PRIORITY AREAS IN REFORMING GOVERNANCE AND PUBLIC ADMINISTRATION IN MOROCCO

By Khalid BEN OSMANE

Lecturer in Public Administration
Ecole nationale de l’administration (ENA)
Rabat, Morocco

15 June 2004
# TABLE OF CONTENTS

**INTRODUCTION** .......................................................................................................................... 3

1. **THE DEFICIENCIES OF THE MOROCCAN ADMINISTRATION** ................................. 3
   1.1. The reform of structures ........................................................................................................ 3
   1.2. Devolution versus the logic of centralization ................................................................. 4
   1.3. The management of the public utility user relation ...................................................... 5
   1.4. The management of human resources ........................................................................... 5

2. **THE CONCEPTUAL FRAME OF THE REFORM** .......................................................... 6
   2.1. The programs of governance, the projects of change .................................................. 6
   2.2. The Pact of Good Management, a reference frame ...................................................... 7
   2.3. The white Book of the administrative reform, a vision of the Administration ............... 8

3. **PROJECT OF ADMINISTRATIVE REFORM RENEWING** ......................................... 9
   3.1. Economic and Social Development Plan Orientations 2000-2004 .................................. 9
   3.2. The common project of reform: national colloquium on the administrative reform ....... 10
   3.3. The Finance Bill 2003-2004 Registered measures ...................................................... 11

4. **THE PRIORITIES OF REFORMS** .............................................................................. 12
   4.1. Redefining administrative missions, administrative devolution and contractualisation .... 12
   4.2. The consolidation of the values of ethics in the public utility ........................................ 14
   4.3. The improvement of administration-users relations and the simplification of procedures and administrative methods ................................................................. 14
   4.4. The qualification of human resources and the development of their management techniques .... 15
   4.5. The adoption of the techniques of information technology and communication in the public administration ................................................................. 17

**Conclusions** .............................................................................................................................. 18
INTRODUCTION

Since 1983 economic reforms have prevailed over reforms related to state structures. Indeed, a reflection on the modernization of the public utilities only became a subject of interest the past few years when reforms about the important institutions of the State were launched. However, the internal functioning of state administration did not totally benefit from those reforms although a number of changes in structuring and reorganzing were implemented by certain administrations.

From 1980 to 1990, the reform of the State limited itself to the executive device of the government: the administration. Paradoxically, the administration is slandered and criticised from different angles. However, within the early days of the new millennium, a strategy of an ambitious reform was implemented inside state institutions.

The first part of this contribution reviews certain deficiencies of the Moroccan administration, while the second part refers to the conceptual frame of the administrative reform. The third part shows the recent efforts of upgrading public administration, and the last part exposes the Moroccan government’s involvement in dealing with the requirements and the new orientations and priorities of the reform.

1. THE DEFICIENCIES OF THE MOROCCAN ADMINISTRATION

It is necessary to recognize that everything began with the first-rate diagnosis of the world Bank in October 1995 which emitted a structural criticism on the organization of the administration and the public service. The Moroccan administrative system was severely judged. Even though the report came, in fact, only to confirm more or less known reports by Moroccan scholars and experts, its importance lays in the fact that it has brought "a not controversial comparative expertise" and an outside glance benefiting from its neutrality.

The report of the world Bank raised administrative and organizational deficits but especially emphasized the economic and financial failings of the administration. Its remedies focused also on improving the efficiency and the effectiveness of the administration cutting budgets by compressing salaries and restructuring the population of the civil servants and on the economic level by mobilizing savings to favor accumulation.

Since this questioning of the administration, numerous studies and reports have tried to encircle the administrative phenomenon by refining diagnoses, by deepening analyses and by proposing solutions. It would be useful to enlighten some of these contributions, taking into consideration that most ideas involving administrative reforms have already been included theses studies.

