

Report on Human resources (Synthesis)

PART 1:

Transforming public administration: a constant challenge, unwavering determination and confirmed choices

Public administration reform, strongly encouraged by the Royal High Directions, is at the heart of the Government's concerns. Its priority aims are to establish citizen-centric public action, implement innovative management and organizational methods, and improve the quality and efficiency of public services.

I. SOCIAL DIALOGUE: A REMARKABLE TOOL FOR REGULATING LABOR RELATIONS AND DEVELOPING HUMAN RESOURCES

The social dialogue initiated in 2024 was central in scope, formalized in the measures taken as part of the central social dialogue, and sectoral, through the measures decided as part of the sectoral social dialogue, particularly concerning the National Education and Health sectors.

1. Central social dialogue, a significant step towards consolidating social peace: agreement of April 29, 2024

On April 29, 2024, in a bid to contain social tensions and motivate the working class (public and private sectors), the Government sealed an agreement with the economic and social partners, within the framework of the central social dialogue. The tripartite agreement includes the following measures:

➤ **Income-enhancing measures :**

- **Public Sector**

A net monthly increase of DH1,000, to be paid in 2 equal instalments (July 1, 2024, July 1, 2025), in the salaries of State employees, local authorities and public establishments that have not yet benefited from a salary review.

It should be noted that the texts implementing the salary increases for civil servants were published in Official Bulletin no. 7320 of July 25, 2024, and the first tranche has already been paid.

- **Private sector**

- 10% increase in the guaranteed minimum salary (SMIG) applied in two tranches (5% on January 1, 2025 and 5% on January 1, 2026);
- 10% increase in the SMAG (Guaranteed Minimum Agricultural Salary) applied in two tranches (5% on April 1, 2025 and 5% on April 1, 2026).

Following this agreement, the government is also planning to revise the Income Tax (Impôt sur le Revenu - IR), with effect from January 1, 2025.

2. Sectoral social dialogue at the Ministry of National Education (MEN): agreements of January 14, 2023, December 10 and 26, 2023

The Government has concluded three agreements, namely the agreement of January 14, 2023 and the agreements of December 10 and 26, 2023, with the most representative National Education unions. The main points of these agreements are as follows:

- Introduction of a new, unified and motivating special statute governing both the Ministry's civil servants and those of the Regional Education and Training Academies;
- Improved material conditions for all MEN staff through a general net monthly increase in statutory salaries of DH1,500, divided into two tranches (January 1, 2024, January 1, 2025);
- Creation of an additional grade (Hors Echelle) and granting of bonus years to staff whose career path ends at scale 11;
- Revaluation and introduction of supplementary allowances for certain categories of MEN staff.

3. Sectoral social dialogue of the Ministry of Health and Social Protection: agreement of July 23, 2024.

The Ministry of Health and Social Protection and the sector's trade unions have reached an agreement that provides for the following main measures:

- Net monthly increases of DH500 and DH200 for nurses and administrative staff respectively, effective July 1, 2025;
- Revision of on-call **compensation** for healthcare professionals ;
- Extension of the risk allowance to teaching researchers working at the Ministry.

Taking into account all the agreements reached as part of the social dialogue for the period 2022-2024, the total annual cost of all the measures taken would amount to almost 45 billion dirhams by 2026.

II. STRUCTURING ADMINISTRATIVE REFORM PROJECTS

1. Digitization: a remarkable breakthrough

Large-scale digitization has brought about significant economic and societal change. It is also presented by certain schools of thought as a solution to many development issues, and as such, is seen as an imperative rather than a mere option. What's more, digitalization now plays a key role in the operation of public services.

1.1. Main thrusts of the Government's digital strategy

The government's digital agenda is now based on the Maroc Digital 2030 strategy, which was drawn up with a view to building a sustainable and relevant digital ecosystem, lucidly assessing the economic challenges of digital technology and identifying its implications for society. It is also in line with the government's determination to take the unavoidable turn towards digital transformation, in order to modernize public action and better serve citizens and businesses.

This strategy has two main focuses:

Axis 1- Digitizing public services to better serve citizens and businesses (E-Gov)

Axis 2- Boosting the digital economy to produce Moroccan digital solutions and create value and jobs.

