

REPORT ON HUMAN RESOURCES

PART 1: TRANSFORMING PUBLIC ADMINISTRATION: A CONTINUING CHALLENGE

The Government has an unwavering interest in building a modern, efficient and transparent public administration that is consistent with current and future challenges. It has therefore subscribed to the royal guidelines issued in this sense and reinforced by the relevant criticisms made regarding certain deviations from the public service. Creating an administration that serves the citizen, which is anchored in an environment subject to continuous change and even major upheaval, and that is involved in the development dynamic set in motion by Morocco remains a challenge to be met. It is clear that beyond the debate on the reform of the Administration, the simplification of procedures and reform plans, a collective awareness of the role of public service as a vector of development remains the keystone of the transformation of the public administration.

I. The Administration in the era of COVID-19, from resilience to recovery

1. Consolidation of regulatory and managerial efforts

In this unprecedented context imposed by the pandemic, the public administration has taken measures to manage its operations and to reconcile the imperatives of continuity of public service, the health of civil servants and that of citizens. In fact, preventive measures were introduced, through a regulatory system (circulars n°1/2020 of March 16, 2020 and n°2 of April 1, 2020 from the Minister of Economy, Finance and Administration Reform). The circular of the Minister of Economy, Finance and Administration Reform, n°2020/4 of May 22nd 2020 relating to measures and procedures for the resumption of work in public establishments, has for its part framed the functioning of the public service in the post state of emergency period. It has also presented many practices to be developed by the public agent and the user.

In addition, teleworking and videoconferencing were promoted as alternatives to face-to-face work.

2. Payroll processing for public employees in the context of the pandemic

Given the declared health emergency and the enactment of accompanying measures relating thereto, resources were used to digitize procedures to ensure the processing of the payroll of civil servants, local authorities and other public bodies. Particular attention was devoted to:

- The end-to-end preparation of the payroll of more than a million civil employees for the months of April to June 2020 in teleworking mode;
- The contribution to the fight against the socio-economic effects of the pandemic: Following the surge of solidarity initiated by the Royal Solicitude for the fight against the socio-economic effects of the pandemic,
- Digitalization of administrative procedures; 2 projects have been finalized:

II. The reform of the Administration, from the National Administration Reform Plan (NARP) to the New Development Model

1. National Administration Reform Plan 2018-2021, developments to be confirmed

Bringing the reform of the Administration into line with the development dynamics outlined by the Government has been a fundamental issue for the 2018-2021 NARP, which has focused on the

implementation of multidimensional structural transformations of an organizational, managerial, digital and ethical nature. At first, the assembly and execution of the bank of projects programmed under this plan were to be spread out between June 2018 and the end of 2021. As such, large-scale projects have been implemented including the Law on the right of access to information, the Charter on public services and the National Charter of administrative deconcentration.

2. The reform of the Administration through the New Development Model

The so-called "Special Commission on the Development Model (SCDM)" submitted a general report to His Majesty on May 25th 2021, in which it presented a detailed analysis of areas such as health, agriculture, energy and industrial development, but also revealed the difficulties of the public administration in developing accessible and quality services. The multi-source diagnosis noted a significant deficit in the culture of performance and leadership, the pronounced recourse to external expertise and the installation of certain negative citizen perceptions of the public service. The report echoes citizens' aspirations for greater transparency in the administration and better quality of public service by taking advantage of digitalization. It also stresses the need to strengthen the attractiveness of the national and local civil service, to identify pools of skills and to improve the performance and efficiency of the administration.

III. PRIORITY AREAS OF REFORM, STRATEGIC CHOICES TO BE MAINTAINED

The public administration, in its capacity as a development actor, is actively carrying out its priority reform plans, while making the adjustments required by the current situation.

1. The simplification of administrative procedures "Idarati" or the great breakthrough

The will to give an impulse to the simplification of procedures was translated by the Law n°55-19 relating to the simplification of procedures and administrative formalities. This device helped to establish and consolidate the principles to govern the relation of the Administration with the citizen in particular the confidence, transparency, proximity, the continuous improvement of the public services and the harmonization of the administrative act with the required documents. Thus, as of June 21st 2021, 800 administrative acts without a regulatory basis have been eliminated. The official launch of the national portal of administrative formalities and procedures www.idarati.ma on April 21st 2021 was also one of the major aspect of the above-mentioned law.

