

## PART 1: TRANSFORMING PUBLIC ADMINISTRATION, A STRATEGIC CHALLENGE

Public administration reform is a central theme on the government's agenda. As such, the Government is committed to renewing the Administration, drawing heavily on digitalization without abandoning traditional structuring projects.

What's more, the government is determined to maintain a calm social climate.

### I. DIGITAL TRANSFORMATION, A LEVER FOR REGENERATING PUBLIC ACTION

The fourth annual Digital Quality of Life Index (DQL) ranks Morocco 71st out of 117 countries worldwide in 2022 (84th in 2021).

Speculating on the meteoric rise of digital, the Government had already displayed its digital ambitions when drawing up the 2018-2021 National Administration Reform Plan. Buoyed by this momentum, it proceeded in 2023 to create the Direction Générale de la Transition Numérique (decree n°2.23.405, B.O n° 7204 of June 15, 2023).

Building on this momentum, Morocco organized the **GITEX AFRICA MOROCCO** in Marrakech from May 31 to June 2, 2023, with the aim of promoting multi-sector technological innovation and digitalization.

#### 1. Digitization as a means of strengthening relations between government and citizens

This trend has recently materialized through the roadmap for the digitization of medical services unveiled at the 38th National Medical Congress held in Casablanca from January 13 to 15, 2023, built around the dematerialization of the relationship between the Caisse Nationale de Sécurité Sociale (CNSS) and healthcare professionals, taking into account the switchover of ramedistes to Compulsory Health Insurance (AMO).

The government is also working to give impetus to the digitization of civil status. To this end, decree no. 2.22.04 of June 22, 2023, implementing law no. 36.21 on civil status, was published in the B.O. no. 7210 of July 6, 2023. This decree provides for the national register to be hosted on the central electronic platform of the government authority in charge of the Interior.

The Government is also committed to improving relations with litigants. On April 10, 2023, the Ministry of Justice launched four new digital services.

#### 2. Digital strategy for 2030

The government has drawn up a digital strategy for 2030, with the following main objectives:

- Digitizing 100% of public services;
- The connection of 100% of the entities involved in the citizen and business pathways to the "One Stop Shop" (single interface for public services);
- Widespread use of electronic signatures by public authorities and institutions.

#### 3. Digital governance

The 2030 digital strategy is based on a modus operandi that relies on digital governance marked by coordinated action between the Ministry of Digital Transition and Administration Reform (MTNRA), the Digital Development Agency (ADD) and the ministerial departments involved in deploying their

digitalization plans. The Commission Nationale de Contrôle de la Protection des Données à Caractère Personnel (CNDP) and the Agence Nationale de Réglementation des Télécommunications (ANRT) are also stakeholders in this governance scheme.

#### 4. The challenges of digital transformation

Digitalization opens up a wealth of economic opportunities. This trend is confirmed by Morocco's investments in the digital sector. A remarkable effort is also being made to encourage the creation of startups, to train skills and strengthen their competitiveness, and to promote technological cooperation and outsourcing. As far back as 2022, the government indicated that the memorandums of understanding signed between MTNRA and international partners would enable the creation of 14,000 direct jobs in the digital sector, with investments estimated at 595 million DH.

## II. SUSTAINING KEY PROJECTS

### 1. Administrative devolution

The review of the roadmap for administrative deconcentration, up to June 2023, particularly concerns:

- Approval of 23 administrative deconcentration master plans for 22 ministerial departments and the Haut-Commissariat au Plan ;
- Amendment of Organic Law No. 02.12 on appointments to senior posts to add the posts of "Heads of sectoral regional administrative representations" and "Heads of joint administrative representations";
- Publication of the Minister of Interior order no. 2782/19 establishing the organization of the General Secretariat for Regional Affairs (SGAR);
- The publication of decree no. 2.22.81 of March 30, 2023 on the delegation of authority and signature.

On June 19, 2023, the ministerial commission chaired by the Head of Government adopted the final version of the common and sectoral administrative representations at regional and provincial level, grouped into 5 poles.