1.1. The reform of structures

Aware of the necessary reorganization of the administrative structures which show a “parkinsonian” tendency (profusion and hypersegmentation of structures), a Committee in charge of the reform of structures was constituted to rationalize the number, the weight and the modes of creation of the new units. Thus, an effort was made to reduce the number of directions, the overlappings of competence and the integration of missions (the Ministry of Agriculture, the Ministry of National Education and particularly the Ministry of health).
However, the administrative organization was not handled seriously. Although the Committee examined the different structural projects according to preliminary specific criteria, on the methodological level administrations proceeded, mostly, in an empirical way "by inflating" a little their structures. Therefore, hierarchical levels within the ministeries do not justify themselves in accordance with their attributions. Besides, within the same Ministry more than one structure is used leading to the predominance of functional services over operational services which, in fact, constitute the heart of the mission.

On the other hand, the study on the definition of structures raised a certain number of dysfunctions leading to a large gap between official organization charts designed by the Committee and the actual organization. Moreover, the most recent structures themselves suffer from a classical administrative organization and carry out their duties according to a hierarchical and bureaucratic logic.

Much is still left to be done to develop the administrative capacities so as to better structure themselves and innovate according to organization service duties. Certainly, the structures and manners of organizing administrative work can vary because there is no one ideal reference; however, it is recognized that the organization tendencies, today, go towards more flexibility by encouraging team work and by simplifying the complexity of the hierarchical structure. The new techniques of information technology and communication have indeed upset classical structures and favored the emergence of matrix light structures or projects thanks to the streams of information which grease the system.

1.2. Devolution versus the logic of centralization

The logic of centralization is known to have always prevailed over the logic of devolution, this fact has contributed in weakening the process of decentralization engaged in 1963 and strengthened in 1976. It is to be noted that devolution has always meant the coming together of the administration and the administered. The granted effort in favour of devolution led to the multiplication of the so-called external services. Thus, every administration department managed its services according to its own requirements and according to its own rationality.

The administrative card informs us that 29 administrative departments with territorial vocation are represented in 631 provincial delegations and 115 regional delegations. This important number of external services should not be misleading. In fact, except the Home Office which covers the national territory completely and some administrations such as health, national education, telecommunications or justice, most of the Ministries do not perform a sufficient and synchronized distribution of duties in the provinces of the kingdom.

However, one sees, at present, the development of a new type of administration managed by agencies which intend to soften and integrate actions. It also seems that the new Charter on devolution plans to strengthen devolution, but it is facing an extremely slow progress.

It is necessary to underline the Royal initiatives in intensifying the powers of regional governors as well as the decree of October 20, 1993 concerning devolution which seem to give a start to devolution. A new vision on devolution is perhaps coming to birth. At least, this one is called to avoid any imitation and to accept voluntarism and innovation in the apprehension of solutions. The new role of the State implies both a serious coordination at the central level and an operational one at the local level.
1.3. The management of the public utility user relation

Due to a pressing social demand which manifests itself in the citizens numerous complaints, the public utility–user relation has become more and more a preoccupation for the administration. The nature of this relation lays essentially in replying to the citizens complaints about decisions taken by the administration or about complications met by the users while trying to deal with administrative matters.

As a result, the State decided to improve the relations of the administration with the users of the public utility. Reinforced by the new conception of the authority, numerous measures were taken. First of all, citizens are greeted and provided with information, their complaints are processed and new services are created for the simplification of administrative procedures. Texts on the motivation of administrative acts and the application of court orders were elaborated and even concrete initiatives of improving public utilities were introduced by some administrative departments (notably Customs, the Moroccan Pension Office…).

1.4. The management of human resources

All the reports and studies on the administrative reform encouraged the necessity of evaluating the human element, considered as “the hard pit of any program of reform.” Unfortunately, the awareness of the human factor in the dynamics of administrative reform was not taken seriously by various administrations. First of all, the creation of the human resources department as a substitute name for personnel department had no considerable repercussion on the modification of modalities and mentalities of the traditional management of the staff.

It is true that initiatives about management improvement were taken by certain services notably as regards the selection, the training or the management of promotions, but these measures remain isolated and do not succeed in activating the process of a real management of human resources. Indeed, the administrative management of staff continues to prevail in many departments of the public sector and centralization of both management and staff is dominating.