The aforementioned law gave public administrations a period of five years, starting from its entry into force, to digitize the procedures and formalities related to the processing and issuance of administrative acts within their area of competence.

2. Administrative deconcentration, a pace to be reinforced

Efforts were made to implement the National Charter for Administrative Deconcentration (Decree No. 2.17.618 of December 26, 2018) and the related roadmap (Circular of the Head of Government No. 17/2020 of October 27, 2020). In this respect, a review of the legislative and regulatory texts accompanying the implementation of the said charter is required, as indicated in the annual report on the results of the proceedings of the interministerial commission on administrative deconcentration. These texts relate essentially to the rules governing the organization of ministerial departments, deconcentrated services, joint administrative representations at the territorial level, and procedures relating to appointment in the public administration and to positions of responsibility, as well as to the human resources management system (regional recruitment, mobility, promotions, vocational training, etc.). Ensuring a regulatory basis for delegation issues and governance and monitoring mechanisms is also on the agenda.

3. The High Public Service, a real tool for supporting projects

The restructuring of the High Civil Service is inseparable from the overall reform of the Administration. The objective is to bring in high-level skills able to manage public services according to modern and efficient management tools, while relying on objective criteria of merit,

professionalism and accountability.

This reflects the Royal recommendations to the Government to bring this category of the civil service personnel in line with the major reforms undertaken by our country in all areas.

4. Digitalization, a key link in the development dynamics of the Public Administration

The digitization of administrative functions is of the utmost importance to the Government as it substantially improves the quality of public service and the relationship between the Administration and the user. This strategic choice has given the Digital Development Agency (DDA) a central role in building a coherent digital strategy for the State.

In this context, the government has adopted a roadmap by publishing a "memorandum of general guidelines for digital development in Morocco by 2025", which reflects the desire to accelerate the digital transformation to meet the socio-economic challenges facing our country.

5. The development of human resources

This large-scale project has two major components:

5.1. *The General Statute of the Civil Service (SGFP)*

The consideration of a new draft of the General Statute of the Civil Service (SGFP) that is inclusive and supports all aspects revolving around the Civil Service in accordance with the constitutional provisions and the new managerial imperatives, is constantly of crucial importance.

5.2. *Strengthening inter-administration HR synergy: HRIS-AP (Human Resources Information System)*

This system launched on March 25th 2021 by the Department of Administrative Reform aims to provide ministerial departments with a common and shared information system of data and modernize the tools of human resource management and skills development. As such, workshops were held from May 5th 2021 to June 14th of the same year for the benefit of HR managers of 4 pilot departments to agree, among others, on the following points

- The identification of the functional needs of the future users of the system, taking into account the specificities of the departments;
- Access rights;
- Data exchange and control protocols.

IV. THE ETHICAL CHALLENGES OF PUBLIC ADMINISTRATION, CONSOLIDATION OF GOVERNANCE

The moralization of the Civil Service is an important lever in building a State based the Rule of Law and the restoration of confidence between the institutions of the State and the citizen. This project is articulated around 2 key axes:

1. The fight against corruption

In order to give impetus to this dynamic, Law No. 46-19 on the National Authority for Probity, Prevention and the Fight against Corruption was enacted in May 2021. This law sets out, among other things, the prerogatives of this body in terms of proposing guidelines to the government on the fight against corruption and extending the scope of action of the commissioners of the body in charge of investigation and inquiry.

2. Open Government

The government is working to make its actions credible to citizens and investors and to be transparent with foreign partners. It is also making sure that its actions are in line with Morocco's Open Government commitments, which focus on budget transparency, access to information, the fight against corruption and communication/awareness.

Furthermore, in the self-assessment report of the Open Government national action plan for the period

2018-2020, it was stated that the rate of progress in the implementation of the 2018-2020 national action plan was 84% by the end of 2020.

