his earlier position). Thus starting on the last day of the quarter under consideration, March 31, Economics at last began to be taught by someone other than the Chief-of-Party.

Meanwhile, the Minister of Handicrafts and Social Affairs, Mr. Abbas El-Fassi, had come to Tangier to inaugurate the National Social Work Institute formally on February 4, 1982. Representing HRM on this occasion, besides the regular field team, were the company president, Mr. Gary Thomas, and the home office project coordinator, Mr. Alan Davis (who had arrived in Morocco some ten days earlier for consultations with field staff). Also present was the USAID Director in Morocco, Mr. Harold Fleming, and several members of the USAID staff. High officials of the Ministry were also in attendance, of course, including the Secretary General, Dr. Aziz Houari, and the Director of Social Affairs, Mr. Mohamed Boulasri.

After the departure of the Minister, many Ministry officials remained in Tangier on February 5 to take part in a meeting with the Institute Director, the three Moroccan Assistants, and the HRM team. Messrs. Gary Thomas and Alan Davis from HRM Washington also participated, but no USAID officials were present. The meeting addressed many facets of the project. During the discussion on the two-year program, the HRM team informed those present of the status of the curriculum planned for the second semester of the current academic year, scheduled to begin on March 29, and submitted copies of the list of courses projected. It was decided that Ministry authorities would study this document as well as the second-year curriculum proposed by the HRM Curriculum Consultant in the report she submitted in the previous quarter, and that the two-year program

would then be one of the major topics to be considered at a meeting to be held on February 18 at the Ministry in Rabat.

The need for a library at the Institute was also discussed at the February 5 meeting in Tangier. HRM pointed out that its current contract did not include a budget for this purpose, but HRM President, Mr. Gary Thomas, observed that the company would be willing to undertake this additional task, as well as others, if the contract and its budget were revised so as to permit. No decisions were taken on this matter. It may be noted here, parenthetically, that the HRM teaching staff in Tangier had prepared lists of suggested books and periodicals to form the core of a library, and had submitted these lists to the first Institute Director in December of 1981.

At the February 18 meeting in Rabat, a number of Ministry officials who had reviewed the documents submitted by HRM made comments and suggested certain modifications. The meeting disbanded, however, with no decisions on these points having been reached. In attendance at this meeting, in addition to many Ministry officials, were the Institute Director, the HRM Chief-of-Party and the three Moroccan Assistants.

In the absence of other guidance, the persons directly concerned -- namely, the Institute Director, the Moroccan assistants and the HRM teaching staff -- continued to plan together for the second semester. It seemed momentarily that a Director of Studies would join the Institute staff at this timely moment. The person in question, Mr. Guenoun, was offered the post by the Institute Director and was actually present for several days. He then decided that he could not accept the post, however, apparently because of inadequacies in the housing to be provided at the Institute.

In planning for the second semester, there was general agreement that the three Moroccan Assistants should assume heavier teaching loads than the few hours of travaux dirigés (directed work) assigned them for the first semester. Nevertheless it proved difficult to arrive at precise responsibilities for these persons because their roles and status had never been defined. Indeed, they were still without contracts or salaries, and no agreement had been reached on the grades and steps at which they would

be employed. These uncertainties adversely affected their morale and made it difficult to program their teaching duties for the second semester.

Plans were nevertheless made before the assistants left Rabat on March 19 at the start of the spring vacation period in the Moroccan academic year, and the HRM Chief-of-Party (taking on another role in the absence of a Director of Studies) prepared and posted a second semester schedule that assumed the full participation of the Moroccan assistants. When classes resumed on March 29, however, they were absent, and they had not returned to Tangier by the end of the quarter. HRM learned from the USAID Human Resources Development Officer in Rabat, that the assistants had remained in the capital to try to resolve their status. From their standpoint this was understandable enough, but it left the small HRM American teaching staff, fortunately supplemented now by the Moroccan Economist, Dr. Triqui, as the only teachers at the Institute. Thus the second semester got underway with the students having even fewer hours of classes than they had during the first semester -- there being no travaux diriges --.

B) Training of Mid-Level Personnel

The documents upon which the HRM contract was based, and consequently the preliminary work plan appended to that contract, all envisaged that the training of mid-level personnel would be the first kind of instruction to take place at the Tangier Institute. When the HRM Chief-of-Party and Curriculum Consultant arrived early in August of 1981 to begin work under the contract, however, they were met at the start by Ministry insistence that initial efforts be devoted to getting the two-year program planned and underway, with training of mid-level personnel being postponed to an indefinite future. (See the first Quarterly Report, for the period July 10 - October 9, 1981).