### 2. Simplification of administrative procedures

Of the 3,000 administrative acts received and examined by the national commission for the simplification of administrative procedures, 2,500 were declared compliant with the law. In addition, 22 administrative decisions were simplified and digitized via the "CRI invest" electronic platform, reducing the documents required from investors by 45%.

### 3. Right of Access to Information (RAI)

### 4. Social protection

The construction of a public policy of social protection, particularly focused on the generalization of compulsory medical coverage (AMO), has propelled the reform of the healthcare system to the top of the agenda.

The phasing established for this purpose has favored the generalization of AMO during the years 2021-2022 and envisages remaining focused, for the years 2023-2024, on the generalization of family allowances.

The promulgation of framework law no. 06-22 on the national healthcare system (B.O. 7178 of March 16, 2023) sets out the principles of the healthcare system. At the same time, this law provides for the creation of management and governance bodies.

## 5. Promoting the Amazigh language

The budget allocated to this project under the 2023 Finance Act is 300 million DH.

### III. STRENGTHENING GOOD GOVERNANCE

#### 1. Morocco's commitment to the Open Government Partnership (OGP)

The 2021-2023 national action plan drawn up as part of this commitment has recorded an overall progress rate of 82% up to August 2023.

#### 2. Moralizing public administration: the fight against corruption

regulatory framework relating to the fight against corruption is set to be strengthened by draft laws on the declaration of assets and the fight against all forms of illicit enrichment, the prevention of and fight against conflicts of interest, and the protection of civil servants reporting acts of corruption, in addition to a draft decree on the values and ethics of civil servants in public administrations, local authorities and public establishments.

### IV. LEVERS FOR REFLECTION ON PUBLIC ADMINISTRATION AND SUPPORT FOR INNOVATION

#### 1. Moroccan Observatory of Public Administration (OMAP): a think tank on public administration

#### 2. Fund to modernize public administration and support digital transition and the use of Amazigh: financing instrument for modernization projects

As part of the extension of the bodies and projects to be supported, and in accordance with Article 18 of Finance Act no. 50.22 for the year 2023, the title of the Public Administration Modernization Fund has been changed as follows: "Fonds de modernisation de l'Administration publique et d'appui à la transition numérique et à l'utilisation de l'Amazighe". Decree no. 2.23.245 determining the forms and methods of payment and distribution of aid from the Fonds de Modernisation de l'Administration Publique et d'Appui à la Transition Numérique et à l'Utilisation de l'Amazighe was published in the B.O. no. 7194 of May 11, 2023.

### V. Social dialogue: a platform for consolidating social peace and developing human resources

The social dialogue rounds held between the Government and the economic and social partners culminated in the signing of 4 agreements.

#### 1. Central social dialogue: agreement of April 30, 2022

In addition to the measures taken to improve citizens' income and purchasing power, this round of social dialogue was marked by the institutionalization of social dialogue through the signing of the national charter for social dialogue. It was also agreed to create the National Observatory for Social Dialogue and a Training Academy in the field of employment and the business climate.

Most of the relevant texts have been published, particularly those concerning the improvement of purchasing power.

#### 2. Health sector dialogue: agreement of February 24, 2022

In view of the central role played by medical and paramedical staff in the national health system, an agreement has been reached between the Government and the unions based on the following main

measures:

- Improving the situation for doctors ;
- Acceleration of the promotion rate for nurses ;
- Professional risk allowance for administrative and technical staff increased to 1,400 DH/month.

It should be emphasized that the Government has proceeded with the publication in the Bulletin Officiel n° 7125 of September 12, 2022 of regulatory texts formalizing its commitment to improving the material situation of health personnel. It has also programmed the budgetary appropriations needed to implement these measures in the 2023 Finance Act and the Finance Bill for 2024.

