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Theme “Human Capital: Sustainable future for Africa – Agenda 2030 and 2063”

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“Decentralization of Service Delivery in Africa: Implications for Public Sector HRM, SDGs and Agenda 2063”

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INTRODUCTION
Decentralization: a Global Evidence & Irreversible Orientation

- Since the end of the 1980s, Decentralization has been popularized as a process of governance around the World, including in Africa, at the request of peoples and International Organizations.
- It covers multiple and diverse historical, political, institutional, administrative and legal realities that shape and impact democratic configurations, policy instruments, public policies, governance systems and territorial systems.
- Decentralization is based on the following main considerations:
  - It is part of the State's modernization project, particularly in a context of crises (Structural Adjustment Programs) and Globalization;
  - It corresponds to a very strong demand for democracy of proximity, legitimacy and participation;
  - It contributes to the reorganization of Public action to be at the service of territorial and local development.
- However, some African Countries made the choice of Decentralization just after their Independence (Morocco, Senegal).
## Decentralisation: Some definitions

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<td><strong>Decentralisation</strong> means “The transfer of power, responsibilities, capacities and resources from national to all sub-national levels of government with the aim of strengthening the ability of the latter to both foster people’s participation and delivery of quality services”;</td>
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<td><strong>Local Governance</strong> means “Governance processes and instruments at the sub-national level, which includes governance by and with local governments or local authorities, civil society, and other relevant actors at the local level”</td>
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<th>According to The European Charter of Local Self-Government of the Council of Europe (Strasbourg, 1985) (Article 3):</th>
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<td>“1. <strong>Local self-government</strong> denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population.</td>
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<td>2. This right shall be exercised by councils or assemblies composed of members freely elected by secret ballot on the basis of direct, equal, universal suffrage, and which may possess executive organs responsible to them. This provision shall in no way affect recourse to assemblies of citizens, referendums or any other form of direct citizen participation where it is permitted by statute”</td>
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Decentralisation is an irreversible policy and process, linked to the anchoring of Democracy, Rule of Law and Citizen’s participation to the dynamic of development.

A huge number of complex institutional and technical issues to be solved both by politicians and technical managers;

It’s a very complex & multidimensional policy and process, not easy to implement or succeed;

The existence of a multitude of actors and stakeholders (whose interests are not necessarily convergent);

A confusion over new roles and responsibilities in a decentralized structure;

A frequent lack of commitment/capacity at the Central Level to decentralize powers and funds;

In general, we observe a real centralization of Financial & Human Resources;

A strong (but not always homogeneous) presence of Development Partners;

Uncertainty about the impact of reform adopted;

It’s still more theoretical instead of being practical, concrete and “lived” Decentralization;

Several Reports (World Bank, OECD, European Union, Academics, Transparency International ...) have affirmed that Decentralization is not yet fully rooted and anchored in the culture of African Countries in terms of its political, administrative, and fiscal dimensions;

Crucial weaknesses of the Public Administration at Local Level.
1- THE MAIN VALUES & MISSIONS ASSIGNED TO DECENTRALIZATION AS A PUBLIC POLICY AND PROCESS
“Decentralization has, not only an administrative value, but also a civic dimension, since it increases the opportunities for citizens to take interest in public affairs; it makes them get accustomed to using freedom. And from the accumulation of these local, active, persnickety freedoms, is born the most efficient counterweight against the claims of the central government, even if it were supported by an impersonal, collective will”.
1th Objective assigned to Decentralization:
Promoting Democracy and Well Being at Local Level

Based on Good Local Governance, Subsidiarity, Citizen Engagement and Participation, Transparency and Accountability

Offering more adapted Public Services to the priorities, expectations and needs of the populations
Proximity
Adaptation
Fairness
Flexibility
Sustainable solutions

Mobilization of additional Public Resources at sub-national levels (Local Taxes, Partnerships)

Increasing Efficiency
Effectiveness of the Public Services and Public Service Delivery
+ Quality Assurance

Article 12, Paragraph 3 of the African Charter on Values and Principles of Decentralisation, LG and LD:
“Local Governments or Local Authorities shall promote participation of all segments of society in the planning, implementation, monitoring and evaluation of policies, programs and projects through structured community platforms and other forms of participation to ensure the Delivery of Quality Services”

The strong link shown between Democracy, Good Governance and Quality of Public Services
# 2d Objective: Provision of Basic Services to the Population