As has been described in the present and the previous Quarterly Reports, the two-year program was indeed launched, with indispensable HRM help, and was struggling to continue and progress during the winter months in the face of such obstacles as insufficiency of Moroccan teaching staff and the lack of a library. It was in this context that Ministry officials startled HRM by announcing, at the meeting of February 5 in Tangier, that the first

short-term mid-level training program would begin on March 5, 1982. Moreover, the Ministry set the number of participants in this first program at 100! These parameters were presented not as proposals but as requirements. As to length of training, it was decided, given the fact that the normal spring vacation of the academic year would begin on March 19, to limit the first short-term program to two weeks.

HRM staff naturally drew attention to the limited time available to plan the program and to the excessive number of trainees proposed, but Ministry officials were unyielding on these points. When it was observed that the help of the Moroccan assistants would be critical to carrying out the program, the Director of Social Affairs stated that, if they were used, they should be paid "supplementary" salaries by HRM. (In fact, since they were not yet on any payroll, any payment by HRM would be the first they would receive rather than "supplementary" to anything). It was decided that this first short-term mid-level training program would be one of the major topics to be considered at the Rabat meeting of February 18.

HRM used the interval between the February 5 and February 18 meetings to get input from regional directrices in Tangier, to draft a two-week training program, to make initial contacts with persons who might give presentations or otherwise assist in connection with the program, and to prepare a questionnaire to be distributed by the Ministry to get wider input concerning the trainees' perceived needs.

The morning portion of the February 18 meeting in Rabat was devoted to short-term, mid-level training and was attended by USAID/Rabat officials as well as the others already mentioned in connection with the two-year program.

Ministry officials announced that the period of training was to be doubled from two to four weeks. It was decided that there should be two mid-level training programs this spring, the first from March 15 to April 10, and the second from May 10 to June 5. About sixty Regional Directrices would take part in the first program, which would be reserved for French-speaking persons in order to facilitate the preparation and teaching of courses. All present at the February 18 meeting agreed that the

participation of the three Moroccan Assistants in preparing the program, orienting the courses and conducting practical training sessions, would have a determining role in the success of this training program. In the days that followed the February 18 meeting, HRM learned that the Ministry of Handicrafts and Social Affairs had agreed, at the request of the Forces Armees Royales, to enroll a number of "Aides-Assistantes Sociales" (Assistant Social Workers) in the upcoming training program, despite the significantly different professional roles, training needs and educational backgrounds of these persons as compared to MAAS Regional Directrices. Given the doubling of the training period from that originally announced by the Ministry, HRM proceeded to redesign the program which had been initially proposed. Although Ministry officials had undertaken, at the February 18 meeting, to review, revise if thought desirable, and distribute the questionnaire prepared by HRM, the completed questionnaires only reached HRM on the starting date of the program. Thus in preparing the initial program, HRM was inspired principally by the discussions its staff members had with Regional Directrices based in Tangier regarding their training needs, in part by the suggestions made at the February 18 meeting and the earlier recommendations of the Curriculum Specialist.

The program that emerged from this process was dominated by two main themes: on the one hand, management training and on the other hand, training in Moroccan social problems. HRM felt that the most effective approach to the first theme would be to have the trainees engage in participatory, experiential exercises -- an approach which would require that the participants spend much of their time in small groups, with a trainer assigned to each group. Clearly this approach would put a severe strain on the small HRM teaching staff and the Moroccan assistants, given their other teaching obligations with long-term students. In order to relieve some of this pressure, it was decided to recruit a Training Specialist for the four-week period, to work full-time on coordinating program content and activities. HRM was fortunate in being able, despite the short notice, to engage Myrna P. Norris, a specialist in non-formal education with training experience in Morocco and elsewhere, to fill this role. Miss Norris arrived in Tangier the evening of March 12, with only the weekend to prepare for the start of training on March 15.

As regards the second major theme, training in Moroccan social problems, HRM made arrangements with several specialists, both Moroccan and foreign, to give presentations on social topics of major concern in the Moroccan context. Dr. Hind Nassif of the HRM staff also agreed to conduct several of these sessions. At HRM's request, the Ministry agreed to assign its own authorities to treat subjects directly related to Ministry activities.