### 3. Higher education sector dialogue: agreement of October 20, 2022

An agreement was signed on October 20, 2022 between the Government and the Syndicat National de l'Enseignement Supérieur (National Union of Higher Education) aimed at upgrading and improving the Higher Education (HE) system through the following:

- Strengthen good governance mechanisms in HE establishments by revising the relevant legislation and regulations;
- The introduction of a new special status for teacher-researchers at the ES and executive training establishments;
- Activate the plan to accelerate the transformation of the HE, scientific research and innovation ecosystem.

With this in mind, in 2023 the Government approved 4 decrees published in the B. O. n°7220 of August 10, 2023, formalizing the implementation of the clauses of this agreement.

### 4. Education sector dialogue: agreement of January 14, 2023

An agreement was signed on January 14, 2023 between the Government and the unions, setting out the contours of a special statute for National Education staff, focusing in particular on the introduction of a unified statute governing the Ministry's civil servants and the executives of the Regional Education and Training Academies.

## PART 2: HUMAN RESOURCES IN THE MOROCCAN CIVIL SERVICE

### I. EVOLUTION OF THE STATE'S POPULATION AND CIVILIAN WORKFORCE OVER THE 2013-2023 PERIOD

#### 1. Headcount and population

Morocco has recorded significant demographic variations in the space of a decade, with the population maintaining its upward trend from 33.38 million in 2013 to 37.02 million in 2023, representing a growth rate of 10.92% and an average additional increase of 364,000 inhabitants per year.

In 2023, the Moroccan civil service will include 565,252 civilian civil servants, representing an administration rate of 15.3‰. Therefore, on average, 15 civil servants serve 1,000 people, and more than 47 civil servants per 1,000 inhabitants of the working population.

#### 2. *Changes in the creation and elimination of budget posts*

##### 2.1. *Creation of budget posts*

Under the 2023 Finance Act, the government has created 28,212 budgetary positions for the various ministries and institutions.

In addition, 259,118 budgetary posts have been created over the last decade, plus 139,000 posts created at the level of the Regional Academies of Education and Training (AREF) for the recruitment of teachers.

## 2.2. Deletion of budget posts

Retirements are the main cause of job cuts, accounting for almost 83% of all departmental cuts between 2013 and 2023.

## 3. Access to the civil service

### 3.1. Recruitment competitions

Morocco's civil service recruitment policy is strongly influenced by the provisions of Article 31 of the Constitution, which enshrines the principle of equal access for all citizens to public jobs on the basis of merit, and by the provisions of Article 22 of the General Civil Service Statute, which establishes competitive examinations as the general rule for access to the civil service.

From 2012 to the end of the 1st half of 2023, ministerial departments have announced 3,311 competitive examinations to fill 153,550 budgetary positions, representing an average of 46 open positions per competition.

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

. According to the World Health Organization (WHO), around 15% of the world's population live with some form of disability. Morocco is aware of this reality, and in 2009 ratified the International Convention on the Rights of Persons with Disabilities. It has also embarked on an inclusive approach to people with disabilities, aiming to integrate them fully into society. This vision is reflected in the 2011 Constitution, whose preamble commits the State to "ban and combat all discrimination against anyone on the grounds of sex, color, beliefs, culture, social origin, language, disability or any personal circumstance whatsoever".

In this regard, it should be noted that since December 2018, 4 editions of unified civil service recruitment competitions have been opened for the benefit of people with disabilities. The 4<sup>th</sup> edition of this competition on October 17, 2022 targeted the recruitment of 140 3<sup>rd</sup> grade administrator positions, 30 2<sup>nd</sup> grade administrator positions, 15 3<sup>rd</sup> grade technician positions and 15 4<sup>th</sup> grade technician positions, i.e. a total of 200 budgetary positions spread across 17 ministerial departments.

### 3.3. Recruiting experts

The recruitment of experts by contract is carried out in accordance with Decree no. 2-15-770 of August 9, 2016 setting out the terms and conditions for recruitment by contract in public administrations, which enables the various departments to meet their needs for skills and expertise in different fields, particularly in the context of major building sites and structuring projects.