PART 2: HUMAN RESOURCES IN THE MOROCCAN CIVIL SERVICE

I. EVOLUTION OF THE POPULATION AND THE CIVIL PERSONNEL DURING THE PERIOD 2011-2021

1. Population and number of civil employees

Morocco has recorded, within a decade, significant population change, with the population maintaining its upward trend, rising from 32.58 million inhabitants in 2011 to 36.31 million in 2021, and thus showing an average additional growth of 373,000 inhabitants per year.

Moreover, the evolution of the working population between 2011 and 2021 led to an average growth of about 75,100 additional workers per year out of the 11.54 million workers recorded in 2011 to reach 12.29 million people in 2021, an average annual growth rate of 0.63% per year. This growth is mainly urban with a rate of 2.11% per year against an observed decline in the rural population of 1.29% per year.

In this regard, the Moroccan civil service has in 2021, 570,769 civil servants, an administration rate of about 15.7‰, representing nearly 16 civil employees per 1,000 inhabitants and more than 46 civil employees per 1,000 inhabitants of the active population.

To this end, the budgetary strength of the state's civil personnel increased from 566,718 in 2011 to 570,769 in 2021 thus recording an increase of 0.71%, with an average annual growth rate of 0.07%.

2. Evolution of the creation and deletion of budgetary positions

The evolution of the number of civil servants is the result of movements of entries and exits, in this case the creation and deletion of budgetary positions mainly due to retirement age.

2.1. Creation of budgetary positions

The public service is highly dependent on the human resources that support it. To this end, the government is committed to creating budgetary positions in each finance law in order to provide the administrations with the necessary skills to ensure efficient and quality public services. It is clear that the budgetary constraints weigh on this process and impose the limitation of creations to the real needs of the administration.

For this purpose, the government has proceeded within the framework of the finance act for the year 2021 to the creation of 21,256 budgetary positions (including 300 positions that the head of government is responsible for distributing among the various ministerial departments or institutions and including 200 positions dedicated to people with disabilities).

In retrospect, it should be noted that for the decade 2011-2021, 249,052 budgetary positions were created, in addition to 102,000 positions created for the recruitment of teachers at the level of Regional Academies of Education and Training (AREF).

2.2. Deletion of budgetary positions

Retirements generate 78% of the positions eliminated during the 2011-2021 decade and are therefore the primary driver of budget position eliminations.

3. Access to the public service

3.1. Recruitment competition

The recruitment policy in the Moroccan civil service is strongly influenced by the provisions of Article 31 of the Constitution enshrining the principle of equality of citizens for access to public jobs according to merit. It also complies with the terms of Article 22 of the General Statute of the Civil Service establishing the competition as a general rule of access to the civil service.

Thus, the ministerial departments have proceeded since 2012 until the end of the first semester of 2021 to the announcement of 2,390 competitions to fill 110,556 budgetary positions, which represents an average of more than 46 positions opened per competition.

Indeed, the holding of competitions has been largely affected by the Covid-19 pandemic. The latter has put pressure on the public administration to take into account the preventive measures taken to contain the spread of the virus and to comply with the decision on the prohibition of all public gatherings involving more than 50 people, thus prioritizing the health of citizens.

3.2. Special unified competition for the recruitment of people with disabilities

In this regard, it should be noted that 3 unified competitive examinations for recruitment in the civil service, all sectors combined, have been organized for the benefit of people with disabilities, under the supervision of the Head of Government and the Ministry of Economy, Finance and Administration Reform.

- The first unified competition of its kind was opened as of December 23, 2018 exclusively to persons with disabilities who hold a bachelor's degree or equivalent, regardless of specialty, to fill 50 3rd grade administrator positions ;
- The second competition was opened on December 15, 2019, to fill 200 budgetary positions including 120 3rd grade administrator positions, 40 2nd grade administrator positions and 40 3rd grade technician positions ;
- The third unified competition was opened on February 22nd 2021 for the recruitment of 320 positions of 3rd grade administrator, 40 positions of 2nd grade administrator, 20 positions of 3rd grade technician and 20 positions of 4th grade technician. In total, 400 budgetary positions, cumulated for the year 2020 and 2021, were distributed among 15 ministerial departments.