After an initial day devoted to registration, administrative formalities, introductory talks by the Director of Entraide Nationale and the Director of Social Affairs and inauguration by the provincial Governor, regular training got underway full-time on March 16. Of the 64 trainees, only 39 were Regional Directrices, the others including 13 Assistant Social Workers attached to the military services, six literacy instructors, five accountants and one secretary. Ministry officials brought with them some completed questionnaires on the forms HRM had proposed earlier, but by this time HRM had developed a more thorough questionnaire to be used as a management training tool as well as to collect data. It was in analyzing the data gathered by this instrument, and then in elaborating objectives based on these data, that the trainees were introduced to management techniques.

For the remainder of the quarter under discussion and into the following one, the training program heavily occupied all staff concerned. Ministry officials gave some useful and well appreciated presentations, as did other invited visitors. The regular training staff composed of the HRM Chief-of-Party, the HRM Training Coordinator (Miss Norris), the two full-time HRM teachers, the three Moroccan assistants, and Dr. Ahmed Triqui on a part-time basis, was busy teaching the four groups into which the 64 trainees were divided for much of the time in order to permit experiential training. Since a number of trainees stated that their French was not at a level sufficient to permit effective training in that language, one of the four groups was formed so as to permit its training to take place in Arabic. In addition to platform teaching, members of the regular teaching staff met early in the morning, at mid-day, and in the evenings to be briefed on training materials and techniques. The Training Coordinator, in addition to conducting these sessions, was busy developing materials on a

day-to-day basis (there having been insufficient time to prepare such materials in advance).

Meanwhile students in the two-year program were still present and required a certain amount of the time of HRM staff and the Moroccan Assistants. During the week of March 15, they were taking final semester examinations. The student burden eased a bit when they began their winter vacation break on March 19. On the same date, however, the three Moroccan Assistants also left Tangier, as they had announced they would, in order to spend the vacation period trying to resolve their status and salary at the Institute, as well as collecting materials for the courses they were expected to conduct for the two-year students during the second semester beginning March 29. The departure of the Assistants left the training staff for the short-term program seriously short-handed. To compensate in part for their absence, visiting speakers were programmed frequently during the second week of training. Before the end of that week, however, unofficial but ominous reports reached HRM that the Assistants might not in fact report for work immediately after vacation.

Sure enough, on Monday, March 29, there was no sign of the Assistants. The program planned for that morning, which depended on their participation, was cancelled and the HRM staff met to revise plans for the next day and succeeding days in the event of the Assistants' continuing absence. Telephone calls to Rabat elicited no firm information concerning them. It should be noted that the two-year students were back in class as of March 29, so that HRM teachers had to meet those classes as well as conduct the short-term training program -- all without the help of the Moroccan Assistants.

Somehow it was done, with the help of the Institute Director, his wife and guest speakers, but principally utilization of all HRM resources - the Chief-of-Party, the visiting Training Specialist, the professors (covering two-year classes and mid-level training), Dr. Triqui, and even the Vocational Education Specialist, all pitching in to continue participatory training in small groups, all working long days and nights. So the quarter ended, though the unrelenting pressure remained on HRM beyond the end of the quarter right up until the end of the short-term training program.

An overall assessment of that program belongs more properly in the next quarterly report, covering the months of April, May and June, 1982. It may be noted here, however, that HRM prepared detailed weekly evaluation forms, in French and Arabic, which were distributed to all short-term trainees to obtain their anonymous evaluations as the program progressed. Analysis of these evaluations for the first two weeks of the program showed that a large majority of the trainees were finding it both useful and interesting.

C) Training of CFP and CET Moniteurs and Monitrices

During January of 1982, the HRM Vocational Education Specialist met several times in Rabat with officials of MAAS, U.S. AID and the Peace Corps concerning, among other matters, the short-term training program drafted by the Specialist for new moniteurs of the CFPs (Centres de Formation Professionnelle). No further action was taken toward implementing such a program, however, principally because the Ministry had still not, by the end of the quarter, engaged the moniteurs in question.

As regards the training of monitrices of the CETs (Centres d'Education et de Travail), the HRM Vocational Education Specialist continued to deepen his understanding of the needs of these persons, and the subject was mentioned at various meetings, but no concrete progress was made because all attention was being focused on more urgent tasks in the HRM scope of work. Since the Regional Directrices enrolled in the mid-level training program mentioned above were the supervisors of the monitrices in question, the Vocational Education Specialist designed a questionnaire to elicit their views regarding the training needs of monitrices.