Thus, the management of human resources suffers from structural dysfunctions: the difficulty lays in anticipating jobs and competence management, deficiency of management mechanisms and tools, obsolescence of texts governing the staff, etc. These constraints translate the urgency of implementing a global integrated vision of human resources management into the public administration.
2. THE CONCEPTUAL FRAME OF THE REFORM

Since the beginning of the state’s awareness and questioning of the problems related to public administration, numerous studies and reports have tried to encircle the administrative phenomenon by refining diagnoses, deepening analyses and proposing solutions. It would be useful to clarify some of these contributions, considering that most of the ideas about the reform have already been included in these studies.

The Strategic Committee of the Administrative reform created in October, 1998, chaired by the Prime Minister and including eight members of the government, positioned itself as the supreme authority charged with the modernization of the public utility. It had to constitute this piloting organ of the administrative reform in charge of:

- Determining the strategic vision of the administrative reform taking into account devolution, the reorganization of procedures, the rules which govern hierarchical structures, and the new approach in recruiting and managing the personnel careers.
- Following and controlling the sector-based programs of reform carried out by the different public administrations within the framework of the defined strategy and on the basis of the proper effort of each department in order to improve its management and to increase the outcome of its services;
- Assessing ministerial programs regularly and insuring the follow-up of their realizations and their publications to be able to inform the public about their activities.

2.1. The programs of governance, the projects of change

Within the framework of the support of international organizations and particularly that of the UNDP, a National Program of Governance (NPG) was elaborated under the coordination of the “Ministère de la prévision économique et du plan” and involving several ministerial departments and public institutions. In administrative governance, which is the system of implementing policies, the fundamental objective was that to support the creation in Morocco of a durable national capacity of formulation and to implement and evaluate a complete or integrated policy of administrative modernization. From the early beginning, it introduced a study on the new economic and social role of the State and another study on the reform of the administration in connection with the processes of decentralization and devolution.

The program of modernization of the administration took care of modernizing and intensifying the capacities of the public Administration by seeking the rationalization of administrative structures, administrative coordination, the valorization of human resources through, notably, the improvement of the training system and the system of remuneration, the devolution of management, the implementation of administrative reforms and a better flow of information, especially, the improvement of relations between the Administration and the users of the public utility.

From 1996 to 1999, the program of modernization of the administration launched a number of trainings, studies, networks and working groups and opened numerous fields related to changes in the Administration. The results and recommendations of these studies, as well as the synthesis of
the debates of group and subgroup reflections and the lessons resulted from the works of the other NPG subgroups constitute an important capital of knowledge and methods which should feed the modernization process of the public utility. These works have produced a mine of information whose exploitation is far from being fulfilled. The established networks and the formulated recommendations may be dissolved due to the lack of a continuous follow up necessary for the accumulation and the capitalization of actions. The evaluation reports of these programs have all raised the necessity of translating the recommendations into actions.

2.2. **The Pact of Good Management, a reference frame**

The Pact of Good Management (PGM) proposed in the statement of the Prime Minister during the investiture of the government of alternation was supposed to establish the spirit and the philosophy of the administrative reform. It represented a solemn call to the community of the civil servants, all categories confused, to begin a deep and durable change at the level of their behaviour towards the interests of the citizens. It aimed at strengthening the bases of a citizen public administration, close to users and ready to maintain new connections with the environment.

On the basis of a double dimension: an organizational dimension (responsibility of the sectors of the public Administration) and an individual human dimension (responsibility of all the agents and actors of the administrative life), the PGM set as objectives to promote a culture of change in the public Administration, to rehabilitate the image of the public utility, to clear / prepare the ground for big reforms, to create favourable conditions to the transfer of the administrative device and to return to “the raison d’être” of the public utility.

The PGM articulates around three important axes in the reform of the public utility:

- Ethics and raising of moral standards of the administrative life (restoring the fundamental values of the public utility: honesty, diligence …);
- Rationalization of public management (rarity of resources, fight against wastage).
- Communication and intensification of dialogue and an opening on the environment (transparency and opening on civil society).