It should be recalled that this 3rd edition of the unified competition for people with disabilities took place under exceptional circumstances, due to the epidemiological situation in our country. Indeed, digitization was used during the various stages of the competition and the tests were carried out in videoconference, with the participation of 1,716 candidates distributed among thirty centres in the different regions of the Kingdom.

3.3. Recruitment of experts

Expert recruitments are made by contract in accordance with Decree No. 2-15-770 of August 9th 2016 establishing the conditions and modalities of recruitment by contract in public administrations.

In view of this, 46 calls for applications were opened to recruit 73 experts, from the year 2018 until the end of the first half of 2021

4. Appointments to senior and responsible positions

4.1. Senior Job Appointments

In addition, the national forum of the senior civil service, held in Skhirate in 2018 and marked by the call of His Majesty the King recommended a review of appointment procedures for senior positions in order to recognize merit, attractiveness and accountability.

In this regard, 1,319 appointments to senior positions have been approved since the entry into force of the aforementioned law and until the end of June of the year 2021.

4.2. Appointments to Division Heads and Department Heads in public administrations

Since the implementation of Decree No. 2-11-681 of November 25, 2011 setting the terms of appointment of heads of divisions and heads of departments in public administrations, and until the first half of the year

2021, 1,999 calls for applications were launched to fill 11,739 positions of responsibility at the level of different public administrations. These positions of responsibility are divided into 9,017 positions of head of department and assimilated and 2,722 positions of head of division and assimilated, and this as follows:

II. CURRENT STATUS OF CIVIL EMPLOYEES

The analysis of the 2021 budgetary workforce, in terms of its structure by gender, status, scale and age group, as well as at the sectoral and spatial level, reveals a disparity in the distribution of human capital in the public service.

1. Distribution by department

In 2021, the civil service will have 570,769 civil servants, with a marked concentration (more than 90%) in six ministerial departments.

Indeed, the Department of National Education, Vocational Training, Higher Education and Scientific Research accounts for almost half of the State's civilian workforce (44.7%), followed by the Departments of the Interior (26.7%), Health (10.4%), Justice (3.4%), the Economy, Finance and Administrative Reform (3.3%) and the Prison Administration (2.2%). The other ministerial departments combined employ 9.3% of civil employees.

2. Classification by scale groups

Analysis of the distribution of budgetary staff by scale group makes it possible to assess the management rate in the public administration in relation to the rates for supervisory and executive staff.

Thus, the structure of the civilian staff of the State by scale group shows a clear improvement in the level of management within the public administration with a rate of 66.7% in 2021 against 56.3% in 2011. This evolution is particularly due to the promotion in grade and the massive recruitment of managers in recent years;

3. Distribution by status

The statutes governing the State's civilian personnel were harmonized and merged with a view to optimizing and rationalizing human resources management in the public administration. This was achieved through standardizing procedures and reducing the number of statutes, executives and grades. Thus, three main categories of statutes have been established: interministerial statutes, other special statutes and special statutes that govern respectively 29, 68% and 3% of all civil servants in the State.

4. Distribution by age group

The age structure of civil servants thus provides human resource managers with visibility in terms of retirement forecasts, consideration of appropriate programs, skills transfer, and recruitment strategies to meet the human resource needs of administrations.

The distribution of civilian personnel by age group for the year 2021 has the following main characteristics:

- Young civil servants under 35 years constitute 20.8% of the total number of civil employees in the State;
- Civil employees in the [35, 50[and 50+ age groups constitute 42.1% and 37.1% respectively.

5. Projected age-related retirements for the period 2021-2025

Following the parametric reforms of the pension system, in particular the part relating to the increase of the retirement age from 60 to 63, at a rate of 6 months per year, the Moroccan Pension Fund foresees for the next 5 years, the retirement of 55,663 civil servants for age limit, as follows:

Year	Workforce	Cumulative workforce
2021	11.742	-

2022	10.819	22.561
2023	9.345	31.906
2024	11.903	43.809
2025	11.854	55.663

6. Distribution by gender

At the national level, the 2011 constitution instituted the principle of equality between men and women, notably in its article 19, which states that "the State shall work towards parity between men and women..." and by announcing the establishment of an authority for parity and the fight against all forms of discrimination.