D) The Five Pilot Centers

This subject was among those discussed at the meeting in Rabat mentioned just above, involving the Vocational Education Specialist. It was at this time that the idea of devoting one of these five centers to the needs of the handicapped began to gain increasing interest. The Specialist met with a number of persons knowledgeable in this field and visited, early in February, a hospital for the handicapped in Sale, across the river from Rabat. Meanwhile, the Vocational Education Specialist was refining criteria for selection of the sites for the

pilot centers and planning field trips to visit areas offering promise for possible location. When this subject was raised at the MAAS-HRM meeting in Tangier on February 5, the Specialist outlined his proposal to allot one pilot center to the handicapped and to locate each one of the other four in a distinct geographical zone: desert, mountain, urban and irrigated perimeter. On behalf of the Ministry, the Director of Social Affairs stressed the urgency of identifying the sites: the Ministry's budget, he said, included construction funds which had to be committed soon. It was noted that the Minister was personally interested in this aspect of the project, and consequently it was decided to try to meet with him the following week.

The audience with the Minister took place on February 11, attended by Ministry officials and USAID officers. The HRM Vocational Education Specialist again outlined the procedure he was following and described the field visits he was about to make. The hope was expressed that he would be able to make his site recommendations within four to six weeks. Also discussed at this meeting were the relative merits of converting existing CETs into pilot centers as against constructing new centers from scratch, and the possibility of using Peace Corps Volunteers as teachers at the pilot centers.

The following three weeks were taken up by extensive travel throughout Morocco for a first-hand look at those sites -- whether irrigated perimeters, desert regions, mountainous zones or urban settlements -- where the pilot centers might be located. On these field trips, the HRM Vocational Education Specialist was accompanied by the HRM Administrative Coordinator, whose fluency in Arabic and experience in Morocco, some of it in the field of vocational education, added depth to the survey. After his return to Tangier, the Vocational Education Specialist prepared a detailed report explaining his methodology, the proposed criteria for site selection, and the application of those criteria supported by field trips. The report concluded with site recommendations, the Ministry being offered a small number of alternatives for each kind of geographical zone. Input from the HRM Chief-of-Party led to certain revisions in the initial draft of the report. At USAID request, the Vocational Education Specialist then spent the

week of March 22-27 in Rabat going over the report, and this item of the Scope of Work in general, with USAID officers.

In the course of this joint USAID-HRM study in depth, there came to light certain issues, and certain differences in understanding and interpretation that required clarification between these two parties and, eventually, with the Ministry. The USAID Director in Morocco was himself brought into this review, and by the end of the week USAID had made clear its perceptions that the pilot centers were to be established at existing CETs, and that they were to train local inhabitants rather than to serve as teacher training institutions with monitrices as students. USAID also emphasized that the chosen sites should be ones with dynamic and receptive delegues and monitrices.

It was thus decided that the Vocational Education Specialist should revise his report before submitting it to the Ministry. He was in the course of doing so during the final days of the quarter under consideration. However, he was somewhat interrupted when his services were needed to supplement the short-handed staff who were coping with the mid-level training program then underway. (See Section II.B above).

E) The Programs of the 13 CFPs

The thirteen Centres de Formation Professionnelle (Vocational Training Centers) equipped by USAID and staffed by Peace Corps Volunteers were one of the subjects of discussion in meetings the HRM Vocational Education Specialist held with MAAS, USAID and Peace Corps officials. The most urgent priority relative to these CFPs remained the hiring of Moroccan teachers (moniteurs) to take over from the Peace Corps Volunteers who would be completing their tours in June. The fact that such employment was not arranged by MAAS by the end of the quarter was becoming a matter of increasing concern relative to the successful continuation of these CFPs. The HRM Vocational Education Specialist and also the HRM Administrative Coordinator (owing to his preceding Peace Corps experience in Vocational Education) were asked to participate in an evaluation of Peace Corps participation in this activity, to be conducted in April.

F) Participant Training

From time to time during the quarter, Ministry officials were again reminded of the desirability of moving forward with this aspect of the project by defining the Ministry's future needs for personnel with special training. When an Evaluation Consultant was in Morocco in January, the possibility of utilizing this component of the HRM contract to train one or more persons in the fields of planning and evaluation was touched on with Ministry officials. No concrete action has yet been taken, however, to advance this phase of the project.