To this end, 82 calls for applications have been opened to recruit 47 experts.

## 4. Appointments to senior posts and positions of responsibility

### 4.1. Senior appointments

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, and deliberated by the Government Council in application of the provisions of article 92 of the constitution on these functions. Thus, the post of Director remains the most deliberated higher post at the Government Council with a percentage of 73.5%, followed by the post of Faculty Rector with a share of over 11%.

The number of women appointed by decree to senior posts, after deliberation by the Government Council, amounts to 208 appointments from the entry into force of the aforementioned law n° 02-12 to the end of

the 1st half of 2023, representing a feminization rate of almost 13.1%.

#### *4.2. Appointments to head of division and head of department posts in Public Administration*

Since the entry into force of Decree no. 2-11-681 of November 25, 2011, setting out the procedures for appointing heads of division and heads of department in public administrations, access to the posts of heads of division and heads of department and certain similar posts has been subject to a call for applications open to candidates meeting certain conditions of seniority, competence, training and merit....

Since 2012 and until the end of the 1st half of 2023, ministerial departments have issued 14,131 calls for applications to fill 10,846 head of department and similar posts and 3,285 head of division and similar posts.

## II. CURRENT WORKFORCE OF CIVIL SERVANTS

The distribution of human capital in public administrations is characterized by disparities both at sectoral and spatial level, and in terms of its structure by status, grade, gender and age bracket.

### 1. Distribution by departments

In 2023, the civil service will have 565,252 civil servants, of whom 90.6% will be concentrated in 7 ministerial departments:

The Departments of National Education, Preschool and Sports and Higher Education, Scientific Research and Innovation together account for more than 42% of the State's civil servant budget, followed by the Interior (28.4%), Health and Social Protection (11.3%), Economy and Finance (3.4%), Justice (2.9%) and Prison Administration (2.5%). The other ministerial departments combined employ 9.4% of civil servants.

### 2. Classification by scale group

The structure of the civil servant workforce by grade group is characterized by:

- A clear improvement in the management level within the public administration, with a rate of 67.3% in 2023 compared with 58.5% in 2013. This development is particularly attributable to grade advancements and the massive recruitment of managers in recent years;
- A significant proportion of the workforce is made up of operational staff (scale 6 and equivalent) and supervisory staff (scales 7 to 9), with respectively 13.0% and 19.7% of the total number of civil servants in 2023.

### 3. Breakdown by status

The statutes governing civil servants are grouped into three main categories: inter-ministerial statutes, other special statutes and special statutes. The breakdown by type of status is as follows:

#### *3.1. Interministerial statutes*

Representing almost 29% of the total civil service workforce, interministerial staff mainly comprise administrators, engineers, doctors, nurses and health technicians, technicians, editors, administrative assistants and technical assistants.

#### *3.2. Special status*

The number of staff governed by special statutes represents 69.4% of total civilian staff. These include certain categories of civil servants in the Justice, Interior, Foreign Affairs, Cooperation, Higher Education, National Education and Economy and Finance departments.

### 3.3. Special status

The special statutes govern magistrates of the judiciary, magistrates of the financial jurisdictions, administrators of the Interior, officials and civil servants of the two chambers of Parliament. A total of 17,650 staff are subject to these statutes, representing 3.1% of total civilian staff.

## 4. Breakdown by age group

The age structure of civil servants gives us a clear picture of retirement forecasts, and enables us to plan appropriate training and recruitment programs to prepare the next generation of civil servants and meet the human resources needs of our administrations.

The breakdown of civilian personnel by age group for 2023 is as follows:

- Young civil servants under the age of 35 account for almost 27% of all civil servants;
- The proportion of civil servants in the [35,50] and 50+ age brackets will be around 42% and 31% respectively of all civil servants in 2023.