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<th>1st Block of competencies concerns Equipment’s and Infrastructures (Edilité)</th>
<th>2nd Block of Competencies concerns Basic Social Services</th>
<th>3rd Block of competences relates to the Civil Status, Police and Security missions</th>
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| - Construction and maintenance of streets and local roads  
- Organization of the mobility and transport system  
- Establishment and management of the infrastructures for the production and distribution of drinking water, wastewater and sanitation, rainwater drainage  
- Organization and management of solid waste  
- Production and supply of electrical energy and street lighting  
- Housing  
- Creation of green spaces and recreational activities (culture, recreation, sports)  
- Funeral services & cemeteries. | - Basic Education and Health (pre-school and primary education, basic health centers and services). In some cases the responsibility extends only to infrastructure (construction, maintenance) and in others it also includes the provision of services and the salaries of auxiliary staff, but rarely the salaries of teaching staff or health professionals.  
- In second level local communities (regions, provinces), education and health services may also include secondary and higher education, vocational and technical training; health services may also include hospitals and specialized health facilities. | - The missions of civil status, Civil Security and Police are everywhere. This is not the case for Security missions in the sense of maintaining Order, which are often the direct responsibility of the State Services. However, there is the emergence of a Municipal Police. |
3d Objective: Promoting Local Development & Employment

Local Development means (African Charter on Decentralisation):

« Mobilization of local, national and global human, economic, socio-cultural, political and natural resources for the improvement and transformation of livelihood, communities and territories at the local level, including through Local Economic Development »

Promoting Economic Development and Employment is the other major mission recognized to Local Governments and Local Authorities. This mission is enacted in a very general way in the texts, and its translation into concrete local strategies is difficult to materialize in most Local Communities in Africa.
The French City of Chedigny Experience

From 1 product: the Rose

Creation of a concrete territorial/local dynamic of Progress, Well Being and Local Development
II- A CHALLENGING CONTEXT FOR DECENTRALISATION, LOCAL GOVERNANCE AND LOCAL DEVELOPMENT IN AFRICA
1. A New Challenging Global Geo-Political Context
« The World We Want for People, Planet, Prosperity, Peace and Partnerships »

- The 17 SDGs, 169 Targets, 244 Indicators (New York, 2015)
- The Sendai Framework for Disaster Risk Reduction (Sendai, 2015)
- The Climate Change Agenda (Paris, 2015) (CCA)
- The New Urban Agenda (Quito, 2016) (NUA)
- The UN Convention against Corruption (2003)
SUSTAINABLE DEVELOPMENT GOALS

1. NO POVERTY
2. ZERO HUNGER
3. GOOD HEALTH AND WELL-BEING
4. QUALITY EDUCATION
5. GENDER EQUALITY
6. CLEAN WATER AND SANITATION
7. AFFORDABLE AND CLEAN ENERGY
8. DECENT WORK AND ECONOMIC GROWTH
9. INDUSTRY, INNOVATION AND INFRASTRUCTURE
10. REDUCED INEQUALITIES
11. SUSTAINABLE CITIES AND COMMUNITIES
12. RESPONSIBLE CONSUMPTION AND PRODUCTION
13. CLIMATE ACTION
14. LIFE BELOW WATER
15. LIFE ON LAND
16. PEACE, JUSTICE AND STRONG INSTITUTIONS
17. PARTNERSHIPS FOR THE GOALS
1. A prosperous Africa based on inclusive growth and sustainable development

2. An integrated continent, politically united and based on the ideals of Pan-Africanism and the vision of Africa’s Renaissance

3. An Africa of good governance, democracy, respect for human rights, justice and the rule of law

4. A peaceful and secure Africa

5. An Africa with a strong cultural identity, common heritage, shared values and ethics

6. An Africa whose development is people-driven, relying on the potential of African people, especially its women and youth, and caring for children

7. Africa as a strong, united and influential global player and partner

- The African Charter on the Values and Principles of Public Service and Administration (2011)

Member States of AU proclaimed 11 July of each year the "African Anti-Corruption Day" and dedicated the Year 2018 to the "the African Anti-Corruption Year" under the theme "Winning the Fight Against Corruption: A Sustainable Path to Africa’s Transformation".
**Article 14 of the AU Constitutive Act** provides for the establishment of Specialised Technical Committees (STCs) across a range of thematic areas (14 STCs since 2009) among which:

The Specialised Technical Committee N° 8 is in charge of Public Service, Local Government, Urban Development, and Decentralization.