At first, the project of the Pact took the form of a document including the basic principles of the public management and the fundamental values of the public utility ethics. The experts' committee which worked on the elaboration of the Pact foresaw a plan of implementing the PGM in order to move from commitment towards action and to put the action into concrete measures. In this action plan, a campaign of sensitization and a broadcasting of the Pact in accordance with 3 different levels was foreseen: Horizontal: MFPR, sector-based: PGM implementation cells (central and territorial) and regional: MFPR / Internal.

The PGM emerged between 1998 and 1999 as a mobilizing project of public administrations being able to federate actions and establish a platform of modernizing the public utility. In the same spirit, some ministries organized internal sessions of sensitization, then suddenly, the process came to a standstill. This failure was due to the scepticism which accompanied its elaboration and the non-commitment of administrative sectors. Therefore, the PGM, which initiated and developed the idea over a certain period, was gradually abandoned. Nevertheless, the action plan of the Pact remains a current event and constitutes a coherent frame to be used in starting up the administrative reform.
because it sets up the general principles of the reform, identifies the implementing organs, defines the orientations measures and establishes the mechanisms of the project functioning.

2.3. The white Book of the administrative reform, a vision of the Administration

Afterwards, in the mid 2000, the Ministry of public service and administrative reform took care of the elaboration of a white book on the administrative reform to be used as a complete document. Without lingering too much on the diagnosis established on the public administration, it underlines the main ideas of it content and raises the commitments of the government:

- To put back in order administrative structures;
- To strengthen the process of decentralization and devolution;
- To fight against complexity and red-tape;
- To fight any scheme against ethics;
- To establish new relations between the administration and the citizens;
- To redefine the management of human resources in the public administration on rational bases in order to improve performance and control the staff.

The main objectives being "to build an effective administration, tightened by its essential missions, endowed with resources responding to its real necessities, constantly listening to its environment and offering a low-cost, high-quality public utility".

The purpose of this white Book is to have defined a vision of the public administration and drawn a strategy of its implementation. It has also the merit of having clarified the methods to be followed, finalized the contents of the action plan and the necessary means in the application of the reform (institutional and financial means and other resources).

The white Book has even exposed a number of reform measures which should constitute a platform for interministerial action reforms. Measures were detailed in an action plan recapitulating the set of rules to be taken by the various ministerial departments. Its ambition was to resume sector-based actions concerning administrative reform already registered in the government short and middle term plans and "to regroup these actions within the framework of a global vision for a bigger synchronization of initiatives taken separately by departments concerned with the administrative reform".

It is necessary to recognize that for the first time the administration had at its disposal a basic document to be used as a reference to the various modernization programs for the administration. Certainly, it was perfectible, but it could establish an important starting point. Now, curiously, few people know of the existence of this document. Innovative ideas and the ordered recommended measures have been lost and forgotten before being assimilated by the collective memory.
3. PROJECT OF ADMINISTRATIVE REFORM RENEWING

Since his crowning, H.M. Mohamed VI, has not ceased his urgent demands for administrative reform which is indispensable for the development of investments. More than that, he has acted in favour of creating Regional Centres of Investment and in instituting the intermediary role of "Diwane Al Madalim". He called up in different occasions and with force to "a new definition of the objectives which should be insured by the administration."

On the eve of the alternate government mandate and in continuation of the above cited spirit, the new government started the process of economic planning by adopting the five-year plan 2000-2004 which draws the main lines of the country’s social and economic development strategy including the reform of public administration. It is necessary to recognize that the government is today taking the act of modernisation as a major axis of its policy. This policy concerns also the Social and Economic Development Plan 2000-2004, the financial bill 2003 as well as the modernization programs of the different ministerial departments.

3.1. The Economic and Social Development Plan Orientations 2000-2004

The Economic and Social Development Plan (ESDP) 2000-2004 asserts "the strengthening of the bases of public management affairs within the framework of the Lawful State, followed by the establishment of a national program of good governance" and whose administrative reform will play a crucial role in modernizing the country.