## 5. Breakdown of planned retirements for the 2023-2026 period

According to forecasts by the Caisse Marocaine des Retraites, around 64,979 civil servants will retire due to age limits over the next 5 years, as follows:

- In the Department of National Education and Higher Education, 33,017 departures are planned over the next five years, representing 14.4% of the current workforce in the two departments;
- In the Interior, Health and Social Protection, Economy and Finance, and Justice departments, departures will reach 13,550, 5,637, 1,583 and 2,037 respectively, i.e. 12.09%, 9.76%, 9.00% and 13.26% of the civil servant workforce in each department.

## 6. Breakdown by gender

Despite the strategic reforms undertaken by the government with the support of UN organizations to institutionalize gender equality, the current level of women's participation in the labor market remains, in most cases, well below that of men.

In this respect, the feminization rate in the administration for the year 2023 is 36.4% versus 63.6% for men.

## 7. Breakdown by region

The process of administrative deconcentration constitutes a fundamental support for the success of the strategic choice adopted by Morocco for the execution of the general policy of the State at the territorial level, through the implementation and reinforcement of advanced regionalization. In this context, and given the importance of the human resources that need to be mobilized at the level of the Kingdom's various regions for the success of this strategic project, the government is working on the preparation of draft regulatory texts relating to human resources, in accordance with the provisions of article 17 of decree no. 2-17-618 on the national charter for administrative deconcentration.

However, the current distribution of civil servants by region reveals major disparities, with almost 68% of civil servants concentrated in five regions: Rabat-Salé-Kénitra, Casablanca-Settat, Fès-Meknès, Marrakech-Safi and Tanger-Tétouan-Al Hoceima. The other 7 regions of the Kingdom account for almost 32% of all civil servants.

## PART 3: PERSONNEL EXPENSES

Given the huge sums of money they mobilize, personnel costs are an important component of public expenditure, and therefore attract considerable government interest in budgeting, rationalization and control, in a context of dwindling resources.

### I. CHANGES IN PERSONNEL COSTS OVER THE PERIOD 2013-2023

State personnel costs have risen from 111.29 MMD in 2013 to 155.79 MMD in 2023, representing an overall increase of almost 40% and an average annual increase of 3.42%.

Two phases can be distinguished over the past ten years:

- **2013-2018** : Growth in personnel costs slowed during this period, stabilizing at an annual average of 1.72%. This trend is due in part to the combined effect of the elimination of budget posts following retirements, and measures taken by the government to control the growth of personnel costs;
- **2019-2023** : remarkable growth in personnel costs, up 5.15% on an annual average, mainly because of the implementation of salary review decisions 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 10.90%. This indicator fell back over the period 2013-2019, only to pick up again in 2020 to 11.59%, and then take a downward trajectory to stabilize at around an annual average of 10.95% over the period 2021-2023.

#### 2. Ratio of personnel expenses (Salary Mass (SM)) to General Budget (GB)

Over the period 2013-2023, personnel costs represented an average of 36.23% of general budget expenditure. In 2023, this ratio was 32.03%.

#### 3. Ratio of personnel expenses to operating budget

This indicator has stabilized at an average annual rate of 60.69%.

#### 4. Ratio of personnel expenses to Ordinary Revenue

Over the period 2013-2023, this ratio averaged 53.23% a year, while by 2023 it will be 52.86%.

### II. CIVIL SERVICE PERSONNEL COSTS FOR 2023

#### 1. Civilian personnel costs by department

Nearly 88% of the State's civilian personnel expenditure is concentrated in seven departments: National Education, Preschool and Sports with 37.50%, followed by the Interior with 21.89%, the Ministries of Health and Social Protection, Higher Education, Scientific Research and Innovation, Economy and Finance, Justice and Foreign Affairs, with 12.35%, 8.07%, 2.94%, 2.93% and 2.40% respectively. Other departments accounted for 11.92% of personnel costs.