The purpose of the STCs is to work in close collaboration with Commission departments to ensure the harmonization of AU projects and programmes as well as coordination with the Regional Economic Communities (RECs).
For the United Cities and Local Governments of Africa we need to keep in Mind....

1) The Global and Continental Agendas **have an obvious territorial dimension**.
2) Their implementation has a local dimension by nature
3) A great deal of their realization falls under the responsibility of Local and Regional Governments.
4) The International Community itself recognizes that over **60% of the SDGs and the Nationally Determined Commitments in application of the Paris Agreement on Climate Change (NDCs)** cannot be implemented without the involvement of Local and Regional Governments.
3. Challenges facing African Local Governments and Authorities in this Turbulent Context

1ère Bloc of challenges
In the National Context (Peace, stability, potential resources, urbanization, migration, climate…) and the Relationship between the National and Sub-National Levels

2ème Bloc of Challenges
Democracy, Leadership, Governance, Organization Management inside Local Governments and in its relationship with their environment

3ème Bloc of Challenges:
The impact of Decentralization on well being of citizen, fight against poverty, and on Sustainable development

4ème Bloc of Challenges
Do we have the Human Capital with the values, knowledge, competencies, skills to deal with all these challenges?
Peace - Stability - Democracy
Rule of Law
Good Governance
Political Will

Concrete Transfer of Powers
Responsibilities
Competencies

Concrete Transfer & Access to Resources

Urbanisation

Climate Change
Résilience

Migration - Refugees

Poverty Vulnerability

Equality
Diversity
Inclusion

Ownership and Involvement in the implementation of the Africa Vision & Global Agendas

The Local Public Administration & Human Capital Challenges
Local Governments represent:
- 22% of the GDP
- 60% of Public Expenses
- 66% of Public Investment

- Serious lack of statistics and data
- Local expenditures represent between 9% 10% in the total Public Expenditures in Africa
- Only 8% of Public Resources
- A severe predominance of operating expenses (salaries) over capital expenditures
III- THE CHALLENGES FACING THE PUBLIC ADMINISTRATION & HUMAN RESOURCES MANAGEMENT AT AFRICAN LOCAL LEVEL
1. Global Challenges facing HRM

Demographic Challenges
(Departures, Aging workforce, labor shortage, Managing Seniors, declining birth rate, declining working age population, ensuring succession)

Managing Change and cultural/Social Transformations (Diversity)

Challenges of Governance (Multi-Actors, Multi-Levels)

Regulatory challenges

Digital Technological Challenges

Economic Challenges (Internationalization of competition)

How to Attract & Manage Talents to deal with foreseeable deficits?

How to become a Learning Organization (Competencies/Skills)?

How to Ensure work-life balance?
2. Main Challenges facing HRM at Local Level

- Status of Local employees
- Perception the Local Public Employment
- Attractiveness of Talents and sharp Profils How to maintain them at local level?
- Career opportunities & perspectives

Existence & Positioning of the HR Manager at Local Level: Recruitment, salaries, motivations, job and skills references, working conditions, management/skills development ....

- Integration and Management of crucial issues: Diversity Gender Disability Risks Stress Time ....
- Existence of updated and reliable informations, statistics, databases on HR at Local level
- The place and role of Academia in supporting and promoting Decentralization Local Governance Local Development
- Learning, Training, Capacity Building, Skills Development:
  - Why?
  - For whom?
  - When?
  - By whom?
  - How? For which purpose, job? impact?
  - What is the Budget allocated?
3. Learning, Training, Capacity Building at Local Level: a Big Mess, a Pedagogical Tourism!

Both Elected Officials and Local Employees are mostly out of their Locality, out of their Country, or out of Africa:
4. Existence/Role of Unions in the Social Dialogue to deal with conflicts and crisis

“The social dialogue between the government and the unions to find common ground in order to put in place a "balanced" Social Deal. Social dialogue is a duty and a necessity, it must be established and maintained in the long term and without any interruption“.

H.M. King MOHAMMED VI of Morocco 2018
IV- HOW TO CREATE AN ENABLER ENVIRONMENT FOR HRM AT LOCAL LEVEL TO DEAL WITH AND MEET SDGS AND AFRICAN VISION?
1. Decentralisation requires the creation, progressively, of a Virtuous Circle based on the following pillars:

1. A profound reorganization of the State (Both at National and sub-National Levels, supported by Constitutional Guarantees)

2. The Recognition of Entities with Legal Personality and Local Autonomy

3. The Clarification & Transfert of Powers, Competencies, Roles & Responsibilities (Who is Doing What at Horizontal and Vertical Levels ??)