Thus, the program of administrative reform registered in the ESDP raises three priority axes:

First axis: The coming together of the Administration and the administered constitutes the first centre of interest of the planning man since he proposes a thorough action of administrative structures rationalization and their devolution, simplification of procedures and administrative measures, intensification of transparency and ethics of the public utility, communication in Arabic language and improvement of greeting and finally the creation of new mechanisms of orientation of the administration users.

Second axis: The rationalization of the management of human resources has as objectives to manage the quantitative aspect of the personnel, to revise the system of recruitment, to reform the system of promotion, to reform the system of remuneration, to protect the social welfare of the civil servants and to train them.

Third axis: The improvement of the capacities of the administration which intends, particularly, to reinforce the modernization of the methods of management, the control devices and evaluation criteria, the intensification of the NITC in the administration and the constitution of legal and administrative data banks.

It is true that intentions of administrative reform were already formulated in the previous plans of development and particularly the orientation plan, but this time the resolution of the planning man in modernising the state departments is definite since he considers that "the reform of the administration is an essential factor to accompany current economic and financial alterations." He asserts his determination by putting the modernization of administration at the top of all orientations aiming at upgrading the institutional frame necessary for a better management of the development.
During the preparation of the ESDP, both thematic and sector-based committees stated the urgency of the administrative reform and the necessity of a better coordination between the various administrative participants. And so the document of the ESDP heightened collective wishes by clarifying that "it is necessary to redefine the role of the administration, by emphasizing its essential functions namely organization, orientation, control and supervision." It is necessary to recognize that the vision of the administrative reform has already been drawn. The ingredients of the reform are indeed there, therefore, measures are to be defined so that it can be put into action.

Following these orientations, financial laws for 2003 and 2004 emphasized the importance of administrative reform expectations. This shows the determination of the government to launch once for all the dynamics of administrative reform.

3.2. The common project of reform: national colloquium on the administrative reform.

Due to the support of the PM, the Ministry charged with public service and administrative reform wanted to strengthen both the programs of reform introduced by both the different departments and the propositions and projects formulated by numerous reflections around the modernization of the State body.

For this same reason, a big national colloquium was organized on the subject of "Moroccan administration facing the challenges of 2010". Considered, rightly, as being the first national colloquium on the administrative reform, this important demonstration which took place from 7 to 8 May 2002, succeeded in associating all the administrative departments as well as representatives of the business world and society. It is necessary to say that the colloquium had the merit both to reunite all the partners of the administrative reform and to agree on a common frame produced by administrations which establishes a platform reinforcing already-established actions, a fact which the numerous discussing occasions about the modernization of the Administration had not managed to achieve.

Indeed, following the experiences and evolution of every administration department, the meeting allowed the administrative reform to come out with seven actions:

1. Redefining the missions of the Administration and the administrative devolution
2. Consolidating the values of ethics in the public utility
3. Improving administration-users relations
4. Simplifying procedures and administrative methods
5. Qualifying human resources and developing their modes of management
6. Reengineering the system of remuneration
7. Adopting information and communication technologies in the public administration

These seven actions should become a reality by the implementation of not less than 161 measures and 6 mechanisms allowing the gradual change of the administrative face and behaviour by 2010.
3.3. the Finance Bill 2003-2004 registered measures

The Finance Bill for 2003-2004 seems to grant a particular importance for the modernization of the Administration since it has dedicated wide developments regarding the reform of the public management in connection with the state program of reform and the modernization program of the business environment. These measures translate mainly the recommendations of two studies led by the Exchequer and a reflection by a committee of experts.

The set of the produced measures aims to establish a modern and effective administration, able to respond to the preoccupations of the citizens and to the imperatives of socio economic development. The objective is:

- Mastering the management of mass salaries in the public service by reducing its weight with regard to the GDP;
- Creating adequacy between the public service and the new roles devolved to the State and the missions.
- Reinforcing the efficiency and effectiveness of the Administration in its internal duties and in its relations with its users and partners.

The different studies have converged towards the identification of several reform actions:

- The recentring of public service missions over the priority missions of the State;
- The development of the quality of service to the user;
- The revival of the dynamics of devolution;
- The organization of new forms of structures;
- The reform of the remuneration system;
- The optimization of the State management of human resources.