The deployment of the Maroc Digital 2030 strategy should concomitantly take into account 2 essential

parameters, namely:

- The enormous potential of Artificial Intelligence (AI) to support the digitization of public services and improve the quality of services delivered to citizens and businesses. This can only be achieved by strengthening the AI ecosystem.
- The relevance of **inclusive digital usage** covering different geographical areas and reaching different categories of the population.

1.2. Digital Development Agency (DDA): a catalyst for the government's digital strategy

The DDA was created under law no. 61.16 published in the Official Bulletin no. 6622 of November 16, 2017. The DDA, which operates under the supervision of the department in charge of Digital Transition, is vested with the mission of executing the Government's digital development strategy. Under the prerogatives conferred on it, it is responsible for structuring the digital ecosystem, notably through the promotion of "Smart Government" focused on the digitization of public services, stimulating the digital economy and business competitiveness, strengthening the dynamics of research and innovation and accelerating digital inclusion via digital tools.

2. Administrative deconcentration: good prospects

As soon as decree no. 2-17-618 (December 26, 2018) on the national charter for administrative deconcentration and decree no. 2-19-40 (January 24, 2019) setting the reference master plan for administrative deconcentration were published, efforts were deployed to make a success of this strategic project.

➤ The next stages of the project:

- Continued implementation of the legislative and regulatory framework for administrative deconcentration, in particular the publication of the above-mentioned draft decrees;
- Accelerate the transfer of investment acts to decentralized departments and the publication of related legislative and regulatory texts;
- Revising the administrative structures of central and deconcentrated services to bring them into line with the attributions defined in the administrative deconcentration master plans;
- Updating and approval of administrative deconcentration master plans.

3. Simplifying administrative procedures

To this end, the government has undertaken a number of initiatives to simplify administrative procedures and improve the speed with which the administration operates, based on digitalization. This commitment has been strongly formalized through the implementation of several portals, notably the National Portal for Administrative Procedures and Formalities (IDARATI), the National Claims Portal (Chikaya), the Portal for Transparency and Access to Information (Chafafiya), the Public Services Geolocation Portal, the Public Employment Portal and the Administrative Call and Referral Center.

The CRI-INVEST electronic platform has also been set up, in line with the government's ambition to attract investment and facilitate the process.

4. Consolidating the official status of the Amazigh language: a commitment that is taking shape

The government is actively involved in the implementation of the roadmap for the official status of the Amazigh language, covering a wide range of measures mainly affecting the administration, public services, justice, education, culture and the audiovisual sector. To this end, 300 million DH have been earmarked for this project in the 2024 Finance Law.

Moreover, as part of the government's manifest commitment to integrating the Amazigh language into public institutions, agreements were signed in 2024 between several ministerial departments and public institutions to provide some public administrations with agents responsible for directing the Amazigh-speaking public. There are also plans to introduce the Amazigh language into 10 official public administration websites.

It should be noted that January 14 (the Amazigh New Year) has been declared an official national holiday in Morocco.

PART 2: HUMAN RESOURCES IN THE MOROCCAN CIVIL SERVICE

I. TRENDS IN THE POPULATION AND WORKFORCE OF CIVIL SERVANTS OVER THE 2014-2024 PERIOD

1. Changes in the population and the number of civil servants working for the State

1.1. Population trends

In the space of a decade, Morocco has recorded significant demographic variations, with the population maintaining its upward trend, rising from 33.77 million in 2014 to 37.37 million in 2024, with growth of 10.66% over this period and an average additional increase of 360,014 inhabitants per year.

The annual demographic growth rate for the period 2014-2024 decelerated by 0.23 points, from 1.17% in 2014 to 0.94% in 2024, giving an average annual rate of 1.02% for the period under review, close to the annual demographic growth rate for the world population of almost 1%.

Between the second quarter of 2014 and the second quarter of 2024, the working population is expected to grow by an average of around 48,500 additional workers per year, reaching 12.49 million by 2024, an average annual growth rate of 0.40%. This growth is essentially urban, with a rate of 2.2% per year, compared with a decline in the rural population of 2.03% per year.

1.2. Growth in the number of civil servants working for the State

In 2024, the Moroccan civil service will number 570,917 civil servants, representing an administration rate of 15.3‰. So on average, 15 civil servants serve 1,000 people, and almost 48 civil servants for 1,000 inhabitants of the active population.