G) Advice Concerning Equipment

There was no significant action during the quarter on this portion of the Scope of Work.

H) Evaluation and Planning Unit

Professor Amal Rassam of the City University of New York arrived in Morocco on January 13, 1982, for a consultancy intended as the first step by HRM to assist the Ministry in establishing an Evaluation and Planning Unit. Dr. Rassam divided her two weeks about equally between Tangier and Rabat. In both places she encountered MAAS personnel changes, which were unanticipated at the time her consultancy was planned, and that inevitably affected the progress she was able to make on this component of the Scope of Work.

In Tangier the new Director of the Institute had been on the job barely a week and had had no opportunity to become familiar with this or other aspects of the project, much less to define his own objectives. As for Rabat, the change of ministers in November was by this time having repercussions in the Ministry at levels appropriate for interfacing by HRM. The Director of Social Affairs was in the process of physically moving his office to a new building where painting was underway and telephones had not been connected. This important department in the Ministry was at last acquiring some staff, but those the Evaluation Consultant met had only just been named and had no offices as yet, nor were their responsibilities clearly defined.

In the circumstances, it seemed a bit premature to work on an evaluation unit within the Ministry itself -- especially as it was not clear whether

this unit would be concerned with all Ministry operations, including the more-or-less autonomous Entraide Nationale, or whether its scope would be limited to the Director of Social Affairs. Rather, the consultancy served to help the parties concerned -- MAAS, USAID and HRM -- to focus on the need to incorporate the evaluative function in the several components of the project. From meetings with the representatives of the parties concerned, the consultant developed some preliminary recommendations and observations which were included in her report prepared in the U.S. and sent to the HRM Chief-of-Party in Morocco toward the end of the quarter.

In her report, the Consultant suggests that a first step toward establishing an evaluation unit within the Ministry might be to form one for the Tangier Institute. Concerning that Institute, she notes how important it is that the Ministry eventually place its graduates in jobs that are commensurate with their training and aspirations. Another suggestion is the formation of a sort of board of trustees for the Institute, composed of people of different backgrounds and representing different ministries. The Consultant notes the importance of the Institute's acquiring recognition and legitimacy, in part by ensuring appropriate equivalency for its diplomas.

Another important point made in the consultant's report is the need to develop Moroccan teaching staff. She suggests that arrangements be made to utilize certain faculty members of Moroccan universities to give seminars, workshops and lectures. She notes that Institute students must be exposed to Moroccan institutions, social organization, judicial system, social psychology, etc. "These areas", she observes, "so crucial for a future social worker, cannot be adequately taught by foreigners nor by any Moroccan, for that matter. Moroccan scholars have devoted considerable time and effort to studying their own society and provisions must be made for some of them to have input at the Institute."

It may be noted, in concluding this section, that a second consultant, Dr. Daniel Wagner, who was able to stop over in Morocco in January on his return from Egypt to the U.S., spent a day in Tangier at the same time Dr. Rassam was there in order to prepare for possible future activity in the field of

evaluation at a later date. This brief overlap was designed to permit smooth continuation of the work initiated by Dr. Rassam.

I) Other Activities

Administrative tasks naturally continued to consume time and effort. Several trips to Casablanca were necessary before the personal effects of three team members, which had arrived at the port on October 26, 1981, were at last cleared through Customs on January 21, 1982 -- nearly three months later. Similar efforts to clear the Peugeot station wagon, which had arrived at the port of Casablanca in the last days of 1981, had not produced success by the end of the first quarter of 1982. A shipment of audio-visual and other project-related equipment and supplies that had reached the Tangier airport the previous November fared slightly better, owing to special efforts by Ministry officials to have the equipment on hand for the formal inauguration of the Institute. This shipment was in fact released from Customs on February 4, the very day of the inauguration.

The difficulties encountered in obtaining duty-free entry for the Peugeot persuaded USAID to reconsider its earlier refusal to grant more than one waiver to purchase non-U.S.-made vehicles. HRM therefore stopped the procurement actions then underway in the U.S. to obtain American-made vehicles. Waivers to permit the purchase of two Moroccan-assembled vehicles were requested and eventually granted by USAID/Rabat, although not in time to permit acquisition before the end of the quarter under discussion.