Particularly, the underlined intentions regarding the rationalization of the state management of human resources turn around the adaptation of the legal frame and the practical modalities of recruitment in the public service, the reform of employment and recruitment rules, the adoption of a ranking system of promotion based on performance and merit, the intensification of the mobility of the civil servants and the implementation of a projected policy of human resources management.
4. THE PRIORITIES OF REFORMS

The ministerial reshuffle taking place on November 07, 2002 set up a Ministry of the Modernization of Public Sectors (MMPS), which beyond the administrative reform, was in charge of upgrading the totality of the public sectors. This new mission led the strategy of administrative reform to emphasize the importance of economic and social development.

The formulation of the strategy of the reform bases itself on crucial ideas stemming from the Royal letter of January 9, 2002, the Circular of the Prime Minister of December 25, 2001 and had to be fed on reflections stemming from activities carried out within this framework.

The various sections of the administrative reform revolved around five priority actions which cover the totality of modernization axes within the state body.

1. Redefining Administration missions, the administrative devolution and the contractualisation
2. Consolidating the values of ethics in the public utility
3. Improving administration-users relations, Simplifying administrative procedures and methods
4. Qualifying human resources and developing their management approach
5. Adopting the techniques of information technology and communication in the public administration

4.1. Redefining administrative missions, administrative devolution and contractualisation

The first important action is devolution. It consists in redefining the attributions of every department within the framework of an integrated vision and clarifies the degrees of responsibility according to regional plans. Devolution opts for a real redeployment of human resources taking into account financial resources assigned to decentralized services.

Work organization in pole, with a posterior evaluation becomes necessary on the local level in order to avoid the reproduction of the vertical structure of central administrations. This implies:

- A greater local empowerment;
- A rationalization of the structuralization of the administration;
- Services outsourcing for the benefit of the thirds by developing the system of delegated management.

The empowerment of the local administrators lays in achieving results. The basic principle is that every hierarchical leader is responsible for the results of his management provided that he has the full disposal of its resources and in particular the budget and staff.

This action relies on the directives of the Royal letter of January 9, 2002 and the Circular of the Prime Minister on December 25, 2001 which institute the principle of contractualising commitments between the central administration and the decentralized services. Mutual commitments taken between central administrations and their decentralized services will highlight
objectives and performance indicators representing the impact of the decentralized administration on its territory.

This device also sets up a globalization of credits and an ascending budgetary programming centred on the results which are planned to modify, in a significant way, relations between central administrations and their decentralized services. The latter will be henceforth empowered to manage the human and financial resources put at their disposal within the limits of their territorial competence.

According to the Circular, every administrative entity is responsible for the implementation of the new device. On December 31, 2004, all the ministries should, in fact, have to adopt the device after having developed the indicators of performance.

At the same time, the new vision of the devolution strengthens the partnership and the practice of the concession.

However, the success of the devolution remains dependent on a certain number of measures which the State should take:

- First of all, one should clarify the question regarding the management of expenses at the level of devolution. In other words, to classify Government expenditure according to the level of responsibility, between national, regional, provincial and local vocation;

- Secondly, it is necessary to adjust the respective roles of the regional Governor, the provincial Governor, the regional directors and the provincial directors.

- Thirdly, the introduction of the principle of surrendering accounts supposes the implementation of a process of Control based on the internal Audit, posterior Control and the evaluation of public policies.

- Finally, the principle of contractualisation requires the development of a number of management techniques such as the management Guide which centers around the results, the Guide of accounts and management annual reports and the Guide of evaluation.

It should be noticed that the action of the devolution contractualisation is called to totally upset the structuralization of the State body because the process of empowerment leads inevitably to the distribution of powers between the different participants as well as the mechanisms of their implementation and their evaluation.
4.2. The consolidation of the values of ethics in the public utility

Ethics and transparency constitute a transverse action of the program of modernization of public sectors.

The first sketches of a strategy for the development of ethics and moral standards of public life in Morocco were defined in the "Pact of Good Management", adopted in a solemn way by the government following a national Colloquium in which the representatives of administrations, the judicial body, the business world and society had taken part.