Over the period 2014-2024, the ratio of civil servant coverage to the total population and to the working population averaged 1.61% and 4.77% respectively, although a downward trend began in 2016.

The budgeted number of civil servants employed by the State fell from 578,057 in 2014 to 570,917 in 2024, representing an overall decline of around 1.24%.

This slight downward trend, recorded since 2016, is the result of the combined effect of the teacher recruitment operation at the level of the Regional Academies of Education and Training (AREF) since that year¹, and the massive retirements, due to age limit or early retirement, notably of staff from the Ministry of National Education.

2. Changes in the creation and elimination of budget posts

2.1. Creation of budget posts

Under the 2024 Finance Act, the Government has created 30,034 budgetary positions for ministries and institutions. The Head of Government is empowered to allocate 500 budgetary positions among the various ministerial departments or institutions, 200 of which are reserved for the recruitment of people with disabilities.

For the period 2014-2024, 264,812 budget posts have been created, in addition to 159,000 posts created at the level of the Regional Academies of Education and Training (RAET) for the recruitment of primary and secondary school teachers.

For the 2014-2024 period, the priority in terms of new budget posts has been given to the social and security departments. Indeed, 63% of the positions created were allocated to the Interior, National Education and Higher Education, and Health departments.

2.2. Deletion of budget posts

Retirements are the main reason for the loss of budget positions, accounting for almost 82% of all job losses in the various departments between 2014 and 2024.

The reductions in budget posts for this period are as follows:

- 62% of the budget posts eliminated during the period under review were in the National Education department, i.e. 119,028 posts eliminated;
- The departments of Health, Interior, Higher Education, Economy and Finance, and Agriculture respectively accounted for 11%, 8%, 4%, 3% and 1% of all job cuts during the period under review, i.e. 22,138, 15,317, 8,457, 5,865 and 2,451 posts respectively;
- Reductions in other departments accounted for 19,719 jobs, or almost 10% of all job losses over the same period.

3. Access to the civil service

3.1. Recruitment competitions

During the period from 2014 to September 2024, ministerial departments announced 3,297 competitions to fill 164,050 budget positions, representing an average of 50 positions per competition.

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

The fifth edition of these competitions, dated February 25, 2024, targeted the recruitment of 280 third-grade administrator positions, 50 second-grade administrator positions, 45 third-grade technician positions and 25 fourth-grade technician positions, i.e. a total of 400 budget positions for the years 2023 and 2024.

Moreover, to enable candidates to take their exams in the best possible conditions, the competitions were organized at four regional centers: Rabat, Fez, Marrakech and Agadir.

Since the launch of this operation in 2018, public administrations have recruited a total of 1,246 candidates with disabilities, broken down by grade as follows:

- 160 2nd grade administrators with a Master's degree;
- 910 3rd grade administrators among holders of the bachelor's degree ;
- 116 3rd grade technicians among holders of the specialized technician diploma ;
- 60 4th grade technicians from among holders of the technician diploma.

In addition, the success rate for women following these five editions of the competition has improved significantly, rising from 18% in 2018 to 33% in 2024.

3.3. Recruiting experts

Expert recruitment by contract is carried out in accordance with Decree no. 2-15-770 of August 9, 2016, defining the terms and conditions for contract recruitment in public administrations. This decree enables the various departments to meet their needs for skills and expertise in various fields, particularly for the execution and monitoring of major and structuring projects.

With this in mind, 93 calls for applications have been launched to recruit 132 experts from 2018 to September 2024.

4. Appointments to senior posts and positions of responsibility

4.1. Appointments to senior posts

Appointments to senior posts are governed by dahir no. 1-12-20 of July 17, 2012 implementing organic law no. 02-12 on appointments to senior posts in application of the provisions of articles 49 and 92 of the constitution on these functions.

In this respect, 1,463 appointments to senior positions have been recorded from 2014 to September 2024.

It should be noted that the Government Council's deliberations on appointments to senior posts mainly concerned the post of Director (78.8%), followed by the post of Faculty Rector with almost 11.3%.