The HRM home office in Washington, D.C. continued to provide a range of support services. An extended working visit by the home office Project Coordinator, Mr. Alan Davis, provided a valuable opportunity to review problems and procedures and to ensure common understanding of priorities. The short visit of HRM President Gary Thomas in early February, timed so that he could attend the Institute's inauguration, further contributed to these ends -- especially since Mr. Davis was present at the same time.

III. PROBLEMS ENCOUNTERED

A) Change of Institute Directors

Using this heading to cite a problem does not imply, of course, any HRM preference for one Director over another. It is intended simply to underline the fact that, with the departure of the first Institute Director, the whole project lost one of the Moroccan officials most knowledgeable about all its aspects by virtue of having been intimately involved in its development over a long period. And the new Director, however excellent his qualities, was placed in the position on short notice with no opportunity for preparation. Thus he was necessarily absorbed at first in his own learning process and scarcely able to provide the kind of guidance and direction that would have been most valuable at this critical early stage of the Institute's existence.

B) Paucity of Academic Staff

At the start of the quarter, the only academic personnel at the Institute were two HRM professors, the HRM Chief-of-Party (doubling as Professor of Economics), and the three Moroccan Assistants -- whose academic activity, however, was limited to conducting three or four hours a week each of travaux diriges (directed work). When the quarter ended, the only changes were that, on the one hand, a Moroccan had been engaged temporarily as an interim Professor of Economics but, on the other hand, the three Moroccan Assistants were no longer present.

The subject of the Assistants merits special treatment and will be taken up separately below. What needs to be emphasized here is that even if they were on hand, and even if they were to take on full teaching loads, the Institute would still suffer from a serious shortage of academic staff.

At the Ministry's insistence (and with USAID's accord), HRM agreed to do all it could to help get the two-year Institute program underway ahead of schedule. It was recognized that the Institute would be short-handed at first, but it was expected that additional academic staff -- being clearly necessary -- would be added very soon. Obviously it would be physically impossible for the few HRM teachers to continue for long to serve as virtually

the entire academic staff of the Institute. This situation would be difficult enough if there were only the one group of about 50 two-year students. When short-term mid-level training is added to HRM duties, it becomes quite unworkable. And if one then looks ahead to the next academic year, when a second class of 50 to 60 two-year students is supposed to be added, the need for substantial additional academic staff becomes overwhelming.

As a standard of comparison, it is illuminating to look at the other post-secondary institute located in Tangier, the Higher Institute of Tourism. The school started eight years ago with, reportedly, 42 students and seven or eight full-time teachers. Today, it enrolls about 150 two-year students and has a staff of 27 full-time (15 of them Moroccan) and five part-time teachers. And the Tourism Institute does not conduct short-term training programs alongside its two-year program, as the National Social Work Institute is expected to do.

The Social Work Institute could perhaps function satisfactorily with a somewhat higher student-teacher ratio than that of the Tourism Institute. Nevertheless, to perform its various tasks, well it would probably need at least 15 full-time teachers, plus a Director of Studies and a Coordinator of short-term training. These numbers are far beyond the scope of the HRM contract, or of any likely upward revision of it. And in any case, for the good of the Institute, a large proportion of its academic staff should be Moroccan.

What is disturbing is the absence of clear signs so far that the Ministry is taking steps to build up the Institute's academic staff. It may be possible to get through the present academic year with a short-handed and largely HRM-provided staff, but it will not be possible next year, and steps must be initiated now (if it is not already too late) to prepare for next fall.

HRM teaching staff were pleased when, in February, the Institute Director presented Mr. Guenoun as the new Director of Studies. But after a few days, Mr. Guenoun ceased coming to the Institute, apparently because he found certain conditions of the job (housing at the Institute, for one, it was said) unsatisfactory. His withdrawal was most unfortunate because it is vital that the position of Director of Studies be filled. While it remains vacant, no one

at the Institute other than the Director himself (who is overburdened with administrative responsibilities) has the clear authority to decide exactly what courses will be taught, for how many hours a week, when and by whom, nor to make numerous other decisions, to coordinate the academic program, and to plan ahead. The HRM Chief-of-Party has been obliged to move into the vacuum to some extent, particularly since most of the current teaching is being done by HRM staff, but he has done so without clear authority.

The problem of staffing at the Institute is actually part of the larger context of the Institute's curriculum. Although the HRM Curriculum Consultant's report, with its recommendations in this area, was transmitted to the Ministry in December, 1981, the Ministry has yet to lay down guidelines for the academic program or to specify responsibilities for further program definition within those guidelines. Logically, of course, it is the program that should determine the numbers and specializations of the academic staff needed at the Institute.