Similarly, Morocco is working to give the gender approach a clearly defined basis in its budgetary choices through Gender Responsive Budgeting.

Nevertheless, despite these advances, coupled with the strategies carried out by the government, with the support of UN bodies, the level of integration of women in the labor market is not yet up to the level of aspirations in terms of female representation and access to decision-making positions.

This trend is confirmed by the current rate of feminization in the public administration, which is only 35.6%, against 64.4% for men.

7. Distribution by region

The current distribution of civil employees of the State by region shows great disparities, as follows:

- Nearly 68% of the State's civilian staff is concentrated in five regions, namely: Rabat–Salé–Kénitra, Casablanca–Settat, Fès–Meknès, Marrakech–Safi et Tanger–Tétouan–Al Hoceima ;
- The 7 other regions of the Kingdom benefit from nearly 32% of all these officials.

PART 3: PERSONNEL COSTS

Personnel costs are an important component in the structure of public spending in view of the large amounts of money they mobilize, and logically arouse particular interest on the part of the government in terms of budgeting, rationalization and control in a context marked by the scarcity of resources. Moreover, it is clear that the years 2020 and 2021 have been marked, like other countries in the world, by a difficult situation caused by the COVID-19 pandemic and its multiple health, economic and social consequences. Within this unusual context, the government has been reactive and has undertaken, under the enlightened guidance of His Majesty the King, a series of measures to contain this pandemic at the health, economic and social levels, while ensuring that the necessary financial resources are mobilized for this purpose.

I. Evolution of personnel costs during the period 2011-2021

Personnel costs, excluding State contributions for pensions and social security, have risen from 88.97 billion dirhams in 2011 to 121.26 billion dirhams in 2021, i.e. an overall increase of 36.28% and an average annual increase of 3.82%.

These costs reached 139.86 billion dirhams for the year 2021, including the above-mentioned employer contributions.

1. Ratio of personnel costs to Gross Domestic Product (GDP)

This indicator recorded an average rate of almost 10.47% between the years 2011 and 2021, not taking into account the employer's contributions for retirement and social security.

Starting from 2020 and following the integration of government contributions for retirement and social security into personnel costs, this ratio reached 12.26% and 12% in 2020 and 2021 respectively.

2. Ratio of personnel costs to the General Budget (GB)

Over the period 2011-2021, personnel costs represent an average proportion of approximately 32.81% of General Budget expenses. It should be noted that in 2021, this ratio recorded a rate of 31.87%.

Taking into account the State's contributions (pension and social security), this ratio amounts to 33.69% and 36.76% in 2020 and 2021 respectively.

3. Ratio of Personnel Costs to Operating Budget

This indicator has stabilized at an average annual rate of 52.89%.

Taking into account the State's pension and social security contributions, this ratio amounts to 60.26% and 62% in 2020 and 2021 respectively.

4. Ratio of Personnel Costs to Ordinary Revenue

This ratio recorded during the period 2011-2021 an annual average of 43.32%. However, it should be noted that this ratio reached 53.08% in 2021.

Taking into account the integration of the State's contributions for retirement and social security, the said ratio amounts to 51.95% and 61.23% in 2020 and 2021 respectively.

II. Civil service personnel costs for the year 2021

1. Civilian Personnel Expenditures by Department

Nearly 90% of the State's civilian personnel expenditure is concentrated in six ministerial departments, namely: the Ministry of National Education, Vocational Training, Higher Education and Scientific Research with 48.74%, the Ministry of the Interior with 19.93%, the Ministries of Health, Justice, the Economy, Finance and Foreign Affairs, with 10.64%, 4.81%, 3.13% and 2.47% respectively. The other

departments account for nearly 10.28% of the personnel credits.

2. Civilian Personnel Expenditures by Region

The breakdown of personnel costs by region shows the following observations:

- 77% of personnel costs are concentrated in the regions of Rabat-Salé-Kénitra, Casablanca-Settat, Fès-Meknès, Tanger-Tétouan-Al Hoceima, Marrakech-Safi et Souss-Massa;
- The Rabat-Salé-Kénitra region is credited with nearly 20% of the State's civilian personnel costs. This concentration is particularly due to the clustering of central administrations in the city of Rabat.