The breakdown of appointments by department for the 2014-2024 period shows that the Ministry of Higher Education, Scientific Research and Innovation accounts for 24.2% of appointments made during this period, followed by the Ministry of National Territory Planning, Land Planning, Housing and City Policy with 11.4%, and the Ministry of equipment and water with 8%. The Ministry of Agriculture, Fisheries, Rural Development and Water and Forests and the Ministry of National Education, Preschool and Sports took 6.8% and 6.5% of these appointments respectively.

In addition, the representation of women in these appointments for the above-mentioned period and according to the position held shows that:

- Of the total number of appointments to the position of Inspector General, women accounted for 18.9%, and of all appointments to the positions of Director and General Secretary, women accounted for 15.7% and 13.1% respectively;
- Of a total of 209 female appointments made during this period, 86.6% were Directors, 4.8% were Inspectors General and 7.6% were Secretaries General and Rectors of Faculties, with equal shares of 3.8% for each post;
- In relation to the total number of appointments (men and women), the position of Director and Assimilated occupied by women represents 12.4%, followed by the position of Inspector General with a share of 0.7%, then the positions of Secretary General and Faculty Rector with an equal share of 0.5%.

It should also be pointed out that, although women's access to positions of responsibility continues to

improve, it is still insufficient to ensure the full integration of women as key players in our country's economic and social development process.

II. CURRENT WORKFORCE OF CIVIL SERVANTS

An analysis of the budgeted number of civil servants for the year 2024, in terms of their structure by grade, status, gender and age bracket, as well as by sector and location, reveals a certain disparity in the distribution of human resources within the civil service.

1. Breakdown by ministerial department

In 2024, the civil service will have 570,917 civil servants, 90.4% of whom will be concentrated in 7 ministerial departments: the Ministry of National Education, Preschool and Sports, and the Ministry of Higher Education, Scientific Research and Innovation, together account for more than 40.3% of the State's civil servant budget. They are followed by the Interior (29.1%), Health and Social Protection (11.8%), Economy and Finance (3.8%), Justice (2.7%), and Penitentiary Administration (2.6%). The other ministerial departments together employ 9.6% of civil servants.

In addition, strengthening human capital, particularly in the National Education Department, is an integral part of the policy to improve school provision and establish a modern public school based on equity, equal opportunities and good governance.

2. Breakdown by scale group

The study of the structure of human capital by levels enables us to assess the level of management within the public administration, and the levels of mastery and execution, with a view to ensuring, as far as possible, a kind of complementarity and balance between these three categories of personnel.

An analysis of the distribution by scale reveals the following trends:

- The management ratio within the public administration has risen sharply, reaching 67.6% in 2024, compared with 65% in 2014. This improvement is mainly the result of grade advancements and recent targeted recruitment operations aimed at managers;
- In 2024, the number of supervisory staff (scales 7 to 9) and operational staff (scale 6 and equivalent) will account for 20% and 12.4% respectively of the budgeted number of civil servants.

3. Breakdown by status

3.1. Interministerial statutes

Representing around 25.4% of the total civil service workforce, interministerial staff include administrators, engineers, technicians, editors, administrative assistants, technical assistants, as well as doctors, nurses, and health technicians.

The structure, by corps, of this staff is as follows

- Nurses and health technicians make up the majority of interministerial staff with a rate of 24.3%, followed by administrators, technicians and editors and technical and administrative assistants with respective shares of 18.1%, 15% and 14.6% ;
- Doctors and engineers account for 10.3% and 7.1% respectively of the civil service's interministerial corps.

3.2. Special status

The number of staff governed by special statutes represents 71.2% of the total civilian workforce. These are mainly personnel from the National Education, Security (DGSN and Protection Civile), Secretariat Registry, Teaching Researchers, Economy and Finance, Penitentiary Administration and others.

An analysis of the composition of this category of civil servants governed by special statutes reveals that civil servants governed by the special statute for national education personnel account for 49.1%, followed by security personnel at 29.7%.

3.3. Special status

The special statutes govern the judiciary, financial jurisdictions, the interior, public authorities and the two chambers of Parliament. A total of 17,604 staff are subject to these statutes, representing 3% of the State's total civilian staff.

4. Breakdown by age group

The breakdown of civilian personnel by age group for 2024 is as follows:

- Young civil servants under the age of 35 account for almost 22% of all civil servants;
- Civil servants in the 35 to 49--age bracket make up 43% of the workforce, while those aged 50 and over account for around 35% of all civil servants.