4. The Transfert of Resources (Financial & Human)

5. Diverse modalities of Regulation, Supervision, Controle, Accountability

The success of the process depends on the context of each Country, its institutional history, its Specificities and how the process is designed & implemented.

Capitalization and Continuous Improvement

The more advanced example is Self-Local Government & Local Autonomy based on Subsidiarity

It is a Choice linked to the promotion of the Values and Principles of Democracy, through Participation, inclusion of Citizens as Actors and Recipients/Beneficiaries of Public Action at Local Level.

A Strong Political Will, at all Levels
A Strong Support by Central Government
2. **BENCHMARK:** The 12 Principles of Good Governance: European Perspective (The European Label of Governance Excellence (ELoGE), European Council, 2008)

- **Representation**
  - Fair Elections
  - Citizen Participation

- **Openness & Transparency**
  - Efficiency and Effectiveness

- **Social Cohesion**
  - Law and Judicial Decisions
  - Ethical Conduct
  - Skills and Capacity
  - Continually Improved

- **Accountability**
  - Development
  - Sustained
  - Sound Financial Management
  - Respect for Human Rights
  - Cultural Diversity
3. A Crucial Need for a Mapping of Actors, Stakeholders and Public Services according to the Roles & Responsibilities of each Actor involved in Public Governance and Sustainable Development Dynamic

Identification of Actors and Stakeholders: National/Central Government, Sub-National Authorities, Regional Governments, Local Governments/Authorities, local Stakeholders, Community-based Organizations, Academia, Business Sector, International Organizations, Donors, etc…


Categorization of Public Services, Equipment's and Infrastructures by level of Public Governance and based on the principles & content of the Global and Continental Agendas, the Principle of Subsidiarity and Bottom-Up Approaches

Localizing the SDGs, implementing and monitoring the SDGS11, the NUA and the CCA
3. Localizing the Continental and Global Agendas

As an Organization representing the interests of Local and Regional Governments on the World Stage, United Cities and Local Governments (UCLG), has advocated for Localization, arguing that successful implementation of the SDGs depends on the strong involvement of Local and Regional Governments. **All SDGs have targets that are directly related to the delivery of basic services**, which means that all SDGs have implications for the responsibilities of Local and Regional Governments.

Among the areas of relevance for the average citizen’s quality of life in an urban setting, **the SDGs aspire to overcome poverty, gender inequality, combat climate change and insecurity, and provide high quality public goods, including education, health care, water, energy, clean air, housing and the conservation of natural resources. While the SDGs are global, their implementation is local.**

http://sdg.iisd.org
Localizing SDGs is the process of taking into account Local Contexts in the realization of the 2030 Agenda, the NUA and CCA, from the definition of objectives and targets to the determination of the means of implementation using the Indicators of measurement and progress.

Localizing SDGs is both in relation to:

1. the means that Local and Regional Governments can use at National Level through a Bottom-up mode of action.
2. The framework that the SDGs can put in place for Policy Development at the Local Level.
Several Initiatives in Partnerships with UCLG Regional Sections, including UCLG-Africa
Among the outcomes of this Dynamic....

5 Pillars

1. AWARENESS-RAISING
2. ADVOCACY
3. IMPLEMENTATION
4. MONITORING
5. WHERE DO WE GO FROM HERE IN AN INCLUSIVE, INTEGRATED AND PARTICIPATORY WAY?
V- A CRUCIAL NEED OF A MODERN MANAGEMENT OF REGIONAL & LOCAL HUMAN CAPITAL
1. A Global Engagement and a Strong Global Will

Extracts from the Resolution adopted by the UN General Assembly on 20 December 2017 A/RES/72/235

- Human Resources Development (HRD) lies at the heart of economic, social and environmental development
- Health and education are at the core of HRD
- HRD is vital to the efforts to achieve the internationally agreed development goals, including the SDGs, and to expand opportunities for people, in particular for the most vulnerable groups of the population
- Many countries continue to face formidable challenges in developing a sufficient pool of human resources capable of meeting national economic and social needs and that the formulation and implementation of effective HR Strategies often require resources and capacities not always available in developing countries, and recognizing also the need for new ways to address HRD
- Improving educational and institutional capacities to tackle climate change is closely linked to HRD efforts to ensure that populations can lead healthy and prosperous lives
- Benefits of HRD are best realized in national and international environments that support equality of opportunity and treatment, access to education and non-discrimination and maintain an enabling environment for job creation,
2. Human Resources High Level Process
3. 7 Key issues to be redressed