One of the main objectives looked for through the collective adoption of this pact is to promote a culture of healthy ethics, based on values and ethical principles in the treatment of the citizens demands, the observance of courtesy, rigour and honesty, and by holding an exemplary behaviour to strengthen irreproachable practices within the public utility.

A Royal Letter sent to the participants in the colloquium on ethics and moral standards in public life organized by the government defined the orientations related to the implementation of a fighting policy against corruption. It is on the light of these orientations that numerous projects of texts were adopted or are in the course of preparation.

Besides, aware of the importance of the role which the Stock Exchange can play in financing and reviving investments, where the respect for ethics and transparency are fundamental constituents in the efficiency and the brand image of a financial place, public authorities submitted several bills intended to strengthen transparency in operations made in the Stock Exchange to be approved by the parliament. The objective of this new law manifests the logic of the intensification of the culture of ethics in business.

In this direction, actions are taken towards:

- The preparation of an anti-corruption law;
- The extension of the attributions of the Tender Committee by being allowed to control and follow-up realizations, norms and purchasing standards, audit and appeals.

4.3. The improvement of administration-users relations and the simplification of procedures and administrative methods

The improvement of the relation which binds the administration to its users constitutes another important action because it positions itself in terms of the raison d’être of the public utility. This has introduced a multitude of actions:

- On the institutional level, a National Committee charged with the simplification of procedures was created, "Diwan Al Madalim" and the creation of an Administrative Centre for Information and Orientation is under study;
- On the statutory level, several laws and regulations tend to support the decision-making of the administration (motivation of decisions) and to favour the speed of access to the public utility;
- On the organizational level, actions of grouping complementary services within the administration premises are satisfactory (Regional Centres of Investment) or under realization;

- On the methodological level, a series of documents are put at the disposal of both administrations and users to reinforce communication and information:
  - Elaboration of the current administrative procedures guide of which 270 procedures were put on the site of the MMSP,
  - Elaboration of a methodological textbook (manual worker) for the simplification of procedures and administrative methods,
  - Implementation of a line dedicated to the recording of the citizens complaints.
  - Similarly, concrete measures are elaborated in partnership with several ministerial departments:
    - Starting a reflection for the revision of the NTIC.
    - Certification of the copies of documents by any public authority.
    - Legalization of signatures by the acting service.
    - Creation of a unique national identification for companies.
    - Codification of texts.

Beyond these measures, the government is conscious that a lot is still to be made. An effort of coordination of actions should be deployed between departments and inside administrative departments themselves. The citizen is to deal with one single administrative body and not with several bodies.

On the other hand, the civil servants and executives training should be reinforced in the sense of changing the culture of the public utility.

### 4.4. The qualification of human resources and the development of their management techniques

Considering that the human factor remains the engine of any durable development, the qualification of human resources and the development of their management techniques were put in the centre of the program of modernization of public sectors.

This major action aims to rationalize and optimize resources and organizational capacities of processes and individuals. The objective is both to accompany the process of devolution and to develop the qualitative and quantitative management of the personnel and their competence.

The approach which has been retained regarding the improvement of the efficiency of management of human resources, consists in:

**A- The Global Revision of the General Law on the Public Service** includes the adoption of a global bill concerning the administration which carries the general status of the public service. This project foresees a complete revision of the general status of the public service of 1958 so as:

- To insure the passage from a rigid statutory system to a flexible system, adapted to the new necessities of the administration in process of devolution, foreseeing a
bigger mobility of the government staff and an opening towards the potentialities of the private sector.
- To define a management policy of career based on job requirements and competence.

These objectives are in the course of being displayed around the following actions:

- The implementation of a training policy designed to the various levels of administration;
- The adaptation of the legal frame and the practical modalities for recruiting in the public service;
- The implementation of incentive procedures for the increase of mobility in the public service.

B-The conception of tools to master the global management of the State and Local governments human resources.