5. Retirements planned for the 2024-2028 period

According to forecasts by the Caisse Marocaine des Retraites, 65,213 civil servants are expected to retire due to age limits between 2024 and 2028, representing 13% of current civil servants.

6. Breakdown by gender

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

The fact remains that, despite these advances and the strategies pursued by the government, with the support of UN bodies, the level of integration of women in the job market is not yet up to aspirations in terms of female representation and access to decision-making positions. This is confirmed by the current rate of feminization in public administration, which stands at 36.3%, compared with 63.7% for men.

7. Breakdown by region

The current distribution of civil servants by region reveals certain disparities between regions in terms of human resources. Indeed, as illustrated in the table below, almost 70% of civil servants are concentrated in five regions: Rabat-Salé-Kénitra, Casablanca-Settat, Fès-Meknès, Marrakech-Safi and Tanger-Tétouan-Al Hoceima, while the other 7 regions of the Kingdom account for almost 30% of all civil servants.

PART 3: PERSONNEL EXPENSES

Personnel costs are an important component in the structure of public spending, in view of the substantial financial sums they mobilize, and are therefore of particular interest to the Government in terms of budget programming, budgeting, rationalization and control. Indeed, controlling the evolution of this expenditure is of prime importance to the Government, and the challenge is to reconcile the need to provide the administration with the human resources required to ensure the smooth running of public services, with the pressing need to reinforce the stated choices to reallocate budget appropriations to the benefit of the investment budget.

I. CHANGES IN PERSONNEL COSTS OVER THE PERIOD 2014-2024

State personnel costs have risen from 115.42 MMD in 2014 to 161.62 MMD in 2024, representing an overall increase of almost 40% and an average annual increase of 3.42%.

Two phases can be distinguished over the last ten years:

2014-2018: Growth in personnel costs slowed during this period, stabilizing at an annual average of 1.23%. This trend can be explained in part by the combined effect of job cuts due to retirements and government measures to control personnel costs.

2018-2024: A significant increase in personnel costs, averaging +4.92% per annum, was mainly due to the implementation of decisions concerning salary revisions taken during this period as part of the social dialogue with government employees.

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

The average annual ratio of personnel costs to Gross Domestic Product over the last ten years was 10.80%. This indicator fell back over the 2014-2019 period, only to pick up again in 2020 to 11.59%, and then take a downward trajectory to stabilize at around an annual average of 10.81% over the 2021-2024 period.

The spike in this ratio in 2020 is largely explained by the economic impact of the Covid-19 pandemic on the national economy during 2020, which was marked by a decline in GDP compared to 2019.

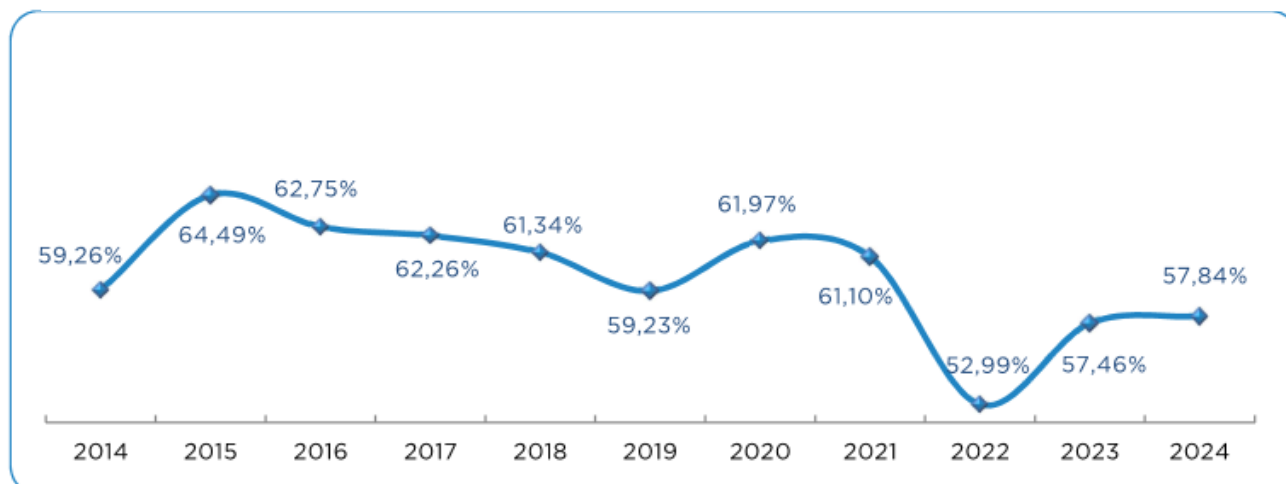
2. Ratio of personnel expenses to General Budget (BG)

Over the period 2014-2024, personnel costs represented an average of 35.25% of general budget expenditure. In 2024, this ratio was 32.44%.