4. Key indicators for public service salary levels for the year 2021

4.1. Average net monthly salary in the public service

The average net monthly salary in the civil service increased by 15.71% between 2011 and 2021 from DH 7,150 to DH 8,237, an average annual increase of 2.15%.

4.2. Average net monthly salary by department

The level of the average net salary varies from one department to another. Thus, in 2021, the average net salary recorded at the level of the Department of Justice amounts to 12,145 dirhams against 9,482; 9,279; 8,330 and 6,487 dirhams recorded respectively at the level of the Departments of National Education and Higher Education, Health, Economy, Finance and the Interior

4.3. Average net monthly salary by scale group

The structure of the average net monthly salary by scale group in 2021 is as follows:

- Executive staff classified at scales <= 6: DH 4,473 ;
- Supervisory staff classified in scales 7 to 9: DH 5,662;
- Category of executives and senior executives (scale 10 and above): 9,850 DH.

4.4. Distribution of civil servants by salary bracket

This distribution has the following main characteristics:

- 8.55% of civil servants receive a net monthly salary of between DH 3,000 and DH 4,000;
- Nearly 32.38% of civil servants have a net monthly salary of DH 6,000 or less;
- 61.04% of civil servants receive a net monthly salary of between DH 6,000 and DH 14,000;
- 1.84% of civil servants receive net salaries exceeding DH 20,000 per month.

4.5. Minimum wage

The minimum wage in the civil service has undergone in recent years significant revisions from 2,800 DH in 2011 to 3,000 DH in 2014 to reach 3,362 DH in 2021, and this following the decisions taken in the various sessions of social dialogue.

III. EXECUTION OF PERSONNEL COSTS

1. Execution of personnel costs for the year 2020

1.1. Retrospective analysis of personnel costs

With a realization rate of nearly 98.23% compared to the Finance Act forecasts for fiscal year 2020, personnel costs actually served for this year stabilized at around 133.5 MMDH (115.8 MMDH paid by the Directorate of Personnel Costs (DDP) and 17.7 MMDH paid by the accountants of the GTK networks) against 127.7 MMDH in 2019¹. In this respect, it should be pointed out that the rate of execution of staff

1. Including state pension and social security contributions.

expenditure has improved significantly thanks to the rigorous efforts made by the various authorizing officers in programming and executing this expenditure, with the support and assistance of the relevant departments of the Ministry of the Economy, Finance.

It should be noted that almost 90% of the personnel expenses incurred in 2020 concern 5 ministries.

1.3. Regularizations for recruitments, grade and step advancements

The regularizations carried out for grade and step advancements in 2020 have mobilized respectively MAD 1,304 million and MAD 492 million, i.e. 40.6% and 15.3% of the total amount of regularizations carried out by the Directorate of Personnel Costs, which required a budget of MAD 3,210 million. This envelope represents 2.77% of the total personnel costs served by the DDP in 2020.

Regularizations related to recruitment and reintegration operations required 265 MDH against 551 MDH for the year 2019, i.e. a decrease of 51.9% resulting mainly from the postponement of some promotions and recruitment competitions to the year 2020, and this in accordance with the provisions of the circular of the Head of Government n°03/2020 dated March 25th 2020.

1.4. Regulatory withholding component

In 2020, statutory deductions for income tax and social security contributions amounted to MAD 40.508 billion, i.e. MAD 8,911 million and MAD 31,597 million respectively, which represents 34.98% of the personnel expenses paid by the DDP.

2. Execution of personnel costs for the year 2021 (from January 1st to August 31st 2021)

The execution of personnel costs over the first 8 months of the year 2021 amounted to MAD 94.658 billion. Nearly MAD 81.407 billion of this amount were served by the Directorate of Personnel Costs (DDP) and MAD 13.251 billion by the accountants of the GTK networks, i.e. a realization rate of 67.7% compared to the forecasts of personnel costs for the year 2021.