#### 2. Civilian personnel costs by region

The breakdown of personnel costs by region shows that:

- 75.53% of personnel costs are concentrated in the regions of Rabat-Salé-Kénitra, Casablanca-Settat, Fès-Meknès, Tanger-Tétouan-Al Hoceima, Marrakech-Safi and Souss-Massa;
- The Rabat-Salé-Kenitra region accounts for 19.05% of personnel costs. This concentration is essentially due to the clustering of central administrations in the city of Rabat.



Furthermore, there is no correlation between the breakdown of personnel expenses by region and their contribution to GDP. Indeed:

- In the Casablanca-Settat region, a leading economic hub with the highest GDP share (32.38%) and a large population, personnel costs account for just 16.25%.
- The four regions of Casablanca-Settat, Fès-Meknès, Tanger-Tétouan-Al Hoceïma and Marrakech-Safi accounted for 59.04% of national wealth, and 48.97% of personnel costs, while the other eight regions accounted for 51.03% of personnel costs, but only 40.96% of gross domestic product.

### 3. Civilian personnel costs by scale

The structure of civilian personnel costs for 2023 by grade group is as follows:

- Staff classified on scale 6 and equivalent, representing 13% of the total civilian workforce, receive 6.27% of personnel costs, generate 0.75% of income tax and contribute 6.30% of pension contributions;
- Civil servants in scales 7 to 9 account for 19.7% of the total workforce, receive 11.27% of the salaries paid by the Personnel Expenses Department, contribute 1.55% of income tax revenues and pay 11.18% of pension contributions;
- The "scales 10 and above" category accounts for 67.3% of the total civilian workforce, absorbs 82.46% of personnel costs, generates 97.70% of income tax and pays 82.52% of contributions to the Caisse Marocaine des Retraites.

### 4. Main indicators for civil service salary levels in 2023

#### 4.1. Average net monthly salary in the civil service

Thanks to the combined effect of grade promotions 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 in the civil service was observed between 2013 and 2023. Indeed, this indicator rose from 7,250DH in 2013 to 8,561DH in 2023, recording an overall increase of 18.08% over this period, i.e. an average annual increase of 1.68%.

#### 4.2. Average net monthly salary by department

The average net monthly salary per department for 2023 is as follows:

- Ministry of Higher Education, Scientific Research and Innovation: 15,819 Dirhams ;
- Departments of Justice, Health and Social Protection, Economy and Finance, National Education, Preschool and Sports and the Interior: 9,842DH, 9,250DH, 8,331DH, 8,288DH and 7,080DH respectively.

#### 4.3. Average net monthly salary by scale group

In 2023, the structure of average net monthly salaries by scale group is as follows:

- Clerical staff on scale 6 and equivalent: DH 4,591;
- Supervisory staff on scales 7 to 9: DH 5,826;
- Managers and senior managers (scales 10 and above): DH 10,087.

#### 4.4. Breakdown of civil servants by salary bracket

The main features of this breakdown are as follows:

- 8.34% of civil servants receive a net monthly salary of less than DH4,000;

- 27.24% of civil servants earn a net monthly salary of DH 6,000 or less;
- 63.59% of civil servants receive a net monthly salary of between DH 6,000 and DH14,000;
- 2.87% of civil servants have net salaries in excess of DH 20,000 per month.

#### *4.5. Minimum wage*

The minimum wage in the civil service has undergone major revisions in recent years, rising from 2,800 DH in 2013 to 3,000 DH in 2014, reaching 3,258 DH in 2020 and 3,500 DH in 2023, following decisions taken by the government at various social dialogue sessions.

### III. EXECUTION OF PERSONNEL EXPENDITURES for 2022

With an implementation rate of almost 100% compared with the forecasts in the 2022 Finance Act, personnel expenses actually paid this year have stabilized at around 147.755 MMDH (127.563 MMDH paid by the Personnel Expenses Department (DDP) and 20.192 MMDH paid by the TGR network accountants), compared with 140.456 MMDH in 2021. In this respect, it should be noted that the rate of execution of personnel expenses has improved significantly thanks to the efforts made in the programming and execution of these expenses, with the support and assistance of the relevant departments of the Ministry of Economy and Finance.