C) The Moroccan Teaching Assistants

If the most extreme manifestation of this problem was the total absence of the assistants from the Institute after March 18, 1982, the difficulty is actually far more complex than a matter of simple presence or absence. It seems that these people, who were chosen competitively and sent to France at AID expense for post-graduate study in Social Work, were never formally employed by the Ministry. The major issue has been that of their grade in the Moroccan civil service, a function of their educational level. The "equivalence" of their study in France has not been determined -- at least not to their satisfaction.

The result is that these people appeared for work last fall, but were not on the payroll and had constantly on their minds the need to resolve their status satisfactorily. This interfered with their work, while being without pay or even pay status over many months lowered their morale. In Tangier they were offered food and lodging at the Institute as a favor, but this offer, although they accepted it, must have exasperated their impressions of being treated like poor relatives. Even while they were working at the Institute, therefore, they were

disinclined to work very hard because they felt a bit exploited. And no one had firm guidelines concerning their jobs.

Thus their departure for Rabat on Marh 19th to try with personal presence to resolve their status and salary problems was understandable enough. If their absence from Tangier (especially from March 29th) created problems for the Institute and for their HRM colleagues working there, it is only fair to observe that Ministry actions or inaction played a major part in bringing things to this point. It is vital therefore that the Ministry play its part in resolving the basic problems. Already much has been lost in terms of motivation and the establishment of harmonious and respectful working relations at the Institute.

D) Short-Term Mid-Level Training

The problem here is not that there should be such training or that HRM should have a major role in it. These were always expected, and indeed it was originally thought that this would be the first kind of training offered at the Institute. Rather the problem is that, given the Ministry's insistence that the two-year Institute program start first, the Ministry should then turn around, while HRM was fully occupied with the two-year program, and direct the start of short-term, mid-level training with insufficient lead time to prepare and with too many trainees. Coping with these conditions -- compounded by the departure of the three Moroccan assistants -- imposed a heavy strain on HRM.

E) Vacancy of Position of Economics Professor

This continued to be a problem throughout most of the quarter, as it had been earlier, in that the HRM Chief-of-Party had to try to fill two roles. In the last days of the quarter, happily, the problem was resolved -- at least temporarily -- by employing a well-qualified Moroccan to teach Economics for the balance of the academic year. The HRM home office meanwhile continued to try to recruit an American national to fill the post on a long-term basis.

F) Lack of Library and Textbooks at Institute

The Institute started classes in December of 1981 without a library or textbooks for the students, and this situation was essentially unchanged by the end

of the quarter under consideration. The budget appended to HRM's contract provides only for the purchase of a limited amount of reference materials needed by HRM staff members. Most of the works acquired under this provision have been made available to students on a first come, first served basis, but there are not sufficient texts to give reading assignments to a whole class, nor to permit students to use many sources for original papers. Only extensive photocopying has been made available to the student body as a whole, a limited amount of basic readings.

The subject of a library for the Institute was broached at the MAAS-HRM meeting of February 5, 1982, and HRM President, Gary Thomas expressed willingness to have HRM undertake acquisition of library materials if the contract were amended accordingly. USAID has also expressed concern about the absence of a library, and HRM passed on to the USAID Human Resources Development Officer copies of the booklists earlier prepared for the Institute Director (See previous Quarterly Report). By the end of the quarter under consideration, however, no important action had been taken to resolve this problem.

G) Ambiguities Concerning the Five Pilot Centers

As described earlier (Section II.D above), actions taken during the quarter to make progress on this aspect of the contract served to focus attention on certain key issues on which there exist differing interpretations and a certain lack of clarity in project documents. Is there to be any link between these centers and the Tangier Institute? Are the centers intended principally for teacher training (i.e., to train monitrices in the teaching of new skills, so that they in turn can pass on the skills to others in their scattered places of work), or are they rather to be models whose clients, like those of other CETs, are drawn from the local populations at their sites? And are the pilot centers to be newly constructed from scratch, or should they rather be developed by improving and perhaps expanding certain existing CETs?