3. Ratio of personnel expenses to operating budget

This indicator has stabilized at an average annual rate of 60.06%. The annual change in this ratio is shown in the graph below:

Ratio of personnel expenses to operating budget



4. Ratio of personnel expenses to Ordinary Revenue

Over the period 2014-2024, the proportion of ordinary income allocated to personnel costs averaged 52% a year, which remains high at the expense of a substantial allocation of resources to capital expenditure.

II. STATE PERSONNEL EXPENSES FOR 2024

1. Civilian personnel costs by department

Nearly 88% of the State's civilian personnel expenditure is concentrated in seven departments, namely National Education, Preschool and Sports with 37.12%, followed by the Interior with 21.15%, the Ministries of Health and Social Protection, Higher Education, Scientific Research and Innovation, Economy and Finance, Justice, Foreign Affairs, African Cooperation and Moroccans Residing abroad with 12.81%, 8.21%, 3.57%, 2.83% and 2.46% respectively. Other departments accounted for 11.85% of personnel costs.

The concentration of personnel costs and staff numbers in certain departments (National Education, Interior, Health and Social Protection, etc.) is due to the nature and sensitivity of the incompressible missions assigned to these departments.

2. Civilian personnel costs by region

The structure of personnel costs by region shows the following results:

- 78.14% of personnel costs are concentrated in 6 regions: Rabat-Salé-Kenitra, Casablanca-Settat, Fès-Meknès, Tanger-Tétouan-Al Hoceima, Marrakech-Safi and Souss-Massa;
- Civilian government staff in the Rabat-Salé-Kenitra region account for 22.4% of personnel costs. This large share is essentially due to the central administrations being grouped together in the city of Rabat.

4. Civil service salary levels for 2024

4.1. Average net monthly salary in the civil service

Thanks to the combined effect of grade promotion and salary increases decided by the Government for the benefit of civil servants within the framework of social dialogue, a clear improvement in the average net monthly salary paid in the civil service has been observed over the last 10 years (2014-2024). Indeed, this salary has risen from DH 7,300 in 2014 to DH 9,500 in 2024, recording an overall increase of 30.14% over this period, representing an average annual increase of 2.67%.

4.2. Average net monthly salary by scale group

In 2024, the structure of average net monthly salary by scale group is as follows:

- Clerical grades 6 and above: DH5,203;
- Supervisory staff on scales 7 to 9: DH6,512;
- Executives and senior managers (scales 10 and above): DH11,178.

4.3. Breakdown of civil servants by salary bracket

The main features of this breakdown are as follows:

- 3.93% of civil servants receive a net monthly salary of between DH4,000 (minimum salary) and DH4,500;
- 15.24% of civil servants earn a net monthly salary of DH6,000 or less;
- 70.19% of civil servants receive a net monthly salary of between DH6,000 and DH14,000;
- 3.57% of civil servants have net salaries in excess of DH20,000 per month.

4.4. Minimum salary

The minimum salary in the civil service has undergone major revisions in recent years, rising from MAD 3,000 in 2014 to MAD 3,258 in 2020, reaching MAD 3,500 in 2023, MAD 4,000 in 2024 and MAD 4,500 in 2025, following the decisions taken by the Government at various social dialogue sessions.

III. IMPLEMENTATION OF PERSONNEL EXPENSES FOR 2023

With a realization rate of 97.41% compared with the forecasts in the 2023 Finance Act, personnel expenses actually paid for the year 2023 stabilized at around 151.765 MMDH (128.147 MMDH paid by the Personnel Expenses Department (DDP) and 23.618MMDH paid by the accountants of the TGR networks) compared with 147.756 MMDH in 2022.