This approach is completed by accompanying measures necessary for the implementation of a HRM's new system and the implementation of the preliminary requirements to introduce changes:

- To constitute a central data base of human resources.
- To elaborate and publish an annual social balance of the State and the Local government staff.
- To set up job requirements and common competence in all the public utilities.

C- Motivation and valuation

One of the major axes in improving the efficiency of human resources management is the interest shown for the means of implicating and motivating the personnel notably by a more targeted remuneration and a promotion based on merit and competence. This axis aims to favour the passage towards a practice based on results and performance to strengthen the efficiency of the public action and to increase the motivation of the agents of the public utility. For this reason, several actions are implemented:

- To harmonize the particular statuses of the civil servants and officials.
- To revise the system of remuneration: law suits for the payment of the civil servants.
- To set up a new system of performance evaluation.
- To elaborate a strategy of further education for the civil servants.
4.5. The adoption of the techniques of information technology and communication in the public administration

It is recognized that information management constitutes a determining factor in any administrative process of reform.

Moroccan administrations dived very early into the process of computerization. And so several systems were developed to insure both the mastery of internal information and to allow the access of information to the public.

Next to the systems which are in the process of planning and development, such as the Integrated Management System of Expenditure (GID) or the Integrated System of Managing the State staff (GIPE), the actions involved in e-government articulate themselves around the elaboration of a plan for the strategic development of information technologies.

Important interest is granted to electronic administration, in fact, besides the economic aspect, it is supposed to contribute with force to the raising of moral standards of the public life, because it allows the public to have easy access to information and to public services, and also allows the reduction of contact between administrations and users. It tends also to increase productivity, to improve the quality of the public utilities and to strengthen the capacities of management.

For this reason, a major project is in the course of implementation. It is baptized IDARATI (إدارتي) project which in Arabic means “the public belongs to the administration and the administration belongs to the public.” IDARATI is a French acronym for "Computerization of the Departments of the Administration and their Adequate Networkings via Information Technologies". Its meaning underlines the commitment and development of the electronic administration around three fundamental axes:

- Generalization and revision of public sectors computerization (administration and public institutions)
- Implementation of local networks and interconnection between administrations
- Use of information technologies to offer a better on-line administrative service.

IDARATI aspires to supervise already realized works or works under realization and to coordinate the efforts of the various ministerial departments or committees for a better planning and a good visibility of the electronic administration in Morocco.

Expected Actions within the framework of this program should end in the elaboration of the following products:

- A Strategic Plan of electronic administration
- Common Repository (charters, norms, …)
- Action plan of electronic administration
- Administrative Gate www.idarati.ma
- Follow-up and implementation plan

The extent of this major action has as a preliminary objective the necessity of an important level of integration and inter department cooperation.
Conclusions

This survey allows us to state a certain number of findings:

1. First of all, a closer glance reveals a multitude of projects of reforms which are not visible to the outsider. Indeed, some administrations are totally changing configuration and others are reorganized and get ready to engage into action. It is necessary to recognize that the administration is not concerned with communication. In fact, little information reaches the public, except when one decides to approach a public service for specific data.

2. Then, the action of the Administration is often bound to the production of legal documents. Thus, numerous documents which have a direct implication on public management and citizens’ needs were born the last few years. Their application would bring a considerable change in the management of public utilities. However, their application would also raise a certain number of problems: how to translate these documents into concrete measures and how to put these measures into action?

After all, if the diagnosis of dysfunctions is amply established and widely recognized, the implementation of solutions remains the biggest challenge for authorities. Although important actions are opened today, their objectives cannot be easily achieved.

The Administration has now at its disposal three important ingredients:

In the first place: a reference frame constituted by the Pact of Good Management which clarifies and reveals the tracks to be borrowed;

Secondly: successful experiences by certain administrations. These show the feasibility of the projects of reform and insures the real possibilities of activating them;

Thirdly: an action project is today registered in a common and shared vision. This project places the ranging-poles of the reform to be activated and indicates the actions to be opened first and foremost.

However, the major projects of the reform recommend a collective commitment, steady efforts and a general mobilization of both the general public and public administration. The ideal is to succeed quickly in upgrading public utilities which will accompany the economic development of the country.