These and other issues were thoroughly debated during the quarter by the USAID officers concerned and the HRM Vocational Education Specialist. The result was clarification at least of USAID's interpretations, among them that the pilot centers

should be developed from existing CETs and that they should train local inhabitants rather than monitrices who come from other locations. Needed now are working sessions with relevant Ministry officials to ensure that all three parties concerned (MAAS, USAID and HRM) have a common understanding of objectives and of the respective responsibilities of each party in meeting those objectives. It is anticipated that these sessions will take place during the coming quarter, triggered by consideration of the HRM Vocational Education Specialist's report making recommendations on locations of the five pilot centers. This report was being revised as the present quarter ended.

H) Delay in Recruiting Moroccan CFP Teachers

This problem has been described above in Section II.C and II.E. While it is of most immediate concern to USAID and to the Peace Corps, it is appropriate to mention it in this report because Item 5 of the HRM Scope of Work (see Appendix) accords to HRM a role in "improving and developing the content of training programs conducted in thirteen CFPs, in collaboration with the Peace Corps." The problem is simply that there are as yet no Moroccan teachers (moniteurs) in sight to take over from the Peace Corps Volunteers who will complete their tours this coming June, and that without such Moroccan teachers there will be no programs at these CFPs after the end of the current academic year. The urgency of Ministry action to recruit teachers is thus obvious.

I) Customs Delays

Instances of project goods and personal effects being held by Moroccan Customs at the ports of entry for long periods despite clear provisions in the HRM contract for duty-free entry, and despite repeated efforts to clear the shipment concerned, have been described above in Section II.(I). To recapitulate here, a shipment of household effects for three HRM team members took three months after arrival to clear, an air shipment of project-related equipment and supplies took two months and a half to clear, and a project vehicle imported from France had been held up by Customs for more than three months and was still not cleared by the end of the quarter under consideration. In addition to these cases, a carton containing blank video tapes for use at the Tangier Institute, which was hand-carried to Morocco

by a Training Consultant on March 12 was promptly impounded by Customs officers at the Tangier airport. It had not been cleared when the quarter ended.

MAAS officials have often tried to help obtain Customs clearance. It is recognized that the problem lies elsewhere in the Moroccan bureaucracy, but it is nevertheless through the Ministry of Handicrafts and Social Affairs that HRM must approach Customs officials. One wonders, therefore, if steps could not be initiated at a high level within MAAS to facilitate duty-free entry of authorized goods in a more routine and rapid manner.

J) Slowness of Communication

This problem refers to the slowness of mail, whether international or by diplomatic pouch, between Morocco and the U.S. It has been mentioned in an earlier Quarterly Report and is not likely to be reduced in the near future. It is pertinent to note here, however, that HRM has ordered a telex machine to be installed in its field office at the Tangier Institute. This should at least facilitate some communication, even though there will always remain a need for the physical movement of certain documents between countries.

IV. CONCLUSIONS

In the first two quarters from the date of contract signature, action was mostly limited to general project start-up and the launching of the two-year program at the Institute. The third quarter, covered in the present report, witnessed definite project maturing as activity took place also in connection with other important aspects of the project. There were definite accomplishments, for example, in the start of mid-level training, progress toward identifying the sites of the five pilot CETs, and a start of focusing on evaluation, while the two-year program continued.

With the experience of nine months behind us, certain realities are becoming apparent. One of these is that the project is not going to be able to play out in all details the scenarios envisaged in earlier project documents such as the RFP. This is hardly shocking; no one could have been prescient enough to foresee precisely what would happen in every facet of a project as complex as this one. In addition, experience has shown that

certain points in project documents were ambiguous and certain expectations unrealistic.

It is evident that some of the divergence between earlier hopes and present realities can be attributed to inadequate Ministry performance, but this must be qualified with the observation that some original objectives were probably unrealistic or impractical. In any case, there have been significant changes in Ministry organization and key personnel. Now that the new Ministry team has had a chance to break in, it seems timely for all parties concerned to frankly look together at what has been accomplished, what problems have been encountered, and what can and should be done in the future.

HRM therefore urges that working sessions begin as soon as possible involving representatives of MAAS, USAID and HRM. The purpose would be to chart realistic and realisable objectives for each aspect of the project and to apportion responsibilities, with each party making firm commitments for its share of the joint tasks. A review of the past would certainly be a part of the process, but it should be undertaken not in a spirit of recrimination or reproach but rather to help set realistic objectives for the future. Eventual modifications to the present MAAS-HRM contract would be one natural outcome of this joint undertaking. In this way, it should be possible to make rapid progress toward resolving the serious problems mentioned in this report, such as insufficient staffing, lack of a library and textbooks, and ambiguities concerning the five pilot centers.