1) Anchoring a good Civil Service System at Central, Regional, and Local levels (**Making sure that Working in Public Service is a matter of Pride**), based on the Values and the Principles of the African Charters

2) Ensuring that Regional/Local employment market becomes more competitive and more attractive, in comparison with Private Sector and the Government Services

3) Spatial planning policy, equipment, basic infrastructure and services, wage policy and incentive systems

4) Anchoring a Strategic Workforce Planning

5) Existence of a Procedures Manual for the different HR functions

6) Existence of a Human Resources Information System with a strong monitoring and periodical updates

7) Existence of a Strong Will at all levels to invest in Knowledge, Learning, Capacity Building and Peer-learning, including the mobilization of an appropriate Budget and creation of a Professional system in this regard based on the **Standards of excellence and quality**
VI- THE CONTRIBUTION OF UCLG-AFRICA ACADEMY (ALGA)
How we work to meet this engagements and transform challenges into opportunities and positives energies?

4 MAIN MISSIONS

Promoting Accreditation & Quality Assurance for Training Institutes & Programs

Designing, implementing and disseminating an Innovative, Diverse, «A la Carte», & Blended Training, Learning, Peer Learning, & Capacity Building Offer

Supporting UCLG-Africa Members & Networks

Normalizing Human Resources Management at Local Level (The Observatory on HR at Local Level)
2. ALGA Statute

A Subsidiary Body of UCLG-Africa

ALGA Logo

ALGA Brand

«Together for An Effective Local Africa»
3. ALGA Strategic Vision (2017-2021)

- Transforming Leadership at Local Level
- Investing in the Human Capital at Local Level
- Promoting Professionalism at Local Level
- Anchoring Performance at Local Level
AFRIQUE DU NORD
IUR - AUI-IFD – CAFRAD
Morocco

16 INSTITUTS AFRICAINS D’ANCRAGE

AFRIQUE DE L’OUEST

AFRIQUE CENTRALE

AFRIQUE AUSTRALE

AFRIQUE DE L’EST

SMILE SWAKOMPUN D NAMIBIE
Partners who Trust us sor Far...
And we are proud to add to this list...
Some of our Achievements

1) We try to « Leave no one behind »
2) We promote « Win-Win Partnerships & Collaboration »
3) We Advocate and Lobby at all levels and around the World on Decentralization, Local Governance and Local Development
4) We promote standards of excellence and quality assurance in the field of Learning, Training and Capacity building
5) We invest in Learning, Peer Learning, Training, Capacity Building and Knowledge sharing
6) We invest in Training of Trainers
7) We normalize the Human Resource Management at Local Level
8) **We do believe in the Networking as a Force of Change and we work to empower them**
   Since 2011, UCLG-Africa has created 6 Networks at Local level.
9) We commit ourself to be a « Globally engaged Academy »
10) We Invest in ICTs...
The African Forum of Local Managers and Training Institutes targeting Local Level
1th Edition in IUR of Salé, on 18-20/09/2017
(450 participants)
UCLG-Africa Networks as Forces of and for Change
Investing in ICTs: Our 2 MOOCs...

https://www.coursera.org/learn/climate-change-africa

https://www.coursera.org/learn/financing-infrastructure-in-african-cities
"Supporting Decentralization and Local Governance is, by definition, "A political exercise". It’s a leap into the unknown and a long journey full of pitfalls."
Beyond institutional reforms, it should be emphasized that "decentralization is more of a process under construction than a completed agenda, so it is a real project", requiring action in continuity. The question of time is fundamental in this regard.

Any process of Decentralization must make it possible to converge, on the one hand, the fast, efficient, active and concrete action likely to win the trust and support of a population which is becoming more and more demanding and aware of their rights, and, on the other hand, the long-term, serene action that can guarantee the continuous improvement, success, and sustainability of the reforms and their capitalization to guarantee and impact sustainable development.
How it’s possible ???

- It’s a matter of believing in what we are doing « The Cause »
- It’s a matter of committed, ethical, competent, and professional engagement « The Leadership » and « The Vision »
- We need to be surrounded by Good and Professional Managers sharing our Values, Virtues, Engagement and Commitments
- We need to keep in mind that one hand cannot claps « Team Work matters »
- 10% of Inspiration and 90% of perspiration
شكرا جزيلاً